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Executive Summary

This report summarizes the year one implementation of the Safe Haven Program, an anti-bias prevention initiative instituted in three secondary schools in Los Angeles County in 1999. The first year evaluation considered: (a) analysis of the components in developing consensus with community stakeholders, (b) time series trends in the consensus building process, (c) assessment of stakeholder knowledge of hate crime statutes, (d) establishing the role of Safe Haven during year one, and (e) student and faculty perceptions of program effectiveness to date. The evaluation methodology included archival content analysis of consensus building activities, climate interviews with school administrators, and individual interviews with individual students and faculty who participated in the implementation of Safe Haven. Our findings indicate that at the end of year one that implementation of the program had resulted in the establishment of a core group of students and faculty concerned with anti-violence issues. Interviews also revealed a clear need for greater faculty comprehension of the goals of the program recognition and ground-level buy-in from some of the school administration. Interview feedback emphasized the need to improve the institutional response to school-based bias incidents on-campus. Likewise, the need for greater training and education of both the Safe Haven staff and school personnel concerning bias prevention were noted.

Section One: The Basic Problem – Hate Crimes and Biased Behavior in Our Schools

Hate crimes are offences of violence to property and person due substantially to the perpetrators' outgroup hostility (Levin, 1999). Many hate crimes are a consequence of rivalry between racially different youth gangs (Umemoto, 1999) or as a result of rapid socio-demographic change (Clark, 1993; Green, Glasser, & Rich, 1998) that may be fueled by the economic duress of communities and neighborhoods. Additionally, however, hate crimes include acts of extreme violence that are committed in circumstances bereft of opportunity for material reward.

Research on bias incidents and hate crimes is relatively new and therefore limited in its scope. Even studies focusing on race-bias crimes are relatively few. Research has generally focused upon economic, social, and community variables (Levin and McDevitt 1993; Green, Glaser and Rich 1998). There have also been efforts to consider the social psychological factors of bias crimes against gay men and lesbians (Herek and Berrill 1992, Herek et. al. 1997). This has resulted in consideration of policy and debate concerning the legitimacy of hate crime legislation (Grattet, Jenness and Curry 1998, Jacobs and Potter 1998).

Victimization on the basis of sexual orientation is a frequent form of hate activity. Sexual orientation crimes consistently constitute one-third of reported hate crimes in Los Angeles County (Dunbar, 1999). While most of the research to date has examined adult lesbian, gay, bisexual, and transgender (LGBT) victims of hate activity, very little is known about this problem for LGBT youth. Preliminary evidence suggests that LGBT adolescents are frequently victims of bias aggression (D'Augelli, 1996). Pilkington and D'Augelli (1995) found that 80% of one sample of lesbian and gay adolescents had been verbally abused because of their sexual orientation. They also found that 44% of the population had been threatened

with attack, 33% had objects thrown at them, 17% had been physically assaulted, 10% had been assaulted with weapons, and 22% had been sexually assaulted. Researchers have observed that LGBT youth are vulnerable to mental health problems such as low self-esteem, social isolation, higher incidence of suicide attempts, and traumatic stress symptoms, when compared with their heterosexual counterparts. The additional burden of harassment and threat of being a victim of hate violence is therefore significant.

Section Two: Safe Haven Program Goals

Incorporated in 1971, the L.A. Gay & Lesbian Center is a non government organization for gay and lesbian civil rights and home to a wide array of free or low-cost health, legal, employment, educational, cultural and social programs designed especially for lesbians and gay men.

In March 1998, following one-and-one-half years of development, the L.A. Gay & Lesbian Center launched the Safe Haven Project, a school-based program designed in partnership with the Los Angeles Unified School district (LAUSD) to make schools a safer and more supportive environment for all students by addressing anti-gay harassment and violence.

The goals of Safe Haven can be broadly summarized as:

1. Developing awareness of the unique needs of LGBT students.
2. Linking the best practices of anti-violence initiatives to multicultural and LGBT concerns.
3. To develop knowledge and skill of students, faculty, and administrators in ways to respond to bias incidents and hate crimes.
4. Increase the survival (i.e. reduction in school attrition) of LGBT students in our

schools through increasing the safety, sense of inclusion, and responsiveness to bias incidents.

Intervention Components:

The Safe Haven program includes in-class presentations on LGBT and anti-violence issues, coordination of voluntary student and faculty meetings, and trainings with faculty concerning intergroup and LGBT issues. Safe Haven was designed to involve school personnel and students to work together in violence prevention. The L.A. Gay & Lesbian Center contributed to program implementation by solicitation and placement of VISTA volunteer staff to work on the school campuses. VISTA program members serve as liaisons and lead persons in classroom presentations and meetings at each of the pilot schools. Designated faculty provide support and sponsor the campus activities in a variety of ways, such as providing meeting space, helping with administrative issues, and connecting the Safe Haven Program VISTA staff with students. The VISTA members are the facilitators of the Safe Haven Program. They work at all three campuses and serve as the chief liaisons with the LA Gay and Lesbian Center.

In addition to classroom presentations and teacher/staff orientations, the Safe Haven Project's student leaders at the three high schools implemented a range of activities. These included the following:

- Disseminating brochures about the civil rights of lesbian, gay, bisexual and transgender (LGBT) students and legal system challenges against anti-gay harassment and violence, at Garfield's annual club/organization fair in August 1999.
- Writing an article on anti-gay harassment and violence and the Safe Haven Project in the October 1, 1999 issue of Blue Tide, Marshall High School's newspaper.

- Creating and displaying in April 2000 at Marshall what the student leaders name a "Wall of Tolerance"—a wall composed of sheets of paper resembling bricks on which students and school community members submitted their thoughts and stories on bias and tolerance.
- Producing and airing a campus news (School T.V.) public service announcement on the Safe Haven Project and the California Student Safety and Violence Prevention Act of 2000, which aired in April 2000 to the entire Marshall community and on a public access station.
- Designing an anti-gay verbal harassment pamphlet—to be distributed throughout Marshall in November 2000—that includes student and staff testimonies of anti-gay harassment, statistics pertaining to lesbian, gay, bisexual and transgender (LGBT) students, tips for making schools safer for LGBT students, and community resources.

Section Three: Building Anti-Violence Consensus in a Heterosexist Society

During the past several years, school violence and on campus bullying and harassment have been areas of great concern to educators and the general public. However, the issues surrounding harassment of lesbians, gays, and gender non-conforming youth are compromised by issues of social stigma, a culture of heterosexism, and the identity politics of the conservative right. As such, while the implementation of anti-violence programs in the schools are all but universally championed in our society, attitudes concerning gay bashing and generally the rights of lesbian, gay, bisexual, and transgender persons are at best ambivalent. As such, building consensus for a bias-prevention program which emphasizes rights of LGBT youth is distinctly different from other similar initiatives.

