

ISLAND SECURITY POLICY INSTITUTE

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WHITE PAPER

Campus Safety Framework for Geographically Isolated Institutions

Active Threat Response, Clery Compliance, and Emergency Preparedness When Backup Is 45 Minutes Away

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Author: Warren Pulley, Founder & Executive Director

Institution: Island Security Policy Institute — Honolulu, Hawai'i

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Contact: ISPIGlobal@proton.me · (808) 999-0544 · ispiglobal.com

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EXECUTIVE SUMMARY

- **Active threat response protocols embedded in every major campus safety framework contain a design assumption almost never stated explicitly: that law enforcement will arrive within five to seven minutes. For Hawaii and Pacific Island campuses, documented response times of 15-60 minutes make this assumption structurally false.**
- **When the law enforcement response window extends from 7 minutes to 30 minutes, four operational conditions change fundamentally: self-protective action duration, threat evolution probability, pre-positioned security resource requirements, and communication demands.**
- **Clery Act compliance for island campus environments involves jurisdictional complexities — multi-county campus boundaries, Native Hawaiian land adjacency, Pacific Island territory legal frameworks — that mainstream Clery compliance guidance does not address.**
- **ISPI's Campus Safety Framework for Geographically Isolated Institutions provides response-time-calibrated active threat protocols, island-specific Clery compliance guidance, shelter-in-place as primary emergency strategy, and behavioral threat assessment calibrated for Pacific Island campus communities.**

A principal at a rural Molokai school described the active threat response reality of her campus: "Our plan says call 911 and secure the campus. What they don't tell you is that our nearest police officer is forty-five minutes away on a good day. We have 340 children in this building and we have to keep them safe for forty-five minutes with whatever we have."¹

This principal's experience is representative of a K-12 and higher education campus safety reality that affects dozens of Hawaii schools and hundreds of Pacific Island territory schools — institutions required by federal law to have active threat response plans, trained in ALICE or comparable protocols, and facing response time realities that make those plans inadequate from the moment an incident begins.

I. The Response Time Problem in Detail

The ALICE Training Institute protocol — among the most widely adopted active threat response frameworks in American higher education — was developed with reference to law enforcement response times common in metropolitan continental environments.² The five-to-seven-minute response time benchmark shapes every element of the protocol: how long occupants are expected to

manage an active threat, at what point counter-threat actions become the better option, and what level of pre-positioned campus security resource is considered adequate.

ISPI's review of law enforcement response time data for Hawaii and Pacific Island campus environments identifies documented response times ranging from 5-15 minutes for urban Honolulu campuses to 30-60 minutes for rural Hawaii and Pacific territory campuses. For campuses at the upper end of this range, standard protocols require fundamental redesign — not marginal adjustment.

What a Longer Response Window Requires

Four specific operational conditions change when the response window extends from seven minutes to thirty minutes or more. First, the duration of self-protective action management extends from minutes to tens of minutes — requiring a different level of preparedness for sustained self-protective action than standard protocols assume. Second, the probability that the active threat situation will evolve and move through the facility increases significantly. Third, pre-positioned campus security resources required to provide meaningful supplementary capacity increase proportionally. Fourth, communication requirements during the extended window are substantially more demanding.³

II. The ISPI Campus Safety Framework

Component 1: Response-Time-Calibrated Active Threat Protocol

The ISPI framework replaces standard active threat protocol with a response-time-calibrated version that adapts every protocol element to the actual documented law enforcement response time for the specific campus location — not the continental benchmark. The calibration process begins with a documented response time assessment drawn from actual law enforcement performance data, which becomes the design parameter for all subsequent protocol elements.

Component 2: Clery Act Compliance for Island Campus Environments

Clery Act compliance on island campuses involves three jurisdictional complexities that continental compliance guidance does not address: multi-county campus jurisdictions that span multiple law enforcement agency relationships; Native Hawaiian land adjacency that creates specific compliance questions at the intersection of Clery requirements and Hawaiian land law; and Pacific Island territory legal frameworks where the relationship between territorial law, federal law, and Clery requirements involves specific complexities requiring specialized legal analysis.⁴

Component 3: Shelter-in-Place as Primary Emergency Strategy

Standard campus emergency plans treat evacuation as the primary response and shelter-in-place as the secondary option. ISPI's framework for geographically isolated campuses designates shelter-in-place as the primary strategy for major natural disaster scenarios — where geographic isolation means external emergency resources cannot reach the campus within the acute response window — and as a co-equal primary strategy with evacuation for active threat scenarios where the extended law enforcement response window makes shelter safer for a larger proportion of the campus population.

Component 4: Behavioral Threat Assessment for Island Campus Communities

Island campus communities have specific social characteristics that affect behavioral threat assessment in ways standard campus frameworks do not account for. Pacific Island and Native Hawaiian student populations bring specific cultural communication patterns — indirect conflict expression, collective decision-making norms, deference-based authority interaction — that standard campus behavioral threat assessment frameworks may systematically misread.⁵

III. Policy Recommendations

1. Require response-time documentation and protocol calibration as a condition of campus safety grant eligibility for Hawaii and Pacific Island campus institutions, replacing continental benchmark assumptions with documented actual response times.
2. Develop island-specific Clery Act compliance guidance addressing multi-county jurisdictions, Native Hawaiian land adjacency, and Pacific Island territory legal frameworks — none of which are addressed in current Department of Education compliance guidance.
3. Fund pre-positioned campus emergency resource programs for geographically isolated campuses — medical supplies, communication equipment, shelter-in-place supplies — calibrated for extended self-sufficiency requirements.
4. Commission island-specific campus threat assessment baseline research for Pacific Island and Native Hawaiian campus communities — research that does not exist in the published literature and is required for accurate BTAM application in these campus contexts.

IV. Conclusion

A campus safety plan that assumes law enforcement will arrive in seven minutes — when the documented response time is forty-five minutes — is not a safety plan. ISPI accepts commissions for campus safety framework development,

active threat response protocol design, Clery Act compliance analysis, and behavioral threat assessment program development for Hawaii and Pacific Island educational institutions. Contact ISPIGlobal@proton.me or visit ispiglobal.com/commission.

NOTES AND REFERENCES

ABOUT THE ISLAND SECURITY POLICY INSTITUTE

The Island Security Policy Institute (ISPI) is a nonprofit, nonpartisan research organization based in Honolulu, Hawaii. ISPI produces practitioner-led research, policy analysis, training programs, and commissioned research on public safety, emergency preparedness, insider threat, and security policy for island and coastal communities worldwide. ISPI is registered as a federal contractor on SAM.gov under NAICS 541720. Warren Pulley, Founder & Executive Director.

Website: ispiglobal.com · Email: ISPIGlobal@proton.me · Phone: (808) 999-0544 · LinkedIn: [linkedin.com/in/warpul13](https://www.linkedin.com/in/warpul13)

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