

WHAT WILL BE THE ROLE OF POLICE SCHOOL RESOURCE OFFICERS IN
LARGE URBAN AGENCIES BY 2007?

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

By

Captain Brian Louie
Sacramento Police Department

Command College Class XXXIII

Sacramento, California

November 2002

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 considerations.

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 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 Officers Standards and Training (POST).

Copyright 2002

California Commission on Peace Officer Standards and Training

TABLE OF CONTENTS

	PAGE
I. ISSUE IDENTIFICATION	
Introduction	1
Statement of Issue	5
Historical Development	7
II. FUTURES STUDY	
Introduction	15
Nominal Group Technique	15
Trends	16
Events	21
Cross Impact Analysis	26
Alternative Scenarios	28
Pessimistic	28
Optimistic	29
Surprise Free	31
Summary	32
III. STRATEGIC PLAN	
Introduction	33
Organization Description	33
Situation Analysis	40
Strategy Development	45
Implementation Plan	47
Conclusion	48
IV. TRANSITION MANAGEMENT	
Introduction	49
Commitment Plan	49
Transition Techniques	52
Conclusion	54
V. CONCLUSION	
Project Summary	55
Recommendations for the Future	56
Implications for Leadership	57
Cost Analysis	57
ENDNOTES	64
BIBLIOGRAPHY	67

CHAPTER ONE

ISSUE IDENTIFICATION

Introduction

Historically, the police role in America has been to enforce laws and maintain public peace and order. Similarly, schools were charged with the education of children. In the past three decades, though, these roles have changed. Violence on campuses across the country has generated a sense of fear and apprehension in schools. Educators and law enforcement professionals have engaged a process to redefine the role of the police officer to include safety in classrooms and school playgrounds. At a time of diminishing budget resources and emerging threats of terrorism, the police are also faced with expanding their sphere of influence to address concerns of violence on campuses. Those charged with teaching youth also face a daunting task as they struggle with the issue of violence in their schools.

The vision of the idyllic classroom, one where students eagerly answer questions and willingly absorb the learning presented, is but an icon of the distant past. Today's schools must wrestle with an increasingly diverse student body. Teachers often spend more time supervising inappropriate student behavior than teaching. In the country today, the greatest threat to the lives of children and adolescents is not disease, starvation or abandonment, but the reality of ever-present violence.¹ Although the rate of criminal victimization in schools has decreased since 1992,² the level of fear continues to rise with the spate of school shootings perpetrated by youth as young as eleven. The need for educators and police to collaborate on possible solutions to this malaise is clear. What is

not so clear is the means by which a sense of stability and safety to campuses can be restored.

A survey conducted by the Josephson Institute of Ethics revealed nearly half of all high schools students have access to firearms and more than one in five male students claimed to have taken a gun to school at least once during the past year.³ Since the mid-1990s, school violence has received more public attention than ever before, largely due to several significant incidents:

- February 2, 1996 a 14-year-old boy wearing a trench coat walks into algebra class with a hunting rifle and opens fire, killing the teacher and two students in Moses Lake, Washington.
- February 19, 1997 a 16-year-old student opens fire with a shotgun in a common area on a Bethel, Alaska high school killing the principal and a student.
- October 1, 1997 a 16-year-old outcast in Pearl, Mississippi kills his mother, then walks to Pearl High School, where he shoots nine students.
- December 1, 1997 a 14-year-old student kills three students as they take part in a prayer circle in the hallway of Heath High School in West Paducah, Kentucky.
- March 24, 1998 two boys ages 11 and 13 open fire as students are evacuated during a fire drill. Four girls and a teacher are shot to death, with ten others wounded.
- April 24, 1998 a 14-year-old student kills a science teacher during a graduation dance in Edinboro, Pennsylvania.
- April 28, 1998 a 14-year-old boy kills two teenage boys as they play basketball after school in Pomona, California.