A unique and completely unplanned event that occurred during year one of Safe Haven concerned the significant organizational change at LAUSD. To date the Safe Haven staff have

worked with three different school superintendents in the implementation of the program. Change and managing change is obviously a consequence of school anti-violence initiatives. However, the LAGLC staff have had to deal with the process of re-establishing the credibility of the program with the changing management team running LAUSD. This factor needs to be considered in terms of the findings and observations concerning the year one experience of Safe Haven.

Building Consensus: Anti-Violence and SAMSHA Perspectives:

The Safe Schools initiative has placed a significant emphasis upon the building of consensus amongst stakeholder groups in the development of effective anti-violence partnerships. However, the SAMSHA definition of the consensus building process has not been explicitly spelled-out. However, McDonald and Frey (1999) have articulated the basic concepts of school and community consensus in terms of their anti-violence initiative – the FAST program. They have commented, "Everyone knows that relationships are key ingredients for healthy families and safe communities and that people help get things done." (pp. 16). The Safe Haven program, in addressing the issue of intergroup and heterosexist conflict, has attempted to consider consensus in terms of creating a viable and stable understanding of violence prevention. The existing scholarship in the area of intergroup relations, specifically the work of Allport, may contribute to our examination of how the Safe Haven program is shaping the culture of intergroup relations in our schools.

Consensus and the Contact Hypothesis

Given the ambivalence surrounding the rights of LGBT persons in our society, the process of consensus building in the Safe Haven program allows for the identification of

individual as well as institutional forms of resistance. Developing consensus for an LGBT-sensitive anti-violence initiative would therefore need to consider issues of educating about the problem of bias-motivated violence and the unique needs of LGBT students.

Gordon Allport (1954) in his classic text "On Prejudice" has proposed that intergroup attitudes are influenced by several critical conditions, which collectively can contribute to positive or negative attitude change. Allport referred to this as the "Contact Hypothesis." The critical conditions of contact identified by Allport included: equity of status of participants' shared goals, willing interaction with outgroup persons, the affect tone of the intergroup encounter, and support of authority figures for contact. The Safe Haven initiative explicitly addressed several of these factors of intergroup contact, such as consulting with school administrators and staff of the LAUSD central office. Likewise the on-campus initiatives clearly engaged gay, lesbian, and heterosexual students and faculty in addressing biased behavior. Accordingly, the contact hypothesis can provide insight into how effective an intergroup intervention – such as Safe Have – can be in creating consensus and action. We will review the effectiveness of the imitative in terms of Allport's contact criteria, below.

Section Four: Components of Consensus: Measuring Change and Outputs

The documented meeting and consultation activities of the LAGLC staff were reviewed for the 12 months prior to the initiation of the Safe Haven program. Content analysis was conducted by two members of the research team in "unpacking" the core components in establishing consensus for the program.

We examined how LAGLC staff built knowledge and created partnerships with a wide array of stakeholder agencies in Los Angeles County. Agencies which were actively brought

into the consensus-building process included Los Angeles Unified School District Central Office, the LA County School Board, Los Angeles Police Department, the LA County and City Human Relations Commissions, non government agencies and community based organizations, the academic community, the teachers union, and VISTA.

Analysis of Trends in Consensus (March 1998 to March 2000)

We examined the consensus development activities in terms of inter-agency contact, the nature of the contact activity, and the outcomes of the contact. These dimensions were derived from analysis of archival sources, most notably the extensive documentation of the LAGLC, and as such, are not based upon theory but rather the process of consensus building as it emerged in the implementation of Safe Haven. The three broad consensus-building factors we identified are summarized below in regards to the specific criteria identified for each of the three factors.

Procedure:

The content analyzed data was entered and analyzed in SPSS release10.0. Frequencies of the consensus activities were computed on a month-by-month basis. The content analysis involved two members of the evaluation team, who independently reviewed the program development records of the LAGLC for the 1998-2000 time period prior to implementation of the Safe Haven program. In addition time series analyses were completed for the consensus building variables.

Inter-Agency Contact: We identified seven interagency consensus building activities related to this dimension. These activities all reflect face-to-face contact between LAGLC staff and the various stakeholder agensices involved in human relations throughout Los Angeles County. These include the following:

1. Meeting with pilot school administrators (Garfield, Manual Arts, Marshall, Cleveland, and Wilson HSs). There were 74 contact activities identified for this criterion.

2. Meeting with LAUSD central office staff. There were 71 contact activities identified for this criterion.

3. Meeting with NGO/CBO groups (e.g. ADL). There were 48 contact activities identified for this criterion.

4. Meeting with LA County Human Relations Commission. There were 5 contact activities identified for this criterion.

5. Meeting with school board members. There were 16 contact activities identified for this criterion.

6. Meeting with teachers union representative. There were 2 contact activities identified for this criterion.

7. Meeting with academicians. There were 7 contact activities identified for this criterion.

Table One: Consensus Building Contact with Stakeholder Groups (1999-2000)

