# Setting the Stage for Strong Standards

ELEMENTS OF A SAFE AND ORDERLY SCHOOL







### Setting the Stage for Strong Standards: ELEMENTS OF A SAFE AND ORDERLY SCHOOL

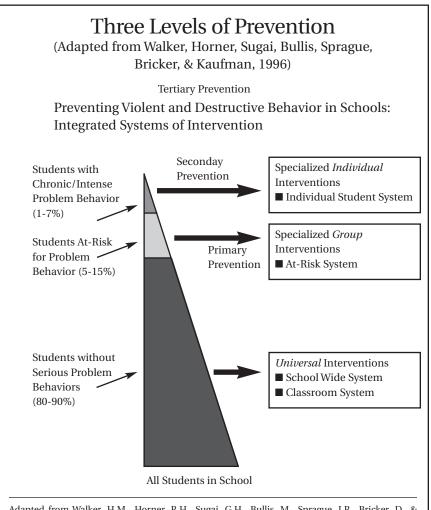
chools must be safe and orderly. In poll after poll, parents, teachers and school staff say that school safety and order are their highest school priorities. Educators know that other efforts to improve schools will not be effective without an orderly and safe learning environment.

Fortunately, public schools are one of the safest places for children. Studies show that of all the violent crimes involving children, only a very small fraction of them occur in school. We must never feel comfortable, however, resting on the knowledge that schools are relatively safe environments for students. We must constantly strive to make the school the safest environment possible—the students we have been charged to educate deserve nothing less.

Disorderly schools severely compromise opportunities to learn. Teachers cannot teach, children cannot concentrate and precious classroom time is forever lost. Make no mistake: If disorder and disrespectful behavior are tolerated, they will spread. What one student is allowed to get away with, another will soon try. Over time, almost imperceptibly, expectations of what constitutes acceptable behavior are redefined. We gradually tolerate more and more disruption, until what once was unthinkable becomes the new norm and what was once a disorderly environment becomes unsafe.

Children in special need of a teacher's attention are particularly hurt by the time lost to disruption and disorder. Teachers and other school staff may recognize that a student is in desperate need of some special academic help or a few words of encouragement. But a disruptive environment may make finding the proper time or place to meet this need impossible. When disorder prohibits this type of exchange from taking place, students seeking help may turn in less positive directions and become unruly influences themselves or drop out of the system entirely.

Schools must establish several different systems in order to ensure



Adapted from Walker, H.M., Horner, R.H., Sugai, G.H., Bullis, M., Sprague, J.R., Bricker, D., & Kaufman, M.J. (1996). Integrated approaches to preventing antisocial behavior patterns among school-age children and youth. *Journal of Emotional and Behavioral Disorders*, 4, 193-256.

that all students behave in a way that will support the schools' academic mission. As indicated in the diagram on page 2, researchers have established the necessity of having three different systems in place. The overwhelming majority of students will respond favorably to schoolwide discipline codes that are effectively taught and enforced in a rigorous and fair manner. About 5 percent to 15 percent of students will require some additional support to comply with the school discipline code. An even smaller percentage of students, for a variety of reasons, will be unable to meet the behavioral expectations of the school without very intensive supports such as alternative placement programs.

Based on this research and the experiences of school staffs across the country, the AFT has come to support seven essential elements to assure that our schools are safe and orderly:

- 1) Enact districtwide discipline codes;
- 2) Teach students how to follow the discipline code and ensure that the code is rigorously and fairly enforced;
- 3) Implement effective classroom management practices;
- 4) Implement programs to modify student misbehavior;
- 5) Establish alternative placements that should include "wrap-around" supports for chronically disruptive and violent students;
- 6) Develop school safety plans; and
- 7) Support the work of families, religious institutions and communities in developing sound character in children.

While these elements may not entirely reverse the effect that an increasingly violent and chaotic society has on children, without them schools cannot be the safe havens that parents want and students and school staff need if learning is to take place.

#### 1) Enact districtwide discipline codes

Most school districts have adopted some type of discipline policy. In many cases, the district policy spells out unacceptable behaviors and consequences for rule infractions. In other cases, the districtwide policy only requires individual schools to establish a discipline code.

