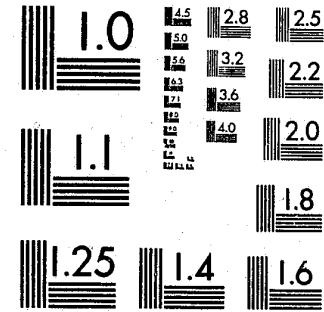


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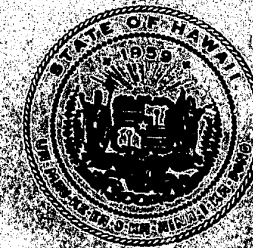
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7/27/83

# VIOLENCE AND VANDALISM IN THE PUBLIC SCHOOLS OF HAWAII

## VOLUME II RECOMMENDATIONS



BY THE  
HAWAII CRIME COMMISSION

State Capitol  
Honolulu, Hawaii 96813

SEPTEMBER 1980

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VIOLENCE AND VANDALISM IN THE  
PUBLIC SCHOOLS OF HAWAII

VOLUME II  
RECOMMENDATIONS

U.S. Department of Justice  
National Institute of Justice

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SUMMARY OF RECOMMENDATIONS

## SUMMARY OF RECOMMENDATIONS

### PROBLEMS

Some of Hawaii's public schools have a poor reputation at the present time. This reputation is only partly deserved. There are many good schools in our system and in every school there are individuals who are making outstanding efforts to provide our students with a quality education. Most of our students attend classes and are cooperative and attentive. Nevertheless, the problems of violence and vandalism are serious. They create a troubled atmosphere and interfere with the goals of our educational system. As such, school performance falls short of its potential. To admit to the existence of these problems, to identify them carefully, and then to take the steps necessary to alleviate them is the only course of action that can make all of our schools meet our expectations.

The scope of the problems goes beyond strictly security-related issues. The many components which make up the learning environment all contribute to the degree of tranquility on campus. Some of the more serious problem areas in our schools at the present time are:

- 1) Some principals lack either the motivation and training or the necessary support from the district and state level to institute the effective school management necessary for dealing with the problems;
- 2) Counselors are so overburdened with paperwork and too many clients that many of them are unable to do the professional job for which they were trained;

- 3) Some teachers are so discouraged and frustrated by the classroom situation and their inability to deal with it that they have adopted a defensive, "getting along" attitude; and
- 4) Security aides are asked to do an important job but are not given the training, pay and job security which should go along with that job.

Each of these conditions helps create the atmosphere in which problems of violence and vandalism develop. Consequently, the only real means to control violence and vandalism is a program which addresses all aspects of the problem at the same time. This volume details such a program.

#### RESPONSIBILITY

The responsibility for instituting such a program lies squarely with the Department of Education. The recommendations contained in this volume are not new or unique. They are the concerns which have been repeatedly voiced by participants in the system for years. Yet, insufficient action has been taken. In 1976, the D.O.E. issued the ISLE plan,\* which laid out a systematic program for dealing with the problems of violence and vandalism. Again, very little was done to actually implement those recommendations. Many people in authority within the D.O.E. recognize the problems, agree with the Commission's assessment, and are willing to state that agreement, yet merely acknowledging the state of deterioration of our schools is not

\* Office of Planning and Budget/Planning Services Branch,  
Department of Education, State of Hawaii.  
A Plan to Improve School and Library Environments March, 1976.

enough. A concerted effort must be made now to implement the recommendations contained in this volume in order to reestablish the safe environment necessary for quality education in our state. The D.O.E. must be willing to make such a commitment.

#### METHODOLOGY

The recommendations in this volume are the product of a one year study on the problems of violence and vandalism in the public secondary schools of the State of Hawaii (See Volume I). The information upon which these recommendations are based was obtained by surveying all of the secondary schools and by conducting interviews in nineteen selected schools statewide. This research was conducted between October 1979 and May 1980.

#### VOLUME I FINDINGS

The findings of Volume I show that violence and vandalism are serious problems in many of the secondary schools, problems which require more attention than they presently receive. The severity of these problems varies from school to school. The schools with the most severe problems have been identified to the Department of Education and it is our strong recommendation that these schools receive priority attention.

#### PURPOSE

The purpose of these recommendations is to clearly identify the most efficient means to reduce these problems. Our goal is to ensure that Hawaii's public schools are institutions in which children can learn the essentials of a useful life in a safe, untroubled environment.

### UNITY of RECOMMENDATIONS

These recommendations are divided into two sections. The first section focuses on the school principal; the second section outlines the other steps necessary to improve the safety and security of the school campuses. These two sections are interdependent. The principal is the one individual who can best promote safety and security and the Commission has focused on programs to train, support, and evaluate the principal as the surest and most cost effective way of dealing with the problems. Simultaneously, however, attention must also be given to the programs outlined in part II. These steps are necessary to aid the principal who is making a serious effort to improve his or her school. Without the active support of the principals, no program within the school can be highly effective. Taken together, however, the Commission's recommendations can have an impact on the many faceted problem of school violence and vandalism. The best solution lies in a combination of motivated principals and appropriate programs.

#### PART I: PRINCIPALS

In the process of this study, many problems have been identified which limit the effectiveness of school principals. The basic list of these difficulties includes: motivation, training, evaluation, rotation, community relations, and support. The recommendations were designed to address those particular problems.

### MOTIVATION AND TRAINING

The recommendation of the Commission is that a more open atmosphere of communication and information exchange be created within a single district to both inform and motivate the principals. Monthly or bi-monthly meetings of a district's principals can serve to establish this atmosphere. In addition, these meetings can keep the principals informed about techniques of successful school management. The impetus for this program must come from the District Office.

