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ABSTRACT

This paper reviews the literature on violence and crime in schools and on prevention strategies and programs. A section on demographics examines incidence of crime and victimization in school, age of students involved, and types of violent behaviors. Underlying causes and conditions include family breakdown, substance abuse, poverty, and fear. Weak school administration and a disorderly school environment contribute to school crime and violence. Weapons, gangs, and behaviors associated with school violence are defined. Examples of alternative schools and programs for violent and disruptive youth are described. Various states have passed legislation related to school violence. Prevention programs implemented by schools include peer mediation, training students to fight off an attacker using make-believe muggers, conflict resolution, anger control, prejudice reduction, interpersonal problem solving, and behavioral skills training. However, many of these programs are poorly understood and improperly implemented by educators and have little success. Prevention of school violence requires creation of a school culture that does not tolerate violence. Elements of such a school culture are outlined, as are elements of a prevention plan, characteristics needed in teachers and other school personnel, practices to reduce the risk of violence at athletic events, practices for dealing with gangs and weapons, elements of an effective school safety plan, and questions to evaluate conflict in school. Results of a survey of Nebraska administrators include their recommendations for promising practices and programs. Contains 34 references. (SV)

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RURAL SCHOOLS AND SAFETY ISSUES

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RURAL SCHOOLS AND SAFETY ISSUES

Introduction

Providing a safe school environment is imperative. For many children, schools are the safest place in their lives. The concept that schools should be safe havens has found support in law throughout the history of public schools. For teachers to teach and children to learn, there must be a safe and inviting educational environment (Curcio & First, 1993). However, as a society, we appear to have adopted a course of aiding and abetting troublemakers at school. In reviewing the literature concerning schools and violence as well as in interviews with school administrators, it is apparent that a minority of students may be causing excessive strain on the work of schools.

A report of the National Association of State Boards of Education (NASBE), "Schools Without Fear," states that schools should be "advocates for all children." But the report focuses almost exclusively on the needs and "rights" of disruptive students. The kids who are forgotten are the vast majority of students, who do not make any trouble. According to Shanker (1994-95), the well-meaning people who believe that schools should put violent kids first must realize that they are helping to destroy public education.

Disruptive or violent students are not a new phenomena in schools. Even in the 1950s, student subcultures at school promoted misbehavior; in New York and other large cities, fights between members of street gangs from different neighborhoods broke out in secondary schools (Toby, 1993-94). "West Side Story" captures the spirit of gangs and reminds us that gangs have been part of the American scene for a long time. In the twentieth century, the promulgation and enforcement of compulsory attendance laws has exacerbated misbehavior in schools. Higher ages for compulsory school attendance mean

that some enrolled youngsters hate school and feel like prisoners. Compulsory education laws are successful only in keeping children *enrolled*. School is more pleasant and interesting than the streets in cold or rainy weather. Friends are visited; enemies attacked; sexual adventures begun; drugs bought and sold; valuables stolen (Toby, 1993-94, p. 9).

Disruptions and violence in schools are occurrences that represent the acts of a minority of students. These acts, however, have an impact on everyone associated with the school. Preventing these instances is a major challenge for all who have a role in the process.

Violence often results from a complex interaction of environmental, social, and psychological factors. Among these factors are the learned behavior of responding to conflict with violence, the effects of drugs or alcohol, the presence of weapons, the absence of positive family relationships and adult supervision. Few violence prevention programs can muster the resources to affect all the possible causes. The key to providing students with the skills, knowledge, and motivation they require to become healthy adults is a comprehensive program that responds to the new risks and pressures that arise with each developmental stage. Addressing these risks requires a sustained effort over the child's entire school career (Posner, 1994).

Finding a cure for violence is a serious challenge for schools, parents, and communities. Like many health problems, those associated with violence are potentially contagious; (1) for many the tendency to violence is learned, 2) violence is frequently enabled by the use of alcohol and other drugs, but most often alcohol, 3) the incidence of violence can be reduced through appropriate education programs, and 4) for educational

programs to reduce violence they must involve and generate support from all levels of the community (Newman, et al 1991).

Demographics

Although a minority of students are responsible for the violent and disruptive acts that occur in school, the statistics concerning these instances are troubling. Reviewing the data concerning violence shows that life in schools may no longer be safe.

In 1989, a survey of inner-city 6th- and 8th-graders indicated that more than 50% of them had had money and/or personal property stolen, some more than once; 32% had carried a weapon to school; and 15% had hit a teacher during the year. Students admitted hitting teachers at least once, sometimes twice, during the year; *a small percentage of teachers said they were actually physically attacked or threatened with a weapon*, and a large percentage said their personal property had been damaged or stolen at school (Curcio & First, 1993, p. 2-3).

Although young people between the ages of 13 and 19 comprise only 12% of the population, they account for 22.8% of violent crime in the United States (F.B.I., 1987). The average age of arrest for first offense is decreasing and is now below the age of 13 (Strasberg, 1984). Homicide is the second leading cause of death for all 15- to 24 year-olds and the leading cause of death for black males in this age group (Centers for Disease Control, 1983). Although juvenile males are delinquent more than juvenile females (4:1), females are closing the gap, with aggravated assault being their most frequent crime (Second Step, 1992, p. 1). More than half of all the serious crime in the United States is committed

by youths between the ages of 10 and 17. One out of nine young people will appear in court before his or her eighteenth birthday (Cultrona & Guerin, 1994).

It is estimated that school violence is under-reported by as much as 50%. Teachers feel the problem on many levels as they spend increasing amounts of time attending to students' disruptive and inappropriate behavior in the classroom, off-task behavior on assignments and interpersonal conflicts both in and outside of class. The prevalence of general behavior problems in school children approximates 25%. In a growing number of cases, teachers are threatened with violence by their own students (Second Step, 1992, p. 1).

