

HB

99

HFIN

FILE

HOUSE COMMITTEE REPORT

(11)

Date Referred to Committee: April 4, 2001

FURTHER REFERRALS:

Date of Committee Action: 4/9/01

The FINANCE Committee considered:

HB 99

HOUSE BILL NO. 99

SCHOOL DISCIPLINE AND SAFETY

"An Act relating to school discipline and safety programs; and providing for an effective date."

Recommends it be replaced with CS HB 99 (Hes) [] Same Title [] New Title
 For Senate Bills with new title: [] Technical Title [] New Title: HCR _____

- [] attach amendments
- [] add new referral to _____ Committee
- [] Letter of Intent _____ Committee

List of Abbrev. For Dep'ts:
 ADM
 CED
 COR
 CRT
 EED
 DEC
 DPG
 GOV
 HSB
 LAA
 LAW
 LWF
 MVA
 DNR
 DPS
 REV
 DOT
 UA

<u>NEW FISCAL NOTES</u>				
*For Chief Clerk's Office Use Only				
FN#	List by Dept(s):	Fiscal	Indet.	Zero
	DEED			✓

<u>PREVIOUS FISCAL NOTES</u>				
List by Dept(s):	FN #	Fiscal	Indet.	Zero

<u>Signing with recommendations</u>	Printed Last Name	DP	DNP	NR	AM
	Bundo	✓			
	Whitaker	✓			
	HARRIS	✓			
	CAPET	✓			
	DAVIES	✓			
	MASES	✓			
	Lancaster	✓			
	Hudson	✓			
Chair: _____					
Chair:	Williams	✓			

FISCAL NOTE

**STATE OF ALASKA
2001 LEGISLATIVE SESSION**

Fiscal Note Number: _____
 Bill Version: CS HB 99 (HES)
 () Publish Date: _____

Revision Date/Time (Note if correction): _____ Dept. Affected: Education & Early Development
 Title: An Act relating to school discipline and safety BRU: Teaching & Learning Support
programs; and providing for an effective date. Component: Special & Supplemental Services
 Sponsor: Representative McGuire
 Requester: House Finance Component Number: 166

Expenditures/Revenues (Thousands of Dollars)

Note: Amounts do not include inflation unless otherwise noted below.

OPERATING EXPENDITURES	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007
Personal Services						
Travel						
Contractual						
Supplies						
Equipment						
Land & Structures						
Grants & Claims						
Miscellaneous						
TOTAL OPERATING	0.0	0.0	0.0	0.0	0.0	0.0

CAPITAL EXPENDITURES						
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CHANGE IN REVENUES ()						
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FUND SOURCE (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts						
1007 GF/Mental Health						
Other (Specify Type)						
TOTAL	0.0	0.0	0.0	0.0	0.0	0.0

Estimate of any current year (FY2001) cost: 0.0

Check this box (X) if funding for this bill is included in the Governor's FY 2002 budget proposal:

POSITIONS

Full-time						
Part-time						
Temporary						

ANALYSIS: (Attach a separate page if necessary)

This fiscal note represents zero cost to the department, but there would be costs at the district and school level to adopt a student conflict resolution program. Costs to districts would vary depending on the costs of materials, the extent that teachers are trained in conflict resolution, and the decision of the district to hire staff to administer the program.

Prepared by: Barbara Thompson
 Division: Teaching & Learning Support
 Approved by: Bruce Johnson, Deputy Commissioner of Education
 Agency: Department of Education & Early Development

Phone 465-6727
 Date/Time 4/6/01 12:00 AM
 Date 4/6/01

For distribution information, call the Governor's Legislative Office



NEA-ALASKA

Affiliated with the National Education Association

Position Paper CSHB-99 - Student Conflict Resolution Strategy

Representatives Lesil McGuire, Fred Dyson,

We share a common concern for a safe and orderly society. Schools reflect society in general. Unfortunately we read and hear of more and more instances of students committing violent acts against other students and school personnel.

We seek ways to ensure that classrooms and schools are safe. HB 99 addresses the importance of developing strategies that hopefully will lead to programs designed to help students cope with aggressive thoughts and feelings.

Finding alternative behaviors to aggression or ways to cope or modify aggression will help students in their interaction with one another. To develop and manage alternatives to aggression at an early age may contribute to healthier, less aggressive adults.

We appreciate Representative Lesil McGuire's initiative to address this problem. As educators and school employees who work closely with children, we see the need to confront school violence in the schools. As a union, we have increased our budget and staff time to work with teachers and support personnel on classroom discipline training and implementation of school discipline and safety programs. CSHB 99 represents one means to help students help themselves.

NEA-Alaska supports passage of CSHB 99.

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FISCAL NOTE

STATE OF ALASKA
2001 LEGISLATIVE SESSION

Fiscal Note Number: 1
 Bill Version: CSHB 99(HES)
 (H) Publish Date: 4/4/01

Revision Date/Time (Note if correction): _____ Dept. Affected: Dep of Education
 Title: An Act relating to school discipline and safety BRU: Dep of Education
 programs Component: _____
 Sponsor: Rep. McGuire Component Number: _____
 Requester: House HESS

Expenditures/Revenues (Thousands of Dollars)

Note: Amounts do not include inflation unless otherwise noted below.

OPERATING EXPENDITURES	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007
Personal Services						
Travel						
Contractual						
Supplies						
Equipment						
Land & Structures						
Grants & Claims						
Miscellaneous						
TOTAL OPERATING	0.0	0.0	0.0	0.0	0.0	0.0

CAPITAL EXPENDITURES						
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CHANGE IN REVENUES ()						
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FUND SOURCE (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts						
1037 GF/Mental Health						
Other (Specify Type)						
TOTAL	0.0	0.0	0.0	0.0	0.0	0.0

Estimate of any current year (FY2001) cost: 0.0

POSITIONS

Full-time						
Part-time						
Temporary						

ANALYSIS: (Attach a separate page if necessary)

Prepared by: HOUSE HEALTH, EDUCATION & SOCIAL SERVICES COM Phone 465-3759

REPRESENTATIVE FRED DYSON Date 4/3/01
 Chairman

STATE OF ALASKA

DEPARTMENT OF HEALTH AND SOCIAL SERVICES

DIVISION OF JUVENILE JUSTICE

Tony Knowles, GOVERNOR

P.O. BOX 110635
JUNEAU, ALASKA 99811-0635
PHONE: (907) 465-2212
FAX (907) 465-2333

April 5, 2001

The Honorable Representative Lesil McGuire
Alaska House of Representatives
Alaska Capitol Building
Juneau, Alaska 99801

RE: Position Statement on HB 99

Dear Representative McGuire,

The Division of Juvenile Justice, on behalf of the Alaska Department of Health and Social Services is writing to support your efforts to enact HB 99 which would amend AS 14.33.120 by requiring schools to adopt policies and strategies for reporting and resolving student conflicts.

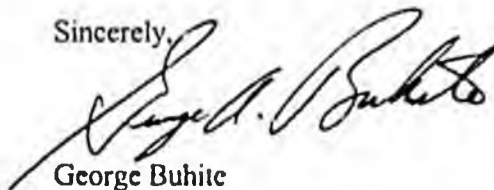
Each of the past few years the Division has received between 800 and 1000 misdemeanor assault referrals involving juvenile offenders. A number of these assaults come out of interpersonal conflicts between students. The Division has worked with local schools, police agencies and community groups to address this and other safe school issues. We are particularly encouraged by the results and successes of student mediation activities in some schools.

National research is demonstrating the success of these programs and the Office of Juvenile Justice and Delinquency Prevention states in it's student conflict resolution program guide, "The tenets of conflict resolution present a new model of interacting with and thinking about other people—one that challenges us to go beyond stereotypes, to consider the other's point of view, and to reach mutually satisfactory agreements in which all parties win...If we can succeed in teaching our youth this framework for resolving their disputes, the results for them and for our society could be profound." (OJJDP: Conflict Resolution Education: A Guide. October, 1996)

By directing schools to implement policies and strategies for this promising practice delinquency prevention program, HB 99 can be seen as an important "next step" in support of safe schools, healthy communities and crime prevention efforts. The Department has gone on record in support of this proposal and welcomes any opportunity to promote this concept and appreciate your efforts along these lines through your sponsorship of this legislation.

If we can be of assistance to you, please do not hesitate to call on us.

Sincerely,



George Buhite
Director

School Disciplinary and Safety Program

Obtain your Policy Update, developed in November 2000, by calling Anita Johnson at 907-586-1083 or email: ajohnson@asb.org

HB 253 became effective July 1, 2000 and required all school districts to have a school disciplinary and safety program in place by January 2, 2001. The purpose is to implement community standards of school behavior that are developed with the collaboration of students, parents, guardians, teachers, school administrators, and advisory school boards in each community; and to protect and support teachers who enforce standards of student behavior and safety in the classroom.

In the Policy Manual Update, AASB has paid close attention to bringing its existing policies into compliance with HB 253, and adopting new policies as necessary. Many of the existing policies met the requirements and goals of a school disciplinary and safety program and required little or no change.

Subscriber school boards who adopt the policies as discussed below will meet their obligation to have this program in place. One requirement of the program, however, which cannot be met with policy adoption is the mandate that the disciplinary program be based on community standards. These standards must reflect, at a minimum, basic requirements for respect and honesty. Districts should meet with students, parents, guardians, teachers, school administrators, and advisory school boards in each community to review existing policies and determine if changes, additions, or deletions are required in order that the District's program reflects standards of the community.

AASB Policy Manual Update includes policies and/or administrative regulations about the following:

- ❖ General policy implementing school discipline and safety program
- ❖ Policies related to general community standards
- ❖ Policies specific to student behavior and discipline
- ❖ Policy outlining procedures for notifying teachers of dangerous students
- ❖ Policies regarding standards for when a teacher may use reasonable and appropriate force to maintain classroom safety and discipline
- ❖ Policies necessary to comply with state and federal laws, including IDEA (special education)
- ❖ Policies regarding standards to address needs of students for whom mental health or substance abuse are impacting on discipline
- ❖ Procedures for periodic review and revision of the discipline and safety program
- ❖ Policies prohibiting termination or formal discipline of employees lawfully enforcing the discipline program
- ❖ Requirement that teachers report information obtained about a crime
- ❖ Requirement that teachers who see a crime report it

AASB Policy Manual Update, developed in November 2000, may be purchased for the price of \$500 annually. Or you may purchase the entire up-to-date AASB Policy Reference Manual for only \$600. For more information contact Sharon Young or Anita Johnson at (907) 586-1083 or email: syoung@asb.org or ajohnson@asb.org.

It's The Law

Chapter 78, SLA 99 School Crisis Response Plan

Requires districts to ensure that each "school in a city or borough school district or regional educational attendance area shall complete the initial school specific crisis response plan required by AS 14.33.100, added by sec. 1 of this Act, on or before December 31, 2000." These school specific plans should be kept on file at the school site and the district office.

Chapter 114, SLA 00 School Disciplinary and Safety Program

Requires districts work with their communities to develop school disciplinary and safety standards and related policies. Requires "a governing body shall adopt the initial school disciplinary and safety program required by AS 14.33.120, enacted in Sec. 2 of this Act, by January 1, 2001." These plans and related policies should also be kept on file at the district level.

AASB Policy Services

Comprehensive assistance for your board

Includes on-site workshops, extensive Policy Resource Manual, legal review and annual updates.

For more information contact: Sharon Young
315 West 11th Street, Juneau, AK 99801-1510

Tel (907) 586-1083



Membership Directory

Please notify the Association of Alaska School Boards Office with any changes your district or board have incurred since publication.

Email your new information to asb@asb.org or call at (907) 586-1083

PEACEABLE SCHOOL PILOT



CHUGIAK
HIGH SCHOOL

Chugiak High School

Roles and Functions of Key Peaceable School Partners

Peaceable School Steering Committee

- Oversight of annual review and planning process
- Coordination of specific activities that promote peaceable school goals
- Oversight and allocation of violence Prevention Funds from Safe & Drug Free Schools
- Communicates annual goals and activities to school staff, parents, and community
- Works with PAC, Student Forum, Peer Mediation groups and other community groups to organize programs and workshops to address issues of concern

Student Forum

- Addresses issues of concern and makes recommendations for action
- Communication link to homerooms through student representatives
- Meets bi-monthly on school business meeting days
- Longer gatherings of forum at beginning of school year, change of semesters, and end of year

(PAC) Positive Action Committee

- Link of communication between school administration, clubs, and student body
- Clearinghouse for sharing and passing on information related to rumors and incidents that impact the school community
- Quarterly gatherings to identify annual theme, clarify roles and responsibilities, and share how clubs are carrying out annual theme
- PAC can make recommendations Student Forum to address issues of concern

Peer Mediation

- Offer peer mediation between students and students and staff to work out interpersonal conflicts and differences
- Provide annual training for students and staff

Chugiak High School Peaceable School Pilot Goal for School Report Card

Goal: Continue building a peaceable school and more personalized learning environment by:

- ***Increasing student participation in clubs and activities by 10% this school year***
- ***Increasing student voice and leadership through participation in the Student Forum, the Positive Action Committee, and representation on school committees***
- ***Building capacity to institutionalize Peaceable School activities by establishing stipended positions to co-coordinate Peaceable School Pilot***
- ***Broadening public awareness, student awareness, faculty awareness, and parent awareness of Peaceable School activities through tangible events, presentations, and written documents***
- ***Deepening awareness and widening support for "best practices" that help all students at Chugiak to be academically successful and socially competent and responsible. This will be accomplished by documenting teaching practices that personalize learning and working with department chairs to identify the best ways to support these practices and activities in their departments***
- ***Double the number of staff who participate in peer mediation trainings or observe mediations from last year (five participated last year)***
- ***Securing participation from faculty in the Peaceable School Pilot by asking each faculty member to identify one way that they can support this effort during the year (Peaceable School Pilot Participation Options will be handed out at next all staff meeting or in-service day)***

***Chugiak High School
Peaceable School Pilot Steering Committee
Summary Notes and Agreements***

Positive Action Committee Action Steps

1. *Top has agreed to sponsor PAC and facilitate October 19 meeting. Vernon has agreed to help facilitate the meeting.*
2. *Prepare a flyer to be disseminated to clubs, school organizations, and sports teams on October 11. The flyer should include the following:*
 - *Purposes of Positive Action Committee*
 - *Announcement of PAC meeting on afternoon of October 19, 11 to 2 p.m.*
 - *Call for 1 to 3 representatives of each club, organization, and sports team to attend meeting*
 - *A form for writing name of club, organization, or sports team, names of students who will attend meeting, and adult sponsors who would be interested in attending meeting*
 - *Purpose of the meeting will include choosing the PAC theme for this year and deciding date of three other quarterly meetings*
3. *Prepare agenda for October 19 PAC meeting. Agenda to include:*
 - *Clarification of purposes of PAC, how often it will meet, follow-up check-in's to support club and sports involvement in theme*
 - *Trust building activities and discussion between students and administrators*
 - *Discuss vandalism and graffiti incidents as test cases for how PAC can intervene*
 - *Brainstorm and reach consensus for PAC theme for this year*
 - *Decide on other dates for quarterly meetings*
4. *Make arrangements for space, reminders to students, and food for October 19 meeting*
5. *Create paper passes that can be disseminated to PAC members when students need to be notified and gathered for a quick emergency meeting*

***Chugiak High School
Peaceable School Pilot
Announcement for Stipended Co-Coordinator Positions at
Chugiak High School, 2000-2001***

As part of the Chugiak Peaceable School Pilot, ASD Safe & Drug Free Schools is able to award up to three \$700 (40 hour) stipends to each of two co-coordinators at Chugiak HS for the period from October 1, 2000 to June 30, 2001. Both of these positions will involve 2 to 3 hours a week to coordinate Peaceable School activities. It is agreed that two staff members can negotiate how they divide up roles and responsibilities described in the description below. Please submit the form below to the principal if you are interested in one of these positions.

Roles and responsibilities for Peaceable School Pilot Co-Coordinators:

1. Collate staff responses to Peaceable School Pilot Participation Options and support implementation of activities that promote faculty participation.
2. Serve as a liaison between Safe & Drug Free Schools and CHS.
3. Coordinate and help facilitate quarterly Steering Committee meetings.
4. Set up on-site schedule for consultant visits with Carol Lieber including focus groups, steering committee meetings, trainings, securing rooms, gathering people by personally inviting them, talking to principal about schedule and food, talking to administrative assistant about substitute needs.
5. Communicate to school leaders about status of Peaceable School activities during the year.
6. Communicate to school staff and community about Peaceable School activities.
7. Support the efforts of Positive Action Committee and attend the quarterly meetings.
8. Serve as the on-site instructor for one-credit class, "Strategies for Personalizing the Classroom", a class offered to staff designed to learn a strategy, try it out, discuss outcomes with colleagues, and explore how strategies for personalization can be used in different academic disciplines.

9. *Oversee coordination of national RCCP site visit to Chugiak in February. Educators from RCCP sites around the country will be participating in a national gathering here in Anchorage.*
10. *Connect with other teachers who have participated in Partners in Learning course to compile strategies, activities, and practices that help create more peaceable, collaborative, and respectful classrooms. These ideas will go on the national ESR web site.*
11. *Help recruit staff for High School course in February.*
12. *Organize and help facilitate Peaceable School Pilot assessment and planning meeting in late Spring, 2001.*
13. *Participate in meetings with other Peaceable School coordinators and Safe & Drug Free Schools staff.*
14. *Be an advocate for efforts to personalize the learning environment, especially related to developing structural and program options for new "houses" at Chugiak.*
15. *Help write and monitor mini-grants from Safe & Drug Free Schools.*

Peaceable School Co-Coordinator Positions at CHS

(Please submit this form to Jan)

Name: _____ ext. _____

Present Position at Chugiak HS _____

Three reasons why I would be a good candidate for this position:

- 1.
- 2.
- 3.

***Chugiak High School
Supporting the Peaceable School Pilot
Participation Options***

Name _____

We would like to invite all staff to identify at least one way that each of us can contribute to making Chugiak a more peaceable, welcoming, and respectful community where every student can be successful by

- ***Providing a Safe Environment***
- ***Personalizing Education***
- ***Meeting Developmental Needs of Diverse Adolescents***
- ***Building Students' Emotional Resilience and Social Competency***
- ***Promoting Collaboration among Colleagues***
- ***Improving Student Performance***

- I would like to participate on the Peaceable School Steering Committee that will have oversight of Year Three of the pilot. This group will probably meet or phone conference every two months.
- I would like to work with students from the Positive Action Committee and other faculty to brainstorm ways to support the Peaceable School theme that students have chosen for this year.
- As a club sponsor or coach I will support efforts of my club or team to promote the Positive Action Committee theme for this school year.
- I would like to help support the Positive Action Committee them by teaching a lesson in class that addresses the theme.
- I would like to attend at least one Student Forum meeting this year on business meeting days.
- I would like to participate in Faculty Forum and other discussions about the internal structures, scheduling, and program options for establishing positive, personalizes learning environments in the new "houses" at Chugiak.

- I would like to attend the peer mediation training on Friday, November 3. (Stipends will be available.)
- I would like to observe a peer mediation this year.
- I will encourage the use of mediation as an early intervention when I see students having a problem with each other.
- I would like to discuss with Judy and Sandy how I might take on a support role with the mediation program in the future to ensure that the program will continue for years to come.
- I would like to participate in a planning committee with upper class students to develop a more personalized orientation program for in-coming students next year.
- I would like to help support student participation in school governance, curriculum, and task force committees. We agreed to create a process where students will participate on all standing school committees. This will also include establishing a selection process for students and creating a brief orientation for students who are on committees.
- I would be willing to document at least one idea, strategy, or practice that supports a peaceable and personalized classroom. We will place these ideas on the ESR national web site.
- I would be willing to briefly describe Partners in Learning goals and practices with colleagues in my department.
- I would like to work with my department chair to identify opportunities to share practices and strategies that create a more peaceable and personalized classroom.
- I would like to help identify courses within my department that are the best fit for establishing practices and activities that promote social and emotional competencies and conflict resolution and develop greater appreciation for diversity.
- I would like to meet with staff from "feeder" middle schools to discuss the kinds of middle school expectations and skill mastery that make the transition to high school a smoother experience for in-coming 9th graders.

- I would like to discuss the 9th grade transition with other faculty who teach 9th grade (thinking about some common goals, expectations, activities, and experiences that can help 9th graders be more successful here at Chugiak).
- I would like to participate in a discussion with sophomores to get an idea of the kinds of support, skills, learning activities, and encouragement are most helpful to be successful in 9th grade.
- I would like to sponsor a new activity this year (could run for 4 or 5 sessions or longer) in an effort to increase participation of students in Wednesday activities.
- I would like to use release time or a prep period to observe another teacher or team teach a class that reinforces social and emotional learning/conflict/diversity in the classroom.
- I would like to work with art students to create a Peaceable School banner that can hang in a prominent place in the school.
- Here's another way I'd like to make a contribution to the Peaceable School pilot here at Chugiak.

Conflict Resolution and Intergroup Relations

The Need

Conflict is a normal and essential part of life. The way we deal with differences and conflict, however, often divides us and inhibits our ability to confront common problems. Complex social issues and increasing global interdependence place new demands on our capacities to work together.

Many young people are not learning to deal constructively with differences that they face daily. They see few alternatives to either fleeing from conflict or fighting.

Violence has become a social problem of epidemic proportions that especially affects young people. The messages that society conveys about violence are at best confusing, and often encourage violence. Many young people do not believe that they can make a difference and improve the world in which they live.

Key Concepts

ESR conflict resolution programs reflect the following principles and understandings about conflict:

1. Conflict is a part of life. When handled constructively, conflict presents opportunities for growth and progress. People of any age can acquire skills and understandings that will help them deal with conflict in constructive ways.
2. There are many conflict situations where "win-win" solutions—those that meet the underlying interests and needs of the parties to the dispute—can be achieved. Too often we assume that one person must win and the other must lose in a conflict, or that both must give up something, and thus neither get what they need or want.
3. While the win-win approach can be helpful in many situations, resolution of a conflict is not always possible. In some cases, the best outcome in a conflict-laden situation might stem from a strategy that prevents the outbreak of physical violence or the rupture of a relationship. Conflict can even be an important resource in the effort to bring about constructive change. The primary goal is to be creative and resourceful in the face of conflict.
4. Conflict resolution is best taught in the context of a caring community characterized by cooperation, effective communication, emotional strength, appreciation of differences, recognition of common purposes, and shared decision making.

A singular focus on conflict resolution knowledge and skills without attention to creating community may miss underlying causes of problems. Caring and empathy are as important as knowing how to negotiate.

5. The ability to enter others' perspectives, to see and reel problems as others do, and to identify their needs and interests is central to dealing constructively with differences.
6. Dialogue is an effective form for discussing controversial issues. Dialogue, as contrasted with debate, emphasizes seeking common ground rather than polarizing differences. It encourages empathy with other points of view and toleration for ambiguity and the uncertainty of knowledge. Debate is characterized by confrontation, a contest between right and wrong in which each side believes it is right. The typical goal of debate is to win the argument and end the discussion. Dialogue encourages people with differences to keep talking and increases the chances of creative responses to conflict.
7. While the interventions used in interpersonal conflicts are often quite different from those used in larger social conflicts, the study of each helps students begin to understand the underlying dynamics of conflict and further develop a positive attitude toward it. The development of interpersonal conflict skills, principles, experience, and concepts sets the foundation for effective responses to conflict in social and political spheres.
8. It is important to cultivate awareness of and appreciation for differences—individual, ethnic, cultural, and national. Commonly, the perception of difference leads to separation and distancing. However, given an emerging understanding of the world's interdependent character, differences must be understood in their interrelatedness, and in the opportunities they often present for creating new, more inclusive and adaptive relationships. Responding effectively to conflict necessitates learning to balance respect for differences with the ability to make informed judgments.
9. The roots of violence and social conflict often lie in inequality and injustice. It is important to help students understand and confront such deeply rooted problems as racism and sexism. In part, this takes place through examination and, where needed, transformation of existing power relationships in social conflicts.

Conflict has many dimensions. While physical violence is the most obvious, other forms of structural and institutional violence are also pernicious and equally demand our attention.

ESR/RCCP's Approach: Distinguishing Features

ESR/RCCP's approach to conflict resolution and intergroup relations is based on the following principles which are rooted in beliefs about effective teaching and learning:

1. To see conflict as presenting opportunities for growth requires a significant shift in attitude and world view. Adults as well as students must examine and seek to change their own attitudes about conflict. This process requires time and patience. It also necessitates support for those teachers who are involved. Significant behavioral change in the classroom does not result from a "quick fix."
2. Effective teaching about conflict is student-centered—that is, it begins with students' experiences of conflict and their own questions. It addresses the conflict and violence in young people's lives. It helps young people make connections between their lives and the larger world and apply new understandings to conflicts outside of their immediate experience.
3. ESR/RCCP encourages young people to think about why there are different kinds of conflict, to explore a repertoire of effective responses to conflict, to pose problems and generate good questions, to recognize that society is created by people, and to believe that they can make a difference.
4. ESR encourages inquiry and exploration of complex issues that lead to the discovery of underlying assumptions, root causes, and internal contradictions. Thoughtful inquiry involves risk taking, for it may raise fundamental questions about the way we live and how our society is structured.
5. A comprehensive approach to conflict resolution education involves teachers in the application of understanding and skills at five levels: through core practices and routines that help create a peaceable classroom community; through modeling and teaching core conflict resolution skills; through the use of teaching strategies that promote cooperation, effective communication, and problem solving; through WIN-WIN approaches to classroom management and handling student problems; and through infusion of conflict resolution skills and concepts into academic subject areas such as literature, social studies, and science.
6. Many programs teach conflict resolution as a set of isolated skills. Although individual skills are useful, the practice of creative response to conflict entails more than a collection of isolated skills; it is an integrative process that happens when one is confronted with a real problem. It also involves a systematic way of thinking about how to handle differences.

7. ESR/RCCP helps teachers create structured learning environments characterized by: a willingness to embrace and use conflict for learning; a sense of being safe to express feelings and different opinions, and to change one's mind and behavior; a commitment to share power and control so that students are partners with teachers in creating knowledge and making decisions; reflection about self and others; and connection between adults and the formation of relationships.
8. Other programs focus on stopping-fighting and physical violence and on controlling behavior. ESR/RCCP believes that conflict resolution in education is not simply another form of discipline. ESR/RCCP's goal involves going deeper. It includes empowering young people by providing them with a repertoire of skills and nurturing new ways of thinking about dealing with differences and conflict.
9. Based on our experience working with schools across the United States we recommend several components for the successful implementation of a conflict resolution education program: in-depth introductory staff training, use of exemplary curriculum, follow-up classroom visits by staff development specialists, periodic meetings of all involved staff, and leadership development programs for qualified participants. Training support is central--ESR/RCCP's approach is as much about process and practice as curriculum. ESR structures participatory learning experiences for adults that mirror the empowering methodology we recommend for young people.
10. Conflict resolution in the schools often takes the form of mediation programs. ESR/RCCP believes that school mediation programs are best implemented as part of a larger effort to train staff and students in conflict resolution. While mediation programs are valuable for many young people, they often are separate from the cultures of classrooms and the school at large, where prevailing norms among students and teachers do not support the goals of the mediation program. Also, while third party intervention (mediation) is an important form of dispute resolution, it does not necessarily help individuals develop abilities to manage and resolve differences on their own.
11. ESR/RCCP frames its conflict resolution and intergroup relations work as central to the process by which young people become responsible decision makers and active participants in our democracy. Students need skills, understanding, and opportunities to make a difference in the world. The ability to deal constructively with differences is a fundamental part of effective citizenship.

Leading in Social Responsibility

Conflict Resolution and intergroup relations are essential components integrated into a larger framework of social responsibility. ESR/RCCP is dedicated to deepening our own and our fellow educators' understanding of each of these activities cited below that we believe constitute important perspectives of social responsibility.

Controversial Issues - The significant issues of our times are controversial. Therefore, it is vital that these issues be considered in schools, so that students can practice learning how to decide what to do in complex, emotion-laden situations. Without such practice, they are left with the models they see around them, which tend to encourage polarizing and oversimplifying.

Dialogue - In dialogue the effort is to understand each other's position—not only the intellectual content, but also the history and emotions tied to the position. Done well, this approach leads to an increased understanding of a given situation that permits a partnership approach in critical thinking and an attempt to collaborate in devising a “win-win” solution to the conflict. In debate, by contrast, the emphasis is on attacking the intellectual content of an opponent's position to achieve a “win” at the opponent's expense.

Multiple Perspectives - There are typically more than “two sides to every story.” One of the most important means of helping students reflect on their thinking is to help them reach beyond the limits of their own experience and to enter the experience of others.

Interconnectedness - Preparing young people for the twenty-first century means helping them to develop an understanding of how to live in an interdependent world. Students need to be encouraged to view situations holistically, examining the interconnections of parts of a system rather than focusing on one cause and one effect.

Opportunities for Participation - Learning is strengthened when it is embodied in action, so it is vital to give students opportunities to contribute to the lives of others and to improve the world around them. Depending on their maturity, students can be appropriately involved in taking action on classroom, school, community, national, or global problems. Providing such opportunities helps students to improve the quality of their thinking and to build self-esteem and a sense of connection with the world.

Community - Developing a sense of community—a consciousness of the group of which one is a part—means acknowledging our interconnectedness, having a sense of common purpose, respecting difference, sharing in decision making, and supporting each other's growth. To enable young people to acquire this perspective, we must be willing and able to create classrooms and schools that function as communities.

ESR/RCCP seeks to make social responsibility an integral part of education. It perceives social responsibility to be an integrating framework for a variety of activities that will help young people learn how to participate in shaping a better world.

These ideas were forged through years of ESR leaders' experience in helping educators introduce creative and effective ways of dealing with conflict into their classrooms and schools. ESR/RCCP's approach to conflict resolution has many roots. While it is not possible to trace all of these roots, certain key contributions and bench-marks are worth noting.

Early in the 1980s, our experience teaching the skills of critical analysis for examining the arms race led quickly to the realization that students needed to understand the process for peacemaking. The curriculum guide, *Perspectives: A Teaching Guide to Concepts of Peace*, compiled by over thirty educators, was published in 1983. It included a section designed to help students learn conflict resolution skills for helping to create a more peaceful world.

Also during the 1980s, a group of ESR leaders adapted Peter Elbow's technique for teaching writing, called methodological belief, to develop a process for more deeply understanding different perspectives on emotion-laden, controversial topics. This process helps people listen and talk about conflict in new ways.

During this period ESR reached teachers with its ideas in two ways. It developed a wealth of practical activities which it introduced to teachers through printed materials and workshops, and it enabled teachers to gain a deeper understanding of conflict resolution through weeklong institutes. Both activities enriched our own understanding of the varied dimensions of conflict resolution work.

Another major source of ESR's approach to conflict resolution began in 1985 when New York Metro ESR and the New York City Public Schools launched a project in one school district in Brooklyn to prepare elementary teachers in conflict resolution. This project, now a national demonstration project named the "Resolving Conflict Creatively Program," has grown to encompass over 300 schools and involve 120,000 students in New York City, other sites around the country including Anchorage (AK), Vista (CA), New Orleans, and South Orange-Maplewood (NJ). This comprehensive program involves school districts that make a long term commitment to integrate conflict resolution and intergroup relations into the heart of the school culture. To accomplish this, RCCP involves all staff, administrators, and parents in intensive training and leadership development, provides extensive staff development for participating teachers, and involves students in school wide projects and leadership programs.

