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How Safe Are Hawaii's Schools?

Volume I

An Overview of Safety Challenges In Hawaii's Public Schools

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The comments within are those of the author(s) and not necessarily those of the PPC

HOW SAFE ARE HAWAII'S SCHOOLS? VOLUME ONE

An Overview of Safety Challenges in Hawaii's Public Schools



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How Safe are Hawaii's Schools?

Executive Summary

An Evaluation of Hawaii's School Safety Manager Program

Reviewing all the data and evidence, the School Safety Manager Program clearly fits the national mandate for a “multi-layered” and balanced approach to school safety.

This report utilized three data sets in order to assess the effectiveness of the Hawaii School Safety Manager Program (HSSMP). The study utilized outcome data, data derived from an experimental study of the HSSMP, and process data collected from a sample of schools with safety managers to evaluate the HSSMP.

The most effective approach in the U.S. Department of Education's guide to safe schools is “*multi-layered*,” meaning that there are several components related to a safe school environment. These include, but are not limited to, instructional and psychosocial support, intensive intervention for “at-risk” students, strong supervision, visible adult presence, and coordination with local police (Dwyer & Osher & Hoffman, 2000). Studies recommend that a *combination* of the tactics above, among many other approaches, rather than a focus on primarily law enforcement or merely strong supervision, will work best in creating safer school environments. Research shows that policies and security procedures will not work if you do not have an integration and balance of prevention, intervention and enforcement techniques (Trump, 1998). This means a creative, integrated, personalized approach may be the best programmatic response for a safe school environment.

Moreover, our needs assessment of Hawaii's schools presents a compelling case for a "multi-layered" and balanced approach to school safety—precisely the approach offered by HSSMP.

In our review of school data, we note that over half of the youth attending school in Hawaii have one or more "risk factors," and that those concerned with safety in Hawaii's public schools face additional and significant challenges. First and foremost, about half the youth served in Hawaii's public schools have some sort of disadvantage (e.g., they come from low income neighborhoods, they have limited English skills, they are special education students, etc) (Hawaii Educational Policy Center, 2003). Further, the data also show that there have been dramatic increases in the number of youth with these risk factors attending school. As an example, between 1990 And 2000, the number of youth attending Hawaii schools who qualified for subsidized lunch increased by 60.3%. While certain kinds of disadvantages are not necessarily criminogenic, these are risk factors for delinquency since they signal that the youth come from backgrounds that make school failure more likely.

Second, Hawaii's middle and high schools are considerably larger on average than the national average; this review shows that Hawaii's elementary schools are, on average, 23.6% larger than the national average; our middle schools at 40.5% larger, and our high schools are an eye-popping 95.2% higher than the national average (Hawaii Educational Policy Center, 2003). Since school size is heavily correlated with school safety, these particular figures begin to sketch out the challenges that face those in Hawaii charged with school safety. Studies show that when schools are smaller in size it can help to alleviate violence and behavior problems. Truancy, classroom disorder,

vandalism, aggressive behavior, theft, substance abuse, and gang participation all decrease. (WestEd Policy Brief, 2001)

Our needs assessment of safety challenges suggests that Hawaii schools face serious challenges in the area of school safety—and that these are getting more serious. These data suggest that a professional and contemporary approach to school safety, such as that offered by the HSSMP, is essential to providing a safe learning environment for Hawaii’s public school students.

Our research also reviewed existing data from self-report, arrest statistics, and the Department of Education on trends in school offenses. These data all reflect the same general trends. Despite significant and very serious challenges facing Hawaii’s public school, reports of incidents of violence (particularly fighting), tobacco use, and weapon carrying—and the decreases were particularly striking when youth were asked about these activities on school campuses. Most importantly, there was a dramatic 41% drop in the number of youth reporting they had stayed away from school because they are scared (from 11.6% reporting this to 6.7%) during precisely the period when the SSM program was implemented statewide (Hawaii Youth Risk Behavior Survey, 2003).

These official data suggest that Hawaii’s public schools are getting safer, not more dangerous, despite considerable challenges that negatively impact campus safety. The data do suggest that more efforts may need to be directed to the prevention of dating violence and sexual assault, and the data also suggest that Hawaii’s public schools have clear challenges in the area of substance abuse, particularly drug sales on school grounds.

Data, both quantitative and qualitative gathered by this project as well as data gathered by a previous review of the HSSMP indicate that the system is an effective program, and certainly more effective than the previous approach employed by the Hawaii Department of Education.

During the 2001-2002 school year, 23 schools statewide participated in the School Safety Manager Program. Surveys from all participating SSMP schools were collected and compiled. Because the program had been implemented only at some schools rather than all schools, it was possible to establish a control or comparison group of schools to evaluate the effectiveness of the SSM initiative (see Hisanaga, 2001 for details on methodology and a fuller analysis of all relevant data). Key among the findings in that research was a statistically significant difference in the decreases in suspensions seen in the SSM schools when they were compared to schools that were not participating in the program. In essence, schools that had SSMs saw 6.3% less suspensions than did the control schools.

This project conducted a qualitative assessment of the SSM program to complement the experimental data gathered earlier. In May through June 2003, site interviews were conducted at 15 SSMP schools across the island. One intermediate and one high school were chosen to represent each area. Safety Managers were asked to inform their administration that a face-to-face interview would be conducted with one administrator, School Security Attendant (SSA), teacher, student and safety manager if available on the day of the visit. Interviews were given to 15 SSMs, 14 administrators, 14 SSAs, 14 teachers and 13 students.

These data showed widespread and robust support for the SSM approach. Even more interesting, each group of stakeholders saw different reasons to support the initiative. For the administrators, it was the tangible help that the SSMs bring to the over-burdened Vice Principal, the teachers appreciated the visibility and accountability of the SSM as the “go to” person on campus vis a vis issues of campus security. Students valued the rapport that they had with the SSMs, and finally, the SSAs appreciated the clear authority structure and professionalism that the SSMs brought to campus security.

Finally, these positive assessments need to be coupled with the Youth Risk Behavior survey data, which showed a 41% drop in the proportion of Hawaii public school students reporting that they had stayed home from school in the last month because they were afraid after full implementation of the SSM program.

Recommendations:

°SSMs are clearly a cost effective way for the Hawaii Department of Education to approach the challenges of campus safety and security in the new millennium.

It is clear that the SSM structure allows the DOE to tap the skills of highly trained officers without incurring the considerable expense involved in producing the same level of expertise in-house. Moreover, the SSM program (unlike the reliance on School Resource Officers) means that the DOE is guaranteed access to this expertise, regardless of priorities in various County Police Departments. [

°SSMs work best when the campus administration takes full advantage of the expertise offered by the program.

When campus administrators have a good working relationship with the SSMs, the system works well. Weak administrative support undermines the authority and effectiveness of the SSMs.

°SSMs are to be commended for their success on the campus and are encouraged to build on that considerable success by increasing community participation in campus safety

The data collected in this report clearly show that the SSM program, in the short time it has been on DOE campuses has made considerable headway within the campus

community. Notable here are the range and types of positive assessments made of the HSSM program from various campus stakeholders. In the years to come, they will be wise to build on that success by reaching out to surrounding business and community groups so as to increase guardianship of youth traveling to and from campus. This is particularly important since students report being most fearful of victimization after school (meaning on the way home).

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Chapter One: Overview of National Trends and Best Practices in School Safety

Despite our awareness of school safety issues and our actions toward building a safer school climate, America's public school students are still attending school in fear. With the rise of school shootings in the late 90's, studies have shown a *drop* in the number of students fighting or carrying weapons on campus. However, the rate of youth homicide and other violence on campuses is still alarmingly high.