By the time they reach high school, approximately 25% of the students in the U.S. fear victimization by their peers. It is estimated that 15% of school students are involved in bully-victim problems and 20% of students are regularly harassed or attacked by bullies (Second Step, 1992, p. 1).

Forty percent of 250 judges surveyed in a *National Law Journal* poll say there are circumstances in which juveniles should receive the death penalty. According to the U.S. Justice Department, violent crimes such as murder and assault committed by juveniles increased nearly 70 percent from 1988 to 1992 (Bushweller 1994, p. A9).

In November 1989 a survey on incidents reflecting racial hatred (i.e., hate crimes) in schools showed that such incidents had occurred in more than one-third of the Los Angeles public schools. The typical incidents were racial slurs, name-calling, graffiti, and physical confrontation, but distribution of racist literature, fighting, waving of Confederate flags, and the use of guns, knives, and other weapons also occurred (Curcio & First 1993, p. 31-32).

Causes

Among the causes of youth violence are family breakdown, drug abuse, economic issues, and poor education. In a survey of 250 judges, family breakdown was the No. 1 contributor to violence by kids. Drug abuse was cited as the second greatest contributor, followed by unemployment, poor housing, and poor education (Bushweller 1994, p. A10). Since 1981, the percentage of children not living with both biological parents increased from 33 to 43 percent, according to Child Trends, Inc., a Washington, D.C. organization that tracks the condition of American children (Bushweller 1994, p. A-10). Barely more than half of American children live in what many people think of as the traditional family, according to a Census Bureau report (Bushweller 1994, p. A-10). Consider how much moving around there is in the United States. Only 82 percent of persons were living in the same residential unit in 1990 as they were in 1989. Since cities have long been considered places to which people migrate from rural areas, from other cities, and from foreign countries, it may come as no surprise that during a five-year period, a majority of the residents of American central cities move to a different house (Toby, 1993-94).

Consider the following data about the usage of a variety of substances. The rate of daily smoking rose over the past year from 7 percent to 8 percent among eighth-graders, from 12 percent to 14 percent for 10th-graders, and from 17 percent to 19 percent for 12th graders. Episodes of heavy drinking are a problem, with 14 percent of eighth-graders, 23 percent of 10th-graders, and 28 percent of 12th-graders saying they consume five or more drinks in one sitting at least once every two weeks. There has also been a rise in marijuana use at all three grade levels, as well as increases in the use of stimulants, LSD, and inhalants (Bushweller 1994, p. A9).

Between 1970 and 1991, the value of AFDC [Aid to Families with Dependent Children] benefits decreased by 41 percent. In spite of the proven success of Head Start, only 28 percent of eligible children are being served. The poverty rate among single-parent families with children under 18, was 44 percent. Between 1980 and 1990, the rate of growth in the total federal budget was four times greater than the rate of growth in children's programs (Moynihan, 1993/1994).

Fear, as well as a lack of knowledge and skills, precipitate violent student behaviors. Students who take guns or knives to school do so because they fear for their safety. "They feel they have no choice," says New York advocate Joan Harrington (Vail 1995, p. 37).

Students who engage in violent behavior:

- don't know what appropriate behavior is due to a lack of modeling or guidance;
- have the knowledge but lack the practice that comes with adequate reinforcement;
and/or
- have emotional responses such as anger, fear, or anxiety, which inhibit the performance of desirable behavior (Second Step, 1992, p. 2).

Age at onset is the single best predictor of continued delinquency and criminality. The course of adult criminal convictions can be traced back to childhood. The best predictors of convictions at age 21-24 years were convictions at age 17-20 and convictions at age 14-16. The best predictors of convictions at age 17-20 were convictions at age 14-16. The best predictors of convictions at age 14-16 were convictions at age 10-13 and daring behavior at age 8-10. And the best predictors of convictions at age 10-13 years was troublesome behavior at age 8-10 (Wright & Wright, 1994, p. 373).

Weak Administration

Weak administrators contribute to the increase in school violence. What would have been furtive larcenies in a well-ordered school become robberies when school authorities are not in control. Angry words turn into blows or stabbings. Under conditions of weak control, students are tempted to employ force or the threat of force to get property they would like or to hurt someone they dislike. Consequently, student-on-student shakedowns (robberies) and attacks occur, infrequently in most schools, fairly often in some inner-city schools. School crime partly reflects weak control and is partly the cause of further disorder, which in turn leads to more crime.

A school in which students wander the halls during times when they are supposed to be in class, where candy wrappers and empty soft-drink cans have been discarded in the corridors, and where graffiti can be seen on most walls, invites youngsters to test further and further the limits of acceptable behavior. Students get the impression that the perpetrators of violent behavior will not be detected or, if detected, will not be punished. Some teachers, often the youngest and the most dynamic, consider leaving the profession or transferring to private or suburban schools. A disorderly atmosphere also demoralizes the most academically able students, and they seek escape to academically better, safer schools. For other students, a disorderly atmosphere presents a golden opportunity for class-cutting and absenteeism. The proportions of potentially violent students grow in the disorderly school, and thus the likelihood decreases that violence will meet with an effective response from justifiably fearful teachers. Disorder leads to violence partly because it prevents meaningful learning from taking place (Toby, 1993-94).

Vandalism, called "malicious mischief" by the legal system, is a nuisance in most schools, not a major threat to the educational process. But vandalism of school property, especially major vandalism and firesetting, is a precursor of school violence because its existence suggests that school authorities are not in control and "anything goes" (Toby, 1993-94).

Definitions

Three factors often associated with discussions of school violence are weapons, gangs, and behaviors. In the language of federal law, weapons are guns, bombs, grenades, and poison gas. Knives, according to the federal law, are not weapons. States, however may choose to include knives in their own versions of the zero-tolerance requirement. In federal law: rifles used for recreation or sports, antique guns, and fireworks are not considered weapons (Vail, 1995).