- May 19, 1998 an 18-year-old honor student opens fire in a Lincoln County High School parking lot killing a classmate who was dating his ex-girlfriend.
- May 21, 1998 a 15-year-old is accidentally shot in a suburban Houston high school when a gun in the backpack of a 17-year-old classmate goes off in biology class.
- May 21, 1998 a 15-year-old boy in Onalaska, Washington orders his girlfriend off the school bus and takes her to his home, where he shoots himself in the head.
- May 21, 1998 a 15-year-old boy in Springfield, Oregon expelled the previous day opens fire in the school cafeteria killing two students. Police later discovered his parents had been shot to death at home earlier the same day.
- April 20, 1999 at Columbine High School in Littleton, Colorado, two students wearing black trench coats open fire, injuring twenty students, fifteen fatally, before killing themselves.
- May 20, 1999 at Heritage High School in Conyers, Georgia, a student opens fire and injures 6 classmates.
- March 5, 2001 at Santana High School in California, a student brought a gun to school killing two students and wounding thirteen more.⁴

Because of these incidents, and the attendant fear created in the minds of students and teachers, it is difficult for schools to provide a positive learning environment.⁵ In 1982, California voters added a safe schools provision to the California Constitution stating that all students and staff of primary, elementary, junior high and senior high schools have the inalienable right to attend campuses that are safe, secure and peaceful.⁶

According to a joint report by the U. S. Departments of Education and Justice, the vast majority of America's schools are safe places.⁷ Even a few incidents of violence in schools, though, are unacceptable as they can negatively impact the learning environment in all schools.

During the early 1980s, many experts involved in the study and treatment of youth violence were convinced nothing could be done to stop it from occurring. Arrests of youths for serious violent offenses surged by seventy percent during a ten-year period between 1983 and 1993.⁸ Most alarmingly, the number of homicides committed by youth nearly tripled during this decade.⁹

Other issues such as drug and alcohol usage, truancy, gang activity, bias-motivated crimes, and children being raised by single parent households are added contributors that increase the challenges faced by educators and law enforcement. A study by the Substance Abuse and Mental Health Services Administration (SAMHSA) reported that 1.1 million children 12-17 years old have problems with drugs and alcohol, and only about 122,000 of them received treatment in 2000.¹⁰ Gangs are also very prevalent in schools. Thirty-seven percent of students in a 1995 School Crime Supplements (SCS) to the National Crime Victim Survey (NCVS) reported gang activity in their schools.¹¹ Additionally, many of today's children are raised in environments where domestic violence, drug and alcohol dependency, or child abuse and neglect are prevalent in their homes according to a report on violence against women.¹² Children who are exposed to these conditions are shown to demonstrate increased anxiety, depression, anger, and self-esteem problems as compared to children who are not.¹³

Statement of the Issue

The purpose of this project is to discuss and identify the role of School Resource Officers and to develop strategies law enforcement can utilize to become more involved with high schools as the number of school incidents and identified needs continue to grow. The issue statement of this project is: *What will be the role of Police School Resource Officers in large urban agencies by 2007?* A School Resource Officer is defined as an officer with the responsibility to work closely with school staff to identify specific problems and to focus on long-term solutions. SROs also establish and maintain constant contact with the school administration and respond to any school safety issues. The SRO will be a member of a large law enforcement agency, which is described as: a police agency having 1000 or more employees and serving a population of 400,000 residents or more.

The Sacramento Police Department was chosen as the representative police agency. The Sacramento community has the most ethnically diverse neighborhoods of any large city in California, according to a study by the Public Policy Institute of California. This reflects a higher degree of integration than Oakland, San Jose, San Francisco, San Diego, Los Angeles and every other California city with more than 200,000 people.¹⁴ Other issues facing Sacramento include homelessness and alcohol and drug dependency, which ultimately impact the police department's ability to provide services because of additional demands for service.

Forty years ago, police presence and involvement in high schools was virtually non-existent. A police officer may have been seen on campus only if summoned by school administrators to deal with a situation that was beyond the school's abilities.

Traditional law enforcement training was limited to responding to crimes and conducting investigations leading to arrest and prosecution. This training lacked skills necessary to deal with school-related issues.

Today, the police play a significant role in schools beyond that of safety. School-based prevention and intervention services are additional tasks in which the police are becoming involved. Law enforcement officials agree that school administrators, teachers, parents, students, community leaders, community organizations and representatives of local government are additional partners in creating and maintaining safe schools.¹⁵ Thus, the basis of this project is when and how to involve the police in schools to create a safe environment while maintaining the school's ability to teach. Many parents and school administrators support the increased presence of law enforcement on school campuses, but others worry it might hamper student learning. Society must learn how to balance the need for a secure environment with that of a learning environment.