### ROTATION

Many principals who were interviewed said that because they had been at their schools for a very short time they were not completely familiar with the problems of those schools. The rapid rotation of principals creates a serious lack of continuity in school management. Some interviewees said that a principal can be most effective if he or she stays at a school for minimum of four or five years. Currently, many principals stay only one or two years at a school, not long enough to be most effective.

### EVALUATION

Successful school management should be measured regularly by a trained evaluation staff employing standardized measuring instruments. Principals should be frequently evaluated and the results of this evaluation given priority consideration when promotions and demotions are made. Problems would be identified at an early stage and help furnished as needed. This step is essential to the success of this program.



#### PARENT AND COMMUNITY RELATIONS

Several principals mentioned during interviews that parent and community relations were a serious problem. The core of the problem is a general lack of community interest in school affairs. Judging from our interviews with principals, this important area does not receive high priority attention. The Commission believes that the initiative must be taken by the principal to create better community relations. A district level public relations specialist may be necessary to aid the principal in this effort.

#### SUPPORT

Many principals interviewed reported that paperwork takes up a large portion of their time. Such work should be given to clerical help to free the principal for other duties. Also, many schools require one or more additional vice-principals to give the principals the freedom to be the academic leader of the schools. In addition, better communication with and support from the District Office is generally required to encourage principals in their efforts to improve their schools.

### PART II: OTHER RECOMMENDATIONS

#### SECURITY

Security aides are present on all secondary school campuses and are widely recognized to be useful in the control of violence and vandalism. Most people on school campuses are also aware of the many deficiencies in this program. Security aides receive low pay,

little training, and have no job security. If this program can achieve minimal success and recognition under these adverse circumstances, then elimination of these deficiencies should produce excellent results. The Commission recommends that this essential program be given all the support required to allow it to operate at optimum efficiency.

#### DISCIPLINE

Clear and consistent school discipline is recognized as a key to good school management. Students need limits and direction. The imposition of limits and direction indicates to students the care and concern of school personnel. The absence of a clear system of discipline is demoralizing to teachers and students and is conducive to an unruly, unsafe school. It is imperative that each school develop and closely follow a clear and consistent discipline policy. The District Office should closely monitor these procedures.

#### TEACHERS

Some teachers report a sense of isolation and frustration. Their classrooms, in many cases, are away from the main campus and there are no telephones or intercoms in their buildings. Students referred to the office are not adequately disciplined. The repetition of this cycle tends to drive teachers to a state of resigned acceptance. They accept verbal abuse and class disruption as facts of life, no longer contending against these practices. Instead of a creative and active approach to teaching, they retreat

to a defensive, "getting along" attitude. Teachers, as the school personnel who have the most contact with and influence upon students, must be provided with the support necessary to reverse this trend.

#### COUNSELORS

Counselors are supposed to be the adults to whom troubled students can turn in times of frustration and trouble. The counselors who responded to the Crime Commission survey said that they are burdened with large numbers of students and an inordinate amount of paperwork. Under such circumstances, counselors are diverted from fulfilling their important function. Additional counselors and clerical help are clearly required to improve this situation.

#### ATTENDANCE

Attendance procedures at many schools are poorly organized and are implemented in a haphazard manner. In many cases, daily attendance recording is sketchy and classroom attendance records are non-existent. This situation gives the students the feeling that the teachers and administrators lack concern. Sloppy attendance procedures contribute to truancy, class cutting and loitering. These, in turn, contribute to additional problems of violence and vandalism on campus. There are numerous steps which can be taken to improve school attendance procedures. It is our recommendation that these steps be implemented in every secondary school.

#### PHYSICAL PLANT

Our study has shown that schools with buildings in a poor state of repair have more problems with violence and vandalism. Maintaining schools in good condition is worth the effort required to do so. Principals reported that repairs are notoriously slow in coming, which is attributed to a lack of Department of Accounting and General Services personnel. The effort and expense required to make fast repairs at schools would actually save money in the long run. Student involvement in the care and maintenance of the campus can also improve this situation.

#### ALTERNATIVE EDUCATION PROGRAMS

Alternative education programs offer a means to provide a more suitable educational setting for some students. Alternative Learning Classes are off-campus educational centers for small number of students who have not been able to function in the regular school setting. Every student who needs this type of educational setting should have the opportunity to attend. However, administrators generally report that there are too few openings in these programs. Such programs can serve a valuable function in our education system if they are adequate to the needs of that system. The Commission recommends the expansion of the Alternative Learning Center program.

CONCLUSION

The serious nature of these problems demands immediate attention. A sense of helplessness exists on some campuses which only a concerted effort to improve the learning environment can change. The Commission is aware that the Department of Education has taken some steps; what we urge is that the Department increase its efforts in these critical areas.

RECOMMENDATIONS: PART I

## PRINCIPALS

The major focus of the recommendations in this volume is the school principal. The principal is the appointed and acknowledged leader of the school. If a principal fails to exercise strong and creative leadership for any reason, the quality of the entire school environment will decline. Some of Hawaii's secondary schools are now experiencing this loss of strong leadership. The fault is not entirely that of the principal, since many other factors contribute to this situation.

The primary purpose of this section of recommendations is to offer a concrete plan of action designed to motivate, inform, evaluate and support the secondary school principals. A concerted effort to provide this assistance to the principal will have an impact on all of the problem areas of a school. This program has two distinct phases. Phase One will provide communication and information services within the district. Phase Two will provide evaluation and support services.

### Phase I: Principal Training

The Crime Commission has determined that good school management is the surest and most effective means to prevent campus violence and vandalism. Principals must be both informed about the essential practices of good school management and motivated to carry them out.