A standard for identifying a street gang is "any denotable group of adolescents or young adults who are (a) generally perceived as a distinct aggregation by others in their neighborhood, (b) recognize themselves as a denotable group, almost invariably with a group name, and (c) have been involved in a sufficient number of illegal activities to call forth a consistent response from neighborhood residents and/or law enforcement" (Takata, 1993, p. 95).

When members were asked why they had joined a gang the following responses were given: (1) have nothing else to do, (2) want to have more friends, (3) want people to look up to them, and (4) want to protect themselves from other gangs (Takata, 1993).

The behaviors that are associated with school violence are:

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- aggressive behavior with peers.
 - negative and defiant behavior with adults and peers
 - a tendency to rush into things without forethought
 - high levels of attention-seeking behavior
 - low levels of guilt feelings
 - self-centered verbal responsiveness to others, exemplified by interrupting others, blurting out their thoughts, and talk which is irrelevant to the ongoing conversation.
- (Second Step, 1992, p. 1)

Aggressive and violent behavior is correlated with social isolation and a lack of empathy, impulse control, decision-making skills, anger management and assertiveness (Second Step, 1992).

Problems and Responses

Newspaper articles offer graphic accounts of school violence. Interviews with young males are illustrative of the dimensions of the problem. TJ can tell you exactly when he turned to guns and drug distribution: It was when his mother turned herself over to cocaine. On the streets, getting a gun--any kind of gun--is no big deal: It's as easy as buying a pair of shoes, T.J. says. The least expensive ones run \$100. The more military-like the gun, the higher the price. Gang members "were my family. We stick together. We'd kill and die for each other. They gave me love I never had before." He says a lot of the violence that goes on today is over money. "It's all money. Who's got the bigger car, who's got the best [clothes], who's got the best girl. Without money, you're nothing," he says. To stop the problem, "stop the drugs from coming over here. Ain't nobody growing no cocaine bushes

in the United States. It's all overseas." He says young people need more attention (Natale 1994, p. 35).

Michael's story began when he got in with the wrong people, which was about the time his mother and stepfather separated. The people Michael started hanging around with were older, into smoking marijuana and toting guns--a bad influence. The rationale behind having the guns, he says, was protection (Natale 1994, p. 35).

Violent incidents occur in many school settings. However, athletic events provide a particularly attractive environment for violence. A Galveston, Texas, high school football player in a game in nearby Beaumont was wounded in a drive-by shooting. School officials were forced to stop the game and reschedule the event for the next day, but as a precautionary measure, barred any fans from attending. In Richmond, VA, a student was shot in a high school parking lot during a Friday-night basketball game. As a result, school officials switched the remaining games in the season to afternoon tipoff times (Riechers, 1995).

Two students were shot in September after a Friday-night football game in Fairfax County, VA. In the wake of that shooting the superintendent considered canceling all Friday-night athletic events, pep rallies, and other nighttime activities. After the shooting in Beaumont, the school district fine-tuned its already good security program. More school security officers and city police officers were placed inside the stadium and around the perimeter during nighttime football games. Metal detectors were used to screen spectators at school basketball games.

Most stadiums in the Dade County schools are set up with one entrance for home-team fans and another for visitors, with fences or barriers separating the two. For dances, schools typically sell tickets in advance to students and their guests only, and only ticket holders are allowed in (Riechers, 1995). The Indianapolis Public Schools, one of a handful of school systems across the United States to have its own certified police force, has also increased its vigilance at after school events. The Indianapolis school board passed a resolution that allows the district's 72 school police officers to carry firearms for patrols and for emergency responses. In addition, the school system's chief of school police can approve the use of armed school police in special circumstances, with the superintendent's approval. The school board passed the resolution after somebody pulled a gun on an unarmed school police officer who was patrolling school grounds at night. No shots were fired, but the officer's vulnerability left its mark on school board members (Riechers, 1995).

Many examples of violence in schools can be cited. Newspaper and television accounts of these incidents are abundant. Of greater utility are examples of school districts, programs, practices and plans that lead to the prevention of school violence.

Alternative Schools

One response to violence by school districts is the development of alternative schools. Some examples of these alternative schools follow.

Baltimore's alternative middle school for violent and disruptive youth, called the Woodbourne Academy, is beginning its third year of operation. At Woodbourne students receive not only intensive academic support but psychological counseling, sessions in anger management, and help with conflict resolution (Harrington-Lueker 1995, p. 18).

"We have three goals," explains Woodbourne Vice President Patricia Cronin. "We want to help these kids get their behavior under control, we want to remediate their academic deficiencies, and we want to get them back into the regular setting." A full-time psychologist and a social worker round out Woodbourne's mental health staff; in addition, every teacher and aide is trained in crisis management, behavior modification, and conflict resolution. Students are referred to the school once they have been suspended for a third time for violent or assaultive behavior, and remain there for between a semester and a year (Harrington-Lueker, 1995).

Several Virginia school districts--including the 139,000-student Fairfax County Public Schools--have contracts with the Woodbridge, VA.-based Richard Milburn High School to provide off-campus instruction for students who have been expelled. According to company president Ken Underwood, the school prefers to have no more than 15 students in a class and no more than 30 students at a site (Harrington-Lueker 1995, p. 18).

When the Maryland Department of Education opens its school for disruptive middle school students in Prince George's County, the school will serve up to 60 students on an extended-day schedule. The program costs between \$20,000 and \$30,000 per student per year, according to preliminary estimates--over three times Maryland's average per-pupil expenditure of \$6,502. Start-up costs for such programs are typically high (Harrington-Lueker, 1995).

Congress authorized \$44 million for the program called the Youth Challenge Corps in 1992. Today the corps, which uses National Guard facilities and staff in 15 states, continues to help kids turn themselves around.

The first five months of the 17-month program mimics a military boot camp--long on structure and short on free time. Corps members live in barracks, devote time to physical training, and perform community service. Days are long--the young men and women rise at 5:30 a.m. and lights go out at 10:45 p.m.--and time is intensively scheduled.