HE'S FOCUSED

Filmmaker explores Tibet

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CALL TO CIVILITY

Native leaders ask Knowles' help

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Storm slows race leaders

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Anchorage Daily News

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FINAL EDITION

Student kills 2 in Bethel



Shotgun shells litter the floor of the high school common area where police believe Evan Ramsey opened fire Wednesday.

Frightened teens flee high school

By TOM BELL and ROSEMARY SHINOMARA Daily News reporters

BETHEL — A seething high school student walked into school Wednesday morning with a shotgun and opened fire, wounding three students, one fatally, before he stalked and killed the Bethel High school principal.

Students and officials identified the killer as Evan Ramsey, 16, son of Donald Ramsey of Anchorage. Only a month ago, the elder Ramsey was released from prison after serving 10 years for taking a rifle into the Anchorage Times office and attacking publisher Bob Atwood and his daughter, Elaine Atwood. The Atwoods wrestled Ramsey to the ground.

The principal, Ronald D. Edwards, 50, was a veteran Bush educator whose daughter and son attend Bethel Regional High School.

Sophomore Joshua Palacios, 16, a rising local basketball player, was critically injured with multiple shot-



Ronald D. Edwards



Joshua Palacios

INSIDE: Sixteen-year-old Joshua Palacios was a star basketball player for Bethel Regional High School. Story and more photos, Page A7.

'The mellowest kid'

Father says shooting hard to believe

By DON HUNTER Daily News reporter

Don Ramsey hasn't had a lot of contact with his middle son, Evan, lately. On Wednesday, he was stunned to learn that police in Bethel were saying the boy had walked into the local high school and shot four people, killing the principal and a student and wounding two others.

"I can't believe that," Ramsey said. "He's the mellowest kid."

My Evan shot somebody? He's not but 16 years old."

Ramsey, a former Anchorage cab driver now staying in a residential program for homeless veterans, was paroled last month after serving more than 10 years for his own 1984 early morning assault on the offices of Anchorage Times publisher Bob Atwood. Ramsey, angered

Please see Page A-7, RAMSEY



Sixteen-year-old Evan Ramsey is suspected in the killings of two.

A committed educator

Slain principal warned of changes occurring in school

By LISA DEMER Daily News reporter

During almost a decade as a teacher and principal in rural Alaska, Ronald Dale Edwards and his family traveled to some of the state's most remote communities, making friends all along the way.

Edwards hauled firewood for elders in the tiny village

of Niihah on the Aleutian Islands and gave children in Bethel the chance to play in a basketball league. By all accounts, his wife, three children and his students were his life.

On Tuesday evening, the night before he was gunned down in the common area of Bethel Regional High School, Edwards had warned an advisory group that drugs were

creeping into the school, where he had served as principal since 1993, and parents noted violence was increasing, too.

Over Christmas break, a student brought a gun into a basketball tournament at the school. Just last week, ac-

Please see Page A-7, PRINCIPAL



Deng Xiaoping

Deng dies; China's course not apt to change

By BOB DEANS

China News Service

WASHINGTON — China's paramount leader, Deng Xiaoping, died Wednesday of complications from Parkinson's disease and a lung infection at age 92. His death opens the way for bureaucratic infighting that could confuse or even paralyze important policy decisions affecting 1.3 billion Chinese and all who deal with them, analysts said Wednesday.

DENG XIAOPING: A man of opposing legacies, A-4

Deng's death is expected to alter China's basic trajectory as the world's fastest-growing economic power, whose mounting commercial might is mirrored in its rising political and military clout.

Together, these trends have been shifting the bal-

ance of global power steadily toward Beijing for a decade, a movement analysts believe will stay more or less on track after Deng's death.

"They're going to be a major power — economically, politically and militarily — into the next century," said Winston Lord, a former assistant secretary of state who served as President Clinton's point man on China for the past four years. "The question is whether they're going

to be a cooperative power or a disruptive one."

Deng's departure augers no immediate change in existing U.S. policy, which aims to engage China across a broad slate of issues ranging from trade and human rights to drug trafficking and nuclear weapons controls.

China is expected to continue its blistering 9 percent annual economic growth rate. American corporations will keep betting their futures

heavily on China, where U.S. and other foreign companies have invested more than \$115 billion to try to tap China's vast consumer and labor markets.

"For many companies, China is now an integral part of their long-term perceptions of their global competitiveness," said Robert Kopp, executive director of the U.S. China Business Council.

Pages and Back Page, DEMO

Daily News call-in night

TODAY

Court upholds speech rights

SHOOTING: Student takes shotgun into school, 2 killed, 2 injured

Continued from Page A-1

gun wounds to the chest, Alaska State Troopers said, and was taken by plane to Providence Alaska Medical Center in Anchorage.

Janet Asaro, Providence spokeswoman, said Palacios went directly to surgery after arriving by ambulance at 3 p.m. He was in the operating room for three hours but died as he was about to take him to the intensive care unit.

Two other high school students, freshmen Russell Lamont, 15, and Shane McIntyre, 14, were injured by shotgun pellets. They were treated by Bethel doctors and released.

According to eyewitness and official accounts, students were gathering in the main lounge area of the high school when, at 8:45 a.m., 70 minutes before classes were to begin, Ramsey walked in. By the time the tardy bell rang about 15 minutes later, four people were shot, the school was in panic, and Bethel police had Ramsey in custody.

Lamont was sitting with friends at a cafeteria-style table when he saw Ramsey arrive with a 12-gauge shotgun.

"He had it in his hand. He was looking around," Lamont said.

In Ramsey's other hand was a paper bag. It was filled with shells.

Palacios, Lamont's friend, was with another student near Ramsey. "They were just messing around," Lamont said. Palacios moved away, decided Ramsey wasn't going to do anything with the gun, and came back and sat down, Lamont said.

"I didn't see him enter," McIntyre said. "I just saw him come near our table."

Student Andy Angstman said it wasn't that unusual to see weapons around the school.

"The kid came in with the shotgun and everyone was, 'Wow,'" Angstman said. "But we have a ROTC program here, and a lot of kids thought it was probably from that, so there was a delayed reaction. Then Josh said, 'Hey, that's a shotgun.' He stood up and said, 'Hey, why do you have the gun here?'"

"He had the gun at his hip and basically aimed at Josh," McIntyre said. "When Josh saw him, (Josh) just said, 'I'm going to get out of here.' When he got up, he got shot."

Kathleen Cline, 14, said Ramsey fired from a distance of 12 to 15 feet. She saw him aim at Palacios, described by students as a popular sophomore who enjoyed making cutting jokes, sometimes at the expense of others, including Ramsey.

McIntyre said he was hit in the shoulder by one of the pellets from a round that hit Palacios.

"All I remember is a whole lot of people running and jumping out windows," he said. "I just found the nearest exit and went out that and tried to get help from someone at the diesel shop, and that's when I noticed I was shot."

Lamont said "I dropped down and tried to crawl away after that. I don't remember."

Jeffrey Chon, 14, arriving late to school, was met by the sound of gunfire. He looked down the hall and



Russell Lamont, 15, shows the wound he received in Wednesday morning's shooting at Bethel Regional High School. The single shotgun pellet he was hit with is still in his arm.

SHOOTING VICTIMS

■ Ronald Dale Edwards, 50, principal of Bethel Regional High School. His wife, Cindy, is a substitute teacher who was at the school when he was shot, as were his two older children, Trevor, 19, and Megan, 16. His youngest child, Ron, is a fourth-grader at Kilbuck School. An ex-Marine, Edwards and his family came to Alaska in 1986.



■ Russel Lamont, 15, freshman, junior varsity basketball player. His father, Russell Sr., is head of the local housing authority. He was sitting at a table with some friends in a lounge area of the school when he was shot. A shotgun pellet passed through his shoulder and lodged in a rib. He was treated at the Yukon-Kuskokwim Delta Regional Hospital emergency room and released.



■ Joshua Palacios, 16, sophomore, was sitting in the lobby area with friends when he was shot in the stomach. He was a varsity basketball player. He was born in Anchorage and had just emerged from three hours of surgery when he died Wednesday evening. His mother is a health-care worker and his father works with prisoners in a halfway house. He has a younger brother.



■ Shane McIntyre, 14, is a ninth-grader. He was treated for a wound to his right arm. McIntyre said he was sitting across from his friend, Joshua Palacios, at a lunch table in the school's front lobby when Ramsey came into the building armed with a long-barreled shotgun. When Palacios was shot, a shotgun pellet struck McIntyre.

— Daily News staff reports

out of school. I was running for my life, and I was thinking, 'This can't happen here.'"

Erick Hodgins, 18, said Ramsey smiled and laughed as he fired. While other students fled, Hodgins was trapped in a corner, hiding behind a planter.

He thought about tackling Ramsey, he said, but decided against it. As Ramsey walked out of sight, Hodgins ran from the building, then turned to watch through the windows. He saw Ramsey stalking the hallways, firing again and again at the calling, the plaster raining down.

Teachers were yelling at him to put down the gun, Hodgins said. Ramsey just reloaded.

Hodgins heard another shot, then, a scream. Through the window, he said, he saw Edwards fall face down. Hodgins didn't see the principal get hit, but it looked like he was shot in the back.

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Four state troopers and five or six officers from the Bethel Police Department arrived at the school, said trooper Sgt. Paul Burke. He said many of the school's 450 students were still in the building at that time.

Ramsey fired on the officers and the officers shot back, but no one was hit, said trooper spokesman Steve Wilhelm.

Despite the gunfire, Burke said, three Bethel officers entered the school and approached Ramsey, who then gave himself up.

"Those officers did pretty brave stuff in there," said Burke, whose daughter is a junior in the school. "The situation calls for ignoring your own safety because there are people who need your help."

entrance, he said. Dull and other parents ran across the tundra to the school, he said, and he could see the worry in their faces.

He found his two boys among about 300 students who had been corralled in the cafeteria in a separate building from the school, he said.

"To see the parents going through the crowd of students looking for their children, it was sad," Dull said. "A lot of students had tears in their eyes."

"I found my two boys, but I didn't find their mother, and they were asking about her. I was just as frightened and scared as they were."

He spotted his wife through a school window. She mouthed to him that she couldn't leave, but he was just relieved to find she was OK, he said.

His 15-year-old son, Byron, told him several kids jumped out a window and fell about 10 feet to escape harm.

"I'm finally calming down," Dull said about three hours after the shooting. "Nothing this bad has ever happened in Bethel."

Wednesday afternoon, the school was deserted except for troopers, and yellow crime scene tape was draped around the entire lobby and office area.

Four shotgun shell casings lay scattered around the beige carpet in front of the office. Post-it notes near the casings pointed to pellets.

The office and front entrance are on a raised platform, about three feet above the lounge area. Yellow lockers and a trophy case line one wall of the lounge. Two more shell casings were visible near the lockers.

Counseling for students started immediately at the Yukon Cultural Center and will continue the rest of the week, said Bob Herron, president of the Lower Kuskokwim School District School Board.

"A lot of people were exposed to the incident — a lot of students, aides and teachers," Herron said.

All 67 Wednesday students and 21 teachers streamed through the center, where guidance counselors and mental health workers tried to help them deal with the tragedy. The counselors talked to people individually most of the day.

As dusk approached, about 60 students and teachers gathered for a meeting, and people took turns describing what they had seen that morning.

"We went through a terribly confusing incident," school counselor Lois Mallette explained in an interview. "We need to let people

talk about the experience so they'll understand it better."

At the end of the meeting, the group formed a huge circle, and a woman sang a mournful Yup'ik "purification song" as some students quietly sang along. They then said the Lord's Prayer.

During the afternoon, many of the students had signed, handmade get-well cards for their classmate, who was dying in an Anchorage hospital.

"Josh, we all care about you," one student wrote. "We all love you."

Herron said the Bethel high school has had only one incident involving guns in the school. That happened over Christmas break when a student brought a gun to a basketball tournament. Though the student didn't show the weapon, authorities found out and expelled the student for a year.

In an interview at his Anchorage home, Donald Ramsey said he last saw his son in 1991, but tried to stay in contact with telephone calls.

Evan and his two brothers were taken from their mother and placed in foster homes after Ramsey's arrest. Evan and one brother were staying with Sue Hara, superintendent of the Lower Kuskokwim School District and Edwards' boss.

The son that the elder Ramsey remembers was "a real gentle little boy."

"I have absolutely no clue as to why he did this," he said. "He's like me in one respect. He's slow to anger, but when he angers he blows up."

Donald Ramsey said he last phoned his son about 10 days ago.

"I wish I could just visit him and hold him right now," Donald Ramsey said.

Other students had a different picture of Evan Ramsey, a junior and a slim youth of medium height, had shaved his head and wore black T-shirts and blue jeans. Students described him as a quiet misfit who found it difficult to make friends and was often absent from school. They said he has a rebellious attitude that often got him in trouble with teachers and Edwards.

A year ago, Hodgins said, Ramsey threatened to bring a gun to school and shoot people.

"But no one took him seriously," Hodgins said.

Myron Angstman, Andy's father and a Bethel lawyer, said, "All the kids say he's had a history of behavior problems in school, of the type that were disturbing. He'd get in fights. One time in the library, he threw the chairs around. I actually picked them up and winged them around the room."

After getting home, Hodgins said, he talked to some of Ramsey's friends. They said Ramsey had told them Tuesday night that he planned to go to school to kill Edwards.

Ramsey is scheduled to be arraigned in Bethel Superior Court at 9:45 a.m. today.

Daily News reporters Danella Stanton, Shelia Toomey, Ben Hunter and Lisa Danner contributed to this report.

14, were injured by shotgun pellets. They were treated by Bethel doctors and released.

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Lamont was sitting with friends at a cafeteria-style table when he saw Ramsey arrive with a 12-gauge shotgun.

"He had it in his hand. He was looking around," Lamont said.

In Ramsey's other hand was a paper bag. It was filled with shells.

Palacios, Lamont's friend, was with another student near Ramsey. "They were just messing around," Lamont said. Palacios moved away, decided Ramsey wasn't going to do anything with the gun, and came back and sat down, Lamont said.

"I didn't see him enter," McIntyre said. "I just saw him come near our table."

Student Andy Angstman said it wasn't that unusual to see weapons around the school.

"The kid came in with the shotgun and everyone was 'whoa,'" Angstman said. "But we have a ROTC program here, and a lot of kids thought it was probably from that, so there was a delayed reaction. Then Josh said, 'Hey, that's a shotgun.' He stood up and said, 'Hey, why do you have the gun here?'"

"He had the gun at his hip and basically aimed at Josh," McIntyre said. "When Josh saw him, (Josh) just said, 'I'm going to get out of here.' When he got up, he got shot."

Kathleen Cline, 14, said Ramsey fired from a distance of 12 to 15 feet. She saw him aim at Palacios, described by students as a popular sophomore who enjoyed making cutting jokes sometimes at the expense of others, including Ramsey.

McIntyre said he was hit in the shoulder by one of the pellets from a round that hit Palacios.

"All I remember is a whole lot of people running and jumping out windows," he said. "I just found the nearest exit and went out that and tried to get help from someone at the diesel shop, and that's when I noticed I was shot."

Lamont said "I dropped down and tried to crawl away. After that I don't remember."

Jeffrey Chon, 14, arriving late to school, was met by the sound of gunfire. He looked down the hall and saw one student lying on the ground and a couple of others crawling away, bleeding. Another student hid behind a phone booth.

"A lot of kids were like, 'Run, run,'" Chon said. "I just started running. The whole school was in tears."

"I was right there at the time when the three boys got shot," said Cline. "I was running away — running



Russell Lamont, 15, shows the wound he received in Wednesday morning's shooting at Bethel Regional High School. The single shotgun pellet he was hit with is still in his arm.

SHOOTING VICTIMS

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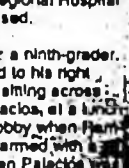
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— Daily News Staff Reports

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He thought about tackling Ramsey, he said, but decided against it. As Ramsey walked out of sight, Hodgins ran from the building, then turned to watch through the windows. He saw Ramsey stalking the hallways, firing again and again at the ceiling, the plaster raining down.

Teachers were yelling at him to put down the gun, Hodgins said. Ramsey just reloaded.

Hodgins heard another shot, then, a scream. Through the window, he said, he saw Edwards fall face down. Hodgins didn't see the principal get hit, but it looked like he was shot in the back, he said.

Edwards, an ex-Marine, had worked for the district since 1990 and has been at the high school since 1993. Besides the two children in the school, a younger son attends elementary school in Bethel. His wife, Cindy, is a substitute high school teacher. Witnesses later saw her comforting her dying husband.

As the shooting contin-

ued, teachers began herding the students into the school cafeteria.

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"Those officers did pretty brave stuff in there," said Burke, whose daughter is a junior in the school. "That situation calls for ignoring your own safety because there are people who need your help."

Word of the shooting spread quickly through Bethel, a city of 3,200 people 400 miles west of Anchorage. Arvin Dull, manager of Bethel's First National Bank of Anchorage, raced to the school to search for his two children and his wife, who works in the office.

"All my eggs were in one basket, so just as soon as I found out, I had to go," he said.

The main road to the school was blocked and a trooper guarded the school's

entrance, he said.

Dull and other parents ran across the tundra to the school, he said, and he could see the worry in their faces. He found his two boys among about 300 students who had been corralled in the cafeteria in a separate building from the school, he said.

"To see the parents going through the crowd of students jolting for their children, it was sad," Dull said. "A lot of students had tears in their eyes."

"I found my two boys, but I didn't find their mother, and they were asking about her. I was just as frightened and scared as they were."

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The son that the elder Ramsey remembers was "a real gentle little boy."

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Donald Ramsey said he last phoned his son about 10 days ago.

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Other students had a different picture of Evan Ramsey, a junior and a slim youth of medium height, had shaved his head and wore black T-shirts and blue jeans. Students described him as a quiet misfit who found it difficult to make friends and was often absent from school. They said he had a rebellious attitude that annoyed some teachers and administrators.

At the time Hodgins said, Ramsey threatened to bring a gun to school last April about

But no one took him seriously, Hodgins said. Myron Angstman, Andy's father and a Bethel lawyer, said, "All the kids say he's had a history of behavior problems in school, but the type that were disturbing. He'd get in fights. One time in the library, he threw the chairs around and actually picked them up and winged them around the room."

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□ Daily News reporters Daniela Hamilton, Sheila Toomey, Don Hunter and Lisa Danner contributed to this report.

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— Shane McIntyre, 14

'I was right there at the time when the three boys got shot. I was running away — running out of school. I was running for my life, and I was thinking, 'This can't happen here.'

— Kathleen Cline, 14



Hospital security guard keep watch at the emergency room entrance at Providence Hospital in Anchorage as paramedics prepare to move shooting victim Joshua Palacios after a night in Bethel.

I think that was just open to everybody. He would always listen to what they would have to say," said Lemon, a friend who spent much of Wednesday with Cindy Edwards.

Edwards was a longtime teacher. He grew up in Southern California and went to college in Montana. He taught there for about eight years before moving to Alaska. The first stop, in 1988, was Nikolaki, population about 35. On a treeless island with an erupting volcano and Aleutian weather so stormy that days passed between mail planes, Edwards taught at the tiny school, hunted geese and had an open ear to villagers' concerns. When elders needed to heat their homes, he would haul driftwood from the beach on a four-wheeler, recalled a friend, Scott Kerr, who still lives there.

Elder Anna Krukoff is one of many who stayed in touch, exchanging Christmas cards and calling Edwards when her husband, the school custodian, died in 1995.

"Ron and Cindy were good friends," Krukoff said. "They liked it here. Nice and quiet, no traffic, clean air."

After three years, the Edwards family moved on to the Kuskokwim Delta, where he took a post as principal of the school in Kongiganak, serving fewer than 100 students in grades kindergarten through 12.

Then, in 1993, he was picked for one of the



Teachers and school staff members meet with the Bethel Advisory School Board on Wednesday afternoon to discuss future security measures the district should take.

bigger jobs in the Lower Kuskokwim School District, principal of Bethel Regional High, with more than 400 students.

An ex-Marine, Edwards served in Vietnam and was a member of the Alaska National Guard. He seemed to "walk tall" and had lots of fresh ideas, said Bob Herron, president of the district's school board. He started a Junior ROTC program at Bethel High and quickly earned the respect of teachers and students.

The military bent didn't mean he was a stern disciplinarian.

"He was approachable," Herron said. "If you were a student, he was easy to talk to. You

weren't afraid of him."

Lemon agreed. If someone got in trouble, the teacher said, Edwards would try to keep the kid in school instead of immediately looking to suspend or expel. The gun incident at the basketball tournament was unusual in that the student was kicked out.

"He would always try to give the student the benefit of the doubt," Lemon said.

Edwards encouraged sports and not only at the high school. He saw basketball as a healthy outlet for kids with little to do and helped create a program for elementary-age players, unlocking the high school himself on weekends for games.

"Ron Edwards wasn't just the principal out here," said Jim Pace, who coached in the basketball league. "He went the extra mile and did other things for the community."

His family got plenty of attention, too. Edwards watched his youngest, Ron, play basketball in the winter, and softball in the summer. They planned for gold together, hunted caribou together, hiked together. And Meagan's good grades had him excited about the prospect of her becoming valedictorian next year.

Edwards, said Lemon, "did just about anything and everything" for his kids.

Donald Ramsey listens to his lawyer, Craig Howard, after his conviction in the attack on the Anchorage Times in 1986.



RAMSEY: Father can't believe son did shooting

Continued from Page A-1

by the publisher's refusal to print a political ad, stormed into the newspaper armed with a rifle and smoke grenades. Ramsey fired some rounds, but the attack was unsuccessful. Atwood, who died last month, and his daughter Elaine fought him off until other employees helped subdue him.

Wheelchair-bound and 51, Ramsey spends his days going to counseling and working out on Nautilus equipment to strengthen his legs. He said he last talked to his son on the telephone about 10 days ago.

"I got no vibes from him

that he was having any problems or anything," Ramsey said. "We were just talking. He had just woke up, I could hear him crunching on a bowl of cereal."

"I just called to let him know I got out of prison. It took me a few days to get it together in here, and I called Sue (Hare, the boy's foster mother) to let her know where I was."

"I talked to Evan probably 20 minutes to a half-hour. He didn't give me any indication of not being happy."

Ramsey said he hasn't seen his son since a prison visit in 1991, but he has tried to stay in touch by phone. Prone to disagreements with prison staff, Ramsey said,

he's spent much of the last six months in "the hole" at Hilland Mountain Correctional Center.

Ramsey said he loves his three sons, but history and his own recollections make it clear that their upbringing was tumultuous. Ramsey's theories of a mid-

1980s political conspiracy against him grew out of the frustrations of having his family live in a freezing apartment, he said. When the place caught fire, Ramsey said, he was sure it had been set by people who wanted to silence him. Wednesday, tears came to his eyes as he described looking in the windows and seeing his sons' new bicycles burning.

The three boys were split up about a year after Ramsey's arrest for the Times attack. Evan and a younger brother were placed in the foster care of Hare, now superintendent of the Lower Kuskokwim School District. The oldest was placed in a foster home in Anchorage. Their mother could not be reached for comment Wednesday.

Ramsey said he thought Evan's placement with Hare was fortunate and said she had provided a better home for his boys than he or his wife would have been able to offer.

"He's an above-average student from what I understand," Ramsey said. "He's

got an interest in mechanics. I always visualized one of my kids being a cop, one a lawyer, one a doctor. Evan was always good at mechanics."

"When he was a little boy, he liked to take his toys apart. He wasn't destroying things, he just wanted to see how they worked."

Ramsey said he had never discussed the crime that put him in jail with either of the younger boys. "You're talking about a 6-year-old whose father was a cab driver, who went past a point of controllable behavior," he said.

Ramsey was asked if he thinks some lingering residue from his assault on The Times influenced his

son's actions Wednesday.

"I doubt seriously if it had any impact on him, but who can say? ... I don't think he's trying to emulate the old man, impress the old man, but who can say?" he said.

"People tell me they can't visualize me doing what I did. I can't visualize him doing this, either ... I think this boy's got my temper. He's slow to anger, but when I blow up, I blow up like a volcano. These people (at the veterans' program) have been trying to help me deal with that."

Ramsey leaned back in his wheelchair, eyes moist.

"This comes as a real shock to me. This ain't no family tradition."



Bethel

- Population: 5,195
- Location: 400 miles west of Anchorage on the mouth of the Kuskokwim River.
- Economy: Bethel is the regional hub for some 56 villages in the Yukon-Kuskokwim Delta. Government and commercial fishing are main employers, but there are also workers in food, fuel, transportation, medical care and other services. The sale of alcohol is banned in town.
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- Bethel Regional High School: Grades 7 through 12, with more than 350 students and a staff of 30.

Teen's friends prayed for miracle that never came

By SHEILA TOOMEY Daily News reporter

Friends of Joshua Palacios were gathered in a circle at the Assembly of God church in Bethel praying for his recovery Wednesday night when the 16-year-old high school athlete died in Anchorage.

Others waited by their telephones, hoping in vain for good news.

Palacios was flown to Anchorage and taken by ambulance to Providence Alaska Medical Center, where he went directly into surgery, said hospital spokeswoman Janet Aasaa.

He was in surgery for three hours but didn't make it

"He always smiled."

— Andy Angitman

out of the operating area. Doctors were preparing to transport him to the Intensive Care Unit when he died. Aasaa said Palacios, 16, was the second to die Thursday after a Bethel Regional High School student turned a shotgun on his classmates and the school principal.

A friendly "typical" kid, Palacios's real passion was sports, said his friends and coach, with basketball topping the list of his favorite activities despite his 5-foot, 6-inch height. And sports was

what the people who knew him wanted to talk about. "He was a real gym rat," said coach Billy Strickland, who first took notice of the boy as a sixth-grader. "Since that time he's been probably the best player in his class."

The teenager worked as a volunteer at basketball camp with fourth and fifth-graders, and "was very good with that age of kids," the coach said.

"It's just so unfortunate," said Andy Angitman, also a Bethel sophomore. "He al-

ways smiled."

Palacios and his family moved to Bethel when he was in grammar school. His father works at a halfway house for prisoners and his mother is a health care worker. He spent summers in Anchorage with a grandmother, the coach said.

"He plays aggressive, but he keeps his head," Angitman said early in the day, before the bad news reached town. "He's made several game-winning shots in his career."

"He loves sports. He loves basketball," Mikey Langille, one of his closest friends and a varsity team colleague, said after the shootings Wednes-

day. "I've never seen him (tick)ed off."

Not even when he and a couple of other players got in some trouble and ended up grounded during the state regionals this year. Strickland would not talk about the incident except to say the teenager "imbs the consequences of it, I thought, very well."

Palacios would definitely have been back on the team next season, Strickland said.

Palacios trained for the San Antonio Spurs and harbored hopes of becoming a professional player himself despite his height. "You know how kids that age are," Strickland said.



Joshua Palacios

PRINCIPAL: Family, school were Edwards' life

Continued from Page A-1

According to teacher Dexter Lemon, a group of girls scuffled in the hallway, pulling hair and banging into lockers.

Wednesday morning, the unimaginable happened. Alaska State Troopers say a student on a rampage fatally shot Edwards and student Joshua Palacios, and wounded two other students before being taken into custody by police.

Edwards was 50, the father of a 10-year-old and two teenagers. Left behind are Ron, a fourth grader at Kibuck School; Meagan, 16, and a junior at Bethel Regional High; and Trevor, a 19-year-old senior. Cindy, his widow, was working as a substitute teacher at the high school when he was shot.

"I think Ron was just open to everybody. He would always listen to what they would have to say," said Lemon, a friend who spent much of Wednesday with Cindy Edwards.

Edwards was a longtime teacher. He grew up in Southern California and went to college in Montana. He taught there for about eight years before moving to Alaska. The first stop, in 1988, was Nikolaki, population about 35. On a treeless island with an erupting volcano and Aleutian weather so stormy that days passed between mail planes, Edwards taught at the tiny school, hunted geese and had an open ear to villagers' concerns. When elders needed to heat their homes, he would haul driftwood from the beach on a four-wheeler, recalled a friend, Scott Kerr, who still lives there.

Elder Anna Krukoff is one of many who stayed in touch, exchanging Christmas cards and calling Edwards when her husband, the school custodian, died in 1995.

"Ron and Cindy were good friends," Krukoff said. "They liked it here. Nice and quiet, no traffic, clean air."

After three years, the Edwards family moved on to the Kuskokwim Delta, where he took a post as principal of the school in Kongiganak, serving fewer than 100 students in grades kindergarten through 12.

Then, in 1993, he was picked for one of the



Teachers and school staff members meet with the Bethel Advisory School Board on Wednesday afternoon to discuss future security measures the district should take.

bigger jobs in the Lower Kuskokwim School District, principal of Bethel Regional High, with more than 400 students.

An ex-Marine, Edwards served in Vietnam and was a member of the Alaska National Guard. He seemed to "walk tall" and had lots of fresh ideas, said Bob Herron, president of the district's school board. He started a Junior ROTC program at Bethel High and quickly earned the respect of teachers and students.

The military bent didn't mean he was a stern disciplinarian.

"He was approachable," Herron said. "If you were a student, he was easy to talk to. You

weren't afraid of him."

Lemon agreed. If someone got in trouble, the teacher said, Edwards would try to keep the kid in school instead of immediately looking to suspend or expel. The gun incident at the basketball tournament was unusual in that the student was kicked out.

"He would always try to give the student the benefit of the doubt," Lemon said.

Edwards encouraged sports and not only at the high school. He saw basketball as a healthy outlet for kids with little to do and helped create a program for elementary-age players, unlocking the high school himself on weekends for games.

"Ron Edwards wasn't just the principal out here," said Jim Pace, who coached in the basketball league. "He went the extra mile and did other things for the community."

His family got plenty of attention, too. Edwards watched his youngest, Ron, play basketball in the winter, and softball in the summer. They panned for gold together, hunted caribou together, hiked together. And Meagan's good grades had him excited about the prospect of her becoming valedictorian next year.

Edwards, said Lemon, "did just about anything and everything" for his kids.



Donald Ramsey listens to his lawyer, Craig Howard, after his conviction in the attack on the Anchorage Times in 1986.

RAMSEY: Father can't believe son did shooting

Continued from Page A-1

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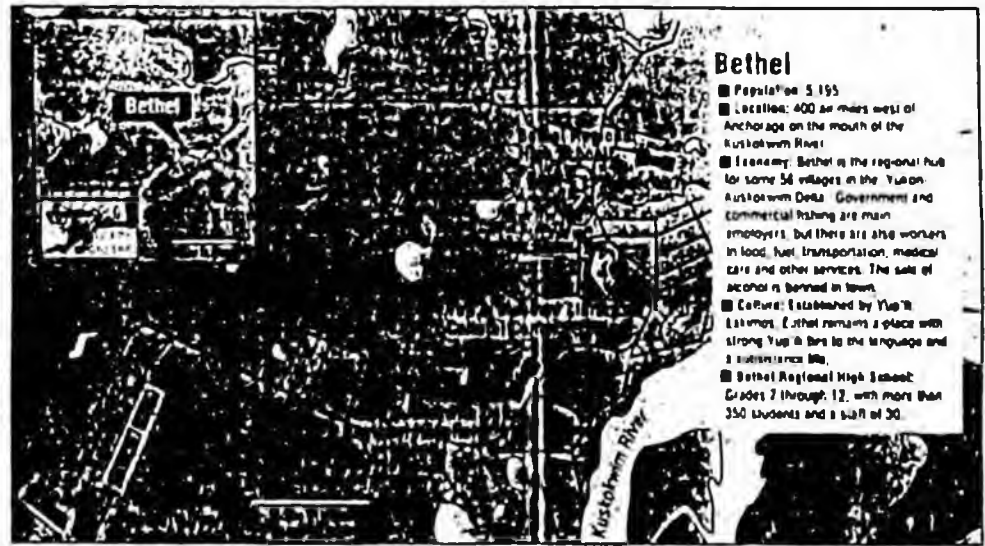
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Bethel, Alaska, is the regional hub for some 54 villages in the Yukon-Kuskokwim Delta.