Effective discipline codes include the following:

 $\blacksquare$  Encourage parent, community and staff support through a range of measures, beginning with their involvement in the creation of the code;

- Use clear, concise language with specific examples of all behaviors that will result in disciplinary action and the specific consequences that will be administered for infractions of the rules;
- Include consequences for even minor misbehaviors and require more severe sanctions for repeated minor offenses;
- Categorize offenses from minor to the most severe, with a series of consequences matching the severity of the offenses; and
- Guarantee prompt removal of dangerous and chronically disruptive students from the educational environment. Provide appropriate alternative placements for these students.

#### Encourage parent, community and staff support through a range of measures, beginning with their involvement in the creation of the code.

Staff, parent and community representatives and students should serve on the committee developing the code. Before adoption, the code should be shared as broadly as possible; any input received must be seriously considered.

Parents and other groups and individuals who participated in building the code should receive periodic reports on implementation of the code. These reports should detail the number and severity of violations reported and how they were handled. Initial reports may show an alarming number of incidents that previously went unaddressed. Effective implementation of the code will show these numbers dropping over time. Encouraging honesty in reporting is the first step in getting the situation under control and establishing credibility with the public. Some administrators who are accustomed to putting the best public face on their schools may resist this level of reporting. In situations where the school district is not willing to develop such a reporting system, local school employee unions can provide a much-needed service through adoption of such systems.

The code itself should specify methods to keep parents involved with the discipline of their children. It is often wise to require parental notification of even the most minor infraction. Initially, such extensive notification of parents may be time consuming. Harnessing the efforts of concerned parents, however, will ultimately minimize the need for additional referrals. Simplistic solutions to parental involvement, such as sending notes home to parents, are unlikely to have an impact on the child's behavior. The district must ensure that necessary supports are in place to promote quality contacts. Phones in classrooms allow teachers to call parents; additional school staff are also able to make parental contacts when necessary to engage parents fully in the discipline of their children.

# Use clear, concise language with specific examples of all behaviors that will result in disciplinary action and the specific consequences that will be administered for infractions of the rules.

Clear, concise language is essential if the public is to understand and support a discipline code. Brief, clear codes also enable teachers and other school staff who are responsible for enforcement to act swiftly and with authority without having to refer to lengthy legalistic documents. Some discipline codes are up to 100 pages long, making them unapproachable and too cumbersome to enforce. If school district attorneys believe that a code needs to be lengthy and packed with "legalese," an accompanying document for dissemination to students and their parents must summarize the code in understandable language.

Codes can also err through lack of specificity, leaving more questions unanswered than resolved. These vague policies may refer to the responsibilities of students in such general terms that school employees must constantly interpret the vague generalities. Such codes frequently do not refer to any specific consequences.

To provide the needed specificity, a good code must list specific prohibited activities and the consequences that will be administered for each infraction.

# Include consequences for even minor misbehaviors and require more severe sanctions for repeated minor offenses.

Research shows that rude and disruptive behavior, when allowed to continue unchecked, leads to more serious—and sometimes violent—incidents. In far too many districts, rudeness toward school staff and among students has become so prevalent that many school staffs

believe the situation is irreversible. For this reason, some districts have emphasized *zero tolerance* for the most severe violations but have not addressed the many minor disruptions that occur. In many schools, few consequences exist for kids who are *only* disorderly. To recapture an orderly environment in the schools, districts must confront the entire spectrum of misbehaviors with consequences that are suitable to the infraction as well as the age of the student.

Some codes do address minor infractions but do not require more severe sanctions for students who are repeat minor offenders. Such codes lead to situations in which a student who has only one minor violation receives the same consequence as a student who repeatedly commits the same offense. This type of system violates most people's sense of fairness and is an ineffective way to curtail minor misbehavior.

### Categorize offenses from minor to the most severe, with a series of consequences matching the severity of the offenses.

Codes that are organized by offense severity are easy to comprehend and administer. They make it easy, at a glance, to see the range of consequences that may extend from loss of privileges to expulsion and the types of misbehaviors that warrant these consequences. When "the punishment fits the crime," educators are more likely to ensure that the code is rigorously enforced. Also, students will accept the code as fair if they believe that the sanctions are appropriate.

#### Guarantee prompt removal of dangerous and chronically disruptive students from the educational environment and provide appropriate alternative placements for these students.

School employees must have the authority to remove from the class-room those students who threaten the safety or interfere with the education of other students. This type of authority is often guaranteed through the union contract rather than the discipline code.