Youth Challenge has graduated 4,500 young people. Seventy-six percent of those who start the program graduate from the residential phase, and nearly 91 percent of those complete their GED. No graduate has gotten into trouble with the law (Harrington-Lueker, 1995).

By 1996, the state of Louisiana will require every parish to provide an alternative setting for students. At the Redirection Academy in Rapids Parish, LA, drill instructors put students through parade paces at least once a day. In Corpus Christi, Texas, students carry charts with progress reports on their behavior everywhere they go. And in Colorado, public school systems are being asked to help plan and operate a statewide series of reform schools for students who have been expelled (Harrington-Lueker, 1995).

New York City Schools' chief Ramon Cortines recently proposed spending \$8 million on four alternative schools to handle students expected to be expelled through a new zero-tolerance policy. Syracuse, with an enrollment of 23,000 students, received a \$120,000 state grant this year to start its alternative program (Vail, 1995).

Issues of fairness, equity, and race persist. There are very few educators anywhere in the country who want to administer schools for the incorrigible. "The history of alternative schools that separate kids is that the population has historically been poor and special education" (Harrington-Lueker 1995, p. 20).

Legislation

A number of states have enacted laws to address issues related to violence.

- Virginia passed several gun-related laws. One limits individual gun purchases to one per month, another bans possession of firearms by minors, and a third bans possession of "street sweeper" assault weapons.
- Connecticut has passed a law that bans more than 60 types of assault weapons.
- Florida strengthened existing legislation, making it illegal for anyone under 18 to possess a firearm.
- In Colorado, a law makes it a felony to provide handguns to juveniles for illegal reasons.
- Minnesota passed several gun control measures, including one that imposes a seven-day waiting period on the purchase of assault weapons (Natale 1994, p. 38).

The Colorado Legislature adopted a strict definition of "disruptive behavior" and required mandatory expulsions for students who caused more than five disruptions during a school year (Harrington-Lueker 1995, p. 17).

The result, say many in Colorado, is a marked increase in the number of expulsions statewide. In Jefferson County, the state's largest school district, the number of students expelled skyrocketed from five in the 1992-93 school year to 109 in 1993-94. In Denver, 65 students were expelled in 1994 compared to 38 in 1993. In suburban Cherry Creek, the number of students expelled rose from nine to 33 (Harrington-Lueker, 1995).

Illinois amended its School Code to require districts to provide violence prevention or conflict resolution education in grades 4 through 12. The Illinois Council for the Prevention of Violence has established a curriculum task force including representatives of a wide range of state and local groups. The task force is creating a framework for reviewing violence prevention curricula, identifying gaps, and making recommendations for the use of such curricula in Illinois schools (Posner, 1994).

California has amended its constitution to read that schoolchildren and school staff members have an inalienable right to safe and peaceful schools, and its high court recognized a "heightened responsibility" for school officials in charge of children and their school environments (Curcio & First, 1993).

Programs

There are many programs available for implementation by schools. These programs include peer mediation, model mugging, conflict resolution, anger control, prejudice reduction, interpersonal problem solving, behavioral skills training, and many others. Brief descriptions of some of these programs follow.

Peer Mediation

Peer mediation has been shown to 1) increase self-esteem; 2) reduce truancy; 3) decrease incidents of fighting; and 4) offer an alternative to suspensions and expulsions. The skills and techniques learned include facilitating the mediation process; conflict analysis; active listening and paraphrasing; interviewing skills; brainstorming for options; evaluating options; bargaining; agreement writing; and maintaining confidentiality and neutrality (Cultrona & Guerin, 1994).

Following are guidelines for schools that want to set up peer mediation programs:

- Mediation should be just one aspect of a comprehensive school-wide philosophy of nonviolent conflict resolution that is reflected in the school's curriculum and policies.
- Parents and other community members should be included in the program.
- Mediators should be chosen from all racial, ethnic, and social groups in the school.
- High-risk students in particular--not just the "goody-goodies"--should be trained and used as mediators.
- Mediators should deal with real problems and disputes, not just trivial ones.
- Adult supervisors should not intervene during the mediation unless invited to do so by the student mediators.
- Teachers should be willing to adapt their schedules to accommodate mediation sessions.

- Mediation should not be used as a form of discipline, and students should not be coerced into using it. The process should be completely voluntary. (Miller 1994, p. 8)

Model Mugging

Model Mugging is a national self-defense and empowerment program. It teaches women and girls the physical skills to fight off an attacker, using make-believe ("model") muggers in padded suits. Students are taught to focus on the goal of getting themselves to safety, but, if they need to fight, to use their strengths against the assailant's vulnerable spots. They aim for soft tissues such as the eyes, nose, mouth, and neck, and for the top of the foot. The program fosters "nonvictim" attitudes, designed to deter potential attacks with verbal and body language and to build self-confidence. Tuition for the 25-hour course is about \$400 per student. Several private and public high schools in the Boston area are offering the course. Previous studies have shown that when women do not fight back, almost all attempted assaults are completed, while women who employ three or more defensive techniques can usually stop an attacker (Amster, 1994).

Prejudice Reduction

At Wilson High School, in Washington, DC, a prejudice reduction workshop is held. Its purpose is to teach students, through discussion of their own experiences with prejudice as well as through other strategies, how to combat it in their school and improve race and ethnic relations. The majority of Wilson High School students are black, but there is also a percentage of white students, and over 60 countries are represented by their student body (Curcio & First, 1993).

The workshop is run by the Center for Dispute Settlement. By focusing on the misunderstandings that young people have about race and ethnicity, they learn the harm that comes from racist jokes, ethnic slurs, snubbing, ridiculing, and other demeaning behaviors, and have an opportunity in a safe setting, to empathize with each other (Curcio & First, 1993).

Many organizations, such as the Anti-Defamation League of B’Nai B’rith in New York and the National School Safety Center in California, have curriculum materials and other resources to help a school plan its program of prejudice reduction (Curcio & First, 1993).