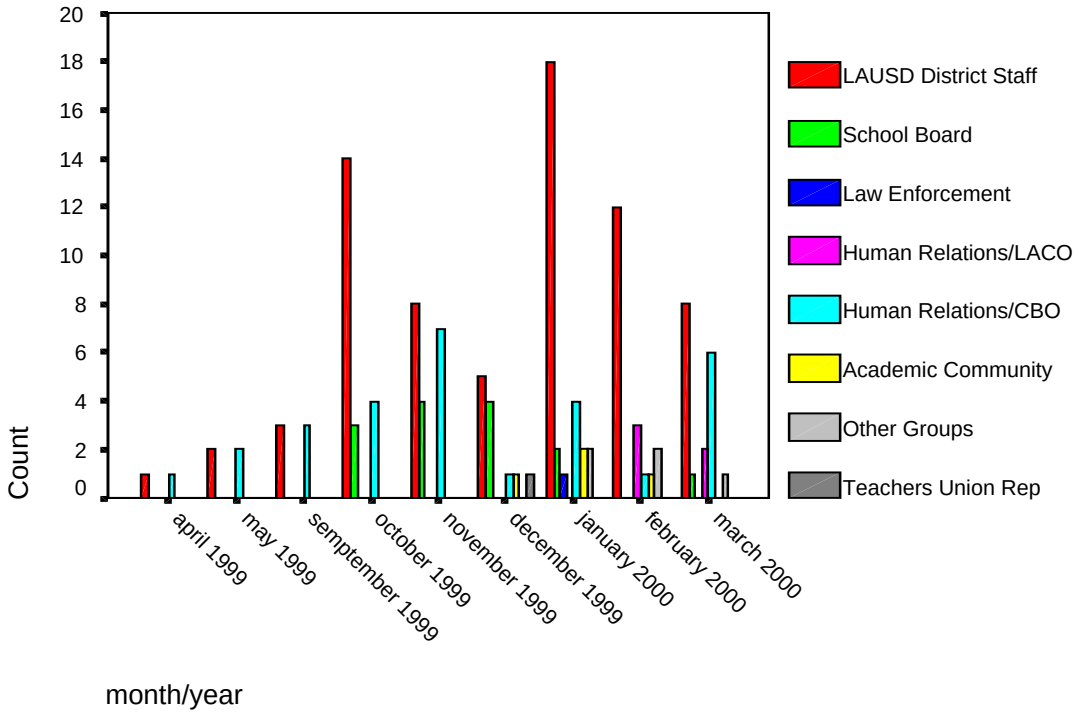
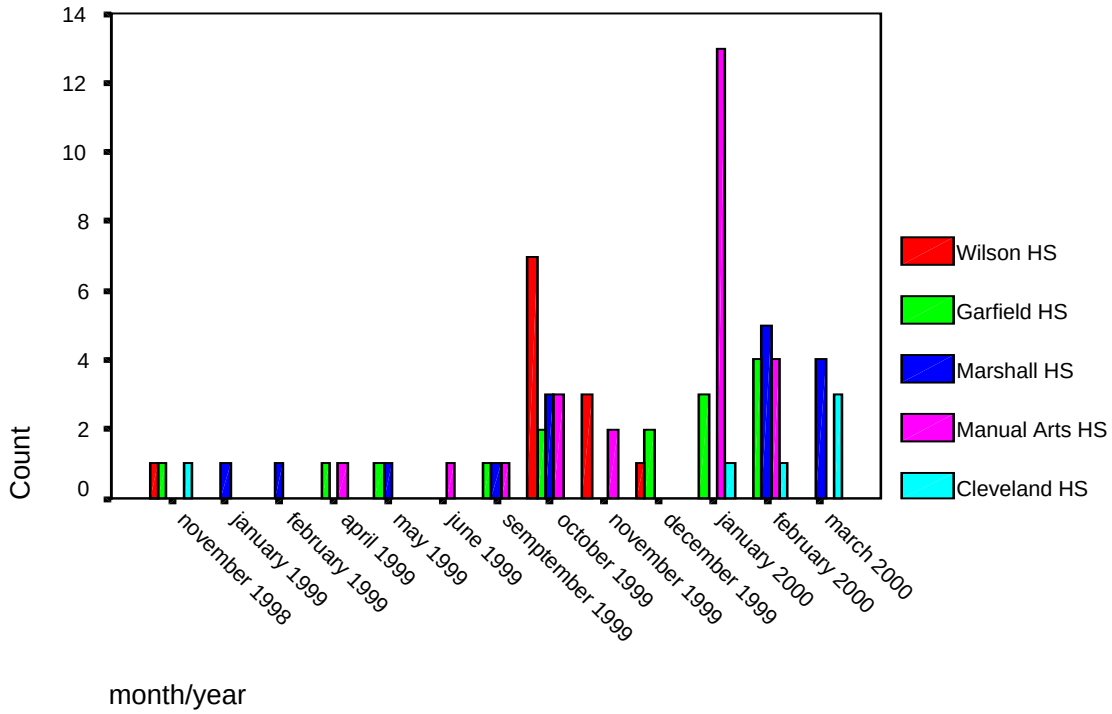


Table Two: Consensus Building Activities at District High Schools (1998-2000)



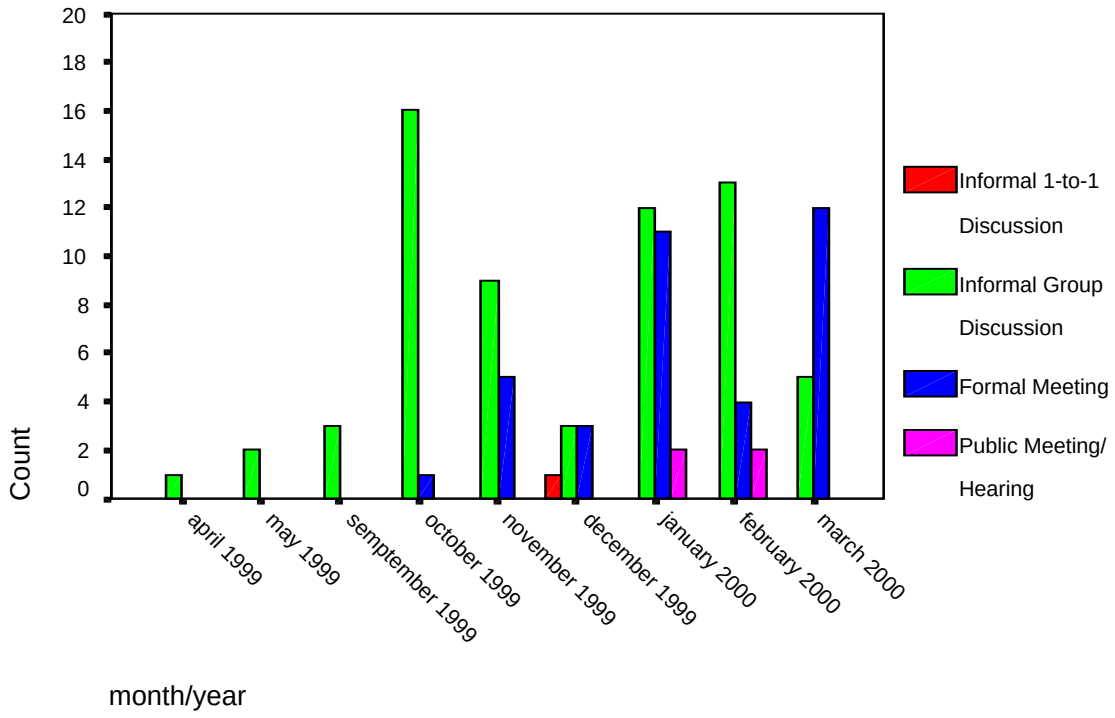
Nature of Contact: We defined four contact conditions under which interagency consensus building occurred. These are summarized below:

1. Formal inter-agency interaction (presentation and discussion concerning Safe Haven at agency meetings). There were 36 contact activities identified for this criterion.

2. Informal inter-agency interaction, this included one-to-one meetings (1 contact event) and small group discussion (64 contact activities)

3. Public hearings or meetings in which the Safe Haven program was addressed. There were 4 contact activities identified for this criterion.