One in twelve high school students are threatened each year and individuals between the ages of twelve and twenty-four are at highest risk of becoming a victim of violence (Lumsden, 2001). During the 1992, 1993 and 1994 school years, 76 students were murdered or committed suicide at school and in 1996, students age 12-19 were victims of about 225,000 incidents of serious violent crime at school (Bureau of Justice Statistics). Further, no significant *decreases* in theft and bullying have been found. Twenty-two percent of students are afraid to use school bathrooms, because these areas are frequent sites for bullying and victimization (Lumsden, 2001).

Students are not the only ones fearful in school. More than six thousand teachers are threatened annually and over two hundred are physically injured by students. (Lumsden, 2001) Students have reported avoiding certain places at school out of fear, peers using marijuana and other drugs at school, and other safety related concerns.

National Trends

The responsibility of school administration has shifted toward *preventing* students from being victimized by violent behavior. The vice-principal's responsibilities have expanded considerably now that the nation is putting an emphasis on school safety.

Today's vice-principal handles a myriad and growing list of responsibilities including overseeing the security attendants, student discipline, parent communications, and drills/evacuations. Now they have the added emphasis on violence *prevention*.

September 11th and the events that have followed have strengthened the demand for schools to be better equipped and prepared. Schools not only have to prepare themselves for fires and shootings, they now have to be ready for terrorist attacks and evacuations. School safety is currently a priority on the school agenda and it is necessary to find ways to adjust some of the vice-principal's responsibilities in order to focus more on safety and security.

Prevention Tactics

Some school districts have the FBI working together with them in the area of student profiling. The FBI performs intense studies on previous violent situations such as Columbine, Colorado's school shootings in 1999. In addition to the FBI, the United States Secret Service has turned its interests toward working with schools where violence has erupted by investigating patterns of motive and behavior (CNN staff, 2000). If teachers and administrators are aware of patterns of behavior, a serious act could be prevented. The trend in school safety has been steadily moving toward the *prevention* of school violence and unsafe climates rather than just a *reaction or response* to crises.

Currently, three of the most common staffing approaches to school safety include; 1) school security departments with staff employed by the district to perform *specific* security duties; 2) school police departments—regular law enforcement officers with full police authority available at all times with offices on the campus; 3) and lastly, school

resource officer (SRO) programs with law enforcement officers assigned to work at schools within their department's jurisdiction (Trump, 1998).

Law Enforcement Tactics

The SRO program, which is more widely used than having police departments on campus, is a policing approach to addressing school violence. Unlike police officers that respond to school problems as a result of a 911 call, the SROs' assigned school is in a sense the officer's beat. Therefore the officer has the authority to make arrests on campus if needed. Competent well-trained officers are knowledgeable about appropriate responses to various school safety problems and confrontational settings. School staff and administration are most likely unfamiliar and at a loss when it comes to responding to violence or illegal behaviors (Frisby & Beckham, 1993). Police officers are knowledgeable about the appropriate responses for dealing with resistance and violence. There is a standard called the "continuum of care" that most state police academies teach their future officers (Frisby & Beckham, 1993). This means that certain levels of force carried out by an administrator or school staff member may bring about various criminal or civil liabilities. Having individuals on campus who are familiar with federal and state laws and regulations can aid in preventing lawsuits.

Technical/Environmental Approaches

Many schools across the country have resorted to installing metal detectors in the main entrances or installing video cameras in high problem areas. Although costs of technological equipment can be very high, video cameras can aid in tighter security around campus. Also, the physical condition of the school building has an impact on school safety and student behavior. There tends to be more fights and violence in schools

that are dirty, filled with graffiti and in need of repair (Dwyer & Osher & Hoffman 2000). The school environment can be improved by giving more attention to grounds and landscaping issues, including the parking lots and bus stops.

Best Practices

Safe schools require the support of students, staff, parents *and* the community. Among many other things, safe schools have individual safety plans, crisis management policies and school safety site inspections and they keep in touch with students—students should feel comfortable in reporting violence or other behaviors to administration and other official (Stephens, 1998).

Another suggestion is improving data quality in schools to combat violence. High quality data such as suspension reports, documentations of problem areas and surveys of students can assist schools in targeting specific school needs (Green & Iskander, 1999). A study done in Broward County Public Schools on school data collection found that having quality data leads to a reduction in crime and violence by targeting specific areas of need and by identifying effective strategies to reduce unsafe incidents (Green & Iskander, 1999). Some of the actions that these Broward schools took relating to data collection were having periodic reviews of data, ongoing training and assistance and modifications to the data collection system. (Green & Iskander, 1999)

Some of the direct strategies include metal detectors, video cameras, random searches of students, and constant police presence in the school. Some indirect strategies are requiring school uniforms, teaching conflict resolution in the curriculum and establishing a positive school climate. According to school safety researchers Hill & Gresham, 1997, “To be effective, schools must engage in a *full* range of direct *and*

indirect strategies” This means a combination of all factors that affect school safety from fixing uneven sidewalks to having bomb evacuation plans are required to create a truly safe environment.

“Multi-layered”

The most effective approach in the U.S. Department of Education’s guide to safe schools is *multi-layered*, meaning that there are several components related to a safe school environment. These include, but are not limited to instructional and psychosocial support; intensive intervention for “at-risk” students’, strong supervision; having adults visibly present on campus; and, coordinating with local police (Dwyer & Osher & Hoffman 2000). Studies suggest that a *combination* of the tactics suggested above, rather than a focus on primarily law enforcement or merely strong supervision work best in creating safer school environments. Policies and security procedures will not work if you do not have an integration and balance of prevention, intervention and enforcement techniques (Trump, 1998). This means a creative, integrated approach may be the best to create a safe school environment.

Chapter Two: Safety Challenges in Hawaii's Schools

Hawaii schools have never had school shootings however this does not mean that Hawaii's public school students, teachers and staff are not afraid nor that there have never been deaths or injuries on campus due to other forms of violence. Bullying and theft are serious problems in many Hawaii school districts. Furthermore since September 11th, many Hawaii residents no longer feel immune from violence. We no longer have an attitude of "it could never happen to us."

Those concerned with safety in Hawaii's public schools face additional and significant challenges. First and foremost, about half the youth served in Hawaii's public schools have some sort of disadvantage or risk factor (such as being from a low income neighborhood or being a special education student) (see Table 1). While certain kinds of disadvantages are not necessarily criminogenic, these are risk factors for delinquency since they signal that the youth come from backgrounds that make school failure more likely.

Table 1: Overview of Youth in Hawaii Public Schools

Not Disadvantaged	90,670	49%
Poverty Only	58,422	31.8%
Special Education Only	9,429	5.1%
Limited English Only	6,264	2.3%
Multiple Disadvantages	20,907	11.4%

Source: Hawaii Educational Policy Center, 2003, p. 3

Moreover, other data suggest that the numbers of disadvantaged students have increased significantly in the last decade (see Table 2). The number of students receiving subsidized lunches increased by 60.3% and the number of students classified as requiring “special education” increased by over 100%. Finally, Hawaii has one of the nation’s highest rates of private school enrollment (15.3% in 2001-2) (Office of the Superintendent, 2003: 3). These are often youth from more privileged backgrounds whose academic skills and family resources make it likely that they will succeed in school; their absence means that those youth who remain in public school are ones who bring significant challenges to the system due to economic and social marginalization.

Table 2: Changes in Hawaii Student Population Over time

	1990	2000	% Change
Students on Subsidized Lunch	46,522	74,558	60.3%
Special Education Students	9,778	20,138	105.9%
Limited English Proficiency	8,861	12,837	44.9%

Source:Hawaii Educational Policy Center, 2003.

These kinds of shifts produce profound challenges for even the most well-funded public educational systems, and unfortunately Hawaii’s system id poorly funded when compared to other states. In fact, Hawaii ranks **last** among the states in the percentage of state and local expenditures allocated to public schools (Office of the Superintendent, 2003: 1); its per pupil expenditures are roughly 10% below the national average.