HE'S FOCUSED

Filmmaker explores Tibet

Thursday, C-1



CALL TO CIVILITY

Native leaders ask Knowles' help

Metro, B-2

IRON DOGS

Storm slows race leaders

Sports, D-4



Anchorage Daily News

50 CENTS VOL. 16, NO. 51

ANCHORAGE, ALASKA, THURSDAY, FEBRUARY 20, 1997

FINAL EDITION

Student kills 2 in Bethel



Shotgun shells litter the floor of the high school commons area where police believe Evan Ramsey opened fire Wednesday.

rightened teens flee high school

By TOM BELL and ROSEMARY SHINOHARA Daily News reporters

BETHEL — A seething high school student walked into school Wednesday morning with a shotgun and opened fire, wounding three students, one fatally, before he stalked and killed the Bethel high school principal.

Students and officials identified the killer as Evan Ramsey, 16, son of Donald Ramsey of Anchorage. Only a month ago, the elder Ramsey was released from prison after serving 10 years for taking a rifle into the Anchorage Times office and attacking publisher Bob Atwood and his daughter, Elaine Atwood. The Atwoods wrestled Ramsey to the ground.

The principal, Ronald D. Edwards, 50, was a veteran Bush educator whose daughter and son attend Bethel Regional High School.

Sophomore Joshua Palacios, 16, a rising local basketball player, was critically injured with multiple shot-



Ronald D. Edwards



Joshua Palacios

INSIDE: Sixteen-year-old Joshua Palacios was a star basketball player for Bethel Regional High School. Story and more photos, Page A7.

Please see Page A-6, SHOOTING

'The mellowest kid'

Father says shooting hard to believe

By DON HUNTER Daily News reporter

Don Ramsey hasn't had a lot of contact with his middle son, Evan, lately. On Wednesday, he was stunned to learn that police in Bethel were saying the boy had walked into the local high school and shot four people, killing the principal and a student and wounding two others.

"I can't believe that," Ramsey said. "He's the mellowest kid.

My Evan shot somebody. It's not but 16 years old."

Ramsey, a former Anchorage cab driver now staying in a residential program for homeless veterans, was paroled 11 months after serving more than 10 years for his own 1986 early morning assault on the offices of Anchorage Times publisher Bob Atwood. Ramsey, angered

Please see Page A-7, RAMSEY



Sixteen-year-old Evan Ramsey is suspected in the killings of two.

A committed educator

Slain principal warned of changes occurring in school

By LISA DEMER Daily News reporter

During almost a decade as a teacher and principal in rural Alaska, Ronald Dale Edwards and his family traveled to some of the state's most remote communities, making friends all along the way.

Edwards hauled firewood for elders in the tiny village

of Nikolai on the Aleutian Islands and gave children in Bethel the chance to play in a basketball league. By all accounts, his wife, three children and his students were his life.

On Tuesday evening, the night before he was gunned down in the commons area of Bethel Regional High School, Edwards had warned an ad-

visory group that drugs were creeping into the school, where he had served as principal since 1993, and parents noted violence was increasing, too.

Over Christmas break, a student brought a gun into a basketball tournament at the school. Just last week, ac-

Please see Page A-7, PRINCIPAL



Deng Xiaoping

Deng dies; China's course not apt to change

By BOB DEANS Cox News Service

WASHINGTON — China's paramount leader, Deng Xiaoping, died Wednesday of complications from Parkinson's disease and a lung infection at age 92. His death opens the way for bureaucratic infighting that could confuse or even paralyze important policy decisions affecting 1.2 billion Chinese and all who deal with them, analysts said Wednesday.

DENG XIAOPING: A man of opposing legacies. A-4

Deng's death is not expected to alter China's basic trajectory as the world's fastest-growing economic power, whose mounting commercial might is mirrored in its rising political and military clout.

Together, those trends have been shifting the bal-

ance of global power steadily toward Beijing for a decade, a movement analysts believe will stay more or less on track after Deng's death.

"They're going to be a major power — economically, politically and militarily — into the next century," said Winston Lord, a former assistant secretary of state who served as President Clinton's point man on China for the past four years. "The question is whether they're going

to be a cooperative power or a disruptive one."

Deng's departure suggests no immediate change in existing U.S. policy, which aims to engage China across a broad slate of issues ranging from trade and human rights to drug trafficking and nuclear weapons control.

China is expected to continue its blistering 9 percent annual economic growth rate the past four years. "The question is whether they're going

heavily on China, where U.S. and other foreign companies have invested more than \$113 billion to try to tap China's vast consumer and labor markets.

"For many companies, China is now an integral part of their long-term perceptions of their global competitiveness," said Robert Kapp, executive director of the U.S. China Business Council.

Please see Back Page, DENG

Daily News call-in night

TODAY

Court upholds speech rights

SHOOTING: Student takes shotgun into school; 2 killed, 2 injured

Continued from Page A-1

gun wounds to the chest, Alaska State Troopers said, and was taken by plane to Providence Alaska Medical Center in Anchorage.

Janet Amaro, Providence spokeswoman, said Palacios went directly to surgery after arriving by ambulance at 3 p.m. He was in the operating room for three hours but died as he was about to take him to the intensive care unit.

Two other high school students, freshmen Russell Lamont, 15, and Shane McIntyre, 14, were injured by shotgun pellets. They were treated by Bethel doctors and released.

According to eyewitnesses and official accounts, students were gathering in the main lounge area of the high school when, at 8:45 a.m., 10 minutes before classes were to begin, Ramsey walked in. By the time the tardy bell rang about 15 minutes later, four people were shot, the school was in panic, and Bethel police had Ramsey in custody.

Lamont was sitting with friends at a cafeteria-style table when he saw Ramsey arrive with a 12-gauge shotgun.

"He had it in his hand. He was looking around," Lamont said.

In Ramsey's other hand was a paper bag. It was filled with shells.

Palacios, Lamont's friend, was with another student near Ramsey. "They were just messing around," Lamont said. Palacios moved away, decided Ramsey wasn't going to do anything with the gun, and came back and sat down, Lamont said.

"I didn't see him enter," McIntyre said. "I just saw him come near our table."

Student Andy Angstman said it wasn't that unusual to see weapons around the school.

"The kid came in with the shotgun and everyone was, 'whoa,'" Angstman said. "But we have a ROTC program here, and a lot of kids thought it was probably from that, so there was a delayed reaction. Then Josh said, 'Hey, that's a shotgun.' He stood up and said, 'Hey, why do you have the gun here?'"

"He had the gun at his hip and basically aimed at Josh," McIntyre said. "When Josh saw him, (Josh) just said, 'I'm going to get out of here.' When he got up, he got shot."

Kathleen Cline, 14, said Ramsey fired from a distance of 12 to 15 feet. She saw him aim at Palacios, described by students as a popular sophomore who enjoyed making cutting jokes, sometimes at the expense of others, including Ramsey.

McIntyre said he was hit in the shoulder by one of the pellets from a round that hit Palacios.

"All I remember is a whole lot of people running and jumping out windows," he said. "I just found the nearest exit and went out that and tried to get help from someone at the diesel shop, and that's when I noticed I was shot."

Lamont said "I dropped down and tried to crawl away. After that I don't remember."

Jeffrey Chun, 14, arriving late in school, was met by the sound of gunfire. He lunged down the hall and



Russell Lamont, 15, shows the wound he received in Wednesday morning's shooting at Bethel Regional High School. The single shotgun pellet he was hit with is still in his arm.

SHOOTING VICTIMS

■ Ronald Dale Edwards, 50, principal of Bethel Regional High School. His wife, Cindy, is a substitute teacher who was at the school when he was shot, as were his two older children, Trevor, 19, and Megan, 16. His youngest child, Ron, is a fourth-grader at Kilbuck School. An ex-Marine, Edwards and his family came to Alaska in 1988.



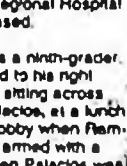
■ Russell Lamont, 15, freshman, junior varsity basketball player. His father, Russell Sr., is head of the local housing authority. He was sitting at a table with some friends in a lounge area of the school when he was shot. A shotgun pellet passed through his shoulder and lodged in a rib. He was treated at the Yukon-Kuskokwim Delta Regional Hospital emergency room and released.



■ Joshua Palacios, 16, sophomore, was sitting in the lobby area with friends when he was shot in the stomach. He was a varsity basketball player. He was flown to Anchorage and had just emerged from three hours of surgery when he died Wednesday evening. His mother is a health-care worker and his father works with prisoners in a halfway house. He has a younger brother.



■ Shane McIntyre, 14, is a ninth-grader. He was treated for a wound to his right arm. McIntyre said he was sitting across from his friend, Joshua Palacios, at a lunch table in the school's front lobby when Ramsey came into the building armed with a long-barreled shotgun. When Palacios was shot, a shotgun pellet struck McIntyre.



— Daily News staff reports

out of school. I was running for my life, and I was thinking, 'This can't happen here.'"

Erick Hodgins, 18, said Ramsey smiled and laughed as he fired. While other students fled, Hodgins was trapped in a corner, hiding behind a planter.

He thought about tackling Ramsey, he said, but decided against it. As Ramsey walked out of sight, Hodgins ran from the building, then turned to watch through the windows. He saw Ramsey stalking the hallways, firing again and again at the ceiling, the plaster raining down.

Teachers were yelling at him to put down the gun, Hodgins said. Ramsey just smiled.

Hodgins heard another shot. Then, a scream. Through the window, he said, he saw Edwards fall face down. Hodgins didn't see the principal get hit, but it looked like he was shot in the back, he said.

ued, teachers began herding the students into the school cafeteria.

Four state troopers and five or six officers from the Bethel Police Department arrived at the school, said trooper Sgt. Paul Burke. He said many of the school's 450 students were still in the building at that time.

Ramsey fired at the officers and the officers shot back, but no one was hit, said trooper spokesman Steve Wilhelm.

Despite the gunfire, Burke said, three Bethel officers entered the school and approached Ramsey, who then gave himself up.

"Those officers did pretty brave stuff in there," said Burke, whose daughter is a junior in the school. "That situation calls for ignoring your own safety because there are people who need your help."

Word of the shooting spread quickly through Bethel, a city of 3,200 people 600 miles west of Anchorage.

entrance, he said. Dull and other parents ran across the tundra to the school, he said, and he could see the worry in their faces.

He found his two boys among about 300 students who had been corralled in the cafeteria in a separate building from the school, he said.

"To see the parents going through the crowd of students looking for their children, it was sad," Dull said. "A lot of students had tears in their eyes."

"I found my two boys, but I didn't find their mother, and they were asking about her. I was just as frightened and scared as they were."

He spotted his wife through a school window. She mouthed to him that she couldn't leave, but he was just relieved to find she was OK, he said.

His 15-year-old son, Byron, told him several kids jumped out a window and fell about 10 feet to escape harm.

"I'm finally calming down," Dull said about three hours after the shooting. "Nothing this bad has ever happened in Bethel."

Wednesday afternoon, the school was deserted except for troopers, and yellow crime scene tape was draped around the entire lobby and office area.

Four shotgun shell casings lay scattered around the beige carpet in front of the office. Post-it notes near the casings pointed to pellets.

The office and front entrance are on a raised platform, about three feet above the lounge area. Yellow lockers and a trophy case line one wall of the lounge. Two more shell casings were visible near the lockers.

Counseling for students started immediately at the Yup'ik Cultural Center and will continue the rest of the week, said Bob Herron, president of the Lower Kuskokwim School District School Board.

A lot of people were exposed to the incident — a lot of students, aides and teachers, Herron said.

All day Wednesday, students 1 and 2 teachers streamed through the center, where guidance counselors and mental health workers tried to help them deal with the tragedy. The counselors talked to people individually most of the day.

As dusk approached, about 60 students and teachers gathered for a meeting, and people took turns describing what they had seen that morning.

"We went through a terribly confusing incident," school counselor Lala Mielke explained in an interview. "We need to let people

talk about the experience so they'll understand it better.

At the end of the meeting, the group formed a huge circle, and a woman sang a mournful Yup'ik "purification song" as some students quietly sang along. They then said the Lord's Prayer.

During the afternoon, many of the students had signed, handmade get-well cards for their classmate, who was dying in an Anchorage hospital.

"Josh, we all care about you," one student wrote. "We all love you."

Herron said the Bethel high school has had only one incident involving guns in the school. That happened over Christmas break when a student brought a gun to a basketball tournament. Though the student didn't show the weapon, authorities found out and expelled the student for a year.

In an interview at his Anchorage home, Donald Ramsey said he last saw his son in 1991, but tried to stay in contact with telephone calls.

Evan and his two brothers were taken from their mother and placed in foster homes after Ramsey's arrest. Evan and one brother were staying with Sue Hare, superintendent of the Lower Kuskokwim School District and Edwards' boss.

The son that the elder Ramsey remembers was "a real gentle little boy."

"I have absolutely no clue as to why he did this," he said. "He's like me in one respect. He's slow to anger, but when he engers he blows up."

Donald Ramsey said he last phoned his son about 10 days ago.

"I wish I could just visit him and hold him right now," Donald Ramsey said.

Other students had a different picture of Evan Ramsey, a junior and a slim youth of medium height, had shaved his head and wore black T-shirts and blue jeans. Students described him as a quiet misfit who found it difficult to make friends and was often absent from school. They said he has a rebellious attitude that often got him in trouble with teachers and Edwards.

A year ago, Hodgins said, Ramsey threatened to bring a gun to school and shoot people.

"But no one took him seriously," Hodgins said.

Myron Angstman, Andy's father and a Bethel lawyer, said, "All the kids say he's had a history of behavior problems in school, of the type that were disturbing. He'd get in fights. One time in the library, he threw the chair around, actually picked them up and winged them around the room."

After getting home, Hodgins said, he talked to some of Ramsey's friends. They said Ramsey had told them Tuesday night that he planned to go to school to kill Edwards.

Ramsey is scheduled to be arraigned in Bethel Superior Court at 9:45 a.m. today.

3 Daily News reporters Donnie Stanton, Shosh Ramsey, Don Hunter and Life Editor contributed to this report.

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Jeffrey Chon, 14, arriving late to school, was met by the sound of gunfire. He looked down the hall and saw one student lying on the ground and a couple of others crawling away, bleeding. Another student hid behind a phone booth.

"A lot of kids were like, 'Run, run,'" Chon said. "I just started running. The whole school was in tears."

"I was right there at the time when the three boys got shot," said Cline. "I was running away — running



Russell Lamont, 15, shows the wound he received in Wednesday morning's shooting at Bethel Regional High School. The single shotgun pellet he was hit with is still in his arm.

SHOOTING VICTIMS

■ Ronald Dale Edwards, 50, principal of Bethel Regional High School. His wife, Cindy, is a substitute teacher who was at the school when he was shot, as were his two older children, Trevor, 19, and Megan, 16. His youngest child, Ron, is a fourth-grader at Kibuck School. An ex-Marine, Edwards and his family came to Alaska in 1968.



■ Joshua Palacios, 16, sophomore, was sitting in the lobby area with friends when he was shot in the stomach. He was a varsity basketball player. He was flown to Anchorage and had just emerged from three hours of surgery when he died Wednesday evening. His mother is a health-care worker and his father works with prisoners in a halfway house. He has a younger brother.



■ Russell Lamont, 15, freshman, junior varsity basketball player. His father, Russell Sr., is head of the local housing authority. He was sitting at a table with some friends in a lounge area of the school when he was shot. A shotgun pellet passed through his shoulder and lodged in a rib. He was treated at the Yukon Kuskokwim Delta Regional Hospital emergency room and released.



■ Shane McIntyre, 14, is a ninth-grader. He was treated for a wound to his right arm. McIntyre said he was sitting across from his friend, Joshua Palacios, at a lunch table in the school's front lobby when Ramsey came into the building armed with a long-barreled shotgun. When Palacios was shot, a shotgun pellet struck McIntyre's

— Daily News Staff Report

out of school. I was running for my life, and I was thinking, 'This can't happen here.'"

Erick Hodgins, 18, said Ramsey smiled and laughed as he fired. While other students fled, Hodgins was trapped in a corner, hiding behind a planter.

He thought about tackling Ramsey, he said, but decided against it. As Ramsey walked out of sight, Hodgins ran from the building, then turned to watch through the windows. He saw Ramsey stalking the hallways, firing again and again at the ceiling, the plaster raining down.

Teachers were yelling at him to put down the gun, Hodgins said. Ramsey just reloaded.

Hodgins heard another shot, then, a scream. Through the window, he said, he saw Edwards fall face down. Hodgins didn't see the principal get hit, but it looked like he was shot in the back, he said.

Edwards, an ex-Marine, had worked for the district since 1990 and has been at the high school since 1993. Besides the two children in the school, a younger son attends elementary school in Bethel. His wife, Cindy, is a substitute high school teacher. Witnesses later saw her comforting her dying husband.

As the shooting contin-

ued, teachers began herding the students into the school cafeteria.

Four state troopers and five or six officers from the Bethel Police Department arrived at the school, said trooper Sgt. Paul Burke. He said many of the school's 450 students were still in the building at that time.

Ramsey fired on the officers and the officers shot back, but no one was hit, said trooper spokesman Steve Wilhelm.

Despite the gunfire, Burke said, three Bethel officers entered the school and approached Ramsey, who then gave himself up.

"Those officers did pretty brave stuff in there," said Burke, whose daughter is a junior in the school. "That situation calls for ignoring your own safety because there are people who need your help."

Word of the shooting spread quickly through Bethel, a city of 5,200 people 400 miles west of Anchorage. Arvin Dull, manager of Bethel's First National Bank of Anchorage, raced to the school to search for his two children and his wife, who works in the office.

"All my eggs were in one basket, so just as soon as I found out, I had to go," he said.

The main road to the school was blocked and a trooper guarded the school's

entrance, he said.

Dull and other parents ran across the tundra to the school, he said, and he could see the worry in their faces. He found his two boys among about 100 students who had been corralled in the cafeteria in a separate building from the school, he said.

"To see the parents going through the crowd of students looking for their children, it was sad," Dull said. "A lot of students had tears in their eyes."

"I found my two boys, but I didn't find their mother, and they were asking about her. I was just as frightened and scared as they were."

He spotted his wife through a school window. She mouthed to him that she couldn't leave, but he was just relieved to find she was OK, he said.

His 15-year-old son, Byron, told him several kids jumped out a window and fell about 10 feet to escape harm.

"I'm finally calming down," Dull said about three hours after the shooting. "Nothing this bad has ever happened in Bethel."

Wednesday afternoon, the school was deserted except for troopers, and yellow crime scene tape was draped around the entire lobby and office area.

Four shotgun shell casings lay scattered around the beige carpet in front of the office. Post-it notes near the casings pointed to pellets.

The office and front entrance are on a raised platform, about three feet above the lounge area. Yellow lockers and a trophy case line one wall of the lounge. Two more shells casing were visible near the lockers.

Counselors for students started immediately at the Yupik Cultural Center and will continue the rest of the week, said Herb Heron, president of the Lower Kuskokwim School District School Board.

A lot of people were exposed to the incident — a lot of students, aides and teachers, Heron said.

All day Wednesday, students and teachers streamed through the center, where guidance counselors and mental health workers tried to help them deal with the tragedy. The counselors talked to people individually most of the day.

As dusk approached, about 60 students and teachers gathered for a meeting, and people took turns describing what they had seen that morning.

"We went through a terribly confusing incident," school counselor Lola Mallette explained in an interview. "We need to let people

Heron said the Bethel high school had had only one incident involving guns in the school. That happened never Christmas break when a student brought a gun to a basketball tournament. Though the student didn't show the weapon, authorities found out and expelled the student for a year.

In an interview at his Anchorage home, Donald Ramsey said he last saw his son in 1991, but tried to stay in contact with telephone calls.

Even and his two brothers were taken from their mother and placed in foster homes after Ramsey's arrest. Even and one brother were staying with Sue Hare, superintendent of the Lower Kuskokwim School District and Edwards' boss.

The son that the elder Ramsey remembers was "a real gentle little boy."

"I have absolutely no clue as to why he did this," he said. "He's like me in one respect. He's slow to anger, but when he angers he blows up."

Donald Ramsey said he last phoned his son about 10 days ago.

"I wish I could just visit him and hold him right now," Donald Ramsey said.

Other students had a different picture of Evan Ramsey, a junior and a slim youth of medium height, had shaved his head and wore black T-shirts and blue jeans. Students described him as a quiet misfit who found it difficult to make friends and was often absent from school. They said he had a rebellious attitude that got him in trouble with teachers and

Edward.

At one time, Hodgins said, Ramsey threatened to bring a gun to school and shoot people.

But he still took him seriously, Hodgins said. Myron Angstman, Andy's father and a Bethel lawyer, said, "All the kids say he had a history of behavior problems in school, of the type that was disturbing. He'd get in fights. One time in the library, he threw the chairs around. He actually picked them up and whined them around the room."

After getting home, Hodgins said, he talked to some of Ramsey's friends. They said Ramsey had told them Tuesday night that he planned to go to school to kill Edwards.

Ramsey is scheduled to be arraigned in Bethel Superior Court at 9:45 a.m. today.

□ Daily News reporters Darlene Stanton, Sheila Tamm, Dan Hunter and Linda Dornan contributed to this report.

"He had the gun at his hip and basically aimed at Josh. When Josh saw him, (Josh) just said, 'I'm going to get out of here.' When he got up, he got shot."

— Shane McIntyre, 14

"I was right there at the time when the three boys got shot. I was running away — running out of school. I was running for my life, and I was thinking, 'This can't happen here.'"

— Kathleen Cline, 14



Hospital security guard keep watch at the emergency room entrance at Providence Hospital in Anchorage as paramedics prepare to move shooting victim Joshua Palacios over a stretcher from Bethel.

I think Ron was just open to everybody. He would always listen to what they would have to say," said Lemon, a friend who spent much of Wednesday with Cindy Edwards.

Edwards was a longtime teacher. He grew up in Southern California and went to college in Montana. He taught there for about eight years before moving to Alaska. The first stop, in 1988, was Nikolaki, population about 35. On a treeless island with an erupting volcano and Aleutian weather so stormy that days passed between mail planes, Edwards taught at the tiny school, hunted geese and had an open ear to villagers' concerns. When elders needed to heat their homes, he would haul driftwood from the beach on a four-wheeler, recalled a friend, Scott Kerr, who still lives there.

Elder Anna Krukoff is one of many who stayed in touch, exchanging Christmas cards and calling Edwards when her husband, the school custodian, died in 1995.

"Ron and Cindy were good friends," Krukoff said. "They liked it here. Nice and quiet, no traffic, clean air."

After three years, the Edwards family moved on to the Kuskokwim Delta, where he took a post as principal of the school in Kongiganak, serving fewer than 100 students in grades kindergarten through 12.

Then, in 1993, he was picked for one of the

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An ex-Marine, Edwards served in Vietnam and was a member of the Alaska National Guard. He seemed to "walk tall" and had lots of fresh ideas, said Bob Herron, president of the district's school board. He started a Junior ROTC program at Bethel High and quickly earned the respect of teachers and students.

The military bent didn't mean he was a stern disciplinarian.

"He was approachable," Herron said. "If you were a student, he was easy to talk to. You

weren't afraid of him."

Lemon agreed. If someone got in trouble, the teacher said, Edwards would try to keep the kid in school instead of immediately looking to suspend or expel. The gun incident at the basketball tournament was unusual in that the student was kicked out.

"He would always try to give the student the benefit of the doubt," Lemon said.

Edwards encouraged sports and not only at the high school. He saw basketball as a healthy outlet for kids with little to do and helped create a program for elementary-age players, unlocking the high school himself on weekends for games.

"Ron Edwards wasn't just the principal out here," said Jim Pace, who coached in the basketball league. "He went the extra mile and did other things for the community."

His family got plenty of attention, too. Edwards watched his youngest, Ron, play basketball in the winter, and softball in the summer. They fanned for gold together, hunted caribou together, hiked together. And Megan's good grades had him excited about the prospect of her becoming valedictorian next year.

Edwards, said Lemon, "did just about anything and everything" for his kids.

Donald Ramsey listens to his lawyer, Craig Howard, after his conviction in the attack on the Anchorage Times in 1986.



RAMSEY: Father can't believe son did shooting

Continued from Page A-1

by the publisher's refusal to print a political ad, stormed into the newspaper armed with a rifle and smoke grenades. Ramsey fired some rounds, but the attack was unsuccessful. Atwood, who died last month, and his daughter Elaine fought him off until other employees helped subdue him.

Wheelchair-bound and 51, Ramsey spends his days going to counseling and working out on Nautilus equipment to strengthen his legs. He said he last talked to his son on the telephone about 10 days ago.

"I got no vibes from him

that he was having any problems or anything," Ramsey said. "We were just talking. He had just woke up, I could hear him crunching on a bowl of cereal."

"I just called to let him know I got out of prison. It took me a few days to get it together in here, and I called Sue (Hare, the boy's foster mother) to let her know where I was."

"I talked to Evan probably 20 minutes to a half-hour. He didn't give me any indication of not being happy."

Ramsey said he hasn't seen his son since a prison visit in 1991, but he has tried to stay in touch by phone. Prone to disagreements with prison staff, Ramsey said,

he's spent much of the last six months in "the hole" at Hilland Mountain Correctional Center.

Ramsey said he loves his three sons, but history and his own recollections make it clear that their upbringing was tumultuous. Ramsey's theories of a mid-

1980s political conspiracy against him grew out of the frustrations of having his family live in a freezing apartment, he said. When the place caught fire, Ramsey

said, he was sure it had been set by people who wanted to silence him. Wednesday, tears came to his eyes as he described looking in the windows and seeing his sons' new bicycles burning.

The three boys were split up about a year after Ramsey's arrest for the Times attack. Evan and a younger brother were placed in the foster care of Hare, now superintendent of the Lower Kuskokwim School District. The oldest was placed in a foster home in Anchorage. Their mother could not be reached for comment Wednesday.

Ramsey said he thought Evan's placement with Hare was fortunate and said she had provided a better home for his boys than he or his wife would have been able to offer.

"He's an above-average student from what I understand," Ramsey said. "He's

got an interest in mechanics. I always visualized one of my kids being a cop, one a lawyer, one a doctor. Evan was always good at mechanics."

"When he was a little boy, he liked to take his toys apart. He wasn't destroying things, he just wanted to see how they worked."

Ramsey said he had never discussed the crime that put him in jail with either of the younger boys. "You're talking about a 6-year-old whose father was a cab driver, who went past a point of controllable behavior," he said.

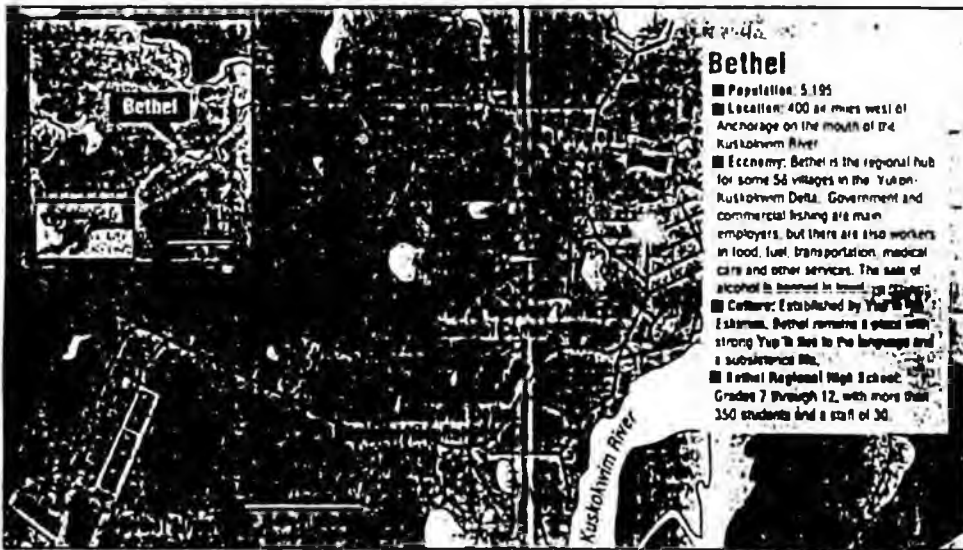
Ramsey was asked if he thinks some lingering residue from his assault on The Times influenced his

son's actions Wednesday.

"I doubt seriously if it had any impact on him, but who can say? ... I don't think he's trying to emulate the old man, impress the old man, but who can say?" he said.

"People tell me they can't visualize me doing what I did. I can't visualize him doing this, either. ... I think this boy's got my temper. He's slow to anger, but when I blow up, I blow up like a volcano. These people (at the veterans' program) have been trying to help me deal with that."

Ramsey leaned back in his wheelchair, eyes moist. "This comes as a total shock to me. This ain't no family tradition."



Bethel

- Population: 5,195
- Location: 400 air miles west of Anchorage on the mouth of the Kuskokwim River
- Economy: Bethel is the regional hub for some 54 villages in the Yukon-Kuskokwim Delta. Government and commercial fishing are main employers, but there are also workers in food, fuel, transportation, medical care and other services. The sale of alcohol is banned in town.
- Culture: Established by Yupik Eskimos, Bethel remains a place with strong Yupik ties to the language and a subsistence life.
- Education: Bethel Regional High School, Grades 7 through 12, with more than 350 students and a staff of 30.

Teen's friends prayed for miracle that never came

By SHEILA TOOMEY

Friends of Joshua Palacios were gathered in a circle at the Assembly of God church in Bethel praying for his recovery Wednesday night when the 16-year-old high school athlete died in Anchorage.

Others waited by their telephones, hoping in vain for good news.

Palacios was flown to Anchorage and taken by ambulance to Providence Alaska Medical Center, where he went directly into surgery, said hospital spokeswoman Janet Asaro.

He was in surgery for three hours but didn't make it

"He always smiled."

— Andy Angstman

out of the operating area. Doctors were preparing to transport him to the Intensive Care Unit when he died, Asaro said. Palacios, 16, was the second to die Thursday after a Bethel Regional High School student turned a shot gun on his classmates and the school principal.

A friendly "typical" kid, Palacios' real passion was sports, said his friends and coach, with basketball topping the list of his favorite activities despite his 5-foot, 6-inch height. And sports was

what the people who knew him wanted to talk about. "He was a real gym rat," said coach Billy Strickland, who first took notice of the boy as a sixth-grader. "Since that time he's been probably the best player in his class." The teenager worked as a volunteer at basketball camp with fourth- and fifth-graders, and "was very good with that age of kids," the coach said.