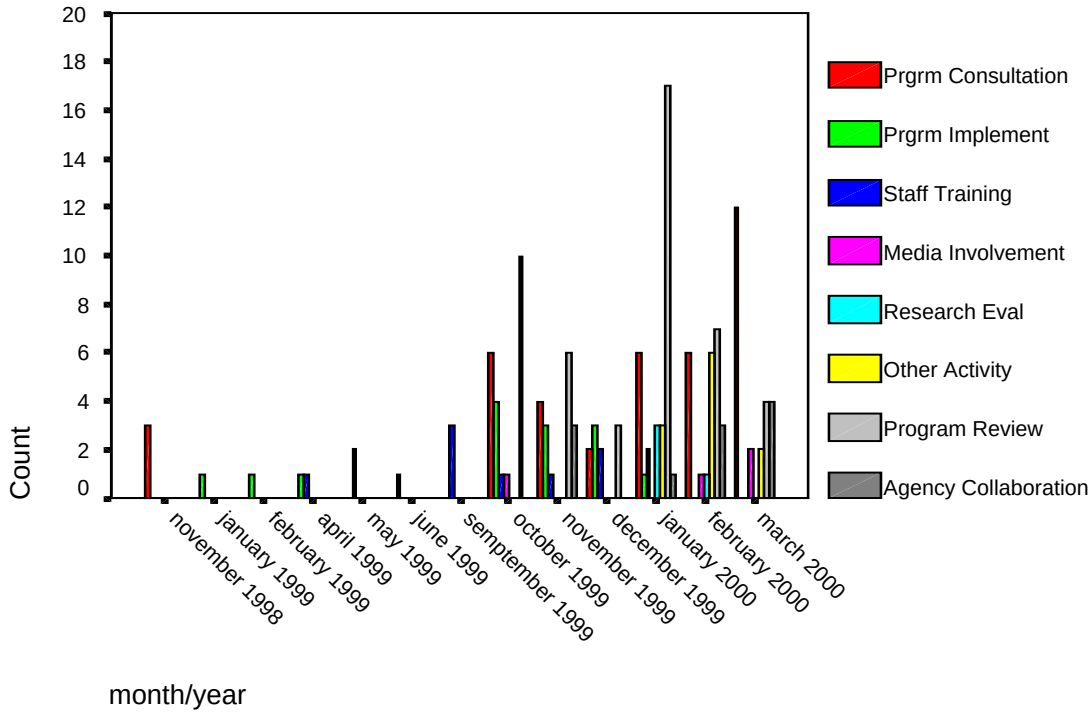
Table Three: Conditions of Inter-Agency Consensus Building (1999-2000)



Consensus Building Actions and Tasks: The actions of these consensus building activities included 8 specific conditions in which work was undertaken to implement the Safe Haven program. These action variables and frequencies of meetings of LAGLC staff to help in their implementation are listed below.

1. Inter-agency program consultation. There were 39 contact activities identified for this criterion.
2. Program implementation activities. There were 16 contact activities identified for this criterion.
3. Staff training sessions. There were 14 contact activities identified for this criterion.
4. Media consultation. There were 7 contact activities identified for this criterion.
5. Research evaluation; design and consultation. There were 5 contact activities identified for this criterion.
6. Other inter-agency implementation meetings. There were 63 contact activities identified for this criterion.
7. Review of program design for implementation. There were 18 contact activities identified for this criterion.
8. Inter-agency informational sessions. There were 39 contact activities identified for this criterion.

Table Four: Inter-Agency Consensus Building Activities (1999-2000)



Findings of Consensus Building Analysis

As can be seen, there was a general up-trend in consensus activities, across-the-board. This trend was modest for actual contact frequency, as is represented in Table One, and more pronounced for frequency of contact at the local high schools (Table Two) during the period leading up to the implementation of the program. Likewise consensus building activities became more diverse with respect to stakeholders groups that were involved in both formal and informal activities. As such, for Safe Haven, the scope of inter-agency consensus building became more complex and varied as the process continued. As can also be seen in Table Three, the consensus building activities moved from more informal dialog to that of more formal inter-agency involvement during year one of the program.

Consensus Building Outcomes: The consequences of these consensus building activities were identified for six specific conditions that were related to the implementation of year one program activities.

1. Inter-agency actions for program implementation (e.g. goal setting and strategic planning sessions). There were -- contact activities identified for this criterion.

2. Stakeholder agency program endorsement (e.g. review and policy actions to link with and endorse Safe Haven)

3. Stakeholder agency program resistance.

4. Inter-agency program design review

5. Initiation of program activities

6. Initiation of program evaluation activities

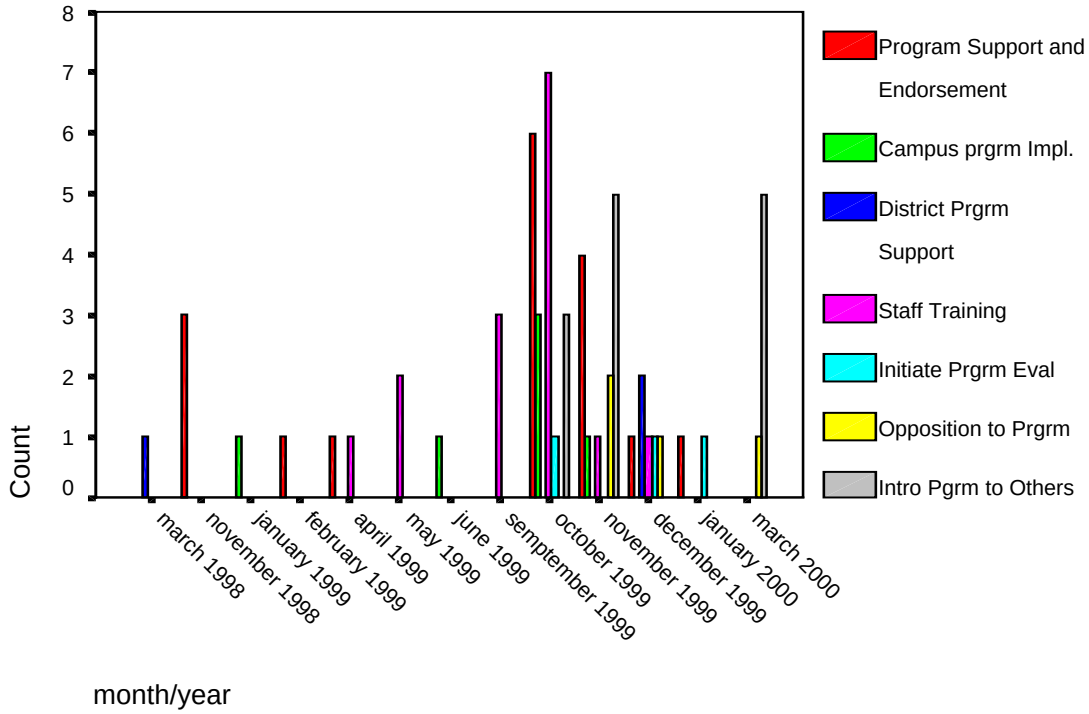
Consequences of Consensus Building Activities

As noted above, there was a clear up-trend in many of consensus building activities related to the implementation of Safe Haven. Using a statistical technique called time series analysis, we examine if there were patterns across time, which would explain the outcomes in implementing the Safe Haven program.

