

Concerns within the creative community about the suitability for their own families of much of what they see and hear today and the lack of messages that uplift the human spirit offer points of contact for a dialogue between the creative community and the Church, which has always taken seriously the impact of the arts.

THE GENERAL PUBLIC

If the media's choices need to be scrutinized, so do those of consumers. Some may contradict themselves by watching, listening to, or reading what they say they deplore. Those addicted to pornography, other sexually explicit material, and gratuitously violent material should get the help they need. Parishes, through educational efforts, preaching, counseling, and the celebration of the Sacrament of Reconciliation, should provide help.

PARENTS AND YOUNG PEOPLE

Families should use the media together. Parents should

- Know the media to which their children relate and help them understand the messages they send
- Be clear about what media they reject and why
- Encourage a sense of discipline in using the media
- Plan for times away from the media for the whole family
- Know that their own example is crucial

Teenage men, even some who are active in the Church, are among the most susceptible to the influence of pornography and graphically violent material.

In opposing pornography and excessive violence in the media, young people have the outlet for a fresh and enthusiastic witness to their convictions about the respect that is every person's due. Families and young people, working together in church and community groups, can help limit the influence of those who misuse the power of communication and encourage those who use it well.

CHURCH LEADERS

Church leaders must

- Witness to the truth about the body and sexuality
- Help our people identify and articulate these issues
- Call them to turn away from an indifference that allows the media to diminish respect for the human person
- Bring them together to exert the influence that we, as Church, can have
- Offer the appropriate help, especially through the Sacrament of Reconciliation, to all those wounded by the misuse of sex and violence in the media
- Humbly ask our people's support, so that when we speak as moral leaders our voices will be heeded

To order additional copies of this overview or to order the complete document, *Renewing the Mind of the Media: A Statement on Overcoming Exploitation of Sex and Violence in Communications*, No. 5-286, 40 pp., or to obtain a catalog of other USCC titles, call toll-free 800-235-8722. In the Washington metropolitan area or from outside the United States, call 202-722-8716. Visit the U.S. bishop's internet site located at www.nccbuscc.org.

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Overview of

RENEWING THE MIND OF THE MEDIA

**“DO NOT CONFORM
YOURSELVES TO THIS AGE
BUT BE TRANSFORMED BY THE
RENEWAL OF YOUR MIND,
SO THAT YOU MAY JUDGE
WHAT IS GOD'S WILL,
WHAT IS GOOD,
PLEASING AND PERFECT.”**

(ROMANS 12:2)

A SUMMARY OF
RENEWING THE MIND OF THE MEDIA
A STATEMENT ON OVERCOMING THE EXPLOITATION OF
SEX AND VIOLENCE IN COMMUNICATIONS
A DOCUMENT FROM THE U.S. CATHOLIC BISHOPS

introduction The media have such potential to bring truth and beauty into the lives of billions of people that we cannot permit them to be the arena of those who would pervert God's gift of the body and sexuality. Contemporary means of communication have made the depiction of pornography and graphic, gratuitous violence more intense and widespread. Nearly equally offensive uses of sex and violence have become prevalent even in some forms of mainstream media. A frivolous and titillating use of sex and violence pervades the media. All of this has contributed to the loss of a sense of an objective right and wrong in these matters.

The Church, acknowledging the beauty of human sexuality and the sad fact of violence in human life, distinguishes between the irresponsible depiction of sex and violence and their possible appropriate presentation in a moral context that may be suitable for adults, although it is not suitable for children or young people and should be kept away from them. The grounds for our concern are found in a faith-filled conviction about the dignity of the body and sexuality rooted scripturally in the creation accounts in the Book of Genesis and in the Incarnation of the Son of God.

pornography in the light of the theology of the body and sexuality Pornography offends against the divine plan for the body and for the intimacy of sexual union. It can have a progressively desensitizing effect, rendering individuals morally numb, be addictive, undermine marriage and family life, and sometimes incite violent crimes.

Pornography finds its remedy in a conversion to the understanding of the body and sexuality found in their intrinsic meaning as well as in revelation.

depiction of violence in the light of the theology of the body Graphic and excessive portrayals of violence also reduce persons to objects and show their physical integrity sadistically violated for the visual or psychological pleasure that some take in it. This issue is especially urgent today because of the extreme violence of our society, particularly the degree to which many young people resort to violence.

three levels of concern Three levels of concern can be distinguished, of which the first is what is usually referred to in legal terms as "obscenity" and "indecency." Obscenity and child pornography are prohibited under federal and state laws. Indecency, too, may be regulated, at least to restrict access to minors. Included in this category is material that combines obscenity with violence.

The second level of concern is so-called "soft core" pornography or violence, readily available in such forms as R-rated movies and "adult" TV programming.

The third level of concern are portrayals of sex and violence in a frivolous and titillating manner. Examples can be found in prime-time TV programming, violent cartoons, soap operas, and even the news.

The freedom with which sexual matters are publicly discussed decreases the seriousness with which sexuality is treated. Too much of the media seem to encourage hostile talk, showcasing the most extreme and aggressive expressions on either side of an issue.

The fundamental step in combating the pornography industry is the enforcement of existing laws. Church and civic groups can help local authorities do this.

Education on the impact of pornography is as important as law enforcement. The Church can provide it, and groups that combat pornography are a resource in these efforts.

what should be done? With regard to extremely sexually explicit and graphic material deemed legal, as well as with material described at the other levels of concern, dependence on the legal system alone is insufficient to safeguard society morally. Several audiences need to address these concerns in appropriate ways:

GOVERNMENT

Government should

- Reassert its regulatory role with regard to the broadcast spectrum
- Act as a catalyst for industry self-regulation and for consumers' expression of their rights
- Combat obscenity and child pornography on the Internet—including the World Wide Web and proprietary commercial computer networks—with the existing laws
- Seek to persuade the computer industry to create products by which consumers can block unwanted material for themselves or for their families

THE ENTERTAINMENT AND MEDIA INDUSTRIES

We encourage conscientious media and entertainment industry leaders, especially our fellow Catholics among them, to work within their own arts to turn their resources away from unworthy uses and toward the good they have to offer. Media business leaders should reappropriate a sense of acting in the public interest. Advertisers and the advertising industry should consider what contribution they can make to addressing the concerns about sex and violence in the media.

'To injure no man,
but to bless all mankind'

BOSTON • WEDNESDAY
FEBRUARY 16, 2000

THE CHRISTIAN SCIENCE MONITOR

Banana law It's no laughing matter in Florida,
where high court is considering slip-and-fall cases. 2

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many Bosnians from staying or returning home. 6

Homefront Working parents look for ways to be
more available to their adolescent children. 15

75¢

SHARING COOKIES



DRUG MACLELLAN

BUILDING BLOCKS: Yasin and
Tyler, working on social skills.

How day care may cut the crime rate

By Ruth Walker
Staff writer of The Christian Science Monitor

TORONTO
VANCOUVER demographer David Baxter has an explanation for falling crime rates across Canada and the United States: Many of today's high schoolers and 20-somethings have grown up sharing their cookies at day care.

Young people are "better socialized" than previous generations, he says, because of all kinds of early childhood group experiences in structured environments, including day care.

Those in traditionally crime-prone age brackets are more peer-oriented, he says; they are less likely to be rugged individualists, lone wolves, and tempted into crime or antisocial behavior.

"I call it the triumph of day-care kids over the Marlboro Man," says Mr. Baxter, director of the Urban Futures Institute in Vancouver.

To be sure, cookie-sharing as crime prevention is a controversial finding. Baxter's views come at a time when

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www.csmonitor.com

Epic poisoning of Europe's rivers

■ A Jan. 30 cyanide spill at a Romanian mine is spreading through major rivers. Neighbor states are seeking leverage.

By Michael J. Jordan
Special to The Christian Science Monitor

BUDAPEST, HUNGARY — It's being called "the greatest environmental catastrophe since Chernobyl."

A massive cyanide spill from a gold-mining operation in northern Romania has eradicated all river life for 250 miles of the Tisza

River, and is now moving through the Danube, Europe's longest river. It's estimated that 15,000 fishermen may be out of work for years, if not decades. The drinking water for some 2 million people is temporarily contaminated.

United Nations scientists began testing the Danube for pollution levels on Feb. 15.

while officials in neighboring Yugoslavia and Hungary demanded compensation for the damages. As the pollutants — cyanide and probably a mix of heavy metals — move downstream toward the Black Sea, the full extent of the damage is not yet clear. But the scale of the disaster is setting off new warning bells about the need for better oversight and cooperation on ecological issues in post-Communist Eastern Europe.

"Much like Chernobyl, this situation is

See **RIVERS** page 8

Border 'coyotes' begin to turn tail

■ Arizona caught
70,000 illegal
immigrants in
January alone.

By Scott Baldauf
Staff writer of
The Christian Science Monitor

AGUA PRIETA, MEXICO — As a human smuggler, or coyote, Julio knows that helping dozens of people make the dangerous — and illegal — trek through the desert into

CROSSING THE LINE

FIRST OF TWO PARTS

the United States has never been harder.

Newspapers tell him the local Border Patrol has quintupled in size in the past five years. He and his partner haven't succeeded in getting a group across in more than a month. But Julio is patient, and he thinks time is on his side.

"It's a game of cat and mouse," says Julio, sitting on a dusty cinder block at an isolated construction site on the outskirts of Agua Prieta. "We adjust and they adapt; they adjust and we adapt."

Across the border in Douglas, Border Patrol Agent Monty Garland also sees elements of a game in his work, but he still maintains a single-minded purpose: to put people like Julio out of business. "The people who are the bad guys are the organized smuggling



MELANIE STETSON / PHILMAN — STAFF

SHADOW OF A COYOTE: Julio, a smuggler who helps people cross illegally into the US, says he may retire because smuggling has become so difficult. His partner, Geraldo (r.), drives the vans.

chains," says Agent Garland. "Coyotes charge good money, and often they just lead you to bandits to be robbed."

It's a battle of wits that has raged for decades

See **BORDER** page 5

A retooled Bush halts S.C. slide

■ He's learned lessons
from New Hampshire
and energized the
state's GOP voters.

By Linda Feldmann
Staff writer of The Christian Science Monitor

SALUDA, S.C. — He's driving around the state in a big customized bus with his name on the side. He's holding town-hall-style meetings with voters. And he's billing himself as a "reformer with results."

Still, unlike John McCain, his main rival for the Republican presidential nomination, George W. Bush hasn't opened himself up to the kind of dawn-to-dusk press access that has become a trademark of Senator McCain's campaign style.

But Governor Bush appears to have learned a lesson or two from his devastating loss in the New Hampshire primary, especially about the need to campaign early and often, and to brush up close to the voters as much as possible. Yesterday, Bush attempted to boost his own reform credentials by proposing changes to the campaign-finance system, a signature McCain issue, just before an important GOP debate.

Three days before the next

See **BUSH** page 4

PHOTOCOPY
PRESERVATION

WORLD

Can day-care skills build better citizens?

CRIME from page 1

Canadians are looking at a budget surplus and debating the merits of a national child-care program as part of a universal early childhood development program. (Americans, think universal healthcare.)

Although crime rates have been falling in this country for several years, and US rates are at their lowest in decades, plenty of psychologists and early-childhood education experts are prepared to dispute Baxter's views.

But certain kinds of high-quality day care have been shown to make the kind of difference in young people's lives that would result in lower crime rates. Many early-childhood education experts point to the curriculum developed by the High/Scope Educational Research Foundation of Ypsilanti, Mich. [see accompanying story], as the gold standard in this area.

Learning to decide

Long-term studies of "graduates" (particularly children of lower-income families) of this approach, which emphasizes development of children's decision-making skills, have shown long-term benefits measured in terms of young people's rates of

school success, family formation, and ability to stay out of trouble with the law.

Peter Greenwood of the RAND Corporation in Santa Monica, Calif., an author of a study called "Investing in Children," is bullish on the idea that money spent on quality day care and other "interventions" pays off in public savings — fewer young criminals to be incarcerated, etc. A High/Scope Educational Research study shows a \$7.16 payoff for every dollar invested in quality day care.

More day care, less TV

But, says Dr. Greenwood, "The problem with day care as an explanation for lower crime rates is that not many kids are in those programs." He adds that too much of the socialization of children today falls to "nannies" like TV.

Still, the American Psychological Association is very much interested in knowing more about how day-care experiences relate to patterns of violence down the line. "Violence is learned behavior," says Jacqueline Gentry, director of public interest initiatives for the APA, "and violence prevention can be learned." The APA is working with the National Association for the Education of



DOUG MACLELLAN/SPECIAL TO THE CHRISTIAN SCIENCE MONITOR

CAN WE TALK? Teacher Pat Tretjack converses with Jacob Pacaud at the Sheridan College Day Care Centre. It's part of the 'Plan-do-review,' a 'cognitive process that the children will use over and over.'

Young Children on research in this area. "This is clearly a developmental trajectory that we care about a lot."

Mom, dad quality time

Other experts are unconvinced that any day-care program, however good, can substitute for one-on-one time with parents. "My own research on the effects of substitute child care," says Dennis Moore, a clinical psychologist

in Newtown, Pa., "shows that as the amount ... increased, the amount of problems in preschool increased. This finding was independent of such factors as the quality or the setting of the substitute care," he adds. For a child to be in the care of anyone other than parents or grandparents — more than an hour a day for each year of life is asking for trouble. A three-year-old in day care three hours a day, five days a week, is

on the line of risking "significantly greater behavior problems" than he would be in the care of his parents, Dr. Moore says.

Carole Rayburn, a psychologist in Silver Spring, Md., says she sees young children in day care and other settings "bonding" all right, but in the face of "the atrocities kids come into contact with — like stray bullets — it's fear that binds them together. It's a binding together as in a war or national emergency," although she adds, "It's better than whistling in the dark on your lonesome."

Paint, compute, bang — learning those spatial skills

OAKVILLE, ONTARIO — Every day, the kids here at the Sheridan College Child Care Centre get to consider the Bill Gates question: "Where do you want to go today?"

The center looks like a typical well-equipped preschool. One boy sits at a computer. A girl is painting with what appears to be blackberry jam. Four other boys are in the blocks corner, banging away at each other with cardboard two-by-fours and oh, yes, developing their spatial skills.

But what's special here is that it's the children themselves who determine when to play with what.

"Plan-Do-Review" is the motto at Sheridan, one of the Canadian centers using a preschool curriculum approach developed by the High/Scope Educational Research Foundation in Ypsilanti, Mich.

The High/Scope approach contrasts with both free-form play and the more academic-oriented "themed" approach, as in, for instance, "Boys and girls, this week we're going to learn about community helpers."

Under the High/Scope program, the children are asked, "What do you want to do?" and then do it, and then afterward review what they actually did.

On this particular crisp, wintry morning, with dazzling sun but too low a temperature for outdoor playtime, "work time" comes to a close, and the children gather in a circle with one of their teachers. Pretending to talk

to them over a bright-colored toy telephone, she asks them to report on their activities.

"It's an opportunity to learn actively," says Pat Tretjack, one of the teachers. "Plan-do-review" is a "cognitive process that the children will use over and over." The reviews are as good as you make them. You have to get the kids' attention," she adds.

Hence the toy telephone as a "prop" in their discussion.

"The plan may last 30 seconds; it may last half a day," says David Weikart, president of the High/Scope Foundation. "What's important is the attention, the engagement of the child."

IT'S an approach, his research has found, that has long-term benefits for children exposed to it.

In 1962, the foundation began the High/Scope Perry Preschool study of 123 economically disadvantaged black children in Ypsilanti and has tracked them periodically ever since.

At age 27, graduates of the High/Scope approach were compared with a control group, and only 7 percent have been arrested 5 times or more (versus 35 percent

for the control group). Fewer High/Scope grads spent time on welfare (59 percent versus 80 percent). They were more likely to have graduated on time (66 percent versus 45 percent), to earn more than \$2,000 per month (29 percent versus 7 percent) and to own their own home (38 percent versus 13 percent).

Andrew Biemiller, professor at the Institute of Child Study at the University of Toronto, has a different take on the High/Scope approach. He sees parental involvement as the critical ingredient in day-care programs found to make a difference in social outcomes, including High/Scope's.

What appears crucial is that "parents continued to have hope for the kids," despite modest economic circumstances, he says.

Whatever the specific curriculum, a number of experts see high-quality day care as making a big difference in young lives.

"High-quality day care may be the icing on the cake for middle-class children," says Moya Fewson, coordinator for early-childhood education at Sheridan, "but for the disadvantaged, it's the cake."

— Ruth Walker

'High-quality day care may be the icing on the cake for middle-class children, but for the disadvantaged, it's the cake.'

— Moya Fewson

PHOTOCOPY
PRESERVATION

EXCLUSIVE

THE KILLERS TALK

The killers tell why they did it

The five home videos they made before their death
What the families are doing to prevent another tragedy



The school-cafeteria surveillance video

11:57:20-63



SPECIAL

THE

In five secret videos they recorded before the massacre

By Nancy Gibbs and Timothy Roche

THE NATURAL BORN KILLERS WAITED

until the parents were asleep upstairs before heading down to the basement to put on their show. The first videotape is almost unbearable to watch.

Dylan Klebold sits in the tan La-Z-Boy, chewing on a toothpick. Eric Harris adjusts his video camera a few feet away, then settles into his chair with a bottle of Jack Daniels and a sawed-off shotgun in his lap. He calls it Arlene,



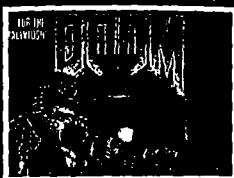
TAPES

, the killers reveal their hatreds—and their lust for fame

after a favorite character in the gory Doom video games and books that he likes so much. He takes a small swig. The whiskey stings, but he tries to hide it, like a small child playing grownup. These videos, they predict, will be shown all around the world one day—once they have produced their masterpiece and everyone wants to know how, and why.

Above all, they want to be seen as originals. “Do not think we’re trying to copy anyone,” Harris warns, recalling the school shootings in Oregon and Kentucky. They had the idea long ago, “before the first one ever happened.”

GEORGE KOCHANIEC—DENVER ROCKY MOUNTAIN NEWS/SCIENCE STYLA



THE COLUMBINE TAPES

Tick, tick, tick, tick ... Haa! That

And their plan is better, "not like those f___s in Kentucky with camouflage and .22s. Those kids were only trying to be accepted by others."

Harris and Klebold have an inventory of their ecumenical hatred: all "niggers, spics, Jews, gays, f___ing whites," the enemies who abused them and the friends who didn't do enough to defend them. But it will all be over soon. "I hope we kill 250 of you," Klebold says. He thinks it will be the most "nerve-racking 15 minutes of my life, after the bombs are set and we're waiting to charge through the school. Seconds will be like hours. I can't wait. I'll be shaking like a leaf."

"It's going to be like f___ing Doom," Harris says. "Tick, tick, tick, tick ... Haa! That f___ing shotgun is straight out of Doom!"

How easy it has been to fool everyone, as they staged their dress rehearsals, gathered their props—the shotguns in their gym bags, the pipe bombs in the closet. Klebold recounts for the camera the time his parents walked in on him when he was trying on his black leather trench coat, with his sawed-off shotgun hidden underneath: "They didn't even know it was there." Once, Harris recalls, his mother saw him carrying a gym bag with a gun handle sticking out of the zipper. She assumed it was his BB gun. Every day Klebold and Harris went to school, sat in class, had lunch with their schoolmates, worked with their teachers and plotted their slaughter. People fell for every lie. "I could convince them that I'm going to climb Mount Everest, or I have a twin brother growing out of my back," says Harris. "I can make you believe anything."

Even when it is over, they promise, it will not be over. In memory and nightmares, they hope to live forever. "We're going to kick-start a revolution," Harris says—a revolution of the dispossessed. They talk about being ghosts who will haunt the survivors—"create flashbacks from what we do," Harris promises, "and drive them insane."

It is getting late now. Harris looks at his watch. He says the time is 1:28 a.m. March 15. Klebold says people will note the date and time when watching it. And he knows what his parents will be thinking. "If only we could have reached them sooner or found this tape," he predicts they will say. "If only we would have searched their room," says Harris. "If only we would have asked the right questions."

SINCE THEN, WE'VE NEVER STOPPED ASKING, of course, in our aching effort to get back on our feet, slowly, carefully, only to be pushed

back down again. And what if the answers turn out to be different from what we've heard all along? A six-week TIME investigation of the Columbine case tracked the efforts of the police and FBI, who are still sorting through some 10,000 pieces of evidence, 5,000 leads, the boys' journals and websites and the five secret home videos they made in the weeks before the massacre. Within the next few weeks, the investigators are expected to issue their report, and their findings are bound to surprise a town, and a country, that has heard all about the culture of cruelty, the bullying jocks, and has concluded that two ugly, angry boys just snapped, and fired back.

It turns out there is much more to the story than that.

Why, if their motive was rage at the athletes who taunted them, didn't they take their guns and bombs to the locker room? Because retaliation against specific people was not the point. Because this may have been about celebrity as much as cruelty. "They wanted to be famous," concludes FBI agent Mark Holstlaw. "And they are. They're infamous." It used to be said that living well is the best revenge; for these two, it was to kill and die in spectacular fashion.

This is not to say the humiliation Harris and Klebold felt was not a cause. Because they were steeped in violence and drained of mercy, they could accomplish everything at once: payback to those who hurt them, and glory, the creation of a cult, for all those who have suffered and been cast out. They wanted movies made of their story, which they had carefully laced with "a lot of foreshadowing and dramatic irony," as Harris put it. There was that poem he wrote, imagining himself as a bullet. "Directors will be fighting over this story," Klebold said—and the boys chewed over which could be trusted with the script: Steven Spielberg or Quentin Tarantino. "You have two individuals who wanted to immortalize themselves," says Holstlaw. "They wanted to be martyrs and to document everything they were doing."

These boys had read their Shakespeare: "Good wombs hath borne bad sons," Harris quoted from *The Tempest*, as he reflected on how his rampage would ruin his parents' lives. The boys knew that once they staged their final act, the audience would be desperate for meaning. And so they provided their own poisonous chorus, about why they hated so many people so much. In the weeks before what they



WHAT THE
INVESTIGATORS
HAVE LEARNED

t f__ing shotgun is straight out of Doom.

—ERIC HARRIS



SHERIFFS show
the these
weapons the
killers used

WARNINGS WERE IGNORED

Police received complaints about Harris' violent website, which contained threats against another student, but failed to investigate.

THEY PLOTTED FOR A FULL YEAR

Harris and Klebold had planned their attack on Columbine for more than a year. They had wanted to strike on April 19, but later let it slip by a day.

THERE WAS NO BACKUP PLAN

The duo had planned to gun down students as they fled bombs in the cafeteria. But the bombs fizzled, and the gunmen began firing aimlessly.

SWAT TEAMS WERE TOO LATE

The best chance to get the killers was during their first 7 min. in the library. But by the time the teams deployed, the killers were moving.

GUNMEN WERE EQUAL PARTNERS

Though Harris has been called the dominant personality, ballistics show Klebold fired about as many rounds and killed about as many victims.



THE COLUMBINE TAPES

People constantly make fun of

called their Judgment Day, they sat in their basement and made their haunting videos—detailing their plans, their motives, even their regrets—which Harris left in his bedroom for the police and his parents to find when it was all over.

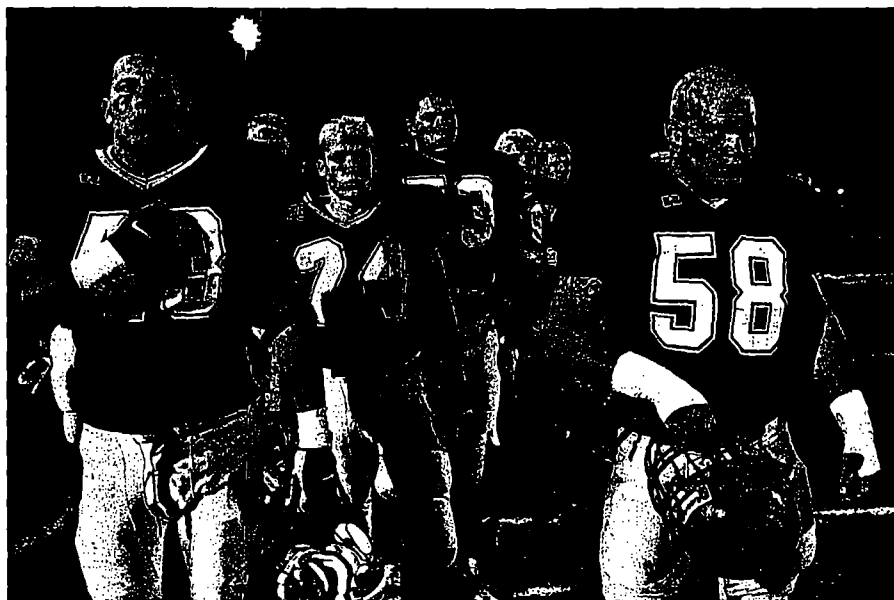
The dilemma for many families at Columbine is ours as well. For months they have searched for answers. "It's not going to bring anything or anybody back," says Mike Kirklin, whose son survived a shot in the face. "But we do need to know. Why did they do this?" Still, the last thing the survivors want is to see these boys on the cover of another magazine, back in the headlines, on the evening news. We need to understand them, but we don't want to look at them. And yet there is no escaping this story. Last week another child shot up another school, this time an Oklahoma junior high where four were injured, and all the questions came gushing out one more time.

At Columbine, some wounds are slow to heal. The old library is walled off, while the victims' families try to raise the money to replace it by building a new one. The students still have trouble with fire drills. Some report that kids are drinking more heavily now, saying more prayers, seeing more counselors—550 visits so far this year. Two dozen students are homebound, unable, whether physically or emotionally, to come back to class yet. Tour-bus groups have changed their routes to stop at the high school, and stare.

Some people have found a way to forgive: even parents who lost their beloved children; even kids who won't ever walk again, or speak clearly, or grow old together with a sister who died on the school lawn. But other survivors are still on a journey, through dark places of anger and suspicion, aimed at a government they fear wants to cover up the misjudgments of police; at a school that wants to shift blame; at the killers' parents, who have stated their regrets in written statements issued through their lawyers but who still aren't saying much and who surely, surely had to know something.

It's easy now to see the signs: how a video-game joystick turned Harris into a better marksman, like a golfer who watches Tiger Woods videos; how he decided to stop taking his Luvox, to let his anger flare, undiluted by medication. How Klebold's violent essays for English class were like skywriting his intent. If only the parents had looked in the middle drawer of Harris' desk, they would have found the four windup clocks that he later used as timing devices. Check the duffel bag in the closet; the pipe bombs are inside. In his CD collection, they would have found a recording that meant so much to him that he willed it to a girl in his last videotaped suicide message. The name of the album? *Bombthreat Before She Blows*.

The problem is that until April 20, nobody was looking. And Harris and Klebold knew it.



THE CLASSMATES Harris and Klebold felt immense rage toward all, not just jocks

THE BASEMENT TAPES

THE TAPES WERE MEANT TO BE THEIR FINAL word, to all those who had picked on them over the years, and to everyone who would come up with a theory about their inner demons. It is clear listening to them that Harris and Klebold were not just having trouble with what their counselors called "anger management." They fed the anger, fueled it, so the fury could take hold, because they knew they would need it to do what they had set out to do. "More rage. More rage," Harris says. "Keep building it on," he says, motioning with his hands for emphasis.