Therefore, the initial phase of the principal training should aim at providing a network of information exchange among the secondary school principals within a district. Its purpose is to develop among the principals positive attitudes and understandings necessary to good school governance and the prevention of problems of school violence and vandalism.

This network should consist of regular monthly meetings, seminars, and lectures to be held at different schools in the district. The subject matter of these meetings must include:

- \*providing teachers with support;
- \*careful rule enforcement;
- \*attendance procedures;
- \*parent and community relations;
- \*principal visibility; and
- \*concrete examples of strong, positive school leadership.

The establishment of this program and the continued exposure to this type of forum can serve to motivate the principals.

#### Providing Teachers with Support

Principals can improve teacher morale and improve their effectiveness by being more responsive to the difficulties inherent in the classroom situation. Encouragement for extra effort is essential. Sharing the burden of discipline problems instead of placing it on the teacher can help alleviate teacher frustration.

#### Attendance Procedures

Standardized attendance procedures must be instituted and closely adhered to as a basic part of school management. Leilehua High School employs an attendance monitor to help control the attendance problems. Washington Intermediate has initiated the use of a tardy room for morning use. These and other practices are necessary to better monitor student attendance.

#### Careful Rule Enforcement

It is incumbent on principals to ensure that school rules are enforced in a fair and consistent manner. Anything less than this is corrosive to a good school environment. Basically, this involves having realistic rules and enforcing them uniformly.

#### Parent and Community Relations

The school has to initiate more parent and community interchange. The notion of the school as a separate and isolated entity has to be eliminated. Strong community support is a necessary component of good school management. The only sure means of developing this support rests with the principal. The principals must take the initiative in establishing and maintaining good relations with the community, especially with parents, community organizations and the police. Numerous successful programs are in operation in various schools. These programs can serve as models for other schools to follow. Kauai and Maui have developed especially good

relationships with the police. Several principals have suggested that the recruitment of parent assistance for specific, short term projects proves more successful than long term projects.

#### Principal Visibility

This important feature of good school management can only be developed through the continuing efforts of the principal. Our survey showed that many students seldom or never see the principal around school. At Hilo Intermediate, the principal greets students as they arrive in the morning and eats lunch with them at noon.

Emphasis needs to be placed on openness and a willingness to admit that problems do exist. Since violence and vandalism are best controlled by an overall school program, these meetings should focus on a broader range of topics than just the narrow concerns of security. This program, if properly implemented, will promote among the principals a strong commitment to excellence in school management.

#### Phase II: Evaluation and Support

The program outlined in Phase I of this recommendation is aimed at providing principals with an overall plan for improving the environment of their schools. The purpose of Phase II is to organize an integrated system of evaluation and support for principals in their efforts to improve school management and reduce violence and vandalism on campus.

#### Evaluation

The best way to provide the incentives necessary for this program's success is through a strict system of evaluation. Principals' performance in achieving the goals outlined in Phase I must be carefully monitored by each district office. The district superintendent, in order to achieve this, must develop standard evaluation criteria and procedures which are both appropriate and adequate and then take the responsibility for seeing that the procedures are regularly followed. Personnel must be allocated to this task. District superintendents need to visit schools on a regular basis and become familiar with their individual problems. The district superintendent also must have an adequate array of rewards and penalties at his/her disposal to make the evaluation meaningful. Ineffective principals must be demoted; conscientious principals must be encouraged.

#### Clerical Staff

Since so many principals have reported to the Crime Commission that they are overburdened with paperwork, the Commission strongly recommends that additional clerical and support staff be employed to relieve the principals of some of this work. Thus freed, the principals will be better able to give their attention to the concerns detailed above, such as developing a better school atmosphere, being more visible and available to students, evaluating teachers, and establishing community relations.

#### Additional Vice-Principals

In many secondary schools, the vice-principals are overextended. Whereas presently vice-principals are assigned to schools by size of enrollment, necessity is a more efficient measure to employ. This need can be assessed as part of principal evaluation. Particularly in schools which are experiencing problems, the addition of a vice-principal should be a viable option available to the district superintendent for attending to the problems. District level employees should be employed as crisis vice-principals at school facing a difficult situation.

#### Revised Principal Rotation System

Currently there is an excessive rate of principal turnover which has produced a serious lack of continuity in school leadership. Steps need to be taken to encourage principals to make a commitment of approximately five years at a particular school. This commitment will serve to stabilize school leadership and thereby provide an opportunity for the establishment of long run programs needed to accomplish the goals listed in Phase I.

The Crime Commission strongly believes that a serious and concerted effort to implement the recommendations listed above will greatly reduce the violence and vandalism in Hawaii's secondary schools. The pivot upon which this turns is a strong system of communication, evaluation and support focused by the District Office on the principal. These recommendations will prove most effective if they are implemented in conjunction with the other recommendations offered in this report.

RECOMMENDATIONS: PART II

## DISCIPLINE

Discipline plays a crucial role in controlling violence and vandalism in our schools. Currently, the disciplinary system in many schools is confusing, ineffective, and inconsistent. Such confusion and inconsistencies in the discipline system contributes to an increased amount of violence and vandalism on campus.

### I. ADMINISTRATION OF DISCIPLINE

A. School Rules. The Crime Commission recommends firm, consistent and immediate enforcement of school rules as a key to maintaining effective discipline. The basic characteristics of a good disciplinary system are:

1. Fair rules that are consistently and uniformly enforced;
2. Clear explanation of rules and related disciplinary action to the students;
3. Consistent and immediate application of related disciplinary action;
4. Tailoring of the system to fit the specific needs of each school;
5. Clear guidelines and procedures for teachers to follow; and
6. Strong administrative support for teachers.