To empirically test the patterns observed above, we computed two time series analyses. In model one, we looked to determine if there was a trend toward program support. This was measured by activities related to either program endorsement or on-campus program implementation, due to a change in the pattern from informal discussion to formal meetings and public forums, as a primary form of consensus-building contact. In essence, we sought to see if efforts to increase program implementation were related to changes in the manner that consensus

building occurred. In model two, we looked at the single outcome variable of resistance to program implementation, with the same two factors of formal versus informal consensus building activity. In both instances, the time series findings supported the observed finding that greater consensus building occurred over time for diversity of activities and variety of stakeholders– i.e. the increase was statistically meaningful – but failed to reveal any significant causal relationship between informal versus formal consensus building activity for either program support or program opposition. These finding suggest that, for Safe Haven, at any rate, there is no "better practice" in terms of how consensus building is implemented for school-based anti-violence initiatives. This finding may reflect both limitations in the research methodology or sampling problems, but may also indicate that other forces influence intergroup contact not readily observed in the consensus building process.

Table Five: Consequences of Consensus Building Activities (1999-2000)



Section Five: Evaluation Methodology and Participant Schools

Participant Schools:

Three secondary schools were selected as "pilot" institutions for year one implementation of Safe Haven. The demographic characteristics of these institutions are summarized below, as reported by LAUSD for the 1999-2000 school year.

Garfield High School: located in LAUSD Board District Five, where the Board Member is David Todofsky. Garfield has a student population of 4,240. Of those students, 99.41% are Latina/o, 0.21% are African American, 0.19% are White, 0.09% are American Indian/Alaska Native, 0.07% are Asian, and 0.02% are Pacific Islander.

Manual Arts High School: located in LAUSD Board District One, where the Board Member is Genethia Hayes. Manual Arts has a student population of 3,610 students. Of these

students, 79.61% are Latina/o, 20.03% are African American, 0.17% are Asian, 0.08% are Filipina/o, 0.06% are Pacific Islander, 0.03% are American Indian/Alaska Native, and 0.03% are White.

Marshall High School: located in LAUSD Board District Three, where the Board Member is Caprice Young. Marshall has a student population of 4,247 students. Of these students, 64.19% are Latina/o, 14.17% are White, 9.32% are Asian, 9.07% are Filipina/o, 2.68% are African American, 0.31% are American Indian/Alaska Native, and 0.26% are Pacific Islander.

Procedure:

Evaluation of the Safe Haven program was based on individual interviews with school administrators, counselors, and additional school personnel (i.e., impact coordinators) involved with the program. Interviews were also conducted with community "stake holders". The interviews consisted of a semi-structured format, addressing the following issues: the participant's personal contact with hate crime perpetrators, victims and violent criminals, perceptions of intergroup tensions/violence on campus, perceptions about the school response to hate crimes and bias incidents, and the individual's knowledge concerning hate crime laws in California. The interview took approximately 60 to 90 minutes. School personnel were interviewed on campus by Desiree Crevecouere, M.A., a doctoral student in social psychology. The interview protocol appears in Appendix One.

Stakeholder Interview Goals:

Individual interviews were conducted to examine the following issues: (1) the perceptions of stakeholders in and outside of the schools concerning the frequency of campus-based violence and bias incidents; (2) perceptions of how schools respond to bias incidents; (3)

the impact of the Safe Haven Project upon the participants; and (4) the empirical evidence of base rates of intergroup aggression and violence in secondary school settings.

Findings:

Findings from the interviews revealed a lack of consensus concerning the school's bias incident response protocol, uncertainly as to the precise intent and application of existent hate crime laws, generally positive reception to Safe Haven, and – in at least one instance - open hostility from campus "point persons," concerning LGBT anti-violence issues.

Perception of Campus Bias Incident Protocol: The protocol to report a bias incident was not uniformly comprehended by interview participants. The reporting process of bias incidents is to be implemented by a designated point person, who then reports the event to the campus police. If the incident is determined to be a criminal act, the LAPD is also notified. The next step in protocol is a consultation between the victim and perpetrator, if identifiable, and with their parents. A further referral for counseling would be subsequently considered. Suspension and expulsion are possible outcomes. Finally the report is then forwarded to the LAUSD District Office.

This procedure was not the one described in interviews with school administrators. The breakdown occurs in the beginning of the process, as sometimes a report is not completed. Whether or not a report is completed depends on the school, the point person, and the incident. Notification of campus police is not always given, as it should be. It is given "only if charges are pressed." It was acknowledged that community based human relations groups were not typically consulted, in an effort to "try to keep the incident as quiet as possible." Overall, all of the schools showed a decrease in satisfaction with the protocol as one goes down the administrative line of authority. For example, the principals think the protocol is great, while

the Assistant Principals believe that the protocol could be improved and counselors believe the protocol does not work well at all. In response to the question as to whether there is a specific protocol, one participant stated, “Probably, I don’t know what it is.” Another said, “I don’t know, I’ve never been to a Safe Haven meeting.” Students interviewed, as well, also noted these concerns.

Independent of the varying perceptions of the school administrators, there are problems with the reporting protocol itself. For example, the reporting form is only one page long, it does specifically define the bias category (e.g. race or sexual orientation, for example); this must be inferred from a brief narrative description of the incident. As such, the documentation of bias incident son-campus is compromised by both discrepancies amongst administrator and faculty regarding the proper steps in reporting as well in the cursory nature of the incident reporting form itself.

School Personnel Resistance: School personnel in general felt that there is a need for the Safe Haven program. However, some faculty members are ambivalent about the program, while others are openly hostile. One individual said, “Safe Haven is seen as a watchdog group…(it is) not supported by the Assistant Principal”. It was also stated that, “Students are apt to forget it (i.e. bias incidents) and not report it due to problems with the Assistant Principal”. The attitudes of school leadership may also play a role in students who have been the victims of bias hostility not feeling supported. For example, at one of the pilot schools, the Assistant Principal was quoted in the yearbook as saying, “Life is unfair, get used to it”.

Uncertainty of the Role of Safe Haven: The Safe Haven program needs to establish a greater presence on school campuses—one that would allow the administration to become more familiar with the program, one that would allow for additional exposure that may serve to

decrease some hostilities, one that provides trainings to administration and faculty. Additionally, the protocol must be made known to all administration, especially those point persons on campus. This would result in an increase in likelihood of reporting incidents and in an increase in the likelihood of prosecuting or counseling offenders.