Harris recalls how he moved around so much with his military family and always had to start over, "at the bottom of the ladder." People continually made fun of him—"my face, my hair, my shirts." As for Klebold, "If you could see all the anger I've stored over the past four f---ing years..." he says. His brother Byron was popular and athletic and constantly "ripped" on him, as did the brother's friends. Except for his parents, Klebold says, his extended family treated him like the runt of the litter. "You made me what I am," he said. "You added to the rage." As far back as the Foothills Day Care center, he hated the "stuck-up" kids he felt hated him. "Being shy didn't help," he admits. "I'm going to kill you all. You've been giving us s--- for years."

Klebold and Harris were completely soaked in violence: in movies like *Reservoir Dogs*; in gory video games that they tailored to their imaginations. Harris liked to call himself "Reb," short for rebel. Klebold's nickname was VoDKa (his favorite liquor, with the capital DK for his initials). On pipe bombs used in the massacre he wrote "VoDKa Vengeance."

That they were aiming for 250 dead shows that their motives went far beyond targeting the people who teased them. They planned it very carefully: when they would strike, where they would put the bombs, whether the fire sprinklers would snuff out their fuses. They could hardly wait. Harris picks up the shotgun and makes shooting noises. "Isn't it fun to get the respect that we're going to deserve?" he asks.

The tapes are a cloudy window on their moral order. They defend the friends who bought the guns for them, who Harris and Klebold say knew nothing of their intentions—as though they are concerned that innocent people not be blamed for their massacre of innocent people. If they hadn't got the guns where they did, Harris

my face, my hair, my shirts.

—ERIC HARRIS



BROOKS BROWN He was once suspected of being an accomplice. His parents had actually warned police about Eric Harris but were ignored

says, "we would have found something else."

They had many chances to turn back—and many chances to get caught. They "came close" one day, when an employee of Green Mountain Guns called Harris' house and his father answered the phone. "Hey, your clips are in," the clerk said. His father replied that he hadn't ordered any clips and, as Harris retells it, didn't ask whether the clerk had dialed the right number. If either one had asked just one question, says Harris, "we would've been f___ed."

"We wouldn't be able to do what we're going to do," Klebold adds.

■ THE WARNING SIGNS

YOU COULD FILL A GOOD-SIZE ROOM WITH the people whose lives have been twisted into ropes of guilt by the events leading up to that awful day, and by the day itself. The teachers who read the essays but didn't hear the warnings, the cops who were tipped to Harris' poisonous website but didn't act on it, the judge and youth-services counselor who put the boys through a year of community service after they broke into a van and then concluded

that they had been rehabilitated. Because so many people are being blamed and threatened with lawsuits, there are all kinds of public explanations designed to diffuse and defend. But there are private conversations going on as well, within the families, among the cops, in the teachers' lounge, where people are asking themselves what they could have done differently. Neil Gardner, the deputy assigned to



SCHOOL COP Neil Gardner traded gunfire with Harris, but wishes he did more

the school who traded gunfire with Harris, says he wishes he could have done more. But with the criticism, he has learned, "you're not a hero unless you die."

Nearly everyone who ever knew Harris or Klebold has asked himself the same question: How could we have been duped? Yet the boys were not loners; they had a circle of friends. Harris played soccer (until the fall of 1998), and Klebold was in the drama club. Just the week before the rampage, the boys had to write a poem for an English class. Harris wrote about stopping the hate and loving the world. Klebold went to the prom the weekend before the slaughter; Harris couldn't get a date but joined him at the postprom parties, to celebrate with students they were planning to kill.

To adults, Klebold had always come across as the bashful, nervous type who could not lie very well. Yet he managed to keep his dark side a secret. "People have no clue," Klebold says on one videotape. But they should have had. And this is one of the most painful parts of the puzzle, to look back and see the flashing red lights—especially regarding Harris—that no one paid attention to. No one except, perhaps, the Brown family.



Directors will be fighting over

Brooks Brown became notorious after the massacre because certain police officers let slip rumors that he might have somehow been involved. And indeed he was—but not in the way the police were suggesting. Brown and Harris had had an argument back in 1998, and Harris had threatened Brown; Klebold also told him that he should read Harris' website on AOL, and he gave Brooks the Web address.

And there it all was: the dimensions and nicknames of his pipe bombs. The targets of his wrath. The meaning of his life. "I'm coming for EVERYONE soon and I WILL be armed to the f---ing teeth and I WILL shoot to kill." He rails against the people of Denver, "with their rich snobby attitude thinkin they are all high and mighty ... God, I can't wait til I can kill you people. Feel no remorse, no sense of shame. I don't care if I live or die in the shoot-out. All I want to do is kill and injure as many of you as I can, especially a few people. Like Brooks Brown."

The Browns didn't know what to do. "We were talking about our son's life," says Judy Brown. She and her husband argued heatedly. Randy Brown wanted to call Harris' father. But Judy didn't think the father would do anything; he hadn't disciplined his son for throwing an ice ball at the Browns' car. Randy considered anonymously faxing printouts from the website to Harris' father at work, but Judy thought it might only provoke Harris to violence.

Though she had been friends with Susan Klebold for years, Judy hesitated to call and tell her what was said on the website, which included details of Eric and Dylan's making bombs together. In the end, the Browns decided to call the sheriff's office. On the night of March 18, a deputy came to their house. They gave him printouts of the website, and he wrote a report for what he labeled a "suspicious incident." The Browns provided names and addresses for both Harris and Klebold, but they say they told the deputy that they did not want Harris to know their son had reported him.

A week or so later, Judy called the sheriff's office to find out what had become of their complaint. The detective she spoke with seemed uninterested; he even apologized for being so callous because he had seen so

much crime. Mrs. Brown persisted, and she and her husband met with detectives on March 31. Members of the bomb squad helpfully showed them what a pipe bomb looked like—in case one turned up in their mailbox.

The police already had a file on the boys, it turns out: they had been caught breaking into a van and were about to be sentenced. But somehow the new complaint never intersected the first; the Harises and Klebolds were never told that a new complaint had been leveled at Eric Harris. And as weeks passed, the Browns found it harder to get their calls returned as detectives focused on an unrelated triple homicide. Meanwhile, at the school, Deputy Gardner told the two deans that the police were investigating a boy who was looking up how to make pipe bombs on the Web. But the deans weren't shown the Web page, nor were they given Eric's name.

As more time passed and nothing happened, the Browns' fears eased—though they were troubled when their son started hanging out with Harris again. Then came April 20. As the gunmen entered the school, Harris saw Brown and told him to

run away. But when all the smoke had cleared and the bodies counted, the Browns went public with their charge that the police had failed to heed their warnings. And even some cops agree.

"It should have been followed up," says Sheriff Stone, who did not take office until January 1999. "It fell through the cracks," admits John Kiebusch, the sheriff's division chief in charge of investigations and patrol.

Some people still think Brooks Brown must have been involved. When he goes to the Dairy Queen, the kid at the drive-through recognizes him and locks all the doors and windows. Brown knows it is almost impossible to convince people that the rumors were never true. Like many kids, his life now has its markers: before Columbine and after.

THE INVESTIGATORS

DETECTIVE KATE BATTAN STILL SEES IT IN her sleep—still sees what she saw that first day in April, when she was chosen to lead the task force that would investigate the



FBI AGENT
Rich Price of the domestic terrorism squad works the case

LEAD INVESTIGATOR
Kate Battan, shown with a model of the high school, heads the police task force

SWAT TEAM
The marksmen are being criticized for not going after the killers more aggressively



his story.

—DYLAN KLEBOLD

Tarantino ... Spielberg.

—ERIC HARRIS

massacre. Bullet holes in the banks of blue lockers. Ceiling tiles ajar where kids had scampered to hide in the crawl space. Shoes left behind by kids who literally ran out of them. Dead bodies in the library, where students cowered beneath tables. One boy died clenching his eyeglasses, and another gripped a pencil as he drew his last breath. Was he writing a goodbye note? Or was he so scared that he forgot he held it? "It was like you walked in and time stopped," says Battan. "These are kids. You can't help but think about what their last few minutes were like."

Long after the bodies had been identified, Battan kept the Polaroids of them in her briefcase. Every morning when starting work, she'd look at them to remind herself whom she was working for.

On the Columbine task force, Battan was known as the Whip. As the lead investigator, she kept 80-plus detectives on track. The task force broke into teams: the pre-bomb team, which took the outside of the school; the library team; the cafeteria team; and the associates team, which investigated Harris' and Klebold's friends,

including the so-called Trench Coat Mafia, as possible accomplices.

Rich Price is an FBI special agent assigned to the domestic terrorism squad in Denver, a veteran of Oklahoma City and the Olympic Park bombing in Atlanta. He was in the North Carolina mountains searching for suspected bomber Eric Rudolph on April 20 when he heard about the rampage at Columbine. In TV news footage that afternoon, he saw his Denver-based colleagues on the scene and called his office. He was told to return to Denver ASAP—suddenly two teenage boys had become the target of a domestic-terrorism probe.

Price became head of the cafeteria team, re-creating the morning that hell broke loose. The investigators have talked to the survivors, the teachers, the school authorities; they have reviewed the videotapes from four security cameras placed in the cafeteria, as well as the videos the killers made. And they have walked the school, step by step, trying to re-create 46 minutes that left behind 15 dead bodies and a thousand questions.

Battan is very clear about her responsibilities. "I work for the victims. When they don't have any more questions, then I feel I've done my job."

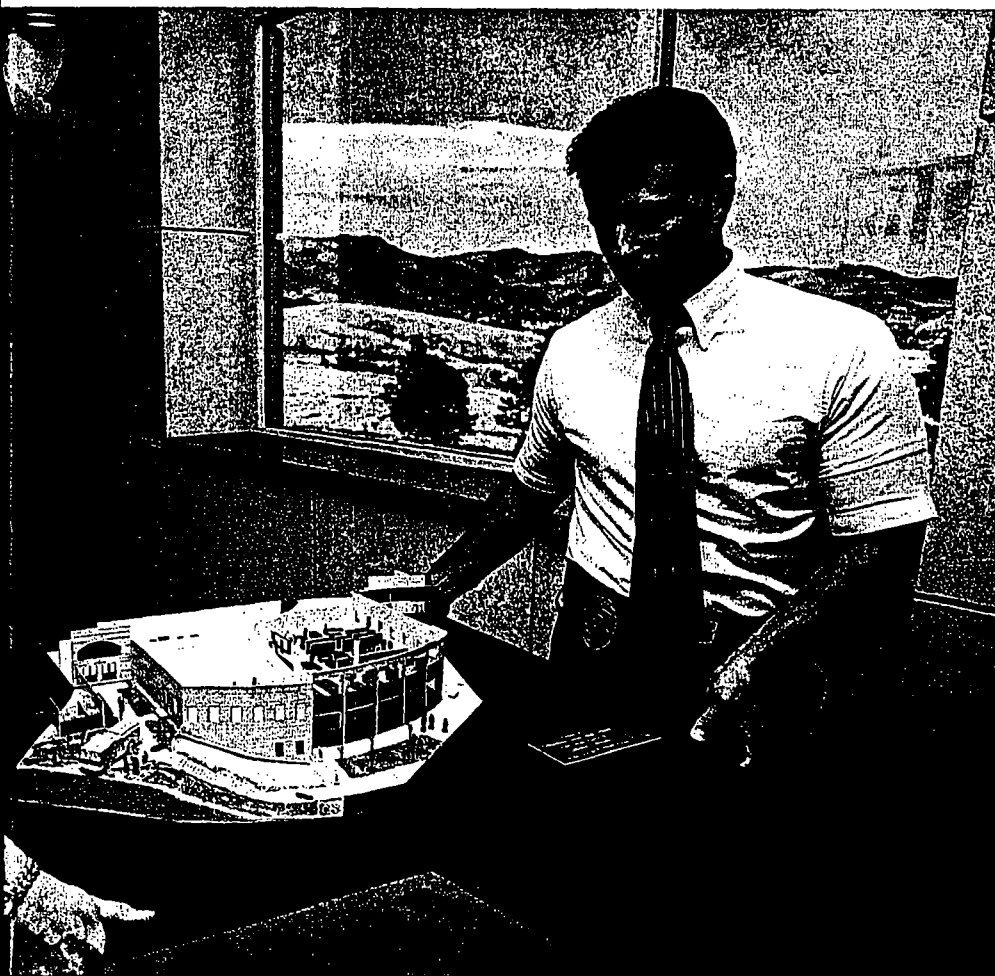
It quickly became obvious to the investigators that the assault did not go as the killers had planned. They had wanted to bomb first, then shoot. So they planted three sets of bombs: one set a few miles away, timed to go off first and lure police away from the school; a second set in the cafeteria, to flush terrified students out into the parking lot, where Harris and Klebold would be waiting with their guns to mow them down; and then a third set in their cars, timed to go off once the ambulances and rescue workers descended, to kill them as well. What actually happened instead was mainly an improvisation.

Just before 11 a.m. they hauled two duffel bags containing propane-tank bombs into the cafeteria. Then they returned to their cars, strapped on their weapons and ammunition, pulled on their black trench coats and settled in to wait.

Judgment Day, as they called it, was to begin at 11:17 a.m. But the bombs didn't go off. After two minutes, they walked toward the school and opened fire, shooting randomly and killing the first two of their 13 victims. And then they headed into the building.

Deputy Gardner was eating his lunch in his patrol car when a janitor called on the radio, saying a girl was down in the parking lot. Gardner drove toward her, heard gunshots and dived behind a Chevy Blazer, trading shots with Harris. "I've got to kill this kid," he kept telling himself. But he was terrified of shooting someone else by accident—and his training instructions directed that he concentrate on guarding the perimeter, so no one could escape.

Patti Nielson, a teacher, had seen Harris and Klebold coming and ran a few steps ahead of them into the library. One kid was doing his math homework on a calculator; another was filling out a college application; another was reading an article in *PEOPLE* about Brooke Shields' breakup with Andre Agassi. "Get down!" Nielson screamed. She dialed 911 and dropped the phone when the two gunmen came in. And so the police have a tape of everything that happened next.





I'm sorry. Like Shakespeare says

The 911 dispatcher listening on the open phone line could hear Harris and Klebold laughing as their victims screamed. When Harris found Cassie Bernall, he leaned down. "Peekaboo," he said, and killed her. His shotgun kicked, stunning him and breaking his nose. Blood streamed down his face as he turned to see Brea Pasquale sitting on the floor because she couldn't fit under a table. "Do you want to die today?" he asked her. "No," she quivered. Just then Klebold called to him, which spared her life.

Why hadn't anyone stopped them yet? It was now 11:29; because of the open line, the 911 dispatcher knew for certain—for seven long minutes—that the gunmen were there in the library and were shooting fellow students. At that early stage, though, only about a dozen cops had arrived on the scene, and none of them had protective gear or heavy weapons. They could have charged in with their handguns, but their training, and orders from their commanders, told them to "secure the perimeter" so the shooters couldn't escape and couldn't pursue the students who had fled. And by the time the trained SWAT units were pulling in, the killers were on the move again.

Leaving the library, Harris and Klebold walked down a flight of stairs to the cafeteria. It was empty, except for 450 book bags and the four students who hid beneath tables. All the killing and the yelling upstairs had made the shooters thirsty. Surveillance cameras recorded them as they drank from cups that fleeing kids had left on tables. Then they went back to work. They were frustrated that the bombs they had left, inside and outside, had not exploded, and they watched out the windows as the police and ambulances and SWAT teams descended on the school.

MOST PEOPLE WATCHING THE LIVE TELEVISION coverage that day saw them too, the nearly 800 police officers who would eventually mass outside the high school. The TV audience saw SWAT-team members who stood for hours outside, while, as far as everyone knew at the time, the gunmen were holding kids hostage inside. For the parents whose children were still trapped, there was no excuse for the wait. "When 500 officers go to a battle zone and not one comes away with a scratch, then something's wrong," charges Dale Todd, whose son Evan was wounded inside the school. "I expected dead officers, crippled

officers, disfigured officers—not just children and teachers."

This criticism is "like a punch in the gut," says sheriff's captain Terry Manwaring, who was the SWAT commander that day. "We were prepared to die for those kids."

So why the delay in attacking the gunmen? Chaos played a big part. From the moment of the first report of gunshots at Columbine, SWAT-team members raced in from every direction, some without their equipment, some in jeans and T-shirts, just trying to get there quickly. They had only two Plexiglas ballistic shields among them. As Manwaring dressed in his bulletproof gear, he says, he asked several kids to draw on notebook paper whatever they could remember of the layout of the sprawling, 250,000-sq.-ft. school. But the kids were so upset that they were not even sure which way was north.

Through most of the 46 minutes that Harris and Klebold were shooting up the school, police say they couldn't tell where the gunmen were, or how many of them there were. Students and teachers trapped in various parts of the school were flooding

911 dispatchers with calls reporting that the shooters were, simultaneously, inside the cafeteria, the library and the front office. They might have simply followed the sounds of gunfire—except, police say, fire alarms were ringing so loudly that they couldn't hear a gunshot 20 feet away.

So the officers treated the problem as a hostage situation, moving into the school through entrances far from the one where Harris and Klebold entered. The units painstakingly searched each hallway and closet and classroom and crawl space for gunmen, bombs and booby traps. "Every time we came around a corner," says Sergeant Allen Simmons, who led the first four SWAT officers inside, "we didn't know what was waiting for us." They created safe corridors to evacuate the students they found hiding in classrooms. And they moved very slowly and cautiously.

Evan Todd, 16, tells a different story. Wounded in the library, he waited until the killers moved on, and then he fled outside to safety. Evan, who is familiar with guns, says he immediately briefed a dozen police officers. "I described it all to them—the

THE PRINCIPAL

COULD HE HAVE DONE MORE?

THE NIGHT AFTER PRINCIPAL FRANK DeAngelis lost part of his school to Eric Harris and Dylan Klebold, he got no sleep. In such bleak hours, a man takes account, and DeAngelis wasn't sure he liked the results. "I feel so guilty," he told Jon DeStefano not long after morning came. "I failed myself and my community." Besides being a close friend, DeStefano is president of the school board. Now DeAngelis asked him: "How can you ever trust me with your students again?"

Since that night, DeAngelis has had to grope around in a darkness most of us will never know. The entire nation has wondered why Harris and Klebold did what they did, but imagine wondering whether you could have stopped it. The uncertainties of Columbine will be with DeAngelis forever.

Remarkably, though, those doubts haven't broken him. In a four-hour interview with *TIME*, DeAngelis said he had shaken off much of the guilt he felt that awful morning. Before he was prin-

cipal, DeAngelis spent 14 years coaching football and baseball, and these days he seems like a coach again, ready for battle. "People are telling me I should have known. I'm telling you, it's inaccurate," he says. "This harassment by athletes on Eric and Dylan that has been printed time and time again—I never received a call indicating that these people were harassing them. At no time did Eric or Dylan walk into my office and say, 'Mr. DeAngelis, I'm concerned.'"

Like many principals, DeAngelis makes his school his life, a life of after-hours student baseball games and debate tournaments and art shows. These days at least, DeAngelis isn't falsely modest about this commitment. "People are saying I was out of touch with this school. I put in hours and hours and hours at extracurricular activities. I was at the play last year when Dylan was lighting specialist... Ask my wife how many hours I'm gone."

DeAngelis admits that harassment could have occurred without his know-

Good wombs hath borne bad sons.

—ERIC HARRIS

guns they were using, the ammo. I told them they could save lives [of the wounded still in the library if they moved in right away]. They told me to calm down and take my frustrations elsewhere."

At about noon Harris and Klebold returned to the library. All but two wounded kids and four teachers had managed to get out while they were gone. The gunmen fired a few more rounds out the window at cops and medics below. Then Klebold placed one final Molotov cocktail, made from a Frappuccino bottle, on a table. As it sizzled and smoked, Harris shot himself, falling to the floor. When Klebold fired seconds later, his Boston Bruins cap landed on Harris' leg. They were dead by 12:05 p.m., when the sprinkler turned on, extinguishing what was supposed to be their last bomb.

But the police didn't know any of this. They were still searching, slowly, along corridors and in classrooms. They found two janitors hiding in the meat freezer.

Students and teachers had barricaded themselves and refused to open doors, worried that the shooters might be posing as cops.

Upstairs in a science classroom, student Kevin Starkey called 911. Teacher Dave Sanders had been shot running in the upstairs hallway, trying to warn people; he was bleeding badly and needed help fast. But by this time the 911 lines were so flooded with calls that the phone company started disconnecting people—including Starkey. Finally the 911 dispatcher used his personal cell phone and kept a line open to the classroom so he could help guide police there.

Listening to another dispatcher in his earpiece, Sergeant Barry Williams, who was leading a second SWAT team inside, tried to track Sanders down—but he says no one could tell him where the science rooms were. Still, he and his team searched on, looking for a rag that kids said they had tied on the doorknob as a signal.

The team finally found Sanders in a room with 50 or 60 kids. A paramedic went to work, trying to

stop the bleeding and get him out to an ambulance. But it had all taken too long. Though Harris and Klebold had killed themselves three hours earlier, the SWAT team hadn't reached Sanders until close to 3 p.m.

Sanders' daughter Angela often talks to the students who tried to save her dad. "How many of those kids could have lived if they had moved more quickly?" she asks. "This is what I do every day. I sit and ponder, 'What if?'"

The SWAT team members wonder too. By the time they got to the library, they found that the assault on the school was all over. Scattered around the library was "a sea of bombs" that had not exploded. Trying not to kick anything, the SWAT team members looked for survivors. And then they found the killers, already dead. "We'll never know why they stopped when they did," says Battan.

Given how long the cops took and how much ammunition the killers had, the death toll could have been far worse. But some parents still think it didn't need to have been as high as it was. They pressed Colorado Governor Bill Owens, who has appointed a commission to review Columbine and possibly update SWAT tactics for assailants who are moving and shooting. "There may be times when you just walk through until you find the killers," Owens says. "This is the first time this has happened." The local lawmen "didn't know what they were dealing with."

THE PARENTS

BEFORE THE SWAT TEAMS EVER FOUND the gunmen's bodies, investigators had already left to search the boys' homes: the kids who had managed to flee had told them whom they should be hunting.

When they knocked on each family's door, it was Mr. Harris and Mr. Klebold who answered. By then, news of the assault at Columbine was playing out live on TV. Mr. Harris' first reflex was to call his wife and tell her to come home. And he called his lawyer.

The Klebolds had not been told that their son was definitely involved. They knew his car had been found in the parking lot. They knew witnesses had identified him as a gunman. They knew he was friends with Harris. And they knew he still had not come home, though it was getting late. Mr. Klebold said they had to face the facts. But neither he nor his wife was



HEALING Once torn by guilt, DeAngelis looks ahead

ing, without anyone complaining. Kids as troubled as Harris and Klebold aren't likely to stop making bombs one day and decide what they really should do is talk to an ex-jock principal about what's bugging them. And an alienated teen probably wouldn't expose his interior life during a well-attended extracurricular event. But DeAngelis says the official police report on Columbine, set for release in January, will show that the school wasn't a brutish place where cool kids humiliated outcasts every day.

That report may be gratifying, but the search for answers can leave you feeling empty. What progress DeAngelis has made in his search owes something to the support he has enjoyed in Littleton. The day after the massacre, he went to address students and parents at a local church. He felt uncertain, but when his name was announced, the place erupted in a spontaneous ovation. As he had in the past, DeAngelis told the students he loved them.

But DeAngelis remains frustrated. Sometimes he thinks about the final conversation he had with Dave Sanders, the teacher killed April 20. Both men had been coaches. They had been to each other's wedding, had kids around the same age. On April 19 they sat together at a baseball game, and their how-are-you chat turned more contemplative: the long hours they spent, the many challenges of working with teenagers—"Is all the time worth it?" they wondered. They both said yes then. And DeAngelis says yes now.

—By John Cloud and Andrew Goldstein/Littleton



I'm going to kill you all. You've

ready to accept the ugly truth, and they couldn't believe it was happening. "This is real," Mr. Klebold kept saying, as if he had to convince himself. "He's involved."

Within 10 days, the Klebolds sat down with investigators and began to answer their questions. It would be months before the same interviews would take place with the Harrises, who were seeking immunity from prosecution. District Attorney David Thomas says he has not ruled out charges. But at this point, he lacks sufficient evidence of any wrongdoing. And he is not sure whether charging the parents would do any good. "Could I really do anything to punish them anymore?"

Sheriff Stone questioned the Harrises himself. "You want to go after them. How could they not know?" says Stone. "Then you realize they are no different from the rest of us."

Still, of all the unresolved issues about who knew what, the most serious involves Mr. Harris. Investigators have heard from former Columbine student Nathan Dykeman that Mr. Harris may once have found a pipe bomb. Nathan claims Eric Harris told him that his dad took him out and they detonated it together. Nathan is a problematic witness, partly because he accepted money from tabloids after the massacre. His story also amounts to hearsay because it is based on something Harris supposedly said. Investigators have not been able to ask Mr. Harris about it either; the Harrises' lawyer put that kind of question off limits as a condition for their sitting down with investigators at all.

As for the Klebolds, Kate Battan and her sergeant, Randy West, were convinced after their interviews that the parents were fooled liked everyone else. "They were not absentee parents. They're normal people who seem to care for their children and were involved in their life," says Battan. They too have suffered a terrible loss, both of a child and of their trust in their instincts. On what would have been Klebold's 18th birthday recently, Susan Klebold baked him a cake. "They don't have victims' advocates to help them through this," Battan says. They do,

however, have a band of devoted friends, and see one or more of them almost every day. In private, the Klebolds try to recall every interaction they had with the son they now realize they never knew: the talks, the car rides, the times they grounded him for something minor. "She wants to know all of it," a friend says of Mrs. Klebold.

Many of the victims' parents wish they could talk to the Klebolds and Harrises, parent to parent. Donna Taylor is caring for her son Mark, 16, who took six 9-mm rounds and spent 39 days in the hospital. She has tried to make contact. "We just want to know," she explains. "From Day One, I wanted to meet and

spend any more time with them," he says. "I wish they were out of town so I didn't have to look at them and bond more."

OVER THE MONTHS, THE POLICE HAVE KEPT the school apprised of the progress of their investigation: principal Frank DeAngelis has not seen the videotapes, but the evidence that the boys were motivated by many things has prompted some at the school to quietly claim vindication. The charge was that Columbine's social climate was somehow so rancid, the abuse by the school's athletes so relentless, that it drove these boys to murder. The police investigation provides the school with its best defense. "There is nowhere in any of the sher-

iff's or school's investigation of what happened that shows this was caused by jock culture," says county school spokesman Rick Kaufman. "Both Harris and Klebold dished out as much ribbing as they received. They wanted to become cult heroes. They wanted to make a statement."

That's an overstatement, and it begs the question of why the boys wanted to make such an obscene statement. But many students and faculty were horrified by the way their school was portrayed after the massacre and have tried for the past eight months to correct the record. "I have

asked students on occasion," says DeAngelis, "The things you've read in the paper—is that happening? Am I just naive? And they've said, 'Mr. DeAngelis, we don't see it.'"