"It's just so unfortunate," said Andy Angstman, also a Bethel sophomore. "He al-

ways smiled."

Palacios and his family moved to Bethel when he was in grammar school. His father works at a halfway house for prisoners and his mother is a health care worker. He spent summers in Anchorage with a grandmother, the coach said.

"He plays aggressive, but he keeps his head," Angstman said early in the day, before the bed news reached town. "He's made several game-winning shots in his career."

"He loves sports. He loves basketball," Mikey Langlie, one of his closest friends and a varsity team colleague, said after the shootings Wednes-

day. "I've never seen him (ticked) off."

Not even when he and a couple of other players got in some trouble and ended up grounded during the state regional this year. Strickland would not talk about the incident except to say the teenager "took the consequences of it, I thought, very well."

Palacios would definitely have been back on the team next season, Strickland said.

Palacios ranted for the San Antonio Spurs and harbored hopes of becoming a professional player himself despite his height. "You know how kids that age are," Strickland said.



Joshua Palacios

PRINCIPAL: Family, school were Edwards' life

Continued from Page A-1

According to teacher Dexter Lemon, a group of girls scuffled in the hallway, pulling hair and banging into lockers.

Wednesday morning, the unimaginable happened. Alaska State Troopers say a student on a rampage fatally shot Edwards and student Joshua Palacios, and wounded two other students before being taken into custody by police.

Edwards was 50, the father of a 10-year-old and two teenagers. Left behind are Ron, a fourth grader at Kilbuck School; Meagan, 16, and a junior at Bethel Regional High; and Trevor, a 19-year-old senior. Cindy, his widow, was working as a substitute teacher at the high school when he was shot.

"I think Ron was just open to everybody. He would always listen to what they would have to say," said Lemon, a friend who spent much of Wednesday with Cindy Edwards.

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Chair, House Special Committee
on Economic Development, Trade
and Tourism

Chair, Joint House and Senate
Administrative Regulation and
Review Committee

Member
Resources Committee
Rules Committee

Representative Lesil McGuire *House District 17*

SPONSOR STATEMENT

CS HB 99

School Discipline and Safety

HB 99, "An Act relating to school discipline and safety programs; and providing for an effective date," seeks to address ways to mitigate violence in Alaska's schools.

Violence in Alaska's schools has recently been brought into the community spotlight as a result of serious physical altercations between students. These particular fights have been extremely violent resulting in severe bodily harm and even leaving one student comatose. These cannot be considered isolated incidents from those that are never reported. Education requires our children to learn how to live in society through the acceptance of rules and community values. Those values need to be taught by parents, teachers and peers. But somewhere we lost that process in our schools.

HB 99 will be a tool available to schools to help confront both violent and non-violent conflicts. It amends Title 14 of Alaska Statutes to include policies that will initiate a student conflict-resolution curriculum that will provide methods of nonviolent resolution and mediation of conflicts to students. HB 99 seeks to recognize and enforce existing behavior standards by giving students alternatives for solving problems besides the use of violence. Students will learn valuable lessons that will hopefully result in a safer education environment for all of our children. By integrating this way of learning into schools' core curriculum, these policies are targeted at helping students resolve problems before they escalate.



DEALING WITH DANGEROUS STUDENTS

Education employees are facing more and more dangerous students in the schools in Alaska as well as nationwide. As a result, NEA-Alaska members need to know their rights, responsibilities, and ways to protect themselves and students.

NEA-Alaska is committed to helping make the educational environment a safe one. This "Professional File" publication has been developed by the NEA-Alaska Special Education Committee to help educational employees deal with this critical issue.

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info@ak.nea.org

For purposes of this publication, *dangerous students* are defined as those that cause serious harm to another person, to themselves, or to their surroundings.

BEHAVIORALLY DANGEROUS STUDENTS

Protect yourself before an incident occurs:

1. Know your school policy and procedures.
2. Know your rights under your negotiated agreement.
3. Know or develop a school-wide CRISIS plan.
4. Prepare yourself for crisis.
 - a. Have a working system of communications, using tools such as the intercom, code word, a pass color-coded for a crisis, a signal code with another teacher or school employee who works near you. Develop your own safety net that works for you.
 - b. Regularly review and update your plan to meet the needs of the current population.
5. Classroom teachers develop, post, and disseminate to parents and students a well-defined discipline policy for their classrooms.
Suggestion: Send the policy home for signature by a parent or guardian.

When a student's behavior becomes threatening, school employees are advised to:

1. Notify another adult for help: i.e., call on the intercom, send another student for help.
2. Isolate the student, **BUT KEEP HIM OR HER UNDER VISUAL CONTACT.** This may mean you have to remove all other students from the area.
3. **DO NOT TOUCH THE STUDENT UNLESS THE STUDENT IS A DANGER TO SELF, OTHERS, OR PROPERTY.**
4. Have an administrator or designee remove the student to a secure area. It is the responsibility of the administrator or designee to notify parents or guardians and appropriate authorities regarding the incident and district policy and to arrange a meeting to coordinate a plan for the reintegration of the student into school and/or the classroom.
5. If you receive an injury, seek medical help and file for Workers' Compensation immediately.
6. Review your district discipline policy.
7. Document the incident and the sequence of events. **KEEP COPIES OF ALL DOCUMENTS.**
 - a. Identify all witnesses.
 - b. Identify the number of students present.
 - c. Identify the student sent to get the administrator/designee.
 - d. Document all action taken by you, the person providing assistance and the administrator, including **BUT NOT LIMITED TO:**

- (1) Intervention strategy
 - (2) Any physical contact with the student
 - (3) Appearance of, or lack of, bruises
 - (4) Weapon(s) present
 - (5) Language used by you and the student
 - (6) Administrative response
 - (7) Any contact with parents/guardians
8. Notify your local Association president and/or NEA-Alaska staff person.
 9. Participate in developing a plan of action for reintegration of the student into school: Involve parents/guardian, student, administrator, specialists, all staff working with the student, including librarian, P.E. teacher, nurse, teacher aide, etc.

MEDICALLY DANGEROUS STUDENTS

(Guidelines provided by the Center for Disease Control)

1. Make it a habit to wash your hands frequently with soap and running water.
2. Avoid punctures of the skin with objects that may contain the blood of other persons.
3. Handle discharges from another person's body with gloves and wash hands thoroughly with soap and running water.
4. Use latex gloves when administering first aid involving blood or handling body fluids.
5. Dispose of trash that contains body waste in medically approved containers.
Remove promptly any trace of blood or waste from your skin by washing with soap and running water.
7. Clean surfaces that have blood or bodily waste with a disinfectant approved by the Environmental Protection Agency or a 1:100 solution of household bleach and water. Change solution daily (1/4 cup bleach per gallon of water). A bleach and water solution mixed at 1:100 is approved for food service areas, toys that may be placed in the mouth, and for cleaning CPR mannequins.

These universal precautions will help protect you from AIDS/HIV infection, Hepatitis B and many other infectious diseases. Using the universal precautions will result in fewer illnesses for you, your students, your family, and others around you.

SPECIAL EDUCATION STUDENTS

Education employees do not have to tolerate violent or disruptive behavior from special education students. The regulations for disciplining these students provide unique safeguards, but no student has the right to harm anyone else

Alaska School Law addresses dangerous students in Sec. 14.30.045: *A school age child may be suspended from or denied admission to the public school which the child is otherwise entitled to attend only for the following causes:*
 . . . (2) *behavior which is inimicable to the welfare, safety, or morals of other pupils. . .*

The IEP team must decide on the actions taken regarding special education students. Here are suggested statements for the IEP to address discipline:

The IEP Team has determined that

7.0 _____ will demonstrate the ability to comply with the school's and district's rules governing behavior and discipline.

7.0 a The IEP TEAM has determined that _____ (student's name) _____ learning disability in _____ (areas of disability) _____ will not cause him/her to violate building or district rules for governing discipline.

OR

7.0 b The IEP TEAM has determined that _____ (student's name) _____ handicapping condition will cause him/her to violate building or district rules for governing discipline. A plan of action developed and agreed to by the administration, parent, and program provider is attached.

YOUR RIGHTS

While a student's right to privacy cannot be superseded by the education employee's right to know, you do have rights when it comes to dangerous students.

1. Educational employees have the right to a safe working environment.
2. Employees have the right to protect themselves and students when under physical or verbal assault.
3. Employees have the right to press charges when assaulted. A verbal attack which is against you or your family's safety is an assault.
4. You have the right to representation when questioned about your response to a dangerous student.
5. You have the right to file for Workers' Compensation when hurt because of a confrontation with a student. Find out in advance what your district's procedures are for filing a claim.
6. Members of NEA-Alaska are covered with a \$1 million liability benefit and have a right to file a claim if sued or threatened with a lawsuit. Call your NEA-Alaska UniServ Director for assistance. (NEA Educators Employment Liability Program)

Safe Schools and Violence Prevention — Fifteen Tactics Your School Should Use

1. Tell the students the rules and expectations, rewards & consequences. A Contract of Rights and Responsibilities.
2. Post the rules and expectations.
3. Fully explain the rules and expectations.
4. Consistently apply the rules and expectations.
5. Provide adequate supervision of students.
6. Give the school an orderly and attractive appearance.
7. Establish a routine and make sure it's understood.
8. Greet students positively when they arrive at school.
9. Show that the staff really cares about the students. A staff on the same "wave link."
10. Set high, positive expectations for all students.
11. Offer words of encouragement during the day.
12. Curricular and extracurricular activities are important.
13. Encourage Cooperative learning opportunities.
14. Give students responsibilities to make them feel needed. Sharing and developing leadership skills.
15. Engage students in active learning.



NEA-Alaska

Educational Excellence/Member Involvement Team

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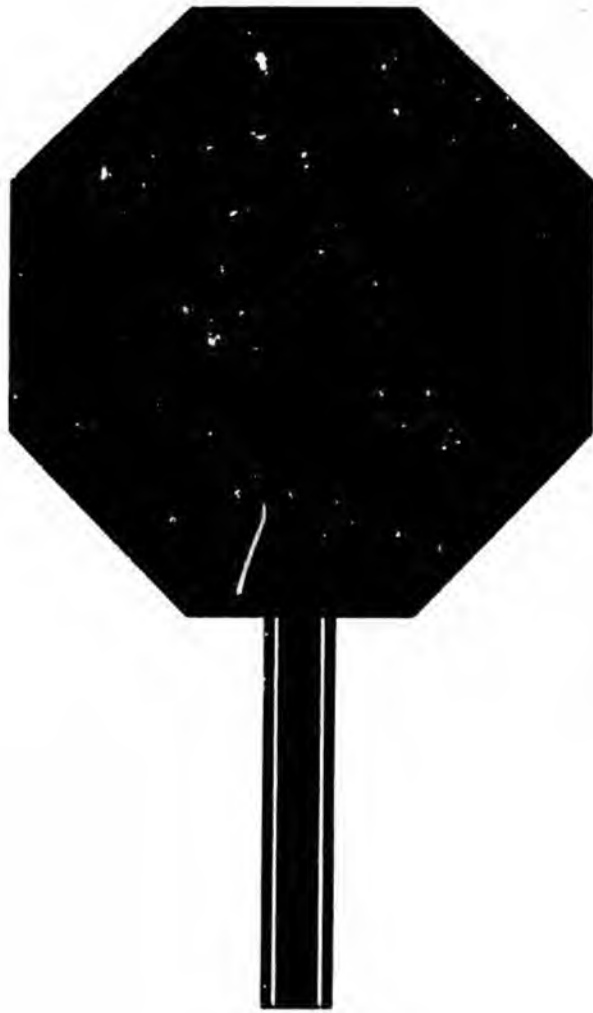
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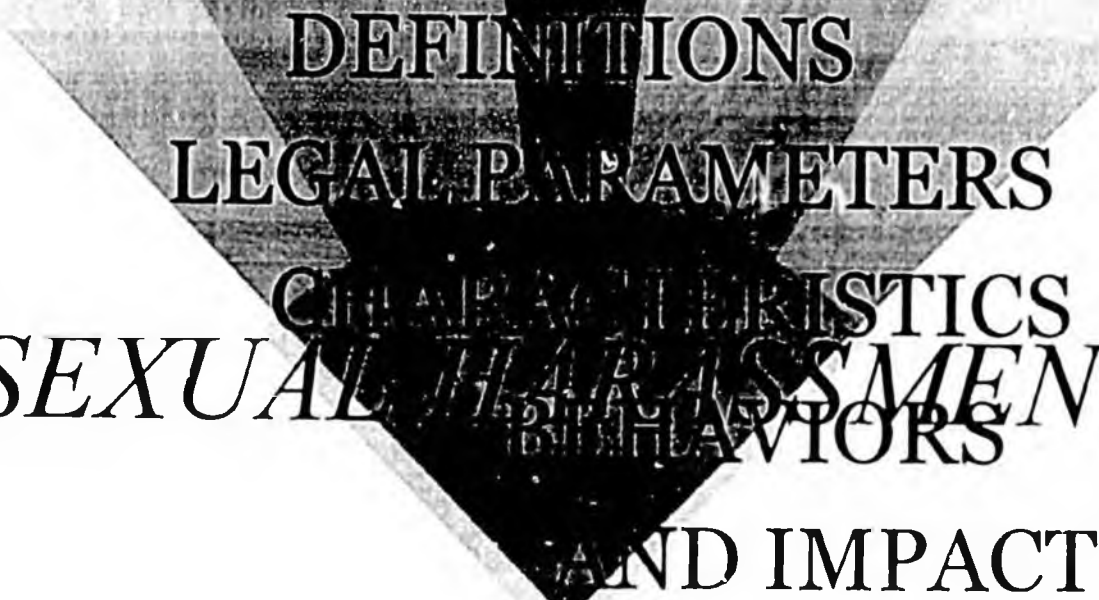


BULLYING

&

SEXUAL HARASSMENT

National Education Association
Human and Civil Rights
Carol Christopher
Presenter



DEFINITIONS
LEGAL PARAMETERS
CHARACTERISTICS
SEXUAL HARASSMENT
BEHAVIORS
AND IMPACT



Sexual Harassment

WHAT IS IT?

Behavior towards a person based on their sex;

Unwelcomed and unstoppable;

Physical or verbal conduct of a sexual nature when...

**submission is a condition of employment or
education**

**submission or rejection is basis for academic or
employment decisions**

**conduct interferes with performance or creates
intimidating, offensive employment or
education environment.**



Sexual Harassment

Sexual Harassment in Schools May Occur with...

- **Employees harassing other employees**
- **Employees harassing students**
- **Students harassing employees**
- **Students harassing other students**



Sexual Harassment

TWO TYPES OF SEXUAL HARASSMENT

Quid Pro Quo

- ⇒ **This for that**
- ⇒ **Economic control**
- ⇒ **Retaliation**

Hostile Environment

- ⇒ **Unwanted, unwelcome behavior**
- ⇒ **Repeated pattern**



Sexual Harassment

TITLE IX OF THE 1972 EDUCATIONAL AMENDMENTS

- ◆ **1972 - Title IX Education Amendments**
- ◆ **1980 - Civil Rights Act of 1964 amended to include guidelines on sexual harassment**
- ◆ **1984 - Civil Rights Act of 1964 amended to cover educational institutions**
- ◆ **1986 - Court Rule to cover Hostile Environment**
- ◆ **1992 - court case ruled students sue for damages**



***Gebser vs. Lago Vista
Independent School District
US Supreme Court June 1998***

Question:

Can the school district be held liable when the harasser is a school employee and the target is a student, if the district did not know sexual harassment was happening?

ANSWER:

NO



***Davis vs. Monroe County Board of
Education, Georgia
U.S. Supreme Court May 1999***

QUESTION:

Can the school district be held liable for student-to-student sexual harassment?

ANSWER:

YES, under the following conditions:

- 1. The behavior is severe and pervasive.**



- 2. The behavior effects the target's school performance or participation in school activities.**
- 3. The school has knowledge yet demonstrates "deliberate indifference" toward the behavior(s). In other words, takes no action**

RATIONALE:

Children are not as controllable as adults and need to be allowed some leeway.

IMPLICATION:

Zero tolerance policies in schools might not stand up if legally challenged.



Sexual and Gender Harassment

**AWARENESS
ASSESSMENT**



Relevant Factors In Determining Hostile Environment & Sexual Harassment

- **Was the behavior unwelcome by the student?**
- **Was it reasonable for the student to see the behavior as unwelcome?**
- **What were the other relevant circumstances?**
 - > **the nature of the conduct**
 - > **how often the conduct occurred**
 - > **how long the conduct continued**
 - > **the age and sex of the student**

Harassment vs. Flirting.

Sexual Harassment

Feels "bad" (sad, angry)
One-sided
Is degrading
Feel powerless
Power-based
Negative Touching
Unwanted
Invading
Demeaning
Negative self-esteem
Illegal

Flirting

Feels "good" (happy)
Reciprocal
Is a compliment
In control
Equality
Positive touching
Wanted
Welcome
Flattering
Positive self-esteem
Not illegal





Sexual and General Harassment

Direct Behaviors:

⇒ **Start in elementary years**

↑ **Peak in middle school**

↓ **Decline in high school**

Verbal Abuse:

• **Remains constant** constant constant constant



Sexual and General Harassment

BOYS

- Do it more (engage)**
- Get it more (victims)**

GIRLS

- Utilize indirect tactics**
- Ostracize from group**
- Malicious rumors**

Why Do Students Engage in Sexual Harassment?

- 1. Immature
- 2. To be cool
- 3. Peer pressure
- 4. Think it's acceptable - don't see it as a problem - 40%
- 5. Learned behavior - don't know it's wrong
- 6. Lack of knowledge/common sense; Don't know better
- 7. Influence of media
- 8. Power
- 9. Poor self image
- 10. Entitlement
- 11. Lack of self discipline
- 12. Gender role socialization
- 13. Had been targets themselves



Sexual and General Harassment

Victims are usually:

- ! **Insecure**
- ! **Cautious**
- ! **Low self-esteem**
- ! **Result :**
- ! **Fear school**
- ! **Unsafe and unhappy place**





Sexual and General Harassment

What do people believe?

- † **The victim is partially responsible;**
- † **43% try to help the victim;**
- † **33% believe they should - but don't;**
- † **24% believe it is none of their business.**



Sexual and General Harassment

What do students believe?

- ✦ **Adult intervention is infrequent and ineffective;**
- ✦ **Telling adults will bring more harassment.**

What do teachers believe?

- ✦ **They are powerless.**

The Truth

- ✦ **Effective interventions must involve the entire school community rather than focus on the perpetrators and victims alone.**



Sexual and General Harassment

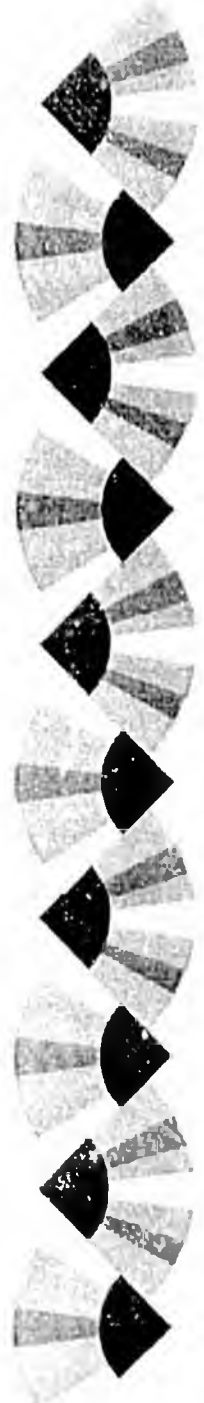
THE PROBLEM:

4 out of 5 say they have been harassed

WHERE?

- **Hall** **60%**
- **Classroom** **55%**
- **School Grounds** **44%**
- **Gym/Field/Pool** **38%**
- **Cafeteria** **28%**
- **Restroom** **10%**

Types of Sexual Harassment Students Experience



Comments, jokes, gestures, looks

70% girls

55% boys

Flashed, mooned

50% girls

40% boys

Touched, grabbed, pinched

65% girls

35% boys

Sexual rumors spread

4% girls

33% boys

**Intentionally brushed up against
in a sexual way**

56% girls

35% boys

Had way blocked

38% girls

12% boys

nea

NATIONAL EDUCATION ASSOCIATION



Types of Sexual Harassment Students Experience cont.

Forced to do something sexual other than kissing
12% girls
8% boys

Boys experience three types of sexual harassment more than girls

- **Being called gay or lesbian**
- **Having clothing pulled off or down**
- **Being spied on while showering**

Girls experience these, too.



Sexual and General Harassment

WHOM DO THEY TELL?

6 out of 10

tell a friend;

2 out of 10

family member;

1 out of 10

teacher;

1 out of 10






no one;





Sexual and General Harassment

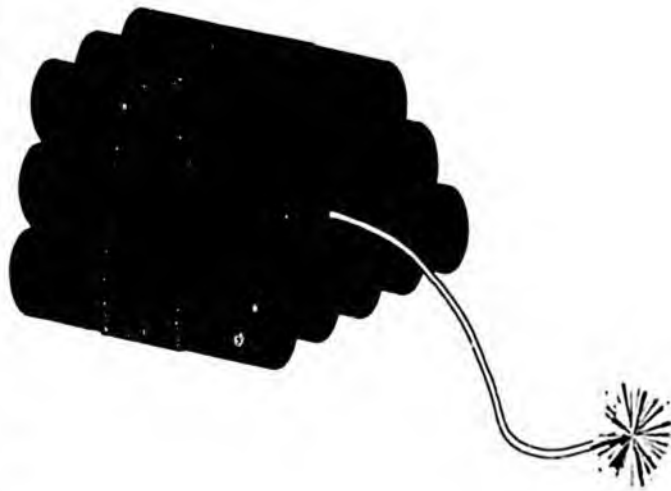
Educational Impact of Harassment

-  **Not *wanting* to go to school**
-  **Not talking up in class**
-  **Unable to pay attention (distracted)**
-  **Stay home - cut class**
-  **Lower grades**



Sexual and General Harassment

Social Impact of Harassment



- ➔ **Creates Fear and Anxiety**
- ➔ **Low Self-Esteem**
- ➔ **Contributes to Alienation**
- ➔ **Divides Friends, Families, and Communities**



Sexual and Gender Harassment
WHOSE RESPONSIBILITY
IS IT?



**AWARENESS
ASSESSMENT**

Bullying

- **The willful conscious desire to:
hurt
threaten, or
frighten someone**
- **Negative actions toward another
repeatedly and over time**



Bullying

There is an imbalance of:

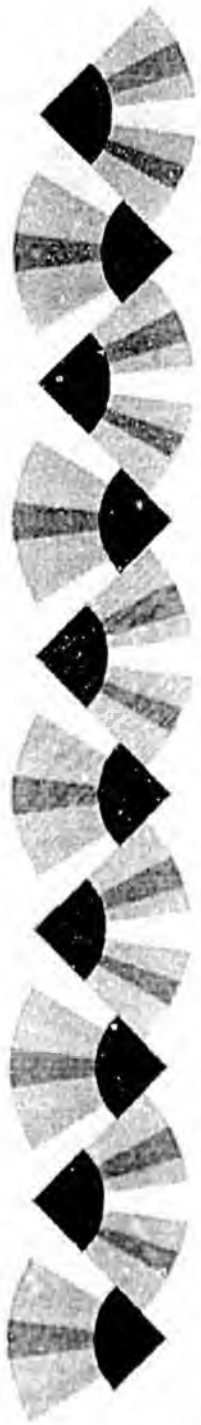
'Y' Physical or psychological power with the bully actually being stronger, or

'Y' perceived to be stronger than the victim.



The Nature of Bullying

Physical
Verbal
Racial harassment
Sexual harassment
Name calling
Rude gestures
Intimidation
Extortion
Threat
Fear





Bullying

Bullying can be ...

Direct

- ▶ **Teasing**
- ▶ **Hitting**
- ▶ **Threatening**

Indirect

- ▶ **Exclusion**
- ▶ **Rumors**
- ▶ **Manipulation**



Bullying

Bullies:

- ✧ Need to feel powerful**

- ✧ Need to feel in control**

- ✧ Have little anxiety**

- ✧ Possess strong self-esteem**

Bullies Tend To...

- **Achieve little in school**
- **Leave school early**
- **Be in trouble with the law**
- **Perform below potential**
- **Abuse their wives and children**
- **Become violent parents**
- **Female bullies become mothers of bullies**





Statistics on the Correlation of Bullying and Criminal Activity

1. Olweus, 1991:

60% of the boys identified as bullies in grades 6 to 9 had one criminal conviction by age 24, and 40% had 3 or more arrests.

2. Eron and Huesman, 1987:

Boys identified as bullies at age 8 had a 1 in 4 chance of having a criminal record by age 30.

The chance of having a criminal record for all children was 1 in 20 in their study.



Statistics on the Correlation of Bullying and Criminal Activity cont.

The bullies:

- **were convicted of more serious crimes**
- **had not achieved as well in school - more were dropouts**
- **own children were more likely to be bullies**
- **were below the non-bully group professionally and socially**

Prevalence and Location of Bullying Incidents

- **Incidents are two times as high in elementary school as secondary school.**
- **In elementary school there are 2 times as much bullying in school as on the way to or from school.**
- **In junior high there are 3 times as much bullying in school as on the way to or from school.**

From: Childhood Bullying and Teasing, Dorothea M. Ross, 1996



Victims

- **Characteristics**

Poor self image

Often smaller

**Often afraid to tell parents,
teachers,
administrators,
or police**





Victims cont.

- **Where does it occur?**

Playground

Hallways

To and from school

- **Signs**

Torn clothing

Bruises

Withdrawal

Running home to use bathroom



IT TAKES COURAGE TO:

- **Not to follow the crowd**
- **Perform acts of kindness**
- **Stand up for someone who is often the target of teasing or bullying.**
- **Control your own emotions and not lash out.**
- **Disagree with someone and risk their being mad at you or not being your friend any longer.**
- **Go against the social norm and cross the barriers to friendship between boys and girls.**

Bully Prevention Strategies

- **Awareness of problem**
- **Clear codes of conduct**
- **Active parent involvement**
- **Support and protection for victims**
- **Better playground and school supervision**
- **Serious talks with bullies & victims using a third party**





Bully Prevention Strategies cont.

Curriculum focusing on social skills:

- **Conflict resolution**
- **Negotiation**
- **Anger control training**
- **Rights and responsibilities**
- **Decision making**
- **Simple courtesy**



Bully Prevention Strategies cont.

WHAT PARENTS CAN DO

- **Talk with children**
- **Report incidents**
- **Keep written records**
- **Go to school**
- **Encourage friendships outside the home**
- **Be aware of rights and responsibilities**



A Teacher's Guide on Teasing and Bullying
for Use with Students in Grades K-3

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Washington, DC

1998

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Bullyproof

A Teacher's Guide on Teasing and Bullying

For Use With Fourth and Fifth Grade Students

Developed by Nan Stein

Formulated by Nan Stein and Emily Gaberman

Written by Lisa Sjostrom and Nan Stein

Illustrated by Dominic Cappello

A joint publication of the Wellesley College Center for Research on Women and
the NEA Professional Library

Bullyproof

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FLIRTING OR HURTING?

A Teacher's Guide on
Student-to-Student
Sexual Harassment in Schools
(Grades 6 through 12)



Written by
Nan Stein and Lisa Sjostrom

A Joint Project of the
NEA Women and Girls Center for Change
and the Wellesley College Center for Research on Women

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NATIONAL EDUCATION ASSOCIATION
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SAFER SCHOOLS

A RESOURCE GUIDE FOR ALASKANS

Produced by:
National Education Association - Alaska



NEA-Alaska

A powerful, unified advocate for public
education.

Safer Schools *A Resource Guide for Alaskans*

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FAMILIES + SCHOOLS + COMMUNITIES

Schools don't exist in isolation. As a result, any plan to make schools safer will only succeed if it involves families and communities as partners with schools. Only as partners can we Alaskans address the systemic roots of school violence and implement long-term change.

To be successful--

- School safety plans must include school staff as leaders and these key constituents as members: parents, law enforcement, child protection agencies, social service organizations, religious leaders, child advocates, business people, health services, and others.
- Community safety plans must include law enforcement agencies, elected officials, social service organizations, business people, and community representatives as leaders and parents and school staff as members.
- Family support plans must include parents as leaders and school personnel, family service organizations, community representatives, business people and others as members.

Successful school safety plans address both *prevention* and *crisis response*. They provide for:

- Legislation & local school district policy
- Crisis preparation & ongoing readiness
- Family & community outreach
- Professional development & instruction

SAFE SCHOOL LAWS

The following are Alaska Statutes that promote safer schools.

** NEA-Alaska actively lobbied and supported passage of these laws.*

AS 11.41.230 Assault definition: 1) recklessly causes physical injury to another person; 2) with criminal negligence causes physical injury to another person by means of a dangerous instrument; or 3) by words or other conduct recklessly places another person in fear of imminent physical injury.

AS 11.56.800 (a) Making a False Report: 1) gives false information to a Peace Officer with the intent to implicate another in a crime; or 2) makes a false report to a Peace Officer that a crime has or is about to occur; or 3) makes a false report or alarm that a fire or incident dangerous to life or property has or is about to occur.

AS 11.56.810 (a) Terroristic Threatening: Knowingly makes a false report that a life endangering circumstance exists or is about to exist, and 1) causes fear of physical injury to anyone; or 2) causes evacuation of a building; or 3) causes serious public inconvenience.

AS 11.61.110 (a) Disorderly Conduct: (6) with no legal justification, recklessly creates a hazardous condition for others.

AS 11.61.195 Misconduct Involving Weapons in the Second Degree: (2) Violates AS.11.61.200. (a) (1) and is within the grounds of or on a parking area or immediately adjacent to (a) a public or private preschool, elementary, junior high, or secondary school without the permission of the chief administrative officer of the school or district or the designee of the chief administrative officer.

(Prohibited Weapons include explosive, incendiary, or noxious gas, mine, rockets, bombs, grenades, silencers, automatic weapons, rifles with barrels less than 16 inches, shotguns with barrels less than 18 inches, rifle or shotgun with overall length less than 26 inches, metal knuckles, switchblades, electric stun gun.)

AS 11.81.430 (a) (2) Teachers may use nondeadly force when necessary while responsible for student supervision, but ONLY if school policy authorizing the use of force has been adopted by the school board.

*AS 14.03.080 provides that a district is not required to accept a student who is suspended or expelled from another school district.

AS 14.03.105 provides for the search of school under certain circumstances such as notice that such searches may occur.

*AS 14.03.160 provides for the expulsion of a student for at least one year for the possession of firearm. Also provides for the suspension of a student for at least 30 days for the possession of a deadly weapon as defined by law.

*AS 14.30.045 provides for the suspension from school for 1) willful disobedience or open and persistent

defiance, 2) behavior that is inimical to welfare, safety of students or school employees, or conviction of a felony school officials believe to be inimical to the welfare or education of students.

*AS 14.33.100 requires school districts to complete model school crisis response plans by July 1, 2000, and school sites to localize and complete school crisis response plans by December 31, 2000. Requires that each school have a crisis response team comprised of at least the principal, one certified and one classified staff member, and one parent. Requires that plans be reviewed annually and that annual in-service be provided to every employee.