Knowledge Assessment of Hate Crime Policies

Because of the relatively recent promulgation of hate crime statutes, we examined whether or not school administrators possessed accurate knowledge of state and federal laws. Specifically, we sampled comprehension of the scope and application of hate crime laws – i.e. the concept of penalty enhancement, of civil liability, of differences in California state and federal hate crime motivation categories, and so forth, as well as the ability to apply these principles to behavioral examples – e.g. cases that clearly met the standard as a bias crime, non-criminal bias incidents, and cases that were borderline and required more investigation to make a clear determination.

The accuracy of knowledge about hate crimes for the entire sample was 56%; random responding (i.e. chance) would be approximately 33% accuracy, suggesting that school stakeholders demonstrated some knowledge of both what and how hate crime laws function. This is somewhat below the average found for other stakeholder groups, in responding to the same knowledge questions. On-campus school personnel ranged from 33% accurate (lowest level of knowledge) to 67% accurate knowledge of hate crime laws. As such, the comprehension of these laws in all cases suggested that greater familiarity with the legal criteria of what is and is not a hate crime could be achieved for school leaders where Safe Haven has been implemented.

Section Six: Student-Participant Interviews

We conducted a series of one-to-one interviews at the three pilot schools with faculty and students active in Safe Haven. Interviews also included the VISTA members working at each of the pilot schools.

Interview Subjects: Who is involved in Safe Haven? The students' involvement in the program is fueled by their desire to meet other people with concerns about violence prevention, to learn ways to communicate with friends, to learn to be tolerant, and to help people. Many of the people involved with the Safe Haven program are gay or lesbian, or have friends or family members who are gay. Additionally, students active in Safe Haven had themselves been harassed related to both sexual orientation and ethnic intergroup issues (or, likewise had had friends or family who were targets of harassment). The length of involvement of the students who were interviewed varied from a few months to two years.

Interview Methodology

Semi-structured interviews were conducted with students and teachers at the three high schools. Students, teachers, and VISTA members who are familiar with, help facilitate, or participate in the Safe Haven Program were interviewed. Interviews took place at the LAGLC and/or at the school campus. The interviews were designed to assess perceptions of the problem of LGBT and inter-ethnic conflict at the school, the role of the Safe Haven program, recommendations for the future, and personal attitudes about being involved in the program.

Findings: Core Challenges

Pervasive Nature of Hate Speech: Respondents from the three high schools all reported that name-calling is the most frequent problem that LGBT students encounter. It was consistently noted that students use the word "gay" to describe things (or people) they dislike

or disdain. The use of sexual orientation hate speech is used with students who are perceived as "different" in terms of physical appearance or atypical gender behavior. Another common issue is the inconsistency of disciplinary action taken by teachers. While some teachers are quick to respond to the name calling, many others do not know how to respond to or discipline students who name call. As such, the use of sexual orientation hate speech is fueled by an inconsistency in response by authority figures. As one student said, "They may respond to racial slurs but they may not say anything about anti-gay slurs"

Students at all three of the pilot schools felt that faculty are quick to respond to fights or other physical assaults, but verbal harassment and veiled threats are treated lightly and the disciplinary actions are not consistent among the faculty. A student reported, "Teachers make light of the problems. They don't say anything." Most participants agreed that schools have not been doing enough to help the students due to ignoring the problems, or by not being supportive of the program, particularly with respect to the sexual orientation component.

Sexual Orientation is Rarely Addressed: We found that there has been a lack of inclusion of LGBT issues into school awareness of diversity. Interview participants reported that sexual orientation is a "silent issue" on campus. Some of the comments made on this issues are: "It's ok to be gay but you must conform to gender norms," and "it's okay if you keep quiet about it, but if the kids are open, then it's a problem." Another student commented, "If students suspect anyone being gay, they taunt them … you'll get teased if they know you are gay." Efforts to discuss social and classroom-related activities that address sexual orientation has been very limited at the schools and has historically been addressed only by a few teachers. Teachers who encourage their students to address the issue of intergroup conflict

may use movies, community guest speakers, and Safe Haven staff to facilitate discussion of inter-group issues.

Confusion as to the "Message" of Safe Haven: There was some uncertainty as to message sent by VISTA staff concerning intergroup violence. The causes and consequences of bias behavior were not always clearly articulated. As such, there may be differing issues being communicated by the individual VISTA staff as to the causes and consequences of LGBT bias violence.

Findings: Positive Contributions of Safe Haven:

Creating Awareness of Diversity Issues: Participants consistently reported that after the Safe Haven program was implemented, the issue of sexual orientation and intergroup issues in general began to be acknowledged as an educational issue. Though not everyone supports the discussion of sexual orientation, awareness was raised about this previously "silent topic". For those who participated in the Safe Haven Program, most have gained some awareness of the conflicts on campus and the prevalence of anti-gay or anti-immigrant sentiment. The students who participated in the Safe Haven program viewed the provision of peer education, support and counseling to be their mission. While it was commonly reported that the changes in intergroup relations ranged from minimal to none, a forum in which the issue of sexual orientation is not forbidden provides a source of support and a place for discussion. Interviewed students reported greater awareness among students who were exposed to the Safe Haven presentations. A few were very impressed by the respect students demonstrated towards the presenters and activities put out by the Safe Haven Program (Wall of Tolerance). In sum, there is a consensus that the Safe Haven Program contributed to intergroup issues and LGBT concerns particularly in the pilot schools.

Support for Individual LGBT Students: Interviewed participants uniformly agreed that the greatest contribution of Safe Haven was the support it provides to individual students. As one student said "Before Safe Haven Project, "if there were (intergroup) conflicts, we just accepted it…now, we have a place to go." Additionally Safe Haven provides a place for faculty to consult in case of intergroup conflict on campus. Interviewed faculty were very positive about the program being a resource for them.

Considering Safe Haven in Terms of Intergroup Contact – What Has Been Accomplished?

In review of the information available from year one activities, we have considered the effectiveness of the program in terms of four status levels. To summarize, the level of effectiveness was defined in terms of the following levels:

1. Clearly effective: The criteria is being met at a level which is appropriate for year one of the program and appears to be in place in more than one of the pilot schools.

2. Moderately effective: The criteria is met at no more than one of the pilot schools or there is room for improvement in all schools to make this an area of strength in going into year two at the pilot schools.

3. Less effective: The criteria are not effectively met at any of the pilot school and/or is inconsistently demonstrated at the pilot schools. This reflects a need for particular emphasis in year two of the program.

4. Ineffective: The criteria are not realized and constitutes a failure at one or more of the pilot schools. The continued ineffectiveness of this contact condition potentially negates or will compromise other more effective contact characteristics of the program at the specific pilot school.

Summary of Year One Status: Contact Hypothesis and Safe Haven

Equity of Participants: The characteristic of participant equity was considered in terms of LGBT and heterosexual student and staff involvement.