Maybe they saw the kids who flicked the ketchup packets or tossed the bottles at the trench-coat kids in the cafeteria. But things never got out of hand, they say. Evan Todd, the 255-lb. defensive lineman who was wounded in the library, describes the climate this way: "Columbine is a clean good place except for those rejects," Todd says of Klebold and Harris and their friends. "Most kids didn't want them there. They were into witchcraft. They were into voodoo dolls. Sure, we teased them. But what do you expect with kids who come to school with weird hairdos and horns on their hats? It's not just jocks; the whole school's disgusted with them. They're



THIRTEEN CROSSES A memorial last month for victim Cassie Bernall

talk with them. I mean, maybe they did watch their boys, and we're not hearing their story."

Throughout the videotapes, it seems as though the only people about whom the killers felt remorse were their parents. "It f—ing sucks to do this to them," Harris says of his parents. "They're going to be put through hell once we do this." And then he speaks directly to them. "There's nothing you guys could've done to prevent this," he says.

Klebold tells his mom and dad they have been "great parents" who taught him "self-awareness, self-reliance ... I always appreciated that." He adds, "I'm sorry I have so much rage."

At one point Harris gets very quiet. His parents have probably noticed that he's become distant, withdrawn lately—but it's been for their own good. "I don't want to

been giving us s_____ for years.

—DYLAN KLEBOLD

bunch of homos, grabbing each other's private parts. If you want to get rid of someone, usually you tease 'em. So the whole school would call them homos, and when they did something sick, we'd tell them, 'You're sick and that's wrong.'"

Others agree that the whole social-cruelty angle was overblown—just like the notion that the Trench Coat Mafia was some kind of gang, which it never was. Steven Meier, an English teacher and adviser to the school newspaper, says, "I think these kids wanted to do something that they could be famous for. Other people tend to wait until they graduate and try to make their mark in the working world and try to be famous in a positive way. I think these kids had a dismal view of life and of their own mortality. To just focus on the bullying aspect is just to focus on one small piece of the entire picture." Meier points out that Harris' brother, from all accounts, is a great kid. "Why would a family have one good son and one bad son?" asks Meier. "Why is it that some people turn out to be rotten?"

THE KILLERS MADE THEIR last videotape on the morning of the massacre. This is the only tape the Klebolds have seen; the Harrises have seen none of them. First Harris holds the camera while Klebold speaks. As the camera zooms in tight, Klebold is wearing a Boston Red Sox cap, turned backward. "It's a half-hour before our Judgment Day," Klebold says into the camera. He wants to tell his parents goodbye. "I didn't like life very much," he says. "Just know I'm going to a better place than here," he says.

He takes the camera from Harris, who begins his quick goodbye. "I know my mom and dad will be in shock and disbelief," he says. "I can't help it."

Klebold interrupts. "It's what we had to do," he says.

Then they list some favorite CDs and other belongings that they want to will to certain friends. Klebold snaps his fingers for Harris to hurry up. Time's running out.

"That's it," concludes Harris, very succinctly. "Sorry. Goodbye." —*With reporting by Andrew Goldstein, Maureen Harrington and Richard Woodbury/Littleton*

VIEWPOINT ■ James Garbarino

SOME KIDS ARE ORCHIDS

MOST OF US THINK WE KNOW THE KIND OF KID WHO BECOMES A KILLER, AND most of the time we're right. Boys commit about 85% of all youth homicides, and in those cases about 90% conform to a pattern in which the line from bad parenting and bad environment to murder is usually clear. Through my work, I see these boys and young men in the courtroom and in prison with depressing regularity. Their lives start with abuse, neglect and emotional deprivation at home. Add the effects of racism, poverty, the drug and gang cultures, and it is not surprising that in a violent society like ours, damaged children become deadly teens.

But what about the other 10% of kids who kill: the boys who have loving parents and are not poor? What about boys like Dylan Klebold or Eric Harris, or Kip Kinkel of Springfield, Ore., who killed his parents and two schoolmates in 1998? Are their parents to blame when these kids become killers? I have learned as a researcher and an expert witness in youth homicide cases that the answer is usually no.

Most children are like dandelions; they thrive if given half a chance. Some are more like orchids. They do fine while young enough to be nurtured by loving parents, but wilt as adolescents subjected to peer competition, bullying and rejection, particularly in big high schools. Research shows that while only 10% of children who are born temperamentally "easy" have adjustment problems in elementary school, 70% of those who are "difficult" temperamentally have such problems. And while most fragile children do fine in early childhood, 50% have significant difficulties once they enter adolescence. Then children respond to the influence of peers and the larger culture in the neighborhood and the nation. The U.S. youth homicide rate is about 10 times higher than in Canada.

The "normal" culture of adolescence today contains elements that are so nasty that it becomes hard for parents (and professionals) to distinguish between what in a

teenager's talk, dress and taste in music, films and video games indicates psychological trouble and what is simply a sign of the times. Most kids who subscribe to the trench-coated Goth lifestyle, or have multiple body piercings, or listen to Marilyn Manson, or play the video game Doom are normal kids caught in a toxic culture.

Intelligent kids with good social skills can be quite skillful at hiding who they really are from their parents. They may do this to avoid punishment, to escape being identified as "crazy," or to protect the parents they love from being disappointed or worried. In the wake of his shooting rampage, Kip Kinkel reported that he had been hearing voices but didn't tell anyone. Klebold successfully hid his inner turmoil from his loving parents. Anyway, how many parents are capable of thinking the worst of their son—for example, that he harbors murderous fantasies, or that he could go so far as acting them out? Even if parents know their child as an individual, they may not understand what he is capable of when in the company of another boy. Though it appears from public accounts that Harris was more prone to violence than Klebold, neither kid was likely to go on this rampage alone.

I think many of us are too ready to blame good parents for how their children cope with a violent and coarse society. Even loving, attentive parents can lose children who are temperamentally vulnerable—if they develop a secret life, get caught up in the dark side of the culture and form dangerous peer alliances. And that's scary for any parent to acknowledge.

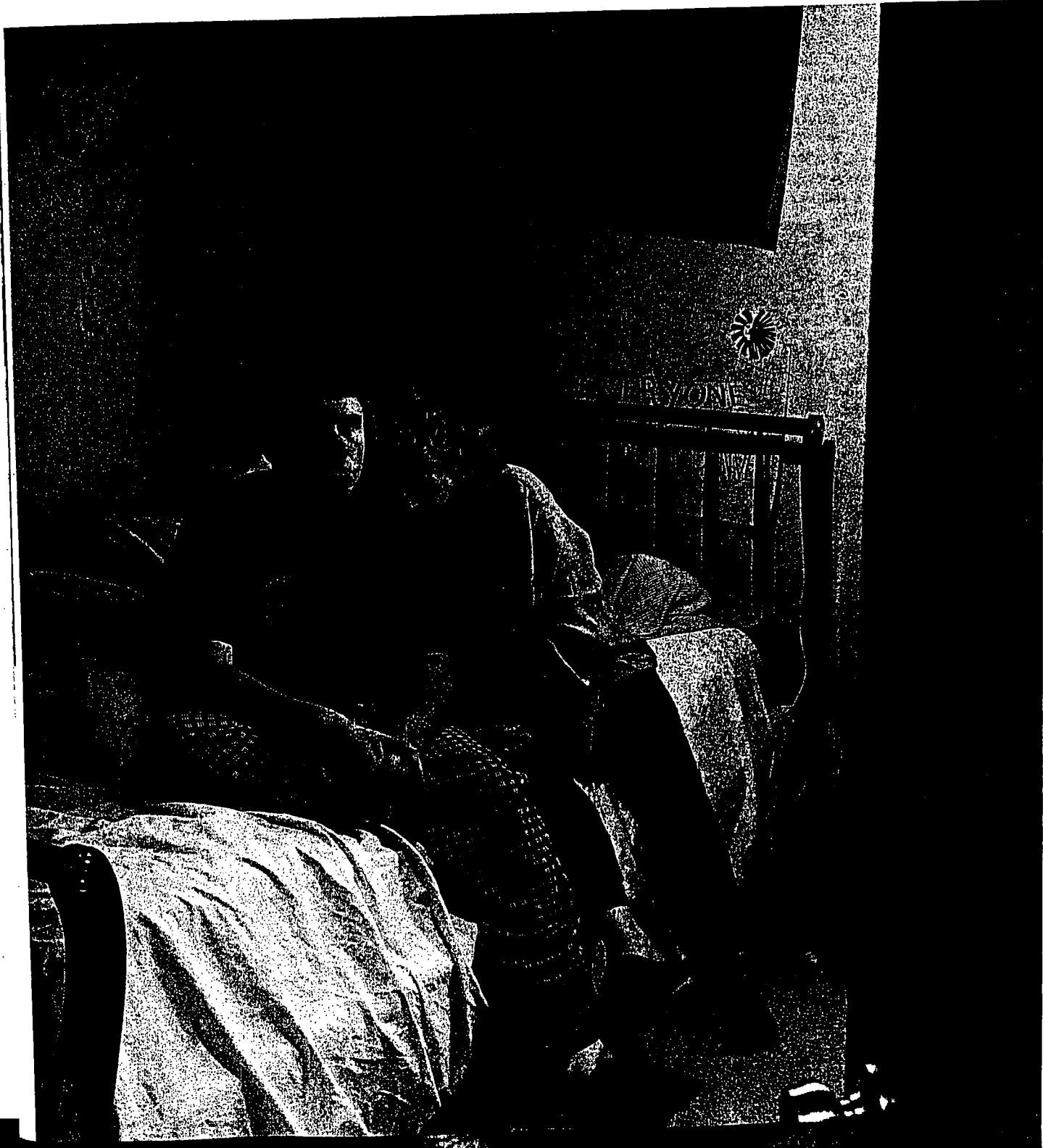
Garbarino is professor of human development at Cornell University and is author of Lost Boys: Why Our Sons Turn Violent and How We Can Save Them



DON'T BLAME THE PARENTS
Preschooler Dylan Klebold with mom Susan; Air Force Major Wayne Harris, father of Eric

THE COLUMBINE TAPES

THE VICTIMS:



NEVER AGAIN

Although often overcome by tears, many Columbine victims' families are determined not to be overwhelmed by rage

By ANDREW GOLDSTEIN LITTLETON

FOR SOME OF THE FAMILIES OF THE dead children of Columbine, the very idea of "closure" is an insult and a hoax. There can never be closure for them. "To say that we want to move on and put this behind us, that's not true," says Brian Rohrbough, whose son Daniel was among the first to die. There is still too much pain and too many questions, and even if the answers come, their children will never come back, and nothing will be the same again.

And so, he is still burning. His rage starts with the killers. Rohrbough is the one who took down the two crosses meant to commemorate the shooters alongside the victims. But he has other culprits in his sights. "For 20 minutes the Jefferson sheriff knew absolutely where Klebold and

Harris were in the building," he says. "For 20 minutes they listened to them murdering children, and they did absolutely nothing." As for the school, he charges, "jocks could get away with anything. If they wanted to punch a kid in the mouth and walk away, they could. Had I known this, my son wouldn't have been there. They did nothing to protect students from each other."

At a glance it would be easy to conclude that the Columbine community is still shattered in pieces—angry, frightened, heartbroken. On the six-month anniversary of the shooting in October, a Columbine senior threatened to "finish the job" started by Eric Harris and Dylan Klebold, and hundreds of panicked parents kept their kids home from school. Some fired off angry letters saying that when it comes to the safety of their kids, the school is still "in denial." Two days later, Carla Hochhalter, the



UNFORGIVING Al Velasquez refuses to let the killers be commemorated alongside his son

A MOM'S LOVE: Mark Taylor's bedroom is filled with good wishes, but he's often ill at ease

THE COLUMBINE TAPES

RICHARD CASTALDO

After seven operations and four months in the hospital, Richard still doesn't have the finger coordination to master the saxophone, his true love. Yet he's back playing with the school band, now on percussion. "There's nothing to be angry at now," he says. "But I do want to get better"

ADAM KECHTER

His older brother Matt used to play lineman for the football team. When Matt died, the team adopted Adam, 13. Two weeks ago, Columbine won the state football championship. Afterward the team presented Adam with the trophy



mother of Anne Marie, who was paralyzed in the April 20 shootings, walked into the Alpha Pawn Shop, asked to see a gun and shot herself. Michael Shoels, whose son Isaih was murdered, appeared at a rally with Al Sharpton, ranting against the killers' parents and the police. "I'm as angry as the day it happened," says Shoels. And 18 families filed notices of intent to sue the school district, the sheriff's office or both.

But beneath all the public outrage, there are signs that most of the victims of Columbine have been quietly piecing their lives back together. The victims' families have written thousands of thank-you notes, have created scholarships in the names of their children, and are trying to raise money to build a new library. Students and teachers have managed to have a relatively normal school year, and many are using April 20 as inspiration to rethink the way they treat their peers. All say they are committed to finding ways to ensure that a tragedy like this doesn't happen again, anywhere.

Even the growing pile of potential lawsuits is not what it appears. The families insist they are less interested in blame or rec-

ompense, than simply answers. A few do need money because of mounting medical bills. Expenses for Richard Castaldo, who is paralyzed from the waist down, could top \$1 million. Mark Taylor, who has had four operations and faces a long, painful road to recovery, needed an \$1,800 therapeutic mattress, but his HMO refused to pay for it, and the family had to find other means. "If the insurance companies aren't doing their job," asks Donna Taylor, "then what are we supposed to do but sue?"

Most families filed intents to sue simply because the sheriff's office had not yet finished its report by the time Colorado's 180-day deadline to file such intents came, and the families wanted to keep their options open in case the report fails to answer the questions that have haunted them since April. Why didn't the police or the school pick up on the killers' warning signs? Why, once the carnage began, didn't the police move in faster? "We'd love to know exactly what happened," says Darcey Ruegsegger, whose daughter Kacey is recovering from a shotgun wound in the back. "Not to blame, but just to know. If there were mis-

takes made, then by learning perhaps we can prevent something like this from happening again."

On the Sunday before Thanksgiving, many of the victims' families gathered at St. Luke's Church for their monthly potluck dinner. Few of these families had even met before April 20, but the tragedy has brought them together. "They're my family now," says Don Fleming. "They have become our closest friends." They sit around, tell stories and support one another. After Carla Hochhalter killed herself, Ted Hochhalter was left to care for Anne Marie by himself. The parents of Corey DePooter, who was killed at Columbine, gave the Hochalters a freezer they had received as a gift, and they—along with other families of the dead—stocked it with food.

With the pain of the six-month anniversary behind them, the families were finding joy in taking baby steps: Kacey Ruegsegger, who was a world-class quarter-horse rider before the blast shattered her right arm and shoulder, is back in the saddle again, competing even though after bone transplant and three operations she still might never



son Daniel
at Columbine

TOM MAUSER

Shown here at a charged anti-N.R.A. rally, he knows real change in gun laws will take years

LANCE KIRKLIN

He took four shots from Klebold and one from Harris that mangled his jaw. But he hasn't given up shooting with his dad



have full use of her arm. Richard Castaldo, whose eight gunshot wounds left him a paraplegic, has spent four months in the hospital and suffered through seven operations, but now he's back at Columbine. Every day a special lift hoists Richard and his black wheelchair into the big yellow Bluebird school bus that can seat 72 passengers but is reserved just for him; Richard plans to graduate with his class in June.

Families that kept their dead children's rooms locked up since April 20 have finally begun to open the doors: Dee Fleming goes inside her daughter Kelly's room with Kelly's friends, listens to stories about her daughter and invites the girls to take home special keepsakes. The Mausers had always slept with their son Daniel's door closed, but since summer they've kept it open. Patricia Depooter takes comfort in going into her son's room, gazing at his clothes and shoes as he left them that April morning, and even taking an occasional whiff of his cologne.

It's still hard for Linda Sanders to talk about her husband Dave, the much loved teacher and coach who died while heralding kids to safety, without welling up with

tears. By the end of November, she still had not gone back to the campus. Every time she had been inside the school, she was walking with Dave or going to pick him up or watch him coach. Returning, she feared, would destroy all those positive memories. But last week was the opening game for the girls' basketball team, which Dave had coached. The girls from the team have regularly stopped by Linda's house with gifts or just to talk and keep her company. So Linda decided to support the girls on opening night. "It was definitely a big step for me," she says. "But I know I wasn't alone. I was with Dave every step of the way." The girls went out and won handily, for Linda and for coach Sanders.

The families at the potluck gathering were putting together laundry baskets for the needy. They filled 40 baskets—donated by the Denver Foundation—with clothing, food, soap and lotions, and drove them to shelters and charities. "This is a club nobody wants to join," says Bob Curnow, whose 14-year-old son Steven was killed, "but now we need to be role models, to create something positive out of all that's happened."

And they are. Patricia DePooter, whose son Corey had always wanted to be a Marine, helps the Corps collect toys and other gifts for impoverished kids. Linda Sanders, who says all the support from across the nation "has restored my faith in humanity," has written 1,700 thank-you cards, but she's worried she's missed some people. Next fall the Mausers plan to adopt a baby girl from China.

And together, many of the victims' families have formed the HOPE (Healing of People Everywhere) library fund. Last week the families announced HOPE's campaign to raise at least \$3.1 million to build a new library adjacent to the school and to tear away the floor of the existing library to create a stunning two-story atrium with a view of the Rockies. "The library is a kind of sanctuary. It was the heart and soul of the school," says Don Fleming. "How could you go in and concentrate, knowing that 10 kids were murdered there?"

In early November, several of the victims' families came together under different circumstances to testify at the sentencing hearing of Mark Manes, the 22-year-old ac-

quaintance of Klebold's and Harris' who bought Dylan's semiautomatic Tec-9. With their suicide pact, Harris and Klebold had cheated their victims of a day in court, so this hearing might be the only chance for the families to describe in a court of law what they've been through. Representatives from nine families spoke, and the stories of suffering were so wrenching that several people had to leave the courtroom and a clerk had to get three extra boxes of tissues. When Manes was finally escorted out of the courtroom in handcuffs, sentenced to six years in prison, the families clapped. It wasn't much, but it was the first sense of justice they had got since April.

At the hearing, Tom Mauser was the only speaker who did not focus on the loss of his son. Instead, Mauser

talked about guns. "I want you to consider," he told the courtroom, "that we lose an average of 13 young lives every day to gunshots. Every day. Every day."

Two weeks before the shootings, Daniel Mauser came home from school and asked his parents if they knew about the loopholes in the Brady Bill. Looking back, says Mauser, "that was a sign." His fight against gun violence is his way of honoring Daniel's memory. Mauser protested the N.R.A. convention held in Denver two weeks after the shootings; he picketed the offices of Colorado's U.S. Senators Wayne Allard and Ben Nighthorse Campbell after they voted to keep background checks at gun shows voluntary; and he's joined the Bell Campaign, a group that lobbies against gun violence. "There's something wrong with a country when a kid can get a gun so easily and

shoot that gun into the face of another kid, like my child," says Mauser. "Unfortunately it looks like it's going to take a lot more of these tragedies for real change to occur."

Students at Columbine don't want to wait that long. Eleven of them—their backgrounds as diverse as can be hoped for in this mostly white, Abercrombie and Fitch community—spend an hour one morning sitting around the conference table in the front office. They're brainstorming about what they've learned from their tragedy, and what they plan to do so that it never happens again. "I don't tease my friends as much as I used to," says freshman Kent Van Zant. "I try to be a lot nicer now to everybody."

Senior Joel Kuhns, who was in Harris' video class last year, says that this year, "a lot of seniors have been more open to people, even to underclassmen. This is the class

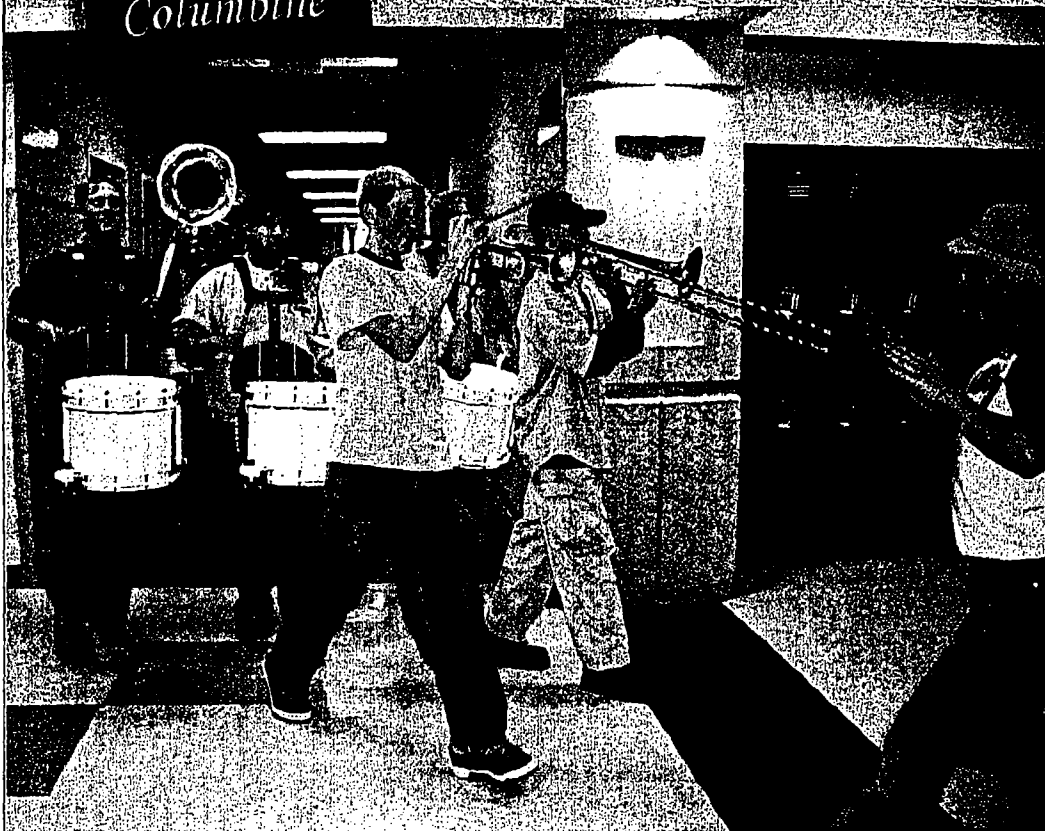
We Are Still



Columbine

COLUMBINE, IN THEIR EYES

Our images of Columbine have all come from outsiders. Here's how its own yearbook photographers see the school.



DIFFERENT SOUNDS Seven months after the shootings, students fled through the hallways, marching band, left, fills the hallway with sound to celebrate the football season. Above, juniors Josh and Lindsey prepare to enter the school on the first day.

“I came home from school. I will be able to pass that test. I will be a

that they're going to look at to see what happened afterward. I just think that's a huge responsibility for us, and we're doing a pretty good job of it." Adds Lindsey White, who serves in the senior senate: "There are still cliques. You're going to get that no matter what. But more people are willing to talk to other people they don't usually talk to."

All summer, principal Frank DeAngelis has been listening. He spent July and August serving on two school-safety task forces, reviewing everything from metal detectors to dress codes to having four or five armed officers patrol school grounds. "I'm not sure if that's the answer," says

DeAngelis. "I think where money needs to be spent is educating our students about tolerance, about respecting one another, about communication." While Columbine High School did add an additional campus supervisor this year, along with 16 security cameras and a keyless entry system, DeAngelis is most proud of Columbine's efforts at prevention: the Links program that pairs upperclassmen with incoming freshmen; the emphasis on "zero tolerance" of threats and harassment; the hiring by the school district of Jackson Katz, a consultant who speaks to coaches and athletes about using their status to be role models, and the peer-

counselor program, in which senior leaders can help identify students in need of support. At Columbine's opening-day rally in August, DeAngelis urged all students "who don't feel part of the Columbine family" to come to his office and let him know why.

In September a Columbine student expressed to victim parent Bob Curnow what many of her peers were feeling. "I just want everything to get back to normal," she said. Curnow told her: "I understand what you're feeling. But you need to know that normal, before April 20, will never occur to you again. You need to redefine what normal is with this event as part of your life." And so it is with everyone in this community, and maybe in the nation too. We suffer through tragedies, we grieve, and we try to learn.

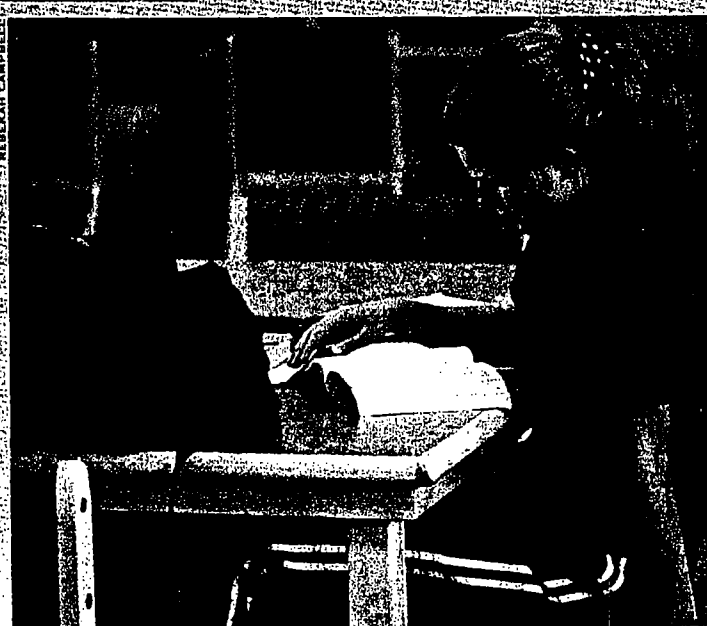
—With reporting by Maureen Harrington and Richard Woodbury/Littleton



IT'S NOT ALL TEARS Left, cheerleaders dance at a football pep rally. Above, seniors Ara and Jesse goof off in chemistry class



RECLAIMING THEIR SPACES Above, students fill the redesigned cafeteria, where bombs went off in April. Right, a senior studies in the temporary library attached to the school. Many students won't even go there



to keep daydreaming. I will be able to graduate, and I am still alive."

—COURTNEY SHAKOWSKI, writer for Columbine yearbook

THE EVANGELISTS

AN ACT OF GOD?

The family of Rachel Scott believes she died at Columbine to spark a spiritual revival among youth

By S.C. GWYNNE LITTLE ROCK

DARRELL SCOTT IS TIRED. SINCE HIS daughter Rachel was murdered at Columbine High eight months ago, Darrell, 50, has left his job as a sales manager for a food company, and now lives on the road, speaking at churches, stadiums and high school gyms from Dallas to Bismarck. He takes Dramamine for motion sickness and eats in Cracker Barrel restaurants. It might seem like a dreary existence, reliving your daughter's death over and over. But while others in Littleton still seethe with anger, Darrell and his family have found deliverance from despair. To them Rachel's death was a Christian martyrdom—an act of God meant to spark a spiritual revolution in young people.

This conviction has brought Darrell's family, including his ex-wife, together in a ministry they call the Columbine Redemption. The message is powerful: in London, Ky., a town of 7,000, fully 5,500 people showed up to hear Darrell speak. That was a jaw dropper, but he regularly draws crowds of more than 3,000. "God is using

REDEMPTION ON THE ROAD Darrell Scott addresses students in Lewisstown, Pa.

this tragedy to wake up not only America but also the world," Darrell told a Christian group in Little Rock in November. "God is using Rachel as a vehicle. If I believed for one second that God had forsaken my daughter or that he had gone to sleep or that he wasn't aware, I would be one of the angriest men in America."