*AS 14.33.110 requires districts to adopt written school disciplinary and safety programs in collaboration with school staff and report incidents of disruptive or violent behavior to the State Department of Education and Early Development. Prohibits termination or discipline of school employees for lawfully enforcing the school disciplinary policy.

*AS 47.10.093, AS 47.12.310(b) provide for the disclosure of certain information to school principals regarding minors with a criminal record.

AS 34.50.020 provides that a person or school district may recover loss or damage committed by a person under the age of 18 through civil action from the parent or legal guardian of the minor.

SCHOOL VIOLENCE FACTS

All statistics are from the 1999 Annual Report on School Safety, a joint report of the U.S. Departments of Education and Justice, www.ed.gov/offices/OESE/SDFS/research.html.

Homicides at school are extremely rare and are on the decline.

- School-associated violent deaths are decreasing (from 55 in 1992-93 to 46 in 1997-98).
- Less than 1% of violent deaths of children occur at school, during school events, or on the way to or from school.

The number of multiple victim homicide events at school has increased.

There were two multiple victim school homicides in 1992-93 and five in 1997-98.

Schools are much safer for children than other places.

Students ages 12 to 18 are more likely to be victims of serious violent crime away from school than at school (24 of every 1,000 away from school; 8 of 1,000 at or in transit to school).

The overall school crime rate for students age 12 to 18 has declined since 1993.

The percentage of high school students carrying weapons and fighting at school declined significantly from 1993 to 1997.

Teachers are sometimes the targets of violence at school.

- On average each year from 1993 to 1997, about 4 of every 1,000 teachers were victims of some type of serious violent crime at school.
- Teachers in urban schools (39 of 1,000) were more likely to be victims of violent crime.

Some students feel more vulnerable than others.

- More Black and Hispanic 4th graders reported feeling "very unsafe" at school (9% and 6% respectively) than White 4th graders (2%).
- About 15% of 11-, 13-, and 15-year-olds say they have been bullied because of their religion or race. Over 30% have been harassed with sexual jokes, comments, or gestures.

About 15% of 11-, 13-, and 15-year-olds say they have been bullied because of their religion or race. Over 30% have been harassed with sexual jokes, comments, or gestures.

REQUIREMENTS FOR ALASKA SCHOOLS

Two laws promoted by NEA-Alaska – one passed in 1999 and one in 2000 – place new requirements on school districts. Local Associations and their members, parents, and community agencies should all be involved in implementing these laws, so they work as intended to make schools safer for learning.

School disciplinary & safety programs (*House Bill 253, now Alaska Statute 14.33.110*)

This law requires the school board of every Alaska district to adopt a written school disciplinary and safety program by January 1, 2001. Teachers, parents and other school staff must be involved. The plan must include:

- standards for student behavior that reflect community standards,
- a policy about when teachers may remove disruptive students from the classroom,
- procedures for notifying teachers of dangerous students,
- standards for when a teacher or teacher assistant may use reasonable force to maintain safety,
- policies necessary to comply with the Individuals with Disabilities Education Act,
- attention to the needs of students with mental health or substance abuse problems, contributing to disruptive behavior at school, and
- procedures for regular review of the program.

Other provisions of the law protect school staff from firing and from law suits for actions they reasonably take to enforce the discipline plan. The law also requires for the first time that Alaska school districts report incidents of disruptive or violent behavior to the Department of Education & Early Development.

School crisis response plans (*AS 14.33.100*)

This law requires Alaska school districts to adopt a model school crisis response plan by July 1, 2000, and each individual school to complete a school-specific plan and form a crisis response team by December 31, 2000. School crisis response teams must include at least the principal, one certified and one classified staff member, and one parent. Districts and individual schools must consult with local social services and law enforcement agencies when they develop their plans.

These plans are to be updated annually. Annual training in crisis response is to be provided to all school district employees.

School plans must include who is in charge, names of the crisis response team and their roles, a communications plan, protocols for responding both to immediate danger and to traumatic events affecting the school, disaster and emergency procedures, and evacuation and lockdown plans.

STRATEGIES FOR SAFER SCHOOLS

In Schools

- Approach school administrators to implement safe school laws.
- Systematically evaluate and update prevention and crisis response plans. Drill crisis response plans.
- Make sure that strong anti-bullying and anti-harassment policies are in place and understood by all.
- Volunteer to serve on school safety committees.
- Invite parents and students to contribute ideas about school safety in a suggestion box.
- Hold group forums to encourage students and/or parents to express opinions and concerns about the school's safety and to ask questions about school policies.
- Devise a school reporting system to enable students, staff, and parents to report violent behavior or suspected trouble anonymously.
- Foster academic achievement.
- Have teachers, administrators, counselors, and others meet regularly as a team to discuss problems of disruptive students and plan individual strategies to help them before they become violent.
- Survey parents and offer informational classes based on their needs.
- Develop a parents' guide to safer schools in your district.
- Make it easy for parents to inform schools immediately if they suspect that their child is being bullied or victimized at school.
- Notify parents of both victims and bullies about the problem.
- Act on rumors.
- Encourage bus drivers and custodians, who are good sources of information about scheduled fights or weapons brought to campus, to report such information routinely.
- Teach students about the nature and extent of violence in society and in their community.
- Prevent hate crimes by discussing and rejecting stereotypes of minority groups, by encouraging interaction with members of different cultures, and by encouraging an appreciation of diversity. Also ensure that educational materials reflect the many cultures of this society.
- Teach students about the damaging effects of sexual harassment, sexual assault, and bullying.
- Instruct students in laws that affect juveniles and the consequences for breaking these laws.
- Make sure students understand the school district's weapons policy and penalties for carrying guns or other weapons.
- Teach critical analysis of media involving violence.
- Teach both elementary and secondary students to avoid gang activities and provide them with alternative programs to meet their social and recreational needs, including after-school programs.
- Teach problem-solving skills in both academic and social settings.
- Tell students that anger is an acceptable feeling, but that acting on anger in violent ways is unacceptable.
- Offer assistance in finding jobs.
- Teach students social skills such as how to use self-control.
- Talk with students about being "good sports" to discourage the disruptive and sometimes violent behavior that can break out at school athletic events.

In Families

- Talk with your child about the violence he or she sees – on TV, in video games and elsewhere. Help your child understand the real-life consequences of violence.

- Reassure your child that feeling anger is normal & OK. Help your child show anger and solve arguments in ways that do not involve hurting others.
- Establish "no hitting" and "no name calling" rules at home.
- When you get angry, demonstrate appropriate responses to your children. Talk with them about your feelings and choices.
- Teach your child to avoid youngsters who bully others. Encourage your child to talk with you about incidents that make them feel afraid, embarrassed, or uncomfortable.
- Practice with your child assertive—not hurtful—ways to respond to bullying.
- Avoid physical punishment as a form of discipline.
- Help your child understand the value of individual differences and to appreciate differences in schoolmates.
- Discuss the school's discipline policy with your child. Show your support for the rules.
- Keep lines of communication open with your child.
- Talk with the parents of your child's friends. Discuss how you can work together to ensure your children's safety.
- Make sure that children or teens do not have access to guns in your home. Teach your children to consider every gun loaded and dangerous.
- Ask to see your school's violence prevention and crisis response plans. Offer to help if the plans need updating.
- Get more information about safer schools (see References).

In the Community

- Identify organizations and governmental agencies in the community that are concerned with youth and families, that could have an impact on school safety, and who can make change happen.
- Bring representatives of these groups together to share their view of local issues related to keeping the community's children safe.
- Host a community forum to develop a shared vision about youth safety in your community.
- Come to a shared understanding about the resources currently available and assess needs and deficits.
- Form a task force for the purpose of ensuring a coordinated approach to juvenile safety.
- Develop a comprehensive agency contact list.
- Develop a protocol for when schools contact which agencies.
- Establish a system for ongoing, consistent communications to review and support coordinated community safety efforts.

Strategies to Increase Student Involvement in Violence Prevention Efforts:

- Create a group of student leaders, representing formal and informal groups, to promote student responsibility for a safe school environment.
- Involve students in decision making on discipline, violence prevention, and crisis response plans.
- Involve students in decision making on other issues, such as student dress code, curriculum, books, and materials; after-school recreational, tutoring and mentoring programs.
- Encourage teachers to involve students in decision making where appropriate at the classroom level.
- Encourage students to establish local chapters of national safety groups.
- Establish a crime prevention club that involves reporting incidents and offering rewards.
- Teach students to be responsible for their own safety and emphasize the importance of reporting suspicious activities or people on campus.

- Teach courses in personal safety and assertiveness.
- Train students to use conflict-resolution techniques and act as student mediators for conflicts among their peers.
- Use students to teach their peers about violence prevention.
- Involve students in community service projects to improve the school and community environment and to help them learn personal responsibility.

Strategies for Creating a Safe School Building:

- Light all hallways adequately during the day.
- Close off unused stairwells and do not leave areas of the school unused.
- Install all lockers in areas where they are easily visible.
- Minimize blind spots or use convex mirrors to allow hall monitors to see around corners.
- Remove graffiti as soon as it is discovered.
- Have a policy about posters in classroom windows.
- Make sure every classroom can communicate easily with the school office and 911.
- Keep buildings clean and maintained.
- Locate playground equipment where it is easily observed.
- Limit roof access by keeping dumpsters away from building walls.
- Cover drainpipes so they cannot be scaled.
- Avoid decorative ledges; plant trees at least 10 feet from buildings.
- Trim trees and shrubs to limit outside hiding places for people or weapons.
- Keep school grounds free of gravel or loose rock surfaces.
- Ensure vehicle access around the building(s) for night surveillance and emergency vehicles.
- Design parking lots to discourage through traffic; install speed bumps.
- Mix faculty and student parking.
- Create a separate parking lot for students and staff who arrive early or stay late, and monitor these lots carefully. Make sure parking lots are well lighted.
- Establish a policy to have the school campus fully lighted or totally dark at night.
- Keep a complete list of staff members who have keys to the building(s).

RESOURCES

There is a wealth of school safety resources now available. This list is intended to get you started finding the information you need.

National Education Association, 1201 Sixteenth St., N.W., Washington, D.C. 20036-3290, 202-822-7700

Publications available from NEA Human & Civil Rights or from NEA's Safe Schools Home Page, www.nea.org/issues/safeschools:

- *Bullyproof—A Teacher's Guide on Teasing and Bullying to Use with Fourth and Fifth Grades*
- *Flirting or Hurting? A Teacher's Guide to Student-to-Student Sexual Harassment in Schools (Grades 6-12)*
- *Hate-Motivated Crime and Violence: Information for Schools, Communities, and Families*
- *NEA Crisis Communications Guide and Toolkit*
- *Quit It! A Teacher's Guide on Teaching and Bullying for Use with Students in Grades K-3*
- *Safe Schools Manual: A Resource on Making Schools, Communities, and Families Safe for Children*
- *Substance Abuse & Conflict Resolution: A Review and Listing of Exemplary Programs*
- *Youth Gangs: Findings and Solutions for Schools, Communities, and Families*

NEA Safe Schools Now Network – Nine national satellite broadcasts highlighting successful school and community safety programs. Information, ordering, or downloading at www.safeschoolsnow.org.

The National PTA

330 N. Wabash Ave., Ste 2100, Chicago, IL 60611-3690, 312-670-6782, www.pta.org

- *Safeguarding Your Children-- At Home, At School, In the Community*, www.pta.org/programs/sfgrdioc.htm
- *Strategies for Raising Alcohol and Drug-Free Children*, www.pta.org/commonsense
- *Violence Prevention: Programs & Action for PTA & Community Leaders*, www.pta.org/programs/crisis/media/prg2.htm
- 150 items and links are available through the PTA Web site using the Search function, key word "violence."

More titles available on the Web:

Early Warning, Timely Response: A Guide to Safe Schools

Safeguarding Our Children: An Action Guide (Implementing Early Warning, Timely Response)

Both publications are from the U.S. Departments of Education & Justice at

www.ed.gov/offices/OSERS/OSEP/

Guide for Preventing and Responding to School Violence

Published in April 2000 by the International Association of Chiefs of Police and others, the guide is available at www.theiacp.org (under Publications).

Warning Signs

Web site and guide especially for a youth audience unveiled in April 2000 by MTV and the American Psychological Association. helping.apa.org

Other publications:

"Protecting Children from Gang Influence"

Alaska State PTA, 1998. P.O. Box 201496, Anchorage, AK, 99520 1496; 907-279-9345, ak_office@pta.org

Other resources on the Web:

- Alaska Department of Education & Early Development, www.eed.state.ak.us
The Department has a School Safety Resources page that you can reach through the topic "School Health" or by searching the site on "school safety."
- Center for the Prevention of School Violence, www.ncsu.edu/cpsv/
- Education Resources Information Center (ERIC), www.accesseric.org
- Keep Schools Safe. www.keepthatschoolsafe.org
A joint initiative of the National Association of Attorneys General and the National School Boards Association, which have joined together to provide resources for school staffs, parents, and law enforcement officers.
- National School Safety Center (NSSC), www.nsscl.org
A non-profit partnership of the U.S. Departments of Justice & Education and Pepperdine University.



NEA-Alaska

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Juneau

114 Second Street ♦ Juneau AK 99801 ♦ 907-586-3090 or 888-478-3090 ♦ Fax: 907-586-2744

info@ak.nea.org ♦ www.ak.nea.org

For assistance: Ask for the Educational Excellence program

SAFE SCHOOLS MANUAL



A RESOURCE ON KEEPING SCHOOLS

COMMUNITIES, AND FAMILIES

SAFE FOR CHILDREN

SAFE SCHOOLS MANUAL



A Resource on Making Schools,

Communities, and Families

Safe for Children

nea

NATIONAL EDUCATION ASSOCIATION

1201 16th Street, N.W.
Washington, D.C. 20036 3290

National Education Association

The National Education Association (NEA) is a professional association-union of public school employees. Founded in 1857 and expanded in 1966 through its merger with the American Teachers Association, the NEA currently has 2.2 million members who reflect the diversity of the United States. NEA's objectives are to build broad-based support for quality public and higher education, to generate community partnerships for excellence in public schools and colleges, and to support individual and collective initiatives that create quality teaching and learning for all students.

Through the Safe Schools Program, housed in Human and Civil Rights, NEA networks with national organizations and shares information with NEA members on advocating safe schools and communities and ensuring a positive learning environment. NEA also maintains a clearinghouse, provides technical assistance to affiliates, funds state and local projects, and delivers workshops and training. Training focuses on campus and school safety, emergency preparedness, community coalitions, and positive school-community relations.

Acknowledgments

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FOREWORD

For well over a century, America's public schools have taught students to be active participants in our democracy and productive members of society. Much of this excellent work goes unreported by critics who see only turbulence in the schools. However, research clearly shows that the vast majority of America's public schools are safe places. Moreover, they are places where quality teaching and learning occur.

We should not mask the fact that there are many schools with serious problems, such as crime and violence, which not only hamper the teaching and learning environment, but place our children and educators at risk. It is for this reason that NEA Human and Civil Rights synthesized in this document the best research on how to make schools safe, and developed a broad set of guidelines or suggestions designed to help do so.

These guidelines are not intended as mandates but as a set of suggestions for making children safe in three broad areas: schools, communities, and families. There are two reasons for taking this approach. First, schools vary greatly regarding the communities and families from which they draw their student populations. Schools are not homogeneous institutions where one set of principles can resolve the problems each student is facing. School safety occurs largely one school at a time.

A second reason for this approach is the simple fact that there is nothing inherent in schools that breeds crime and violence. Violence and crime in schools are almost always the result of problems extant in communities and families. If we want to eliminate crime and violence in schools, we need to work closely with communities and families.

This manual is the product of over two years of research by NEA. Over that period, NEA has reviewed a mountain of information and discussed this data and research with analysts from other organizations. I believe you will find the suggestions contained in this manual helpful in your efforts to make all of America's schools safe.

Don Cameron
NEA Executive Director



INTRODUCTION

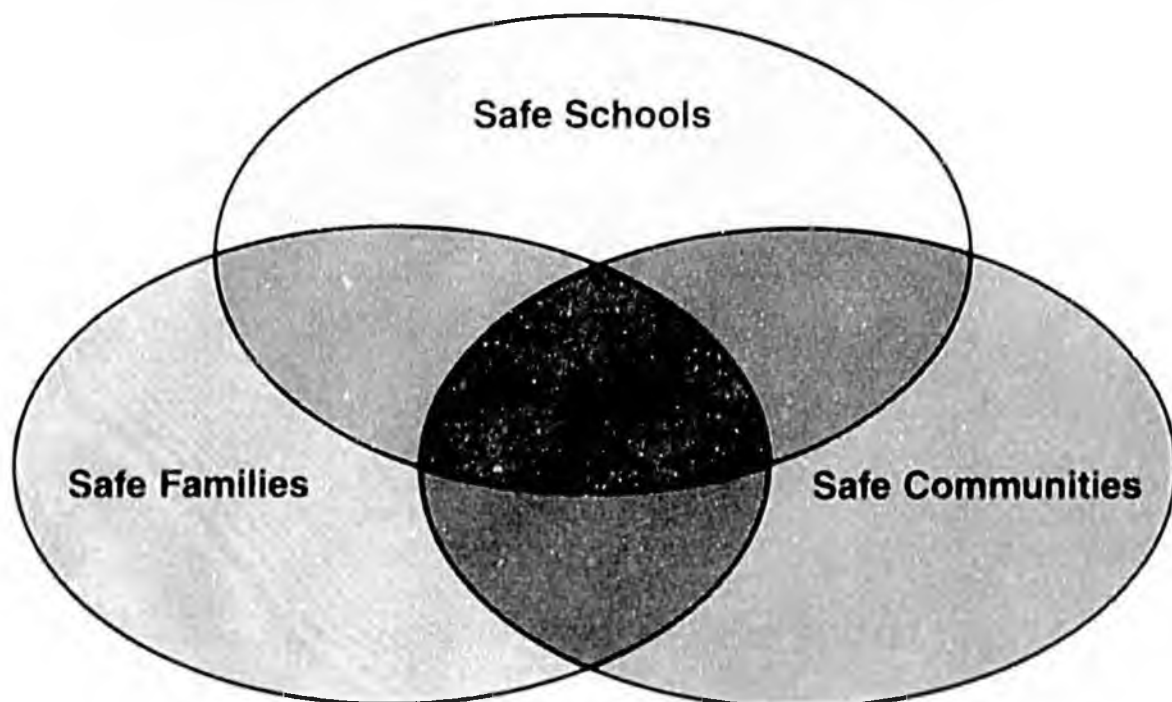
As NEA developed its antiviolence programs and this *Safe Schools Manual*, it considered a key question asked by experts who help people solve problems. That question is, "Who owns the problem?" They ask because we can solve our own problems, but we can only offer insight, advice, and help regarding other people's problems. So much introspection and personal change is involved in problem solving that, were we to step in to solve other people's problems, we would violate their autonomy. We would also generate opposition to our efforts, thus defeating our purpose. People must solve their problems themselves.

In the case of school violence, the ownership question is especially important. This is because the problem is so huge that no one feels personal responsibility for it. We can all say, "I know I'm

impatient at times..." or "Sometimes I act without thinking..." or "My marriage problems haven't been easy on the kids..." or "I work two jobs and don't have time..." but I didn't cause *that!*" In other words, we can all accept the limited consequences of our behavior, get on with our lives, feel assured that our children will turn out all right--and feel no responsibility for the enormous, complex, and frightening thing called school violence. In a like manner, whole sectors of society deny responsibility for school violence, leaving the schools with the entire problem as well as the blame for not being able to solve it singlehandedly.

As shown in the following figure, NEA believes that all sectors of society own the problem of school violence because all sectors are responsible for making children safe:

A Model For Making Our Children Safe



With its antiviolenace programs and this *Safe Schools Manual*, NEA approaches its responsibility based on the following two facts:

1. Even though students and education employees are being assaulted and sometimes killed on or near school grounds, schools are not any less safe than other similarly populated communities. As places where children congregate for up to six hours a day, schools are where violence occurs when the problems children face in the community or in their families are not resolved in those two places.
2. School violence transcends the school. In fact, school violence is a societal problem, with its roots as much in a family's dysfunctional way of resolving conflict as in a community's racism, sexism, and high unemployment. Because children are first socialized in families, they model the behavior they observe or experience in their homes. If children grow up in families which practice spousal abuse or child abuse or neglect, they will be more likely to exhibit aggressive or violent behavior in school. They may also model (or fear or become injured to) the violent and dysfunctional behavior they see in their neighborhoods.

If these facts are recognized and acted upon by all sectors of society, children can be safe everywhere. Each sector of society must take responsibility for different components of the violence problem, include representatives of the other sectors in their work, and cooperate as partners in a comprehensive antiviolenace coalition. In other words, schools take responsibility for reducing school violence, communities for reducing community violence, and families for reducing family violence.

Even though this comprehensive view of school violence is known, most who propose solutions have a limited focus. The education and community sectors are no exception. To stem the tide of school

violence, schools have proposed some specific plans focusing on gang activity, drug abuse, or sexual harassment. Some call for random searches for weapons in schools with high levels of gang violence. Others call for closed school campuses or the construction of fences around campuses to keep out gangs and other unwanted individuals.

For their part, communities have proposed and implemented teenage curfews and gun control laws. And parents have reacted to school violence in several ways. On one hand, many support school and community safety programs as the only way to solve the school violence problem. On the other hand, some deny family responsibility for their children's misbehavior. Others criticize everything about safety programs (as being ineffectual in reducing violence or for invading privacy and violating the Second Amendment). And still others criticize the public school system, pull their children out of the public schools, and join campaigns to divert public funds into private schools that they consider safer for their children.

These plans and activities have one thing in common: they fail to address the larger, systemic roots of school violence or to provide for cooperation across sectors. Indeed, if they are to succeed--

- School safety plans must include school personnel as leaders and the following as members: parents; community activists; religious leaders; businesspeople; and representatives of governmental agencies, protective and health services, and other groups concerned with violence in the community and schools.
- Community safety plans must include community representatives as leaders and parents and school personnel as members.

- Parent antiviolence plans must include parents as leaders and community representatives and school personnel as advisers.

Encouraging such a sector-based and cooperative approach to violence reduction is the purpose of this *Safe Schools Manual*. NEA members must help create and work in coalitions that seek the safety of America's children.

Organization of the *Safe Schools Manual*

Background Information. This section describes why school safety is important and reviews the research about violence.

How To Make Schools Safe. This section provides suggestions for making schools safe. Three general areas are covered: establishing a school safety committee, developing and implementing an action and a crisis management plan, and monitoring and assessing progress.

How To Make Communities Safe. This section outlines a series of activities to be taken in mobilizing the community around school violence and crime. These activities include involving key community leaders, forming a community safety committee, conducting a survey, and planning programs and evaluation criteria.

How To Make Families Safe. In this section, readers are provided with information about the family and how it can be instrumental in reducing crime and violence in the schools. Three areas of concern are briefly discussed: working with students, working with parents, and training education employees.

Appendices. The manual's nine appendices (A through I) contain examples of checklists, plans, statements, reporting forms, procedures, and guidelines.

Bibliography. This section contains a list of 28 resources about making schools safe.



BACKGROUND INFORMATION

Why it is important to make schools safe and to work with communities and families

Schools. There are at least two reasons why it is important to make schools safe. First, violence places both educators and students at risk of injury or even death. A society that values its citizens cannot tolerate a climate in which they are placed at such risk.

Second, violence impedes the teaching and learning process. Schools are not battlegrounds. They serve very specific functions for society--as places where teaching and learning take place and where our social system begins. At schools, students learn skills for later use in the labor market or in higher education, and they acquire citizenship skills for becoming active participants in society's political and social processes. And, in schools, students and adults find the prototype of the social system in which they live and learn the causes and reasons for that system. These are important functions, and violence in schools impedes this broad educational process.

Communities. It is important for public school employees to work with communities, because community dysfunctions seed school violence. If gangs and drug use and abuse exist in a community, students will bring these problems with them into their school. If unemployment is high in a community, students will carry the frustration, disillusionment, and, perhaps, the anger they live with into their classrooms.

The sole positive effect of community dysfunction will be the growth of community groups and governmental agencies with expertise in dealing with community problems. In helping to reduce school violence, public

school employees can tap into these areas of expertise and knowledge. They can also take the initiative in assembling the individuals, groups, and governmental agencies that rarely work together on resolving common problems.

Families. It is important for public school employees to work with families because, in most cases, violent behavior is learned behavior. The family stands as children's first socializing agent within the larger social system. Through the family, children learn norms of social and individual behavior. If, however, children are raised in a violent family, they will learn dysfunctional behavior that will then be applied in various social settings, including the school and the neighborhood of the family.

In fact, families are implicated in a vicious cycle of violence. Children raised in violent families are more apt, as adults, to raise their own children in a similar manner. Violent children become violence-prone adults who raise other violence-prone children--and perpetuate school violence. This cycle also perpetuates mental health problems, such as depression, social isolation, and anti-social behavior, which may severely impede children's ability to learn.

What Research Says About Violence in Schools, Communities, and Families

Schools. Generally, schools are safe places, but while there is good news, several disturbing violence issues must be addressed to make schools safer.

Injuries and Assaults--Students and Teachers.

According to *Crime in the Schools*, a 1995 report of the National Center for Education Statistics (NCES), the percentage of both white and Black senior high school students reporting having been injured with a weapon declined between 1976 and 1993. Among white students, it declined from 5 percent to 4 percent. And, among Black students, it declined from 8 percent to 6 percent.

In this same report, NCES also cites similar declines in the percentage of white and Black students who reported having been injured without a weapon between 1976 and 1993. Among white students, it declined from 13 percent to 11 percent. And, among Black students, it declined from 14 percent to 12 percent.

In contrast to actual injury, the percentage of students who reported having been threatened with or without a weapon increased between 1976 and 1993. Among white students, it increased from 11 percent to 14 percent. And, among Black students, it increased from 16 percent to 24 percent. The increase was greater among white high school seniors during this time. Among white seniors, it increased from 21 percent to 24 percent. But, among Black seniors, it decreased from 24 percent to 22 percent.

What about teachers? In 1993, according to the *Survey of the American Teacher* (Metropolitan Life 1993), 11 percent of teachers reported having been victims of a violent act. Ninety-five percent of these teachers indicated that students had been involved.

Disruptive Effects of Crime and Violence in Schools. The effect that violence has on the teaching and learning environment is significant. *The Survey of the American Teacher* shows that 33 percent of teachers indicated that teachers were less eager to go to school every day, 41 percent stated that school violence leads students to pay less attention to learning, and 32 percent indicated that students were more likely to stay at home or cut class (Metropolitan Life, 1993, 114.)

The same survey shows that about 25 percent of students felt that students were less eager to go to school every day, and about 10 percent felt that students stay home or cut class because of school violence.

Communities. Certain aspects of community violence have direct bearing on school violence.

Correlation Between Community Violence and School Violence. There is an important correlation between community and school violence. Perhaps the most important indicator of this association is the parallel between general and school violence in urban, suburban, and rural areas. Statistics show that the incidence of both kinds of violence increases the closer one comes to urban areas. As reported in *Criminal Victimization, 1993* (U. S. Department of Justice 1995, 5)--

Residents of urban areas had higher victimization rates for all personal crimes than did suburbanites or residents of rural areas. In fact, urban residents were robbed at greater than 3 times the rate of residents of rural areas (10.9 versus 3.0).

The same pattern holds for teenage victims and for school violence in general. In *Teenage Victims: A National Crime Survey Report*, the U. S. Department of Justice (1991) reports the following data on crimes of violence:

Victimization Rates per 1,000 Persons, 1985-1988

Age of Victim	12-15	16-19
Central Cities	79.7	89.2
Suburbs	56.7	68.1
Nonmetro Areas	51.8	61.3

Regarding school violence in general, the *Survey of the American Teacher* indicates that school violence was more likely to occur in urban rather than in rural or suburban schools. And a Department of

Justice report suggests that students fear violence more in central city schools than in suburban or rural schools (Bastian and Taylor 1991).

Community-School Partnerships. Working with the community to reduce school violence is an important and necessary strategy. Programs using such a strategy tend to be very successful (Newkumet and Casserly 1994). And they are successful because they are inclusive, as indicated in the following statement from *Partnerships to Prevent Youth Violence*, a bulletin of the U. S. Department of Justice (1994):

All partnerships that bring together law enforcement, officials and the community are founded on common concerns and goals and on a shared belief that everyone must play a role in preventing violence.

Families. The research on family violence and how it affects children and thus school violence is very clear. First, Americans spend most of their lives in families. Second, the modern American family has undergone tremendous change over the past 50 years--in structure, function, and roles assigned to family members.

That change, which is complex, includes family composition, function, and role. Today, many constellations of people can constitute a family. And most traditional family functions, such as education, health care, and economic support, are shared by community, business, government, and religious institutions. In addition, most traditional family roles, such as care giver and wage earner, have produced unclear and conflictual role expectations. Combined with advances in technology and affluence, these changes have contributed to family violence. Television (with its violent programming) affects every home; affordable drugs are available for the asking; and children are left alone at home while parents or guardians work, look for work, or become

demoralized for lack of work. Some results of the complex of changes and the ensuing violence are--

- *Bullying.* Children who are abused in families are apt to become bullies on the playground.
- *Feelings of Guilt and Responsibility.* Children who experience family violence often have feelings of guilt and a sense of responsibility for their mother's or father's suffering. These feelings can be generalized so that children feel responsible for whatever may go wrong in school.
- *Social Isolation.* Children who come from violent homes are more apt than others to be socially isolated: they don't relate well to their peers, they are shy, and they have trouble expressing their feelings.
- *Poor Academic Performance.* Children from violent homes tend to be poor academic performers. These children have difficulty in concentrating, behavioral problems, frequent school absences, and often a history of conflict with other children.



HOW TO MAKE SCHOOLS SAFE

In helping to create and implement a tripartite school-community-family safety program, Associations might focus first on the school component. As indicated below, NEA groups the school strategies into three basic steps, which may be viewed as guidelines rather than rules to be followed uncritically.

Steps for Making Schools Safe

1. Establish a School Safety Committee
2. Develop and implement action and crisis management plans
3. Continue monitoring and assessing data

Step 1: Establish a School Safety Committee

NEA members can facilitate violence reduction by working within their schools to form a school safety committee. They may begin by involving a core group of school employees--teachers, administrators, and educational support personnel--who will look at short-term efforts. Then they may invite the participation of community representatives, who will work with the educators on long-term efforts as part of the school safety committee. Holding two preliminary meetings of the educators core group is recommended, as follows:

First Meeting of the School Safety Committee

Educators Core Group Only

Membership. Representatives of all education employee and student groups should attend this first meeting. It is especially important to include educational support personnel--who are often excluded from school discussions even though they must deal with problems of school violence and usually possess information and insight. Students should be involved because they are privy to much of the student culture which education employees may fail to see or understand.

Agenda. Two topics might be discussed at the first meeting: (1) the school's immediate problems and (2) the composition of the School Safety Committee. In discussing immediate problems, the educators core group should identify violence problems and possible short-term solutions. In discussing the composition of the larger School Safety Committee, the core group should select parents and representatives of community groups who can help reduce or eliminate the problems identified. Care should be given to the nature of the problems the school is facing and how those community representatives can help the school reduce or eliminate school violence. A list of community groups follows.