Willingness of Interaction: We considered this factor in terms of the voluntary student involvement – such as in the voluntary student meetings and on-campus anti-violence initiatives and outreach efforts of faculty and administration.

Shared Goals of Participants: The issue of common goals was considered in terms of how the Safe Haven and school objectives for diversity education were inter-linked. Likewise, the question of the integration of the Safe Haven and LAUSD anti-violence goals was considered.

Positive Affect Tone of Contact: The establishment of positive emotional support was considered in terms of faculty support, a benign classroom climate, and the absence of serious intergroup conflict, specifically violence against gays or lesbians.

Support of Authority Figures: The examples of support include the involvement and participation of the LAUSD central office and the formal recognition and endorsement of the school board. On-campus support of the school administration also reflects the type of formal endorsement of positive intergroup contact. In terms of year one, there was significant variability in the realization of this requirement for positive intergroup relations. While school board and LAUSD central office have been generally supportive of Safe Haven, the significant inconsistency of both involvement and real commitment to the program by school administrators is an issue of concern.

As is summarized in Figure One, the initial year of the Safe Haven program has positively contributed to intergroup issues at the pilot High Schools, most clearly in terms of creating an open and equitable environment for interested students and faculty to deal with

problems of LGBT harassment and hate victimization. Not surprisingly, students most concerned about these issues have, as a result of Safe Haven, been given an opportunity to interact and work with the leadership of their schools to respond to anti-LGBT problems. By comparison, the establishment of shared goals on-campus has yet to be fully, or consistently, realized. Specifically, the integration of student, faculty, and administration needs and goals has not yet been accomplished. Related to this is the need for a stronger show of support for the program and at-risk students from on-campus leadership. The role of formal power figures to support the program still needs to be recognized by the administration at the pilot high schools.

Section Seven: Recommendations for Program Development

The Safe Haven program is still in an embryonic stage of implementation. Not surprisingly, there was no consensus of opinion in the on-campus interviews that a notable decrease in intergroup conflict had occurred since the program had been implemented. Many of the interviewed individuals felt that the Safe Haven program will not thrive without the support of members of the faculty and administration. It was frequently suggested that administrators give more support to teachers and students. Some administrators are very much involved with the program and openly supported it. However in all three schools those close to Safe Haven felt that more should be accomplished. As one teacher commented, "[change] needs to be from the top down." Many individuals reported that support and guidance from members of the administration could prevent students from engaging in hate speech and biased behavior.

Program Development Needs:

Integrating Safe Haven into the School: Participants identified a variety of development targets for both Safe Haven and the pilot schools. Clearly Safe Haven has not yet become

"institutionalized" as part of campus life. That is, many teachers and students are not aware of the program's presence on campus. A VISTA member reported that, "The program is still new and trying to get established." One teacher hoped that the program would have a permanent physical location on-campus, so that "students will know exactly where to go for support." Another teacher added, "not a lot of the teachers or students know of the program because the school is so big."

Creating a Consensus of Support with School Administrators and Faculty: Another development need concerns strengthening the support of school administrators and faculty. A VISTA member reported that "some faculty may step aside and let you do your thing but they are not promoting it either …not all teachers [positively] receive the program." Furthermore, there are no codes of discipline or plan of actions regarding intergroup conflicts, with the exception of physical conflict. Thus far, disciplinary actions concerning bias incidents (e.g., hate speech) have been inconsistent or have not institutionalized. Many participants suggested that more students should be encouraged to take a more active role in Safe Haven. They would like to see the students "take ownership of the program," become active participants, and train to become peer counselors. It is difficult to know what is going on." It was frequently reported that although some teachers may not know about Safe Haven, others serve as gatekeeper and do not lend their support.

Strengthening the Campus Response to Bias Incidents: Faculty and administrators both felt that the on-campus enforcement of the district's discrimination policy needs to be improved. It is important that school administrators are involved in enforcing district policy and ensure that teachers are disciplining students for biased behavior in a consistent manner. As a teacher stated, "There must be zero tolerance and discipline must be consistent." Greater emphasis needs to be

placed upon faculty members' professional development in understanding intergroup conflicts. This should include understanding the scope of hate crime laws and review of the existent statues to school bias motivated violence. Faculty and administrators alike need to know how to identify bias activity, when it is required to report it to school administration, how to effectively document acts of LGBT and ethnic harassment, and how the school response protocol is implemented. It is recommended that teachers read the bulletin notices to students so the students are aware of the events on their campus.

Staff Development in Bias Prevention: Providing education and training for faculty would increase sensitivity as to what is offensive and inappropriate intergroup behavior. Administrators should be given support in developing a curriculum for staff on how to manage intergroup conflicts, including multicultural education which integrates LGBT issues into the curriculum as well as an emphasis upon the consequences of hate speech and bullying. It is also important for administrators to demonstrate their own interest and support in dealing with bias issues on-campus.

Developing skills and knowledge of faculty in the areas of bias prevention is also critical. While some teachers may be resistant to LGBT issues, many seemed to be uncertain as to how to address intergroup conflict related to sexual orientation. Diversity training for faculty members that incorporates LGBT issues should be implemented. With effective diversity training and a discrimination policy, teachers then would be able to recognize intergroup conflict, mediate and enforce disciplinary uniformly.

Skill Development of Safe Haven Staff: It is recommended that the VISTA member receive more hands-on training as well. This will allow them to work with students and faculty in a variety of roles. Specific skill areas in which the VISTA members (or any subsequent staff who

work in the on-campus liaison roles) need to be skilled include student interviewing practices, platform presentation methods for in-class activities, and ability to train and facilitate peer-counseling activities. It is also critical that the Safe Haven staff have a more rigorous grounding in the theoretical issues of intergroup aggression in terms of both its' causes and consequences. It is important for school administrators to become involved in how the Safe Haven staff provide these services and/or are provided guidance from appropriate on-campus staff, such as counseling and curriculum development personnel.

Figure One: Summary of Year One Status: Contact Hypothesis and Safe Haven

Intergroup Contact Dimension	School Intervention Characteristics	Year One Status
Equity of Participants	a. LGBT and heterosexual student & staff involvement	clearly effective
Willingness of Interaction	a. voluntary student involvement	clearly effective
	b. outreach of faculty	moderately effective
	c. involvement of administrators	less effective
Shared Goals of Participants	a. link of Safe Haven & school diversity education goals	less effective
	b. integrating Safe Haven & LAUSD anti-violence goals	less effective
Positive Affect Tone of Contact	a. support of faculty	moderately effective
	b. benign classroom climate	moderately effective
	c. absence of serious inter-group conflict	moderately effective
Support of Authority Figures	a. support of LAUSD central office	moderately effective
	b. endorsement of school board	moderately effective
	c. support of school administration	less effective

Appendix One: Faculty and Student Interview Schedule

Safe Haven School Interview

Date: _____

School: _____

Interview Participant: _____

Interviewer(s):_____

Section One: About you

What is your position here? _____

How long have you been at this school? _____ Years have you worked in this field: _____

How frequently do you currently have contact with hate crime victims?