Second Step

Second Step is a curriculum designed to reduce impulsive and aggressive behavior and increase social competence through empathy training, interpersonal cognitive problem solving, behavioral social skill training and anger management (Second Step, 1992). Two strategies have shown promise when used with groups of impulsive and aggressive youths: *Interpersonal Cognitive Problem Solving* and *Behavioral Social Skills Training*. The former systematically teaches problem-solving strategies applied to social situations. The latter teaches a prescribed set of interpersonal behaviors which have a broad application to a variety of social situations. A study combining these two strategies found this approach was most effective in instilling prosocial behavior in fourth and fifth grade students when compared to the application of individual strategies (Second Step, 1992).

Second Step is designed to help students learn prosocial skills and reduce impulsive-aggressive behavior. *Second Step* has the following goals:

1. To increase student's ability to:
 - identify others' feelings,
 - take others' perspectives, and
 - respond empathically to others.

2. To decrease impulsive and aggressive behavior in students through:
 - recognizing anger warning signs and triggers,
 - using anger-reduction techniques,
 - applying a problem-solving strategy to social conflicts, and
 - practicing behavioral social skills to deal with potentially violent situations (Second Step, 1992, p. 5).

Caveats

Although there appear to be a plethora of programs available to educators, there are also a growing number of caveats that need to be considered. "Peer mediation," says Marvin Daniels, coordinator of the high school mediation program in Cambridge, Massachusetts, "has been misunderstood, misinterpreted, and transformed into something it was never meant to be. It is being used as a form of discipline, or as a prerequisite for suspension." Daniels sees mediation, used properly, as just one tool in a systematic campaign to begin changing the overall climate of violence in society (Miller 1994, p. 8).

Few administrators under pressure to "do something" about violence have the resources or the expertise to assess the extent of their school's violence problem, to judge whether the program they have chosen is appropriate for their students, or to find evidence that the program actually works. In fact, researchers are beginning to question whether the

most commonly used school-based programs for violence prevention and conflict resolution actually do what they are supposed to do (Posner, 1994).

Most evaluations of these programs reveal little evidence of success. Daniel Webster of the Injury Prevention Center at John Hopkins University reviewed evaluations of three widely used curricula--the Violence Prevention Curriculum for Adolescents by Deborah Prothrow-Stith, the Washington (D.C.) Community Violence Prevention Program, and Positive Adolescent Choices Training--and found "no evidence that such programs produce long-term changes in violent behavior or risk of victimization" (Posner 1994, p.1).

Many programs have serious flaws that make them highly unlikely to overcome the inherent difficulties of changing complex human behavior. Too often, they lump together a broad range of behaviors and people; ignoring the fact that different types of people turn to violence for very different reasons. Few school-based prevention programs target the relatively small group of young people who commit acts of serious violence. Violence is not like malnutrition or infectious diseases. A ten-session violence prevention course cannot overcome the deprivations of a life of poverty or the pressures toward violence in the world outside school (Posner, 1994).

Prevention

Prevention of school violence requires the creation of a school culture that does not tolerate violence. Prevention of school violence requires administrators who take actions to limit opportunities for violent acts. Monhardt and others (1995) suggest the following seven principles.

1. High expectations have a strong positive influence on behavior--and subsequently on school safety.
2. Clearly stated rules and regulations are important. Especially unpopular with many students is a clothing policy that bans wearing caps in school. The wearing of caps is a characteristic of gang activity, and while certainly not all students who wear caps are gang members, the message being sent is clear: Gang activity will not be tolerated in this school.
3. Parental involvement is critical.
4. The teacher's role is critical too. Teachers must be out in the halls between classes, helping to ensure a smooth transition to the next class. Students report that the presence of teachers is an important safety factor because the hallways are potential trouble spots--second, perhaps, only to school rest rooms. Parents and teachers agree that rest rooms should be monitored.
5. Principals must exhibit a strong presence, establish a rapport with students, take quick decisive action in response to situations, and administer justice equitably if school is to be a safe place.
6. The best way to preserve a safe learning atmosphere is to have policies and procedures for dealing with problems before they occur. There are crisis intervention programs, gang task forces, police liaisons, and other programs that stay one step ahead of potential trouble.
7. Extracurricular activities--sports, band, various clubs--are the way to offer a positive experience and therefore, a safer environment. The more time

students are involved with positive experiences, the less time is available for those that are negative (Monhardt et. al, 1995).

Following is a list of actions and information items that should be incorporated in a prevention plan.

1. From the earliest grade levels, programs to prevent violence should encourage the development of a strong sense of personal worth and self esteem.
2. Opportunities to involve parents in all aspects of a youngster's education can potentially reduce the tendency to violence.
3. Prevention programs should teach people the signs of high risk individuals and suggest methods of early intervention.
4. Prevention programs that identify early indicators of high risk must also identify easily activated referral patterns to assist and treat high risk students.
5. The establishment of easy referral patterns will involve increasing the general acceptance of using counseling and mental health services to reduce the stigma often attached to the use of these services.
6. Effective ways should be developed to reintegrate young people who have been absent from school back into the school.
7. Peer support groups at all levels of the community can be particularly effective in reducing risk, enabling access to treatment and providing continuing support for those who have received treatment.

8. Any comprehensive program aimed at reducing the incidence of violence will need to establish meaningful relationships between schools, law enforcement, and the judicial system.
9. Much violence occurs in the home. Prevention programs need to ensure that individuals understand the state laws designed to prevent and intervene in domestic violence situations and to understand how they can get help.
10. Violence is often perpetrated by males upon females.
11. Those most responsible for young people's education, school officials, should recognize that they alone cannot effectively reduce violence among young people. They can, however, be effective catalysts to involve others of the community in developing effective prevention programs. (Newman, et al 1991, p. 35-36)

Prevention must start when kids are very young. Schools play a crucial role in this endeavor, but they cannot do the job alone. Efforts must be made to eradicate poverty, to alleviate family stress, to improve the job outlook for young people, to curb violence in the entertainment media, and to control access to drugs and guns (Natale, 1994).