Probably as a result of chronic under funding, Hawaii has developed larger rather than smaller schools. As Table 3 notes, Hawaii’s middle and high schools are considerably larger on average than the national average; this review shows that Hawaii’s elementary schools are, on average, 23.6% larger than the national average; our middle schools at 40.5% larger, and our high schools are an eye-popping 95.2% higher than the national average. Since school size is heavily correlated with school safety, these particular figures begin to sketch out the challenges that face those in Hawaii charged with school safety.

Studies show that when schools are smaller in size it can help to alleviate violence and behavior problems. Truancy, classroom disorder, vandalism, aggressive behavior, theft, substance abuse, and gang participation all decrease (WestEd Policy Brief, 2001). Smaller schools can offer many positive factors including more attention to students, parent and community involvement, high quality of instruction and improved teacher working conditions. A small school can foster a close-knit environment where everyone feels included. It is suggested that primary schools have about 300-400 students, while secondary schools should have a maximum of 400-800 students (WestEd Policy Brief, 2001).

Table 3: School Size in Hawaii

Average Number of Students in Primary, Middle and High Schools			
	National	Hawaii	% Difference
Primary School	466	576	+23.6
Middle School	595	836	+40.5
High School	752	1,468	+95.2

Source: Hawaii Educational Policy Center, 2003, p. 13.

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Chapter Three: Arrest Trends in Hawaii

Juvenile arrest trends provide the most consistent data over time on the dimensions of the delinquency and juvenile crime problems confronting our state. Obviously, most of the crimes for which these youth are responsible do not occur on school campuses nor are most of these youth arrested on school campuses. Nonetheless, the levels of delinquency confronting the community ultimately challenge all institutions dealing with youth, including schools. Clearly, a review of our juvenile arrest trends, and a comparison of these trends with patterns seen nationally are an essential building block in a complete needs assessment of the challenges facing those charged with keeping our schools safe learning environments.

United States and Hawaii Juvenile Arrest Trends, 1992-2001

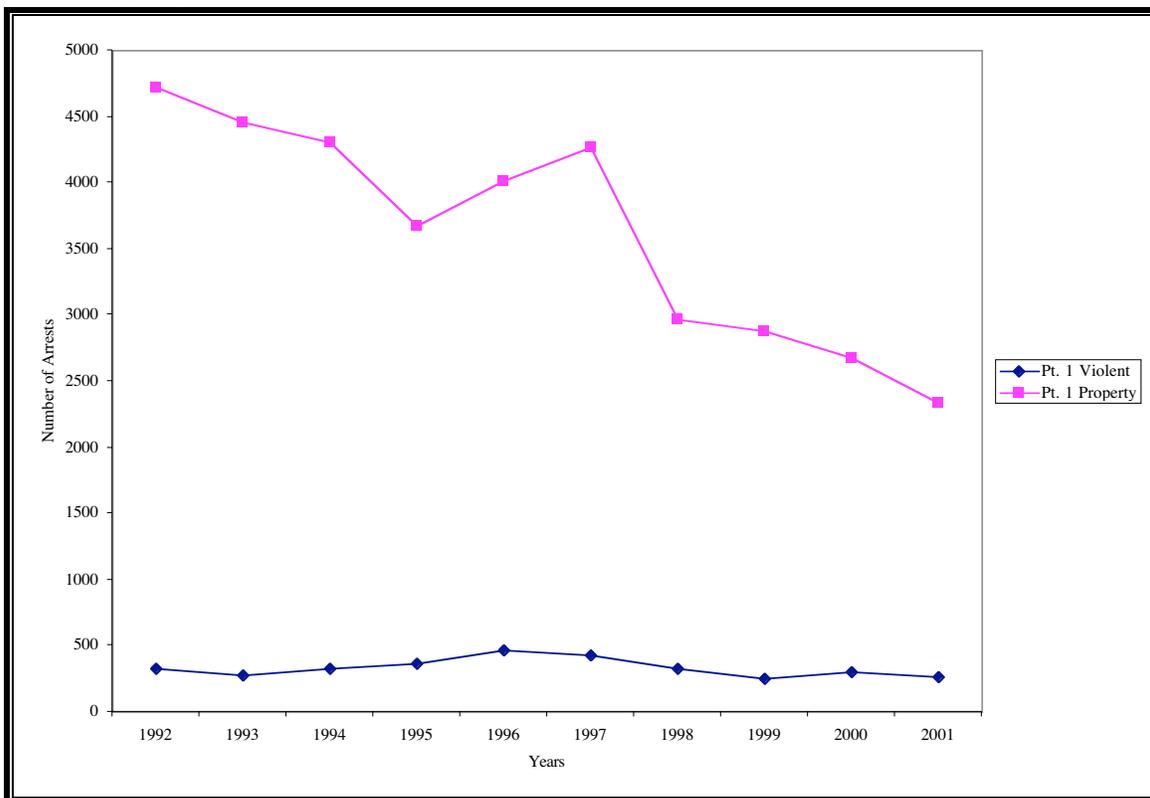
Nationally, arrests of young people accounted for nearly a fifth (16.4%) of all arrests in the United States. Over the last decade, youth arrests decreased by 2.5 % due largely to a dramatic drop in the arrests of youth for index offenses. Arrests of youth for what are called index crimes (a category that includes the serious violent crimes of murder, forcible rape, robbery, aggravated assault as well as property crimes like burglary, larceny theft, motor vehicle theft, and arson) decreased 30.7% between 1992 and 2001.

Another pattern was seen, though, when examining offenses that are not part of the “crime index.” Arrests of juveniles for other types of offenses (called Part 2 offenses)

have increased 12.6% due to increases in juvenile arrests for crimes like drug abuse violations (up 121.3%), offenses against family and children (up 108.5%), and curfew and loitering (up 34.3%). More recently, though, the national trend has significant decreases in juvenile arrests. In the last five years, as an example, we have seen a 28.1% decline in arrests of youth for Part 1 Offenses and Part 2 Offenses down 16%. From 2000 to 2001, arrests of individuals age 18 and under declined or stayed the same in most all offenses including drug abuse and status offenses (Federal Bureau of Investigation, 2002).

In Hawaii, like the mainland, decreases in juvenile arrests were also seen. In our state, however, the decreases in juvenile arrests are larger and reflect a consistent downward trend. Overall, juvenile crime arrests in Hawaii have decreased 36.3% in the past ten years, caused primarily by a decline of 50.6% in the arrests of youth for property crimes (Department of the Attorney General, 2002). Arrests of Hawaii youth for all Part 1 Index crimes decreased by 48.6% in the last decade (see Chart 1).

Chart 1: Total Part 1 Violent and Part 1 Property Offenses Arrests, Hawaii, 1992-01