B. Use of Detention. Detention has proved to be an effective form of discipline. Unlike suspension, which some students consider a vacation or holiday from school, detention requires the student to be in school under punitive circumstances. Two examples of detention are:

1. The student goes to all his teachers, collects his assignments, and reports to a room where he is kept in isolation from the rest of the student body. The student is not allowed to leave at any time and lunch is brought to him.



2. The student is given some manual task to perform. The labor may be supervised by the vice-principal, the security aide, or the custodian and may consist of pulling weeds, picking up rubbish, scrubbing walls, working in the cafeteria, or doing other useful work around the campus.

Detention can be a very effective alternative to suspension when used consistently and supervised properly.

- C. Follow-up. After disciplinary action is taken, teachers and parents must be given a follow-up report when the student returns to class.

## II. LEGAL CONSIDERATIONS

- A. Rule 21. The due process protection provided by Rule 21 is necessary but the present procedures are slow and cumbersome and tend to undermine the disciplinary system. Therefore, the Crime Commission recommends that these procedures be carefully reviewed and streamlined as much as possible.
- B. Rule 49. The Crime Commission recommends reevaluating Rule 49. The special disciplinary section under Rule 49 creates a "double standard" between regular students who are subject to varying degrees of suspensions and special education students who are exempt. This double standard fosters a belief among special education students that they are exempt from suspension under regular disciplinary rules and therefore encourages their misconduct.

## ATTENDANCE

Many schools do not have a well organized attendance system. This makes it easy for students to be truant and contributes to a poorly controlled campus.

### I. MONITORING ATTENDANCE

The Crime Commission strongly recommends the initiation of a consistent and effective system of monitoring attendance and informing parents of absenteeisms. Currently, the staff member designated to handle attendance varies from school to school (vice-principal, counselor, secretary, etc.) and that work is considered merely an added responsibility. Therefore, our primary recommendation is the development of a monitoring system with its own staff that would generate daily attendance records, inform parents of absences and act on the problem of repeat absenteeism. This can be achieved by:

- A. Hiring full-time attendance monitors. Student aides could assist these staff member in such duties as collecting and distributing lists of absent students;
- B. Having homeroom teachers submit the names of those absent to the attendance monitors first thing in the morning. The monitors then must compile and issue a daily absentee list that will be distributed to each teacher by second period. This task could possibly be facilitated by the use of computers and attendance scan sheets;
- C. Having attendance monitors make phone contact with parents each day that a student is absent. This will serve two purposes: 1) to determine if the absence is excused (e.g., due to illness); 2) to

make sure the parents are aware of the student's non-attendance.

- D. Making the furnishing of accurate home and work phone numbers of parents be a condition of registration. This information is critical to a proper attendance system;
- E. Having an adequate number of phone lines available so that all parents of absent students can be called early in the day;
- F. Having teachers inform the attendance monitors if a student does not report to class after homeroom and is not on the absentee list. In such cases the security aides can then be informed of which students are suspected of cutting classes and go look for them on campus, as is currently done at Kailua Intermediate; and
- G. Having a pass system so that aides and attendance monitors can keep track of students who are out of class.

## II. DEPARTMENT OF EDUCATION

- A. Re-instatement of the use of the truant officer to scout the community and return errant students to school;
- B. Expansion and continued use of the outreach counselor program to contact the chronic absentee and his or her family in an effort to have him or her return to school; and
- C. Establishment of a statewide policy on retention. Amend Rule 29 so that attendance must be made a condition of promotion.

## III. FAMILY COURT

Some administrators claim that attempts to go through the family court system to have students return to school are lengthy, cumbersome and most often fruitless. Specifications for compulsory attendance are included in Section 398-9 of the Hawaii Revised Statutes. The Department of Education is charged with this law's enforcement (Sec. 298-13,HRS) and the students' parents bear the

responsibility of compliance (Sec. 298-12,HRS). However, there is little the Department of Education can do to enforce this statute without the support of the court in forcing the parents to assume their responsibility. This could be aided by:

- A. Using the above monitoring system to complete all the actions necessary for presentation (documentation that the student missed more than 20 days of school, notification to parents) and hopefully expedite the process of petitioning to the family court; and
- B. Arranging an informal preliminary hearing within two weeks of the petition with a representative of the court, a school administrator and the student's family in order to make the student and his or her family fully aware of the action against them and expedite the process.

## IV. OTHER

Other efforts to make school more interesting, safe, or convenient to attend also have positive benefits for attendance.

- A. Tardy Room. A tardy room is being used at Washington Intermediate School and the staff report it provides fast and effective discipline and frees the teacher from unnecessary responsibility. Students who are late report to a tardy room and receive a pass prior to admittance to class. In the case of unexcused lateness, detention is assigned to be carried out that day. If a student refuses to comply with detention, the parents or guardian must be informed and involved with corrective measures. The use of the tardy room curtails the interruption of classes by late students and assures detention for those who are late.
- B. Scheduling. It is possible to creatively schedule classes to encourage good attendance. An example of one innovative program is the Leilehua Learning Option Time (L.O.T.) program. Classes are arranged so that the requirements are offered in the morning and electives in the afternoon. That way, students who are not interested in any but required courses are able to attend school on a half day basis. (This program has met with considerable success at Leilehua.)

## TEACHERS

Many of the teachers in our state regularly suffer insults and have their classes disrupted. These problems in the classroom are some of the biggest impediments to good education in Hawaii. Direct steps must be taken to eliminate these problems if our education system is to be improved.