Students should not be returned to the class until the teacher is assured that appropriate measures as specified in the discipline code have been carried out. Language that requires this communication with the teacher does not just provide much-needed assurance and support but also a much-needed lever to ensure that busy administrators take the time necessary to enforce the discipline code.

For those students removed from the traditional education setting, quality alternative placement programs (see recommendation #5) must be provided.

# 2) Teach students how to follow the discipline code and ensure that the code is rigorously and fairly enforced

In far too many schools, significant effort has been placed in developing a suitable code of conduct, only to have the code become a dusty, unenforced document. Several steps can be taken to ensure that the code is rigorously and fairly enforced:

#### **Teach the Code**

One of the most potent tools that schools have at their disposal is the power of good teaching. We accept this idea when it comes to academics, but do not apply it to student behavior. Schools need to devote significant time to ensuring that students know more than the provisions of the discipline code; they must understand how it is intended to be implemented in the school. At the beginning of the year this instruction should include direct teaching of the code and its application to various activities and locations in the school. Such direct teaching should include lots of examples and opportunities for students to role play and practice desired behaviors. "Booster sessions" before anticipated stressful times such as holidays and special school activities can also effectively reduce the number of code violations.

#### **Enforce the Discipline Code**

Even the best code that is well taught to students will quickly become irrelevant if students observe that it is not uniformly enforced. Unfortunately, many schools and districts fall down on this essential element, and the code becomes a useless document rather than a tool to improve school climate. Effective enforcement of a code requires:

- Support of the school board;
- Consistent application everywhere and to everyone in the school system;

- Authorization and encouragement for all employees to enforce the code;
- Resources committed to enforcement; and
- Oversight committees.

#### Support of the school board

The school board should formally adopt the district policy or approve individual school policies. New board members should be given training in the code's provisions and regular opportunities to ask questions about implementation of the code. Assuring that the board supports the code will reduce the instances when board members waiver in enforcement when difficult cases arise. School board members who waffle when tough discipline decisions come to the board for final action also erode enforcement. Without firm support from the top district leadership, the message to students will be much less effective.

# Consistent application everywhere and to everyone in the school system

From the classroom to the central office and from the playground to the school bus, enforcement of the code must be uniform. Therefore, a districtwide policy is generally more effective than asking each individual school to pass its own policy. Supplements or amplifications of the code at specific sites can address unique circumstances at particular schools.

More difficult than applying the code everywhere in the district is applying the code equally to everyone in the district. Federal laws mandate some restrictions on sanctions that can apply to disabled students. It is vital, both to prevent lawsuits based on disparity of treatment and to deal effectively with special education students, that, to the extent possible, disabled students be treated the same as all other students. School officials should not shy away from applying the code as fully as possible to disabled students. Because of the complexities involved in applying discipline procedures to special education students, schools should provide a separate document detailing the process to be used with them.

#### Authorize and encourage all employees to enforce the code

Effective discipline begins on the school bus and in the hallways. Bus

drivers, custodians, food service workers and school secretaries are just as essential as teachers and classroom paraprofessionals in establishing a schoolwide environment conducive to learning. All employees should receive training and support in the enforcement of the code. School officials must make it clear to students that all school employees have the authority and support of the administration in fair and consistent application of the code.

Many teacher contracts recognize the need for administrators to support teachers in enforcing the code through language such as:

The District recognizes its responsibility to give all reasonable support and assistance to teachers with respect to the maintenance of control and discipline in the classroom.

—San Francisco Teacher Contract (California)

Recognizing also that the teacher's authority in his/her classroom is undermined when pupils discover that he/she has little or no administrative backing in discipline, teachers shall receive the full support of the principal and central administration of actions taken by them pertaining to discipline, provided they act in accordance with [state and local policy].

—United Teachers of New Orleans Contract (Louisiana)

Despite the presence of such language, many teachers are given the subtle but firm message from administrators that employees should handle discipline problems alone. The teacher who frequently contacts administrators for assistance in discipline enforcement may find administrative support eroding. These types of attitudes must be changed if a discipline code is to be effective.

A review of contracts for school support staff indicates a lack of language supporting or encouraging these employees to enforce discipline codes. Because the active support of school secretaries, custodians, bus drivers and paraprofessionals is necessary for effective enforcement of a discipline policy, negotiating such contractual protections for them is vital.