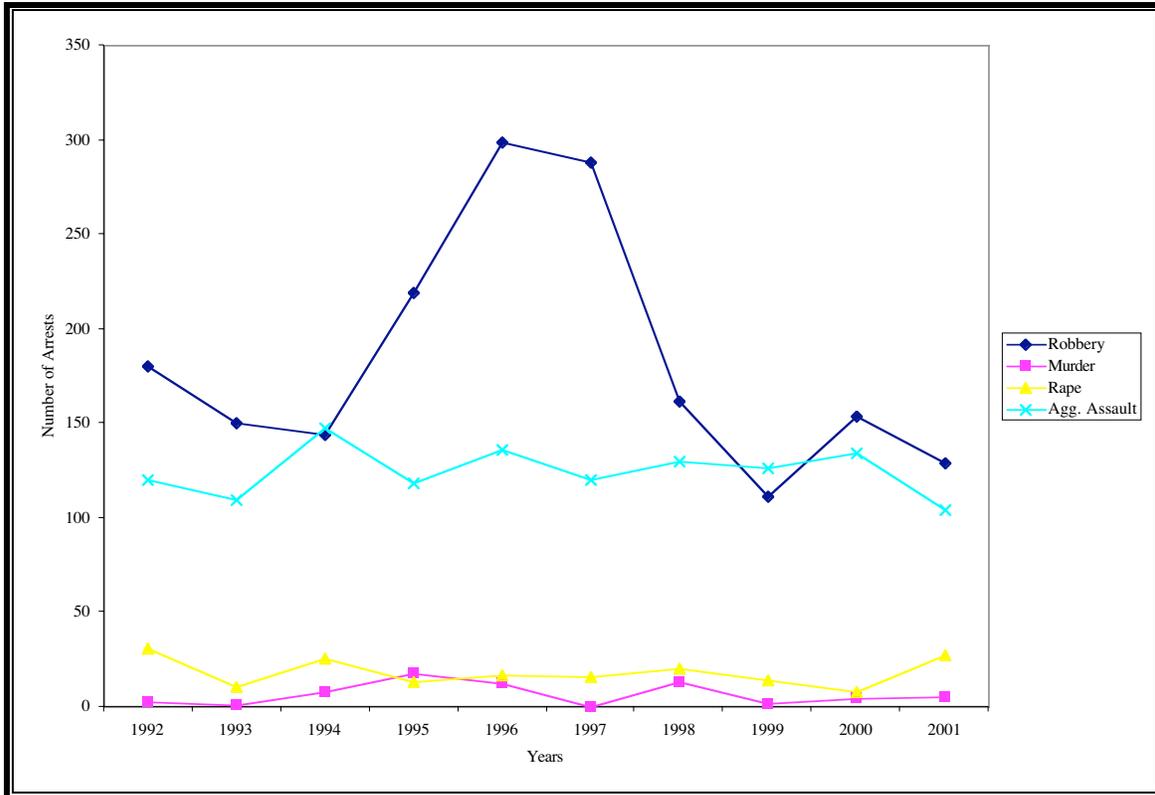


Source: Uniform Crime Reporting System, Federal Bureau of Investigation. Taken from *Crime in Hawaii, 2001*. Department of the Attorney General, Crime Prevention and Justice Assistance Division.

Trends in Arrests of Youth for Violent Offenses in Hawaii

Arrests of youth for Part 1 violent crimes (murder, robbery, rape, and aggravated assault) decreased 5.5%, fluctuating over the ten years and down from a peak in these offenses in 1996. In the past year, arrests for violent crimes declined 11.7% due to decreases in both robbery and aggravated assault offenses. Arrests for robbery are much lower than those numbers for 1996 and 1997 and arrests for robbery decreased 16.2% from 2000 to 2001. Aggravated assault arrests varied little over the ten-year period until a downturn of 22.3% from 2000 to 2001.

Chart 2: Juvenile Arrests for Part 1 Violent Offenses in Hawaii, 1992-2001

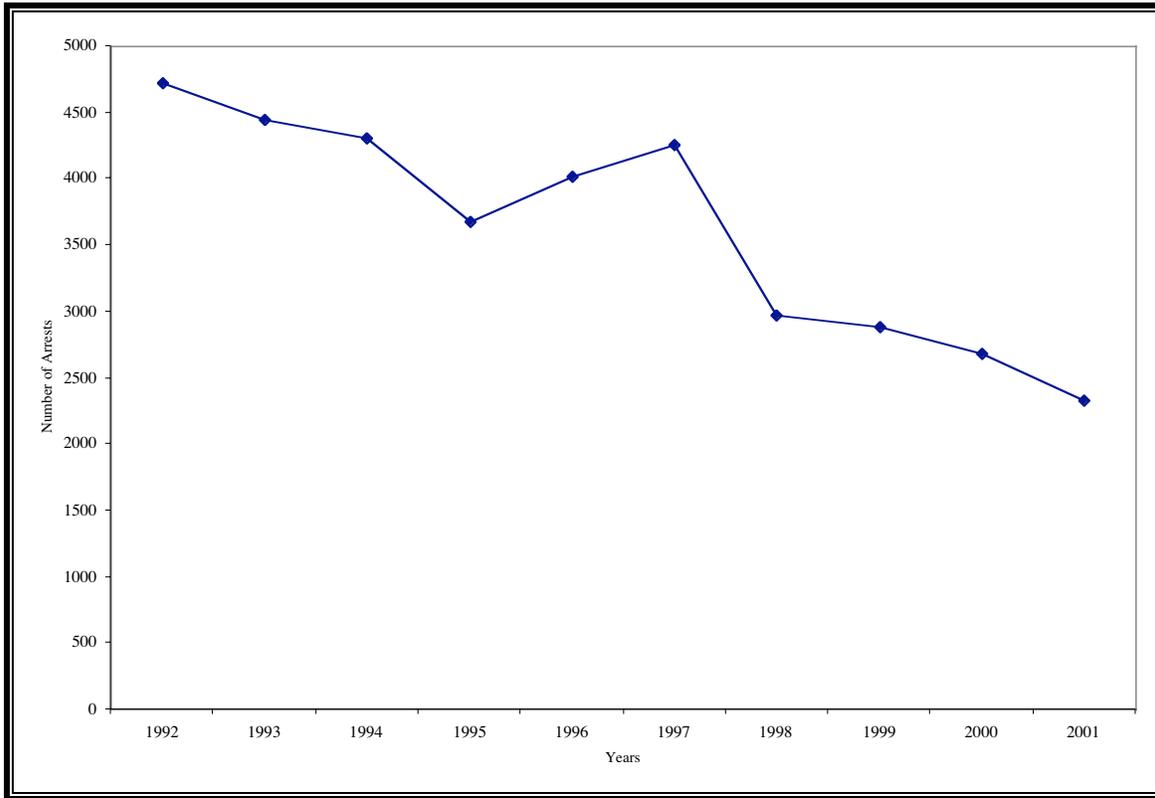


Source: Uniform Crime Reporting System, Federal Bureau of Investigation. Taken from *Crime in Hawaii, 2001*. Department of the Attorney General, Crime Prevention and Justice Assistance Division.

Trends in Juvenile Property Arrests in Hawaii

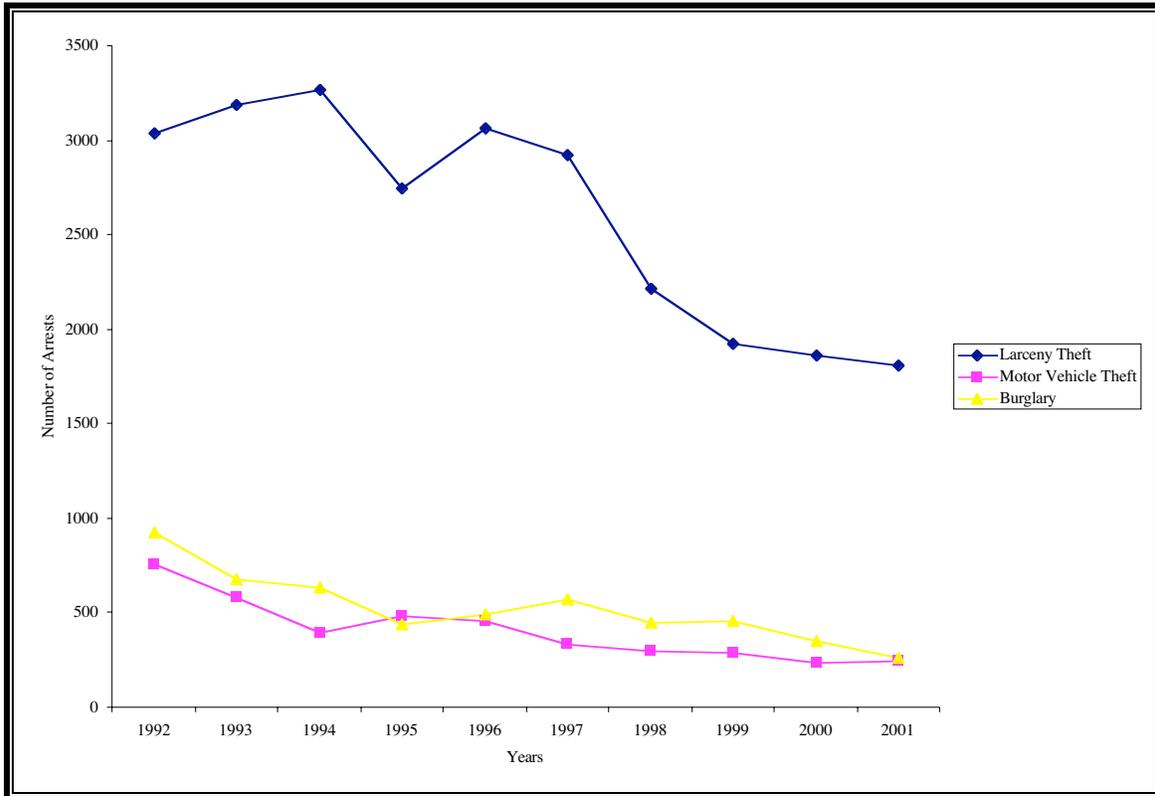
In the past ten years, arrests of Hawaii youth for Part 1 property offenses (burglary, larceny-theft, motor vehicle theft and arson) decreased by a remarkable 50.6%.