_____

_____

_____

_____

Rater Code:	almost daily	at least once a week	at least once a month	at least a few times a year	at least once a year	almost never	never

How frequently do you currently have contact with hate crime perpetrators?

_____

_____

_____

_____

Rater Code:	almost daily	at least once a week	at least once a month	at least a few times a year	at least once a year	almost never	never

How frequently do you currently have contact with violent criminals (such as homicide offenders)?

_____

_____

_____

_____

Rater Code:	almost daily	at least once a week	at least once a month	at least a few times a year	at least once a year	almost never	never

Section Two: About your students

A. "What are the primary racial and ethnic groups on campus, in terms of percentages, at this school?"

_____

_____

_____

_____

_____

_____

B. "What would you estimate to be the percentage of Gay and Lesbian students at this school?"

_____

_____

_____

_____

_____

_____

C. "Are there any student groups that are likely to be targeted for harassment or conflict here on campus?" ("Are there any students who are at-risk for being harassed by other kids?")

_____

_____

_____

_____

_____

_____

D. “What are typical reasons these conflicts between students occur?”

_____

_____

_____

_____

_____

E. “What is the most serious intergroup problem that has happened here?”

_____

_____

_____

_____

_____

F. “How much do ethnic issues contribute to hostility, in general, between students at this school?”

Great Deal Frequently Sometimes Rarely Never Don’t Know

_____

_____

G. “How much do sexual orientation issues contribute to hostility, in general, between students at this school?”

Great Deal Frequently Sometimes Rarely Never Don’t Know

_____

_____

Section Three: About the district. Response Protocol

A. "Is there a specific protocol that schools are supposed to follow in responding to non-criminal incidents of interethnic or Gay/Lesbian harassment?"

_____

_____

_____

a. "Who is involved here on campus?" _____

_____

_____

_____

b. "Are there off-campus school personnel who would typically be notified or involved?" _____

_____

_____

_____

c. "Is law enforcement involved?" _____

_____

_____

d. "Are there any community groups or agencies that are involved?" _____

_____

_____

e. "How well does this system work?" _____

_____

_____

B. “What about hate crimes, how are schools supposed to respond if there is a bias-related crime committed on campus?”

_____

_____

_____

a. “Who is involved here on campus?” _____

_____

_____

_____

b. “Are there off-campus school personnel who would typically be notified or involved?” _____

_____

_____

_____

c. “Is law enforcement involved?” _____

_____

_____

d. “Are there any community groups or agencies that are involved?” _____

_____

_____

_____

e. “How well does this system work?” _____

_____

_____

_____

C. “How could this protocol be improved?”

D. How could the Safe Haven Project be included with the current response protocol?

Section Four: What you know about hate crimes.

Because the Safe Haven program addresses the issue of hate incidents, which consist of non-criminal incidents, as well as hate crimes, we are asking the leadership at all of the selected schools to respond to a series of ratings about typical events, to see if many people know the difference between a hate crime and a hate incident. So we hope you don't mind answering a series of questions about hate events, based upon these questions [**Hand Questionnaire to the interview subject**]. We would like you to provide a "Yes," "Uncertain," or "No" response to each statement.

Please answer the following by circling "Yes," "Unsure," or "No" for each question.

In California, tell me if ….

1. Only crimes motivated by race or sexual orientation are classified as hate crimes.	Yes	Unsure	No
2. If a lesbian is assaulted because she is a lesbian, is this a hate crime?	Yes	Unsure	No
3. More than 70% of hate crimes are perpetrated by persons under 18 years of age.	Yes	Unsure	No
4. A perpetrator of a crime, who only selects victims who are over the age of 65, is committing a hate crime?	Yes	Unsure	No
5. The majority of hate crimes are perpetrated by members of hate groups like the skin heads. Is this true?	Yes	Unsure	No
6. A man is washing his car, and a group of teens in a passing car yell out "Faggot." Is this a hate crime?	Yes	Unsure	No
7. At a high school, two girls get into a fist fight. As the fight continues, a racial slur is shouted by one of the girls. Is this a hate crime?	Yes	Unsure	No
8. You are riding in a car with an acquaintance, and someone cuts you off. Your friend says "stupid oriental", under his breath. Is this a hate crime?	Yes	Unsure	No
9. Nearly one-half of all hate crimes are perpetrated by persons with severe psychiatric problems.	Yes	Unsure	No
10. Two men meet a gay man in a restaurant, they befriend him and return to his apartment, where they proceed to tie him up, and beat him. Is this a hate crime?	Yes	Unsure	No

11. You overhear a group of black males yelling at a white male who is walking past them. They are yelling "you devil" and "honky." Is this a hate crime?	Yes	Unsure	No
12. If a group of teens paint a swastika on a city street, is this a hate crime?	Yes	Unsure	No
13. All states are covered under the Federal Hate Crimes Act of 1990.	Yes	Unsure	No
14. Hate crime laws exist only in the United States.	Yes	Unsure	No
15. Are crimes that are motivated by the victims' sexual orientation always protected under state hate crime laws?	Yes	Unsure	No
16. Do hate-motivated crimes carry stronger penalties than do similar non-hate crime offenses?	Yes	Unsure	No
17. Can the victim of a hate crime seek financial damages from the perpetrator in civil court?	Yes	Unsure	No
18. States can provide additional penalties for hate-motivated crimes, than those included under the federal hate crime statues.	Yes	Unsure	No
19. Hate Crimes statutes only apply to cases of physical violence.	Yes	Unsure	No
20. A person can only be charged with a hate crime if they have simultaneously committed another separate criminal offense.	Yes	Unsure	No
21. Federal hate crime laws apply to all citizens of the U.S.	Yes	Unsure	No

Have you had any formal education about hate crimes? If so, what did it consist of?

_____

_____

_____

_____

_____

Section Five:

A. "How could high schools, if not necessarily this school, do a better job of responding to hate crimes on campus?"

_____

_____

_____

_____

_____

B. "What else can high schools do to PREVENT hate conflicts from happening in the first place?"

_____

_____

_____

_____

_____

C. "As you know, there will be a student survey conducted as part of the Safe Haven project. What does
this school need from the Safe Haven staff in order to make the process work most effectively, procedurally, and at a human relations level?"

_____

_____

_____

_____

_____

D. “Is there anything else about the Safe Haven Project that you would like to know? ”

E. “Is there anything else you would like to add that was not covered in this interview?”

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