Instead, Darrell believes Rachel's death was meant to be. He believes this because of the eerily prophetic journals Rachel kept, as well as a number of "visions" experienced by others that prove, say the Scotts, that the killings at Columbine were "a spiritual event."

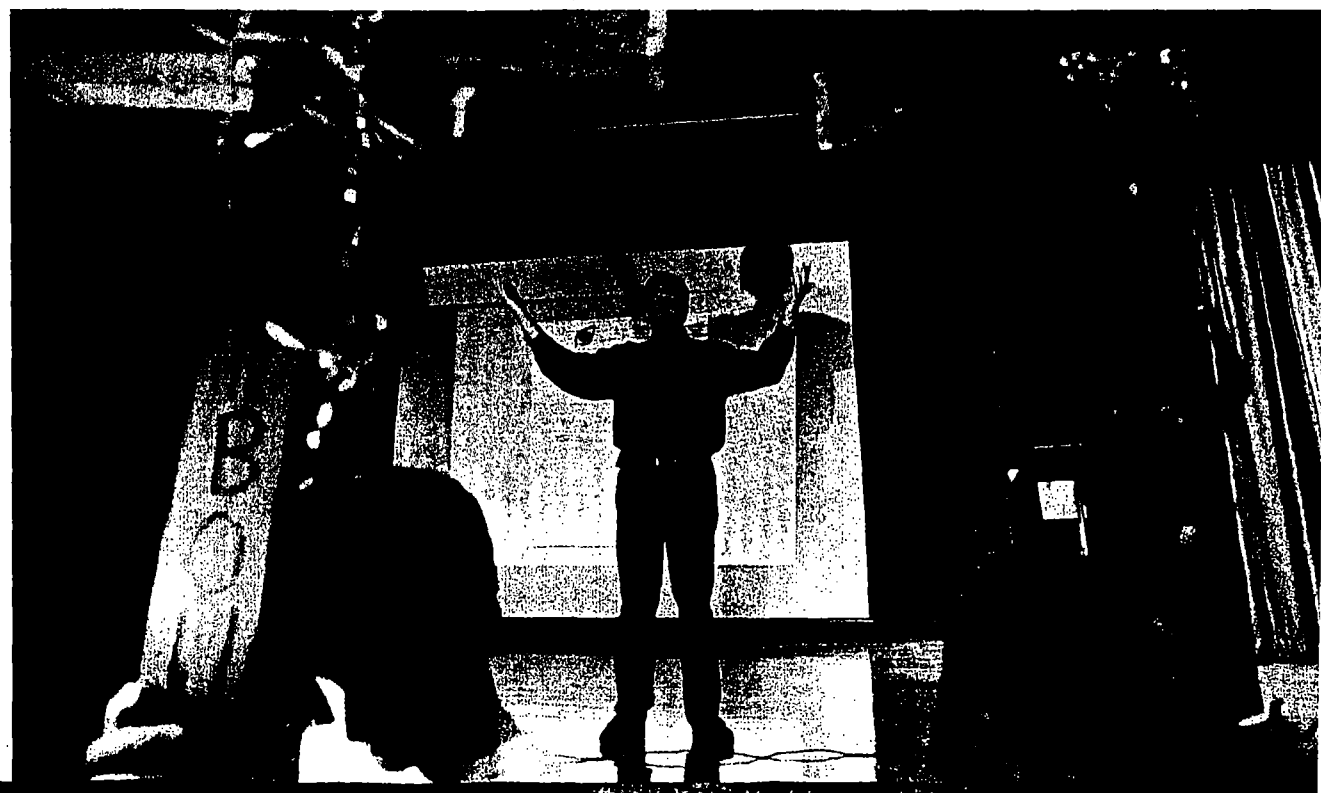
The voluminous journals, which her parents discovered only after her death, and which contain poetry, letters to God and drawings, convey Rachel's belief that she was not going to live to see adulthood, and that God was going to use her for some purpose. On May 2, 1998, she wrote, "This will be my last year, Lord. I have gotten what I can. Thank you." On another occasion she wrote, "God is going to use me to reach the young people, I don't know how, I don't know when." Her last diary entry, written 20 minutes before she died, was a drawing of a pair of eyes crying; from the eyes fell 13

drops onto a rose—images Darrell says have been described to him in an earlier phone call from a man he did not know.

Among the many stories about Rachel was one that first appeared in a local Christian newspaper, saying she had been asked if she believed in God and had answered yes before Eric Harris shot her. The account was credited to Richard Castaldo, the now paralyzed boy who was having lunch with Rachel when she died. The Scott family believes this account. But in an interview with TIME last week, Castaldo denied telling the story. Darrell, who agrees that Castaldo would be the only plausible source of such a story, says, "I'm surprised. If he said that, then either it didn't happen or he changed his story."

Darrell, former pastor of a 30-member church in Lakewood, Colo., first came to prominence with an appearance before the House Judiciary Committee in May after the Columbine killings. He declared the answer to school violence "I'm not in gun laws" but in a "simple trust in God." His message resonated strongly with Christian groups. Soon he was deluged with speaking engagements. And he invited daughters Bethanee, 24, and Dana, 22, well as his ex-wife (Rachel's mother) Beth Nimmo, to become full-time members of the Columbine Redemption. Beth and Dana speak to groups; Bethanee answers mail and runs the Littleton office. Darrell's fiancé Sandy will be joining him on the road after their Jan. 30 wedding.

In spite of their shatterproof belief that Rachel did not die in vain, the last eight months have been difficult for the Scotts.



family. Craig Scott, Rachel's 16-year-old brother, who was kneeling next to Isaiah Shoels and Matt Kechter when they were shot to death in the library, has had the hardest time. Though he has on occasion spoken to groups with Darrell, he refuses to return to Columbine High and is being schooled by a county home-tutoring program. "Some days he can't get out of bed," says his mother Beth.

It was Craig who first identified Cassie Bernall as the girl in the library who said she believed in God just before she was shot. When police later took Craig back to the library, he pointed forward, to the place where he had heard the question asked. His face turned ashen when he realized that Cassie had been sitting at a table behind him. One policeman said he thought Craig was going to vomit. The girl who actually said the words Craig heard, according to witnesses interviewed by police, was Valeen Schnurr.

Members of the Scott family say every atom of their lives has been rearranged since Columbine. "Things I did before, like shopping or going to movies or eating out, seem frivolous now," says Bethanee. Beth says, "Things don't mean much anymore. They bring no joy or comfort. It's only people now. And even my friends have changed." Darrell spends hours at Rachel's grave when he is not on the road, indulging in the tears he can't afford to shed on the podium. "The biggest thing I do for him is just listen to him cry and talk about her," says friend Wayne Worthy of Springfield, Mo., who helps with the new ministry.

Darrell is also pushing ahead with his vision of a large youth ministry based on his daughter's life and journals. He has become a prominent advocate of reinstating prayer in schools. He has stepped up his fund raising—he earns about \$1,500 for the ministry each time he speaks—and in December brought out the first issue of a magazine called *Rachel's Journal*. He wants to build a combined Columbine memorial and Christian youth center that would focus on teaching and training young people from around the country. And he wants to build a 200-ft.-high cross somewhere in the area.

The big question is whether the Columbine tragedy has spiritual legs. "We all realize that at some point the Columbine story is not going to be as strong as it was," says Pastor Billy Epperhart of Littleton, a close friend of the Scotts'. "There has to be something that is bigger than Columbine. The question is, What does it look like for Darrell's life?" Right now it just looks busy: he has speaking engagements booked through the end of the year 2000. —With reporting by Timothy Roche/Littleton

THE POLITICS

ENTER THE BIG GUNS

The feds threaten gunmakers with a huge lawsuit, and most can't afford not to talk settlement

EIGHT MONTHS AFTER COLUMBINE—AND only one day after the small Oklahoma town of Fort Gibson became the latest stage for an apple-cheeked boy to open fire on his schoolmates—the gun industry faced its biggest threat, the one that could finally force major changes in the way firearms are made and marketed.

On Tuesday, the Clinton Administration said it was preparing to file a class action on behalf of the nation's 3,191 public-housing authorities. Twenty-nine cities and counties have already filed suits against the manufacturers since October of last year,

if there's no a settlement, the feds will be asking for compensation. The public-housing authorities spend about \$1 billion a year trying to keep their 3.3 million residents safe from gun violence, according to the Department of Housing and Urban Development. The department hasn't decided how much to ask for in damages, but the number would be hefty—and added to what the 29 cities and counties are seeking in their lawsuits, the gunmakers face potential exposure running into the billions. Their pockets are not really as deep as those of the tobacco industry, which has faced a similar

siege, and many of their insurers have said they won't pay to defend the lawsuits.

The attack on the gunmakers, is patterned closely on the tobacco campaign and even involves some of the same lawyers. But the federal role is different this time. When the government finally sued the tobacco companies last September, it was more than a year after the states had concluded a far-reach-

What Governments Want Gunmakers to Do

- **BUILD SAFETY LOCKS** into guns as a component, not an optional extra
- **DEVELOP "SMART" GUNS** that only owners can fire
- **CUT OFF GUN SHOWS** by refusing to deal with distributors who sell at the shows
- **WRITE NEW CONTRACTS** with dealers that require them to sell only one gun a month per buyer
- **REFUSE TO SUPPLY** dealers who sell a disproportionate number of guns that authorities have linked to crimes
- **CHANGE ADVERTISING** so that it appeals less to criminals



NOT AGAIN:
Seth Trickey,
13, is accused
of wounding four

seeking to recover the public costs of gun violence, force the design of safer firearms, and restrict the flow of guns to illegitimate buyers. As the suits have made their way through the courts, the industry and plaintiffs have held sporadic settlement talks, to little effect. But that could change dramatically with the arrival of the feds, who will throw their weight behind the plaintiffs' demands. The plaintiffs want gunmakers to distribute only to dealers who won't sell at gun shows, to require that dealers sell only one gun a month per buyer, to cut off those who sell a disproportionate number of guns linked to crimes, and to make the industry develop "smart" guns that only their owners can use.

The feds and the plaintiffs say they're not after big money, not yet anyway. And that's one reason the gunmakers might yield:

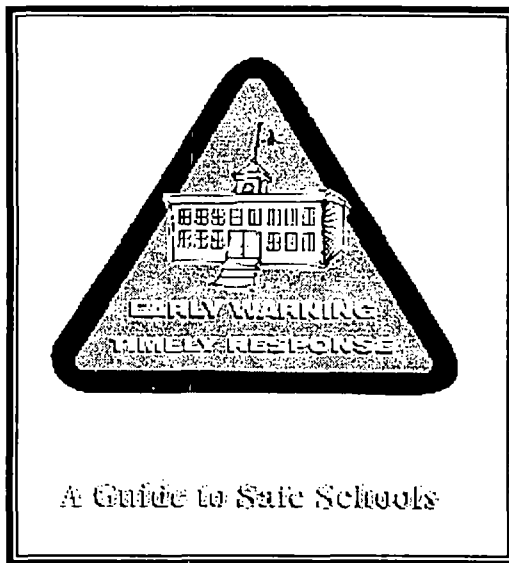
ing settlement with the industry. This time the feds are jumping in when they can make a difference, even after a year when Congress did nothing to further gun control. Some manufacturers, like Glock, said last week they would consider meeting with the Clinton Administration, while others—notably Sturm, Ruger & Co., the largest gunmaker—indicated they plan to fight it out.

In any case, the lawsuits have caused a rift between some gunmakers and the National Rifle Association, which cares more about the principles involved than the economics. Gunmakers point out that they are the ones being sued, not the N.R.A. Says Robert Delfay, head of the manufacturers' trade group: "If the day comes when we have to do something the N.R.A. doesn't approve of, we'll tell them and so be it." —By Viveca Novak/Washington

Cathy
260-0917

SAFEGUARDING YOUTH: AN ACTION GUIDE TO IMPLEMENTING

EARLY WARNING, TIMELY RESPONSE



FINAL
December 3, 1999

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CHAPTER 1:

AN ACTION GUIDE FOR SAFE SCHOOLS

Schools are safe places. Nevertheless, school shootings during the 1997-98 school year created a widespread demand to enhance school safety. At the request of the President, the Attorney General and Secretary of Education directed their Departments to prepare *Early Warning, Timely Response: A Guide to Safe Schools* ("Early Warning Guide"). The Early Warning Guide has been copied, downloaded, reprinted, and distributed to agencies, organizations, and every school across the nation. The Early Warning Guide is an example of effective collaboration within, between and among federal agencies, national associations, researchers from various disciplines, and practitioners, family members, and youth. Hundreds of individuals joined together to design, develop, review, and disseminate this research-based and practice-validated Early Warning Guide. The Early Warning Guide was so well received that the Department of Education collaborated with the Department of Justice to develop ^{this} the "Action Guide" to help schools across all grade levels implement the Early Warning Guide and improve school safety.

The purpose of this Action Guide is to help schools develop and implement a comprehensive violence prevention plan grounded in the principles of the Early Warning Guide. This Action Guide is based on evidence-based practices. Effective programs are strategic, coordinated, and comprehensive and have three characteristics in common: schoolwide prevention, early interventions, and intensive services for students with severe emotional or behavioral needs including those with disruptive, destructive, or violent behaviors.

Prevention, early intervention, and intensive services can reduce violence and other troubling behaviors in schools. Understanding what leads to violence and knowledge of evidence-based practices can help schools identify and address warning signs early, so children can get the help they need before it is too late. The most promising prevention and intervention strategies involve the entire educational community—administrators, teachers, families, students, support staff, and community agency staff—working together at every step from needs assessment to evaluation of results.

Safe schools are places where

- ❖ There is strong leadership, caring faculty, family, and community involvement—including law enforcement officials and representatives of community-based organizations—and student participation in the design of programs and policies.
- ❖ The physical environment of the school is safe and schoolwide policies are in place to promote and support responsible behaviors.
- ❖ Prevention and intervention programs are sustained, coordinated, comprehensive.
- ❖ Interventions are based on careful assessment of student needs.
- ❖ Evidence-based approaches are used.
- ❖ Staff are provided with training and support to help them implement programs and approaches.
- ❖ Interventions are monitored and evaluations conducted to ensure that the programs are meeting measurable goals and objectives.

Schools that have comprehensive violence prevention and response plans in place, and teams to design and implement those plans, report the following positive outcomes:

- improved academics
- reduced disciplinary referrals and suspensions
- improved school climate that is conducive to learning
- better staff morale
- more efficient use of human and financial resources
- enhanced safety.

Overview of the Action Guide

School violence occurs in a unique context in every school, making a one-size-fits-all approach inappropriate. This Action Guide is a how-to guide for schools to develop and implement a violence prevention and response plan. It also offers strategies for customizing the plan to address the particular strengths and needs of individual schools such as

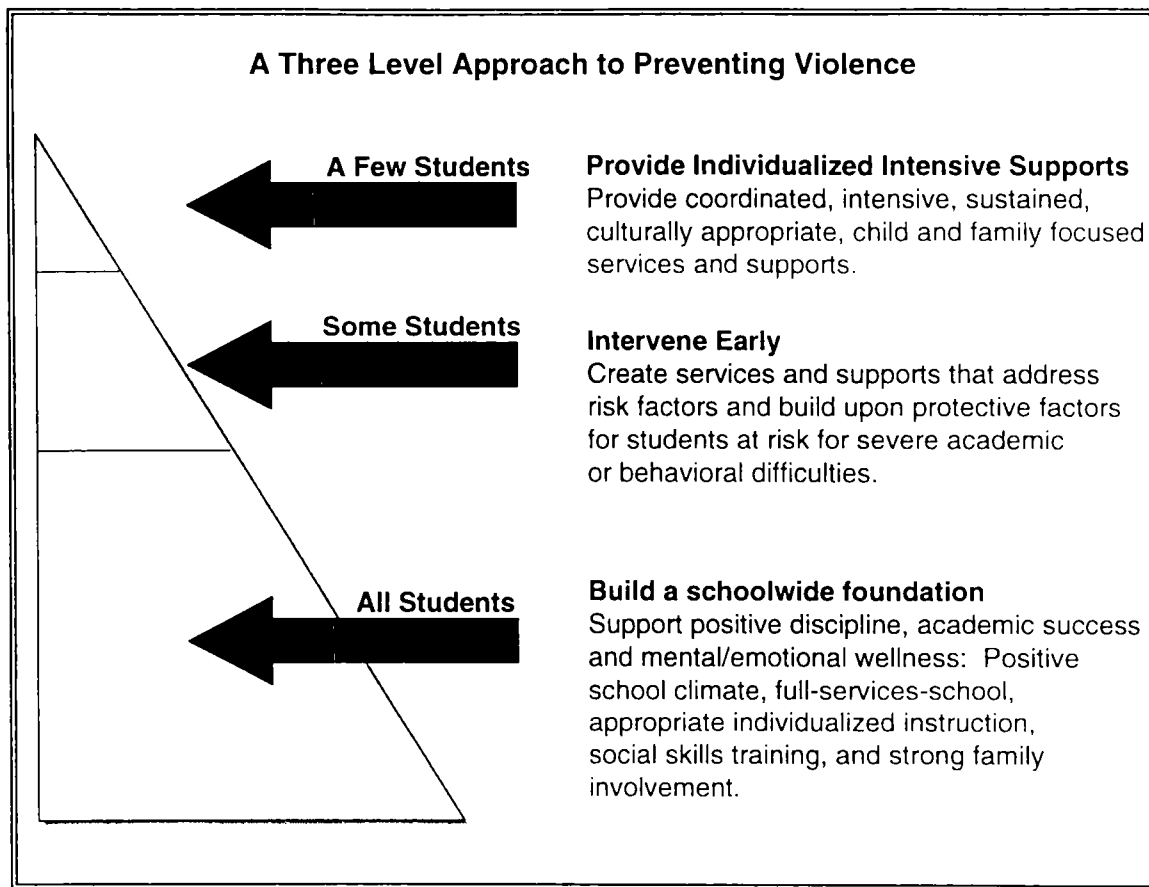
- identifying and understanding the problem of school violence and its relationship to school climate
- building a schoolwide foundation that prevents most problems from occurring
- recognizing, reporting, and using the early warning signs effectively
- developing interventions to respond to students whose behaviors are troubling.

Building a comprehensive plan takes time and requires input from students, staff, agencies, families, and other community members. This Action Guide presents strategies that schools have found useful in developing and implementing these plans. We provide examples of sound practices and programs and offer suggestions on what to look for and what to do.

No plan will ensure that a school will be immune to violence. Nevertheless, having a plan in place and implementing that plan *reduces the likelihood of violence occurring.*

A Comprehensive Three-Level Approach to Prevention

Research on safe schools demonstrates that a comprehensive three-level approach to prevention is the most efficient and cost-effective approach to reduce the risk of violence. These three levels are depicted in the triangle that follows.



Schoolwide Foundation

An effective schoolwide foundation is designed to improve the academic performance and behavior of all children. The schoolwide foundation includes:

- compassionate, caring, respectful staff who model appropriate behavior, provide a climate of emotional support, and are committed to working with all students
- developmentally appropriate programs for *all* children that teach and reinforce social and problem-solving skills
- teachers and staff trained to support positive school and classroom behavior
- engaging curricular and effective teaching practices
- child and family-focused, culturally competent approaches
- collaborative relationships with families, agencies, and community organizations.

Although these interventions alone are sufficient for most students' needs, they will not address the needs of all students. An effective foundation makes it easier to identify students who require additional interventions and increases the effectiveness of all interventions—both early and intensive. Chapter 2 describes the schoolwide foundation.

Early Intervention



Early intervention is necessary for those students who demonstrate that they are at risk of academic failure or behavior problems. These interventions, combined with an appropriate foundation, are sufficient for almost all students. Chapter 3 describes early interventions and how they can be used to respond to early warning signs.

Intensive Supports



Intensive interventions are necessary for those students whose needs cannot be fully addressed by early intervention. These interventions should always be individualized and address both the needs and strengths of a child (for example, a child with poor verbal skills but who loves to paint and has artistic potential). Intensive interventions often involve multiple, coordinated services, such as individualized special education services or interagency wraparound supports. Chapter 4 describes intensive interventions.

Safe Schools Combine All Three Levels

For a school to be safe for all children, all three levels must also be in place. A school that builds a schoolwide foundation will fail if it ignores the needs of children at risk of severe academic or behavioral problems or children who are seriously troubled or troubling. A school that only identifies troubled children and “treats” their troubling behaviors will also fail without helping to prevent other children from succumbing. A schoolwide foundation will address the needs of 60 to 95 percent of children. In most schools, early intervention services will address the needs of most of the other students, while individualized intensive interventions will be needed at some time for the remaining children.

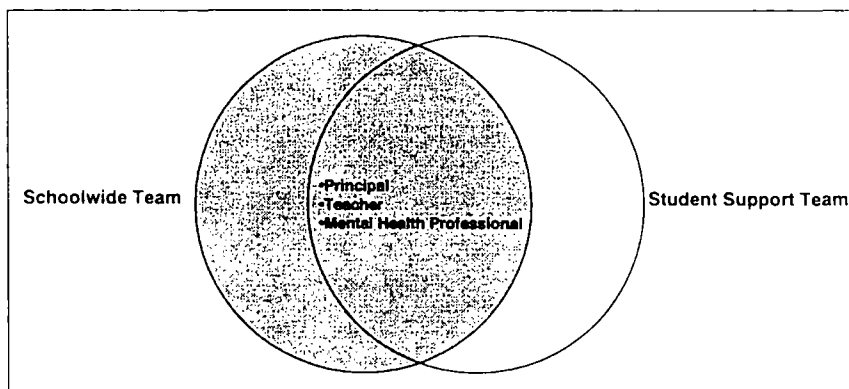
Safe Schools Employ Teams Efficiently and Effectively

Each day school personnel make important decisions about how to implement the best educational program for the entire school and how to most appropriately provide for specific students who may be experiencing difficulties. Effective schools usually form a small number of teams composed of professionals and support personnel who are charged with the responsibilities associated with these two functions. This Action Guide recommends that schools employ two such teams: one concerned with overall school performance and one that addresses individual student problems. These teams are integral to creating and implementing a comprehensive plan for safe and effective schools. It is also recommended that a minimum of three people—the principal, a teacher, and a mental health specialist—serve on both teams. For the purpose of this Action Guide, the first team, which deals with overall school issues, will be called the *Schoolwide Team*. The team that addresses specific student problems will be called the *Student Support Team*.

Employing Teams Efficiently

Schools are often burdened by too many teams that impact staff time and result in fragmented efforts. Whenever possible, the Schoolwide Team and the Student Support Team should be an expansion or refinement of existing teams, and those two teams should coordinate their efforts with all relevant teams, committees, or workgroups. While this may increase the workload of some teams in the short run, it will increase their long-term effectiveness.

Although schools may use other titles for their teams, almost every school currently has such teams in place. The Schoolwide Team is sometimes called the School Management Team or School Improvement Team. The Student Support Team may already be known as The Child Study Team or the Student Assistance Team. While the prime functions of these two teams are different, they are both necessary to undertake the creation of safe, educationally sound learning environments. It is important to note that while the teams have different responsibilities, coordination is necessary between these two teams. To facilitate this coordination, they should have a number of members in common. For example, the principal, a teacher, and the school's mental health professional most likely would be important members of both teams. In addition, the teams should have a dynamic, collaborative relationship in which knowledge and information are continuously shared. This will help to ensure that the schoolwide, early, and intensive interventions are aligned to meet the goals of a safe and effective school.



Safe Schools Have the Capacity to Plan, Implement, Monitor, and Evaluate a Prevention and Intervention Plan

Safe schools are strategic and smart. They identify and assess their needs and strengths; determine their safe school goals and objectives; align their efforts with other school reform and community initiatives; select and implement evidence-based approaches to realize these goals and objectives; coordinate and monitor their implementation; and evaluate the effect of their interventions. Doing this effectively requires individuals who have the appropriate expertise, credibility to relevant stakeholders, access to resources, and authority to act. This schoolwide team should possess expertise and credibility in seven areas:

- prevention, early intervention, intensive intervention
- school reform
- community resources

- family concerns
- student concerns
- staff concerns
- administrative concerns.

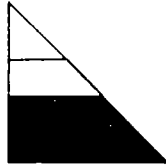
Chapter 5 describes the role of this team.

Safe Schools Have the Capacity to Identify and to Respond to Individual Needs

Safe schools have Student Support Teams in place to assess the needs of children who exhibit early warning signs. These teams should be composed of individuals who have the cultural and linguistic competence to identify the students' needs and strengths. These teams should have expertise in five areas:

- diagnosing mental health problems
- evaluating academic difficulties
- conducting functional assessment of student behavior to determine the “why” behind a behavioral problem or incident
- consulting with and supporting school staff, students, and families
- coordinating school and community services
- collaborating with students and families.

To maximize its effectiveness, the Student Support Team should involve the student and his or her family in their deliberations. In the event that the student is being considered, or is eligible for special education services, the team must meet the requirements for individualized planning under the Individuals with Disabilities Education Act (IDEA). If the student is receiving services from other community agencies, the team's activities should be coordinated with those of the other agencies (child welfare, juvenile justice, mental health, vocational rehabilitation, and substance abuse, for example). The role of this team is elaborated upon in Chapter 3.



CHAPTER 2:

BUILDING A SCHOOLWIDE FOUNDATION

Some students will learn and behave appropriately in almost any school environment. Other students, however, require some level of support to help them realize high academic and behavioral standards. The schoolwide foundation provides all students with the supports and skills they need to become effective learners and problem solvers. In addition, the foundation provides student and staff with the support and skills they need to develop and foster appropriate behaviors and healthy emotional adjustment. Research suggests that when effective schoolwide systems that focus on learning and behavior are in place, most schools can prevent at least 80 percent of problematic student behaviors.

The Early Warning Guide identified 13 characteristics of a school that is safe and responsive to all children.

13 Characteristics of a School that is Safe and Responsive to All Children

1. Focus on academic achievement
2. Involve families in meaningful ways
3. Develop links to the community
4. Emphasize positive relationships among students and staff
5. Discuss safety issues openly
6. Treat students with equal respect
7. Create ways for students to share their concerns
8. Help children feel safe expressing their feelings
9. Have in place a system for referring children who are suspected of being abused or neglected
10. Offer extended day programs for children
11. Promote good citizenship and character
12. Identify problems and assess progress toward solutions
13. Support students in making the transition to adult life and the workplace

This chapter describes four key components of a comprehensive, effective schoolwide plan that can be used to prevent school violence:

- creating a caring school community in which all members feel connected, safe, and supported
- teaching appropriate behaviors and social problem-solving skills
- supporting positive behavior support systems
- providing appropriate academic instruction.

Creating a Caring School Community in Which All Members Feel Connected, Safe, and Supported

Safe schools support caring relationships between and among students, faculty, and staff. Establishment of these relationships reduces the causes of interpersonal conflicts (prejudice, for example) and allows students to gain a sense of belonging, pride, and attachment to the school. These feelings are important to keep students engaged in the educational process and sensitive to the needs of others with whom they interact in the school. Establishing these relationships between students and staff makes it more likely that students can share their safety concerns with staff and enhances the opportunities for adults to coach, mentor, and even to discipline students if necessary.