### Provide resources to promote rigorous enforcement of the code

Training for school staff and administrators may be necessary. During the early stages of implementation, when students will be testing the resolve of the school, additional building-level administrators or other staff supports may be necessary. To conserve resources, districts with severe behavioral problems may want to phase in the implementation over a period of time. This process will allow them to apply additional resources to individual schools that are undergoing the initial implementation phase, and then move these resources to other locations that would begin the implementation phase later.

## Authorize oversight committees to ensure that the code is rigorously enforced

As a result of internal and external pressures that fall upon school administrators, they may find few incentives to support rigorous enforcement of the discipline code. This pressure frequently comes from the parents protecting their children from being disciplined and central office administrators and board members who feel that high numbers of suspensions, expulsions or other disciplinary actions reflect poorly on schools. One effective means of counterbalancing this force is to organize parent groups that wish to see a sound discipline environment in the schools.

# 3) Implement effective classroom management practices

A teacher who has mastered classroom management skills keeps students constructively engaged and learning from the moment they enter the room until the time they leave. A good classroom manager carefully plans everything that occurs in the classroom from the seating arrangement to instructions for children who finish planned activities early. To the untrained eye, this teacher's classroom management skills may appear to be more art than science, leaving the impression that effective classroom management is instinctive rather than a learned craft. Indeed, because many of these skills have become second nature to them, experienced teachers may be almost unaware of the many skills they use to keep their classrooms organized and functioning smoothly. However, effective classroom management can be taught and, with time, effort and support, teachers can become more effective classroom managers.

The heart of effective classroom management rests on ensuring that

the instructional techniques, classroom arrangement and classroom rules and procedures are all well thought out and mutually supportive. Instructional techniques will vary widely depending on the material being taught and the age and ability of the students. No matter what the instructional technique, however, effective teachers will develop three to five classroom rules and 30 to 50 procedures that will facilitate instruction. While many physical limitations are placed on the arrangement of a classroom, the most effective classroom managers organize their room arrangements to minimize disruptions and support instructional techniques.

Most university teacher education programs devote little time to training prospective teachers in classroom management. Teachers entering the classroom without effective classroom management skills often develop defensive behaviors as a reaction to the disruptive behavior of students, which leads to ineffective teaching.

The AFT offers school employees extensive training in classroom management through the Educational Research and Dissemination (ER&D) program. This program is among the most well received of all the professional development offerings of the AFT. The techniques taught in the ER&D classroom management and group management modules are thoroughly researched and field tested. They work. However, the number of teachers the AFT has been able to reach through this training is small compared to the demand. Colleges of Education must make this type of training a requirement for all prospective teachers, and school districts should begin to offer classroom management training to current staff. However, even the most effective classroom management practices will be less effective if they are not practiced in the context of a districtwide discipline policy.

# 4) Implement programs to modify student misbehavior

Not all students respond to discipline codes or to classroom management the same way. But with extra help, made available before poor behavior has become ingrained, many of these students can learn how to correct their behaviors. School districts should identify ways to stop behavior problems before they develop into chronic behaviors.

#### **Behavior Specialists**

Toledo, Ohio, has pioneered a highly successful approach to the challenge of modifying problem behavior. The contract between the Toledo Federation of Teachers and the Toledo Public Schools establishes a Behavior Specialist Program. Three teachers who are specialists in behavior management are available to respond to student referrals from classroom teachers. A behavior specialist consults with the teacher, reviews school records, observes the student at work and, with the teacher, develops interventions appropriate for the student. The specialist and teacher then meet with the student to explain the interventions and begin implementing them. They then contact the parents, any social service agencies that are involved and, if necessary, physicians to involve them in the process and share pertinent information.

The specialist meets on a weekly basis with the teacher and student to monitor the interventions and make modifications as needed. They then contact the parents to update them on the status of the interventions and share other relevant information regarding both behavioral and academic performance. If the student does not respond to the interventions, the student will be referred to the School Assistance Team for further evaluation to determine if a different educational program/setting would better meet the student's behavioral or academic needs.

According to yearly district evaluations of the Behavior Specialist Program, many students respond positively to the behavioral interventions. Their teachers are able to teach again, and the students experience behavioral and academic success in their current educational settings. This kind of specialized help is necessary if regular classroom teachers are to focus their efforts and talents on teaching the many, rather than just disciplining the few.

