

HOW CAN POLICE AND SCHOOL DISTRICTS IN MID SIZED COMMUNITIES
EXPERIENCING DRAMATIC SCHOOL AGE GROWTH PARTNER TO REDUCE
JUVENILE CRIME BY THE YEAR 2006?

A project presented to
California Commission on
Peace Officer Standards and Training

By

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This Command College project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is not to predict the future, but rather, to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future; creating it, constraining it, adapting to it. A futures study points the way.

The view and conclusions expressed in this Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

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California Commission on Peace Officer Standards and Training

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CHAPTER ONE

ISSUE IDENTIFICATION

Introduction

This project on the impact of increasing school age growth rate and partnerships between mid sized police departments and schools has been completed for the California Commission on Peace Officer Standards and Training (POST). The project is a direct result of the information developed during the POST sponsored Command College. It is a look into the future and where mid sized police departments and schools will possibly be in the year 2006. It is suggested as a method in which to look into the future and develop possible guidelines for the interaction between law enforcement and education. As a result, they will become better linked as both entities continue to seek ways to affect the lives of today's youth. Even more importantly, how will this partnership influence tomorrow's youth in a society that is changing faster than ever before?

The diversity in the areas of culture and values will impact this partnership. In 1950, the state of California had 10 million residents, less than one third of today's 33 million.¹ The increase in ethnic and cultural diversity within the state eclipses that of many countries. This project is a vehicle in which the challenges of this diversity and ever increasing population will put to bear the limits of both schools and police departments.

The introduction will provide an overview of where schools and police departments have typically become linked in practices and cooperative endeavors. The partnerships that have developed are more focused on the present and not the future. By examining the past and the present, future potential applications will be revealed.

The second chapter will identify the process that has been used to identify trends and events. These two areas will shape the future and influence the partnerships between mid sized police departments and schools. The identified trends and events will be used to project a likely future course of action for both school administrators and police managers to review and assess the potential success of the partnership. An additional step in this process will be to develop and review scenarios for a likely outcome of these partnerships.

The third chapter will provide a strategic plan based on the available data to implement the required changes necessary to ensure a secure partnership. This plan will identify stakeholders, resources, obstacles and the economic impact of any recommendation for the future implementation. As a part of this strategic plan, change will be significant. The need to develop a transition management plan will be discussed and the dynamics that are all inclusive in such plan will be provided.

The project will conclude with a review of the implications and impacts, both from a negative and a positive perspective of just how will the partnerships change as we see it in the year 2000, to the possible alternatives in the year 2006.

Our Future Leaders

If the little red schoolhouse were still here today, it would be bursting at the seams. The growth rate of California school age children is being impacted by varied trends: immigrant migration, change in work patterns, and affordable housing. Areas that were once rural farming are now being developed as residential communities. These shifts in moving families are straining an already burdened public school system. The issues of immigration, poverty, and

substandard work and living conditions for working families put tremendous pressure on all social services including police and schools.²

Population predictions demonstrate the west, especially California, to be the leader in school age growth rates. Between January 1995 and January 1999, California's population increased by 1.8 million. If the trend continues, California will reach 35 million by the end of 2000 and 40 million by 2010.³ The largest portion of this projected growth will likely occur in the age group of 18 and under. By the year 2005, the number of California children will increase by 2.3 million.⁴ Hispanics will account for 64.5 percent of the state's growth, Asian and Native Americans will account for the second largest share 24.6 percent, Caucasians 6.4 percent, and African Americans 4.5 percent.⁵

As technology plays an ever-increasing role in our daily lives, so do the job market and the technology implications. As families strive to attain the American dream of owning a home, they are rapidly facing the stark reality that very few can live where they work. This is being caused by the technology based companies and their instant wealth. Families can no longer afford to live in areas such as the Silicon Valley in California. One example of the rising cost is the city of Atherton. Close proximity to technology based business and home to several dotcom focused companies; the median price for a home is 2.5 million dollars.⁶

The rising population in areas where, for years, farming had become a way of life, is being impacted by the migration to seek affordable housing. An example is the city of Tracy, California, long a farming based community. Tracy has seen a growth increase like never before in its history. Since 1995, the city has averaged 950 building permits annually for new residential development. The average resident moving to Tracy is a young middle class family, with 3.2 people per household.⁷ This population increase is not lost on the school district.

Assistant Superintendent Casey Goodall projects the increased population for the Tracy Unified School District will result in an additional 4,000 students by the year 2006. This will represent a yearly average increase of 3 percent as compared to the 1.3 percent average that was seen between 1990 and 1999.⁸

As California becomes more culturally diverse, the challenges that come with that diversity are represented in school age children. The drop out rate for high schools evidences an example of these challenges. In a report published in June 2000, by the National Center for Education Statistics, Hispanics dropped out of high school nationally at a rate of 38 percent, white students dropped out at a rate of less than 10 percent, and Asian at 3.2 percent.⁹ Law enforcement is continually dealing with crime issues related to truancy. A sense of the impact of those crime related problems needs to be learned from these groups of drop outs. Both law enforcement and education need to ensure no student becomes disenfranchised, especially if a difference in culture is the leading cause.

The state of partnerships between the educational system and law enforcement has historically taken many different roles. The Drug Abuse Resistance Education (DARE) and School Resource Officer (SRO) programs can be found in most schools, with funding shared by schools and police departments. These programs have proven to be successful at certain levels. A more diverse approach will be necessary in the future, as it pertains to programs and partnerships between schools and police.

Programs that are value and character based will become necessary as educators are asked to do more than just teach. As the migration of commuters continues to move away from the workplace because of housing costs, educators are being tasked to take on more of a parenting role. As the commute time lengthens with the crowding of the roadways, more and

more students spend longer hours alone with no adult supervision. Parents even now, are looking to others in the community to provide that social adjustment period for their children. Both educators and law enforcement have felt the pressure to fill that void, often resulting in a negative contact. Police have become more involved in social referrals and the manner in which they seek to obtain long term solutions to a variety of problems involving school age youth.

One agency in Arizona, with the assistance of a federal grant, joined in a partnership with the local school district and a local shelter for victims of domestic violence. They formed a program called Preventing Abuse and Violence through Education (PAVE). The program was started in 1997 and has been taught to more than six thousand seventh, ninth, and eleventh graders. The focus of the program is how to identify abusive behavior in intimate relationships and react to it in a safe and effective manner.¹⁰ The program is still too new to accurately assess the impact it will have on the awareness and comprehension of how domestic violence can impact healthy relationships. Those involved do believe the program is one step in giving teens another way to cope with abuse and the impacts it has on their future.

Violence and its impact on society have been glamorized in the modern media. As acts of violence are now reported immediately, incidents such as the student shootings at Columbine, Jonesboro, and most recently, Santanna High School, in San Diego give the perception that acts of violence are on the rise in our schools. In the recent Indicators of School Crime and Safety 2000, a report by the U.S. Department of Education, students were about two times as likely to be victims of a violent crime away from school as at school.¹¹ In addition, students between twelve and eighteen were victims of more than 2.7 million total crimes nationally. Of these crimes, 253 thousand were serious, violent, and on campus. Between June 1997 and June 1998, there were forty-seven homicides on school grounds.¹² The exposure of the sensational incident

at a school campus has given rise to research in the area of predicting violent behavior of a student. In addition to this research, law enforcement has also changed the manner in which they respond to these violent incidents from a tactical perspective.

Student behavior, more than any other indicator, is being reviewed for both trend analysis and for early warning. As early as 1991, the Center for Disease Control and Prevention conducted a national study regarding adolescent fighting, both on and off school campuses. The data indicates African Americans were more likely to report having been in a fight than either white or Hispanic students, 12.5 percent, 6.2 percent, and 10 percent respectively.¹³

Because of the increase in population in California, it can be expected the drop out rate will rise accordingly. The enrollment in private and public elementary and secondary schools is projected to increase by approximately 6 percent in the 2006.¹⁴ This total is a national average. The projected increases for California and other western states are even more dramatic, with California expected to have a 20 percent increase in this same age group.¹⁵ An issue that will likely be impacted by this increase will be the drop out rate.

The drop out factor that was cited earlier was the focus of a Rand study. The report looked at a variety of issues that may have impacted the student prior to actually dropping out of school. In addition, the report focused on the long-term factors that resulted from the drop out student behavior. The control group for this study covered substance abuse and its impact on the behavioral factors of those that dropped out. The frequency of the use and the specifics of an early age acceptance of the use of contraband was also an impacting factor.