Some Community Groups To Involve on a School Safety Committee

Government and Community Agencies and Organizations

Health department
Social service agencies
Mental health agencies
Police department
Judicial system
Fire department
Housing authority
Tribal councils
Neighborhood associations
Tenant councils

Volunteer Service Organizations

Veterans organizations
Salvation Army
Goodwill Industries
Fraternities and sororities
100 Black Men and Women
Links
National Network of Runaway and Youth Services

Clubs

Big Brothers and Big Sisters
Boy Scouts and Girl Scouts
Other Youth clubs

Professional Groups

Education associations
Medical associations
Nursing associations
Legal associations
Social worker associations
Morticians

Private Organizations

Foundations
NAACP
National Urban League
National Council of La Raza
League of United Latin American Citizens
ASPIRA of America
Churches and religious groups
Hospitals
Colleges and universities
Local businesses
Local media
YMCA and YWCA
Respected Individuals in the Community
Local athletes
Local entertainers

Second Meeting of the School Safety Committee

Educators Core Group and Community Representatives

During its second meeting, the educators core group should involve representatives of selected community groups. Together, they might address community and school crime and violence and their perpetrators; assess data about the community and school; and, if appropriate, discuss who else should be invited to join the school safety committee.

Addressing community and school crime and violence and their perpetrators. The objective of this discussion is to gain a wider view of community and family violence problems and how those problems infiltrate the school. Such a discussion can then be used to plan the next topic on the agenda--the assessment.

Assessing data about the community and school. The assessment has two parts. In the first, the group will gather data about the community and, in the second, it will gather data about schools. The data about both areas should include sociodemographic data and data on crime and violence in the community. In terms of sociodemographic data, the following are related to crime and violence:

- Unemployment
- Poverty
- Income inequality
- Ethnic and racial distribution
- Residential segregation

In terms of crime and violence, the following might be important data to collect:

- Homicides
- Robberies and thefts
- Gang violence
- Domestic violence
- Child abuse
- Hate-motivated crime

- Sexual harassment and rape
- Assault
- Vandalism

In each of the areas listed above, it is important to know--

- Who (what groups) are involved?
- What are they doing?
- When are they doing it?
- Where are they doing it?
- Why are they doing it?

In conducting the school assessment, the group is referred to Appendix A, "School Safety Checklist," and to Appendix B, "Sources of Information To Describe the Problem."

Inviting others to join the school safety planning committee. At this second meeting, members will have a better grasp of the problems with which they are confronted. That is, they should have a general sense of the nature of the problem, be aware of the groups involved, and know the views of other community members. At this point, they might engage in a discussion on the needs of the committee and whether still more community representatives should be invited. For example, should gang leaders be invited to join? Should representatives of rape crisis centers and local hospitals be part of the group?

Step 2: Develop and Implement Action and Crisis Management Plans

Action Plan

The action plan follows from the assessment. That is, programs which are to be implemented in the school address the issues and problems identified in the assessment. In making schools safe, three areas are critical: school management, curriculum, and physical environment.

School Management. School management concerns roles, behavior, and standards. In making schools safe, the school district must voice, write, and constantly reinforce certain kinds of roles and standards for behavior. Specifically, it must generate a mission statement and a disciplinary code and address four issues, as follows:

Mission Statement. The management component begins by developing an overarching mission or philosophical statement about the school's goals and objectives regarding school safety and student and staff behavior. This statement, a sample of which appears in Appendix D, "Sample Mission Statement," will set the tone for the school and for its school safety programs. In addition, it will address three principles: (1) the right of all students to receive an education, (2) the right of all individuals on school grounds to be safe from harm, and (3) the value of education to individuals and to society. The school district should make such a statement available to education employees, students, and parents. And it should repeatedly state, review, and amend the statement.

Disciplinary code. In addition to including a mission statement, the action plan should also contain a discipline code that deals with language, behavior, dress, drugs and alcohol, and guns on school premises. The discipline code should make it perfectly clear to parents, students, and staff what

behavior is expected on school grounds. Due to increased violence, especially gang-related violence, some schools require students to wear uniforms or clothes chosen from a limited line of clothing. They also have codes regarding the use of abusive language, the use and sale of drugs and alcohol on school grounds, and the possession and use of weapons on school grounds. (In terms of speech, the U. S. Constitution guarantees freedom of speech but not freedom to use language that causes harm to others. And, in terms of weapons, codes should be clear and strictly enforced; for example, guns should not be tolerated on school grounds.)

In summary, a good disciplinary code will contain certain characteristics. It will--

- ✓ Be short and easy to understand
- ✓ Have student input
- ✓ Contain enforceable rules
- ✓ Be enforced fairly and consistently
- ✓ Be reviewed and updated periodically
- ✓ Be sent to students, parents, and staff at the beginning of each year

Issues. Finally, school management must address four issues.

1. Reporting and monitoring of crime, violence, and vandalism on school grounds. School districts need to train students and education employees on reporting these kinds of activities. To facilitate the reporting, they should develop reporting forms, perhaps similar to the one presented in Appendix E, "School Violence, Crime, and Vandalism Reporting Form."
2. Open versus closed campus. In many areas, violence and crime also occur

during lunch or breaks as students are allowed to leave campus. If this is a problem, schools might consider closing their campuses during school hours, and also limiting the entrance of outsiders on campus without proper identification. Student input is crucial here because, unless students have a voice in such policy development, closed campuses may lead to other kinds of problems. Again, the intent is to be inclusive.

3. **Student participation.** It is important for students to participate in activities that make their school safe. Students can offer insight about problems that fail to catch the eyes and ears of education employees.
4. **Alternative educational environments.** In the event that a school cannot convince some students that their behavior is disruptive and in need of control, it may wish to consider alternative educational placements. The school should think hard about this alternative. A related issue is the special education student. Even though the federal law calls for a state law to be on the books for students to be expelled for possession of weapons on campus, it allows local administrators to make exceptions on a case-by-case basis. This is a sensitive subject, but one that needs to be addressed by education employees, students, parents, and community leaders.

Curriculum. The school curriculum is a second area in which school safety committees must delve. Making schools safe is not merely a matter of creating and enforcing rules and regulations. It is also a matter of inculcating in students the values and norms that lead to appropriate behavior in school as well as in their families and communities.

Some schools require students to attend peer mediation, conflict resolution, or multicultural

classes at some time during the school year. Others attempt to merge these programs into the curriculum so that students are exposed to them for a continuous period throughout their school careers.

Other programs receiving considerable attention involve student and adult mentoring. In both cases, a mentor assists troubled students with problems they might be having inside and outside school. Information on programs is provided in Appendix F, "Possible Topics for Antiviolence Seminars," Appendix G, "Programs That May Be Integrated into the Curriculum," and Appendix H, "Educational Strategies for Violence Prevention."

Physical Environment. Finally, for many schools, working to improve the physical environment is crucial. The use of metal detectors is an option in schools with high rates of crime and violence. Other options include eliminating lockers, providing better and more lighting, and improving the appearance of the school (by cleaning and painting). By asking for parent and student volunteers and by soliciting the assistance of community leaders, the school can offset the cost of some of these programs.

If building new schools is the answer, districts might well consider a truly community design. A well-lit circular convenience center will enhance the ability of education employees to see students in play areas or areas where students congregate, such as hallways. In addition, since there appears to be a correlation between school size and crime and violence, school decision makers should consider building smaller schools that house a smaller student population.

Crisis Management Plan

It is absolutely crucial that schools develop and implement a crisis management plan. The plan makes it perfectly clear who does what, when, and with whom in the event of a crisis, such as a shooting on school grounds.

The crisis management plan covers the following three broad areas (but more may be added if a school so chooses): communication, facilitation, and counseling.

Communication. The communications component of the crisis management plan should address three groups.

1. *Media.* In addressing the media, the plan should speak to establishing a media room, determining who should talk to the media, and developing relationships with reporters who cover education issues for the local paper.
2. *Parents.* Parents are another group that needs to be contacted. Parents of the victim and offender should be notified and informed about the condition of their children and the status of the situation. Someone from the staff needs to be given this responsibility.

Also, parents need to be called and informed about the situation. More than likely, parents will hear, call, or even make the trip to the school in the event of a crisis. Therefore, at least two individuals should be identified to handle phone calls and to deal with parents who come to campus.

3. *Staff.* Staff members need to be identified and given the responsibility of dealing with students. First, they must enable students not involved in the crisis to be taken out of harm's way. Second, they must help develop a policy for keeping students in school or letting them out after the crisis has been contained.

And, third, they must help develop a policy for the next day. For example, some schools have a cooling-down period of one or two days and offer on-site counseling for students wishing such services. Other

schools open for regular classes the day after the crisis.

In addition, someone should be designated as the school's spokesperson, responsible for talking to community officials who arrive on campus during or after the crisis. Who will talk with these people? How much will be said? Where will such talks take place? And, who will be in charge of talking to other witnesses?

Teachers who are out of harm's way must be informed about the crisis so they can help their own students. Most often, the time spent developing the crisis plan is the best way for making teachers aware of what they are to do. Frequent reminders are also helpful.

Facilitation. A crisis management plan should outline who will help whom. Someone must stay with the victim until the authorities arrive or, if necessary, ride with the victim in an ambulance. When authorities arrive, an employee will have to assist in answering questions or completing forms.

The offender must also be assisted. Someone must stay with the offender until the authorities arrive and then speak to the authorities on behalf of the offender, if that person cannot do so. The offender has certain rights, and the facilitator must ensure that those rights are upheld.

Counseling. Counseling services might be necessary for students and employees. In the case of extreme crises, such as a fatal shooting, posttraumatic reactions might set in and counseling might be needed for students and employees.

Step 3: Continue Monitoring and Assessing Data

To reduce or eliminate school violence and crime, the school safety committee must continually monitor certain kinds of activities. Of great importance is the collection of data or indicators that would inform the committee about potential problems. Such indicators include an increase in the number of gang-related activities and changes in the distribution of ethnic and racial groups in the community.

NEA suggests two broad data gathering activities for school safety committees: community data gathering and analysis and school data gathering and analysis.

Community Data Gathering and Analysis

Sociodemographic Data. At the community level, data might be collected on selected sociodemographic traits, such as--

- Population, especially race and ethnicity
- Unemployment
- Poverty

Crime. Selected crime statistics need to be collected. Again, the focus is on indicators that the committee feels may alert it to potential problems in the school. A suggested list of crime indicators are--

- Drug arrests
- Robbery
- Vandalism
- Prostitution

Violence. Finally, data on the incidence, frequency, and kind of community violence need to be collected and analyzed because of their possible implications for school violence. A suggested list of indicators would include--

- Domestic violence
- Child abuse
- Assault
- Homicide
- Gang and drug-related violence and activities

School Data Gathering and Analysis

It is important that data gathering and analysis continue at the school building level and involve students and employees. Data collected from these groups are particularly important, as is the use of specially designed forms. The forms can yield a portrait of criminal or violent behavior that surrounds a school. Data collected on the forms can be interpreted for educational and policy implications. (See Appendix A, "School Safety Checklist," and Appendix E, "School Violence, Crime, and Vandalism Reporting Form.")



HOW TO MAKE COMMUNITIES SAFE

The second focus for Associations that want to create safe schools involves working with the community. To do so effectively, it will be helpful for Associations to address several issues, including identifying community groups with which to work, helping to form a community safety board, and giving the community control over the board. This section outlines four steps for accomplishing this process.

Steps for Making Communities Safe

1. Involve key community leaders
2. Form a community safety board
3. Conduct a community survey
4. Take stock and evaluate

Step 1: Involve Key Community Leaders

The participation of community leaders is crucial to any plan to reduce or eliminate school violence. In soliciting their involvement, make sure that key community leaders are identified and recruited; make sure that those key leaders represent the public and private sectors; and, after the whole group is in place, involve those leaders in a one-day seminar. At the seminar, try to--

1. Formulate a vision around common goals and objectives.
2. Decide whether or not to conduct a community assessment study. (If you decide to conduct such a study, proceed to design one.)

3. Determine who else should serve on the community safety board.
4. Formulate a method for selecting community (not educator) leadership of the board.

Step 2: Form a Community Safety Board

Forming the community board is an important step because it sets the foundation for community ownership of the program. As was mentioned before, the problems of school violence and crime do not originate in schools but in communities and families. And members of the board who represent those two sectors can offer insights about solutions.

In forming the community board, NEA offers the following guidelines:

- Invite community leaders (in addition to the key leaders) to join.
- Make sure that those leaders represent all segments of the community, such as representatives of protective services; health, welfare, and counseling services; parent groups; cultural groups; and media; as well as local clergy, businesspeople, and community activists.
- Schedule a series of training events to address evaluation, funding, data collection and analysis, and program promotion.
- Schedule regular meetings and a newsletter to keep community leaders informed and

feeling good about themselves and the antiviolenace endeavor.

- Elect a community leader to serve as chairperson of the board.

Step 3: Conduct a Community Survey

A third step in working with the community is conducting a community survey. The survey should take stock of selected sociodemographic and crime and violence information.

- Conduct a community assessment that will enable the community board to develop a clear, comprehensive portrait of the community. (For suggested issues, see "Risk Factors To Address in a Community Assessment Survey," on page 19.)
- Gather information on programs and data that are already available in the community.

Step 4: Take Stock and Evaluate

At some point, the community safety board will need to take stock of its efforts to reduce violence in the community and in the schools. Specifically, it will need to evaluate the programs it has implemented and, to do so, it will need to design an appropriate evaluation instrument. Training will need to be provided, unless a core group on the board has expertise in program evaluation.

In designing a training event, keep in mind the need to develop evaluation skills, develop an action plan, and focus on the three essential sectors: community,

family, and school. Make sure that participants in the training event learn how to --

1. Relate ameliorative programs to the conditions and behaviors they are intended to change.
 - ✓ Identifying and prioritizing the most important risk factors within the community.
 - ✓ Selecting strategies that have been tested and evaluated for their effectiveness.
 - ✓ Developing goals and objectives for an action plan that responds to the problems identified in the community needs assessment.
 - ✓ Identifying obstacles to executing the plan and the resources for overcoming these obstacles.
 - ✓ Establishing appropriate program evaluation strategies.
3. Focus on the community by acquiring information about--
 - ✓ Ways to mobilize the community.
 - ✓ Policies aimed at behaviors and activities that harm the community and school.
 - ✓ Ways to educate the media about how children are placed at risk and how children may be protected. (This last activity can help build a strong community-media network.)

4. Focus on the family by acquiring information about prenatal and infant care, early childhood education, and parent training.

5. Focus on the school by acquiring information about school development and management, instructional improvements, school architecture and curriculum.

Risk Factors To Address in a Community Assessment Study

Community Factors

Drug availability

Community laws and norms that allow drug use and crime

Mobility (transients and people moving in or out permanently)

Community disorganization and low neighborhood attachment

Economic and social deprivation

Family Factors

Family history of high-risk behavior

Family management problems

Negative parental attitudes and limited involvement in children's lives

School Factors

Early antisocial behavior

Academic failure in elementary school

Lack of commitment to school

Individual and Peer Factors

Alienation, rebelliousness, and lack of bonding with peers

Antisocial behavior in early adolescence

Friends who engage in problem behavior

Favorable attitudes toward the problem behavior

Early initiation of the problem behavior



HOW TO MAKE FAMILIES SAFE

The third focus for Associations that want to create safe schools involves working to reduce family violence. This focus is necessary because the effects of such violence are often manifested in school through children's academic failure, behavioral problems, emotional disturbances, truancy, and dropping out of school (American Psychological Association 1996).

In this effort, educators and community leaders need to address the ways that adults relate to and work with children and with other adults, such as parents and education employees. NEA offers four suggestions for helping each group relate better to children and develop cooperative relationships with each other.

Suggestions for Making Families Safe

1. Model positive behaviors when educating, supervising, and parenting children
2. Encourage parental support for children
3. Make education employees more aware of parents' roles in educating children

Suggestion 1: Model Positive Behaviors when Educating, Supervising, and Parenting Children

For children to grow, learn, compete in a global society, and have positive relationships with others,

they must be free of stress caused by neglect and by physical, emotional, and sexual abuse. Even if family violence continues to be a problem, we must work to change its proportions and outcomes. The way to do this is to teach children to use positive behaviors in a community or family in which violence is the only behavior they know.

To help adults work better with children, members of school safety committees and community safety boards might consider modeling and publicizing what research describes as positive ways for all adults to relate to children. These include--

- Staying next to children when giving individual instructions or setting limits. Adults should bend down, and talk directly to them in a quiet voice.
- Being aware of your body language.
- Wording your statements positively. This draws children's attention to what they should be doing rather than what they are doing wrong.
- Defining limits on acceptable behavior by identifying what children want to accomplish. Help children develop options other than displaying aggression.
- Giving children choices, within limits.
- Differentiating between feelings and behavior. Abused youth have poor models for impulse control, generally lack vocabulary for labeling their feelings, and fail to understand what causes their feelings. Therefore, it is important to help them

identify differences between feelings and behavior, define their feelings, and learn why they have particular feelings.

- Encouraging assertiveness. Emphasize to the class, children's group, or youth group that children have personal rights. Then teach them how to assert those rights appropriately and effectively.

Suggestion 2: Encourage Parental Support for Children

Research shows that parental support is an important predictor of student achievement. For parents influence children's self-esteem and set the value that children place on education. However, for the needed kind of parental support to occur, parents must, first, know how to function as parents, be able to function as parents, or be helped to become better parents.

In an ideal, or optimally functioning family, parents or guardians balance their needs with the needs of their children. They comfort and befriend their children. And they teach their children by--

- Setting limits (while demonstrating patience and understanding until children learn their limitations and the ways of the world).
- Socializing children (so children will be able to use appropriate behavior to interact with their peers while understanding and exhibiting family values--which may differ from society's values).
- Providing role models (so children can learn from example instead of by experiencing everything by themselves in the "school of hard knocks").

Such ideal teachings may be used as yardsticks by families wanting to evaluate their parenting skills. In modern American society, parents often lack such yardsticks for a number of reasons. People who know how to function as parents often lack the support or self-confidence to do so mostly because individuals today tend to be more isolated from elders and their societies of origin than families once were. Divorce and geographic mobility have interfered with the transfer of child rearing information from one generation to another. And the increase in the number and kinds of nontraditional families, the number of mothers who work outside the home, and the number of parents who are busy climbing career ladders or establishing themselves socially have increased this isolation. In addition, changing gender roles confuse parents, as does the conflicting advice on child rearing that parents receive from experts.

Finally, some parents are parents in name only. They may love their children and want to do well for them, but they may be unable to do so. They themselves may be products of dysfunctional families that abused or neglected rather than parented their children. They may be unemployed workers coping with poverty and dangerous neighborhoods. They may be addicted to drugs or alcohol. Or they may be so absorbed in or overwhelmed by their plight or condition as to neglect their children or engulf them in chaos and violence--all of which make a successful school experience inordinately difficult.

But parental involvement in the education of children is necessary. And Associations that are helping to create safe schools are behooved to build strong family-school partnerships. This may be accomplished by working with school districts and communities to--

- Communicate regularly and creatively with parents. This might include contacting and meeting with parents before school begins; developing and mailing a regular newsletter;

sharing grade-level objectives; holding regular parent-teacher conferences; and holding brainstorming meetings to develop creative activities for helping students, teachers, and parents bond into a cohesive, supportive community;

- Develop a parent-student-teacher contract.
- Establish a homework hotline to answer students' questions, let parents know their children's homework assignments, and give advice for nonviolently getting protesting children to do their assignments.
- Mobilize parents as volunteers to help in monitoring school buses, hallways, restrooms, lunch rooms, and parking areas; and assisting in time-out rooms. This may entail providing lunch and transportation.
- Encourage parents to attend school functions, asking parents to help develop parent-student-teacher activities, and providing social activities for parents and school staff. This might require the school to identify parents who need transportation and then to provide that transportation.
- Offer a parenting skills course for all parents (and another for those whose homes are violent or abusive). Include information on conflict, problem solving, and anger management.
- Develop lists of social service agencies that can help families surmount a variety of problems and assist parents whose home life is abusive or violent. Share the lists with parents in need of help.
- Develop a public relations campaign whose message involves accepting children as they are and expressing support for them, even when the children's behavior is oppositional.

Suggestion 3: Make Education Employees More Aware of Parents' Roles in Educating Children

It is important for the community and the schools to cooperate with parent groups to support training for education employees. In NEA's view, education employees will be better able to contribute to violence reduction if they receive training in the following areas:

- Identifying children whose behavior indicates a need for an intervention by a family member and/or representative of a community agency.
- Reporting incidents of violence against children, and, without violating their privacy, reporting suspicions about children who seem troubled.
- Being an advocate for children who have experienced or witnessed violence, and helping others in the class and school understand those children's experience.
- Being prepared to interact helpfully and realistically with potentially violent parents.
- Working with all students' families, and getting them purposefully involved in the education of their children.
- Using the "teachable moment" to raise students' awareness about violence and its consequences.



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School Safety Checklist

Give your school a thorough crime prevention inspection now. Use this check list as a guideline to determine your school's strengths and weaknesses.

Organization

	Yes	No
1. Is there a policy for dealing with violence and vandalism in your school? (The reporting policy must be realistic and strictly adhered to.)	_____	_____
2. Is there an incident reporting system?	_____	_____
3. Is the incident reporting system available to all staff?	_____	_____
4. Is there statistical information available as to the scope of the problems at your school and in the community?	_____	_____
5. Have the school, school board and administrators taken steps or anticipated any problems through dialogue?	_____	_____
6. Does security fit into the organization of the school? (Security must be designed to fit the needs of the administration and made part of the site.)	_____	_____
7. Are the teachers and administrators aware of laws that pertain to them? To their rights? To students' rights? Of their responsibility as to enforcement of and respect for rules, regulations, policies and the law.	_____	_____
8. Is there a working relationship with your local law enforcement agency?	_____	_____
9. Are students and parents aware of expectations and school discipline codes?	_____	_____
10. Are there any actual or contingency action plans developed to deal with student disruptions and vandalism?	_____	_____
11. Is there a policy as to restitution or prosecution of perpetrators of violence and vandalism?	_____	_____

- | | | |
|---|-------|-------|
| 12. Is there any in-service training available for teachers and staff in the areas of violence and vandalism and other required reporting procedures? | _____ | _____ |
| 13. Is there a policy for consistent monitoring and evaluation of incident reports? | _____ | _____ |
| 14. Is the staff trained in standard crime prevention behavior? | _____ | _____ |

Existing security system

- | | | |
|--|-------|-------|
| 1. Have there been any security problems in the past? | _____ | _____ |
| 2. Are there specific staff assigned or trained in security awareness? | _____ | _____ |
| 3. Is there an existing alarm system? | _____ | _____ |
| 4. Do you have intrusion-detection equipment? Have you consulted with an expert? | _____ | _____ |
| 5. If you have an alarm system, do you as an administrator know its capabilities and limitations? Do teachers and staff understand the basic working of the alarm system, so as to prevent leaving the security areas in such a condition as to cause needless false alarms? | _____ | _____ |
| 6. Do you have an alarm response policy and does everyone involved clearly understand their responsibilities? | _____ | _____ |
| 7. Is the system centrally located? | _____ | _____ |
| 8. Is it local? | _____ | _____ |
| 9. Is it a police alarm? | _____ | _____ |
| 10. Is there a policy for consistent maintenance and testing of the system? | _____ | _____ |
| 11. Do some members of the custodial staff work nights and weekends? | _____ | _____ |
| 12. Are valuable items of property identified? | _____ | _____ |
| 13. Are valuables properly stored? | _____ | _____ |
| 14. Are high-target areas properly secured? | _____ | _____ |

- 15. Is there a visitor procedure? _____ _____
- 16. Do students have I.D. cards or other identification? _____ _____
- 17. Do all employees have I.D. cards? _____ _____
- 18. Is there a policy for intruders, those who loiter or non-students on campus? (To insure a safe campus, violators should be arrested.) _____ _____
- 19. Is there good visibility of parking areas? _____ _____
- 20. Is there supervision in hallways, corridors and other congregating places for students between classes, at lunch, and before and after school? (Teachers and staff must participate in supervision.) _____ _____
- 21. Is the school designed with crime prevention in mind (landscaping, fencing, parking and exterior lighting)? _____ _____
- 22. Is there a light/no-light policy for after-school hours? _____ _____
- 23. Whenever possible, is vandal damage repaired immediately? _____ _____

Target hardware/perimeter

- 1. Is there proper fencing around adjacent areas and target areas? _____ _____
- 2. Are gates properly secured with working locks? _____ _____
- 3. Is the perimeter free of rocks or gravel? _____ _____
- 4. Are signs properly posted as to rules and enforcement? _____ _____
- 5. Are signs properly designed for crime prevention? _____ _____
- 6. If there is exterior lighting, is it properly directed? Is there proper intensity? Are target areas well-lighted? Are there shadows? _____ _____
- 7. Are all grips, window ledges, roof accesses and other equipment that could be used for climbing properly secured? _____ _____
- 8. Are all items removed from the building area that could be used to break in or stand and climb on? (Examples: lumber, ladders) _____ _____
- 9. Is the school designed for vandal-resistant walls? _____ _____

10. Do the texture, color, etc., act to deter vandal activity?

Target hardware/exterior

1. Is there a key control system?

2. Are outside handles removed from doors used primarily as exits?

3. Are first-floor windows nonexistent or properly secured?

4. Is broken window glass replaced with plexiglass or other break-resistant material?

5. Are school facilities kept neat and in good repair?

6. Are school facilities sectioned off to limit access by evening users?

7. Is after-hours use of playground facilities consistently and closely monitored?

8. Are protective screens or window guards used?

9. Can any door locks be reached by breaking out glass?

10. Are your locks in good condition?

11. Are doors equipped with security locks in mind?

12. Are all doors secured by either deadbolts or chains and locks?

13. Are locks maintained regularly and changed when necessary?

14. Are doors constructed properly?

15. Are door frames pry-proof?

16. Are high-target areas (such as the shop, administrative offices, etc.) sufficiently secured?

Target hardware/interior

1. Is school property permanently and distinctly marked?

- 2. Has an inventory been made recently of school property? _____
- 3. Are school files locked in vandal-proof containers? _____
- 4. Are valuable items thieves can easily fence (such as typewriters, calculators, etc.) properly locked up or secured when not in use? (Valuable items should be stored in a security room or bolted down.) _____
- 5. Is all money removed from cash registers? _____
- 6. Are cabinets properly secured? _____

Security system

- 1. Are there specific persons designated to secure buildings following after-hours activity? _____
- 2. Is someone made responsible for overall school security procedures? _____
- 3. Do job descriptions include vandalism prevention duties? _____
- 4. Are security check lists used by school employees? _____
- 5. Through as many channels as possible, are vandalism costs made known to taxpayers? _____
- 6. Do local law enforcement agencies help and advise on vandalism prevention? _____
- 7. Are administrators, teachers, and students urged to cooperate with the police? _____
- 8. Is evening and weekend use of school facilities encouraged? _____
- 9. Do law enforcement or security personnel monitor school facilities during school hours? _____
- 10. Do law enforcement personnel, parents or students patrol the grounds after school hours? _____
- 11. Are local residents encouraged to report suspicious activity to school officials or police? _____
- 12. Do students actively get involved in security efforts? _____

13. Are there emergency procedures for incidents, including fire and bombing? _____

Alarms

1. Is the entire system checked regularly or, at least, every six months? _____
2. Is the number of false alarms kept down to below two for any six-month period? _____
3. Can selected areas of the school be "zoned" by an alarm system that will indicate which area is being entered by the intruder? _____
4. If public utility power fails, is there back-up power to keep the system operating without generating an alarm signal? _____
5. Are suitable procedures established for response and turning the system on and off? _____
6. Are the alarms the self-resetting type? _____

Source: *The School Safety Checkbook*, © 1990 by the National School Safety Center. Original Source: "School Security: Get a Handle on a Vandal." 1981. Sacramento, California: California Department of Justice, School Safety Center.

Sources of Information To Describe the Problem

Health Outcome Information

- Health department
- Medical examiner
- Hospital and emergency room
- Outpatient records
- Emergency medical service records
- School records

Information that Describes the Violent Event or Its Causes

- School records: attendance, truancy, suspensions, etc.
- Substance abuse clinics
- Police and legal systems
- Firearm sales

Opinion Information

- Discussion with community leaders
- Discussion with police, legal and health personnel, and parents
- Discussion with all types of youth in the community
- Opinion surveys of the general population
- Focus groups

Community Background Information

- U. S. Bureau of the Census
- U. S. Department of Labor
- U. S. Department of Housing and Urban Development
- U. S. and state departments of education
- Churches
- Community businesses

Action Plans for Specific School Emergencies

In addition to having a general plan for dealing with violent emergencies, schools should also develop strategies for coping with specific crises that could arise on the school campus. School safety committees can develop clearly defined responses for such contingencies, have them printed, and hand them out to all staff and faculty members. Staff and faculty should review and update these plans annually.

Civil Disturbance

1. Encourage teachers and staff to be sensitive to the emotional climate of the campus and attempt to defuse any tensions prior to the eruption of problems.
2. Notify on-site law enforcement of the disturbance and meet at a predesignated site to evaluate the situation.
3. Have on-site law enforcement personnel evaluate the situation and call a law enforcement agency for any necessary resources, such as back-up and emergency medical help.
4. Activate needed emergency plans, which may include--
 - a. Instructing school personnel to staff communications and initiate lock-down orders.
 - b. Notifying transportation personnel to bring an appropriate number of buses for evacuation or transportation.
 - c. Assigning staff to a temporary detention facility, such as a gymnasium, to secure students and log information.
 - d. Directing teachers to initiate a lockdown and immobilize the campus.
 - e. Briefing a representative to meet the media.
 - f. Assigning staff to predesignated medical treatment/triage facility.
5. Notify guidance counselor(s).
6. Convey information at a debriefing.

Assault and Battery of Staff

1. Notify the principal or his or her designee.
2. Notify law enforcement personnel.
3. Secure medical assistance as needed.
4. Identify the assailant(s) and victim(s). Isolate the assailants in a predetermined location.
5. Report incidents and injuries to the district office.
6. Notify the guidance office so it may address students' counseling needs.
7. Have a replacement ready to teach the victimized teacher's classes.
8. Meet with faculty and staff, if necessary, to defuse rumors.

Sample Mission Statement

It is the intent of the (district) to promote harmonious human relationships that enable students to gain a true understanding of the rights and duties of people in our heterogeneous society. Furthermore, it is our intent to promote the rights of equality and human dignity based to the American heritage.

Each school is responsible for creating an environment that fosters positive attitudes and practices among students and staff. In addition, the school is responsible for promoting learning and, because it is well-established that anxiety and lowered self-esteem impede learning, the school is responsible for creating and protecting an environment that mitigates against anxiety-producing or demeaning incidents taking place within the confines of the school. These incidents include, but are not limited to those targeting members of a particular race, ethnicity, religion, or sexual orientation.

Thus, rather than allowing the school system to inadvertently support unequal educational chances for some by virtue of their demographic characteristics, as well as inadvertently contributing to poor citizenship in others, it is our intent to provide an environment that further allows persons to realize their full individual potential through understanding and appreciation of the society's diversity of race, ethnicity, religion, and sexual orientation. To accomplish this objective, the district will be accountable through a visible commitment to human rights.

Source: Cristina Bodinger-DeUriarte. 1992. *Hate Crime: Sourcebook for Schools*. Los Alamos, CA: Southwest Center for Educational Equity, Southwest Regional Laboratory.