Creating caring relationships is not easy—particularly in large and diverse schools. Schools can create and nurture caring environments by organizing the environment to support positive relationships (by creating small learning communities within schools, for example). In addition schools can develop effective programs to prevent harassment, bullying, and intergroup conflict. These programs will be most effective when they align with social skills instruction, the schoolwide discipline system, and the school's curriculum.

Resolving Conflict Creatively Program (RCCP)

The RCCP is a school-based primary prevention program that begins in kindergarten and extends through the 12th grade. It is one of the largest and longest running conflict resolution initiatives in the country that is designed to promote constructive conflict resolution and positive intergroup relations. The specific objectives of the program include: making children aware of the different choices they have for dealing with conflicts; helping children develop skills for making those choices; encouraging children's respect for their own cultural backgrounds and those of others; teaching children how to identify and stand against prejudice; and making children aware of their role in creating a more peaceful world. These objectives are implemented primarily through a curriculum taught by trained teachers and designed around several core skills including: effective communication and listening, expression of feelings and management of anger, resolving conflicts, fostering cooperation, appreciating diversity, and countering bias. The 30 to 60 minute lessons are organized into units based on these core skills and are delivered in a manner that facilitates student-directed discussions and learning. Separate curriculums for lower and upper elementary school grades as well as high school enable concepts to be conveyed to children in age-appropriate ways. In addition to the classroom curriculum component, RCCP also incorporates the training of student-based peer mediation groups and administrators. The program aims to create environments in classrooms and across entire schools where opportunities for social-emotional learning are provided alongside opportunities for traditional academic learning. Formal evaluation of the impact of RCCP found significant reductions in the frequency of aggressive behaviors and in the types of thinking and cognitive processing leading to aggression (e.g., hostile attributions, aggressive fantasies, and aggressive problem-solving strategies). When trained teachers employed the curriculum regularly, RCCP was found to benefit all children regardless of grade, gender, and classroom or neighborhood context.

Activities to build community are varied, but, in general, successful community building ensures that students associate positive experiences with their interpersonal interactions in the school environment. In other words, students who are accepted, respected, and encounter interpersonal and academic success will feel good about their school experience. Numerous schoolwide activities can be developed to build a strong sense of community within the school. These activities range from the formal use of anti-bias curriculum that teaches children tolerance and dealing with prejudice to the fair and equal treatment of all students within the school building.

Teaching Appropriate Behaviors and Social Problem-Solving Skills

Just as students learn how to read, write, and calculate math equations, they must also learn how to interact appropriately with peers and adults and how to solve interpersonal conflicts nonviolently. A school will be at increased risk of having students who solve problems using violent means if the students do not know how or are not encouraged to interact appropriately and to use problem-solving skills. Thus, safe schools form mechanisms to develop interpersonal, problem-solving, and conflict resolution skills in all students.

Social skills instruction is an effective way to teach appropriate behaviors and problem solving skills to all students. Social skills can be taught either directly through structured lessons or indirectly by integrating problem-solving themes into other curricula such as social studies or reading. In either case, social skills and problem-solving activities should become a part of the daily school routine. Numerous social skills programs are available; the school should select a program that best fits the culture of the school. There are a number of considerations that should be made when selecting appropriate programs for the particular setting. The following program evaluation criteria will help determine which program will best meet the needs of the individual school.

Program Evaluation Criteria

- ❖ **Outcome Evidence:** Is there evidence that this program has worked in other school communities similar to yours? How widely used is this intervention?
- ❖ **Fiscal Costs:** Is training required? Will materials need to be purchased separately?
- ❖ **Personnel/Staffing Implications:** Will additional staff be required or will duties need to be expanded? Does this intervention require a particular setting?
- ❖ **Program Outcomes with Diverse Populations:** Has the program been effective with students similar to the students in your school community?
- ❖ **Flexibility:** Can the intervention be altered to meet your unique needs? What is the likely effect of modifying the intervention?
- ❖ **External Support:** Is it available? How much will it cost?

Many successful social skills programs teach students to develop a problem-solving language that will assist in guiding and monitoring their behavior when they encounter a difficult situation. This language and the corresponding behaviors are taught by providing students an opportunity to see others use successful social skills, practice the skills themselves, receive feedback from the teacher and others on the use of the skills, and then try them out in real situations.

It is important to develop an infrastructure to support the ongoing use of social skills programs. This infrastructure should include at least three main components:

- training of all school staff in the teaching of social skills

- designating school support leaders
- monitoring and supporting the teaching of social skills.

Second Step Curriculum

Second Step is a violence curriculum developed by the Committee for Children. The curriculum is designed to enable children, preschool through junior high, to change the attitudes and behaviors that contribute to violence. These objectives are implemented through a school-based in-class social skills curriculum that teaches children specific skills to reduce impulsive and aggressive behaviors and to increase their level of social competence. Three primary skill areas are emphasized: empathy, impulse control, and anger management. Each social skill lesson is integrated into the regular curriculum through 35-minute sessions that are conducted once or twice a week where teachers lead discussion, model skills, and have students role-play. The curriculum also incorporates a family-based component that employs a video-based parent program and a series of parent group meetings. Formal evaluation of the impact of the Second Step Curriculum indicated moderate decreases in aggression and moderate increases in prosocial and neutral interactions over the period of one school year for students receiving the Second Step Curriculum. Furthermore, evaluation indicated that the control group of peers who did not receive the curriculum displayed increases in their physical and verbal aggression over the same school year.

Staff Training

Programs designed to teach children new skills will be most beneficial if *all staff* are involved in teaching, reinforcing, and modeling the use of those skills. When new staff are hired they also will require training. Training should be conducted with someone skilled in in-service training and consultation and who is familiar with social skills programs. It is critical that staff be comfortable with and committed to teaching problem-solving skills, encouraging and reinforcing their use, and holding students responsible for using the skills. Most programs that are designed to teach students problem-solving skills are adaptable to the needs of teachers. Acquisition of good teaching skills may be more difficult for non-teaching staff and, therefore, these individuals should receive adequate initial training and responsive follow-up support.

Staff Support

The degree to which a new program is implemented will depend largely upon the support provided to those implementing the program. Someone in the school should have the skills, time, and authority to assist staff in their initial and ongoing efforts to teach and support students to use appropriate problem-solving skills. In addition, because students may have several teachers, some coordination will be necessary to ensure that teachers are consistently teaching these skills and that all staff members are modeling and reinforcing the students' use of these skills.

Monitoring the Program

Periodic checks by the support leaders will be helpful to see how frequently and appropriately teachers are teaching the skills and whether they are being taught in a consistent manner across classrooms. Over time it will be important for the school to determine whether the program is working. Most teachers will be able to tell quickly whether students are using the social skills in class. It is important, however, to observe whether these skills are also being used outside of class and outside of school.

Project ACHIEVE

Project ACHIEVE is a schoolwide prevention and early intervention program for elementary-age students. It places particular emphasis on increasing student performance in the areas of social skills and conflict resolution, improving student achievement and academic progress, facilitating positive school climates, and increasing parental involvement and support. This is implemented through an integrated process that involves organizational and resource development, comprehensive in-service training and follow-up, and parent and community involvement all intended to provide comprehensive preventive services to students schoolwide. Project ACHIEVE begins with a strategic planning process where teachers, staff, school-based mental health professionals, students, parents, and community members work together to adopt schoolwide systems of effective behavior management and positive skills-oriented student discipline, as well as to improve instructional practices and the academic support provided to students. These schoolwide systems focus on teaching students prosocial skills, problem solving methods, and anger management techniques, while simultaneously developing the capacity of teachers, staff, and families to respond to students and intervene positively when problem situations occur. Typically, students are taught one new skill each week, with faculty and staff across the school facilitating students' use of skills by prompting them at every reasonable opportunity with key phrases including: "Stop and Think", "Make a good choice", "What are my choices", and "How did I do"? Project ACHIEVE is designed to reduce acts of aggression, violence, and disruptive off-task behavior that often lead to suspensions, academic failure, and special education referral. Project ACHIEVE has a strong evaluation component built into the program that considers student outcomes, teacher outcomes, school outcomes, and direct and indirect outcomes. Formal evaluation of the impact of Project ACHIEVE found the following: a decrease in total disciplinary referrals to the principal's office; a decrease in out-of-school suspensions; a significant decrease in retention of students; and significant increases in the number of students scoring above the 50th percentile on end-of-year achievement tests.

Supporting Positive Behavior Support Systems

Safe schools provide a social and physical environment that fosters appropriate behavior. The social environment includes norms, rules, their enforcement, and support necessary to enable students and adults to behave appropriately. The physical environment includes the way in which the plant and the school's routines are managed to prevent problems from occurring

Establishing Schoolwide Systems to Manage and Support Behavior

Effective discipline systems must be simple, schoolwide, proactive, and positive. Simplicity is important so that all members of the school—administrators, teachers, staff, students, and their families—understand the rules and what happens when people violate the rules. These rules should be schoolwide so that expectations and behavioral supports for students are consistent across all school environments. The behavioral management systems should be proactive and positive as research demonstrates that proactive approaches (for example, intervening before a verbal dispute escalates into a fight) and positive support (teaching expected behaviors) are more effective than reactive approaches that emphasize punishment.

A critical component of a safe school environment is the establishment of clear expectations for student behavior. Additionally, clear guidelines should be established for adherence to and violation of those expectations. Early in the school year the Schoolwide Team, with input from the whole school community, should meet to establish the behaviors that all students should exhibit throughout the school campus. Ideally, these basic rules of behavior should be

- stated simply and positively (for example, say "Walk" instead of "Do not run")

- few in number so that they can be memorized
- reinforced, modeled, and enforced by the adults in the school
- consistent with the social skills that every teacher in the building is teaching and reinforcing.

Once schoolwide behavioral expectations are established, the team should determine procedures for providing incentives or consequences for appropriate or inappropriate behavior. These procedures should be agreeable to all or most members of the school and they should be easy to use. An effective schoolwide management system is one in which all students know and can explain expectations for behavior, as well as the incentives and consequences associated with adherence to or violation of those expectations.

Expectations for student behavior should be posted throughout the school and should be frequently referenced by all staff. Particularly for younger children or students with cognitive disabilities, the use of pictures or symbols to accompany each expectation can be beneficial.

Despite ongoing and structured encouragement of appropriate behavior, there are times when minor infractions occur, or sometimes, major disruptive behaviors are exhibited. Caring and warm schools use positive disciplinary measures to address these difficulties. Positive discipline has, at a minimum, three important characteristics

- an explanation of why the behavior is problematic
- an explanation of which rule was violated
- the provision of opportunities to learn appropriate behaviors and to correct mistakes.

Students need to understand that not all inappropriate behavior is the same and that different consequences are associated with different levels of inappropriate behavior. Safe schools should build their capacity to deal with multiple violations of the rules by developing multiple levels of consequences. These levels should be systematically followed and never short-circuited. That is, steps on the consequences ladder should not be skipped to expedite a child's removal from the school building. The exception is any major violation of school rules that endangers the life of the child or the lives of others. It is also critical that parents understand the school conduct codes and the consequences for violations.

Consistent use of incentives and consequences is critical to successful management of behavior at the school level. If some faculty fail to adopt and implement agreed-upon procedures to encourage student use of positive behaviors, students will be sent the message that sometimes it is okay not to solve problems this way. As a result, their use of problem-solving strategies will be erratic at best. Consistency does not just happen. It most often occurs due to school-level strategic planning, teambuilding, professional development, and ongoing discussion and evaluation. Beyond this, consistency is further strengthened when the school's system is communicated and extended into the community for families, support agencies, and other community groups.

Effective Behavior Support (EBS)

Effective Behavior Support (EBS) is a comprehensive schoolwide prevention and intervention program that provides behavioral support to students, including students with chronic behavioral problems, and consultation support to teachers. EBS has four major components that provide prevention and intervention for problematic behavior including: schoolwide behavior support systems; specific setting support systems; classroom behavior support systems; and individual behavior support systems. The schoolwide support involves procedures and processes that are intended for all students, all staff, and all settings. Schoolwide efforts clarify expectations, simplify rules for student behavior, and build in a continuum of procedures for encouraging students to display expected behaviors and discouraging students from violating rules. The most important element of support at the schoolwide level is a building-based team that oversees all development, implementation, modification, and evaluation of prevention efforts. The setting-specific support component uses a team-based mechanism to monitor specific settings and to develop intervention strategies for settings within the building where problem behaviors occur regularly. The classroom support component involves procedures and processes for individual classrooms that parallel the strategies and procedures used schoolwide. The individual support provides intensive, immediate, and effective intervention to students whose behavior presents the most significant or chronic challenge to staff. For these students, EBS provides teachers and staff with a set of functional suggestions as well as additional resources to help them manage the student's behavior more effectively and deter placement of the student out of the neighborhood school. Formal evaluation of EBS found a significant reduction in discipline referrals to the principal's office, especially in the time period prior to school vacations. In addition, evaluation findings indicated that teachers favor the EBS program because they feel more effective in their teaching and management of student problem behavior.

The important components of schoolwide management strategies are also applicable at the classroom level. Expectations for behavior, the use of incentives and consequences, and the consistency with which they are implemented are just as important in the classroom as anywhere else in the school building. Students should understand the classroom rules, have the skills to demonstrate behaviors that will allow them to meet the rules, and understand the incentives and consequences for appropriate and inappropriate behavior. In general, classrooms that are well managed are characterized by the following conditions:

- Classroom routines are well established and understood by all.
- A great majority of the teacher's time is spent on academic instruction; only minimal time is required to redirect disruptive behavior.
- Teacher feedback to students regarding their behavior is overwhelmingly positive—five positive comments to every one negative comment.
- Mechanisms are in place for students to cool off and generate more solutions to problems.
- Students are provided the opportunity to practice and use the solutions that they generate.
- Academic tasks match students' instructional levels.
- Academic tasks are presented at an engaging and appropriate pace.
- Rules and consequences are consistently followed and applied.

- There are high expectations for behavior and students.
- Transition periods are highly structured with increased adult monitoring.

Promoting Alternative Thinking Strategies (PATHS)

Promoting Alternative Thinking Strategies (PATHS) is a classroom-based curriculum for kindergarten through fifth grade students designed to prevent violence, aggression, and other problematic behaviors through the development of students' social/emotional competence and problem-solving. These objectives are implemented through the teaching of cognitive problem-solving skills that improve critical thinking skills, develop effective interpersonal interaction skills, and enhance classroom climate. The PATHS curriculum, delivered by the classroom teacher, is divided into three separate units: 1) self-control; 2) feelings and relationships; and 3) interpersonal cognitive problem solving. The cognitive problem solving skills that students learn in the third unit builds upon and expands the skills students developed in the first two units. Students are taught to competently understand, regulate, and express emotions. In addition, children are taught to recognize the feelings of others, to relate the experiences of others to themselves in order to develop empathy for others, and to understand how the behaviors of other individuals can affect their own emotions. The techniques used to teach the lessons include group discussion, role-playing, art activities, stories, and educational games. The PATHS curriculum provides students with extensive opportunities to practice the new skills and assistance with applying the skills in their daily life. Formal evaluation of the PATHS curriculum found significant reductions in students' hyperactivity, peer aggression, and noncompliance with teacher and staff directions. Specifically, first grade students receiving PATHS were found to have significantly lower levels of aggression and disruptive behaviors compared to their same-age peers who did not receive the curriculum.

In addition to developing expectations for appropriate behavior and reinforcing that behavior throughout the school, an effective schoolwide violence prevention plan will include environmental interventions that are designed to prevent unsafe behavior. These interventions are discussed next.

Creating a Safe Physical Environment

Inevitably, there will be special situations and special places in schools where problems are more likely to occur. To prevent such problems, changing the school environment may be necessary. These interventions alter the use of school space and supervision routines so that opportunities for violent or disruptive behavior are minimized or eliminated.

Analysis of the school environment is one way to determine if hot spots exist in the school. For example, the back hallway leading from the locker commons to the band room may be an area where many fights or disruptions occur due to minimal supervision and poor lighting. Perhaps analysis will also show that these problems are most likely to occur in the mornings and when increased student traffic moves through the band hallway. A thorough understanding of when and where problems occur should prove invaluable to the Schoolwide Team. Some of the environmental characteristics that a school may examine include the following:

- number and types of exits
- location of bathrooms
- design of the cafeteria, common areas, and the playground

- patterns of supervision
- density of traffic patterns throughout parts of the school during various periods of the day
- lighting
- isolated areas out of the line of sight
- bell and class schedules and the intermingling of students from different grade levels
- length of time students stand in line to wait for a bus or to wait for lunch.

Equipped with the above information, the Schoolwide Team will be in a position to modify arrangements that minimize opportunities for inappropriate behavior. Ongoing monitoring and supervision of all areas of the school will allow the team to make necessary adjustments to these accommodations throughout the year.

Providing Appropriate Academic Instruction

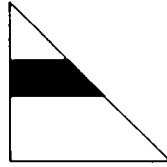
Disruptive, antisocial, or violent behavior can be a result of ongoing academic frustration and failure. Schools and teachers face tremendous pressures to cover all of the required curriculum while ensuring that every child performs at least at grade level. In their zeal to accomplish both goals, the instruction that is provided is not always tailored to meet the individual learning needs of every child. Of course, without extra support this is virtually an impossible task.

Numerous interventions have been developed to address the individual needs of struggling students. At the universal level, far fewer interventions have been fully developed; however, at least three have been shown to be both effective and feasible for teachers to implement. Class Wide Peer Tutoring, cooperative learning, and direct instruction are three instructional interventions that many schools have adopted. These strategies are particularly powerful because they provide children the opportunity to experience a high rate of success on meaningful academic tasks. They also provide students the opportunity to practice the skills that they are developing. Successful use of these techniques depends upon ongoing staff development and training to help teachers master appropriate instructional techniques.

Class Wide Peer Tutoring (CWPT)

CWPT is a method of same-age, intra-class, reciprocal peer tutoring that many around the country have found useful in adapting general education classroom instruction to meet the individual needs of diverse students with diverse skills. In addition to peer tutors, teachers divide the text into short passages that can be introduced on Monday each week, tutored during daily sessions throughout the week, and tested for progress on Friday. Because the basic academic skills units (e.g., reading comprehension, math, spelling) are short by design, they can be practiced by each student several times each day leading to mastery, fluency, or automaticity. The units also may be organized by difficulty level to accommodate skill level differences represented in the classroom. For upper-grade, content-level instruction (e.g., social studies, science), the peer tutoring materials are organized around study guides that are coordinated with text book units within chapters.

CWPT incorporates a game structure. Students earn points for themselves and for their team. They learn that winning the game is a matter of how well they and their partner respond to the task. Because of this arrangement, tutors learn to help, prompt, and really care about how their partner performs. Since teams and partners change each week, CWPT students learn from the very beginning that they are expected to work with every student in the classroom and they learn to accept a variety of individual learning styles and different personalities. More than 35 studies have shown CWPT's superiority compared to other instruction strategies. Studies show increased engagement, mastery, and fluency with the subject matter. Further, students' weekly test scores and grades have improved.



CHAPTER 3:

RESPONDING TO CHILDREN EXHIBITING EARLY WARNING SIGNS: EARLY INTERVENTION

With an effective foundation in place, most schools can anticipate at least an 80 percent reduction in student problem behaviors. Significantly reducing and preventing problem behaviors schoolwide makes it easier for staff to identify behaviors of a particular student that signal a need for additional attention and early intervention. The student who continues to experience behavioral problems, even in the presence of schoolwide prevention activities, *may* be exhibiting early warning signs of violence.

This chapter focuses on the 10-15 percent of students whose problem behaviors may be signaling a need for additional attention through early intervention. This chapter reviews the early warning signs of violence, lists effective practices used by a number of schools to build the capacity of individuals to recognize the early warning signs, outlines a process for receiving and responding to concerns about individual children, and discusses how to develop early individualized interventions to address the needs of particular students.

Review of the Early Warning Signs of Violence

The following list presents the early warning signs originally introduced in the Early Warning Guide. Safe and effective schools ensure that teachers, administrators, school support staff, parents, students, and the larger school community become familiar with the early warning signs and the principles for taking appropriate actions. Understanding is the first step in the process of early intervention because it gives people the knowledge to recognize when a child may need help.

Caution

Simplistic or mechanical use of lists of warning signs can harm children and waste resources. Schools using the early warning signs should, at a minimum, use the descriptions of the early warning signs in the Early Warning Guide.

Early Warning Signs

- ❖ *Social withdrawal*
- ❖ *Excessive feelings of isolation or being alone*
- ❖ *Excessive feelings of rejection*
- ❖ *Being a victim of violence*
- ❖ *Feelings of being picked on and persecuted*
- ❖ *Low school interest and poor academic performance*
- ❖ *Expression of violence in writing and drawings*
- ❖ *Uncontrolled anger*
- ❖ *Patterns of impulsive and chronic hitting, intimidating, and bullying behaviors*
- ❖ *History of discipline problems*
- ❖ *Past history of violent and aggressive behavior*
- ❖ *Intolerance for differences and prejudicial attitudes*
- ❖ *Drug use and alcohol use*
- ❖ *Affiliation with gangs*
- ❖ *Inappropriate access to, possession of, and use of firearms*
- ❖ *Serious threats of violence (also an imminent warning sign)*

An important balance must be found between being responsive to the signs of a child who may need help and harmfully labeling or overreacting to a situation. The ability to recognize the warning signs and to interpret them as indicators that a child may potentially need assistance reduces the risk that parents, educators, and community members will misinterpret student behavior and react inappropriately.

It's okay to be concerned about a child, but it's not okay to overreact and jump to conclusions. There are early warning signs in most cases of violence to self and others—certain behavioral and emotional signs that, when viewed in context, can signal a troubled child. But early warning signs are just that—indicators that a student *may* need help.

Early Warning Timely Response: A Guide to Safe Schools, p. 5.

This balance between being responsive and overreacting is more likely achieved when the efforts to identify and respond to students are guided by the five principles for using the early warning signs of violence. Further elaboration on these five principles can be found in the Early Warning Guide.

Principles for Using the Early Warning Signs of Violence

- ❖ *Do no harm.*
- ❖ *Understand violence and aggression within a context.*
- ❖ *Avoid stereotypes.*
- ❖ *View warning signs within a developmental context.*
- ❖ *Understand that children typically exhibit multiple warning signs.*

Furthermore, the importance of building relationships with children and youth—part of the schoolwide foundation—cannot be overemphasized. When teachers, administrators, support staff, pupil services staff, and parents build close, caring, and supportive relationships with children and youth, they increase the likelihood that a child or youth who is in trouble will reach out to them. Teachers, due to their vast experiences with many same-age children, are uniquely positioned to

identify students who may be exhibiting early warning signs. Teachers have frequent interactions and conversations with students, and are responsible for monitoring student academic performance and behavior. The depth and frequency of this contact often places them in a position in which a student may disclose something to them of a personal or critical nature, such as their feelings of isolation, reports of bullying behavior, situations of abuse or neglect, suicidal ideation, or threats peers are making toward others or the school. Similarly, close and caring relationships between teachers and students can increase the chances that a student holding critical knowledge about another child or a potentially violent situation will disclose that information sooner rather than later. By getting to know children and youth, teachers, support staff, and parents are more likely to recognize a pattern or a change in behavior that may be an early warning sign and then seek assistance for the child.

Building the Capacity to Identify Early Warning Signs

Teachers, administrators, and support staff are bombarded each school year by in-service training and new initiatives. Information overload and time demands can be overwhelming. Yet, the responsibility to protect the safety of children and to meet the needs of children at risk for violence cannot be left to one person or group of people. Rather, safe and responsive schools institute practices and policies that support ALL school staff to maintain their familiarity with the early warning signs, and instill a sense of urgency to respond appropriately on the behalf of children. Safe and effective schools use a number of policies and practices to build the capacity of their school and community to identify the early warning signs exhibited by children:

- **School board policies that support training and ongoing consultation.** The entire school community knows how to identify early warning signs and understands the principles that support them.
- **Policy commitments linked to budgeted resources.** School boards should be provided with data on implementation evaluation so that they can modify policies and appropriate necessary resources.
- **School board policies that sanction and promote the identification of early warning signs.** When staff members seek help for a troubled child, when friends report worries about a peer or friend, when parents raise concerns about their children's thoughts or habits, children can get the help they need. By actively sharing information, a school community can provide quick and effective responses.
- **Policies and procedures should ensure that staff and students only use the early warning signs for preliminary identification and referral purposes.** Only trained professionals should make diagnoses in consultation with the child's parents or guardians.
- **Policies and procedures to address imminent dangers.** In addition to these support strategies, policies and procedures must be in place to ensure immediate safety. When warning signs indicate that danger is imminent, safety must always be the first and foremost consideration. Action must be taken immediately.
- **School practices that encourage and provide opportunities for staff and families to establish close, caring, and supportive relationships with children and youth.** Safe

schools ensure that adults get to know children well enough to be aware of their needs, feelings, attitudes, and behavior patterns.

- **Collaboration between school and families.** Working together, educators and parents are encouraged to review school records for patterns of behavior or sudden changes in behavior.
- **Easy access to a team of specialists trained in evaluating and addressing serious behavioral and academic concerns.** Effective schools have teams who are responsible for responding to referrals and ensuring that students receive timely and appropriate support. (See the Student Support Team for more information.)
- **Procedures in place that encourage and expect individuals to report their concerns about a student exhibiting early warning signs.** Each school should develop a procedure that students and staff can follow when reporting their concerns about a child who exhibits early warning signs. For example, in many schools the principal is the first point of contact. In cases that do not pose imminent danger, the principal contacts a school psychologist or other qualified professional who takes responsibility for addressing the concern immediately. If the concern is determined to be serious ~~but not to pose a threat of imminent danger~~, the child's family should be contacted. The family is consulted before implementing any formal assessments and is included in the development of interventions for the child. In cases where school-based contextual factors are determined to be causing or exacerbating the child's troubling behavior, the school acts quickly to modify them.
- **School leaders encourage others to raise concerns about observed early warning signs and report all observations of imminent warning signs immediately.** This is in addition to school district policies that sanction and promote the identification of early warning signs. For example, there are opportunities for educators and families to work together to increase their ability to recognize early warning signs.

Immediate Interventions for Dangerous Situations

Immediate intervention by school authorities and possibly law enforcement officers is needed when a child

- has presented a detailed plan (time, place, method) to harm self or others—particularly if the child has a history of aggression or has attempted to carry out threats in the past
- is carrying a weapon, particularly a firearm, and has threatened to use it.

In situations where students present these and other threatening behaviors, the school should immediately inform parents and other caregivers of the concerns. School communities also have the responsibility to seek assistance from appropriate agencies, such as police, child and family services, and community mental health. These responses should reflect school board policies, Federal, state, and local laws, and be consistent with the school's violence prevention and response plan.

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Connecting the Early Warning Signs to Early Intervention: Developing a Referral Response Process

Once school staff, parents, and community members become familiar with the warning signs and understand the urgency of being responsive to a child exhibiting signs, they need to know how to respond. They need to know with whom to share their concerns and how to initiate the process. Teachers and staff need to feel confident that when they share their concerns about a child support will be readily available to them. They rely upon having quick access to trained professionals whose responsibilities include determining what to do to assist these students.