### I. TRAINING

Classroom troubles traditionally are considered "the teacher's problem" but in Hawaii they have grown to such proportions that they are now systemic. The Crime Commission recommends that D.O.E. officials at all levels--state, district, and school--recognize the problems teachers face in the classroom, accept part of the responsibility for them, and initiate a positive program to rectify the situation. Class disruption not only helps create the atmosphere conducive to violence and vandalism but also threatens every student's chance for a good education.

The following steps should be taken:

1. The teacher evaluation instrument be implemented to identify those teachers needing additional training in classroom management techniques.
2. School-wide meetings between faculty and administration should be held to discuss the school's specific problems, their causes and possible solutions.

3. The D.O.E. should develop or expand inservice training programs to meet the needs identified and expressed in the school meetings.
4. All education majors should be required to take coursework in classroom management skills from a skilled classroom manager with recent classroom experience. New teachers would thereby be more prepared to deal with existing classroom situations.
5. Teachers must accept responsibility for their roles in the disciplinary system. They should report infractions and follow the student discipline guidelines established in their school.
6. Simultaneously (with #5 above), the administration must consistently support teachers in their efforts. The principals should meet regularly with the faculty to report on recent disciplinary actions taken, identify trouble spots on campus, and to identify students having disciplinary problems. Increased communication will give both faculty and administration a sense of support. Teachers must have this basic administrative support if they are to be willing to take risks with problem students.

### II. COMMUNITY RELATIONS

To have better classes and a better school in general teachers must be willing to commit their time and effort to becoming involved in the community from which the students come. Many teachers express the desire to have parents and the community show more interest in the school but are not themselves willing to show an interest in the community at large. Communication must take place in both directions. Teachers should take the initiative to attend community meetings and functions, and learn community networks and how they work.

## COUNSELORS

Counselors generally are limited in their effectiveness by too much paperwork, too many clients, and too many extraneous duties. Steps should be taken immediately to ease the burden of these important staff members and allow them to better do the professional job for which they were trained. Better counseling services will have a beneficial impact on the level of violence and vandalism on our campuses.

### I. PERSONNEL

Give counselors more support personnel so that they have the time to do their job effectively.

- A. The most pressing need of the counseling staff is for clerical help. Counselors most often identify "too much paperwork" as the greatest handicap to the effective performance of their job.
- B. There should be more counselors to enable each to work with less clients and hence develop closer bonds of familiarity and trust. Having the confidence of a student who is troubled in school or at home may allow counselors to head off potential problems.
- C. A serious evaluation of the counselor allocation formula is necessary. The distribution of counselors by grade and by type should be studied along with the possibility of using an index of violence and vandalism as one criterion of allocation.
- D. Counselors must be provided with complete and appropriate job descriptions.

### II. SPECIALIZED POSITIONS

It is necessary to create positions for specialized personnel where needed.

- A. Special Education. The need exists for counselors with special education background to counsel special education students with emotional problems. Presently, it is the special education teacher who is required to counsel the student. This is a time consuming process and one for which the teacher is not necessarily trained, which detracts considerably from the teacher's primary responsibility.
  1. Rule 49. As it stands now, Rule 49 hinders the effective disciplining of special education students. A special education counselor may be helpful in working with particularly troubled handicapped children.
  2. Free Period. If special education counselors cannot be provided, then special education teachers must be given one free period per day for counseling these children.
- B. School Psychologist. At least one professional psychologist should be made available to each school district to work with seriously troubled students and to keep the district cognizant of other help available in the community.

## POLICE

To effectively deal with the problems of violence and vandalism in schools, it is essential to create a better working relationship between school officials and Hawaii's police departments. Great possibilities exist for the involvement of these security experts in school life; what is required is simply a commitment on both sides to make the effort.

### I. CRIMES ON CAMPUS

Crimes committed at school should be treated the same as those committed elsewhere in the community. Violence and vandalism in Hawaii's schools have a broad impact on the community at large. Neither the causes nor the remedies lie wholly within the scope of the public education system. The education system should not bear the sole responsibility for solving the problems. When criminal and status offenses occur, the police should be called. Crime is a community problem and the police are the first line agency of our criminal justice system. Currently, many principals seem to feel that the presence of police on campus is an intrusion. Under appropriate circumstances, the police should have the same access to school campuses as they have to any other part of the community.

### II. COOPERATION AND SPECIAL PROGRAMS

- A. One very effective program, at Baldwin High School, provides a good example of cooperation between school administrators and the Police Department, Juvenile Section:

- a. if a student has not gotten in trouble with the law but is on the borderline, he or she is referred to the juvenile counselor;
  - b. if the student does get in trouble with the law, the school is informed and starts keeping track of the student's attendance;
  - c. if the student does not attend school, the Juvenile Section is informed and the counselor follows up with counseling or a parent conference or refers the student to family court; and
  - d. the Police Department also takes care of truants if the outreach counselor is not able to handle them.
- B. An innovative program which shows great promise is the Kauai Police-in-Schools program. In previous years, Kauai has operated a police in schools' program. A uniformed officer was on every high school campus each school day to provide school administrators with any needed assistance, counsel students, and generally be available to the school at large. This program was discontinued last year due to lack of funds, but will be reinstated this year (September, 1980).
- C. Honolulu Police Department Law and Justice Awareness Program. For several years the HPD has operated this program. A specially assigned officer conducts a course in a high school to familiarize students with the criminal justice system. School officials and police report the success of this program. The main limitation of the program is that some school principals do not make it available to their schools.

## SECURITY PROGRAM

Establishing a strong and well coordinated security program is a necessary step in the process of creating safe schools. For several years, public secondary schools have had a program of security aides. Unfortunately, this program has been inadequate in many respects. The Crime Commission recommends improving the school security program in order to provide a safer school environment.