The key to success is knowing "which types of programs should be offered to whom, by whom, and at what age." Programs must take into account the age group being targeted, the drugs being targeted, the selection and training of leaders, and the influence of the community. Many of the most promising strategies are family interventions that teach parenting skills and improved family relationships. Schools that provide a positive social

attachment for youth can, at least in part, lessen the estrangement and hopelessness that lead kids to the alternative culture of gangs (Posner, 1994).

Curcio and First (1993) recommend five responses to school violence. A first response is *training*. A second response is to support more *policies and legislation that are protective* of the school employee. A third response is *the creation of a school culture and sense of community* in which those who work in a school take responsibility for each other and depend on each other. A fourth response is to have *a plan for emergencies* with which every school employee is familiar. A fifth response is to understand that a school's responsibility to provide a safe setting where teaching and learning occurs means that *reasonable precautions must be taken regarding the safety of staff as well as that of students*.

Violence prevention should focus on three levels; teachers and students in schools, high-risk children's peer groups, and children's families (Natale 1994, p. 40).

Promising Practices

At the heart of all educational enterprises is the teacher. To address school violence we need star teachers whose basic decency is reflected by the following attributes.

- They tend to be nonjudgmental.
- They are not moralistic.
- They are not easily shocked even by horrific events.
- They not only listen, they hear. They not only hear, they seek to understand.
- They recognize they have feelings of hate, prejudice, and bias and strive to overcome them.
- Teachers have a clear sense of their own ethnic and cultural identities.

- Teachers are culturally competent; they include diverse cultural perspectives in their classroom programs.
- They do not see themselves as saviors who have come to save their schools.
- They do not see themselves as being alone. They network.
- They see themselves as "winning" even though they know their total influence on their students is much less than that of the total society, neighborhood, and gang.
- They visit parents in their homes or in neighborhood places away from school.
- They think their primary impact on their students is that they've made them more humane or less frustrated, or raised their self-esteem.
- They derive all types of satisfactions and meet all kinds of needs by teaching children or youth in poverty. (Haberman 1994, p. 135)

As a profession we need to devote efforts to the *causes* of the problem, not to its symptoms. (Hobbs, 1993b. p. 121) To put energy into achieving a violence-free school, people working in the school would have to accomplish the following:

- Respect the school's youngsters as valuable and worth extraordinary effort.
- Value teaching and learning strongly
- Have a student focus
- Believe that risk factors with which children come to school can be mitigated.
- Have confidence that their efforts could make a difference
- Trust each other to get the job done
- Believe they are making a contribution that counts
- Believe that they would be supported

- Be willing to share, release turf, and become interdependent
- Be inclusive, not exclusive
- Be willing to take risks
- Be an integral part of the school community
- Be committed to doing the right thing (Curcio & First 1993, p. 48-49)

Involving students in the identification of potentially problematic situations is essential. Students should be encouraged to report incidents that they feel might be either leading to or already resulting in criminal behavior.

Athletics

Reducing the risk of violence at athletic events is essential. To reduce the risk, the following practices are useful.

- Size up the possibility for trouble.
- Have an adequate number of police or school security officers on hand.
- Make a strong statement about adult supervision.
- Keep home fans and visiting fans apart.
- Close off parking lots. Do not allow people to sit in a car or cruise in and out of the parking lot. Close off the lot during the event with police cars. Do not give anyone the opportunity to go to a car to get a weapon.
- Consider using metal detectors.
- Consider selling tickets to discourage nonstudents from attending. Some schools sell tickets throughout the entire game or dance. The reason: Troublemakers who come late--and whose real interest is not watching the game or dancing--might be

discouraged if they have to pay full price. For dances, consider selling tickets in advance to students and their guests only. Admit only ticket holders.

- Remind students of their responsibilities (Riechers 1995, p. 35).

Gangs

Reducing gang activity is important.

- Provide an after-school program and sports programs
- Design a program to welcome and acclimate transfer students.
- Provide appropriate role models.
- Develop a program of career counseling

Learn to recognize gang symbols, colors, and insignia. (Curcio & First, 1993, p. 34-36)

Weapons

If an incident occurs involving a gun or weapon the following steps are important.

- Follow the emergency plan
- Arrange transportation for the students
- Deal directly with the media and the parents
- Offer counseling and outlets for grief
- Upgrade security and keep school safety as the primary issue after the incident
- Give ongoing assistance to the victim (Curcio & First 1993, p. 43-44).

Every school must invest an adequate amount of time in the development, implementation and monitoring of a safety plan.

1. Require the creation of comprehensive school safety plans at all public schools.

An effective school safety plan includes the following elements:

- *Establish an interagency safe-school team at each site.* Each team should have an administrator, a teacher, a parent, two students, the head custodian, a local business-person, and a police officer.
- *Create a violence prevention vision.* This vision must be multi-disciplinary in the interrelated areas of suppression, intervention, and prevention.
- *Establish goals and objectives.*
- *Create a detailed plan of action.*
- *Train teachers.*
- *Educate parents.*
- *Develop student leadership.*
- *Adopt a violence prevention curriculum.* Include the teaching of responsible citizenship, the strength of cultural diversity, choices and consequences, and conflict resolution skills.
- *Prepare for crises.* This part of the plan should be directed by the team's law-enforcement representative.
- *Offer after-school activities for students.* Keep the school grounds open until 8 p.m .
- *Create school-business partnerships.*
- *Build a strong interagency team structure.*

Any plan will have the best chance of success when the following six building blocks are in place.

1. A Shared System of Beliefs and Values
2. A Vision of Respect
3. Explicit Policies
4. A Plan for Staff Development
5. District Statements of Policy
6. The Use of Learned Strategies (Curcio & First 1993, p. 9-12)

Recommendations

In schools across the country a series of violent incidents occur daily. What appears to be violence in one setting is often dismissed as trivial or unimportant in another setting. School violence occurs along a continuum. At each point along the continuum there are actions that should be taken.