The study looked at the linkage between cause and future impacts of a student who drops out of high school. The need for greater dependency on social services, such as welfare, medical, and unemployment assistance were cited. Furthermore, drop outs were more likely to

enter the penal system. For example, nearly 60 percent of all jailed inmates across the nation completed less than twelve years of school.¹⁶ One of the series of questions asked of the surveyed group, was their use of alcohol, cigarettes and marijuana use over the previous one-month period. The scale used was zero – 11, eleven being use of the contraband more than 20 times in the past month. Of the surveyed adolescents, on average, they had used alcohol and cigarettes at a level nearly 3.0; marijuana was used at a level 2.21 in the same period.¹⁷ The Rand study found adolescents who use cigarettes at a level of 3.0, face a nearly 85 percent greater chance of being a drop out. For marijuana and alcohol use, the comparable increase in the odds of dropping out is 68 percent and 29 percent respectively.¹⁸

Drug use has not been the only indicator for drop outs. Family structure, repeating grades, and educational aspirations all factor into this problem. Lack of parental involvement will not only impact the possibility of educational problems, but violence indicators as well. Studies have shown that male adolescents whose fathers fail to engage in any type of leisure activity with them, exhibited violent behavior as teenagers and adults and were more likely to be convicted for a violent offense.¹⁹ Academic failure and a low bonding to schools have proved to be problematic. The relationship between poor academic progress and violence has been found to be stronger for females than males. Low commitment to schools at an early age has not been correlated to a significant issue, however in the age range of fourteen to sixteen, the risk of violence increased significantly. In addition, behavior problems, as rated by teachers, when the student was ten years old, predicted involvement in violence by the age of eighteen in more than 72 percent of the cases studied.²⁰

As the search continues for evolving partnerships between schools and police, any number of alternatives may be presented. One area that appears to be in conflict with doing what

is right is legislation passed in 1998. The legislation put an end to social promotion at all school levels. The practice of passing a student on to the next grade, even if they haven't learned enough, is no longer an option for school districts. No one disagrees that social promotion is bad for kids. The catch here is when a student is made to repeat a grade, they usually fail to learn more and often times they drop out.²¹ When the legislation was passed, school districts in both Oakland and Los Angeles, estimated nearly 55 to 60 percent of their students were unable to meet the established standards.²² This type of issue will be one that cannot be solved by schools alone. The need for community involvement will be essential to ensure not all levels of education suffer from this type of social promotion and failure of our youth to make the grade.

Much of the literature reviewed discusses the various crime trends and types of data that have been collected throughout the United States involving youth offenders on school campuses. The results of these studies must be kept in the proper perspective. School campuses are no different from the rest of society. The real issue at hand involving these numbers is that the children are the ones involved. The need to better understand the partnership between the police and schools in the future revolves around more than just crime and violence at schools. Historically, truancy programs have been one manner in which schools and the police work together dealing with juveniles. Most police departments fail to concern themselves with issues such as drop out rates, cigarette use by school age youth, and any of the early warning signs that might signal a problem with a student. These problems can be criminal, sociological, or behavioral in nature. These issues have been left to educators, but parents need to be included in the future of any partnership that develops with both schools and the police, especially when looking for a permanent solution to the problems that exist with students, either on or off campus.

The fear factor on school campuses has raised to new levels, even though the acts of violence and crime on campus has dropped. Police departments will find themselves more involved in threat assessment on campuses than ever before. If the partnerships are to provide a positive result, these assessments will require a level of teamwork and communication that has not been the norm. Educating those on both sides of the table as to what is a threat category will be crucial. The Federal Bureau of Investigation (FBI) classifies threats in four areas: direct, indirect, veiled, and conditional.²³ Discussions and training for educators and students alike will enhance the early warning that will need to exist in the environment of a campus community.

As with any partnership, be it in business, sports, or relationships, the need to continually communicate and look to the future for constant growth and development is also crucial for mid sized police departments and schools. The literature reviewed looks at demographic changes, crime trends and social issues involving schools. The past has allowed police departments to become involved in anti-drug training and School Resource Officers on campuses. The involvement these officers have had in shaping and developing partnerships has usually been only on an individual level, dealing with the here and now. Looking into the future any further than the school year was non-existent for the majority of organizations. Forecasting the relationship involved between the two organizations will require vision and leadership. Solutions to the issues growth will present to both organizations will require risk taking and non-traditional ideas. Some of the problems law enforcement and education will face will require a new look at old ways of doing business. Because it has always been done that way will no longer be good enough. In the next chapter, trends and events as forecasted by professionals in a variety of fields, will give foundation to what and how the partnership of the future for law enforcement and schools can be molded and developed to deal with both new and old problems.

CHAPTER TWO

FUTURES STUDY

Introduction

In order to determine the impact the growth rate of school aged children will have on the partnerships between mid size police departments and schools, a Nominal Group Technique (NGT) was held to forecast trends and events that may lead to a change in policy for both of the involved professions. An NGT is a non-scientific process allowing input from a variety of participants. This process generates discussion and analysis of the ideas that can be used to impact the stated question. The NGT was held at the Tracy Police Department on October 3, 2000.

Ten individuals were asked to participate in this process. The participants were selected based on their backgrounds and their interest in the issue. Both public and private sector professionals were used to ensure the best possible sampling. The group included the local school superintendent, a principal, a police supervisor, a school resource officer, a home schooling parent, a representative from Boys and Girls Club, a city council member, and a developer. The panel was asked to focus on the following question:

How can Police and School Districts in mid-sized communities experiencing dramatic school age growth partner to reduce juvenile crime by the year 2006?

The success of the NGT is based on the ability of the participants to think in the future and not let them get bogged down with the past. Each participant provided a trend and an event separately in a round robin fashion, until no others could be provided. The participants were advised prior to the NGT, that no trend or event was inappropriate or not valid. Once all trends and events were exhausted, there was discussion on each. After clarifying all of the trends and events, a vote was conducted of the panel members to select the separate trends and events that

they believed were the most likely to occur or have the greatest impact on the issue. The panelists were sent a package that included the following information:

- Introductory letter that described the NGT process
- Literature review on the subject
- Clarification of trends and events
- Timeline of the process

The panel identified thirty-nine trends related to the question. From the total, a voting process was conducted for trends, reducing the number to ten. These were selected based on the level of importance the panel placed on each trend.

Trend Summary

A trend has a past, present, and future. It is not used to predict the future. It is only used to plot or discuss issues that may lead to a consistent activity occurring. During this NGT session, the involved participants were asked to determine if the trend would impact the future partnership between police and schools. All panelists were informed that trends are non-directional in nature and could have a positive or negative impact on the issue statement.

TREND SUMMARY

TRENDS	-5	Today	+5	+10	Impact 1-10
T1:Difficulty in attracting trained educators	60	100	150	180	8
T2:Added cultural diversity	75	100	120	160	7
T3:High profile incidents of violence in schools	60	100	110	120	7
T4:Emphasis between police and social agencies	50	100	110	120	7
T5:Breakdown of parenting skills	80	100	130	150	8
T6:Dropout/suspension rates	90	100	110	120	7
T7:Political pressure on schools to do more than educate	90	100	120	130	9
T8:Conflict in values with new students	70	100	120	140	8
T9:Gang involvement replaces parent role	80	100	110	110	7
T10:Police presence at all grade levels	50	100	120	120	8

- Trend 1 Difficulty in getting trained educators

This will become even more difficult as time progresses. As with law enforcement, the education system is struggling with recruiting qualified teachers. As this continues, the quality of education will suffer, again, impacting the level of professionalism in our schools.

- Trend 2 Cultural diversity

As California becomes more diverse, the need to incorporate a value based education system will fall upon the teachers. The cultural diversity that impacts education and the attempts at a more value based system will impact the way law enforcement deals with a varied group of extremely diverse cultures and their conflicting values. The ability to educate and enforce those that will rapidly become the majority governed by the minority creates significant obstacles for both teachers and police.

- Trend 3 High profile incidents of violence in schools

The number of violent incidents in schools has dropped nationally, yet the potential for significant impacts based on one event is tremendous. As the media has the ability to report much quicker in this technology based society, Columbine-like shootings will likely continue to be the focus of violence issues in schools. The partnership between schools and police will be taxed in this area. What is enough security and how do you keep the children safe from each other will become the real question affecting both law enforcement and schools.