Building the sense that schools are safe places to which parents can send their children to obtain a quality education will be extremely challenging for schools, law enforcement, and communities. Society uses schools as a primary means to transmit skills, values and concepts to youth. Without a sense that schools are safe and secure, it will be difficult for schools to provide a positive learning atmosphere. Some of the strategies that address school violence may infringe on student and parent rights. Communities must take into consideration that measures to ensure the safety of students and teachers is primary; without, it will lack the presence of a learning environment.

Historical Development

Prior to 1970, police were generally used as a means of response to specific problems in schools – fighting on campuses, investigation of a vandalism incident, or checking traffic around the school. There has been a steady refinement in police training and roles since concerns of crime and safety on campus have become increasingly viewed as important.

Increased police involvement in schools dates to 1983, when the California Attorney General and the State’s Superintendent of Public Instruction created a formal partnership to encourage interagency collaborations between law enforcement agencies and schools.¹⁶ It was developed to help teachers, administrators, school safety personnel and law enforcement in their efforts to enhance safety in the school environment.¹⁷ A survey conducted by the National Association of School Resource Officers (NASRO) reported that over 99% of the 683 respondents felt their SRO programs have improved safety and prevented crime and violence on school campuses through strong positive relationships with school administrators and students.¹⁸ The survey also reported that 84% of the respondents felt that prior to the establishment of SRO programs, crimes on school campuses nationwide went unreported in fear of negative attention that would be brought upon the school.¹⁹

To help identify trends, events, and emerging issues related to the role of school resource officers in high schools, an environmental scan was conducted. This scan is a systematic process used to gather information concerning trends and issues that may impact the future condition and/or activities of an organization, a business unit, or an individual – or in this case, the role of school resource officers in the future.²⁰ The

process required an examination of five subject categories – social, technological, economic, environmental, and political (S.T.E.E.P.). Sources of information can be from print media such as newspapers, magazines, reports, books, and journals. Other sources included electronic media, such as television, films, radio, or the Internet.

Social

The use of alcohol by today's youth is increasing. Nearly one-third of high school students admit they binge drink at least once a month.²¹ According to the National Center on Addiction and Substance Abuse, underage drinking has reached epidemic proportions. A recent report indicated young people between the ages of 12 and 20 accounted for 25% of the alcohol consumed in the United States.²²

The use of alcohol among high school students is not the only substance that has shown a recent increase. The use of Ecstasy by young students has also grown at an alarming rate.²³ Many high achieving students are using the drug at night and on the weekends. The growing popularity of the drug is from the feeling it gives to the taker of being loved or more sensitive – a common desire expressed by young high school students, who may be feeling insecure or suffering from self-esteem issues.²⁴

Once a concern of parents and schools, the number of teens giving birth have declined in all states during the 1990s. Among teenagers 15-17, birth rates declined from a low of 15 percent in the state of Texas, to a high of 50 percent in Vermont. Looking at the national picture, the birth rate for U. S. teenagers declined from 62.1 births per 1,000 teenagers to 48.5 in the year 2000. This decline is attributed to education and prevention strategies provided to teens during early adolescence.²⁵

In the City of Oakland, there was a strong belief by some the education system was failing.²⁶ Last year, Mayor Jerry Brown instituted a military school alternative for 200 seventh graders. Its concept is similar to a military boot-style camp. This was not without controversy, as some felt the concept was not necessary, or too harsh for young teens. Mayor Brown sought the approval from the California Department of Education for the publicly funded school.²⁷

Technological

Research has shown correlations exist between violent behavior and the amount of television watched by children. A recent study of 700 children conducted by Columbia University and New York State Psychiatric Institute found that adolescents who watched more television are prone to violent behavior later in life. The study found that young males who watched less than one hour of television per day acted less aggressively, while young males who watched television for three or more hours a day acted more aggressively. This strengthens the argument that adult supervision and constructive after school activities are important.²⁸

As access to computer technology continues to spread throughout the country, so do problems experienced by school administrations and law enforcement. A national school board foundation survey reports that in 55 percent of the nation's school districts, students are providing technical support for school computers. Additionally, students are wiring and setting up computer systems in 39 percent of the districts. As students become more involved and have access to school computers and databases, the chances of unauthorized use increases. With increases in identity thefts and computer hacking

being reported across the country, relying on students to provide technical assistance with school computers may place added risks.²⁹

As use of the Internet continues to grow, so does the amount of misuse. With record numbers of identity theft victims on the rise, law enforcement and Internet-based companies are experiencing a new type of offender. More teens are running Internet scams using the World Wide Web.³⁰ Parents and schools will be increasingly faced with raising and educating children to use available technology responsibly. An emerging responsibility for parents is teaching children cyberethics, the ethical and proper use of the Internet.