Chart 3: Juvenile Arrests for Part 1 Property Offenses in Hawaii, 1992-2001



Looking at specific offenses, larceny theft declined 40.3% and motor vehicle theft decreased 67% in the past decade. Burglary arrests have dropped 72% from their peak in 1992. Between 2000 and 2001, property offenses arrests declined 5.5%. Among these offenses, only motor vehicle theft arrests showed an increase (4.6%) (see Chart 4).

Chart 4: Juvenile Arrests by Type of Part 1 Property Offenses in Hawaii, 1992-2001



Source: Uniform Crime Reporting System, Federal Bureau of Investigation. Taken from *Crime in Hawaii, 2001*. Department of the Attorney General, Crime Prevention and Justice Assistance Division.

Trends in Selected Juvenile Arrests

Chart 5: Juvenile Arrests for Weapon and Drug Offenses in Hawaii, 1992-2001



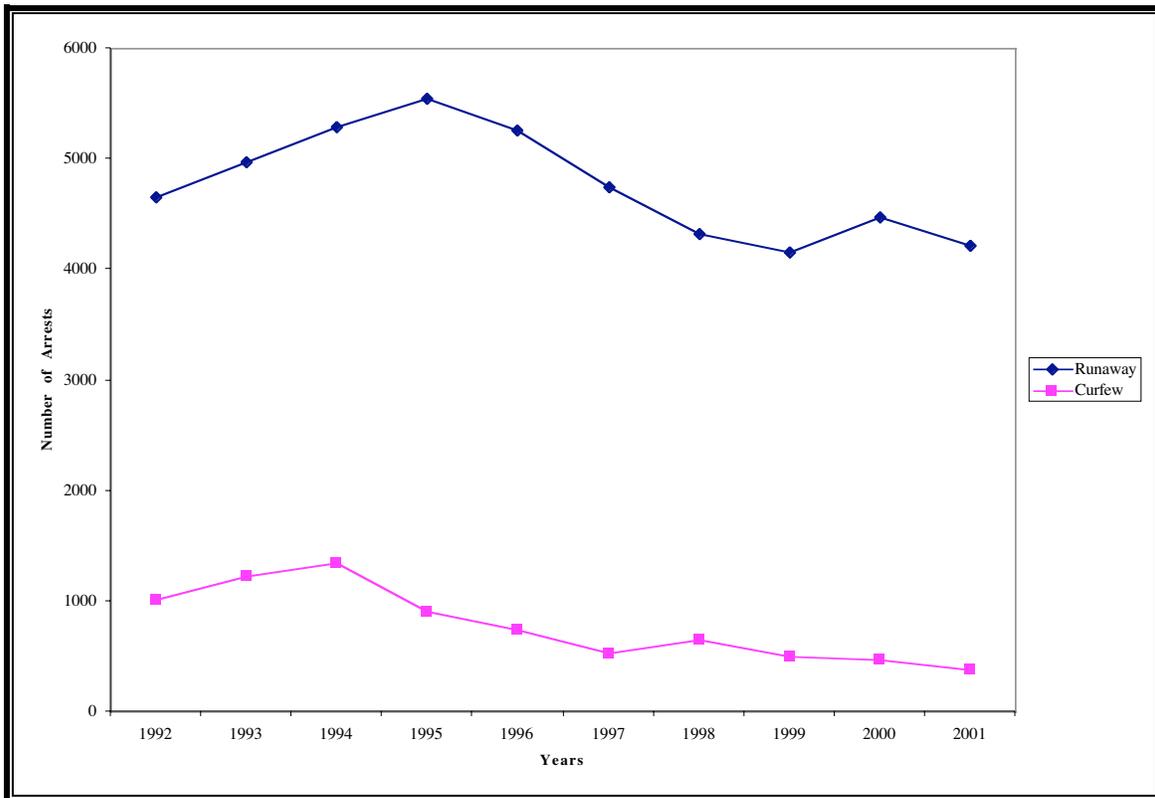
Source: Uniform Crime Reporting System, Federal Bureau of Investigation. Taken from *Crime in Hawaii, 2001*. Department of the Attorney General, Crime Prevention and Justice Assistance Division.

Arrests of youth for weapon offenses remained very stable during the last decade, while drug offenses showed an increase of 40.3 percent. The peak for drug arrests was in 1995. Arrest of youth for marijuana possession, the most common drug offense, showed an increase of 92.7% during the decade (though these arrests are down from 1995 as well). Nationally, arrests of youth for drug offenses increased 121.3% during the decade, though nationally these have also been declining in more recent years (dropping 7.2% in the last five years).

The Part 2 Offense of “Other Assaults,” which are physical fights without a weapon, declined 27.9% in this decade.

Trends in Arrests of Youth for Status Offenses

Chart 6: Juvenile Arrests for Status Offenses in Hawaii, 1992-2001



Source: Uniform Crime Reporting System, Federal Bureau of Investigation. Taken from *Crime in Hawaii, 2001*. Department of the Attorney General, Crime Prevention and Justice Assistance Division.

Status offenses continue to account for a very large percentage of the juvenile arrests in Hawaii. In 2001, well over one in three (38.2%) arrests of youth in our state are for these non-criminal offenses for which only youth can be arrested. By contrast, they account for only about one in ten arrests nationally (11.3% of arrests). Recent years, though, have shown some decreases in these arrests. Arrests for curfew and runaway combined have decreased 19.2% in the decade, with a greater decline since the mid

1990's (29%). Nationally, status offenses arrests have shown a mixed pattern; arrests of youth for curfew and loitering offenses increased 34.3% but runaway arrests declined 24.8%.

Chapter Four: Trends in School Offenses Over Time

In addition to arrest data, key offense data are also maintained by the schools themselves and collected by the Department of Education in computerized records involving disciplinary infractions (see Essoyan, 2003; Office of the Superintendent, 2003). These data provide another snap shot of the most serious safety and security problems confronted by those charged to maintain campus safety.

Turning the most serious offenses first (violent offenses), these data reveal that violent offenses on campus have largely tracked the arrest data discussed in the previous section. That is, we saw a peak in the mid-nineties and declines since that time.

Overall, there has been a 19% decrease in all of these offenses; however, not all serious offenses showed the same pattern.