Among these actions are developing a closer working relationship between the juvenile justice system and the public schools (Harrington-Lueker, 1995, p. 21). Developing a family focus is essential. Helping teachers to continue teaching must be a priority. Smaller class sizes and professional-level salaries as well as teacher education on how to combat verbal and physical violence in the schools would represent indicators of this help (Task Force, 1993).

In each school, accurate naming and numbering of violent incidents must occur. Administrators need to ask the following questions.

- What kinds of conflict occur most frequently?

- Where do the conflicts originate in the school (e.g., bus, cafeteria, playground, hallways, classroom)?
- What percentage of the conflicts originate in the neighborhood and then spill over into the school?
- What percentage of the conflicts is related to cultural/racial differences?
- What percentage of school discipline problems is conflict related?
- Who is responsible for handling school-related conflicts between students?
- Who handles school-related conflicts between students and teachers?
- Who handles school-related conflicts between the school and the students' families?
- How much time is spent dealing with conflict-related matters?
- How well is the system for resolving conflicts working?
- Does the school collect statistical data about the disciplinary actions taken and their final disposition? (Cultrona & Guerin 1994, p. 99)

Finally, we need to get rid of guns. An almost universally accepted maxim in the public health community is that the most effective intervention for serious violence would be to outlaw the possession, manufacture, and sale of these weapons (Posner, 1994).

Perceptions of Nebraska Principals

Interviews

As an extension of the literature review, a study was designed to identify the perceptions of Nebraska principals concerning needs, practices, and programs related to school violence.

During the Spring of 1995, telephone interviews with 52 Nebraska principals were conducted. The principals interviewed were chosen because of their reputation or perceived expertise related to creating safe schools. Each person interviewed was asked to recommend other principals who would be good sources of information. The subjects administered elementary, middle, junior high, or high schools. Student populations were a mean of 300 students. Schools were located throughout the state and represented a range of communities from rural to urban.

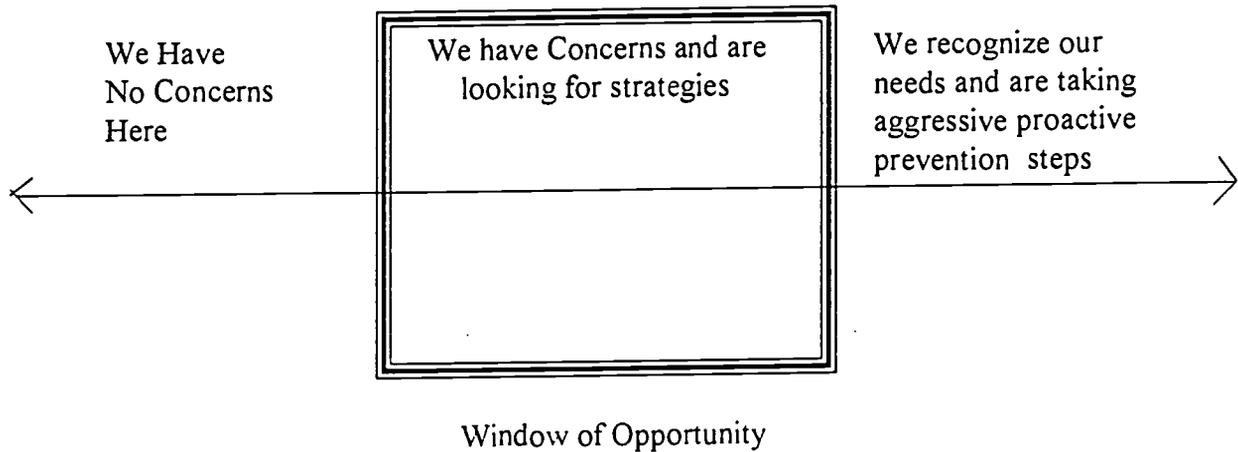
The subjects were asked a series of questions related to school safety. Specific information sought was related to the number of violent incidents that occurred in the schools, number of students involved, prevention strategies, programs, and recommendations. The respondents were given multiple opportunities to respond to the questions.

Continuum of Responses

The perceptions and responses of the interviewed principals form the basis of the following section. During the interviews it became apparent that the safety concerns of principals are diverse. At one end of a continuum are principals who report that no violent incidents have occurred. They expect that the future will be the same as the past. The school environment they work in will continue to be placid. At the other end of the continuum are principals who report that the prospect for violent incidents is apparent. Principals who have experienced the threat of violence describe well-defined policies and procedures for preventing violent incidents from occurring. These principals have confronted violence in schools and have prevention strategies in place.

In the middle of the continuum are principals who recognize a problem or an emerging problem. These individuals are looking for resources, policies, and practices to address their school needs. There is a window of opportunity for the schools in the middle of the continuum (See Figure 1).

Figure 1
Continuum of Nebraska Principals Perceptions of
Safety Concerns



The specific incidents reported by principals could also be arrayed along a continuum. The incidents range from name calling to the possession and/or use of weapons. The variety and varying levels of severity of violence-related behaviors demand a range of responses in the form of policies and practices that are targeted at addressing these incidents.

The school safety issues described by the principals suggest a very complex portrait. Each of the principals interviewed described a different situation. No two descriptions were alike. Principals who had worked in more than one school district or more than one state were able to pinpoint the differences. Their analysis was that the violent issues that occurred

in schools were a mirror of the communities. In the principals' descriptions, no two communities were exactly alike.

Overall, the incidence of violence is low. The principals said that perhaps 5% of the student population of their schools was involved in the incidents. This was a consistent estimate in all settings.