- Trend 4 Emphasis placed on police and other social agencies for referrals

The police will become a more socially active entity as it pertains to referrals of troubled youth. Not only will the need develop for police and schools to evaluate students, but the parents will be looked at as referral subjects as well in the area of parenting classes and social development for their child. The sharing of information, such as mandatory reporting issues in

the area of domestic violence and sexual abuse identification, will become even more important for a result oriented partnership to flourish.

- Trend 5 Breakdown of parenting skills

The modern family has become fragmented. Both schools and police have become pressured to fill the role where parents have left a tremendous void. Parents will continue to look at ways to avoid responsibility in the upbringing of their children. Younger parents, single parents, economic impacts of instant wealth, with little or no consideration of “quality time” with families, will leave both teachers and police to fill that value vacuum and become surrogate parents.

- Trend 6 Drop out/suspension rates

The lack of values and the increase in discipline levels for schools will add to suspensions of students. The increase will have a direct impact on police, because of the lack of alternative schools, once a child is suspended. Lack of parental control during the daytime hours will require a more concerted effort from law enforcement. The ability to deal with the student, who drops out, with no respect for either institution, will require a plan of operation that includes both schools and police.

- Trend 7 Political pressure on schools to do more than educate students

There is ever increasing pressure to do more than simply educate students developing within the schools. The same pressure is developing for police to do more than just enforce the law. Parents questioning educators will spill into law enforcement in a manner that requires us to do more with less. Pressure to provide an environment that allows students to grow will be placed on both educators and law enforcement in areas that we have not been involved in historically.

- Trend 8 Conflict in values with new students

Students will have more say in the way they are educated. The diverse population will create conflict in traditional values. Law enforcement must be more in tune with what value-based education is being presented, so that students and parents are hearing a common message as well. This trend is reflective of the added role police and schools are faced with, as parents will tend to expect social groups to bear a greater burden of rearing their children. It has the potential of being the greatest barrier to overcome for police and school partnerships, especially with limited and available resources for each entity.

- Trend 9 Gang involvement replaces parent role

As the lack of parenting control and growth continues, the impact of increased gang activity becomes a real possibility. Mid sized police departments have minimal resources to begin with, and schools lack a significant tool to impact involvement in gang activity. This activity will ultimately lead to both property crimes and acts of increased violence on and off campus. This trend is of more concern, simply because younger juveniles are becoming involved in this activity now.

- Trend 10 Police presence at all grade levels

As this growth rate continues to increase, traditional officer deployment at schools may no longer be only in the high schools. Fears of seeing sixth graders assaulting school faculty, or fourth graders carrying concealed weapons will become the norm. As more and more school district police departments dissolve, the partnership for police and schools, including private and home schools, will become of critical importance. How will we police those that have no boundaries or oversight? What role will we have with a home school child? The partnership will require a combined effort. This will demonstrate the need for a police

presence in the classroom, or on the campus, at each phase of education: elementary, middle schools and high schools.

Event Summary

An event is something that takes place and has an impact on the issue statement, whether good or bad. These are projected incidents that have not yet occurred, but if they did they would create a response by the organization. Like trends, events can have a positive or negative impact on the issue, but unlike trends, they have a specific beginning and an end.

The panel identified 27 events related to the question. From the total, a voting process was conducted for events, reducing the number to ten. These were selected based on the level of importance the panel placed on each event.

EVENT SUMMARY

Events	Year > 0	+5	+10	Impact -10 to +10
E1:Columbine School-like shooting	3	92.5%	100%	-10
E2:Natural disaster	10	0%	100%	-2.5
E3:State mandated school voucher program	5	20%	80%	-4
E4:Merging of city/schools boards and administration	5	10%	60%	+2
E5:Year round high schools	5.5	0%	50%	+2.5
E6:Daytime curfew	10	0%	40%	+3.5
E7:Elimination of grant funding	6	0%	50%	-3
E8:State legislation changes high school grad requirements	10	0%	50%	-3
E9:Start a no grade level school	8	0%	80%	+3
E10:Officer involved shooting on campus with student casualty	6.5	0%	35%	-4

- Event 1 A Columbine-like school shooting

Changing cultures and diversity, as well as overcrowding in the schools, will likely raise the tension between individuals. Efforts to have an early warning system in place to detect the likelihood of violence may be tried, but to date it is ineffective. Any number of reasons may spark this type of event. The manner in which the police and schools respond before, during, and after will have a dramatic impact on not only the partnership, but the community as well.

- Event 2 Major natural disaster

As the community grows and commuter families continue to flourish, a natural disaster will create a possible barrier that will not allow the parents and children to be united. It will become the responsibility of both the police and schools to fill the parental role for a short period of time. Again, the manner in which we plan will provide a path for success.

- Event 3 State mandated school voucher program

The group was divided on this event's impact. Home school supporters feel this is the best approach to education. The impact of this type of action will strip public schools of funding, thus eliminating potential programs that are now in place. The other impact private education such as this makes any partnership with police almost non-existent. Police departments will be forced to find new inroads to address the partnerships that meet the needs of this type of schooling partner. This particular event will be greatly impacted on federal level than a local level. The group did not discuss the opposition to a voucher system. It seemed they completely disregarded the political argument of the have's and have not's being a more important component of the voucher issue than what voucher's could accomplish. The greater question arose, "Will it even be necessary to forge a partnership if this happens?"

- Event 4 City government and school district administration merge

In an effort to streamline the building process of much needed new schools, the state passes a law that allows city and schools to merge for administration purposes. This one act adds funding to the city by using the money schools receive for each student that is in school. In addition, better communication between schools and other city departments occurs now at a department head level. The City Councils' have jurisdictional governance over the schools and a more singular approach is taken at all related problems with both schools and cities. The most important discussion regarding this issue surrounded the resistance from school districts to relinquish their control over a school and release it to a city entity. The common question was what makes people think having city government run a school would enhance the partnership.

- Event 5 Year round high schools

The evolution of year round school will include Tracy high schools. The group believed this event would complicate the partnership between police and schools as growth continued to increase. The lacks of parental control, and the probable increase in crime, were issues cited that would further cloud the partnership.

- Event 6 Daytime curfew

The group believed this would assist law enforcement in dealing with crime, but was split on its positive impacts on any partnerships that develop. Growth, and the lack of parental controls, again, became the primary focus of the discussion. Lack of parental direction, and discipline at all age levels, will create a negative backlash from the public and some parent groups as the police attempt to, as they see it, gain more control. The daytime curfew would be implemented as a result of increased criminal activity during normal school hours. The problem

becomes one of discretion as year round school continues to increase in popularity. All of these are an outgrowth of the increased rate of the school age population.

- Event 7 Elimination of all grant funding

The various programs that police departments have become involved in that embrace the Community Oriented Policing (COP) philosophy all require additional personnel. With elimination of grant funds for these programs, careful management of available resources will become crucial for their success.

As with any program, funding plays the major role in developing and delivering any and all assets. Without these funds, several programs, including school related ones would be eliminated. The working relationships between schools and police will be greatly challenged if this event were to occur. The panel discussed the elimination of the current manner in which funding is disbursed as it pertains to state or federal control. Having these funds distributed by the government at their direction, or local control, as to how the funding should be used was the point of contention.

- Event 8 Legislation changes high school graduation requirements

Legislation is passed to lower the required standards for high school graduation requirements. The panel believed this event would impact the relationship between police and schools simply due to the fact that a lesser-prepared young adult was being allowed to graduate. This would cheapen the education process and continue to lead the moral decay of society. It would also impact the eventual pool of candidates that would become police officers.

- Event 9 Implementation of a no grade level school

A learning center will be developed for grades K-12. There will be no grade level distinction, each student will be able to challenge a course, and if they pass they will move on to

the next discipline. Each student will have a computer with Internet access and they will be included in a global classroom, with instructors from all over the world. This will reduce costs of having local educators on staff and increase the awareness of each student.

- Event 10 Officer involved shooting on campus with a student casualty

The group believed any adverse publicity involving this type of event would have a tremendous negative impact on the overall ability of the community to trust the police. The issue of too much police presence at schools was a concern, depending on the event. In addition, the ethnicity of the victim would be called into question as it has elsewhere. Growth, again, will bring an increasingly diverse school age population at even greater rates than we have seen in the past. This will require a cooperative effort by both schools and police to address the diversity issues, especially if it involves a tragic death at the hands of the police.

Cross Impact Analysis

A Cross Impact Analysis was completed based on the panel's discussion of both the trends and events. Four members of the panel were asked to complete this analysis. The members selected five top trends and events and discussed the impact they would have on the action or reaction of a specific issue. These were evaluated in a positive or negative reaction. The following table depicts the impact of the event on the trend selected, whether positive or negative, as well as the relative importance of that impact. For analyzing the trends and events in an organized manner, social, technological, educational, economic, and political trends and events were used for this review. The scale for this table is 0-5: zero indicating no impact and five the greatest impact.