Table 4: Trends in Violent Offenses in Schools

Offense	94-95	95-96	96-97	97-98	98-99	99-00	00-01	01-02
Murder	1	0	0	0	0	0	0	0
Robbery	35	57	82	51	56	43	57	41
Sexual Offenses	61	44	41	41	58	47	82	61
Assault	1,241	1,315	1,061	1,005	914	846	853	974
Weapons	301	358	276	409	297	254	255	235
Terroristic Threatening	222	278	275	223	296	321	296	215
Harassment	1,520	1,608	1,729	1,356	1,257	1,445	1,210	1,212
Total	3,381	3,660	3,464	3,085	2,878	2,956	2,753	2,738

Source: Hawaii Department of Education. Published in Honolulu Star Bulletin, July 6, 2003, p. A10.

In fact, there have been no significant declines in certain serious offenses (sexual offenses and terroristic threatening and increases in some (robbery). Weapons offenses, though, have decreased by 21.9%, and assault offenses by 21.5%. Harassment offenses (which include a wide variety of activities from sexual harassment, hate speech, anonymous harassing telephone calls, etc.) also declined by 20.6%.

More general data provided by the Superintendent’s Office track other Chapter 19 infractions over time (see Table 6).

Table 5: Chapter 19 Charges by Type

Offense	91/ 92	92/ 93	93/ 94	94/ 95	95/ 96	96/ 97	97/ 98	98/ 99	99/ 00	00/ 01
Violence	15.6	18.3	19.2	18.5	19.6	18.4	16.3	15.4	16.0	15.0
Property	4.7	5.2	5.8	5.4	6.3	5.7	4.7	5.2	5.0	4.6
Substance Abuse	11.6	16.3	19.0	21.6	27.0	23.1	22.6	18.6	15.3	13.8
Attendance	10.2	15.0	16.4	17.7	16.3	5.4	0.1	0.0	0.0	0.0
Order	58.0	63.1	65.5	82.5	92.1	89.6	75.9	72.0	68.0	61.9

Note: Figures are incidence rates, given as citations per 1,000 students. Source: Office of the Superintendent, 2003.

These data show that while overall violent offense rates have declined slightly, that pattern has not necessarily been seen in other types of offense rates. Substance abuse offense rates, in particular, have increased by 18.9% over the last decade, and rates of “order” offenses have climbed 6.7%. Property rates peaked in the mid-nineties, e.g.,

like juvenile property arrests, and have fallen 26.9% since the 1995 school year. Filings based on attendance have fallen (likely as a result of policy changes).

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Chapter Five: Hawaii Youth Risk Behavior Survey Results

Each year the Center's for Disease Control surveys a random sample of youth in Hawaii's public schools on a variety of health related issues. These data allow us to review Hawaii's Risk Behaviors to those of the nation as a whole. They also permit us to review the Hawaii data over time (see Table 6).

Table 6: Health Risk Behavior (Injury)

Table 3. 1997–2001 Hawaii Youth Risk Behavior Survey (Public High Schools) Results (2001, n = 1,076; 1999, n = 1,248; 1997, n = 1,409) Compared to 2001 U.S. Results (n = 15,349)

Health risk behavior	U.S. '01 %	Hawai'i public			Hawai'i Trend
		'01 %	'99 %	'97 %	
Injury					
Rarely or never wore seat belts when riding in a car driven by someone else	14.1	7.6	10.6	14.6	+ ^a
Motorcycle riders who rarely or never wore motorcycle helmet, past 12 months	37.2	56.9	64.5	68.1	+
Bicycle riders who rarely or never wore bicycle helmet, past 12 months	84.7	85.0	89.5	93.9	+
Rode with driver who had been drinking alcohol, past 30 days	30.7	32.8	38.3	36.1	
Drove after drinking alcohol, past 30 days	13.3	9.2	14.5	10.3	
Carried a weapon, past 30 days	17.4	10.6	13.7	14.1	+
Carried a gun, past 30 days	5.7	2.9	4.2	4.1	
Carried a weapon on school property, past 30 days	6.4	3.5	6.0	6.1	+
Felt too unsafe to go to school, past 30 days	6.6	6.7	11.4	5.6	
Threatened or injured with a weapon on school property, past 12 months	8.9	5.9	6.7	6.3	
In physical fight, past 12 months	33.2	25.9	30.6	31.7	+
Injured in a physical fight and required medical attention, past 12 months	4.0	3.2	3.0	3.1	
In physical fight on school property, past 12 months	12.5	9.0	11.5	12.9	+
Been hit, slapped, or physically hurt by boyfriend or girlfriend on purpose, past 12 months	9.5	9.8	7.9	NA ^b	NA
Ever forced to have sexual intercourse	7.7	9.0	8.3	NA	NA
Felt sad or hopeless almost every day for ≥ 2 weeks in a row, past 12 months	28.3	30.5	31.8	NA	NA
Seriously considered attempting suicide, past 12 months	19.0	20.9	23.3	26.9	+
Made a suicide plan, past 12 months	14.8	16.9	18.5	20.1	+
Made suicide attempt, past 12 months	8.8	13.4	10.1	11.5	
Made suicide attempt requiring medical attention, past 12 months	2.6	3.4	3.7	4.0	+

^a+: Results have improved across all three survey administrations.

^bNA: Not Available.

These data provide a mixed picture with reference to behaviors relevant to school safety. With specific reference to violent, and potentially violent behavior, Hawaii youth

look better than their mainland counterparts, and there also appears (as in the arrest and DOE data) a downward trend in violent behavior in Hawaii (between 1997 and 2001). As an example, only 2.9% of Hawaii youth reported carrying a gun to school in the past 30 days compared to 5.7% of mainland youth. Additionally, fewer youth Hawaii youth reported having been in a fight in the last twelve months than youth on the mainland (25.9% compared to 33.2%). More specifically, violence on school campuses in Hawaii is down considerably in Hawaii since the mid-nineties. As an example, only 9% of Hawaii youth reported having been in a fight *on school property* in 2001; this compares to 12.9% in 1997. Youth reporting that they had carried a weapon *on school property* in 2001 was 3.5%; in 1997, it was 6.1% (a decrease of 42.6%).

Other data, though, were cause for some concern; this is particularly true for measures of sexual assault and suicide. More Hawaii youth than their mainland counterparts report having been the victim of a sexual assault; 9.0% compared to 7.7% on the mainland. Moreover, the trend here is up, not down. In 1999 (the first year this question was asked), 8.3% reported this victimization. Domestic violence victimization is also higher in Hawaii than the mainland; 9.8% of Hawaii youth reported having been “hit, slapped or physically hurt by boyfriend or girlfriend on purpose” in the past year compared to a national rate of 9.5%. This is also up from 7.9% in 1999; this represents a 24% increase in just two years.

Measures of suicide also show Hawaii higher than the mainland; fully 20.9% of Hawaii youth surveyed “seriously considered suicide” in 2001; the national average is 19%. However, here there appears to be some good news; this is down from 26.9% in 1997.

Measures of drug use, including crystal meth-amphetamine is down; and 6.5% of Hawaii youth report ever having used meth-amphetamine compared to 9.8% of mainland youth. A similar pattern is also observed in marijuana use.