### I. SECURITY AIDES

The central focus of the security program is the use of security aides. In spite of such serious drawbacks as low pay, temporary employment status, and little or no training for security aides, the program has been somewhat successful. Students, teachers, principals and counselors all recognize security aides as valuable assets on a school campus. The Crime Commission is convinced that with improvement the security aide program will become a major force in the development of secure and peaceful school campuses.

A. Job Security. Security aides should be made permanent, full time, civil service employees. As of the 1979-80 school year, only half of the security aide positions were funded out of the D.O.E. budget; the remainder were CETA and SCETA jobs. Two problems arise with CETA/SCETA appointments:

1. It is difficult to find qualified applicants to fill these positions; and
2. Many reliable and conscientious employees soon leave to seek better paid, more secure jobs.

B. Training. Security aides must be given a pre-employment training course. Training is essential to make the security aides aware of what problems exist and how to deal with those problems. Besides just enforcement of the rules, security aides must also provide good examples to students, in the areas of counseling, problem solving, leadership, and discipline.

Training should be accomplished in a regular summer training session and updated with workshops during the school year.

C. Job Description. At many schools, the duties of the security aides are not made clear either to the aides themselves or to other campus personnel. To rectify this situation a full and accurate job description is required.

### II. SECURITY DEVICES

Security devices are successful in the prevention of vandalism at many schools. Often, the addition of a simple lock or fence makes a significant difference. Some devices frequently employed with good results are:

- a. alarms: audible or silent,
- b. night lighting,
- c. improved door locks,
- d. fences,
- e. window screens, and
- f. walkie-talkies for security aides.

### III. NIGHT AND WEEKEND SECURITY

Some schools report that the use of night and weekend security guards has reduced vandalism and fire damage.

## PHYSICAL PLANT

A strong relationship exists between the physical condition of a school and the general atmosphere on campus. Teacher attitudes, student behavior in and out of class, and the incidence of violence and vandalism all are affected to some degree by the state of repair and general appearance of the campus.

### I. REPAIR AND MAINTENANCE

The Crime Commission recommends that the physical plant of the schools be repaired, facilities be upgraded, and maintenance programs be evaluated. Some of the problems currently are:

- a. lack of manpower and funds to service schools properly;
- b. long delays between the damage reports and the actual repair;
- c. disrepair encouraging students to add to damage already done; and
- d. lack of repair adding to students' lack of respect for the educational environment.

To correct these problems the Crime Commission recommends that:

- a. the Department of Accounting and General Services make school repairs a priority and be provided with sufficient resources to make them practical;
- b. better records be kept to show patterns of problems and the effectiveness of solutions tried;
- c. students and parents be involved in beautifying the campus;
- d. detention punishment be used to rectify the damage vandals have done; and

- e. all parents be held to their financial responsibility for their children's offenses.

### II. SCHOOL DESIGN

Criteria must be established for the design of future schools that allow for adequate safety and security measures. Some of the criteria which must be used are:

- a. Smaller Schools. Because smaller schools tend to have less problems with violence and vandalism size is an important consideration when planning for new schools;
- b. Better Layout. Lessons must be learned from existing schools on how to plan new ones. Planning must minimize loitering areas, hiding places, and the number of access points; and
- c. More Security. Plant security must be considered in planning for new schools. Security devices now being demanded, such as good locks, security screens, burglar alarms, and fences, must be included in the construction of new campuses or additions to existing ones.

### III. COMMUNITY ACTIVITIES

Schools should be opened more for the community's use. If schools were used more often as centers for community activities then this would promote pride in the schools and exert social pressure on the students to have more respect for school.

## ALTERNATIVE LEARNING PROGRAMS

The Department of Education provides two basic kinds of alternative education programs to meet the needs of students who are unable or unwilling to conform to the usual structure of secondary education. One program offers on-campus classes (Special Motivation Class) while the other provides off-campus facilities for students with more severe adjustment problems (Alternative Learning Center). Participants report good results from these programs. The major problem is the present limited capacity of these programs. Many schools have more students in need of the program than present size can accommodate.

### I. ALTERNATIVE LEARNING CENTERS (ALC)

These centers, scattered throughout the state (often serving several schools), cater to the needs of the severely disruptive and or truant student. The purpose of removing these students from campus is to lessen the effect they have on others and to place them in an environment that is more conducive to a learning process that will benefit them. The student teacher ratio is lower than that of the regular school, allowing for increased personal attention.

In the course of this study, ALC were often referred to as a solution to the problem of disruptive and destructive students. Therefore, the Crime Commission recommends that the Department of

Education establish more ALCs, have them located close to their feeder schools so they are easily accessible and have them adequately staffed with teachers and personnel prepared to handle problem students. Means to this end are:

- A. In areas without ALCs, such as Kahuku, have them established. It is unreasonable to expect a student to attend a school located a great distance from his or her home. If anything, this will discourage students from attending school;
- B. Enlarge existing ALCs in order to accommodate more students; and
- C. Require that ALC staff members be specially trained to deal with the population at hand. Coursework in human relations, problem solving, classroom management, and innovative teaching methods should be included in the education of these teachers. For those already employed, these could be offered as in-service courses.

### II. IN-SCHOOL PROGRAMS

The programs that are offered in secondary schools today include: 1) Special Motivation Classes, 2) Students of Limited English Proficiency, 3) Pre-Industrial Preparation, and 4) Work-study. All these programs should be continued and expanded:

- A. For example, the Pre-Industrial Preparation program could include on the job training with the cooperation of local businesses and unions. Types of training available could go beyond those currently offered due to the confines of the campus setting;
- B. Introduce other forms of alternative education:
  1. Schools-without-walls provide learning experiences throughout the community and offer increased interaction between school and community;
  2. Continuation schools make provision for students whose education has been (or might be) interrupted: drop-out centers, re-entry programs, pregnancy-maternity centers, etc.; and



3. Schools-within-a school operate when a small number of students and teachers are involved by choice in a different learning program.