The one trend that was very clear in the Cross Impact Analysis table was the overall negative impact in all cases if grant funding is eliminated. The age-old adage of doing more

with less would come full circle if this analysis is considered to be accurate. Another interesting trend in the table was the positive impact the increasing drop out and suspension rate would have on school voucher initiatives. The panel members polled believed a well written and laid out voucher program could be successful in the state, but would still be at the expense of public education.

As discussed earlier in the paper the drop out rate is increasing at alarming rates. The panel looked at the use of vouchers as having a positive impact on this rate. It is interesting to point out that voucher systems have become a part of the current Bush Administration's educational program, yet this component is receiving the greatest opposition. The drop out rate is highest in the minority community, particularly Hispanics as also cited earlier, yet the political representatives of these ethnic groups argue the loudest against vouchers. The members of the panel that were educators also disagree with vouchers and look to Charter schools as an option. The panel believes, as the analysis indicates, some type of alternative system should be looked at in an effort to impact the problem.

The increasing pressure of teachers to do more than teach in the classroom also became an issue in the analysis. As with law enforcement, the need to wear many hats has increased as the pressure to make schools a safe haven falls on the shoulders of the teacher. The panel looked at combining school and city staffs in an effort to affect the juvenile crime increases and assist with multiple responsibilities. What wasn't pointed out, was by doing this another layer of bureaucracy would rule the day, thus making it more difficult to react to problems. Trained educators would become less creative and more restricted if this was to occur, even though, the analysis reflected a positive impact if the staffs were to merge.

Cross Impact Analysis

	Daytime Curfew	No Grade Level School Starts	Merging of School & City Admin	Elimination Of Grant Funding	State Mandated School Voucher
Difficulty Attracting Trained Educators	0	+4	+3	-4	-5
High Profile Incidents of Violence in Schools	+5	0	+3	-5	-1
Drop out/Suspension Rate Leads to Crime Increase	-4	+5	0	-5	+5
Breakdown of Parenting Skills	+1	0	0	-4	-5
Political Pressure on Schools to do More Than Educate	-4	+4	+3	-5	-5

Scenarios

Three scenarios have been created based on information developed through the NGT; a optimistic, a pessimistic and a normative. The use of scenarios for the purpose of this project is a tool to look into the future by forecasting the trends and events described by the panel members. By developing these scenarios, the writer has tried to develop a stage from which ideas that will be molded into the forecasting of what might occur. These are not meant to be a prediction, only the development of ideas based on trends and events that might shape the future of the police and the schools as they are both impacted by a significant growth rate increase, presenting problems and hopefully solutions that will be achieved.

The setting for these scenarios is Tracy, California, in the year 2006. Tracy is a bedroom community that has experienced a dramatic growth rate since 1997, which continues in 2006. The average household is comprised of 3.2 people, with at least one member of the family of school age. The population in 1997 was 44,050; in 2006, it has risen to 70,240. The Tracy Police Department has 71 sworn officers in 2006. The Tracy School District has two high schools and is understaffed by 125 teachers.

Scenario #1 Normative

As Sergeant Samuels looked down his daily staffing sheet to see who had called in sick today, he realized he actually had a full complement of School Resource Officers. Both high schools would have their SRO today for a change. The middle schools were fully staffed and the principals were very pleased with what was happening with this newest program. Having just placed officers in the three middle schools, this year meant a safer and more orderly campus.

Sergeant Samuels had pushed for this new deployment with all schools, except for the high schools, on a year round schedule. Finally, this year an agreement with the school district and city was approved and the number of SRO had increased from two to five. The enrollment of the schools had continued to climb and was not leveling off in the near future. The failure of the Voucher Initiative on the California ballot in 2000 had not had much of an impact on the schools. Home schooling was increasing, and with that daytime crime, rates had started to increase quarterly over the past two years.

Pressure for the community to make the school environment even safer than it already was had continued. The demands for magnetometers at all entrances had subsided, but the fear of a shooting on campus was still very prominent in the community. Sergeant Samuels had attended several meetings on behalf of the Police Department along with the Tracy Unified

School Superintendent, Ken Davena, to discuss the safety of all students and teachers. Samuels looked at these meetings as more of a gripe session for the parents, who endlessly complained about the teachers and police not doing enough for their children. The parents always seemed to look at both the school and the police department as the groups that were supposed to be bringing up their children.

Repeatedly it was explained to members of the community, acts of violence had actually decreased on campus, and weapons confiscated had dropped over the last year. Having added a follow-up DARE class to the juniors in high school, the police and school district were trying to quantify the value and results of the program still being taught in fifth grade. Other school districts had fallen victim to on-campus shootings, but to this date, Tracy was not one of them. Both Samuels and Davena were using the safety on campus as marketing of the successful programs.

Growth had always been at the core of this continued partnership between schools and police. The evolution of the SRO program was an extension of that partnership. Evaluation of proposed schools, mixed with available funding, and local control of that funding, had been extended with a Republican as President and the replacement of federal COPS grants with local block grants.

Samuels could only smile as he started out the door on his way to check in on each school. “Boy it has been a long process to get here,” he thought to himself. “It seems as though we have only been able to maintain the status quo. Just imagine what we could be doing if we had the money?” Funny thing was, Superintendent Davena was thinking the same thing.

Scenario #2 Optimistic

It had been five long years, but the process was now complete. Lieutenant Reynolds gazed from his window at Tracy High School, thinking about the job that lay ahead of him as the new Principal. The formation of a job-sharing program between the schools and police department had been only one of the positives in the developing partnership.

In 2001 a task force, to look at growth rate issues and their impact on the partnerships between the schools and police, was formed. The task force had members from throughout the community. They worked long and hard developing a road map to follow. The police department would like to take credit for the accomplishment, but as growth continued, the school district became the driving force. The lack of trained educators and those willing to apply for the Principal position at high schools became an offshoot of the task force. School aged population was growing at a rapid rate. The realization that the city and schools could not keep up became the motivating factor for some real change. The motto of, "It's all about the kids," became the marching orders for all members of the task force. The police department became involved with a core group of administrators and teachers, developing a Value Integrated Process (VIP) as the framework for both parents and students.

United Way awarded the school district a \$150,000.00 grant for the value based education process, with involvement from the police department. The Boys and Girls Club of Tracy was already using an after school mentoring program for troubled youth. The police department became involved with this program and enlisted the help of the members of this mentoring program to reach out to those less fortunate. All of this had been founded on VIP, which had become a common theme heard throughout the community.

Year round school had given teachers an opportunity to spend one month out of six with the police department. They shared experiences with officers and became part of the Field

Training Program, handling the report writing section. Officers were assigned two schools each, including graveyard officers. Every Friday, they were on the campuses, but only in the capacity of interacting with the students. This was all schools kindergarten, through twelfth grade.

The truly innovative step for the police department was the use of the task force to help in developing the evaluation format for officers. This new format not only looked at traditional policing factors, but also how the officers responded to the VIP in their everyday work assignments. The officers slowly warmed to the idea and began to become more creative problem solvers simply due to the greater responsibility to the kids. At the onset of taking these new steps, others chided them in law enforcement as being the Disneyland of police departments. That ridicule waned as results started to manifest themselves in the city crime statistics. The school population had increased steadily at a 4 percent level across the board. The greatest increase came from those of other cultures. Even with this increase, the crime level actually decreased in both property crimes and crimes of violence. Gang activity was non-existent on any campus. This had become a gang-free zone-- not exactly the ultimate goal, but it was a major step.

Reynolds heard the bell ring for the start of his first day at Tracy High. As he walked out into the hallway, he looked at the wall above the stairs that was once marred with graffiti. Reynolds smiled when he read the now green and gold school letters that said, "It's all about the kids!" Who said growth was bad?

Scenario #3 Pessimistic

SRO Pederson heard the alarm first. The magnetometer had gone off again at the west entrance to the school. The detection devices had been in place for six months now, and officials had confiscated twenty-two weapons in that time.

Pederson walked toward the group of students who were attracting the attention. The weapon, this time, was the ceremonial knife young James Patel was wearing in his Sikh turban. Security personnel were arguing with him as to his right to have this. Thus, another day began for the lone SRO for the Tracy Unified School District.