#### **Other Programs**

There are many other programs that can improve student behavior. Most effective programs use some form of behavior modification administered in a consistent and caring manner. As a general rule, when students receive behavior interventions at an earlier age, these interventions are more effective than waiting until behavior problems become deeply ingrained.

For some students, the teaching of social skills may be an important component in learning appropriate behavior. Such programs teach students who may come from chaotic home environments new ways of interacting with others and resolving problems. Many social skills programs are designed to be delivered to the entire student body rather than to students identified in most need of such training. Before adopting such a schoolwide program, school officials should carefully evaluate the need for all students to receive such training against the instructional time that will be spent delivering it.

#### 5) Establish alternative placements which should include "wrap-around" supports for chronically disruptive and violent students

Some students with poor behavior do not respond to even the most skilled efforts of behavior specialists. These students must be removed from the regular education setting both for their own sakes and in order not to jeopardize their classmates' education. It is not desirable, however, to merely suspend or expel them. When removed from school and left unsupervised, they have no opportunity to learn new ways to conduct themselves. They fall behind in school and beyond the sphere of the positive influence of the school setting. Instead they need appropriate, intensive assistance that can only be provided outside the regular classroom. They need alternative placements that meet their needs for supervision, remediation of behavior and maintenance of academic progress.

#### A Continuum of Alternatives

Different students need different placements. For some, a short-term in-school setting where they are taught social skills and kept abreast of their regular school program will suffice. For others, a more restrictive

#### **Continuum of Discipline Alternatives**

- In-school crisis centers (short duration)
- In-school suspension rooms (medium duration)
- Off-campus alternatives

environment and range of social and psychological services may be necessary.

Without a continuum of alternatives, students who are mildly disruptive end up being treated the same way that habitually violent students are; a practice that is not educationally or morally defensible and that will not sustain public support. Whether the alternative placement

# Characteristics of Quality Alternative Placements

#### Mission

- To support the district instructional program by relieving classrooms of dangerous and chronically disruptive students.
- To help dangerous and chronically disruptive students take responsibility for their own lives and actions and meet high academic and behavioral standards.
- To help dangerous and chronically disruptive students improve their behavior so that they may be returned safely to mainstream settings as quickly as possible.

#### Staff

- A highly qualified, well trained administration and staff who choose to teach in alternative programs and who are present in sufficient numbers to guarantee a strong, positive adult presence.
- Adults who balance constant vigilance and consistent, firm enforcement of school rules with caring, respectful, consistent support for students.

#### **Structure of Program**

- A strong, well-defined, universally understood and consistently enforced discipline code, ensuring that students understand what is expected of them, the consequences for noncompliance and how and by whom their performance will be judged.
- Emphasis on intensive instruction in academic content to assist

program a student is referred to is in school or off campus, for students with severe problems, the placement should include a "wrap-around" program. Such programs link the student and his or her family to community-based social service agencies, law enforcement, courts and corrections, who join together to create an individually tailored, comprehensive treatment plan for the student. The student's family also plays

- students in meeting high academic standards, particularly students who have fallen behind.
- Effective and frequent communication among students, families, teachers and other school staff, most especially with the teachers who send students to the alternative setting and with those to whom they will return.
- A well-structured and sufficiently long intake and orientation process that fully prepares students and parents to participate successfully in the program.
- Small class sizes in order to closely monitor academic performance and behavior.
- Intensive instruction in social skills, problem solving, anger management and conflict resolution to teach students how to have successful interactions with peers, authority figures and the general public.
- Intensive shaping and management of behavior based on well-researched, proven practices.
- A transitional program that prepares students to return to the mainstream successfully.
- Extensive opportunities for research-based professional development in the subject areas, skills and insights needed to handle troubled youth.
- Strong cooperative relationships with community-based social service, juvenile justice and health/mental health agencies and a sharing of responsibilities with those agencies for providing services to the students.
- Accountability measures that indicate how well the program is succeeding in its mission.

an active role in the needs-assessments process and in the planning of treatment activities.

#### Alternative placements should be high-quality programs

Critics charge that alternative placements for students with behavior problems are dumping grounds where students are warehoused. We have seen, however, that alternative programs can provide high-quality education and interventions to help these students get a new start in life and become productive citizens. Alternatives must be planned carefully and meet stringent criteria to be effective. The characteristics listed on pages 14 and 15 are essential for quality alternative placement programs.