In the majority of schools, a team of trained professionals already exists that provides consultation, evaluation, and intervention for students who are struggling academically, behaviorally, and socially. Safe schools will typically expand the focus of this team to include responding to individual students exhibiting early warning signs or, if necessary, create such a team. When a child or youth exhibits early warning signs, the school can no longer rely on schoolwide interventions alone. Rather, a Student Support Team, working with the teacher, child, and parent, must develop interventions that are individualized to the child and specifically target the behaviors of concern. Early intervention requires an effective referral process that can respond in a timely, coordinated, and effective manner.

First Step to Success

First Step to Success is an early intervention program designed to address the needs of kindergarten children identified as having antisocial or aggressive behavior problems. The model includes three components: a kindergarten screening process, a classroom-based skills training curriculum called CLASS, and a family intervention program called HomeBase. First Step to Success uses trained consultants who work directly with students, teachers, and parents to facilitate the coordination of intervention efforts across the home and school environments. Consultants train teachers and parents in different strategies to teach students alternative replacement behaviors and to effectively reward students when those behaviors are used appropriately and consistently. Students learn specific skills and behaviors to use that are more effective and adaptive than the behaviors they have used in the past. To provide practice and reinforcement for the new skills the child has learned, the consultant, teacher, or classroom aide provides the student with visual cues (i.e., a green or red card) during the school day that indicate whether he or she is on-task and using appropriate behaviors. Over the course of a school day, the student accrues points toward his or her behavioral goal. If the student makes the daily goal, he or she gets to select a fun activity for the entire class to participate in and appreciate. Every evening, teachers provide parents with feedback about how the student's day went. Parents are trained and encouraged to reward the child's positive behavior by spending extra time with their child in a fun child-directed activity. Once the classroom teacher feels comfortable taking full responsibility for implementing the CLASS curriculum, the consultant begins working more directly with the student's parents to assist the family with implementing the HomeBase intervention program. Formal evaluation of First Step to Success found effective and lasting improvements on the students' behavior and social adjustment, even three years after initial intervention. Significant reductions were observed in the students' aggressive and maladaptive behaviors, while significant increases were observed in the student's adaptive behaviors and academic engaged time. In addition, teachers implementing the CLASS curriculum expressed high levels of satisfaction with the program, noting that it is easy to learn, implement, and leads to favorable results with their students.

Referral

It is important for all educational staff and families to understand the role and function of the Student Support Team and to be informed that this is where they bring their concerns regarding a child who may be exhibiting early warning signs. Faculty training, parent question-and-answer sessions, classroom visits to inform students, and a public relations campaign within the community are needed to explain the Team's membership, purpose, and approach, and to disseminate information about how to request the Team's assistance. Some schools create a brochure on ways to access the Student Support Team formally and include names and telephone numbers of team members to encourage informal consultations.

Everyone—including administrators, teachers, support staff, families, and students—may find it difficult to admit that a child close to them needs help. To encourage people to share their concerns about individual children, the referral process must be easy, and it must result in immediate attention by the Student Support Team. Schoolwide referral systems should enable teachers, staff, and parents to access the Student Support Team in a timely, respectful, supportive, and confidential manner. Several principles should be considered when developing a referral process.

Principles for Developing a Referral Process

Students must be partners in identifying early warning signs and providing information about potentially dangerous situations. Just as schools need to make the referral process comfortable for adults, safe schools tailor the referral process to the needs of students. Students who have information about a peer or a potentially dangerous situation may be fearful and hesitant to share their concerns. Both the Schoolwide Team and the Student Support Team should work with students to develop ideas and vehicles for students to share their concerns about peers and situations without fear of reprisal. Some schools have created a telephone hotline or a safe school box for written concerns or have designated a set of students at each grade level who are safe school liaisons that are available to their peers to hear concerns. Vehicles like these enable students to share their concerns or information more comfortably and confidentially. Acknowledging to students that they are partners with the staff in keeping their school safe will create a sense of shared responsibility and ally students with staff and the community. Ensuring students of confidentiality will increase their use of the reporting system.

Response

The Student Support Team must have the capacity to respond to referrals in a timely, coordinated, and effective manner. Adopting a procedure to guide *how* the team provides individualized interventions and supports will significantly improve both the efficiency and the effectiveness of the team's response to children and youth in need of early intervention. Effective procedures incorporate problem solving, consultation, preliminary planning, and developing and implementing interventions. Teams recursively cycle through these activities as they develop, implement, monitor, and modify individualized interventions and supports for particular students.

Principles for Developing a Referral Process

The process of making a referral to the Student Support Team should enable students and staff to access help quickly. In developing the team's referral process, keep in mind the following principles:

- **Simplify requests for urgent assistance.** Many school systems and community agencies have complex legalistic referral systems with timelines and waiting lists. Children who may be exhibiting early warning signs and are potentially at risk of endangering themselves or others cannot be placed on a waiting list. Referral forms must provide a way to alert the Student Support Team to the urgency of the referral. Teams should consider adding a box on the standard referral form to indicate when the referral is about a child exhibiting early warning signs for violence. Alternatively, a separate referral form might be developed that is copied onto brightly colored paper and used only for referrals made on a child exhibiting early warning signs. Consideration should also be given to listing the imminent warning signs on the referral form with instructions that direct the person to go to the principal immediately if the concerns match imminent warning signs rather than early warning signs.
- **Give scheduling preference to urgent referrals.** The Student Support Team must respond by convening as soon as possible following the receipt of a referral on a child exhibiting early warning signs. These referrals cannot be pushed to an agenda in the future. In some cases, the Student Support Team will need to "bump" a non urgent referral from their agenda to meet and review the referral as soon as possible. In other situations, the team will need to convene at a day or time other than their regular schedule.
- **Encourage informal consultations.** Sometimes teachers, staff, students, and parents are hesitant to make a referral on a child they think may be exhibiting early warning signs. Their hesitation may stem from the formal nature of this action, the insecurities they feel around identifying early warning signs even with training, and how they might feel if their referral is deemed unfounded. Yet, they have concerns. Safe schools encourage informal consultations because it offers another vehicle for concerns to be shared about individual children.
- **Inform parents and listen to them when early warning signs are observed.** Parents should be involved as soon as possible. Parents need to be encouraged to meet with the Student Support Team as soon as possible when a referral has been made about their child potentially exhibiting early warning signs.
- **Make interventions available as soon as possible following referral.** Too frequently, interventions are not made available quickly. Safe and effective schools build mechanisms into their referral process that ensure that the Student Support Team convenes promptly, involves parents immediately, and, within the first meeting, makes decisions regarding what actions or steps each person will take next to support the child.
- **Maintain confidentiality and parents' rights to privacy.** In responding to a referral, Student Support Teams may determine with the family that agencies outside of the school need to become involved. Parental involvement and consent is required before personally identifiable information is shared with other agencies except in the case of emergencies or suspicion of abuse. The Family Educational Rights and Privacy Act (FERPA), a federal law that addresses the privacy of education records, must be observed in all referrals to or sharing of information with other community agencies. Furthermore, parent-approved interagency communication must be kept confidential. Nevertheless, FERPA does not prevent disclosure of personally identifiable information to appropriate parties, such as law enforcement officials, trained medical personnel, and other emergency personnel, when responsible personnel determine there is an acute emergency (imminent danger).
- **Circumvent the referral process in cases of imminent warning signs.** In the case where a student is believed to pose imminent danger, safety must always be the first and foremost consideration. In these situations, the referral process is circumvented. Action must be taken immediately by school authorities and law enforcement personnel. Principals may find it helpful to seek consultation from the Student Support Team while taking immediate action and notifying parents of the school's concerns.

Safe schools understand that families are central to children's educational success and social/emotional adjustment. To involve the family at each step from referral through implementation of individualized interventions, parents need to feel valued and supported and they must experience parity with other members of the team. Families should be viewed as members of the team who can provide a comprehensive picture of the children from birth to the present. Families can help the team identify children's strengths and interests, as well as validate observations of needs. The information provided by families informs decisions the Student Support Team will make with families regarding children's needs for individualized early intervention and potentially individualized assessments. Maintaining a collaborative relationship between the school and family will lay the groundwork for successful implementation of early intervention plans.

The Initial Meeting

Once the Student Support Team has received a referral for a child who may be exhibiting early warning signs, the response process begins with an initial meeting. The agenda for the initial meeting will likely address problem solving, consultation, and preliminary planning.

- **Problem Solving.** The Team convenes promptly to discuss the referral and to decide on the actions to take following the initial meeting. The Team's discussion in this initial meeting should focus on understanding the problem behaviors and events that led to the person's concerns and subsequent referral. Effective collaboration in this initial team meeting is critical. Team members must encourage the referring person to discuss concerns openly and should acknowledge the person's "good work" by noticing the child's difficulties and making the referral for assistance. A Team member should let the referring person know that questions will be posed to clarify the concerns and observations leading to the referral, and to determine any immediate risks to the child or school community that should be addressed immediately.

For the initial meeting, the Team's assessment goals are to gather preliminary information about the factors contributing to the behaviors of concern. The team should pose questions that begin to identify hypotheses or possible reasons for the problem behaviors. These hypotheses are important because they direct follow-up activities as the team moves into developing the child's individualized intervention plan. The following four categories of questions can help organize the team's discussion during the initial meeting:

Questions to Frame the Discussion at the Initial Meeting After the Referral

- Questions that lead to discussion about the child's strengths and weaknesses in such areas as academic skills and progress, friendships, emotional adjustment, coping strategies, physical health, interests, loss or other traumatic experiences, and personal and family strengths and stressors.
- Questions that lead to discussion and information about the interaction of the child's skills and ability to cope with life and school demands including self-management of frustration, conflict, and attention; adaptability to changes; and willingness to seek assistance.
- Questions that lead to discussion about the interaction of the child's skills and means for coping with instructional demands and style, including the match between the child's academic skills and the academic task demands, how directions are typically presented and if they are multi-step, ambiguous, or complicated, whether instruction is paced too slow or too fast or presented in either highly oral or highly visual modes, and the amount of independent work versus group work, pencil and paper versus hands-on projects.
- Questions that lead to a discussion of what has been tried and the results of what has been tried.

- **Consultation.** Once the Team discusses the questions, the Team will decide how best to respond to the concerns. At this stage, consultation with the referring teacher or parent may be an appropriate response. For example, the mental health professional or the school nurse may provide valuable support if the problem is social/emotional or medical in nature. The team may determine that the classroom teacher needs assistance from a master teacher to make curriculum adaptations or to use classroom management strategies. If the Team decides that consultation will not be sufficient to deal effectively with the problem, it will need to make decisions about how to proceed. This occurs when problems indicate that a more in-depth approach is needed.
- **Preliminary Planning.** At this point, the Team develops a preliminary plan to detail specific follow-up activities to outline the child and teacher supports that will be implemented immediately and continue until the Team meets again to develop the child's individualized intervention plan. The nature and complexity of the problem will determine how the team moves through the process.

To ensure effective follow-through, the Team may designate a case manager who tracks every step of the process. In addition, the Team can also list the responsibilities of each team member on the action plan, list dates each activity will be completed, and agree on a date and time when members will reconvene. Typically, families and team members find that a case manager can facilitate progress and help families feel connected and in the "communication loop."

Handling Referral Questions

One effective model that combines problem solving, consultation, and preliminary planning processes is Referral Question Consultation. This component of Project ACHIEVE was developed to specifically investigate referral concerns of teachers, parents, or others working with a student. The focus of this model is the development of specific referral questions that, when answered, have obvious implications for intervention. These referral questions are based on the development of hypotheses that are informed by the empirical and theoretical literature regarding a particular referral concern. Important to this process, referral questions and individualized assessment plans are collaboratively developed through ongoing, data-based consultation with the student's teacher, parents, and so forth. Thus, once the assessment is completed, specific answers to specific referral questions are generated. These answers directly lead to the development of interventions that alleviate the conditions causing the behavior of concern.

The remainder of this chapter describes how the Student Support Team develops, implements, and monitors early interventions designed for specific students who exhibit early warning signs.

Developing Early Interventions

Following the initial meeting of the team, follow-up activities should focus on collecting data and information that identifies the specific reasons underlying the problem behaviors and the factors contributing to it. Several data collection procedures can help identify the purposes of a child's problem behavior, but one approach—functional assessment—is becoming more familiar to school professionals. This is due to changes in special education laws requiring the use of functional assessment in particular situations involving students with identified disabilities.

Under the Individuals with Disabilities Education Act (IDEA; Public Law 105-17 and *Final Regulations* published in the Federal Register, March 12, 1999), an individualized educational plan (IEP) team must conduct a "functional behavioral assessment" and implement an associated "behavioral intervention plan" for any child with a disability who has been removed from the current education placement for more than 10 school days in the same school year. If the child already has a behavioral intervention plan, the IEP team shall meet to review the plan and its implementation and modify the plan and its implementation, as necessary, to address the behavior.

The following discussion describes the major steps for using functional assessment to develop individualized interventions and supports. These steps will be taken by the Student Support Team to develop individualized early interventions following the initial meeting to review and discuss the referral. These phases include problem identification and analysis, plan development and implementation, and plan evaluation.

Problem Identification and Analysis

- **Definition of the targeted behaviors.** A well-developed assessment plan and a properly executed functional assessment should identify the contextual factors that contribute to behavior. This is accomplished by collecting information on the various conditions under which a student is most and least likely to be a successful learner. The information collected both indirectly and directly allows the Team to predict the circumstances under which the problem behavior is likely to occur or not.
- **Direct Measurement of the Targeted Behavior.** During this stage, the Student Support team collects and analyzes important information about the problem behavior. Observing the student in the classroom or other settings provides information regarding frequency, intensity, and severity of the problem, when and where the behavior does and does not occur, and what happens as a result of this behavior.

Measurement Leads to Success

Seventh grade twin brothers, who are receiving special education and related services were being disruptive out of school and in some of their classes. The IEP team met and decided to do a functional assessment. This included teacher interviews and classroom observations in the courses where the students were and were not disruptive. After speaking with the students, the team determined that the boys were disruptive only in science and social studies because they had difficulty reading cursive handwriting. As a result of the assessment, the teachers printed the material and worked to address the underlying learning issues. The students' academic performance and behavior markedly improved.

- **Functional Assessment.** During the problem-solving phase, the Team identifies the causes of behavior and selects interventions to directly address those causes. In using functional assessment, the Team must look beyond the behavior itself and focus on the factors, conditions, and social/behavioral, and environmental contexts. What is the child seeking to obtain, avoid, or escape? What does the child gain through this behavior or conversely, what is the child protesting? The major objective is to promote a behavior or response that serves the same function but is acceptable in the learning environment. Since the child's desires are often intricately woven with the instructional setting and demands, functional assessment can provide information on ways to modify and address

the instructional strategies and other environmental conditions contributing to the problem behavior.

Plan Development and Implementation

- **Development of a Step-by-Step Intervention Plan.** A plan should be developed to enable the child to substitute a replacement behavior and to make the environment and adult-child interactions conducive to the child's needs for support and learning. The new behaviors should be meaningful to the child and should allow the child to meet an appropriate need that the child was previously meeting by engaging in the undesirable behavior. Once the replacement behavior is defined a plan should be developed either to teach the child how to do the behavior or to change environmental conditions that are either causing or maintaining the undesirable behavior.

Developing a Plan—An Example

After Darren, an eighth-grade student with a learning disability, made a threat under his breath that he was going to beat up his teacher, the threat was recognized as an early warning sign. The teacher made a referral to the Student Support Team. The Team included the child's mother, special education case manager, general education referring teacher, principal, speech-language clinician, school psychologist, and school social worker. The team discussed the referral and the academic, behavior, and language goals currently included on Darren's IEP. The referring teacher described that Darren made the threat after being prompted for a third time to begin his work. The teacher also commented that Darren's reading skills were very poor. The team developed a preliminary hypothesis regarding the problem behavior and developed an action plan for follow-up assessment. After observing Darren in large-group instructional settings, the hypothesis was confirmed: Darren was having difficulty comprehending material presented orally, difficulty comprehending eighth-grade reading material, and difficulty communicating these problems to his teacher. As a result of the assessment, the speech and language clinician worked with Darren to script ways that he could communicate his confusion and need for assistance. At the same time, the special education and general education teachers collaborated on ways to adapt his textbooks and use cooperative learning groups to reduce the frequency of large-group oral presentation of content.

- **Implementation of the Intervention.** Each step of the plan should be implemented as planned. After two to four weeks, the Team should gauge the preliminary success of the plan and identify ways the plan may be modified or supports added. If there is a history of attempting prior interventions where the adequacy of the plan or the consistency of plan implementation was in question, the Student Support Team should allow a greater amount of time to pass before making a determination of the effectiveness of the plan. Students can "wait out" an intervention if they have a history of previous interventions being discontinued quickly.

Plan Evaluation

- **Ongoing Monitoring of the Intervention.** If the plan is successful in meeting its intended goals, then the Team must decide whether the intervention should be continued, scaled back, or applied to other behaviors or in other settings. Ultimately, the intervention should include a self-management and monitoring component so that the student can begin to take responsibility for his or her own behavior. If the plan does not meet its desired goals, then revisions to the intervention may be necessary. Revisions

may also require the team to cycle back through direct measurement of behavior and functional assessment.

Strategies for Creating Early Interventions

The following is a list of intervention strategies that may be used during the early intervention level. These strategies differ in their complexity. Although each strategy listed may work for some students, no one strategy works for all students. In addition, some strategies have been evaluated extensively through research studies, while others have less research demonstrating their effectiveness. These strategies are provided to assist Student Support Teams who are developing intervention plans for students whose behavioral problems have been resistant to universal or schoolwide interventions. It is important to note that these strategies could also be integrated with the schoolwide foundation and connected with intensive interventions (Wraparound support, for example) as a part of a comprehensive intensive intervention.

APPROPRIATE INTERVENTION STRATEGIES

Intervention Strategy	Definition
Accommodations and modifications	Changing instructional demands, the ways students demonstrate mastery, and the ways students input information to facilitate students with learning disabilities or learning differences to achieve and demonstrate academic mastery (e.g., oral responding versus written essay, tape recordings of text and information).
Alternative education <i>educational</i>	<i>Change instructional demands of strategies or use of instructional practices</i> Alternative curriculum, settings or use of instructional practices provided for students who for some reason are not succeeding in the traditional setting.
Alternative times—day/night school	Flexible schedules for students who, for various reasons, may not be able to attend school during traditional school hours.
Anger management training	Methods for teaching appropriate alternative ways to deal with anger.
Behavioral intervention	A group of strategies designed to increase positive behaviors and decrease maladaptive behaviors by manipulating environmental conditions that either precede or follow the student's behavior.
Behavior support plan	A plan designed to teach alternative replacement behaviors in environments and through adult interactions that are adapted and made more conducive to the student's individual needs.
Contingency contracting	A behavioral contract between a student and all involved adults. The contract specifies the behaviors that are expected and the consequences for performing or not performing those behaviors.
Cognitive behavioral interventions and training	An approach to behavior change that includes changing the way a person thinks or feels about a situation. For example, teaching a child that they have the problem-solving skills necessary to work through social problems in a nonaggressive way will usually prevent them from inappropriately dealing with social situations (i.e., using aggression).
Differential reinforcement	A method for decreasing inappropriate behaviors by rewarding alternative or incompatible behaviors; for example, decreasing out-of-seat behavior by rewarding the student for remaining in his or her seat.
Drop-out prevention	Interventions designed to identify students at risk for dropping out of school and provide them the services and supports necessary to help them successfully complete school.
Drop-out reentry program	Interventions and transition planning to ensure a student's success when returning to school after having dropped out.
Environmental modifications	Modifying the class and school environment to respond to unique learning, behavioral, or emotional needs of students.

Intervention Strategy	Definition
Extended day programs	Structured after-school programs designed to offer student supervision. These programs can focus on athletics, academics, hobbies, or other interests.
Extinction procedures	Ignoring a behavior that is maintained by attention. For example, if a student talks out to get the teacher's attention, an extinction procedure would call for ignoring inappropriate talk-outs and reinforcing appropriate contributions to the group discussion (i.e., raising his or her hand and waiting for his or her turn to speak).
Functional communication training	Teaching students alternative, adaptive ways to communicate their needs to others, such as through a brief verbalization, hand gesture, or signal (e.g., flipping a card over which signals to the teacher the student's need for assistance).
Goal-oriented therapeutic counseling	Services provided by trained school counselors, social workers, or psychologists to help a student or group of students deal with behavior, personal, or social problems.
Group and family counseling	Counseling provided by a trained individual to help a person or persons work through a problem.
Mentoring	An individualized approach to providing a positive role model for a child. Mentors spend time with children (usually doing nonacademic type tasks).
Positive behavioral interventions	Interventions designed to build on a student's strengths and increase the frequency of these adaptive responses while at the same time modifying the environment and adult responses to support the student's learning and use of adaptive responses.
Response cost	Taking away something positive for inappropriate behavior. Staying in during recess to complete a missed homework assignment is an example of response cost.
Reward system	Rewarding students for appropriate behavior. Rewards can be social (a smile), an activity (time to read a novel), or tangible (candy or points on a token system). Students can earn rewards for themselves or for a group, and the rewards can be delivered by an adult, peer, or others.
Self-management	Teaching students to be aware of their behavior in such a way that they are able to identify its occurrence or nonoccurrence, measure its occurrence, and evaluate whether the behavior is improving, remaining the same, or getting worse.
Shadowing older students	A plan where a student "shadows" a more senior student. This is effective for transitions from one school to another.
Social problem-solving instruction	Teaching students to use an effective process to solve social problems fairly and without aggression.
Time-away	Giving the student permission to briefly leave a learning activity or request a break. This is a coping strategy reinforced and encouraged by the teacher.
Time-out	Removing the student from a situation that is rewarding inappropriate behavior. For example, if a student's anger seems to be fueled by the cheers of his or her peers, the adult may ask the student to go to a place where peer attention is not available.
Token economies	A system by which students earn points (tokens) for appropriate behavior. Points can later be exchanged for reinforcement (social, activities, or something more tangible).
Transition programs	Specifically designed interventions to identify transition needs, teach skills, and provide the supports necessary for a child to be successful in a new environment.
Tutoring	Intensive academic instruction provided by a teacher or other skilled person.

There are three keys to designing early interventions for particular students. The first is to assess as completely as possible the potential functions of the child's behavior so that selection of strategies is highly informed and targeted; it should be followed by assessment to evaluate the impact of the strategy. The second key is to match the intensity of the intervention to the severity of the need.

"Early Intervention" versus "Intervening Early"

José's performance in school has changed over the past six months. Although academically talented, he

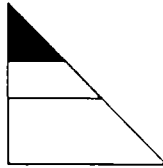
does not pay attention in class the way he used to, and sometimes he does not show up at all. His grades are dropping, and he has had increasing numbers of disciplinary referrals. José is in trouble and the situation could get worse. He is a candidate for *early intervention*. Early intervention means that someone steps in to help a child who is at risk of further problems. Interventions in instances like this are often less intensive, such as tutoring, brief counseling, or joining groups aimed to support staying away from drugs.

Mona is a bright eighth grader and has always passed her classes (although her grades are erratic), but her behavior at school remains challenging. She has a long history of discipline problems, including fighting and possession of alcohol at school. Recently, a peer approached a teacher with a note Mona had written to her, threatening to beat her up unless she stayed away from a certain boy. Mona could benefit from an immediate but more intensive intervention—*intervening early*, before some serious event may occur. The first referral for intervention does not always have to be for something “light” or “first line.” Sometimes interventions that are highly individualized and very supportive (and not necessarily restrictive) are indicated for some youth.

The third is to look at the student’s strengths and interests, including his or her cultural background. Effective interventions should be culturally appropriate.

Positive Adolescent Choices Training (PACT)

Positive Adolescent Choices Training (PACT) is a violence prevention curriculum designed to be implemented in an intensive, small group setting with African American middle and high school students who are at-risk for becoming victims of violence or perpetrators of violence. The PACT curriculum is a culturally sensitive training program developed specifically for African American adolescents. PACT uses a cognitive-behavioral group training method that equips adolescents with specific knowledge, as well as social and anger management skills to use in situations of interpersonal conflict. The curriculum involves teaching in three primary areas: violence-risk education, anger-management, and prosocial skills. Individual lessons concentrate on dispelling myths, educating students about violence, building alternative social and self-management skills, and changing cognitive beliefs that lead to physical contact, aggression, and violent acts. For instance, the violence-risk education component dispels myths about what constitutes a threat and counters belief systems that perpetuate hostility and the capacity for violence (e.g., thinking that violence is acceptable, victims don’t suffer, victims deserve what they get, and quick assumptions that others intend harm). Emphasis is placed on developing the student’s capacity to generate alternative solutions to conflict, including skills with giving positive and negative feedback, accepting feedback from others, negotiating and problem solving, and resisting peer pressure. The PACT program uses videotaped vignettes with African American role models as well as student directed role playing skits to teach skills and provide multiple opportunities to practice alternative anger management skills. Formal evaluation of PACT found a significant reduction in the physical aggression displayed at school by students participating in the intensive curriculum, as well as fewer violence-related juvenile court charges than a comparable group who had not participated in the PACT curriculum.



CHAPTER 4:

PROVIDING INTENSIVE INTERVENTIONS TO TROUBLED STUDENTS

Chapter 2 described schoolwide interventions that are intended to reduce and prevent approximately 80 percent of behavior problems in schools. Chapter 3 discussed the use of early intervention strategies for the approximately 10-15 percent of students who continue to experience behavior problems even when schoolwide interventions are in place. These students may be exhibiting early warning signs and will require the Student Support Team to develop individualized early interventions to meet their needs. In this chapter, the focus turns to the remaining 3-10 percent of children who experience significant emotional and behavioral difficulties in school. These students require intensive interventions, services, and supports to meet their needs.

The nature and severity of emotional and behavioral problems, ~~is one component that~~ distinguishes students requiring intensive intervention from students needing early intervention. Typically, students needing early intervention are experiencing mild social/emotional and behavioral adjustment problems and may also be exhibiting early warning signs for violence. In contrast, students requiring intensive interventions, services, and supports are typically experiencing moderate to severe emotional and behavioral disorders that significantly impair their functioning and quality of life across the domains of family, school, peers, and community. In many situations, students requiring intensive interventions may already be eligible for special education services or have a mental health diagnosis.

Safe schools implement intensive interventions that include a full array of services and supports that coordinate the resources of the school and other community agencies. This multifaceted approach with an array of services and supports should be individualized to meet the unique needs of each child and family. Rather than plugging children and families into interventions based on categories or levels of symptoms, Student Support Teams should work with other community agencies to tailor services and supports to the needs of the child and family. The following are examples of intervention approaches and practices that are being used to provide intensive interventions to children and their families with positive results.

Comprehensive School-Based Mental Health Programs

While many schools in the country have access to mental health professionals, such as school psychologists or school social workers who provide a range of services, typically these staff members serve several schools each week. This logistical reality can limit both their on-site availability and the amount of time they can devote to prevention, early intervention, and intensive intervention activities. In contrast to this itinerant mental health model of service delivery are comprehensive, school-based mental health programs. These programs are located in school buildings, provide a comprehensive range of mental health services to children and their families, and often have strong collaborative ties with multiple community agencies.