The problems began in November of 2001, with the passage of Proposition's 13 and 13.3. Proposition 13 restricted an increase in property taxes and allotments that went to schools. The urban sprawl that had grabbed the central valley of California, and the continued rise in housing costs, had created a backlash with the voters. Affordable housing had become a phrase of the 90's, but was non-existent in 2001. Proposition 13.3 was the voucher initiative that passed. Millions of dollars now were being diverted from public schools to fund the ever-growing numbers of home-schooled children. Funding for the public schools had dropped off dramatically. What was once thought to be a growing partnership between the police department and the school district was now a shell of the past. Grant funds were being diverted by the police department into crime prevention efforts surrounding the increased need to enforce the state mandated daytime curfew.

Growth in the area had continued to increase at an alarming rate. Pressure from the federal government to include more low income housing in the city's urban management plan had also created another set of problems for the community and the police department. Planning that was originally designed for medium and low-density residences now was becoming high-density multi-family dwellings. The residents were usually culturally diverse, often times non-English speaking. The police department was ill prepared for this influx into the community. School aged children seemed to be everywhere. Even those in city government wondered aloud, "What happened to our plan?" The political pressure was enormous to provide everyone, no

matter what his or her social-economic base may be, with housing. This came at a great cost to both the schools and the police.

Pederson looked around and finally saw the principal stick his head out of his office. It was as if he was playing the childhood game of hide-and-seek, looking to see if the coast was clear. Pederson motioned him to meet in the hall. This new principal was a real piece of work, thought Pederson to himself. The Superintendent had continued to complain about the ability to hire trained teachers, something the police department had been struggling with for years, but this guy was really the bottom of the barrel. Pederson just shook his head. “Glad this guy wasn’t here last year when we had the shooting,” he mumbled to himself.

The shooting incident, though not gaining the national attention others had in the past, was still fresh in everyone’s mind. It is hard to forget the sight of a 14-year-old lying on the ground bleeding, knowing she was an innocent bystander. She had been standing listening to the anti-growth advocates that had been allowed on campus. They were there to complain about inadequate facilities and lack of planning by the schools, the police, and the city. No one saw the gunman as he approached from the gymnasium doors. He fired three quick shots, hitting only the 14-year-old. No police were on campus at the time. The gunman fled, only to be arrested later.

There had been far too much time spent on trying to please various political groups with differing agendas. Everyone had an idea on how to fix the problem. Unfortunately, no one asked those who were immersed in the problem.

Pederson looked at the principal, as he timidly approached him in the hall and asked him, “When are we going to make a decision on a policy for these cultural issues such as this knife

incident?” The principal blankly looked at him and with a squint and replied, “It’s not my job to do that.” That had become the greater problem; it was now no one’s concern or problem.

Pederson walked away slowly heading out to his car to make his rounds of the now 18 different schools. As he did this he glanced at the headlines in the Tracy Press and could only shake his head at what they blared out in bold print, “Major Earthquake Predicted for Central Valley.” “Well at least it's not raining,” he said to no one in particular.

Conclusion

Using both NGTs and literary license, the three above scenarios were developed. Implications on the future as described in these scenarios looks to raise more questions than answers.

The panel failed to include information or input from the student population that will ultimately impact the issue of growth rate and its impact on the partnerships between schools and mid sized police departments. They did however; focus on the need for better partnerships. A partnership between students and teachers, between police and schools, yet little was mentioned about the need for more responsible parenting.

Much of what has been discussed in this chapter is conjecture based on the forecasting of the panel members. It is believed that establishing an NGT type process with stakeholders, including student population, will develop a more directed focus on the issue. It seems the greatest challenge may come with the development of a single campus type facility. These single campus locations will be the site of charter schools, ranging from first grade through twelfth grade. Parents are showing signs of being resistant to this type of format; simply it seems due to the wide range of ages on one campus. This fear or resistance lacks any foundation, other than the unknown. What is interesting about this trend is, as opposed to a

futuristic approach, it is simply reverting back to the rural form of education, one teacher and several grades all in the same facility, nothing more than a scene from *Little House on The Prairie*. As police and schools struggle with the economic impacts that growth creates, looking for new ways to educate and raise the children, seldom are new ideas embraced.

Much of what was discovered during the NGT process demonstrated that traditional barriers are still difficult to cross when it comes to the core issues on safety and education. Growth will drive the change, but the level and depth of that change is questionable. The balance between student rights and police involvement on campuses will always create a level of concern and chaos in the students' and parents' minds. This panel neglected, or at least failed to mention either in the trend or event analysis, the impact of confidentiality and what information police may release to schools when it comes to crime reporting and student involvement. Problems exist today with Juvenile Probation Department, failing to release probation information to school administrators when it comes to active cases. The panel did not address how this release of information would facilitate a quick response to a problem, or at least recognizing how this information could assist in an early warning system.

Police departments and schools have better adapted to this information flow, especially since the increase in SRO programs. The SRO has become the conduit for this information and the application of what to do with the information. The application of new technology in the area of photos and electronic reporting have sped up this flow for both schools and police, yet the panel didn't see this as being an area significantly impacting the future of the confidentiality impacts. It was interesting to learn no mention of placing juvenile probation officers on campus as one way to help in this area. This is being proposed in California schools today, yet as a future issue it was neglected.

The future will require students actions away from the campus to be part and parcel of their school graduation requirements and restrictions placed on them for after school activities. The need to include community service hours, as part of completing the degree program should not just be placed on those in leadership type classes, but all students. Mentoring programs will become more prevalent for these students. Using the Boys & Girls Clubs, police led programs for probation referrals and other similar programs, community service will assist in laying a foundation of giving back. Impacting juvenile crime will not just happen, but as a community grows, having students already involved in this type of service as a requirement could have a far more lasting effect on this issue than any other.

Also not discussed during the NGT process was the difference between increasing populations in a newly developed community and an increase as an already built out community, where builders' funding sources are no longer available. Tracy, for example, receives \$6,000.00 from developers for schools from each new residence that is built.²⁴ This funding will not be available for communities that lack the space for build out. To ensure a developing partnership, a funding source to assist with the growth and to ensure there is a manner in which schools and police function as one is needed. An effort will also need to be made to meet the staffing needs for this partnership.

Developing a Strategic Plan and the road map for this partnership will need to be based on present day thinking and problem solving, but with an obvious eye to the future. As we look to that future, and the impacts of growth on partnerships and juvenile crime, one must pause as Santanna High School in San Diego and the vehicle assault at the University of California at Santa Barbara campus place yet fresh faces of the victims before us. No matter what plan we put in place, no matter what depth the partnerships take on, we all will suffer the pain of seeing

young children die on campuses. The question becomes, do we have time to look to the future or do we need the answers now? No plan in this project can solve the immediate question, but to not plan for the future, or at least look for an alternative to what we are now doing, would make these most recent events and victims as those before them, nothing more than passing headlines.

CHAPTER THREE

Strategic Planning and Transition Management

Introduction

In reviewing the panel discussions and the literature review, it was determined there were other areas that may impact the partnerships between mid sized police departments and school districts as they contend with the dramatic school age growth rate. Molding these ideas and those already reviewed required a strategic plan. The Tracy Police Department and Tracy Unified School District has been used as a model for this plan.

This plan has been developed by looking at tomorrow's problems, not today's. It has been developed to eliminate stagnant thinking and to allow for input and to make sure change is initiated by those who hold the key to success. Using the most positive of scenarios as presented in the last chapter, a strategic and transition management plan has been developed. If we allow ourselves to look only at today's issues, even though our world is extremely busy and we often cringe at thought of the rapidly changing events around us daily, we will not only fail ourselves, but those that depend on us will also fail. We want to believe a strategic plan will allow us to be more proactive, but the truth is, not even that can be planned out. Having a crystal ball would eliminate the guesswork, but until the time comes, we must focus on our own ability to forecast and ponder the future. Our children depend upon it.

In developing the plan, it is imperative that some format be used to examine the needs assessment for that plan and not just look at making change for change's sake. Using a formula based on both environmental and organizational analysis, the opportunities, strengths, weaknesses, and threats analysis will be applied to the issues surrounding this plan.

External threats loom large for this plan to be successful. There is little control over these external threats. Yet, they will have the most visible impact in the implementation and follow through of any action. The unsure state of the political influence will create a tremendous threat to the outcome of this plan. The changing jobs market, slow growth movements, legislative changes in grants and the freedom in which sharing of information between schools and police can be enhanced.