In Littleton, Colorado, Eric Harris and Dylan Klebold, who were responsible for the shooting rampage at Columbine High School, were knowledgeable in computers and created web sites for personal use. They had also helped to create the Columbine High School website. Both of these websites contained information on making pipe bombs. Neither their parents nor the school took responsibility for monitoring the content of these web sites.³¹

With increased violence occurring across the country, Skyline High School in Longmont, Colorado is conducting a one-year pilot program testing sophisticated weapon scanning technology originally developed for the military. Nine units placed at the school's entrances will help school officials monitor what is brought onto the campuses. Representatives from the manufacturer, World Net Technologies, claim this latest generation of metal detector has the ability to identify what brand of weapon is being carried, and can detect weapons hidden in body cavities.³²

Economic

Because of limited district funding, parents of approximately 400 of California's 1000 public schools have formed private foundations to assist with funding of such items as classroom equipment and some limited staff salaries.³³ The amount varies among schools that have foundations in place, but can be as much as two thousand dollars per student, as in the case of San Mateo County's Woodside School Foundation. This clearly can cause tension amongst those without the means to raise such capital. Parents with far less means of financial support still believe their children should have the same benefits as the ones who do.³⁴

In an attempt to reform education systems, President Bush signed into law a bill that requires schools to raise all students' math and reading proficiency within twelve years.³⁵ The bill gives \$135 billion dollars to education in an effort to provide students a better chance to "learn, excel and live out their dreams."³⁶

There are estimates that approximately twenty percent of California children currently live in poverty. This is an increase of 2 percent from ten years ago. Many of these often resort to crime or gangs.³⁷

In 1988, California Proposition 98 was signed into law establishing a minimum funding guarantee for K-12 graders. It provides a fixed percentage of the state's general fund revenues directed towards education, with protections from cuts that have adversely impacted some of the other services supported through the state's budget. In 1988, this percentage equaled at least forty percent of the state budget for schools. With protections of Proposition 98 in place, future funding for public safety could be impacted as cities and counties compete for limited state resources. One area of concern is relevant to the

issue under study, in that significant sustained funding for School Resource Officer positions for local law enforcement agencies is through competitive grants.

Many of today's police agencies grant-funded school resource officer programs are due to expire within the next few years. The emerging funding landscape caused by the terrorist attacks may also significantly inhibit the prioritization of school resource officer programs as important in the face of other pressing needs.

Political

Because of concerns about school violence, a recent California Supreme Court decision gave school officials the authority to stop, question and investigate students without "reasonable suspicion." This will give schools more latitude to deal with potential safety issues they may be facing.³⁸

Illegal drug use continues to be high among America's youth, with 226 million dollars spent on Drug Awareness Resistance Education (DARE) or similar programs each year.³⁹ Studies are showing no real difference in drug usage by those who are exposed to such programs and those who are not. DARE programs are rethinking strategies that may allow for departments to customize their program to meet the needs of specific communities rather than strictly conforming to the curriculum.⁴⁰

On March 25, 1999, the Michele Montoya School Safety Act was adopted in California as a result of the brutal rape and murder of a high school senior by a substitute janitor with an extensive criminal history. This legislation requires school districts to obtain criminal background checks on specified certificated and non-certificated employees prior to hiring. The certification of employees contracted to schools from outside sources must also be screened prior to employment. In addition, employees hired

before September 30, 1997 must be terminated if the district is given notice by the Department of Justice the employee has been convicted of a violent or serious felony.⁴¹

The Supreme Court is considering drug testing for non-athletic activities such as band and debate. If students refuse, these laws would give schools the authority to keep students from participating in such after school activities. Some question if this makes sense, since a 1995 study found uninvolved students are 49 percent more likely to get involved in drugs. This demonstrates the importance of having constructive after school activities for youth.⁴²

Years ago, typical issues faced by school officials were limited to tardiness and gum-chewing in class. Today, serious complaints by teachers, administrators, and students include weapons, gangs, physical assaults, and drugs.⁴³

Possible contributors to school violence and issues include:

- Exposure to violence within the family and community
- Child abuse and neglect
- Poor parenting practices and lack of interest in children's activities
- Peer pressure to engage in harassment of other students, drug or alcohol use, and truancy
- Prejudices based on race, religion, ethnicity, physical appearance, social class, disability or gender
- Information on how to make explosive devices and unsupervised access to firearms
- Excessive exposure to violence in television programming, movies, video games
- Drug or alcohol abuse

- Lack of conflict resolution skills
- Lack of quality role models and the availability of inappropriate role models
- Perceived lack of opportunity to be successful through legitimate means
- Failure to detect and treat children exhibiting warning signs of being troubled
- Lack of adult supervision of, and positive interaction with, children after school
- Negative student self-image⁴⁴

The issue of this project is to discuss and identify the role of school resource officers for large urban agencies to deal with growing issues facing high school students, the police, and school officials. This study demonstrates a definite need for law enforcement to take an active role in the development of today's youth.

To properly address the complexity of challenges facing future school resource officers, many partners must be included. In addition to law enforcement and the schools, a broad spectrum of other constituent groups must become involved. This would include representatives from social service organizations and child advocacy groups, parents, the juvenile court system and other community-based organizations. The next chapter will detail a futures study for this project.

CHAPTER TWO
FUTURES STUDY

Introduction

The future of school resource officers on high school campuses by 2007 cannot be predicted with any certainty; however, it is possible to identify significant trends and possible events which could impact strategies developed by an agency.

The NGT is a process to solicit information from a panel or group on any given topic. During the process, panel members discuss, clarify, and prioritize the information they produce. A panel was selected looking for a wide range of experience, knowledge, educational backgrounds, and their ability to provide insight and understanding to the possible future role of school resource officers in high schools.

The NGT process was used as a method of brainstorming information to identify trends and events that could impact the issue statement “What will be the role of police school resource officers in large urban agencies by 2007?”

The NGT panel consisted of seven community members with diverse backgrounds and experience levels. The panel included the following (Appendix A):

- A high school principal from the Sacramento City Unified School District
- A Sacramento Chamber of Commerce member and community activist
- A Sacramento City Unified School District Safe Schools manager
- An administrative assistant who works for Sacramento City Councilman
Dave Jones
- A City of Sacramento area director responsible for its Neighborhood
Services Division

- A sergeant with the Sacramento Police Department in charge of its School Resource Officer Program
- A member of the Board of Directors for the Sacramento Boys and Girls Club

There were two additional members of the Sacramento Police Department present to assist with the facilitation process of the meeting.

Prior to the actual meeting, all panel members were provided with written information about the issue, definitions of trends and events, and the process. They were asked to be prepared to identify trends and events that could possibly impact the issue statement.

TRENDS

The NGT panel was first asked to identify trends as they relate to the issue statement. Trends are defined as a series of incidents that indicate a level or direction in which a particular issue may be heading. They do not necessarily predict the future. Trends are based on the past, present, and future and can be quantitative or qualitative. They should be relevant to the issue being discussed and stated in terms defined and understood.

The NGT was done in a round-robin exercise to ensure participation by all members and eliminating the potential for domination by any one individual. The NGT panel identified a total of forty-seven trends (Appendix B). Some of the initial listed trends overlapped, so the group discussed the meaning and consolidated when possible. After reviewing and clarifying the meaning of the trends, the panel members prioritized

the trends into their top eight which they felt had the greatest potential effect on the issue statement. The NGT panel was then asked to assign a numerical point value to each of the trends for the following time frames: five years ago, five years from now, and ten years from now, and finally the level of concern. This was with the understanding that this was based on “today” being a “100”.

TREND TABLE

TREND	-5 YEARS	TODAY	+5 YEARS	+10 YEARS	LEVEL OF CONCERN (1-10)
T1. Level of parenting skills	100	100	100	125	9
T2. Level of community involvement	50	100	120	125	9
T3. SRO specialization	50	100	150	200	7
T4. Level of shared funding	85	100	115	125	10
T5. Crimes using technology	25	100	200	250	7
T6. Level of interaction with police	10	100	150	160	8
T7. Level of immigration	80	100	120	150	9
T8. School violence incidents	50	100	150	170	10

Trend Table
Table 2.1

The eight trends and median values given by the NGT panel are listed in Table 2.1. The values in columns two through five represent the level of each trend compared to today, and the direction of the trend in the future.