C. Increase the number of non-teaching personnel to accommodate the needs of students and to support the alternative programs. Psychologists and counselors are needed to work with problem students, using techniques such as behavior modification, problem solving and peer counseling. Technical and clerical help, possibly volunteers, could be used to seek assistance from the community for work-study programs, etc.

### III. EVALUATION OF PROGRAMS

Programs such as those described above have to be well defined so that services will not be duplicated or overlap and students will be sent to the program most appropriate to their needs.

## BOREDOM and FRUSTRATION

### I. INTRODUCTION

Many of the teachers and students who responded to the Crime Commission survey said that the major causes of school violence and vandalism were boredom and frustration. Since these causes do not lend themselves to simple solutions, the Crime Commission, as a recommendation, will indicate some areas in which action can be taken to reduce student boredom and frustration.

### II. PROBLEM AREAS

#### A. Promotion policies

If students pass into secondary school without sufficient knowledge, especially in language skills, their frustration level will be very high. Promotion policies must be examined from this point of view.

#### B. Supply of Books

Students without books can't do homework even if they are motivated. The lack of sufficient text books is an important source of both boredom and frustration.

#### C. Activities

Students need activities outside of the classroom. This is especially true of those who are not doing well in school. Usually, these are the students who avoid activities. Student activities need to be geared more to problem students. Also, full-time student activities coordinators need to be hired for all secondary schools.

#### D. Teachers

The person in the school system best able to relieve student boredom and frustration is the classroom teacher. It is

incumbent on the teacher to provide his or her classes with interesting and challenging work. It is also necessary that the administration provide the teachers with support required to accomplish this fundamentally important task.

E. Scheduling

Scheduling variations can serve to make the school day more interesting. Education need not be conducted as if it were a manufacturing process. The Learning Option Time plan at Leilehua is a good example of a successful schedule variation.

F. Class Size

Large classes reduce teacher control and the amount of individual attention which each student can receive.

G. Student Involvement

Students easily become bored and frustrated if they are the passive recipients of the education process. Active student involvement, both in the classroom and on the school campus, is essential to the relief of this problem.

SUMMARY OF VOLUME I

## SUMMARY OF VOLUME I

### PURPOSE

The purpose of this study is to assess the nature and the extent of violence and vandalism in the public secondary schools of Hawaii.

### METHODS

The data for the Commission study were gathered by a statewide school-by-school survey of principals, teachers, counselors, students, and security aides; interviews with principals, teachers, counselors, and students at nineteen representative schools; interviews with Department of Education officials and other specialists; and a review of previously published public and private studies. The Commission received the cooperation of the Department of Education at all stages of this study.

### OVERALL FINDINGS

The findings of this study indicate that violence and vandalism are serious problems in the secondary schools of the State of Hawaii. While our schools are not yet in a crisis state, serious attention

needs to be given now to school security. At a few schools the problems are only minimal but at most the difficulties are apparent enough to warrant immediate action. At some schools the problems are severe. Those schools have been identified to the Department of Education.

#### CAUSES

The people contacted in this study -- principals, counselors, teachers, and students -- all generally agree on the major causes of violence and vandalism in Hawaii. Frustration and boredom are consistently identified as the leading causes. Students also report that racial conflict and boy/girl trouble often give rise to violence. Statewide, however, these and other generally acknowledged causes such as immigrant-local confrontations and local-military conflict are discounted by those in the system themselves.

Beyond these root causes, however, many factors contribute to the level of violence and vandalism in a school. The physical condition of the school campus, the attitudes demonstrated by the teachers and administrators, and the programs and policies in effect all combine to influence school security. Taken together, these conditions create the "atmosphere" of a school which greatly influences the quality of education and the state of security.

One immediate and important factor is the physical condition of the school buildings and grounds. When a school is well maintained the impression conveyed is that people care about what goes on there. That sense of caring is an important positive reinforcement for good behavior and combines with other attitudes to help create

a good school atmosphere. This study determined that well maintained schools report only half the violence to students that schools in disrepair report.

Another contributing factor is the visible presence of the principal. Principals who allocate time for being out on campus, communicating with students and letting students know that they are available, help create a good school atmosphere. National studies conclude that principals are essential to a good school environment and the Crime Commission study shows this to be true in Hawaii as well. A visible principal is highly important in controlling violence and vandalism. Less than half of the students contacted in this study report often seeing the principal around campus.

Another important influence on the school atmosphere is the care taken to explain school rules to the students. Taking the time to clearly set out the rules conveys an attitude of seriousness and concern--that the students' behavior is important. Violence and vandalism occur less frequently in schools where the rules are clearly explained, which is a reflection of effective school management as a whole.

Many other factors also contribute to a good school atmosphere. Among them are attendance policies and how effectively they are implemented, the quality of security aides, the general sense of order on campus, the disciplinary system and its enforcement, the amount of anxiety or frustration displayed by teachers, and the teachers' general ability to maintain orderly classes.

### TEACHERS

Abusive language from students and class disruption are the most frequent problems which teachers encounter. The seriousness of these problems is emphasized by the large number of teachers who report that they experience them. Two-thirds of the teachers sometimes or often have their classes disrupted and half sometimes or often receive abusive language. These trends reflect the general atmosphere of our schools which has so deteriorated as to endanger our students' right to a decent education.