The opportunities that can become available from anticipating these threats will, no doubt, assist both law enforcement and schools in a much better collaborative effort to deal with the growth and its impacts. The involvement of Boys and Girls Clubs as an alternate location for suspended youth to spend their hours away from school looms large as an option for the proposed strategic plan. This would allow for alternative funding sources not usually allocated for either police or schools to enhance this project. Collaboration between these stakeholders will no doubt help the provision of safe environments both on and off campuses.

Once this plan is developed, the need to be able to measure the success of the plan is crucial. If this is not accomplished, it will look as though we have just implemented another fad and the interest will immediately wane. The goal identification needs to follow a specific pattern and that should be the following: specific, measurable, attainable, results-oriented, and time based. This will allow for a series of recommendations that can be quantified and at least be the foundation for future growth and progress as both police and schools look to improve upon their partnerships.

The question to ask is how will the goals and objectives be measured? By utilizing the stakeholders for this program, the goals and objectives will be divided between schools, police, students, parents and the Boys and Girls Club. These groups will need to identify areas that have

been successful, or where the goals have not been met. By establishing an oversight committee made up of a representative from each group, the direction of the program would be monitored and adjusted when necessary. Areas that will be used to determine success in the program will be, attendance, reduction of violence on campus, improved performance of children from a domestic violence home environment and evaluation of the off site mentoring program and community involvement with those within this program.

The Plan

The school and police department will first need to identify the stakeholders that will play a significant role in the success of this plan. Included in this list will be the Boys and Girls Club of Tracy, San Joaquin County Women's Center, parents, and the students themselves. The best way to ensure success for this program will be a series of meetings to focus on the ability of a combined effort by all the parties to ensure a successful partnership in dealing with the dramatic growth issues that they will face. Keeping the group focused on the specific issue for future responses will be critical.

This work group will establish the phases of the program and identify the direction the program will form as they continue to grow. This will be broken into three stages: Stage One will incorporate the scope of the issue and the role each stakeholder will play; Stage Two will identify the financial restrictions and opportunities; and Stage Three will develop goals and timelines for implementation of the programs.

Stage One

To ensure an effective partnership for dealing with the growth rate for school aged children, it is going to be necessary to influence these children at an earlier age than is currently being accomplished. According to an April 2000 report from the California State Attorney

General's Office, 37 percent of high schools and middle schools in California have no form of law enforcement present on campus.²⁵ To not only provide a safer environment, but also impact the influence that law enforcement can have in a positive fashion, officers will be placed on the 8 middle school campuses in the Tracy Unified School District. This presence falls directly into the category and guidelines that the Attorney General and State School Superintendent sought to unify in through the School/Law Enforcement Partnership program in 1983. This partnership will design programs within each of these schools in dealing with conflict resolution, domestic violence and its fallout as well as strategies to positively impact school attendance and safety.

Currently DARE is the only program in the early years of schooling that even attempts to focus on some of these issues. This program will not be designed to evaluate the effectiveness of DARE, nor should it. This program will evaluate and assist both students and their parents in three areas: victims of domestic violence, safety on school campuses, and ensuring an alternate schooling location for those who fail to abide by the regulations and rules applied fairly to all.

The first area will be in the arena of domestic violence. Currently the police department conducts no follow up on the children of a family that has been involved in a domestic violence incident. If a child does not fall victim in one of these cases, they are referred to only as a witness or dependent. After reviewing the literature, specifically the Rand report on drop out and violence rates as they apply to domestic violence, it seems crucial that additional follow up be required in these cases. All officers will receive information and training that delineates the correlation between domestic violence cases and the impact on school aged children, even though they may not be victims. Officers will be required to forward information to the school district contact official and provide the name and school attended by the child involved in the

domestic violence case. The information will be reviewed for the purposes of ascertaining a pattern that may have been developed with the student as to truancy and performance levels.

Once the information has been reviewed for problem tendencies, both the school professionals and the San Joaquin Women's Center personnel will be advised and a plan developed to proactively pursue an intervention program that will help eliminate a cry for help that is not being heard.

The second prong of this three-prong approach will be the involvement of the police personnel on campus in the Character Counts training. This training will be provided to faculty, police and a parent advisory board for all middle school students. This program was developed through a partnership of some 200 educational, religious and youth serving organizations. The philosophy is based on "the six pillars of character": trustworthiness, respect, responsibility, fairness, caring, and citizenship.²⁶ Through this classroom training, students will be exposed to a value based education system that will span the diversity that a growing community will be facing in the year 2006. The Character Counts program has been evolving within school districts since it was first introduced. Both the school faculty and the officer on campus will teach this training. The lack of trained school counselors will require this type of educational program to be introduced, particularly at the middle school level, due to the simple fact that as a child gets older, behavior changes are more difficult to alter. In addition to school curriculum, the same lesson plan will be provided through the Boys & Girls Club locations for those students who have been suspended.

The last part of this phase is the involvement of the Boys & Girls Clubs of Tracy. The problem that continues to haunt schools and the police today is what do they do with the suspended or expelled student. This student needs specific attention, yet simply due to the

nature of the system, they are the ones that fall through the cracks. These students end up committing crimes while away from the campus and with no parental supervision. As this plan is crafted for tomorrow's problems, it is safe to assume this trend will not demonstrate a change in direction. If anything, as the community grows, so will the problem. These students tend to become more involved in crime during school hours than others. Their suspensions or expulsions may be due to their involvement in a violent act at school or the involvement with alcohol or drugs, referred to as a gateway offense. As of 1998-99, the increase in these types of offenses in California schools had increased 11 percent in middle school alone.²⁷

In addition to the criminal ramifications involving these students, a financial impact on the school district is and will be experienced. By state law, the Tracy School District is provided \$25.00 per student per day they are in class. When the student is suspended, that funding is no longer available for that student. By utilizing a Boys & Girls Club location as an alternate facility for these suspended students, the funding will be diverted to the Boys and Girls Clubs for specific programs intended to change a behavior in the student. This will also be enhanced by involvement with the Women's Center as a type of community service that will be applied to the suspended student. Again, this referral will be predominately based on information that may have been obtained through prior domestic violence investigations.

Stage Two

As the community continues to grow, so will the financial demands on both police and the educational system. Through grant funding, both federal and local block grant opportunities, financial assistance for this program can be impacted. Another way to seek some assistance, at least from the educational side, will be to build all new middle schools as charter schools. By using this, the school will not be bound by the education code as to union type locations, staffing

ratios, and curriculum. These areas can all be enhanced and elevated above the current standard. In addition, like magnet schools of today, charter schools through the public school system allows for varying hours and a greater ability to maintain conduct levels with students.

The fiscal impact on law enforcement will be deferred in this area. By having officers at middle schools, it is projected that the pro-active approach will eliminate the calls for service that might require an officer to respond. In the early 80's, fire departments observed a change from calls for structure fires to rescue calls and realized that they needed to change. They had done such a good job improving the building codes and fire protection, they found themselves facing a dilemma. Police must be prepared to do the same thing. As a community grows, law enforcement can turn the page and see a more effective proactive approach such as this plan, than just responding to calls. Police will become more fiscally prudent by seeking new and more effective ways to impact crime. This program can provide that level of effectiveness. The fiscal impact will allow the department to seek shared funding sources with the stakeholders involved.

Stage Three

As the plan is laid out, a timeline, goals and measurable objectives will be completed. The first phase of training will be conducted in year one. This will coincide with the ability to meet the demands of a year round school schedule. The officer selection for assignment will take place at the same time. An evaluation component and quarterly review with a year- end report will also be developed to determine the effectiveness of the plan. This period will be used to evaluate and respond to changes or required adjustments the operation may need.

Budget

The need to address any budgetary issues will fall into this timeline. Since this plan is not essentially program driven, specifics of a budget have not been developed. The funding that

will be diverted for the school district to the Boys and Girls Club from the attendance credit will fully fund the mentoring and staffing levels as required for those programs. The issues surrounding the required additional follow up for law enforcement will be addressed through local, state and federal grant programs. The required budgetary items will be reviewed on a quarterly basis, with city budgetary requests being made for general fund increases on the fiscal year appropriation.

Transition Management

As was previously discussed, the success of this program will be demonstrated in the ability of the police and schools to look at solutions to a problem in a new and different way. The need for all parties involved to understand the dynamics of this program and the impact it can have on the ability to change the way education and law enforcement approach the problems growth will create for them both is critical. This program will provide for an innovative and proactive opportunity.