Table 7: Health Risk Behavior (Alcohol and other drug use)

Health risk behavior	U.S. '01 %	Hawai'i public			Hawai'i Trend
		'01 %	'99 %	'97 %	
Alcohol and other drug use					
Ever drank alcohol	78.2	67.2	76.4	72.5	
First tried alcohol before age 13	29.1	26.4	33.6	31.7	
Drank alcohol, past 30 days	47.1	34.2	44.6	40.3	
Had ≥ 5 drinks of alcohol on ≥ 1 occasion, past 30 days	29.9	18.8	26.8	25.1	
Drank alcohol on school property, past 30 days	4.9	4.7	7.7	8.5	+
Ever used marijuana	42.4	38.8	44.6	46.4	+
First tried marijuana before age 13	10.2	11.8	14.8	14.4	
Used marijuana, past 30 days	23.9	20.5	24.7	24.3	
Used marijuana on school property, past 30 days	5.4	6.9	9.3	12.6	+
Ever tried cocaine	9.4	6.1	7.8	7.4	
Used cocaine, past 30 days	4.2	2.4	3.3	2.8	
Ever sniffed glue or inhaled intoxicating substances	14.7	11.8	12.9	15.7	+
Sniffed glue or inhaled intoxicating substances, past 30 days	4.7	3.2	3.9	NA	NA
Ever used heroin	3.1	2.5	2.3	NA	NA
Ever used methamphetamines	9.8	6.5	7.7	NA	NA
Ever used illegal steroids	5.0	2.8	2.5	2.1	— ^c
Ever injected illegal drug	2.3	2.0	1.6	0.8	—
Were offered, sold, or given an illegal drug on school property, past 12 months	28.5	36.0	36.3	41.4	+

With specific reference to school safety, though, is the fact the Hawaii youth report slightly higher rates of use of marijuana on school grounds than their mainland counterparts (6.9% compared to 5.4%); this, though, is down from 12.6% in 1997. Another disturbing statistic is the fact that 36.0% of Hawaii's public school students report that they were "offered, sold, or given an illegal drug on school property" in the last year compared to 28.5% nationally; this means Hawaii's youth are 26% more likely than their mainland counterparts to be offered or sold drugs on our public school campuses. Alcohol use, and particularly alcohol use on campus, seems to be slightly less of a problem in Hawaii than on the mainland with 4.7% of Hawaii youth reporting that

they drank alcohol on campus compared to 4.9% nationally. Hawaii youth are also less likely to have smoked cigarettes on campus than their mainland counterparts; 6.7% compared to a national average of 9.9%. This percentage is *dramatically* down. In 1997, fully 16% of Hawaii public school students said that they had “smoked cigarettes on school property” in the past month. This represents a 61.8% decrease in smoking on public school campuses by Hawaii students.

Table 8: Health Risk Behavior (Tobacco use)

Tobacco use					
Ever tried cigarette smoking	63.9	55.0	67.2	67.4	+
First smoked a whole cigarette before age 13	22.1	19.2	27.1	25.6	
Smoked cigarettes, past 30 days	28.5	15.0	27.9	29.2	+
Smoked ≥ 2 cigarettes on days smoked, past 30 days	19.4	9.2	18.6	21.4	+
Smoked >10 cigarettes/day on days smoked, past 30 days	4.1	1.3	2.6	NA	NA
Smoked cigarettes on ≥ 20 days, past 30 days (frequent)	13.8	6.1	13.1	14.5	+
Smoked cigarettes on school property, past 30 days	9.9	6.7	12.0	16.0	
Smoked ≥ 1 cigarette for 30 consecutive days (regular daily)	20.0	13.2	19.8	NA	NA
Ever tried to quit smoking cigarettes	NA	67.3	37.8	46.0	
Got cigarettes by buying in a store or gas station, past 30 days	NA	1.8	6.2	9.1	+
Current cigarette smokers, <18 years of age who bought cigarettes at a store or gas station, past 30 days	19.1	9.1	14.1	24.9	+
When buying cigarettes in a store, not asked for proof of age, past 30 days	NA	3.4	7.4	9.7	+
Current cigarette smokers, <18 years of age who were not asked to show proof of age when buying cigarettes in a store or gas station, past 30 days	67.2	NA	NA	65.0	NA
Used chewing tobacco or snuff, past 30 days	8.2	2.9	2.2	3.4	
Used chewing tobacco or snuff on school property, past 30 days	5.0	1.3	1.6	1.9	+
Smoked cigars, cigarillos, or little cigars, past 30 days	15.2	6.2	7.8	NA	NA
Smoked cigarettes or cigars or used chewing tobacco or snuff, past 30 days	33.9	16.7	29.9	NA	NA

^a+: Results have improved across all three survey administrations.

^bNA: Not Available.

Finally, though, Hawaii youth feel slightly more unsafe at school than their mainland counterparts despite the fact that they appear to be less at risk for serious physical violence. About 6.7% of Hawaii youth say that they “felt too unsafe to go to school” in the past month compared to 6.6% of mainland youth. More importantly, though, the number of Hawaii youth reporting they had stayed home in the last month because they were afraid *dropped* dramatically (by 441%) between 1999 and 2001.

In sum, the data tend to suggest that Hawaii’s schools have gotten considerably safer in certain ways, but there are also some significant challenges that remain. It appears that certain behaviors have clearly declined (physical violence, weapon carrying, tobacco use) while other behaviors (particularly sexual assault, domestic abuse, and drug sales on campus) raise safety and security “flags” and warrant special attention.

Chapter Six: Self-reported Victimization and Offending in one Intermediate School Campus

Each measure of the problems confronting those charged with school safety has both strengths and weaknesses. In this needs assessment, we have examined a variety of data drawn from the Department of Education, the various police departments, and other key resources. One final measure of school safety, though, comes from an in-depth assessment of self-reported victimization and sense of safety conducted in one intermediate school on Oahu (for the purposes of this study we will name the school *Paradise Intermediate*). The data for the study were collected by the Department of Education's Safety and Security section, and the intent of the study was to gauge the degree of victimization (and sense of safety) at a typical intermediate school in Hawaii. For that reason, the specific school designation is less relevant than the over-all findings. Again, all data reflect different aspects of the challenges facing those charged with maintaining a safe and healthy learning environment for Hawaii's students, teachers and staff.

Overview of Paradise Intermediate

School-year ending	2000	2001	2002
Students enrolled entire year	99.2%	95.1%	96.3%
Receiving free/reduced lunch	34.1%	36.9%	33.8%
Students in Special Education	16.3%	18.8%	17.8%
Students with limited English	1.3%	2.5%	2.5%

Overview of the Community

	School Community	State of Hawaii
Total Population	33,406	1,211,537
Percentage of Population aged 5-19	22.1%	20.6%
Median Age of Population	37.6	36.2
Number of families	8,200	287,068
Percentage of families with children under 18	51.6%	45.0%
Percentage of families with children headed by a single mother	19.9%	18.3%
Average family size	3.2	3.4
Median household income	\$52,638	\$49,820
Percent of households with Public Assistance income	5.3%	7.6%
Percent of families with children living in poverty	8.8%	11.2%

The community surrounding Paradise Intermediate is rather typical for Hawaii. The median age of the population, as well as the family size are very similar to the median of the entire state. Also, the median household income is a little higher than that of the State of Hawaii.

Paradise Intermediate is very much a “regular” Hawaii intermediate school according to the community and school profile, but we cannot overlook distribution of ethnicity within the school (Hawaii Department of Education, 2003). What sets Paradise Intermediate apart from the typical school is that there is a large population of Part-Hawaiian and Caucasian students. About 23% of the student population is Part-Hawaiian and just over 30% are Caucasian. There are only about 9.3% of Japanese ancestry and less than 1% Korean (Hawaii Department of Education, 2003).

Out of 1179 students in the 2001-2002 school-year, 162 (14%) of them were suspended. Those 162 students accounted for 32 Class A (burglary, robbery, sale of dangerous drugs), 179 Class B (disorderly conduct, trespassing), 34 Class C (class cutting, insubordination, smoking) and 20 Class D (contraband) offenses (Hawaii Department of Education).

Study Methodology

In March-April of 2003, needs assessment surveys were distributed to teachers and students of Paradise Intermediate. All department heads were chosen to take the needs assessment. Out of a total number of 125, a cross-section of about 70 teachers, Educational Assistants (EAs) and Administrators were selected to participate. The teachers then distributed the surveys to their students.

Findings

Tables 9 and 10 provide a global overview of the responses of 156 students and 73 teachers, administrators, and educational assistants (faculty/staff/staff) to specific questions about victimization (see Appendix 1 for both teacher and student survey instruments).