The Kids in Community Schools (KICS)

This Program is a school-based mental health program at the Martin Luther King School in Yonkers, New York. It is funded through the New York State Office of Mental Health and administered through Westchester Jewish Community Services. The goals of the program are to maintain students with emotional disabilities or children at risk in the least restrictive environment; to develop preventative mental health services through collaboration with families, school, and the community; and to enhance community mental health services for children. The program provides on-site, direct mental health services, including child and family treatment, crisis intervention, individual and family respite, and psychological, psychiatric, and psycho-educational services.

The success of comprehensive school-based mental health programs depends on the ability of administrators, teachers, school-based mental health professionals, and other school staff to integrate mental health priorities and educational priorities into one vision that impacts the everyday practices and decision making of school professionals. School-based mental health programs that are not woven into the fabric of the school and classrooms and the instructional priorities are often highly unsuccessful. To accomplish this integration, successful programs have combined the development of their comprehensive school-based mental health program with systematic schoolwide reform efforts. By joining schoolwide reform efforts, school-based mental health professionals can emphasize the benefits of building collaborative efforts within and between schools and among schools, community mental health providers, social services, juvenile justice agencies, and families.

The Lafourche Parrish School-Based Mental Health Program

Located in Thibodaux, Louisiana, this program provides intervention, consultation, and assessment for students with particularly strong emphasis upon coordinated intensive intervention for their most involved students with behavioral and emotional difficulties. There are three interconnected programs: discreet planned intervention, which provides targeted individualized early intervention; day treatment, which offers a therapeutic classroom environment for students requiring intensive intervention; and school-based psychiatric clinic, which provides highly intensive intervention for students and families in conjunction with community mental health centers.

Special Education and Related Services

Special education eligibility under IDEA includes the designation of emotional disturbance. Under the Federal definition, this includes children and youth demonstrating unsatisfactory personal relationships with peers and teachers and who have inappropriate types of behaviors or feelings under normal circumstances.

Once eligible under IDEA, if a child's behavior interferes with his or her learning or the learning of others, he or she is entitled to "behavioral interventions, strategies, and supports." These interventions, strategies, and supports are to be incorporated into the student's IEP. It is also important to point out that the positive behavioral interventions, strategies, and supports available under IDEA are not limited to just students with emotional disturbance. All students with disabilities whose behavior interferes with their learning or the learning of others are entitled to the development of positive interventions, strategies, and supports. Positive behavioral interventions can be effective for all students—with or without disabilities—if their behavior interferes with their learning and social/emotional adjustment.

The 1997 reauthorization of IDEA emphasized in both spirit and letter that special education is an array of services and supports rather than a place. Under its “Least Restrictive Environment” (LRE) requirements, IDEA specifies that special classes, separate schooling, or other removal of children with disabilities from the regular educational environment should occur only if the nature or severity of the disability is such that education in regular classes with the use of supplementary aids and services cannot be achieved satisfactorily. It is important to note that positive behavioral interventions and supports, like other services provided to students with disabilities, can be implemented in the regular education classroom.

Alternative Programs and Schools

Traditional public schools have sometimes been unsuccessful in trying to address the complex needs of severely troubled children and youth that have intensely challenging behaviors. Some schools have established alternative programs to continue educating students with highly challenging behaviors who previously would have dropped out or who would have been suspended or expelled. Such programs have increased dramatically, with three out of four school districts reporting some form of alternative program(s). In some school districts, alternative programs are located within neighborhood schools. Other school districts locate alternative programs in separate facilities. Some alternative programs are quite behavioral in focus, while others emphasize a day treatment model where students and families are provided with intensive mental health and special education services. Effective alternative programs are not custodial. Rather, effective alternative programs collaborate with regular schools to facilitate reintegration. Other characteristics of effective alternative programs include

- intensive individualized instruction in credit-earning coursework
- continuation of special education services for students with IEPs
- positive behavioral support—including social skills and anger management/abatement—within a structured school environment
- psychological/mental health consultation and counseling
- intensive family involvement
- transition services that support the return to regular school
- community agency involvement (through mental health programs, social services, juvenile justice, and so forth)
- caring staff committed to relationship building with students
- effective, engaging instructional techniques with curriculum demands matched to the student’s academic skills.

Lane School, Lane Education Service District

Lane School, a public school alternative setting for students with the most serious behavioral problems, is supported by the Lane Education Service District, Lane County Oregon. With just four classrooms, the Lane School typically has fewer than 30 students in its program at one time. The program is small so that students can receive the structure, attention, and skills they need to improve their behavior and their academic performance and then prepare them to go back to their neighborhood schools. Interventions are highly individualized, and the emphasis is on effective problem solving through communication with others and on improving each student's academic performance. The supervisor of Lane School emphasizes the need for efficient and effective structures in place that lead to the creation of "civil classroom and school climates." This includes having a system of clear rules, teaching students alternative responses to anger, reinforcing those newly learned skills, intervening in aggression early, deterring violent behaviors with clear consequences, and emphasizing academics consistently.

Lane School emphasizes a strong commitment to successful transitions of the students back into their home schools, a process that begins the day students enroll in Lane School. These transitions work best when Lane School staff (in the words of Robin, a Lane School teacher and transition specialist) succeed in "export[ing] the program and...its strategies into the county's schools." These schools (only some of those to which students return) are (in Robin's words) "truly committed to advocating for each child" and (in the words of Dorothy, a Lane School consultant who spends half of her time in local school) "support each child and see him as a child with a legitimate disability."

Safe and Effective Schools for ALL Students What Works: What Works!, p. 21-22.

The Positive Education Program's Day Treatment Programs

Cleveland Ohio's Positive Education Program (PEP) operates six day treatment centers that provide a supportive environment marked by high expectations for appropriate behavior and an emphasis on competence. These centers enable students to remain at home or in their community, and to successfully return to less restrictive educational settings. Although schools often use it as a last resort, the centers are neither dumping grounds nor places that focus on the external control of behavior. Instead, they develop IEPs for each student and provide a variety of services, such as individual counseling and behavior intervention, social skills training, therapeutic arts activities, speech and language services, and crisis management/intervention. The center's many components include:

- ❖ support
- ❖ outdoor education, therapeutic camping, and community experiences
- ❖ parent support and education
- ❖ liaison to juvenile court
- ❖ academic programming.

A system of rewards such as positive reinforcement is used in the classrooms to promote good behavior. PEP also provides young people with a socially and academically rich environment, readies them for reintegration into mainstream settings, and works with staff in those settings to support them once they return. The classroom, generally consisting of ten students, is an open arena for student expression of emotions and promotion of high expectations.

Systems of Care

A system of care has been defined by the Center for Mental Health Services as a coordinated continuum of mental health and related services and supports that are organized to provide care. It is designed to work with families to help children or adolescents with serious emotional disturbances, get the services they need in or near their homes and communities. In systems of care, local public and private organizations work in teams to plan and implement a tailored set of services for each individual child's physical, emotional, social, educational, and family needs. Teams include family advocates and representatives from mental health, health, education, child welfare, juvenile justice, vocational counseling, recreation, substance abuse, or other service providers. Under effective systems of care, teams include the child and his or her family and build upon the child's and family's strengths rather than focusing solely on the problems of the child and family.

The range of services that may be included in a system of care include

- case management (service coordination)
- community-based inpatient psychiatric care
- counseling (individual, group, and youth)
- crisis residential care
- crisis outreach teams
- day treatment
- education/special education services
- family support
- health services
- independent living supports
- intensive family-based counseling (in the home)
- legal services
- protection and advocacy
- psychiatric consultation
- recreational therapy
- residential treatment
- respite care
- self-help or support groups
- small therapeutic group care
- therapeutic foster care
- transportation
- tutoring
- career counseling

Cross-Site Findings Regarding Schools as Part of Systems of Care

The following six practices are integral to the success of the systems of care:

- The use of clinicians or other student support providers in the schools to work with students, their families, and all members of the school community, including teachers and administrators.
- The use of school-based and school-focused Wraparound services to support learning and transition.
- The use of school-based case management. Case managers help determine needs; identify goals, resources, and activities; link children and families to other services; monitor services to ensure that they are delivered appropriately; and advocate for change when necessary.
- The provision of schoolwide prevention and early intervention programs. Prevention helps those students with or at risk of developing emotional and behavioral problems to learn the skills and behaviors that help in following school rules and enjoying positive academic and social outcomes. Early intervention allows schools to provide students with the support and training they need to be more successful in managing their behavior.
- The creation of centers within the school to provide support both to children and youth with emotional and behavioral needs and to their families. Students in the centers interact with caring staff members who can help students and their families connect with the entire system of care to help in meeting their needs.
- The use of family liaisons or advocates to strengthen the role and empower family members in their children's education and care. All three sites studied have harnessed the power that involving family members as equal partners brings to their comprehensive programs.

For greatest effectiveness, the Student Support Team and the local system of care should develop established interagency agreements that can facilitate the integration and coordination of services. When these services seem necessary for a child and family in need, community members competent in such intensive services can become part of the Student Support Team. The expanded team works together with the family and student to develop a plan. Roles and responsibilities can be determined and methods for coordination (for example, assigning a case manager), ongoing evaluation, and communication should be detailed and approved by the family.

Individualized Mental Health Services and Supports

Effective systems of care tailor interventions to address the strengths and needs of individual youth who may themselves require different interventions at different developmental stages. Over the last decade, powerful, intensive interventions have been developed to address the multiple factors contributing to serious emotional and behavioral problems. To be effective, an intervention should address all of these factors and support the entire social ecology of the youth in trouble. These programs provide intensive therapy and support that is available 24 hours a day, seven days a week. There is daily contact, face-to-face or by phone, with families. These services usually last for a minimum of three to five months, depending on the seriousness of the problem and the success of the intervention. The models that have demonstrated impressive results are highlighted below.

Multisystemic Therapy

One intervention that has proven its effectiveness is Multisystemic Therapy (MST). It has been effective with youth with issues ranging from substance abuse and crime to suicidal and homicidal impulses. Multisystemic therapy is built upon eight essential principles:

- The primary purpose of assessment is to understand the fit between the identified problems and their broader systemic context.
- Therapeutic contacts emphasize the positive and use systemic strengths as levers for change.
- Interventions are designed to promote responsible behavior and decrease irresponsible behavior among family members.
- Interventions are present-focused and action-oriented, targeting specific and well-defined problems.
- Interventions target sequences of behavior within and between multiple systems that maintain the identified problems.
- Interventions are developmentally appropriate and fit the developmental needs of the youth.
- Interventions are designed to require daily or weekly effort by family members.
- Intervention effectiveness is evaluated continuously from multiple perspectives with providers assuming accountability for overcoming barriers to successful outcomes.
- Interventions are designed to promote treatment generalization and long-term maintenance of therapeutic change by empowering caregivers to address family members' needs across multiple systemic contexts.

Treatment Foster Care

Multisystemic therapy is an example of an effective strategy for addressing the needs of youth whose behaviors or needs have not developed to the point where out-of-home placement is mandated. Treatment foster care extends the model of intensive, family-focused intervention to youth whose delinquency has been so serious and so chronic that they are no longer permitted to live at home. Like multisystemic therapy, it works because it includes every major aspect of a youth's life in the intervention: the individual, family, peers, and school. Indeed, treatment foster care has been rigorously evaluated, and, compared to ordinary group care, has been shown to reduce repeat offenses and to increase successful return to living with relatives.

The model on which treatment foster care is based recognizes the challenges of living with a youth exhibiting serious antisocial behavior. Parents can be worn down by escalating conflict to a point where their normal parenting resources are seriously diminished. It is precisely these normal resources—the ability to provide meaningful adult supervision, to implement discipline consistently, to minimize association with delinquent peers, and to support academic achievement—that keep

delinquency at bay. What treatment foster care does is provide these powerful socialization forces of family life for youngsters at a point when the youths' behaviors have become so dangerous to society that they are removed from their homes.

Treatment foster care families are recruited for their ability to share the basis of their experience with adolescents, their willingness to act as treatment agents, and their ability to provide a nurturing family environment. Families apply formally and participate in a 20-hour pre-service training, which emphasizes the use of behavior management methods to provide youth with a structured daily living environment including close supervision, clear rules, and enforcement of limits. Treatment foster care parents are taught how to implement individualized plans that take into account youths' needs and the treatment foster care family's schedule and values. A three-level system is used in which the youth's privileges and level of supervision are based on their compliance with program rules, adjustment in school, and general progress. Treatment Foster Care parents participate in weekly foster parent group meetings. Here they review youths' progress, identify problems, and discuss potential solutions.

Each youth in treatment foster care participates in individual behavior therapy focused on skill building in problem solving, social perspective taking, and non-aggressive methods of self-expression. Biological families or other aftercare resources participate in weekly family therapy focused on parent management training with an emphasis on supervision, encouragement, discipline, and problem solving. Schools are an important part of the intervention; each youth carries a card to class and teachers sign off on attendance, homework completion, and attitude. Youths who are suspended are required to do schoolwork or chores during school hours.

Wraparound Planning and Services

Another approach to providing intensive interventions that has spread throughout the country is the Wraparound process. Wraparound is not a therapy or a program, but rather it is an *approach* to providing services and supports to children with serious emotional and behavioral problems and their families. The Wraparound approach is founded on 10 essential elements and values that guide the process of providing intensive services to children and their families.

Elements of Wraparound

1. Community-based
2. Individualized and strengths-based
3. Culturally competent
4. Families involved as full and active partners in every level of the wraparound process
5. Team-driven process, involving the family, child, natural supports, agencies, and community services
6. Flexible funding and creative approaches
7. A balance of formal services and informal community and family resources
8. Unconditional commitment
9. A service/support plan developed and implemented based on an interagency, community-neighborhood collaborative process
10. Outcomes must be determined and measured

The Wraparound approach includes a definable planning process involving the child and family, community agencies, and school staff that results in a unique set of school and community services and supports tailored to meet the needs of the child and family. This wraparound team should consist of both professional service providers (mental health workers, educators, child welfare

workers, law enforcement and juvenile justice personnel) and informal supports from the community (extended family members, friends, clergy—anyone the family may call to help in a crisis). The team develops goals and identifies the individualized set of services and supports necessary to achieve those goals. The plan employs a strengths-based assessment, is coordinated by a wraparound facilitator (or case manager), specifies a crisis/safety plan, and identifies measurable outcomes that can be monitored regularly.

Since a critical element of the Wraparound approach is that services and supports are provided in the child's and family's community, the involvement of school professionals from the child's neighborhood school is frequently extensive. School-based Wraparound planning builds upon the individualized nature of special education planning and includes the teacher and other relevant school personnel as part of the planning team. Given that Wraparound services and supports are usually paid for through flexible, noncategorical funding, the Wraparound team can often provide additional supports for the child that are implemented during the school day to aid teachers and other school staff.

School-Based Wraparound in LaGrange, Illinois

Since the LaGrange Area Department of Special Education began applying the Wraparound process, the number of self-contained K-8 classes for children with emotional and behavioral disorders has dropped from eight to zero as students with emotional and behavioral disorders, their families, and their teachers now receive comprehensive supports and services in a variety of settings. Although an option for self-contained classrooms is available, these programs have evolved into classrooms that serve multi-needs children such as those with autism, pervasive developmental delay, and multiple disabilities. Children who traditionally had been placed in self-contained emotional and behavioral disorders classrooms are now served through the Wraparound approach in their home schools with wraparound teams, family service facilitators, and team teachers.

CHAPTER 5:

CREATING AND IMPLEMENTING A COMPREHENSIVE PLAN

This chapter describes how to implement the comprehensive three-level model of prevention using a team approach. This chapter first outlines the role of teams and how to build an effective team to address important school issues. The chapter later discusses the logistics of planning and implementation.

The Role of the Schoolwide Team in Creating Safe Schools

The Schoolwide Team, described in Chapter 2, assesses the school, including the academic and behavioral programs and school climate, to set short-term and long-term goals that will improve the quality of the educational experience for all students and the safety of the school. The Team designs general policies and procedures and selects programs that are implemented throughout the school. In addition, the Schoolwide Team coordinates these strategies. Since the Schoolwide Team shares some members with the Student Support Team, they can share information that will help the Schoolwide Team make informed decisions about the school and the safety needs of the students.

The Schoolwide Team undertakes activities to plan, implement, monitor, and maintain the school's violence prevention activities. While so doing, the Schoolwide Team proposes policies and procedures that

- link to all school improvement efforts
- align with community efforts and services
- are understood and supported by all members of the school community: students, teachers, staff, administrators, school-board members, families, and other community members
- include all three levels of prevention: a schoolwide foundation, early intervention, and intensive intervention
- reflect an understanding of how to use early warning signs appropriately
- include an efficient process for referral, problem solving, consultation, and intervention (The Student Support Team)
- employ effective evidence-based interventions that align with the school's structure, culture, needs, and resources
- align with special education requirements and all other schoolwide efforts, such as extra-curricular activities and services for English language learners.

Organizing the Schoolwide Team

Because the Schoolwide Team has the responsibility of planning, implementing, and evaluating an integrated schoolwide violence prevention effort, members of the Team should have diverse and complementary skills. Selection of Team members is critical to overall effectiveness. Members should be chosen because of their expertise in learning and behavior and leadership capabilities. Team members should be willing and able to make a commitment to the team, particularly during the initial implementation phase

The Team at Kennedy Middle School

Kennedy Middle School in Eugene, Oregon, has members from all grade levels, subject matters, an active administrator and members skilled in positive behavior support. "Our team has acting administrators from all grade levels. They meet once a month to guide and monitor the schoolwide safety planning." Kay Mehas, administrator at Kennedy Middle School.

Following is a checklist that one successful program used to develop a team.

Checklist for Constructing the Team		
Team Member	Position	Expected Contribution: • Knowledge they bring • Resources they can contribute
1		
2		
3		

Community Members and the Schoolwide Team

Comprehensive planning recognizes the influence of the larger community on the functioning of schools. It is critical that school leaders identify these influences and understand how they affect the school. Schools can enhance their violence prevention efforts by working with their community to address issues that directly influence both their community and school.

Safe and effective schools develop procedures for assessing and working with the external community environment so that programs and interventions are sensitive to community needs. In this way, schools become true partners with community agencies and organizations.

To ensure that the school considers these community-based factors and to ensure future coordination of prevention and intervention services, a variety of community leaders and family members should be involved in planning and implementation:

- parent group leaders, such as Parent-Teacher Association (PTA) officers, advocacy group leaders, and parents knowledgeable about troubling behavior
- law enforcement personnel
- attorneys, judges, and probation officers

- clergy and other representatives of the faith community
- violence prevention group representatives
- mental health and child welfare personnel
- physicians and nurses
- family agency and family resource center staff
- business leaders
- recreation, cultural, and arts organizations staff
- youth workers and volunteers
- local officials, including school board members and representatives from special commissions
- interest-group representatives and grass roots community organization members
- school public relations officers
- college or university faculty
- members of local advisory boards
- other influential community members.

Reaching Out to the Community

School safety is dependent on the ability of the school to partner with the greater community. Once the Schoolwide Team has formulated a vision, developed team cohesion, and delineated roles and responsibilities, it should reach out to the greater community. The vehicle for this outreach can be a community-wide collaboration, coalition, or work group. This outreach ensures

- ❖ community support for school efforts
- ❖ coordination of school and community services
- ❖ maximizing resources and reducing fragmentation
- ❖ support for family-school collaboration.

Building an Effective Schoolwide Team

Whether the team is well established or newly established, there is no assurance that its members do or will function as an effective team. Indeed, one of the strengths of the Schoolwide Team should be its diversity in expertise, skills, and experiences. The common goal of developing safe schools should galvanize all parties to pool their resources and work collaboratively. Cohesiveness and a sense of shared purpose, primary characteristics of effective teams, will be enhanced through the following practices:

- The Team takes time at the onset to agree on a vision.
- Individual members should make a commitment to participate in all relevant team activities and training, leaving their personal agendas at the door.

- The Team selects a dedicated leader or facilitator. The leader or facilitator keeps the Team task-focused and productive, while ensuring that needs are addressed and interpersonal conflicts (if any) are resolved.
- Each member of the Team is provided with the necessary information and support so that he or she can participate on the team as an equal.
- Team members should take turns taking notes, or the Team should be staffed with a secretary. These notes are circulated to the Team in a timely fashion.
- One member is responsible for liaison functions. This includes keeping the greater school and community informed and linking to other school and community teams.
- The Team develops a process for solving problems and making decisions. For example, the Team should determine if decisions will be made by consensus, majority, or some other clear and agreed-upon process.
- Teams may strengthen their interpersonal relations through trust-building activities. There is a substantial knowledge base of ways that teams can build trust and work more effectively together.

Building a productive team takes time, and prior to reaching this goal the Schoolwide Team will move through several phases. At times, these stages will feel uncomfortable as the Team experiences conflict and strives for resolution. Additionally, uneasiness will likely be experienced as members learn their roles and establish norms for communication and other routines. Over time, as members support each other and accomplish objectives, a feeling of trust and mutual respect will emerge. As additional individuals are included at various points, Team dynamics and functioning may be affected. This is a normal part of Team development and functioning and should not be a cause for alarm. However, too much turnover and turmoil can render the Team inoperable, therefore it is important that the Team remains fairly consistent and provides stability to the planning and implementation tasks.

Logistics for the Schoolwide Team

Once the Team has been established or expanded and has reviewed its charge, it should then consider logistics. Critical logistical tasks include obtaining administrative support, securing a planning budget, determining a communication process, and scheduling meetings.

Obtaining Approval and Buy-Ins

The first order of business is to obtain district or school approval and buy-in for the Schoolwide Team vision. Approval enables the Team to obtain resources to support its efforts and to secure modifications in policies and procedures. Buy-in secures the ongoing, active, and usually visible support of key administrators.

Getting Buy-In

"Before we went any further with training and planning we had a unanimous agreement that this was what the school wanted to do. We had to make sure we had a strong buy-in, there was no other way," Glen Carolton, School Psychologist in South West School District, Ohio. Project ACHIEVE.

Schools differ in the ways they develop and implement plans. It helps to know in advance the administration's expectations for the work and any relevant restrictions or policy guidelines, such as reporting procedures or extent of decision-making authority. If possible, the Team should invite someone who has the authority to approve procedures and allocate funds. If the Team encounters resistance, it should document the need and demonstrate the connections between its concerns (such as improved academics or community support) and school safety.

Communities also differ in the extent to which they understand the need for the team's work. At a minimum, the community should understand and support the need for a comprehensive prevention, intervention, and crisis response program. Determine the information needs of the community and tailor the team's communication strategy to address these needs.

Securing a Planning Budget

Resources and funding may be necessary for the work of the Schoolwide Team. School officials will need to know the anticipated costs. For example, will teaching staff need substitutes while they conduct Team duties?

Discuss budget requirements for the Team. The Team may need to prepare a budget for the administration to approve. Examples of budgetary considerations include release time or compensation for Team meetings, secretarial assistance, meeting space, support for family participation, and reimbursement for incidentals.

Designing a Communication Process

One of the Team's responsibilities throughout this process is to communicate its findings with the larger school community. The Team may elect to prepare a formal report or simply reorganize its findings with a cover memorandum. In either case, a few suggestions follow:

- **Prepare an executive summary.** The executive summary should state the purpose of the Team's work, provide a brief overview of the Team's work to date, and list recommendations for next steps. A brief version of the Team's executive summary can be distributed via newspapers, mailings, or on the school's Web site or bulletin board.

Executive Summary Template	
Use the following template to develop an executive summary regarding the work of the Team. This report will be used to communicate the team's findings with the larger school community.	
Date:	_____
Team members:	_____
Objective/Purpose of work:	_____
Activities to date:	_____
Recommendations/Next steps:	_____

- **Consider face-to-face meetings.** The Team may decide to schedule face-to-face meetings with the school as a whole or with different stakeholder groups. The Team should work with community representatives or a representative of the stakeholder group to identify potential questions and to prepare an agenda that maximizes the impact of the meeting. It is important to include the entire school in this knowledge sharing. The Team can invite community members and families to school meetings and consider having members attend a variety of meetings with different constituents, such as PTA meetings.
- **Solicit feedback.** Throughout this dissemination process, the Team should solicit feedback from individuals regarding the accuracy of the Team's findings and the effectiveness of its communication efforts. The school and community at large must be informed of the Team's goals and progress. Also, the Team can solicit feedback from individuals who will be involved in the next stages—developing and implementing the violence prevention and response plan.

Scheduling Meetings

The Team schedules meetings according to the task. Most teams will begin by meeting weekly. After start-up, there are four major milestones:

- conducting the school assessment
- developing the schoolwide violence prevention plan
- designing the implementation approach for the plan
- implementing and evaluating the plan

Achieving each of these milestones may require a different amount of time. It is important to note that it may take a full year to develop a plan and implementation strategy. It will take even longer to implement the plan completely and measure its effects. It is important to set realistic timelines and due dates throughout the process.

More Resources

If at any time Team members wish to study a topic in more depth, they should refer to Chapter 6, which lists references, resources, and contacts related to the topics featured in this Action Guide. In addition, Team members may wish to consult the hot-linked version of the guide that is available at the Web site of the Center for Effective Collaboration and Practice (<http://cecp.air.org>). The Web site offers hot links to other sources of information that will be useful in planning and implementation.

Implementation Considerations for the Schoolwide Team

Schools differ in the way they implement their comprehensive plans, but several generic areas are germane to implementation work:

- **Make a long-term commitment.** The plan will not be put into place overnight. Most likely, it will take several years to have all components of the plan in full operation. The important thing is to start and to set a reasonable timeline for reaching the goals and objectives.
- **Obtain district approval.** The team's goal is to obtain more than plan approval; it is to institutionalize change. This requires formal approval, which may require a vote by the school board. In addition, someone in a leadership role needs to champion the plan. This individual needs to ensure that there is sustained buy-in and support from the school community.
- **Provide sufficient training to everyone.** Training should be provided for all members including staff, students, families, and community members. All should be provided with regular, relevant training and support. Training assists the school in developing the capacity of staff, students, and families to intervene. Examples of training methods include the following:
 - in-service training for all faculty and staff
 - written manuals, pamphlets, or flipcharts
 - practice responding to imminent warning signs of violence.
- **Seek parent approval and involvement.** Families must be involved in implementing the plan. There should be open lines of communication throughout the process.
- **Seek support and involvement.** The Team should ensure that every member of the school accepts and adopts the violence prevention and response plan. This buy-in is essential if all members of the school are expected to feel comfortable sharing concerns about children who appear troubled. Too often, caring individuals remain silent because they have no way to express their concerns.
- **Secure resources.** Most plans will require both human and fiscal resources to fully implement. In preparing this part of the implementation strategy, consider the anticipated costs of activities.

- **Specify evaluation procedures.** Plan evaluation is a critical component of the comprehensive school safety plan. It increases the effectiveness of management and administration of the plan. Evaluation data should be used when renewing the plan. When planning the evaluation component, consider the following principles:
 - There should be measurable goals, objectives, and benchmarks.
 - Assessment should be based on objective data.
 - Setting timelines for effects maintains integrity with the greater community.
 - The Team should be held responsible for regular (preferably quarterly) evaluation of the prevention and intervention plans.

The following is an example of a comprehensive implementation plan developed by Patterson Elementary and Family School in Oregon from 1996-1999.