The program, using verified data and making an effort to impact or change the behavior of a troubled youth, will have a lasting impression. Educators, representatives from the Women's Center and the Boys & Girls Club will find the transition of what is proposed easier than those in the police department. Selecting the officers involved at the middle schools will provide the first critical step in the program. Once these officers are taken out of a patrol assignment, the burden of patrolling the streets will fall on the remaining officers. What makes this even more of a burden is the size of the agency. A mid size police department of forty-five to seventy officers, suffers from small numbers syndrome. This relates to the inability to field officers readily in a replacement mode, having to fill most vacancies for vacations, sick or injured officers, by using overtime. Pulling an officer out of the field to assign to a middle

school, on the face, looks to be problematic. This will be the challenge for police leadership, selling this program to everyone in the organization first, then the community. The nexus will be drawn to the reduced number of calls for service at the schools, simply due to the officer presence. In addition, the follow up that will now be required on all domestic violence cases will also provide a backdrop of crime reduction and calls for service at often problem locations. The suspended students will no longer be on the street during the day, again eliminating the possibility of criminal activity, simply due to the fact of the referral portion of the program to the Boys & Girls Club.

As the program starts to move into the first phase, the leadership for the program need to be aware of an unseen obstacle. Parents who will out of choice, remain uneducated as to what this program is targeted to accomplish and how the developed partnerships may benefit the community, will most likely be suspicious of someone teaching values to their child. The Character Counts program may draw some fire from parents and even various religious groups opposed to this type of value based education. The success of the program at other education centers and youth clubs will be crucial in selling the nay Sayers. By bringing the parents and religious groups in at the beginning of the process, the likelihood of their acceptance and commitment to the program is much stronger. During the NGT process, it became very evident that, more is expected of both law enforcement and educators, with regard to doing more with the children. In a rapidly growing community both disciplines have found the parental expectation of doing more than just educating and protecting their children. By preparing for this problem early on, in group discussions, the involved parties will be able to more effectively deal with this issue.

To be understood in the community, it will necessary to ensure everyone understands that this is more than a fad. Immediate results will not be readily available. The described strategic plan is not the answer to all the problems this program may experience, nor is it the reason for the success it will experience. It will take true strategic leadership and management to make the plan work. The commitment from city leaders as the community grows and their ability to anticipate the increases in the juvenile growth rate will need to be in place. Each entity within the various organizations involved in this program will need to revel in the subtle changes that take place. As the transition and change takes place, everyone will need to change the reactive thinking they do and truly eliminate the learning disability that holds back an organization from experiencing a whole new thought process and a way to look at problems and seek solutions. It will also be necessary to establish an advisory group that provides feedback from the community on the program's successes and failures. This input will provide the necessary data for the original group of stakeholders to ensure that any modifications or adjustments will provide for a better approach to ultimately helping the children.

In a somewhat romantic approach to this program, if the leaders in each organization are the true believers, the most valuable commodity we have in organizations, people, will see the benefit of the program and follow the lead. The obstacles will be many, but none of which are more important than ensuring a safe environment for our children and the community.

As with any rapidly growing city, the city council and other city leaders mold and design the road map for the future. The necessity for leadership to play a significant role in the success of this program must not be understated. Growing communities keep people extremely busy looking at development plans, future growth, infrastructure issues, and planned communities. Unfortunately, true visionary leadership will take a back seat for these people involved. When

this program is implemented, it will fall on the shoulders of the police and school district to be the driving forces for its success. The need to have the understanding and support of city government will be necessary. The level of commitment will likely not be the same across the board. Leadership is based on the ability to develop relationships and achieve a common goal for the good of all. Having only part time council members, the necessary relationships can often be difficult to obtain for a mid sized police department. These individuals often look only at the bottom line of a program, not the long term projections or benefits. The leadership for this program will need to come from both the schools and the police. The ability of this group to influence the council and demonstrate a dynamic level of leadership and vision will be critical to the overall success.

The strategic and transition management plan have been developed and researched. These plans will be a blueprint for those in this program to follow. Changes will no doubt be necessary, but going into the program, everyone involved will need to be aware of the changing dynamic this presents. It will require the police to look at each school as its own community, not just the school district itself. Community Oriented Policing programs look at communities and look for involvement from those communities for solutions to their specific problems. Historically most police departments do not approach a school campus as a community of its own for the purpose of Community Oriented Policing type projects. Law enforcement has looked at schools as a draw of calls for service and its impact on their ability to meet the needs of the community. This again will be a change in the paradigm for one of the stakeholders, the police. This program will require that, as well as an incredibly valuable group of partners to affect the problems.

Transition management requires a change in thinking that will fall on the shoulders of both the police and the school district. The success or failure will be traced back to the ability of these leaders to change the way their employees think about the problems at hand and the manner in which we can grow a positive and safe community.

We have a model to work from as developed in this chapter. How this model can either help or hinder police and schools with the dramatic growth in both student population and juvenile crime remains to be seen. We can only look at the options presented and as with any plan, implement the recommendations, and when adjustments are necessary alter the course as required.

The success of this strategic plan should be looked at as incremental successes. Using both schools and non-profit groups such as the Women' Center and the Boys and Girls Club in this partnership, should prove to be critical. The information sharing and attention to the needs of often times overlooked victims of domestic violence will continue to be at the core of juvenile related crime until it is addressed as described in this strategic plan.

The children will continue to act out the violence they live every day in a home that conflict resolution is violence based and they only way they see to respond. Law enforcement has generally ignored this group. If they have not been injured physically, we do not categorize them as a victim. The NGT and related panel discussion, the research and a vision into the future, express the need to pay attention to this group of children. Working in conjunction with various social services, schools and police will have the opportunity to make a difference. The only true measurement of the success will be the crime and violence reduction that we hope to see. The need is immediate, but the results will not be apparent, nor will they be conclusive until a future date. This raises the question the NGT nor the scenarios could forecast, will anything

work and do we have time to wait? It is a strong belief the proper attention and partnerships developed, will lead to a successful program. No matter what questions linger in the minds of those who continually resist change, answers will be found. The response to this retort must be, we will never know unless we first try.

CHAPTER FOUR

CONCLUSION

Project Summary

As this project was started, a particular theme was originally planned: seeking ways to correlate growth rates in communities experiencing rapid increases never before seen. It was believed a common trend would be detected and current techniques could be altered or adjusted to fit the trends seen. This turned out to be farther from the truth than was anticipated.

The literature review displayed a dismal picture as it pertained to the increasing drop out rate especially in the Hispanic community. These numbers were unexpected and as the juvenile growth rate increases, the drop out rate has the potential of becoming an even greater problem. None of the available data addressed any specific program with either police or schools that looks to impact this problem. As with other areas, only the issue itself was addressed, not the solutions.

Another area that was identified in the research was the impact of domestic violence on behavior. This may not be seen as an extraordinary statement but, when it was reviewed in the totality of surrounding circumstances, the issue was significant. Police typically handle a domestic violence incident and address the specific violence or injury that may have occurred. Not completely ignored, but often times over looked, is the emotional trauma to the “non-combatants,” the children. This group, even if not injured, becomes the victims of the system. Seldom, if ever, is follow-up done by police officers with school officials as to how the child from a family of violence is doing in school. This became the focus of the project.

The cycle that develops for the children from a home where the response to conflict is to use violence is never ending. These children are the victims the system has forgotten or ignored. School officials, without any knowledge of domestic situations, see a change in behavior that is accompanied by poor performance, followed by disruptive actions and even violence, in the school setting. These children are disciplined for the behavior they exhibit, and once again, they see negative from the cycle of violence in the family setting. Now is the time for law enforcement, schools, and other entities, such as the Woman's Centers, to actively share information and look to help these children.

The partnerships that will need to be improved upon will have to act at a much greater pace than ever before. Most police agencies that find themselves in a growing community suffer from always being behind the wave of funding for resources. In addition, they are often not prepared for the growth that occurs almost overnight in like communities. The sophistication level of officials in both law enforcement and school administration may not be as proactive as required to make the necessary commitment to the issues they face. Handling crime and calls for service become the priority for police, and looking to social impacts historically has taken a back seat. This is especially true in communities where growth is happening at alarming rates.

The future rests in the sharing of information. Officers will need to conduct follow ups on all domestic violence cases where children are involved, whether they have been victims of physical abuse or not. The sharing of this information with school counselors and other officials will put a system in place that, hopefully, can stem the tide of the discipline cycle these students find themselves in. By implementing, this program it is hoped the stronger partnerships developed will be able to impact juvenile crime.