In general, these data provide a sobering view of the challenges facing those attempting to create safe schools in Hawaii. This report will be examining some of these specific victimizations in greater detail (particularly those measures that reflect problems of robbery, assault, and theft). In general, though, these data suggest that on-campus theft is a very significant problem for both students and faculty/staff. Over one in three youth (37.8%) report “theft from desk or classroom under your control in the past year” and almost half of faculty/staff report this sort of victimization (45.2%).

Looking specifically at robbery, relatively more students report this victimization (8.3%) compared to 4.1% of faculty/staff; and about an equal number of faculty/staff and students report having been physically attacked in the last year (13.5% of students and 12.7% of faculty/staff).

Very high numbers of students and faculty/staff believe that drugs are sold at school (35.3% of students and 37% of faculty/staff). About one student in twenty (4.5%) report having brought a weapon to school, while about half of the teachers say that they know of someone who brought a weapon to school. Finally, 5.8% of Paradise Intermediate youth say that they are a member of a gang; and about a quarter (24.7%) of the teachers say there are signs of gangs on the school campus.

Table 9: Percentage of Global Student Victimization N=156

Theft by force (robbery, hijacking)	8,3%
Theft	37.8%
Bullied	22.4%
Physically attacked	13.5%
Stayed Home because afraid of another student	5.1%
Fear for physical safety at school	13.5%
Are drugs sold at school	35.3%
Carry a weapon to school	4.5%
Gang member	5.8%

Table 10: Percentage of Global Faculty/staff and Staff Victimization N=73

Theft by force (robbery, hijacking)	4.1%
Theft	45.2%
Intimidated by student or adult	27.4%
Physically Attacked	12.7%
Stayed Home because afraid of another student	1.4%
Fear for physical safety at school	11.0%
Are drugs sold at school	37.0%
Know someone who carried a weapon to school	47.9%
Signs of gangs at school	24.7%

Theft by Force (Hi-jacking)

Among those student respondents reporting theft by force, nearly two-thirds (64.7%) were victimized more than once. Faculty/staff generally reported less of this, but among the few that had this problem, they too reported multiple victimizations.

When asked if they feared such events, over a quarter of all students surveyed said they were either “fearful” or “very fearful” of being the victim of robbery (26.3%) and a smaller proportion feared extortion (18%).

Bullying and Assaultive Behavior

Of the youth who reported that they were bullied in the last year, nearly three-quarters said that it occurred more than once. With reference to actual assaults (in a six month period), among those students who *had* been assaulted, over a third (39%) said they had been assaulted more than once. Well over one in ten students (13.5%), though, responded affirmatively to a question that asked if they “fear for their physical safety at school.” Of those students who reported being assaulted, the vast majority did *not* know if the attack had been racially motivated or felt it had not (88%). A relatively small number of students stayed home from school because they feared another student (5.1%).

For faculty/staff, the question was slightly altered to reflect a concern about intimidation by either parents or students. Here, nearly three quarters of those who reported the problem said that this had happened more than once. With reference to assault, very few faculty/staff reported these were frequent. Moreover, the faculty/staff did not feel these were racially motivated. However, fully 11% of faculty/staff responded “yes” to a question which asked whether they feared for their physical safety at school.

Weapons on Campus

Students and teachers differed in their responses to questions. When students were asked what weapons they actually brought to school, only one reported a gun, knife or other serious weapon. The few students who did carry weapons did not report that the weapons made them feel safe.

Teachers were asked more generally if they “know of someone carrying a weapon to school during the past year [it is not clear if these were students or anybody]. Nearly half of teachers said they knew of someone carrying a weapon to school. A third of those in of those in this group said the weapon was a gun, and an additional 58 percent reported that the weapon was a gun in combination with other weapons (generally a knife).

Drugs

Again, a high percentage of both faculty/staff (37%) and students (35.3%) reported drugs sold on campus. When students were asked where these drugs were sold, those who knew where these sales occurred said it was the either the restrooms or the outdoor areas. Of those students who knew about drug sales, most (43%) agreed that these sales occurred during rather than before or after school. Significantly, virtually no youth thought such sales occurred during before or after school co-curricular activities. Not surprisingly, more than one youth in ten (13.4%) reported that they felt bathrooms were either “not so safe” or “not safe at all.”

Faculty/staff, were far less likely to guess that drugs were sold during school (only 16% felt this was the case). Faculty/staff did, though, agree that restrooms were a preferred site of drug sales.

Gangs

With nearly one youth in twenty in this intermediate school reporting that they were in a gang, it is not surprising that many youth surveyed (37.2%) reported that they were either “fearful” or “significantly fearful” of gangs on campus. Overall students are much more fearful of gang youth on their campuses than any of the other groups mentioned (other students, teachers, staff and non-school personnel). Additionally, students were somewhat anxious about non-school personnel (14.1%).

Faculty/staff were slightly less anxious about gangs with 15% reported they were either “fearful” or “significantly fearful” of gangs; however, an additional 20.5% of faculty/staff were “somewhat fearful” of gangs. Clearly there is a need for campus safety to deal with gangs on and around school campuses.

Fear of Crime and Victimization

Students were specifically queried in this survey about their fear of criminal victimization on campus. Table 11 reports the victimizations that students most fear. Significantly, despite the extreme rarity of school shootings (and stabbings), students remain significantly fearful of these events (likely because of the tremendous media coverage of these incidents). Also worthy of note is the fact that nearly one student in five fears sexual assault.

Table 11: Proportion of students reporting “significant fear” of the following crimes on campus or anywhere (N=156)

Rape/Sexual Assault	19.9%
Shooting/Stabbing	14.7%
Robbery	12.2%
Extortion	12.2%
Assault	8.3%

Safe and Unsafe Spaces and Times

Students not only have to face the fear of crime, there are also specific places and times that engender fear. For the students in this survey, there were clear differences in certain places and times on the campus. In terms of the times, clearly students feared “after school the most.” Indeed, while Table 12 reports only those who report that the time is “not safe at all” if this was combined with “not so safe,” one of five students fears the time after school.

Table 12: Proportion of students reporting they are “not safe at all” during particular times (N=156)

After school	10.3%
During class	3.8%
Between classes	3.8%
Free time	3.8%
Lunch	3.2%
Extra-Curricular Activities	2.6%

Where students feel unsafe is also significant. In this survey, students are most likely to fear the restrooms and the parking lots. Surprisingly, spaces that are often featured in movies about schools as unsafe spaces (hallways and cafeterias) are not among the spaces that these students fear. Finally, it is clear that adult oversight or monitoring is an issue since among the safest spaces are those with regular adult staff e.g., offices and libraries.

Table 13: Percentage of Proportion of students reporting particular school sites are “not safe at all” N=156

Restrooms	8.3%
Parking Lot	5.8%
Bus Pick-up Area	5.8%
Stairwells	5.1%
Hallways	3.2%
Cafeteria	1.3%
Library/Offices	1.3%

Conclusion

Paradise Intermediate School’s survey allowed us to hear directly from students, teachers and administrators about school safety. Two last findings are of note: First, only 3.8% of students and 4.1% of the faculty/staff felt that things were “not safe at all” at Paradise. Turning this around, 21.8% of the students and 19.2% of the faculty/staff felt that things were “very safe” at Paradise. Finally, in a related finding, over one in three students report that they see the principal on campus “every day” (36.5%). So, while certain of these findings have clear implications regarding areas that require work, there are clearly other findings that suggest that given the challenges faced by an intermediate school safety challenges could well be worse.

The findings of this modest study indicate that while these are official measures of victimization (whether internally or externally derived), they considerably under-estimate the degree of victimization in Hawaii schools. There are fairly high levels of both property and person offenses reported in this survey, and there are also clear implications

that certain areas of campus are deemed unsafe by students, particularly those areas like restrooms and parking lots.

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