Nearly one-third of the teachers who responded to the Crime Commission survey said that violent and disruptive behavior has had a serious negative effect on the quality of education in public secondary schools. Also, about a third of the public secondary teachers reported that students are generally defiant, disobedient, or apathetic. Such negative attitudes are found at all secondary grade levels and in all types of schools.

### STUDENTS

Most of the students who responded to the Crime Commission survey have not been the victims of violent acts. However, many reported that they avoid bathrooms and other locations on campus out of fear. For the purpose of this study, violence includes mental as well as physical violence. The emotional strain of fear and intimidation are as difficult to bear as an actual physical beating. Nearly one-third of the students responding said that

they often feel fear at school. Furthermore, many students indicated a lack of faith in school justice and a low level of enthusiasm for their classes.

### PRINCIPALS

A majority of principals report that violence and vandalism are minor problems. However, the perceptions of principals generally vary greatly from those of teachers and students, with principals consistently reporting better conditions in nearly every case. Either principals are out of touch with campus reality or they are underestimating the problems to make their schools appear more peaceful than they actually are.

### VANDALISM

Vandalism is a more visible problem than violence. School fires, for example, draw widespread attention. Such fires, however, are not the most common form of school vandalism. The acts of vandalism which occur most frequently across the state are: marking on walls, damaging books and equipment, and damaging bathrooms.

Vandalism is a serious problem at certain schools. Over one-fourth of those persons surveyed responded that vandalism occurs frequently in their school.

### DISCIPLINE

One problem area identified by this study was the disciplinary system. Many teachers and students alike lack confidence in the system because they feel it is ineffective both in apprehending

offenders and in administering adequate punishment. Principals complain that the required procedures are slow and cumbersome, that they lack adequate sanctions for serious offenders, and that existing rules are fraught with potential legal and administrative difficulties. The end result is that at those schools where the system seems to be functioning poorly, higher incidences of violence and vandalism are reported.

Hawaii's teachers in particular feel strongly about the failure of the disciplinary system. One-third of the teachers contacted in this study report that they do not consistently receive support from the administration in disciplinary referrals. The front line of school discipline is the classroom teachers. For teachers to maintain discipline, their admonishments, decisions and recommendations must be consistently supported by prompt, firm, and fair action by the administration. Without such support, teachers become demoralized and students quickly realize that they can break rules with impunity. One-fourth of the teachers interviewed report that the system of discipline at their school is confused and inconsistent.

Students concur with these conclusions. Half of the students contacted in this study believe that punishment given offenders at school is generally too light. This confirms national findings that many students feel more discipline, not less, is required at school.

Two rules concerning discipline promulgated by the Board of Education are often criticized by school administrators. The first, Rule 21, provides for due process in the case of serious disciplinary action. While this rule is generally acknowledged as being necessary,

the procedures mandated by the rule are held to be cumbersome and time consuming. The second, Rule 49, provides that students placed in special education programs can be suspended only in crisis situations. Students and adults alike acknowledge that this double standard is discriminatory, fosters unhealthy attitudes in special education students, and creates serious problems in applying necessary discipline.

#### CURRENT PROGRAMS

Many schools have access to off campus Alternative Learning Centers. These centers are designed to provide a more appealing and productive educational setting for alienated students who have been unable to adjust well to regular classes. Some schools also provide on-campus special motivation classes. Both of these programs have achieved a measure of success in that students who would be disruptive or violent in the regular classroom are provided with a workable alternative. Teachers, counselors, and principals agree that these programs are necessary and useful.

The problem with these alternatives is accessibility. School personnel agree on the need for both expanded alternative learning centers and additional Special Motivation classes. Existing programs are successful but simply not capable of meeting the current demands. Also, the quality of these classes has been called into question by some students and teachers.

#### SECURITY AIDES

For the past several years, secondary schools have had security aides. These aides work to maintain order on campus during school hours. Although there are many problems inherent in the security aide program, a certain degree of success has been achieved. Just the presence of an adult often adds an element of control to a campus situation. All groups of respondents agree that security aides are helpful in controlling violence and vandalism on school campuses. Most respondents feel that such a program is both necessary and useful.

#### SECURITY EQUIPMENT

Interviews with school personnel have identified a need for more school security measures. The addition of a few security devices can prevent a great deal of loss from vandalism. Chains or fences are required by some to prevent after-hour intrusion by automobiles and school time entry by off-campus persons. Additional locks and lighting are called for to help prevent theft and needless damage. The employment of night and weekend security guards is also necessary at certain schools. All in all, there is a need for a further allotment of resources to provide this basic safeguard against vandalism.

#### ATTENDANCE PROCEDURES

Inadequate attendance procedures promote tardiness, class cutting and truancy. These acts contribute to loitering, general campus disorder, and violence and vandalism. Students are required

by law to attend school, yet their attendance is often monitored in a very minimal fashion. Most respondents remarked on this problem during interviews.

#### INHIBITING FACTORS

Some school personnel report that current conditions inhibit their ability to control violence and vandalism. Many counselors complain that excessive paperwork and heavy caseloads have greatly reduced their effectiveness. Likewise, principals report that lack of staff, too little available time, and student attitudes all contribute to hamper their work in this area. Principals and teachers report that the work of Security Aides is hindered by the temporary nature of the positions, low pay, and lack of training. School officials also identify the lack of nighttime and weekend security as a problem in controlling vandalism. Many teachers feel they do not receive adequate support from the administration while principals in turn complain of a lack of support from the district level, from parents, and from the community.

#### CONCLUSION

Violence and vandalism are serious problems in Hawaii's public secondary schools. Current policies and programs are not adequately coping with the situation. A major effort is now needed to recreate the safe and healthy learning environment which our children deserve. Recommendations aimed at working toward that goal are detailed in Volume II of this study.

**END**