The evaluation process of the recommended program will be lengthy. The sources of funding will be critical to parts of the program, but the inner workings will be incorporated into staffing levels in 2006. Looking at crime rates will be one form of evaluation, but also included will be the drop out rate and the performance and behavior patterns of those students from domestic violence incidents. The success of the program will be accomplished if one or both of these factors improve. It should be noted the partnership that is developed would become more significant if each member realizes the importance of the evaluation component. This will also ask the question, if crime goes up, but the juveniles from the domestic violence incidents perform better in school, is the partnership being successful. Only the leadership of those involved will determine the answer to this question.

The future for this partnership raises as many questions as it does answers. The leadership implications are critical to the success of this program. Making difficult decisions that are sometime non-traditional for law enforcement will be required. The problem of trying to forecast five years from now also creates a barrier for police leadership. The changing political climate in a community is stable at two years out at best. The brush fires that law enforcement have to deal with often come with a political agenda. These agenda become the driving force. Developments of strategic plans are impacted by the same political winds that blow different directions and cause for course changes on a regular basis.

The outside implications for this partnership and quest for reduction in juvenile crime will place a new level of pressure on leaders from both police and schools. The need to do something now, a band-aid approach, will be the constant refrain. The leaders of Santanna High School in San Diego thought they had met the needs of their student community. They implemented anger management counseling groups, added security, provided training for their

teachers and staff. All of their proactive measures failed to prevent the bloodiest school shooting since Columbine. This is where the pressure will come from. What to do next, what are you going to do to protect today's children? Yet this project is looking at five years to the future. The attempt to answer today's questions really will be the motivating force for the leaders.

Will a police department and school district be able to develop or enhance existing partnerships to influence the juvenile crime while experiencing dramatic growth by the year 2006? The answer can only be truly known at that time, but it is believed that a solid program with components as described in this project will be effective. What matters here is the future, which is our children. The way law enforcement has typically looked at problems, and even managed them, is somewhat outdated. It is time to reinvent how law enforcement builds partnerships outside of the profession.

The literature and NGT process provided a backdrop for a program that, if given an opportunity, can change a community. When broken down, the program is not really dramatic as far as change is concerned. What is more important is changing the way problems and solutions are seen and dealt with. Crime is cyclic; enjoying a low crime rate in today's world has created a new level of increased prosperity, growth, and less concern about the role of the police. This will change. The media's ability to immediately respond to and report a random act of violence on a campus has been viewed repeatedly. It is time to think of the future; the need to develop and enhance working relationships for the greater good of the community is what is called for.

When a safe community and a safe learning environment have been developed, we will have accomplished the goal. The partnership will thrive, starting with small steps. To fail is unacceptable. Failing to achieve what is the safe future for a community and those that reside

there is unacceptable. The dedication of those involved in the project will come from the commitment and leadership provided throughout its life and application. Developing a plan such as the one discussed in this paper, will require more than those who look to it as just another idea. The stages discussed here will impact the partnerships between schools and education in growing communities. It is hoped the voices heard at Littleton, Colorado; Conyers, Georgia; Jonesboro, Arkansas; and San Diego, California, who believed it could never happen in their communities, will not be repeated.

It can happen anywhere. Changing how we look at schools and the impact growth will have on those schools is critical for law enforcement, the community, and schools as well. The media regularly reports about ensuring the infrastructure needs to be addressed as communities grow to make for a more solidified expansion of services. What has been sometimes overlooked is the growth of school aged children and their entitlement to be part of this infrastructure. It is not just about building more schools to ensure space; it is about building partnerships to ensure safety, and productive personal growth. Law enforcement and school districts will need to make these children part of that infrastructure, not just a human form to fit in a seat or someone running the neighborhood. They are the foundation for our future, and that future will be impacted by today's partnerships and vision. A vision that, if handled well, will be bright and a platform for success will be the springboard to the future.

It was clear from all the research and discussion that we must start at a younger age. Developing programs in high school is too late. The DARE program, for all its detractors, has approached the problem at the right level. The surrounding environment is influencing the younger age student. This partnership needs to address the relevant issues at that level, not wait until high school age, by that time it is far too late. The system both from a law enforcement and

education level is stretched to the limits now. In five years it will be passed the stretched stage and into the critical level.

Attempts to answer the questions have occurred. A plan has been developed for the roadmap into the future of a productive partnership between police and school districts. If these groups hope to impact juvenile crime in growing communities, a level of dedication and leadership seldom experienced will need to be developed. The children we are leaving behind due to the issues cited in this research can still be rescued, the responsibility lies with both education and law enforcement. The leadership will need to take the steps to say this is important and it needs to be accomplished. Too much is often stated about the police response to the needs of the community and what is missed is the collateral impact of side issues. Addressing the children from these domestic violence situations is a change of the police paradigm, but it is worth the challenge change presents.

The glaring truth that is evident with the research, NGT, and strategic plan for this project is also problematic. Will anything make a difference? The discussion that was conducted during the NGT created more questions than answers. As the population increases and the school age growth continues to soar, will law enforcement be able to keep up? When this paper was started, a clear path was planned, however, somewhere along the way, questions became more involved and answers were fewer and fewer. As the problem became more focused, the likely answers were not. The proposed future strategic plan is sound. The problem that will continue to linger is, no matter what you plan for, something will change and your plan will not be as effective. The true test of the proposed strategic plan will be the flexibility of the leadership and their ability to adapt to change, while not losing sight of the goal. As stated

earlier, that goal needs to be well defined and agreed upon by the active partners. There is far too much at stake to forget that.

APPENDIX A

NGT Panel Members

The participants were:

Dr. Keith Larick
Tracy Unified School
School Superintendent

Suzanne Tucker
Tracy City Council member

Mark Ellenberg
Tracy Police Department
School Resource Officer

Tim Sinatra
Tracy Boys & Girls Club
Chief Professional Officer

Stephanie German
Tracy Unified School
Elementary School Principal

Dave Sant - Home school parent
Tracy Police Department
Detective Sergeant

Wayne Hose
Stockton Police Department
Lieutenant

Mike Souza
Souza Development
Land Developer

APPENDIX B

NGT TRENDS October 3, 2000

1. Increased housing affordability
2. Increased exposure (youth) to violence
3. Increased enforcement activity
4. Increased drop out rate
5. Increased pedestrian and vehicle traffic around schools
6. Increased non-traditional schools -- charter schools, etc.
7. Increased difficulty of getting trained educators #1
8. Increasing diversity #2
9. Increasing Internet use by students
10. Increased commute times for parents
11. High profile increase of violence in schools #3
12. Increased length of school week -- Year Round School
13. Greater link between SRO and other social agencies for reference #4
14. Increase in hate crimes
15. Increased pressure to enforce school policies outside of responsibilities.
16. Decrease in parenting skills #5
17. Lack of school administrators (principals)
18. Increased narcotics activity (designer drugs)
19. Changing demographics of law enforcement
20. Increase drop out/suspension leads to increase in crime #6

21. Increase in truancy = loss of dollars for schools
22. Political pressure on schools to do more than educate #7
23. Larger gap between have and have not's
24. Conflict in values with new students #8
25. Increased risk of missing and exploited children
26. Increased gang activity #9
27. Increase SRO's at all levels -- for safety #10
28. Younger, more sophisticated criminals
29. Increased role of technology
30. Increased role in community service
31. Financing growth related impacts
32. Greater involvement with law enforcement for environmental design
33. Better educated citizens
34. Increase in off-hour school sponsored activity
35. Lack of funding to repair facilities
36. Attorneys interjecting in "informal" policy process
37. Rate of change is so rapid
38. Increased role of mandated reporting issues

APPENDIX C

NGT EVENTS October 3, 2000

1. Opening of Boys & Girls Club at every school
2. Public Schools Accountability Act (1999) CA
3. Columbine-like School Shooting #1
4. Natural disaster #2
5. State Mandated Voucher's #3
6. Elimination of media reporting of violence at schools
7. Passage of additional Prop. 13-like legislation #4
8. Another Undercover Operation such as the one at West High
9. Passage of Prop 39
10. Class size reduction
11. Year round high schools #5
12. Foreign attack on US soil
13. LA school built on toxic site = EPA Regulations that restrict school building
14. Daytime curfew #6
15. Legislation that equalizes funding
16. Merging of city and school governing agency
17. Elimination of grant funding #7
18. Elimination of corporal punishment
19. Legislation changes high school graduation requirements #8
20. State allocation board changes funding rules

21. Rival gang wars break out
22. Cleveland school-like shooting (stranger)
23. Crime increase (hate)
24. Start of a No Grade Level School site #9
25. Measure A
26. Officer involved shooting on campus with student casualty. #10
27. Olympic 4 x 100 demonstration

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