School Incident Report

School Name _____

Date/Time of Occurrence _____

- | | | | | | |
|-----|------------------|---|------------------------|---------------------|---------------------------------|
| (1) | SCHOOL LEVEL | Elementary | Middle/Junior | High School | |
| (2) | PERSON INVOLVED | Student | Non-Student | Staff/Personnel | Other Adult |
| (3) | SITE OF INCIDENT | Classroom
Gym | Hallway
Parking Lot | Bathroom
Grounds | Office
Other (specify) _____ |
| (4) | CONSEQUENCE | Suspension Alternative
Other (specify) _____ | | Suspension | Expulsion |
| (5) | ARREST | Yes | No | | |

Circle one number under category/incident and one number in each corresponding subcategory, if options are given.

CATEGORY/INCIDENT	SUBCATEGORY I	SUBCATEGORY II
(1) ALCOHOL/DRUGS	1. Tobacco 2. Alcohol 3. Other Drug(s)	1. Use/Possession 2. Sale
(2) ARSON		1. < \$300 2. > \$300
(3) ASSAULT	1. Battery 2. Fight 3. Verbal Assault/Intimidation	1. Injury
(4) BREAKING AND ENTERING	1. Vehicle 2. Building	1. < \$300 2. > \$300
(5) DISRUPTIVE BEHAVIOR	Circle only when no other offense is involved.	
(6) EXPLOSIVE DEVICE	1. Threat 2. Device Found	
(7) HOMICIDE		1. Negligent 2. Non-negligent

(8)	LARCENY/THEFT	1. Personal Property 2. School Property	1. < \$300 2. > \$300
(9)	MALICIOUS HARASSMENT ASSAULT	1. Verbal 2. Physical 3. Religion 4. Sexual Orientation	1. Race 2. Ethnicity
(10)	OBSCENITY	1. Language/Gestures	2. Materials
(11)	ROBBERY	1. Personal Property 2. School Property	1. < \$300 2. > \$300
(12)	SEXUAL BATTERY/ MISCONDUCT	1. Attempt 2. Actual 3. Child Molestation	1. Sexual Battery 2. Indecent Behavior
(13)	TRESPASS	Circle only when no other offense is involved.	
(14)	VANDALISM	1. Graffiti 2. Personal Property 3. School Property	1. < \$300 2. > \$300
(15)	VEHICLE THEFT	1. Theft of Vehicle 2. Theft from Vehicle	1. < \$300 2. > \$300
(16)	WEAPONS	1. Firearm 2. Other Weapon	1. Injury
(17)	OTHER (Please Specify)		

Source: C. Hammond, 1992, *School Incident Report*. Tallahassee, FL: Florida Department of Education.

Possible Topics for Antiviolence Seminars

- Social and other problems contributing to school crime and violence
- Understanding diverse cultures
- Implementation of disciplinary policies and procedures
- The law and school security
- General security of the school plant
- Laws regarding search and seizure
- The criminal justice system and the juvenile justice system
- Victims' rights
- Sexual harassment and assault
- Date rape
- Illegal drugs on campus
- Gang awareness
- Managing a confrontation
- The evolution of a confrontation
- Intervention in fights
- Crowd management at athletic and special events
- Bomb threat procedures
- Discipline techniques for more responsive and positive interactions with misbehaving and troubled youth
- Effective classroom management
- First aid and CPR
- Unarmed self-defense
- Identification and reporting of child abuse
- Referral of drug and alcohol use problems

Source: Stefanie Kadel and Joseph Follman, 1993, *Reducing School Violence*, Tallahassee, FL: SERV.

Programs that may be Integrated into the Curriculum

- Conflict Resolution
- Drug Education
- Impact and Consequences of Violence
- Multicultural Education
- Peer Mediation
- Sexual harassment
- Social and Individual Responsibility

Educational Strategies for Violence Prevention

- Teach students about the nature and extent of violence in society and in their community. This is especially important for young people who have a natural tendency to believe they are immortal and who need to adopt an "it can happen to me" attitude. Complement discussions of violence with instruction on how to avoid becoming a victim of crime.
- Prevent hate crimes by discussing and rejecting stereotypes of minority groups, encouraging interaction with members of different cultures, and encouraging an appreciation of diversity. Also, ensure that educational materials reflect the many cultures of this society.
- Use existing courses to teach safety topics. For example, social studies or current events classes can discuss social unrest and resulting violence in society, English classes can write essays on self-esteem or interpersonal conflict, and art classes can design antiviolence posters.
- Teach students about the damaging effects of sexual harassment and sexual assault. From an early age, children can learn the difference between "good touching" and "bad touching," and that "no means no." Older students can have group discussions about dating and relationship expectations.
- Instruct students in laws that affect juveniles and the consequences for breaking these laws. Take students to visit a jail--to observe incarceration firsthand and to talk to prisoners about what brought them there. Encourage respect for the law by leading discussions of social contract theory and other theories about creating laws.
- Tell students about the lethal impact of guns and the legal implications of carrying or using guns. Try to counteract the attractiveness of guns to young people. Emphasize that students should not carry guns, and include a discussion about gun safety.
- Videotape television news stories that describe actual incidents involving guns, and ask students to watch and discuss the tapes.
- Teach elementary and secondary students to avoid gang activities, and provide them with alternative programs to meet their social and recreational needs. Invite guest speakers who work with gang members, such as law enforcement or probation officers, to speak to classes or assemblies. Former gang members who have "turned their lives around" may also tell stories that inspire students to keep away from gangs.
- Teach problem-solving skills in both academic and extracurricular school settings.
- Tell students that anger is an acceptable feeling, but that acting on anger in violent ways is unacceptable. Teach children how to express their anger nonviolently or to confront the source of their anger with plans to "work it out" through peaceful, problem-solving discussions.

- Offer assistance in finding jobs, especially to students who are at risk of dealing drugs or joining a gang because they feel they have no legitimate way to make a living and take care of themselves.
- Teach students social skills, such as how to use self-control, communicate well with others, and form and maintain friendships.
- Talk with students about being "good sports" to discourage the disruptive and sometimes violent behavior that can break out at school athletic events. Encourage coaches, teachers, parents, and other adults to set good examples.

Source: These strategies have been reproduced in many sources. See Cristina Bodinger-DeUriarte and Anthony A. Sancho. 1992. *Hate Crime*. Los Alamos, CA: Southwest Center for Educational Equity, Southwest Regional Laboratory.

Suggestions for Schools To Promote and Make Use of Community Support

- Solicit advice from community residents on addressing school problems that they identify.
- Invite members of the community to visit the schools and discover ways in which they can become involved.
- Develop a resource file of influential community residents--movers and shakers--who are known for their ability to shape public opinion, keep these people informed about all school activities and projects.
- Include community representatives on the School Safety Committee; encourage them to develop a sense of "our" school, rather than "their" school.
- Use the attention that school crime and violence receive to pressure local politicians and police forces to focus more efforts on the areas in which schools are located.
- Kick off community activities for violence prevention during America's Safe Schools Week, which is observed during the third week in October.
- Ask news organizations to cover school safety activities and to emphasize the school's and community's efforts to reduce violence. Publicize violence prevention efforts through public service announcements, educational video programs, appearances on local news shows, posters, brochures, and other print materials.
- Develop a school safety fact sheet that is updated and distributed on a regular basis; include numbers and types of incidents, discipline actions taken, vandalism, and repair costs.
- Set up school information booths at local community events.
- Publish a newsletter from the principal, and distribute it widely. Include information about school and community efforts to reduce violence as well as general information about school activities.
- Use the schools and/or district's emblem and logo to present a unified image in all publications and announcements.
- Ask businesses to allow employees time off to volunteer at schools or participate in school activities. Promote Adopt-A-School programs by local businesses.
- Encourage community organizations to use the school in the evenings and on weekend.
- Ask church leaders and clergy to help with violence prevention efforts at the school and with efforts to involve the community.

- Invite local government officials to school events.
- Encourage adults in the neighborhood to create and lead after-school youth clubs, community athletic teams, and other recreational programs.
- Recruit volunteer mentors and tutors from local colleges, universities, and businesses.
- Ask community residents to volunteer their homes as "safe houses" where children can go if they are threatened while walking to and from school or waiting at the bus stop. These homes can have signs in their windows designating them as safe houses; screen volunteers carefully before including them in the program.
- Request that residents near the school take part in a nighttime school watch program and report any unusual activity at the school to the police.
- Honor a citizen-of-the-week at the school.

Source: Stefanie Kadel and Joseph Follman. 1993. *Reducing School Violence*. Tallahassee, FL: SERV.

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The National Education Association (NEA) was founded in 1857 to "advance the interest of the profession of teaching and to promote the cause of education in the United States." With 2.3 million members, NEA is the nation's largest professional employee organization. It is also a leader in school reform, seeking a quality education for each child in safe schools where children can learn the basics, practice values such as responsibility and teamwork, and prepare for the jobs of the future.

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National Education Association of the United States

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FOREWORD

The overwhelming majority of America's public schools are safe places where quality teaching and learning occur. But, in many schools, serious problems disrupt teaching and learning and threaten the safety of children and educators. Those problems include gangs.

Some may look at a gang-ridden school and see that school as a failure. When NEA looks, we see community involvement—but involvement by the wrong community. Gangs invade schools when the legitimate community withdraws. In schools where gangs operate, many families can't or don't socialize children, and local community agencies can't or don't contain crime. As a result, a vortex of social problems descends into the public schools which, in turn, can't or don't mind their campuses as they could.

Offering a way to change this situation is the purpose of *Youth Gangs: Findings and Solutions for Schools, Communities, and Families*. In this manual, NEA presents research about gangs and their effect on schools and provides a framework for the entire community to aid in ridding schools of gangs. We offer no panacea and issue no mandates. But we do suggest a framework that will work, if all parts of the community will work together.

I believe you will find the information and suggestions in this manual helpful in your efforts to make all of America's schools safe.

Bob Chase
NEA President

INTRODUCTION

Over the past decade, gangs have dramatically impacted American society. Not only has the number of gangs increased, but the level of their criminal activity has been alarming. Some researchers estimate that the number of gangs increased 241 percent in just two years, from 1991 to 1993; and they report that over 580,000 gang-related crimes occurred in a single year, in 1993 (Curry et al. 1996).

It is unfortunate but inevitable that this gang problem has followed the same community-to-school route of other social problems. Although survey data on the number and impact of gangs in schools are sketchy, anecdotal information and media reports indicate that gangs contribute significantly to crime and violence in the schools where they operate.

Gangs certainly do not operate in every school. The great majority of schools are free of crime, violence, and gang activity. However, in many schools where they operate, gangs can and do cause considerable damage. Even in gang-free schools and communities, media reports of gangs' misdeeds can produce panic or stimulate copycat behavior. If gangs are not trafficking in drugs or weapons, they are engaged in recruiting new members or intimidating students or extorting money from them—activities that tend to arouse student fear, cause absenteeism, disrupt teaching and learning, and result in outbreaks of violence.

To help public schools avoid these problems, NEA advises members and Associations to understand what gangs are and to

take a total community approach to preventing their formation, diminishing their impact on communities, and, if possible, eliminating them.

On understanding gangs. Over the years, researchers have defined gangs differently. In 1927, in his classic study of gangs, Frederick Thrasher defined a youth gang "as a socialization agent for the graduation of young delinquents to organized crime" (Jankowski 1991, 3). Other definitions seem to be based on political ideologies and philosophies (Klein and Maxson 1987). In the 1950s and 1960s, these definitions were oriented toward social reform, reflecting the nation's growing liberal ideology. By the 1970s and 1980s, the definitions were descriptive, emphasizing violent and criminal behavior and reflecting the nation's growing conservative ideology.

Although an appropriate definition of a youth gang is still a matter of much debate, the most often-cited definition—and the definition used by NEA—is that of Malcolm Klein (1971, 111):

... any denotable adolescent group of youngsters who (a) are generally perceived as a distinct aggregation by others in the neighborhood, (b) recognize themselves as a denotable group (almost invariably with a group name), and (c) have been involved in a sufficient number of delinquent incidents to call forth a consistent negative response from neighborhood residents and/or law enforcement agencies.

On taking a total community approach. As explained in NEA's *Safe Schools Manual* (1996), violence may occur in a school, but it transcends that school. Rather, school violence is rooted equally in a family's dysfunctional way of resolving conflict and in a community's racism, sexism, and high unemployment. Because of this interconnectedness, all sectors own the problem of school violence. The equation that expresses this relationship is—

**Safe Children = Safe Schools +
Safe Communities + Safe Families**

If children's safety in school is threatened by gangs and gang activity, schools, communities, and families must cooperate to make children's total environment safe. The presence of gangs on school property is not the school's fault, and the elimination of gangs is not solely the school's responsibility. The presence of gangs in schools is *everybody's* fault, and the elimination of gangs is *everybody's* responsibility.

Encouraging an understanding of gangs and a total community approach to their elimination is the purpose of *Youth Gangs: Findings and Solutions for Schools, Communities, and Families*. NEA members must be able to understand the challenge they face and create and work in coalitions that seek the elimination of gangs and the safety of America's children.

ORGANIZATION OF YOUTH GANGS

Findings. This section provides information about why youth join gangs, describes gangs, and discusses the impact of gangs on schools.

Solutions. This section reviews the history of solutions that have been or are being tried to solve America's gang problem, presents models for developing anti-gang school policies, and provides suggestions for implementing NEA's Safe Schools Framework by working with communities and families.

Applying NEA's Safe Schools Framework. This section outlines and describes steps for eliminating the gang problem through work in schools and with communities and families.

Appendices. The booklet's three appendices (A through C) contain a list of exemplary anti-gang programs and helpful organizations, a sample questionnaire for assessing a school's "gang climate," and a reference list for further reading about gang problems and solutions.

FINDINGS

Reasons Why Youth
Join Gangs

Characteristics
of Gangs

Number of Gangs

Impact of Gangs
on Schools

FINDINGS

Gangs pose serious problems for schools. Not only do gang crime and violence disrupt the teaching and learning environment but, more significantly, gang members can injure or kill students and education employees.

The presence of gangs on school grounds has led many educators to formulate policies aimed at reducing or eliminating gang crime and violence. In formulating these policies, educators and community leaders ask several important questions: Why do youth join gangs? What are the characteristics of gangs? How many gangs are there? And, what, generally, is the impact of gangs on schools?

REASONS WHY YOUTH JOIN GANGS

According to researchers, individuals join gangs for traditional and nontraditional reasons, the traditional being the more preponderant, despite challenges by some researchers, such as M. S. Jankowski (1991) and Ko-Lin Chin (1990). As we proceed with our discussion, differences between these competing views about why individuals join gangs will become apparent.

Traditional Reasons

A structuralist view of social organization and social behavior drives the research supporting traditional reasons for gang formation and gang joining. Basically, those who hold this view argue that individuals join gangs because they lack opportunities for participating in mainstream society and its institutions. This lack of opportunity is driven mainly by the poor or working class circumstances in which youth find themselves.

The first to express this view was Frederick M. Thrasher (1927, 1936) in his now classic study, *The Gang: A Study of 1,313 Gangs in Chicago*. Thrasher argued that gangs were a form of youthful association that arose in the slum areas between the central and industrial areas of the city. The main driving force for their formation was the social disorganization of these areas, characterized by a physically deteriorating central city; rapid population turnover; and large, culturally diverse minority populations.

These factors led to the breakdown of social controls that had been exercised mainly through social institutions.

Since then, many scholars have used Thrasher's disorganization theory as a basis for formulating reasons why individuals join gangs. The factors they link to gang membership are those associated with some kind of disorganization or lack of access to mainstream mechanisms for obtaining socially desired resources, such as jobs and education.

According to disorganization theory, gang formation and gang joining are associated with three factors: low socioeconomic status, ethnic heterogeneity, and residential mobility (Curry and Spergel 1988; Johnston 1981; Sullivan 1989; Shannon 1988; Schwartz 1987; MacLeod 1987; Cartwright and Howard 1966; Shaw and McKay 1942, 1969; Shaw 1930, 1942). Gang formation and gang joining also have a relation to class and risk factors, need for protection, and coercion, as follows:

- Gang formation is a subcultural phenomenon in reaction to middle class life and views (Cohen 1955).
 - Gangs do not form in reaction to middle class life but because most lower class youth experience a disparity between larger cultural goals and legitimate opportunities to achieve those goals (Klein and Crawford 1967; Jansyn 1966; Cloward and Ohlin 1960). Klein
- and Crawford (1967, 67) make the following statement:
- [W]hen . . . boys in a neighborhood withdraw from similar sets of environmental frustrations and interact with one another enough to recognize and perhaps generate common attitudes, the seeds of the group are sown. Added to threats of rival groups are the many ways in which society reinforces this tendency—police behavior, teacher reaction . . . etc. Adolescent behavior and adult and rival group reactions thus reinforce each other, and the range of alternatives open to these youngsters is decidedly restricted. The result is delinquent group cohesiveness, however tenuous.*
- Gang formation is less a reaction to middle class life and views than it is a result of lower class life, and it has a history dating back many centuries. Gang formation is assisted by six lower class, focal concerns: trouble, toughness, smartness, excitement, fate, and autonomy (Short and Strodtbeck 1965; Miller 1958).
 - Gang joining is associated with a number of risk factors, such as association with known gang members, presence of neighborhood gangs, having a relative in a gang, failing in school, having a delinquency record, and abusing drugs (Spergel and Grossman 1995).

- Youth join gangs for protection or because of coercion. For gang members in Philadelphia, being a gang member means slightly decreased fear, a reduced sense of being in danger, and a decreased fear of victimization (Sheley and Wright 1993; Savitz, Rosen, and Lalli 1980). These researchers find, however, that being a gang member does increase the likelihood of victimization. And other scholars find that, for some youth, becoming a gang member is not their choice, since they are coerced into joining (Yablonsky 1962).

10

Nontraditional Reasons

Those who cite nontraditional reasons for gang formation and gang joining challenge traditional theory in four categories: legitimate values, social disorganization, labeling, and decision making.

- *Legitimate values.* Fagan (1990) challenges the argument that gang members do not participate in mainstream society. His data only partially support the hypothesis that involvement in legitimate institutions would deter gang joining among youth. Instead, they show that gang members participate both in mainstream and deviant activities. Fagan (1990, 206) writes—

[P]articipation in conventional social roles and activities in families, schools, and elsewhere in

the neighborhood did not differ significantly for gang and nongang youths, suggesting that conventional values may coexist with deviant behaviors for inner-city youths.

- *Social disorganization.* J. W. Moore, D. Vigil, and R. Garcia (1983) find that Thrasher's theory doesn't apply to Chicano gangs. They argue that Chicano gangs began long before the rapid industrialization and urbanization that contributed to social disintegration. In addition, Chicano gangs are long-lasting; retain some of their members into middle age; have remained Mexican American, not assimilating into the larger U.S. population; and restrict most lethal conflict to mostly Chicano gangs, avoiding lethal conflict with other ethnic or racial gangs.

Moore (1985) and M.S. Zatz (1987) reject the "underclass" explanation, a corollary of the social disorganization theory. Rather, Moore bases the formation of many Chicano gangs in the U.S. on sociopolitical events, such as (1) the Zoot Suit riots that stigmatized Chicano gangs; (2) the spread of heroin in the barrios that intensified law enforcement activities there and led to the imprisonment of a large cohort of the young adult population; (3) the Chicano movement of the 1960s that directly affected the

rise of the Brown Berets, who marched and posted guards at rallies; and (4) the violent prison gangs that developed as a result of community repression, leading to further isolation and intracommunity stigmatization. Zatz arrives at the same sociopolitical explanation for the formation of Chicano gangs in Phoenix, Arizona.

■ *Labeling.* D. Downes (1986), M. Morash (1983), G. Pearson (1983), and W.J. Chambliss (1973) assert that some youth groups that are traditionally viewed as gangs are not gangs at all. These researchers blame the media for what they call mislabeling.

■ *Decision making.* M.S. Jankowski (1991) offers a direct and new challenge to traditional theory, providing reasons why certain individuals decide to join gangs and portraying gang members as not very different from nongang members. According to Jankowski, gangs provide their members with material incentives, financial security, and physical protection; and they tend to solidify their members' commitment to the community. He also asserts that—(1) gang members are only slightly more likely than nongang members to come from broken homes; (2) gang members are as likely as nongang members to feel close to their families of origin and, thus, tend not to see gangs as

substitute families; (3) gang members are only slightly more likely than nongang members to drop out of school; and (4) those who join gangs are not enticed into them by charismatic leaders but have specific reasons for joining, and those who do not join gangs see no value in joining them.

CHARACTERISTICS OF GANGS

Even though gangs have developed their own colors, languages, and ways of interacting among themselves, they all display characteristics which, in broad strokes, paint a picture of a "gang." At the very least, gangs display five characteristics. They tend to—

1. Develop along racial and ethnic lines.
2. Develop as male dominated groups, with females as appendages.
3. Express their culture through unique colors, dress, language, and graffiti.
4. Stake out their own territory.
5. Operate as an organization.

Racial and Ethnic Development

Overwhelmingly, gangs develop along racial or ethnic lines (Huff 1990; Goldstein and Huff 1993; Vigil and Yun 1990; Ko-Lin Chin 1986, 1990a, 1990b; Robinson and Joe 1980; Loo 1976; and Miller 1975).

Perhaps the most obvious and powerful explanation for this phenomenon is that race and ethnicity are important stratifying factors in American society. For many immigrants, race and ethnicity are the factors that keep them in low economic and social positions. And, historically, youth have joined gangs because their race or ethnicity was a sign of that status and because of discrimination, exploitation, and economic struggle. In their gangs, these youth have found self-worth, higher status, acceptance, and personal protection.

Historical studies of gangs and the circumstances of their formation tend to corroborate this view about race, ethnicity, and gang membership. In discussing the history and emergence of Chicano gangs in Southern California, for example, Vigil and Long (1990) show that Chicano gangs have persisted in Chicano communities since the Mexican revolution of 1813, when waves of immigrants began to settle in California. This long history of Chicano gangs has institutionalized gangs in many of California's Chicano communities. The "Zoot Suit" riots during World War II further solidified Chicano gangs in the community because these groups were routinely beaten by roving bands of servicemen and Anglo citizens in the Los Angeles area (Bogardus 1943).

On the East Coast, the need for protection and access to mainstream mechanisms for upward mobility fueled gang formation (Haskins 1974; Firestone 1976). In the 1920s, the emergence of these gangs is linked to the settling of Irish immigrants in Manhattan (Haskins 1974). After the Civil

War, other European immigration led to the emergence of gangs of various nationalities in northern and southern cities. And, in the early 1900s, gangs of European ancestry emerged in Chicago (Thrasher 1927, 1936).

Male-Dominant, Female-Adjunct Development

Demographic profiles of gangs and their membership consistently indicate that the vast majority of gang members are male and that, if females belong at all, they are appendages to the gangs.

- In his early work, Thrasher (1936) rarely refers to female gangs.
- Cohen (1969) suggests that about 6 percent of the delinquent individuals who were arrested in the early 1960s were female but that only about 1.4 percent of the gang arrests at that time were female.
- Collins (1979) finds that, in New York City, male gang members outnumber females by 20 to 1, and Miller (1975) finds that females make up about 10 percent of gang members.
- A police study by Bobrowski (1988) shows that, of some 2,984 offenses, only about 3 percent were committed by females. And Spergel (1986) shows that between 5 percent and 2 percent of the offenders were female in gang incidents that occurred in Chicago between 1982 and 1984.

Why are there fewer females in gangs and fewer female gangs? Esbensen, Huizinga, and Weiher (1993, 199) suggest three reasons for this perception:

(1) most gang research has been conducted by men, (2) reliance on official data and/or purposive samples of gangs, and (3) an actual historical change with females becoming more involved in gangs in the latter part of the twentieth century.

Even though females have been involved in gang activity since the mid-1880s (Asbury 1927), their involvement has been problematic. That is, girls have most often been appendages to male gangs, although there is some indication that girls are beginning to form their own gangs (Chesney-Lind 1993; Moore 1991; Campbell, 1991, 1990, 1984; Fagan 1990; Harris 1988; Hagedorn 1987; Morash 1983; Hanson 1964; Rice 1963; Bernard 1949)

Cultural Expression

Gangs have a particular culture and unique cultural components, the most important of which are attire (dress and colors), graffiti, and language (verbal and signing). These cultural components appear to identify gang members and nonmembers and facilitate intergang and intragang communication.

Identification of gang and nongang members is accomplished through clothing and colors. For example, members of the Crips, a Los Angeles-based gang, tend to wear clothing with Oakland Raiders markings. Black is their color. In contrast, members of

a rival gang tend to wear clothing with Cincinnati Reds markings. Red is their color. Both groups take these markings very seriously: Youth have been killed for wearing the colors of a rival gang.

Intergang communication is accomplished through graffiti, which are inscriptions, drawings, or messages made on public surfaces. Gangs use graffiti to stake out their territory. In the area where they appear, these markings tell others, including rival gangs, that so-and-so gang considers this area to be its turf. Gangs also use graffiti to communicate threats or impending events. For example, a name of an individual above a homicide code signifies that this individual is slated to be killed. And gangs can also use graffiti to challenge rival gangs, as when an "X" or the graffiti of one gang are placed over the graffiti of a rival gang in its turf.

Intrgang communication is accomplished through elaborate languages that are verbal and nonverbal. Gang members use particular code words, slang, and hand signs.

Territoriality

Most gangs can be identified territorially; that is, they tend to stake out particular neighborhoods or areas as their own. This territory or turf is staked out by means of graffiti, and it is usually the community in which gang members were reared.

Gangs organize territorially for control and identification. According to researchers, gang members, who are outside the mainstream and who have little control over the

political and socioeconomic issues that affect their lives, seek control over their community in compensation (Collins 1979; Ley 1975). This control extends to all kinds of activities within a community. Collins (1979, 68-69) states:

[S]treet gangs have been known to actually control the activity and events of certain streets and blocks. They attempt to control playgrounds, parks, and recreation centers . . . to the exclusion of all other gangsters. . . . Other gangs have been known to march in front of business' residence, exhibiting guns and weapons, inferring "keep your mouth shut."

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Researchers have also noted that part of this control is economic. According to W.B. Miller (1977), communities become enterprise zones for illegal gang activity. In their territory, gangs can engage in such illegal activities as weapons and drug trafficking. They can also prey upon the local population by engaging in robbery and extortion.

Organization

Basically, researchers view gangs as loosely or tightly organized, and they generally base their views on gangs' internal workings rather than on their external activity, such as expansion and alliances with other gangs. Both of these factors are important, however, especially as there is some indication that some gangs have migrated from their original territory to other parts of the country.

Loose Organization. A number of prominent scholars have viewed gangs as being only loosely organized (Klein 1968; Short and

Strodtbeck 1965; Yablonsky 1962; Thrasher 1936). By loosely organized, these scholars seem to indicate either or both of the following statements: (1) that gangs are in a state of steady change in membership, activities, and leadership; and (2) that gangs lack role definitions and expectations for their members. Yablonski (1962, 286), for example, points to diffuse roles, limited cohesion, impermanence, minimal consensus of norms, shifting membership, disturbed leadership, and limited definition of membership expectations. Klein (1968) refers to the gang as an amorphous mass.

Tight Organization. Gangs have also been portrayed as tightly, or highly, organized rather than as random and unstructured gatherings of individuals (Collins 1979; Sherman 1970; New York City Board 1960). That organization takes the following forms:

Horizontal and Vertical Integration

Horizontal integration, most often linked to Black and Hispanic gangs, is the most predominant form of gang organization, especially since gangs with similar names have migrated to various states and regions of the country. The report of the New York City Youth Board (1960, 23-24) refers to horizontal integration, as follows:

The horizontally organized group is more likely to include divisions or groupings from different blocks or neighborhoods comprising youngsters of middle or late teens with little differentiation as to age.

The horizontal group may, and usually does, develop out of the vertical or self-contained group structure.

Vertical integration is the less common form of gang organization. It means that the gang is self-contained and that all gang activities are performed within the confines of the gang. Some vertically integrated gangs employ an age-based division of labor in which age groups perform different activities. As their members age, they assume more authority. In his study of New York City gangs, Collins (1979) discusses such vertical integration based on age.

Other Characteristics

Gang organization can also be characterized by alliances, cliques, size, types of members, leadership, and territory.

1. *Alliances.* Since Thrasher's early study in 1936, criminologists have noticed that gangs form alliances with other gangs for specific reasons, such as protection and gaining an economic advantage (Baber 1988b; Bobrowski 1988; Reiss 1987; Sarnecki 1986; Collins 1979; Short 1976; Miller 1975; Sherman 1970).
2. *Cliques.* Scholars have come to realize that cliques are the basic building blocks of gangs and that the central or core clique determines the character of the gang (Klein 1971; Downes 1966; Thrasher 1936; Shaw and McKay 1931). Cliques within the same gang may compete, and such competition may fracture the gang if one clique leaves to form another gang. Thus, gangs can be seen as a system of loosely knit cliques.
3. *Size.* The size of a gang and the existence of cliques within it have been the source of much debate. Some scholars say that gangs are basically small units (Gold and Mattick 1979). Others say that gangs range in size from 25 to 75 members (Collins 1979) or from 30 to 500 members (Morris 1980). Still others say that gangs range in size up into the thousands of members (Spergel 1972; Miller 1975; Short 1976). According to Klein (1971), the size of a gang may increase during two important events: when a crisis occurs and, during the fall, when gang members identify new recruits in school.
4. *Types of Members.* Gang existence and structure are based on the need for group maintenance and development. Thus, there are at least three types of gang members: core, peripheral/fringe, and wannabes/recruits. As the driving force of the gang, the core gang members run the gang, relate easily and interact frequently with each other, and determine the nature and character of the gang (Reiss 1987; Sarnecki 1986; Pritchess 1979). Peripheral members associate with the gang

and its members, but they are not members and are not viewed as members by actual gang members and others. Wanna-bes or recruits tend to be younger than gang members, and they aspire to belong to the gang.

It is important to know about gang types for, once the leadership of a gang has been identified, a community can neutralize the gang by neutralizing its leadership. In addition, by understanding that core members, not wanna-bes or fringe individuals determine the character of the gang, a community and school can avoid exaggerating the problem. And, by understanding that core members are most likely to be involved in illegal behavior, communities and schools can focus their efforts (Sarnecki 1986; Klein 1968).

5. *Leadership.* Because some gangs are well organized and others are not, neither the researchers nor the gang members themselves understand gang leadership. The debate revolves around whether the leadership is a function or a role and whether the leader is a psychopath or sociopath or both or is a normal and socially capable person. It is generally agreed, however, that gang leaders are capable individuals whose traits are respected by the members.

6. *Territory.* A gang is defined by and organized around the territory it calls its own (Spergel 1986; Horowitz 1983; Moore 1978; Thrasher 1936). But why is territory important? Ley (1975, 252-253) offers an excellent answer. In the inner city, certain groups are marginalized, and there is a "territorial imperative . . . for the establishment of a small secure area where group control can be maximized against the influx and uncertainty of . . . the city." Graffiti are visible signals of gang presence; they define a gang's turf. The closer one gets to the core of gang territory, the more dense and diffuse are that gang's graffiti. Graffiti express a gang's ownership of a territory and, at the center of territory marked by graffiti, identification and control.