Positive Behavioral Support Intervention Plan

1. Established effective behavioral support team
2. Designed curriculum for teaching students to be caring self-managers
3. Provided training for staff
4. Monitored behavior using referral form
5. Evaluated the program using a survey
6. Made adjustments to program including a method for addressing individual student needs.

Provided by Stella Dadson, Principal of Patterson Elementary & the Family School. Eugene, Oregon. Patterson Elementary and Family School, 1996-1999.

Finally, once the plan and implementation strategies are developed, it is time to present the plan to the community. The plan may be presented in various ways: events, town meetings, discussion groups, written products, and press releases.

The team may need to use multiple strategies to reach a large number of people. Each school will have a preferred strategy for presenting the plan. Several general considerations should be kept in mind:

- Make the presentations available in the native languages of family members and the community.
- Schedule events at a convenient time for family members and community members.
- Provide logistical support (e.g., child care, transportation) to ensure wider participation.

This communication process must be ongoing, structured, and detailed to ensure long-term community support.

Other Considerations

Despite prevention efforts, even the most effective schools will experience some form of crisis, whether it takes the form of violence, tornadoes, fires, or death of a student or a staff member. The immediate response to and long-term handling of the crisis are important variables that will affect the adjustment of students, school staff, and families. Schools that are best prepared will develop a multicomponent plan that addresses the physical and psychological well-being of students and school staff. The Schoolwide Team, with support from the local school system, should work to design a crisis response plan. The plan should be shared with all members of the school. The components of the crisis response plan include:

- specific procedures for internal and external communication
- evacuation protocols to protect students and staff from harm
- a process for securing immediate external support from law enforcement officials and other relevant community agencies
- a process for dealing with long-term effects of the crisis.

CONCLUSION

While most schools are safe, they can be safer. Improving school safety requires the strategic investment of time and dollars—scarce resources for which there are competing demands. Fortunately, schools that strategically coordinate schoolwide efforts are more likely to improve academic performance as well as reduce behavior problems.

This Action Guide builds upon the Early Warning Guide. It provides a comprehensive three-stage model that can lead to safer schools. The model incorporates prevention, early intervention, and intensive interventions in a manner that will help schools achieve improved long-term academic, behavioral, and social emotional outcomes for all students and their families. The Action Guide identifies mechanisms for implementing the plan (the Schoolwide Team and the Student Support Team) and also describes the processes that these teams can employ to improve school safety. Finally, the guide provides information about technical assistance centers and evidence-based resources that schools can draw upon to develop a comprehensive plan that addresses the particular needs and builds upon the strengths of their school and their community.

CHAPTER 6:

RESOURCES

World Wide Web

School Safety Related Resources

American Institutes for Research

<http://www.air.org/>

Center for Effective Collaboration and Practice

<http://cecp.air.org>

National Association of School Psychologists

<http://www.naspweb.org/>

National Mental Health Association

<http://www.nmha.org/>

Northwest Regional Educational Laboratory

<http://www.nwrel.org/>

National Resource Center for Safe Schools

<http://www.safetyzone.org/>

School Safety and Violence Prevention

<http://www.cecp.air.org/guide>

Student Support and Classroom Management

The Behavior Home Page

<http://www.state.ky.us/agencies/behave/homepage.html>

Council for Children with Behavioral Disorders

<http://www.ccbd.net>

Effective Behavior Support

<http://brt.uoregon.edu/ebs/>

Prevention and Early Intervention: Collaboration and Practice

<http://cecp.air.org/prev-ei/>

Prevention Strategies that Work
<http://cecp.air.org/preventionstrategies/Default.htm>

Wraparound Planning
<http://cecp.air.org/wraparound/default.htm>

Federal Resources

Center for Disease Control and Prevention, Division of Violence Prevention
<http://www.cdc.gov/ncipc/dvp/dvp.htm>

Center for Mental Health Services
<http://www.samhsa.gov/cmhs/cmhs.htm>

National Institute of Mental Health
<http://www.nimh.nih.gov>

Office for Civil Rights
<http://www.ed.gov/offices/OCR>

Office of Juvenile Justice and Delinquency Prevention (OJJDP)
<http://www.ncjrs.org/ojjdp>

Office of Special Education Programs
<http://www.ed.gov/offices/OSERS/OSEP>

U.S. Department of Education
<http://www.ed.gov>

U.S. Department of Education Safe and Drug Free Schools Program
<http://www.ed.gov/offices/OESE/SDFS>

U.S. Department of Justice
<http://www.usdoj.gov>

U.S. Department of Justice for Kids and Youth Homepage
<http://www.usdoj.gov/kidspage>

Organizations

American Association of School Administrators
<http://www.aasa.org/>

American Counseling Association
<http://www.counseling.org/>

American Federation of Teachers
<http://www.aft.org/>

American School Counselor Association

<http://www.schoolcounselor.org/>

Council of Administrators of Special Education

<http://members.aol.com/casecec/>

Council of Exceptional Children

<http://www.cec.sped.org/>

Federation of Families for Children's Mental Health

<http://www.ffcmh.org/enghome.htm>

National Association of Elementary School Principals

<http://www.naesp.org/>

National Association of School Psychologists

<http://www.naspweb.org/>

National Association of Secondary School Principals

<http://www.nassp.org/>

National Association of State Boards of Education

<http://www.nasbe.org/>

National Education Association

<http://www.nea.org/>

National Mental Health Association

<http://www.nmha.org/>

National Middle School Association

<http://www.nmsa.org/>

National PTA

<http://www.pta.org/index.stm>

National School Boards Association

<http://www.nsba.org/>

National School Public Relations Association

<http://www.nspra.org/entry.htm>

Police Executive Research Forum

<http://www.policeforum.org/>

Family Resources

Boys Town

<http://www.boystown.org/>

Federation of Families for Children's Mental Health
<http://www.ffcmmh@ffcmmh.org>

Parent Advocacy Coalition for Educational Rights (PACER)
<http://www.pacer.org/>

Project for Parents of Children with Emotional/ Behavioral Disorders
<http://www.pacer.org/parent/ebd.htm>

The Beach Center on Families and Disabilities
<http://www.lsi.ukans.edu/beach/beachhp.htm>

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Director, Ginger Ridge
Residents' Initiative

Ellen Halbert
Editor, National Crime
Victims Report

Marc Klaas
Pres., Klaas Fdn. for Children

Dennis Lees, Ph.D.
Mgr., Mental Health Clinic

Jean Lewis
President, Parents of
Murdered Children

**Gordon Rondeau &
Elaine Rondeau**

Founders, Action America:
Murder Must End Now

**FIGHT
CRIME**



**INVEST
IN KIDS**



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William C. Christeson, M.H.S.

State Operations Directors
Mary E. Richards
Marci L. Wasserman

To: Eric Liu, Ann O'Leary
From: Sanford Newman, Fight Crime: Invest in Kids. *SN*
Date: 2/1/00
Re: Press Event to Present New Child Care Report to President?

We were delighted to see the President's proposals on Head Start, child care, Early Learning Fund and 21st Century Community Learning Centers. Nice work!

We have been planning to release this Thursday, February 3, the enclosed report on the crime-prevention impact of investments in early childhood programs, entitled "America's Child Care Crisis: A Crime Prevention Tragedy." Key findings are summarized on page ii of the report.

Co-authors include Dr. Berry Brazelton (Harvard Pediatrics Professor and the best known "baby doctor" in the country; the current Dr. Spock), criminologist Larry Sherman, (University of Pennsylvania), Bill Bratton, former San Diego Police Chief Jerry Sanders and Yale child development professor Ed Zigler. The report presents the compelling evidence that early childhood development programs can greatly reduce crime, and that America is falling far short of the investment it needs to make in Head Start and quality child care.

Our goal with this report is to reframe early childhood education as a youth violence issue in much the same way that our September, 1997 "Prime Time for Juvenile Crime" report, and the reverberation the White House has given to that report's data and message, have contributed to re-framing the issue of after-school programs.

We're eager to do it quickly to build momentum behind the President's Head Start and child care proposals. Another factor in the timing is that we want to release a California version on February 8th, at press events there, to give the public information it should have before it votes on repeal of a 50-cent-a-pack cigarette tax funding early childhood development programs. But, of course, if we knew today that the President wants to do an event with us, we'd reschedule to fit his schedule.

This report has evolved from the draft we gave you last year. It now does contain findings from important new research, and of course, has the authoritative imprimatur of America's best-known pediatrician, as well as its most distinguished child development expert, one of its most prominent criminologists, and police chiefs who presided over two of the biggest crime reductions in the country.

I know this is short notice. Can we talk today to see what you think the odds are?

Many thanks.

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America's Child Care Crisis: A Crime Prevention Tragedy

A Report From

FIGHT CRIME: INVEST IN KIDS

by

Sanford Newman, J.D.
President, Fight Crime: Invest in Kids

T. Berry Brazelton, M.D.
Professor Emeritus, Harvard Medical School

Edward Zigler, Ph.D.
Sterling Professor of Psychology, Yale University

Lawrence W. Sherman, Ph.D.
Greenfield Professor of Human Relations, University of Pennsylvania

William Bratton
Former Police Commissioner, New York City

Jerry Sanders
Former Chief of Police, San Diego

William Christeson, M.H.S.
Research Director, Fight Crime: Invest in Kids

To: Ann O'Leary

February 4, 2000

Bishop Eddie L. Long
Senior Pastor
New Birth Missionary Baptist Church
2778 Snapfinger Road
Decatur, Georgia 30034

Dear Bishop Long:

Thank you for your thoughtful letter and warm words of support. I'm glad you enjoyed your time at the White House.

As you know, addressing youth violence remains a top priority of my Administration, and I agree that the faith community can play a major role in this crucial effort. By encouraging all sectors of society to work together, we can counter the culture of violence and build in its place a culture of values. As we continue to advance this important goal, I'm grateful for your insights, and I'm glad to know I can count on your help.

Thanks for taking the time to write. God bless you.

Sincerely,

BILL CLINTON

BC/RMS/DC/pw (Corres. #7066419)
(2.long.el)

~~cc w/ine Karin Kullman Room 107~~

BISHOP EDDIE L. LONG, D.D., D.H.L.
SENIOR PASTOR

6
PLM
November 11, 1999

NOV 22 1999

President Bill Clinton
The White House
Washington, D.C. 20502

Dear Mr. President:

It was indeed an honor to have attended the Pastors' Breakfast at the Whitehouse on September 28, 1999. This was a definite step towards furthering and strengthening a relationship between the religious community and the government. President Clinton, you are to be commended on your job as President to this great nation. Most of all, I commend you on seeking the Lord through men and women of God for godly counsel and wisdom during your time of crisis.

Below are suggestions to aid us in reducing the crime rate in this nation:

- National dialogue between the government and the faith-based community
- Public validation of the religious community and it's importance to this country
- Educating the nation about the root of the crime
- Completely exposing the unscientific facts of the Darwin Theory

I believe the government along with the faith-based community can work together to reduce the problem to the lowest common denominator, address it, and multiply positive results for the nation. I am aware that a personal meeting with, the President of the United States, can yield positive results and would be honored to discuss the issues privately.

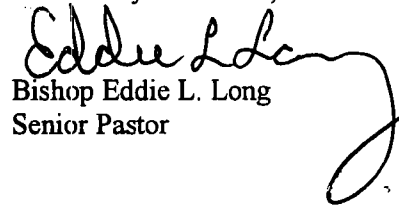
We must get to the root of crime within this country. In order to address this issue, it must be by education especially on the issues of spiritual values and ethics. We need to teach creation, which is based on love of God as a viable perspective, which sits along side the so-called secular or scienceitc approach. Creation affirms the value of life instead of destroying it.

There is a spirit of murder that is resting upon this nation, and I believe the religious community and the government can bridge together to share their thoughts and creativity to address the issues surrounding human hatred and violence.

In closing, this national dialogue would allow the people to have see how the secular and religious community are not necessary at odds on this issue, but are generally concerned of the safety for of this nation. This would not only strengthen this country, but strengthen our world.

If you need to reach me to discuss any of the suggestions, please contact my office at 770/696-7568. However, I suggest we begin with national dialogue, because of the constraints on your time.

Amazed by His Grace,


Bishop Eddie L. Long
Senior Pastor

Ephesians 6:10

"Finally, my brethren, be strong in the Lord, and in the power of His might."

January 24, 2000

PERSONAL

Theo Milonopoulos
Niko Milonopoulos
Co-Founders
Kidz Voice
Post Office Box 1671
Studio City, California 91614

Dear Theo and Niko:

Thank you for your letter and materials.
It sounds like you are accomplishing some
wonderful things.

I want you to know how inspired I am by
your initiative in starting Kidz Voice and by
your determination to confront gun violence and
find effective solutions. You can take pride in
knowing that organizations like yours are helping
to improve the lives of your fellow citizens.

My Administration is working hard to address
the problem of youth violence, but I know that
no government program can truly inspire our young
people without the dedicated efforts of individuals
like you. By working together, we can counter the
culture of violence and build in its place a culture
of values. I'm deeply grateful for your leadership
in this important endeavor.

Sincerely, **BILL CLINTON**

BC/RMS/DA/DC/emu-efr (Corres. #7095654)
(1.milonopoulos.n)

cc: w/copy of inc. to Karin Kullman, 207

Ann
-FYI

Karin

Kidz Voice-LA

3180 Dona Maria Drive - Studio City, CA 91604 - (323) 656-5516 - Fax (323) 654-3588

December 29, 1999

The Honorable Bill Clinton
President of the United States of America

Dear Mr. President,

We were very excited that we got to meet you when you were at the Handgun Control event, in Los Angeles, last November 30, 1999.

We want to update you about our project. We have collected 7,000 signatures of kids asking the Los Angeles City Council to ban the sale of gun ammunition, city-wide. On August 18, 1999, days after the shooting at the Jewish Community Center here in L.A., Councilmember Mike Hernandez made a motion to ban the sale of gun ammunition, city-wide, on behalf of the kids of Los Angeles.

A few weeks later, we held a kids' Peace March against gun violence and we were happy that our Police Chief Bernard Parks and our District Attorney Gil Garcetti marched alongside the kids. Also, in December, the Los Angeles Board of Police Commission, and highly respected groups such as *Women Against Gun Violence* and *Violence Prevention Coalition of Los Angeles*, all voted to support the proposed city-wide ammunition ban. Within the next month, the motion is scheduled to be voted on by the L.A. City Council.

X We will keep you posted on our progress. We hope you will be able to come along with the kids, to the hearing when the City Council votes on the motion.

Sincerely,

Theo and Niko Milonopoulos
Theo and Niko Milonopoulos
Co-founders, ***Kidz Voice-LA***

↑
Note: Seems too
late to address
this - "next month"
will be January.

Va ey r ion s o jo

J.S. gun-con 'o march

Planners hope million go to Washington

By Robert Monroe
Staff Writer

STUDIO CITY — It took the shooting that wounded Loren Lieb's 5-year-old son to push gun control to the forefront of her mind.

The gunshot wounds borne by Lieb's son, Joshua Stepakoff, in the wake of an Aug. 10 attack on the North Valley Jewish Community Center have become emblematic of the scar that hate crimes have left nationwide. Now Lieb is a member of a movement to band 1 million women together next Mother's Day to demand gun control.

"It's one of those things that you think is always in someone else's back yard," Lieb said Tuesday.

A Northridge resident who said Joshua to this day speaks little about the traumatic event, she was one of several mothers who joined Sen. Dianne Feinstein in rallying local support Tuesday for the Million Mom March scheduled for May 14 in Washington, D.C. She could be among as many as 50 from the Jewish Community Center to take part.

Gail Powers, California coordinator of the event, said she had horrific memories after a gunman stormed the center — while her son, Nathan, 5, was there — and wounded three children, a teenager and an adult before killing a mail carrier. She sought counseling but decided she needed to do more.

"When I heard about the march, I thought that's the way I can participate," Powers said.

She hopes to see 20,000 women from California join the march in which they will lobby for gun-control measures.



U.S. Sen. Dianne Feinstein, right, watches Joy Turner and her granddaughter Alexandria ring a bell at a gun-control rally Tuesday.

Tom Mendoza/Staff Photographer

"The only way that they will break this deadlock is to have the mothers of America come back to Washington and say enough is enough," said Feinstein during the rally at the Sportsmen's Lodge in Studio City.

After the attack in which Joshua and four others were wounded — a white supremacist has been charged with the crimes — the Jewish Community Center board president, Nancy Parris-Moskowitz, learned of the march from Feinstein at a prayer breakfast hosted by President Bill Clinton. She took the news back to the parents.

Powers called for retailers to support the event and said mothers, in return, would patronize the stores. She said the march's power could prompt substantial changes in gun-control laws that organizers say have been stymied for decades.

"I think a million moms standing up and being a force in Congress can make a difference," she said.

The bills for which march supporters advocate passage deal with loopholes in sales of guns at gun shows, trigger locks, availability of assault weapons and regulations limiting who can legally use guns.

Joy Turner, a 48-year-old Lawndale resident whose son Hank was shot and killed by two other young men in 1989, said time has not dulled her pain. But she said her spirits are raised by the idea of the march. She and her granddaughter, 5, rang a ceremonial bell Tuesday in memory of children killed by guns.

"My thought of seeing one million women united in a common cause other than shopping is (it's) going to be an awesome sight," said Turner, honorary chairwoman of Women Against Gun Violence.

Police Commission OKs ammo sales ban

By Beth Barrett
Staff Writer

The Los Angeles Police Commission narrowly recommended Tuesday banning the sale of live ammunition within the city.

The 3-2 vote on what would be one of the most sweeping bans in the country sends the issue to the City Council's Public Safety Committee.

The measure allows the sale of ammunition only to active and retired peace officers and military personnel for official duties as well as at firing ranges where all the bullets would have to be consumed.

Antique ammunition and blank ammunition also would be exempted under the provision.

"It is broad-based," said Assistant City Attorney Henry Morris.

The commission delayed consideration of an alternate plan that would have set up a permit system to buy and sell ammunition until the staffing implications can be further studied.

Proponents of the ban, including parents who had lost children to gun violence, said it was a step toward further reducing crime in the city.

Theo Milonopoulos, 12, of Studio City has been a youth leader in the anti-violence movement since the North Hollywood shootout near his neighborhood.

"Today, we feel as though we've given a voice to all the kids in the city," Milonopoulos said. "We all need to stand up for the kids."

Commissioner Dean Hansell initially hesitated to move forward on the recommendation,

citing state laws that could leave the city open to legal challenges.

Attorney General Bill Lockyer has been asked to review a previous ruling that the state preempts local governments in regulating the sale of ammunition. Hansell voted with the majority after commissioners said the council committee was ready to move ahead on the proposal. Hansell was joined by commission president Gerald L. Chaleff and commissioner T. Warren Jackson.

Chaleff said that while he remained concerned how effective such a ban would be in light of nearby cities continuing to sell ammunition, he was persuaded L.A. needs to start somewhere.

"Sometimes making a statement is enough," Chaleff said.

Commissioners Herbert F. Boeckmann and Raquelle de la Rocha dissented.

Boeckmann said the commission should not rush to put in place a "quick fix" that might not work, saying the focus on gun violence should be on the perpetrators of criminal acts.

"This is totally the wrong way to go about this, it goes against our rights," Boeckmann said.

De la Rocha said a complete ban would be "too extreme."

National Rifle Association of America officials said the city was trying to end-run state laws.

"If this was any other civil right, but guns, the city would never dream of doing this," said Attorney Chuck Michel, who equated the measure with trying to ban abortions by banning medical instruments.

Los Angeles Times

THURSDAY, DECEMBER 2, 1999

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UNDAY

Boys Persuade Panel to Back Ban on Ammo Sales

LOS ANGELES—The three-martini lunch is probably not a weapon in the arsenal of lobbyists Niko and Theo Milonopoulos. They are, after all, 12 years old.

Still, the fraternal twins from Studio City got their career off to a good start this week when they persuaded the Los Angeles Police Commission to pass a measure calling on the City Council to ban all sales of gun ammunition in the city.

The two had been lobbying for the measure since the North Hollywood bank shootout in 1997 and the murder of Ennis Cosby. Those events scared them, they said, so they collected 7,000 signatures of young people demanding the ammunition ban.

"It's time to stop the shooting of L.A. kids," Theo told the Police Commissioners.

After their pitch, the commission voted 3 to 2 Tuesday in favor of the ban. Opponents said it would violate gun rights and would simply force gun owners to buy their ammunition in other Southland cities.

Commission President Gerald Chaleff, who supported the ban, conceded that it might never be effective. "But sometimes making a statement is enough," he said.

The boys, who are students at Campbell Hall in North Hollywood, said the victory was sweet, even if it was just the first small step toward passage of the ban.

"It has been said that children will lead the way," activist Joy Turner told the commission. "I say, lead on, Theo and Niko."

Kidz V i 2-LA P.O. Box 1671 Studio City, CA 91614 Tel. (323) 654-3588

Speech presented to - L.A. Board of Police Commission - November 30, 1999

We, and thousands of other kids living in Los Angeles, are afraid of being shot. Last year in our city, over 450 people were shot to death, 53 of whom were kids, school age and under. In the past year and a half, we have collected 7,000 signatures of kids in Los Angeles, calling for a ban on the sale of gun ammunition. We have also collected hundreds of signatures of adults who support this idea. On August 18, 1999, Councilmember Mike Hernandez made a motion to ban the sale of gun ammunition city-wide on behalf of the kids of Los Angeles. The motion was seconded by Councilmember Jackie Goldberg.

Would the proposed ban on the sale of ammunition adversely affect L.A. residents? We think not! Firstly, according to a recent *L.A. Times* poll, the majority of the population does not even own a gun nor do they purchase ammunition! Secondly, the minority of people who do own guns would be able to do exactly what they do now. They could still purchase guns at L.A. gun dealers. They could keep guns and ammunition in their homes. They could shoot at target ranges. The only difference is that they would have to travel outside the city limits to purchase ammunition. We believe that the "this little inconvenience" is a small price for a responsible, law abiding, adult gun owner to pay for the safety of the kids of this community. Anyway, hunting within the city limits is illegal and hunters will be able to purchase ammunition in the location where they hunt. Unlimited ammunition should not be available in all neighborhoods where we live and where we go to school. Recently, City Council passed an ordinance banning the advertisement of liquor near schools and yet our city leaders are allowing ammunition to be sold in unlimited supply, within walking distance of our schools.

Is a city-wide ban on the sale of gun ammunition legal? We think so! We know that it would not be unconstitutional at the federal level because Chicago has a total city-wide ban on sale and possession of all handguns. At the local level, we know that a city-wide ban has been legal in L.A. for weeks at a time over the past decade, during the New Year's Day and the 4th of July holiday periods. We also know that when someone tried to repeal this city ordinance last summer, the Public Safety Committee chose to let the ammunition ban remain in effect. Furthermore, our City Attorney's office has assured us that there is no city law that would prohibit the ban. As attorney's, most of you know that there is no statutorily established right to sell or purchase ammunition. Therefore, the proposed ordinance would not contradict any state statute. And I quote, "The ordinance does not prohibit what the statute commands or command what it prohibits." (Sherwin-Williams v. City of Los Angeles, *supra*, 4 Cal. 4th at 902.) You may be confused about this issue because our former State Attorney General, Mr. Lungren, offered his "opinion" that the state preempted local ammunition sale restrictions. However, we now have a new Attorney General, Mr. Lockyer, who is considering a new "opinion" on the issue of a local ammunition ban. We have been told that the "opinion" has not been yet rendered, however we are encouraged by his careful reexamination of the issue and we are hopeful that he will indeed render his "opinion" in our favor.

Will an ammunition ban be effective? We think so! In 1998, during the months of December, January, June and July, the months which were impacted by the holiday ban, fewer kids were shot to death than in other months that year. Furthermore, when you look at all gun related murders for the county of L.A, a far larger group, the statistics are consistent. July had the fewest people shot to death by homicide and December had the fewest firearm suicides.

Do the people of L.A. support a city-wide ammunition ban? We think that they do! Our Police Chief supports the ban and explains that the ordinance is consistent with the City's position of "zero gun tolerance." 7,000 kids support the initiative. Hundreds of adults have signed letters of supporting our proposal, and we have organizations such as *Women Against Gun Violence* and the thousands of people they represent, supporting the city-wide total ban on the sale of ammunition.

Will the city-wide ban save the city millions of dollars and yet cost nothing to implement? We think so! The ban will cost nothing to implement and yet save the city millions of dollars in health care, emergency services and criminal related court and prison costs which come into effect every time someone is shot.

Is there proposed legislation that would better stop the shooting of L.A. kids? We think not! In fact, we are confused by the recent resurfacing of the 1997 proposed ordinance to ban ammunition from convicted felons and which also seeks to establish an ammunition permit system. According to City records this proposal was rejected in 1997, before it was even heard by the Board of Police Commission. We believe that adoption of this proposed ordinance would be ineffective in reducing the number of kids shot to death for the following reasons: 1) Most of the 53 kids shot to death in L.A. last year were not shot by convicted felons, who purchased ammunition illegally. According to our State Attorney General, Mr. Lockyer, of the 200 thousand guns purchased legally in California in the first six months of this year, only 1% or the purchases were rejected because the buyer was a convicted felon. 2) In 1997, the State Attorney General wrote to our City Attorney "that the Department of Justice does not have the authority of access criminal history information to determine firearm eligibility for persons who are simply seeking to purchase ammunition." 3) The report prepared by the L.A.P.D. Commission Investigation Division, in 1997, and sent to the Board of Police Commissioners, states among other things that the proposed ammunition permit system would require the hiring and funding of at least 4 new staff positions to take care of the nearly 100 thousand ammunition purchases that take place in L.A. annually. Furthermore, even if a convicted felon were to lie about his convictions on the application and he is issued a permit, it could be weeks before his background check would expose his lies. Once he would be issued the permit, however, he would be free to buy ammunition legally, until he would be found guilty by the courts, which could take years to achieve. No wonder this proposed ordinance was never acted upon two and a half years ago. Our question to all of you is why are you reconsidering it today?

The city-wide ban would not adversely affect L.A. city residents; we believe that it is legally possible to enact; an ammunition ban has proven to save kids' lives in L.A.; the people of L.A support the ban; the ban will save taxpayers millions of dollars and yet cost nothing to implement; and, there is no viable alternative to the ban, certainly not the currently proposed ammunition permit system.

As city leaders, it is your moral obligation to do everything within the law to save L.A. kids from being shot. We know that you some of the most accomplished and philanthropic leaders in America. That is why you have been bestowed the power to make important decisions on behalf of all of us. Please use your power to help us, the next generation of Californians, to live in a society free of gun violence. Many of your have dedicated your lives to doing the "right thing" for humanity around the world. And now you have the chance to help us, the kids of L.A., to put an end to the senseless killing of kids. Please remember the words of wisdom by the Reverend Martin Luther King, "By Our Readiness to allow arms to be purchased at will and fired at whim we have created an atmosphere in which violence and hatred have become popular pastimes."

We are America's children. We are being shot and killed in all neighborhoods, from the inner city to the suburbs. We are Black, White, Hispanic, Christians and Jews. We are your children, your grandchildren, your neighbors and the future of this city. It's time to stop the shooting of L.A.'s kids. We cannot wait any longer. The on-going and wasteful killing of children in Los Angeles must stop now! On behalf of the children of Los Angeles, we beg you, our city leaders, to help save us from being shot. Please support the proposed city-wide ban on the sale of gun ammunition.