#### 6) Develop school safety plans

Unfortunately, to be as safe as possible, schools must go beyond encouraging the very best behavior from students. They also must protect the students from dangers that come from outside the school. Natural disasters and acts of violence perpetrated on schools by outside elements—while quite rare—must be taken into consideration. For this reason, every school should have a school safety plan and ensure that school staff and students are familiar with the features of the plan that pertain to them.

The plan should be developed by a school safety committee composed of a variety of school staff, including custodial and grounds staff, front office staff, bus drivers and teachers. The plan should detail evacuation and lockdown procedures including secondary evacuation sites and ways for communicating with outside law enforcement and health and safety agencies. Procedures for using the media to communicate information to parents and the public must also be covered. The plan should include specific procedures to be followed in various emergencies as well as helpful checklists, forms, communication protocols and phone numbers. To be effective, every school safety plan must:

- Be developed by each school site based on the unique feature of the school and the community;
- Encourage open and frequent communication between outside agencies and school staff; and
- Ensure that various features of the plan are practiced regularly.

## Developed by each school site based on the unique features of the school and the community

Local law enforcement community and disaster agencies should be partners with the school in crafting the plan. The capacity of such agencies to respond to an emergency will vary from community to community, and the actual physical environment of the school and its surrounding environs will vary greatly. This situation dictates that a standard plan cannot be issued to each school; rather, each school must be involved in the development of a unique plan for the school. The plan must be reviewed frequently with an eye toward improvement, since many of the factors influencing the plan will change with time.

## **Encourage open and frequent communication between outside agencies and school staff**

The plan should encourage regular face-to-face communication between school staff and outside agencies. This communication can be accomplished through regularly scheduled meetings, involving the relevant outside agencies in the trainings related to the plan and participating in practice drills of plan features with these outside agencies. The schedule for these meetings, trainings and drills should be established in the plan as well as an accountability structure to make sure that these activities occur.

# Ensure that various features of the plan are practiced regularly

Routine school fire drills must be enhanced with drills that walk school staff and, when necessary, students through various scenarios such as intruder alerts, school lockdowns and appropriate responses to natural disasters and bio-chemical emergencies. Each school's plan must achieve balance between the need for such practice and the instructional time lost through such activities. While a physical drill is needed for each procedure requiring the movement of large numbers of students, once the physical drill has occurred, periodic verbal walk-throughs by teachers can be a time effective way to keep students refreshed in the features of the drill. Drills should also ensure that necessary communication channels with outside agencies such as police, fire and hospitals are fully functional.

# 7) Support the work of families, religious institutions and communities in developing sound character in children

School districts that have adopted the other elements described in this publication are well on their way to safe and orderly schools. Student behavior is under control, the school is safe, and the result is an environment conducive to teaching and learning. Yet parents want much more. They want the schools to support their efforts to develop sound character in their children. They want their children to "do the right thing" not only as a response to external rules but because they have internalized certain values.

Teaching values should not begin with the school; it must originate in the family, in religious institutions and in communities. Schools, however, can reinforce these values in several ways.

When teachers, paraprofessionals and other school staff enforce school discipline codes in a fair and consistent manner, implement consistent grading practices and practice good classroom management, students learn through example the values of justice, honesty and respect for others. This impact should not be overlooked. In most instances, teachers and paraprofessionals provide the first authority figures that children experience outside of their family. As such, they provide a powerful model of society's expectations.

Teachers can also support values through their instruction in the academic disciplines. Great literature, including biographies, provides rich examples of how values play out in our daily lives and how their presence or absence leads to the formation of sterling or flawed character. The impact of such character traits can be seen vividly in the high points of history and the uplifting or tragic consequences of character on the course of nations. When students are shown the impact that core values have had on the real world, they can develop the important habit of examining their own decisions critically through the lens of those core values.

#### **Helpful Programs**

Another approach that some educators favor is to explicitly teach values to students as part of the school curriculum. While the time spent doing

this must be balanced against valuable instructional time. Without a base of solid values and the positive behaviors such values support, academic achievements of our students will be hollow accomplishments. The Character Education Partnership maintains an online database (www.character.org) that is useful for educators searching for particular types of character education programs.







#### A Union of Professionals

American Federation of Teachers, AFL-CIO 555 New Jersey Ave. N.W. Washington, DC 20001 202/879-4400 www.aft.org

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