NUMBER OF GANGS

Recently, the National Institute of Justice undertook research to estimate the number of gangs, gang members, and gang-related crimes in the United States. Using conservative and "reasonable" estimating procedures, researchers G. David Curry, Richard Ball, and Scott Decker (1996) revealed the following information for 1993:

Table 1. Number of Gangs, Gang Members, and Gang-Related Crimes in 1993

	Conservative Estimates	Reasonable Estimates
GANGS	8,625 (76.7 percent over 1991)	16,643 (241 percent over 1991)
GANG MEMBERS	378,807 (51.9 percent over 1991)	555,181 (122.7 percent over 1991)
GANG RELATED CRIMES	437,066 (843 percent over 1991)	580,331 (1,152 percent over 1991)

Clearly, there is some sense, with data to back it up, that many jurisdictions in the United States have been affected by increased gang crime and violence between 1991 and 1993.

IMPACT OF GANGS ON SCHOOLS

When gangs exist in the community, they have a tremendous impact on the social relations, behavior, and safety of the students and education employees in that community's schools. According to the research—

- Gangs see schools as their turf and tend to recruit from schools (Spergel 1996; Bodinger-DeUriarte 1993; Arthur and Erickson 1992; Boyle 1992; McEvoy 1990). Gang members use schools for drug and gun trafficking, for extortion, and for recruiting members.
- Gang members tend to be truant more often than other students (Quartles 1993). In addition, gang members intimidate other students, who may miss school out of fear.
- Gang members bring drug activity into schools (Burnett and Walz 1994; Bodinger-DeUriarte 1993; Quartles 1993; McEvoy 1993).
- Violence is more likely to occur in schools where gangs are present than in schools where gangs are absent (Burnett and Walz 1994; Quartles 1993; Gaustad 1991; Quartles 1993).
- Schools having a gang presence also have weapons-trafficking problems (Trump 1993).
- Gang members use intimidation and aggressive or violent behavior to inculcate fear (Trump 1993; Quartles 1993; Gaustad 1991).

SOLUTIONS

History of
Anti-Gang Efforts

Types of Solutions

NEA's Safe Schools
Framework

SOLUTIONS

Many schools, communities, and institutions have attempted to deal with gang-related problems. However, several reviews of the literature reveal that researchers haven't presented their information in a manner that is helpful for policy development. That is, the literature lacks a framework for policy development.

In this part of *Youth Gangs*, NEA attempts to fill that void. We review the history of anti-gang efforts, look at types of solutions, and introduce NEA's Safe Schools Framework.

HISTORY OF ANTI-GANG EFFORTS

Past efforts at dealing with gang problems fall into four broad categories: detached work programs, deterrence/incarceration programs, comprehensive programs, and opportunities/provisions programs. Individuals must come to some basic understanding about these programs before they develop plans for working in schools and communities and with families to reduce gang activity.

1. *Detached work programs.* These kinds of programs grew out of early efforts by various organizations to reach out to troubled urban youth (Brace 1872, cited in Bremner 1976). For research on these programs, the reader is referred to Thrasher (1963, 1927) and Kobrin (1959). The reader is also referred to two of the more prominent criminologists advocating detached work pro-

grams: Irving Spergel (1965) and Malcolm Klein (1968). In *Street Gangs and Street Workers*, Klein (1971, 46) writes,

Detached work programs are grounded in one basic proposition: Because gang members do not ordinarily respond well to standard agency walls, it is necessary to take the program to the gangs. Around this simple base of a worker reaching out to his client, other programmatic thrusts then take form—club meetings, sports activities, tutoring and remedial reading projects, leadership training, family counseling, casework, employment training, job finding, and so on. In addition, a community organization component is often built into the program. . . . The primary change mechanism is the rapport established between workers and gang members.

2. *Deterrence/Incarceration Programs.* During the 1970s, views about delinquency and gangs turned conservative. Leading to this new view were several key events, including the heavy influx of drugs into urban areas, the failure of rehabilitative programs, and the sweep of conservatism across the nation. The provision of opportunities to steer gang members into other endeavors was still advocated, but that viewpoint was no longer the driving force behind programs aimed at stemming the tide of juvenile crime and violence. The new viewpoint emphasized ruling with an "iron fist" (Hagedorn 1988), and

programs of deterrence and incarceration began to claim center stage. According to Spergel et al. (1989, 148),

A philosophy of increased social opportunity was replaced by growing conservatism. The gang was viewed as evil, a collecting place for sociopaths who were beyond the capacity of most social institutions to redirect or rehabilitate them. Protection of the community became the key goal.

The deterrence/incarceration philosophy, of course, also had a major influence on new gang programs. Detached workers were replaced by surveillance/deterrence workers. And these new workers were assigned to a specific geographic area rather than to specific gangs. Their work focused on rumor control, dispute resolution, and violence reduction.

The worker is, in essence, part of a dramatically energized community control mechanism, a "firefighter" with a more balanced eye on the consequences as well as the cause of gang violence. Success is measured first in violence reduction, not in group or individual change. (Maxson and Klein 1983, 151)

3. *Comprehensive Programs.* These multifaceted programs or models are complex and are aimed at long-term solutions (Goldstein 1983). Generally, they have 13 dimensions: law enforcement, prosecution, corrections, probation/parole, judicial, executive, legislative,

federal agency, local government, schools, community, business/industry, and the media.

4. *Opportunities Provisions Programs.* Guiding this type of program is the assumption that failure and lack of appropriate opportunities among youth are important factors leading to their joining gangs (Spergel et al. 1989; Thompson and Jason 1988; Klein 1968; Quicker 1983; Morales 1981). One important set of solutions, then, involves providing youth with opportunities by which they can succeed in other areas. Spergel et al. (1989, 147) describe opportunities provisions programs as—

. . . a series of large scale social resource infusions and efforts to change institutional structures, including schools, job opportunities, political employment . . . in the solution not only of delinquency, but poverty itself. Youth work strategies were regarded as insufficient. Structural strain, lack of resources, and relative deprivation were the key ideas which explained delinquency, including youth gang behavior. The structures of social and economic means rather than the behavior of gangs and individual youth had to be modified.

Although the logic of such an approach seems to be on target, there has been relatively little evaluation of opportunities provisions programs. However, where evaluations have been conducted, the news has been good (Thompson and Jason 1988; Klein 1968).

TYPES OF SOLUTIONS

In this section, we look at the focus of past programs designed to reduce gang violence, the status of gang problems, and program implementation. Table 2, below, helps us view the relationship among these three broad areas and NEA's Safe Schools Framework, which will be discussed in the next section.

Table 2. A Preliminary Model for Developing Anti-Gang School Policies

Status of the Gang Problem	Focus of the Gang Program	Program Implementation	NEA's Safe Schools Framework
Emerging	Prevention	Integrity	School
Chronic	Intervention	Comprehensiveness	Community
	Suppression	Intensity	Family
		Prescription	
		Gang-relevance	

Status of the Gang Problem

When dealing with gangs, one must know the status of gang problems in the school and in the local community. Specifically, are gang problems emerging, or are they chronic? This question is important because the seriousness of gang behavior varies proportionally with gangs' status as emerging or chronic.

Determining whether gang problems are emerging or chronic involves three issues.

1. Are gangs organized? If they are, we can assume that their communities are plagued by chronic gang problems.
2. Is serious violence a part of the problem? Serious violence, such as beatings and homicides, characterize chronic gang problems. At times, the homicides are particularly brutal because organized gangs use lethal weapons to make statements.
3. Are gangs involved in illegal economic or business activities? Long-term gangs have

moved into illegal business dealings, such as drugs and firearms trafficking.

Focus of the Gang Program

Essentially, programs aimed at reducing or eliminating gang problems have focused on prevention, intervention, and suppression.

1. Prevention strategies attempt to prevent gang behavior and problems before they start. However, these strategies are mostly used when gang problems are emerging or when youth who are at risk of becoming gang members may be receptive to redirection.
2. Intervention strategies, which are used in emerging and chronic gang situations, attempt to prevent an existing problem from getting worse. The strategies take the form of barriers or mediation efforts that prevent gang members or potential gang members from following the wrong path. For example, after-school recreation, work-study programs, or programs aimed at improving academic achievement are considered intervention strategies because they attempt to redirect certain kinds of behavior.
3. Suppression strategies, which tend to deal with gang problems swiftly and efficiently, are excellent short-term strategies. Even though they can be harsh, involving incarceration, probation, and police surveillance, suppression strategies are reactive. And, as they certainly have neither eradicated gang

problems nor deterred youth from joining gangs, it is not clear whether or not they are effective in the long run.

Program Implementation

At least five criteria may be used to judge the effectiveness of any gang program. But these criteria may be used better in the program's implementation. If they are used to judge the program, then they are important to consider when implementing a quality program.

1. *Integrity.* Program integrity refers to the correspondence between the program as planned and as it is actually carried out. If a program deviates from its plan, it lacks integrity. To be sure, changes to a program can be made when specific strategies are not working. However, even these changes must be examined for their consequences and for how they fit into the overall plan.
2. *Comprehensiveness.* Anti-gang programs must be comprehensive, because gang behavior is complex and the result of many behaviors learned over the years. Indeed, some Chicano gangs have histories dating back over 100 years.
3. *Program Intensity.* Intensity refers to the amount, level, or dosage in which a plan or program is delivered. For example, if a plan calls for home contacts between the worker and the at-risk youth, contacts of three to four times a week accomplish more than do those occurring once every two weeks.

4. *Prescriptiveness.* Program prescriptiveness refers to tailoring or individualizing the program intervention to fit youth and their unique problems. It is important that youth be identified so that workers may develop specific plans and interventions. Those looking into gang characteristics may want to consult the following research:

Characteristics to Consider	Researchers to Consult
Core and marginal members	L. Yablonsky. 1967. <i>The Violent Gang</i> . New York; Penguin.
Leaders and followers	J.A. Needle and W. V. Stapleton. 1982. <i>Police Handling of Youth Gangs</i> . Washington, DC: National Juvenile Justice Assessment Center.
Old and young members	I.A. Spergel, et al. 1989. <i>Youth Gangs: Problems and Response</i> . Washington, DC: Office of Juvenile Justice and Delinquency Prevention.
Youth from thieving, fighting, or racketeering subcultures	I.A. Spergel, et al. 1989. <i>Ibid.</i>
Youth with varying degrees of aggressiveness and gang involvement	M.W. Klein. 1968. <i>The Ladino Hills Project</i> . (Final Report) Washington, DC: Office of Juvenile Delinquency and Youth Development.

5. *Gang-Relevant Techniques.* In the evaluation process, researchers use two conceptual measures, the proximal and the distal. Proximal measures are tied directly to a program's goals and objectives. Suppose, for example, that the goal of a project is to reduce youth's contact with gang members and that the intervention selected to accomplish that goal is frequent contact between case workers and those youths. In the evaluation, one would measure whether such contact has actually reduced contact between the youths and gang members.

Distal measures, on the other hand, aim at residual effects. With the same goal, that of reducing youth's contact with gang members, suppose that the intervention selected is employer-youth contact. In this evaluation, one would measure whether the introduction to the job world has indirectly affected the youth's reading ability or overall school performance.

As important as these two measures are, it appears that few, if any, interventions are designed with both in mind; that is,

to elicit both gang aversion and improved academic performance among delinquent youth. When Klein (1968, 150) evaluated one of his own projects, he found that—

Unfortunately, few techniques exist that are comparably effective with theft, rape, malicious mischief, auto theft, truancy, and so on. This lack of specific behavior related techniques forces the worker to fall back upon general intervention procedures such as individual or family counselling, group activities, job development, and so on, procedures which at best have only an indirect relationship to delinquency producing situations.

NEA'S SAFE SCHOOLS FRAMEWORK

Research about gang formation and gang reduction has guided NEA's efforts to help schools formulate policies and programs to eliminate gangs and to make schools safe. Based on this research, NEA believes it imperative that plans include not only the schools but the communities and families from which schools draw their students. As described in NEA's *Safe Schools Manual*, schools become or remain safe when all concerned accept and operate according to the following equation:

*Safe Children = Safe Schools +
Safe Communities + Safe Families.*

NEA bases this approach on two facts:

First, schools are not any less safe than other similarly populated communities. As places where children congregate for up to six hours a day, schools are where violence occurs when the problems children face in their communities or in their families are not resolved in those two places. In fact, school violence is a societal problem, with its roots as much in a family's dysfunctional way of resolving conflict as in a community's racism, sexism, and high unemployment.

Second, school violence transcends the school. Because children are first socialized in families, they model the behavior they observe or experience in their homes. If children grow up in families which practice spousal abuse or child abuse or neglect, those children will be more likely to exhibit aggressive or violent behavior in school. They may also model (or fear or become injured to) the violent and dysfunctional behavior they see in their neighborhoods.

Thus, for public school employees intent on confronting the gang problem, NEA recommends—

- **Working within Schools**, which entails establishing a school safety committee, developing and implementing school action and crisis management plans, and continuing to monitor and assess data.
- **Working with Communities**, which entails identifying and working with key community leaders; forming a

community safety board; conducting a community survey; and taking stock and evaluating plans, data, and other issues used in putting together a strategy.

- ▣ **Working with Families**, which entails modeling positive behaviors when educating, supervising, and parenting children; encouraging parental support of and involvement with children; and making education employees more aware of parents' roles in educating children.

APPLYING NEA'S SAFE SCHOOLS FRAMEWORK

Working within
Schools

Working with
Communities

Working with
Families

APPLYING NEA'S SAFE SCHOOLS FRAMEWORK

The first focus of NEA's framework for reducing gang violence is the school.

WORKING WITHIN SCHOOLS

Over the years, schools have tried to stem the tide of school violence by proposing plans aimed at gang activity, drug abuse, or sexual harassment. Some high schools have eliminated lockers, and some elementary schools have required students to wear uniforms. Other schools have called for random searches for weapons in schools with high levels of gang violence. And still others have called for closed school campuses or the construction of fences around campuses to keep out gangs and other unwanted individuals.

These efforts have not been uniformly successful and have not solved the problem because the systemic roots of school violence and gang activity transcend the school. A solution to these deeper problems—such as a community's racism, sexism, and high unemployment and a family's dysfunctional way of resolving conflict—requires a total school-community-family approach.

Steps for Working within Schools To Eliminate Gangs

- Step 1 Form a Gang Task Force within the School Safety Committee.
- Step 2 Develop and implement plans.
- Step 3 Continue monitoring and assessing data.

Step 1:*Form a Gang Task Force Within the School Safety Committee.*

School Safety Committees, consisting of representatives of all education employee and student groups, work with community representatives on long-term solutions to violence.

If gangs are a problem in the district, the first meeting of the full School Safety Committee should contain an agenda item on gangs. Members would discuss the need for additional members who have experience in working with gangs, would discuss gang behavior in school, and would begin the process of determining whether the gang problems are emerging or chronic. They would also create a Gang Task Force, whose duties, to be reported at the next meeting of the full committee, are to—

1. Determine who else to invite to be a member of the School Safety Committee.
2. Develop and collect data on gang problems.
3. Draft a report with recommendations for policy. The recommendations should be based on whether the gang problems are emerging or chronic.

Step 2:*Develop and Implement Plans.*

After the task force reports, the School Safety Committee should consider its recommendations, first, for more members, and, then, for policy based on the data it has found. Those data, which should indicate an emerging or chronic problem, will form the basis for different types of policy.

Emerging Gang Problems. If the data show that gang problems are emerging, policy recommendations will probably include preventive measures alone. Schools would be advised to—

- Focus on preventive strategies. However, it may also be necessary to develop intervention and suppressive strategies. If this is the case, School Safety Committee members who have expertise in this area should be consulted.
- Work with younger children to improve their academic performance and instill positive attitudes about school and achievement. It is also important to reward children for their positive efforts and modest improvement.
- Formulate dress codes aimed at preventing gang dress and behavior.
- Integrate conflict resolution and peer mediation throughout the curriculum. Students need to be taught appropriate behavior for settling disputes.

Chronic Gang Problems. If the data show that gang problems are chronic, schools should be advised to take both preventive and suppressive measures, by themselves or in cooperation with the Community Safety Board, or—

- Institute strict dress codes.
- Issue strict rules and regulations about behavior, with sanctions equally and consistently applied.
- Work with gang members directly, and seek their advice for resolving the gang problem: that is, make gang members part of the solution.
- Work closely with law enforcement authorities.
- Ask local businesses to create work opportunities for gang members.
- Help create activities for gang members who have time on their hands; that is, initiate community projects, athletic events, etc.

*Step 3:
Continue Monitoring and
Assessing Data.*

So that the School Safety Committee will be kept informed about current and potential problems, it is important to continue the process of monitoring and assessing data and problems. Such problems include changes in the number of competing gangs, in outbreaks of gang violence and crime, in recruiting efforts that seem to be going on in the school, in violations of rules regarding gang dress and behavior, and in the spread of graffiti.

Data gathering might occur in the school and in the community, as follows:

School Data Gathering and Analysis. Data collected at the school level should include—

1. Graffiti
2. Gang membership
3. Expulsions related to violations of rules on gang dress and behavior
4. Fights related to gang activity
5. Injuries and fatalities related to gang activity
6. Weapons confiscation related to gang activity
7. Drug use and sale related to gang activity
8. Fear and intimidation related to gang activity
9. Locations of violent or criminal gang activity
10. Dates and times of day when criminal gang activity is likely to occur

Community Data Gathering. At the community level, data might be gathered in several gang related areas. Instead of collecting statistics first-hand by themselves, schools may procure data second-hand from the Community Safety Board.

■ Sociodemographic data. These data are important because they not only describe the current situation but can be used to speculate about the future. These data include:

1. Population, especially in terms of race and ethnicity
2. Degree of residential segregation by race and ethnicity
3. Unemployment rate
4. Number of single-headed families
5. Divorce and marriage rates

■ Crime. Selected crime statistics regarding juveniles and gangs are crucial. The focus should be on data that the Safe Schools Committee, especially the gang experts on the committee, feel may alert them to potential problems in the school. The selected statistics include:

1. Drug arrests related to gangs
2. Weapons sales and arrests

■ Violence. Data on the incidence and kinds of gang-related violence include:

1. Drive-by shootings
2. Assassinations and retaliations
3. Gang fights
4. Random gang-related violence, such as initiations

WORKING WITH COMMUNITIES

The second focus of NEA's framework for reducing gang violence is the community.

Over the years, communities have tried to deal with these problems, mainly by proposing and implementing teenage curfews and gun control laws. But community and gang violence have complex sources that resist such remedial measures. A solution to these deeper roots of violence, such as racism, sexism, and high unemployment, require a total and organized community approach.

Steps for Working with Communities To Eliminate Gangs

- | | |
|--------|---|
| Step 1 | Involve key community leaders. |
| Step 2 | Form a Gang Task Force within the Community Safety Board. |
| Step 3 | Conduct a community survey. |

Step 1:*Involve Key Community Leaders.*

To reduce or eliminate gang problems from schools, it is crucial for schools to involve community leaders in their efforts. The best way to do this is for the School Safety Committee to help create a Community Safety Board that is controlled, not by the school but by the community.

In creating this board, the committee should identify appropriate leaders who have expertise about gangs and who reflect the community's diversity. Once the board has been established, the School Safety Committee may consider bringing members of the Community Safety Board together for a one-day seminar. The purposes of the seminar would be to—

- Formulate common goals and objectives for dealing with the gang problem in school and in the community.
- Make a decision about conducting a community assessment study. If adequate data on the gang problem do not exist, NEA suggests that such a study be conducted. And, if the Community Safety Board decides to conduct a study, it should take care to design it carefully so that it addresses problems, potential problems, and solutions.
- Discuss who else should be on the Community Safety Board.
- Decide on a formula for selecting the leadership of the Community Safety Board. An educator should not assume this leadership.

Step 2:*Form a Gang Task Force within the Community Safety Board.*

As most schools and communities face multiple problems, they may find it efficient to create a task force to deal specifically with gang problems. In forming this task force, NEA offers the following guidelines:

- Make sure that members are chosen for their expertise and knowledge about gangs and about the topics that may be necessary to consider at a later date. Those topics include knowledge of survey methods.
- Ensure that the task force membership reflects the diversity of the community.
- Schedule a series of training sessions on gangs and assessment techniques. If task force members have been chosen correctly, they may deliver the training sessions.
- Schedule regular meetings, and arrange to make regular briefings to the larger Community Safety Board.
- Elect a task force chairperson.

Step 3:

Conduct a Community Survey.

In conducting a community survey, the task force should take stock of selected socio-demographic and crime and violence data.

- The assessment should help the Gang Task Force to develop a set of policy recommendations for dealing with gangs. (See "Gang Risk Factors To Address in a Community Survey.")
- Collect existing data to save time and expense. Again, if the task force has been selected correctly, a member may know if such data are available.

Gang Risk Factors To Address in a Community Survey

Community Factors

Economic and social deprivation
Gang presence: numbers of members, key members, colors, and language
Gang crime and violence: drive-by shootings, drug sales arrests, weapons sales arrests, and fights
Key places where gangs hang out

Family Factors

Family history of gang membership
Family history of high-risk behavior
Single-headed families
Extent of parental involvement in children's lives

School Factors

Early antisocial behavior
Academic failure or poor academic performance
Lack of commitment to school

Individual and Peer Factors

Alienation and rebelliousness
Antisocial behavior in early adolescence
Friends who are gang members or wanna-bes
Gang dress, mannerisms, and language

Step 4:*Take Stock and Evaluate.*

At some point, the Community Safety Board and the Gang Task Force of the School Safety Committee will have to take stock of their efforts to reduce or eliminate gang-related problems in the community and in the school. They will need to evaluate the programs they have implemented and, to do so, they will need to design an appropriate evaluation instrument. In addition, training will need to be provided, unless, of course, core members of the Gang Task Force or the Community Safety Board have expertise in this area.

If training is needed, the board should design training that includes evaluation skills as a key component. Other components include developing an action plan and focusing on the three essential sectors: the schools, the community, and the family. In designing the training, make sure that participants in the training learn how to—

1. Associate programs to the conditions and behaviors they want to change.
2. Develop an action plan that contains steps for—
 - Identifying and prioritizing the most important reasons why youth join gangs within the community.
 - Selecting strategies that have been tested and evaluated for their effectiveness.
3. Focus on the community gang problem by acquiring data about—
 - Developing goals and objectives for an action plan that directly responds to the problems identified in the community assessment. (Make sure that these goals and objectives are realistic.)
 - Identifying obstacles to executing the plan and resources for overcoming these obstacles.
 - Discussing and establishing appropriate program evaluation strategies.
4. Focus on the family by acquiring data on household composition, poverty, joblessness, child abuse, parent training, and early childhood education.
5. Focus on the school by acquiring data about what schools are doing to stem the tide of gang crime and violence.
 - Strategies for mobilizing the community around gang crime and violence.
 - Policies aimed at behaviors and activities that harm the community and school. (For example, a curfew may be instituted.)
 - Communications with the media about how certain factors place youth at risk of joining a gang.

WORKING WITH FAMILIES

The third focus of NEA's framework for reducing gang violence is the family.

As their children have entered school and participated in school activities, many families, especially inner-city families, have had to face problems of violence and gangs. For the most part, parents have supported school and community safety programs. But others have not.

Suggestions for Working with Families To Eliminate Gangs

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- Suggestion 1 Model positive behaviors when educating, supervising, and parenting children.
 - Suggestion 2 Encourage parental support for and involvement with children.
 - Suggestion 3 Make education employees more aware of parents' roles in educating children.

Suggestion 1:

Model positive behavior when educating, supervising, and parenting children.

For children to grow, learn, and eventually compete as adults in their home towns or in the global society, they must be free of the stress caused by neglect and by physical, emotional, and sexual abuse. In other words, children need to be in a safe and functional family environment.

According to the research, most children who join gangs do so to compensate for the poor or working class circumstances of their families or to acquire the material and power benefits that the gang offers and that their families cannot or will not offer. Therefore, nurturing and creating proper family environments are important first steps to take toward reducing or eliminating gang crime and violence.

To help parents and other adults work better with youth, NEA offers the following suggestions:

- Stress the importance of academic performance, and provide rewards for academic achievements to students at risk. It is not enough to reward superb work only, but to reward work that shows improvement or an effort that may not have been made before. If these rewards begin early and continue consistently throughout the child's school years, they will yield independent academic achievement later.
- Notice your body language when you relate to other adults. This is especially important when situations appear to be stressful.
- Deal with stressful, that is, potential conflict situations, in a mature, nonconfrontational manner. Adults are role models, and children learn their behavior from them.
- Define limits for what is and is not acceptable behavior. Help children develop options and alternatives to unacceptable behavior.

Suggestion 2:

Encourage Parental Support for and Involvement with Children.

A considerable body of research shows that parental involvement and support are important predictors of student achievement, and that parents and educators must cooperate. Gangs, however, have a negative effect on student achievement. Given the important inverse relationship between academic achievement and gang membership, it is important that parents not only encourage the academic achievement of their children, but also function properly as parents and as advocates for their children.

Ideally, parents can help teach and socialize their children by—

- Demonstrating patience and understanding while their children learn their limits.
- Socializing their children properly by encouraging good social skills and study habits.
- Becoming involved in the education of their children by taking roles in the school, regularly talking to their children's teachers and the school principal, and volunteering for school activities. The intent is to show their children that they, too, find school important.
- Creating a learning environment at home by designating certain times as study time and attempting to provide a

place where studying and homework should be done.

- Setting time aside for discussing school with their children: how they felt about their school day, what they feel happy or proud about, and what problems they may have encountered that the parent can help solve.

Education personnel can do their part to encourage parental support for and involvement with children. They can—

- Reach out to parents, and communicate with them regularly through face-to-face meetings, newsletters, and notes that are translated into the children's languages.
- Meet with parents during after-school study halls, where parents, students, and educators can talk about the day's events.
- Create a homework hotline that parents and students can use to keep up to date on assignments.
- Offer parenting skills courses at school or in the community.
- Offer training on how to be an advocate for one's child.
- Act as a go-between for the family, the student, and various social services.

Suggestion 3:

Make Education Employees More Aware of Parents' Roles in Educating Children.

If the gang problem is to be reduced or eliminated, education employees must become more aware of parents' role in educating their children. In addition, both the community and the school need to help parents learn and feel more competent in this role.

To help parents in their role as primary educators, education employees need to—

- Identify children who are at risk or who are showing signs of becoming gang members. Once these children have been identified, the school can formulate an intervention strategy involving an appropriate community agency and can suggest that the parent follow up.
- Report gang-related crime and violence to the proper authorities and to the parents whose children are involved in it.
- Reach out to families, and get them involved in the education of their children. This might involve creating a day care program or providing other services to make it easier for parents, especially working parents, to get involved.



APPENDICES

A.
Programs and
Organizations

B.
Sample
Gang Climate
Questionnaire

C.
References

PROGRAMS AND ORGANIZATIONS

Programs

Broader Urban Involvement and
Leadership Development
1223 N. Milwaukee Avenue, 2nd Floor
Chicago, IL 60637

Community Youth Gang Services
144 South Fetterly Avenue
Los Angeles, CA 90022

Gang Resistance Education and Training
National Center for State and Local Law
Enforcement Training, Building 67
Glynco, GA 31524

Gang Violence Reduction Project
California Youth Authority
2445 North Mariondale Street, #202
Los Angeles, CA 90032

New Turf Project, City of Phoenix
6245 South Central Avenue
Phoenix, AZ 85040

Paramount Plan: Alternatives to Gang
Membership
16400 Colorado Avenue
Paramount, CA 90723-5050

Positive Alternative Gang Education
Office of Instructional Services
Department of Education
2530 10th Avenue, Room A-15
Honolulu, HI 96816

Project Brega
P.O. Box 21365
Rio Piedras, PR 00928

Project Courage
Riverside County Office of Education
3939 13th Street
Riverside, CA 92502-0868

Project YEA!
Orange County Department of Education
200 Kalmus Drive
Costa Mesa, CA 92628-9050

Youth Development, Inc.
6301 Central N.W.
Albuquerque, NM 87105

Organizations

National School Safety Center
4165 Thousand Oaks Blvd., Suite 290
Westlake Village, CA 91362

National Youth Gang Center
P.O. Box 12729
Tallahassee, FL 32317

U.S. Department of Justice
Office of Justice Programs
National Institute of Justice
Washington, DC 20531

Safe Schools Coalition, Inc.
P.O. Box 1326
Holmes Beach, FL 34218-1326

SAMPLE GANG CLIMATE QUESTIONNAIRE*

*From Shirley R. Lal, Dhyan Lal, and Charles M. Achilles. 1993. *Handbook on Gangs in Schools: Strategies to Reduce Gang-related Activities*. Thousand Oaks, CA: Corwin Press, pp 68-71. Copyright © by Corwin Press, Inc. Reprinted by permission of Sage Publications, Inc.

This questionnaire is designed to gather information about your knowledge of gangs and gang activity on this campus and in the community/neighborhood. Your identity is not necessary so *do not* sign your name to this questionnaire. Please attempt to answer all questions. Your input will assist school personnel in establishing a program to address the issues of gangs, gang members, and gang activities.

Circle one: STUDENT TEACHER PARENT SUPPORT STAFF

General knowledge of gangs

What is a gang? _____

What is a gang member? _____

How do gang members dress? _____

Why do youths join gangs? _____

What do gang members do? _____



What do these terms mean?

Gangbanger (homeboy) _____

Wanna-be _____

Loc (loco) _____

Hood/turf (barrio/varrio) _____

Set (clique) _____

Moniker/Place _____

Kicking it _____

Flashing _____

Court in/out (jumped in/out) _____

Bc down _____

Dress down _____

Knowledge about the gangs on campus and in the school community

Do you know of any gangs on this campus and in the neighborhood? YES NO

If yes, list the names of the gangs you know or have heard about.

Have you seen any gang members on campus? YES NO

Do you know any gang members personally? YES NO

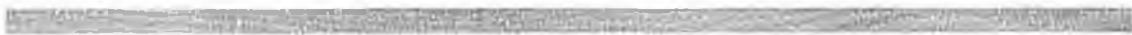
If yes, how many? ____

How many gangs do you think are on this campus? ____

How many gang members belong to one gang? (Guess) ____

What is the total number of gang members on campus? (Guess) ____

How many gang members do you think are in the neighborhood? ____



Knowledge of gang activities on campus

What kind of gang activity have you seen on campus? (Circle the activities.)

TAGGING GRAFFITI FLASHING YELLING OUT GANG NAMES
USE OF WEAPONS INTIMIDATING HARASSING FIGHTING
DRUGS OTHERS _____

Which of these activities occur the most? _____

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Are there certain locations on campus/near campus where gang incidents are likely to occur? YES NO DON'T KNOW

If yes, where? _____

If yes, what times? BEFORE SCHOOL NUTRITION
 LUNCH AFTER SCHOOL
 CLASS TIME (a.m.) CLASS TIME (p.m.)

Who is most likely to report gang-related incidents? STUDENTS ADULTS

What portion of the discipline referrals are gang related? DAILY ____% WEEKLY ____%



Impact and effect of gang-related incidents on this campus

What do you believe is the impact of gang-related incidents on school safety?

- NONE TRIVIAL SOME SIGNIFICANT

Explain: _____

How does the presence of gangs affect the nongang member students, teachers, and the school community as a whole? _____

How does the presence of gangs affect the gang members on campus? _____

Do the gang activities on this campus affect you? YES NO

If yes, explain. _____

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