Caveats

One of the clearest messages provided by the principals was that it is difficult to solve a problem that does not exist. Principals who had experienced no incidents of violence in their schools could not be persuaded that this topic was important today or in the future. Principals who had had no violent incidents in their schools pointed out that the extent of their disciplinary actions was to give "hard" looks to students or simply to use a verbal reprimand. In essence, their responses could be likened to the concept of readiness to learn. These principals may not be "ready to learn" about prevention strategies for school violence.

One question that became focused during the interviews was: "which problem are we working to solve?" Is the core issue working to solve the behavioral problems of the 5% who are involved in school violence; or, is the issue providing coping strategies for the 95% of the student population who are not involved as violence perpetrators. Essentially are we trying to solve a problem created by a minority of students through a solution applied to the majority of the students?

Demographics and community dictate the problems that principals encounter. Principals noted that violence in schools is a community problem not merely a school problem. Problems created by society require solutions created by society.

Violent acts can be exhilarating or thrilling for the person or persons responsible for committing them. This reality linked to a general aura of non remorse is clearly problematic.

Principals described parents of disruptive children as frequently being without concern or remorse. When parents were called to school because of the misbehavior of their children, the parents indicated that the children's behavior was "not so serious." Several principals reported parents who were abusive when they came to the school.

Promising Programs

The programs Nebraska principals are using and their recommendations are familiar. Principals reported successes using peer mediation. The Boys Town Model was mentioned frequently. Invitational Education and Developing Capable People were also recommended. Programs to identify gangs or the bullying videotape by the National School Safety Council were described as very effective. Assemblies and instructional units for all students concerning sexual harassment were recommended.

Handbooks listing specific consequences and codes of conduct were emphasized as essentials for schools. Many of the principals described cooperative relationships with local police departments. Using campus supervisors was cited as a helpful practice. In addition to providing security to the school campus, the supervisors became known and trusted members of the school community who can provide information about school climate and safety concerns.

Principals' Recommendations

School violence is a complex problem. Many individuals have a role and concern for its resolution. Principals suggested actions that teachers, administrators, students, school board members, and legislators could take to help insure a safe school environment.

Teachers

Teachers need positive strategies for preventing violence and creating safe learning environments. Strategies and skills should be made available through a carefully planned staff development program that is specifically designed for teachers in a building. In general teachers may not have the ability to deal with disruptive or potentially violent students. Teacher preparation programs may not have adequately prepared teachers to work with the students of today. Although teacher education programs may address discipline, perhaps the attention given to behavior management may not be adequate for today's challenges. Thus teachers in preparation as well as those fully engaged in the profession may need intensive assistance in developing behavior management skills.

In a similar vein, principals talked about the need for less rigidity in dealing with student misbehavior. Principals described teachers who made an error when they "backed children into a corner." The principals stressed that teachers needed a variety of techniques to be able to work with students with different needs.

Underlying the discussion of differences was the suggestion that teachers need more special education preparation. The principals noted that teachers who had had special education training appeared to be better able to manage diverse student needs.

Students

The principals suggested a number of topics that should be addressed with students. These topics include bullying, gangs, developing self-esteem, problem solving, peer mediation, conflict resolution, and sexual harassment. The emphasis and approach to these topics should vary based on the age of the students and the level of concern that exists at the school site.

Principals described assemblies, classroom instruction, student leader meetings, and various advisory meetings that were used to provide training for students on these topics. The intensity and amount of training was dictated by the extent of the concerns at each school site.

School Boards

The principals noted the importance of clearly defined board policies that are designed to create safe school environments. In conjunction with the policy implementation is the need for boards to support administrators in the enforcement of the policies.

A code of conduct is an essential element in a safe school plan. The code of conduct must be adopted by the school board and clearly understood by all who are involved with the school. In addition to board members and administrators, teachers, students, staff, and parents must have an understanding of conduct expectations and consequences.

Legislators

Legislators have an opportunity to make schools safer. As long as we allow guns to be readily available in our society, we will struggle with violence. Legislators can face this issue and make guns less available.

Legislators can have an impact on the media. Children watch an incredible amount of television. As long as the media continues to feed youth a steady diet of violence and disrespect for others, then the students who come to school will portray these images. The language, behavior, and values that our youth bring to school are a mirror of society.

The gun enthusiasts and media moguls have well developed lobbying arms and these are difficult groups to persuade or to challenge. If we do not confront these groups, it is probable that the escalation of violence in our society will continue. Parents and educators need to pursue legislation that will promote safety.

Legislators need to review compulsory attendance laws. Are these laws harming schools by forcing older, uninterested students to remain in schools as prisoners? Are these students the source of school safety concerns?

Juvenile Justice

The juvenile justice system needs to be re-examined. As a greater number of children contribute to violence in America, the juvenile justice system must be able to deal with serious offenders. The current system is not a deterrent to violence.

Administrators

To create safe schools, administrators need resources for staff development and they need planning skills. Administrators must be able to accurately name and count the violent incidents that occur in their schools. This is imperative since it is impossible to solve a problem that is poorly understood. By accurately naming and numbering incidents, principals can devise plans for addressing the safety concerns in a building.

Principals need skills to be able to assess the community. Part of the preparation program for principals should emphasize the development of community assessment skills. Since school safety concerns are a reflection of a community, principals need a clear understanding of community issues in order to devise school safety plans.

Faculty planning is a skill that principals need. A frequently repeated comment was that schools were not built with supervision in mind. Schools have too many doors and areas that are not easily visible. Part of administrator preparation must include skills in planning facilities that make it easier to supervise. This includes designing buildings and learning to landscape around buildings so that the facilities do not contribute to the safety concerns. Bushes, trees, and walls make excellent hiding places.

Staff and student safety assessments are necessary. Nationally, 25% of high school students fear victimization in school. The fear of victimization was evident in Nebraska schools too. Both students and staff members expressed safety concerns. The national fear figure was confirmed in Nebraska schools.

Alternative placements for students are needed. Principals described both the benefits and drawbacks of alternative school programs. There is concern for keeping youth in school and for removing disruptive individuals so that the majority of students can have a productive learning environment.

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