The panel identified and discussed the following trends:

1. Parenting skills

The panel felt the level of most parents lacked the necessary foundation that will help their children to cope with issues facing them in their daily lives. This includes the ability to function and deal with the stresses of growing into adulthood. The panel felt a need for reinforcing basic parenting skills, responsibilities and values their parents instilled in them.

2. Community involvement

The panel felt the level of community involvement has doubled in the last five years and will slightly increase in the next five years. Unfortunately, the level at which parents are involved with their children is not sufficient. Some possible reasons for this, both parents are required to work to support family needs, and the increase in divorce rates where single parents are forced to raise their children. Panel members who are within the education system summed it up by stating that, “our kids of today are being raised at school.” The panel felt what is needed is more community-based education systems to help parents raise their children.

3. SRO specialization training

Since the concept of the School Resource Officer’s is fairly new in law enforcement, the panel felt it has not yet fully developed to its potential. With more law enforcement agencies instituting SRO programs, the need to expand officers’ roles beyond that of an enforcement component exists, and will most likely double in the next

ten years. The panel agreed that traditional police training methods are not sufficient. Specialized training must be provided to officers who become School Resource Officers.

4. Level of shared funding

Although the panel felt the level of shared funding by law enforcement and school districts would continue to grow slowly over the next ten years, it was rated as one of their highest level of concern. Currently, school resource officers positions in Sacramento are paid through United States Department of Justice COPPS grant funding. These grants are 3 years in duration, with no guarantees that funding will continue. Panel members agreed that current school resource officer programs are working, but often what impacts the presence of such programs is the availability of funding. Since there are multiple beneficiaries of such programs, funding responsibilities should be shared between schools and law enforcement.

5. Level of crimes involving technology

The panel felt the level of crime involving technology has quadrupled in the last five years, and will possibly double in the next five years. With the rate at which technology is advancing and expanding in its availability, so does the potential of crimes involving the use of technology. There are already record numbers of increases in identity theft for financially-based crimes; the use of technology will eventually involve school records tampering, and accessing of confidential information.

6. Level of interaction with police on campuses

This is the one trend the panel identified that had the largest jump from five years ago to today, and with a moderate increase over the next ten years. The panel members with education backgrounds agreed that law enforcement must become involved with children while they are still in elementary grades, specifically in the areas of positive decision-making and developing self-esteem. The feeling was that by the time they are in high school, it was too late to address their issues. One panel member stated, “By then, law enforcement is nothing more than a big stick to them.”

7. Level of immigration

The panel projected that, as immigration and diversity continues to grow, schools will face more challenges with students. It appears the increases in immigration and diversity are happening at a much faster pace than the assimilation and awareness of cultural issues, thus causing tension and violence. With the events of September 11th and continuation of the war on terrorism, a growing population of immigrants will become victims of bias-related crimes.

8. Number of School violence incidents

The panel felt the number of violent incidents occurring at schools, including the severity of those acts, has doubled in the last five years and will continue to rise. They also listed this trend as their highest concern. Causes include students resorting to acts of violence against one another relating to issues occurring at school. Additionally, with the

exploitation and sensationalism of such events by the media, which often glorifies the actions of a few, acts of school violence will continue.

The results of the trend analysis revealed of the eight identified trends that will most likely impact the future role of law enforcement in high schools, the level of school violence was of greatest concern. Based on the median values assigned by the panel members, the level SRO specialization and crimes using technology will increase the most. The panel also felt that the level of parenting skills would have the least amount of change during the time period discussed.

EVENTS

The NGT panel was next asked to identify potential events that could impact law enforcement's role in high schools. Events are singular occurrences. They occur or could occur at a specific date and time. The panel identified a total of forty events which could have a significant impact on the issue (Appendix C). The panel once again reviewed and discussed the entire list to identify events that were overlapping and to consolidate when possible. Once this was done, the panel then prioritized the events into the top eight which they felt had the greatest potential impact on law enforcement's future role in high schools.

EVENT TABLE

<u>EVENT</u>	<u>YR>0</u>	<u>+5 YEARS</u>	<u>+10 YEARS</u>	<u>IMPACT +10 to -10</u>
E1. Terrorist assault on campus	1	100	100	+10
E2. Education code requires professional standards	4	15	25	+8
E3. Parenting skills law	5	25	50	+9
E4. Mandatory military enrollment	3	20	50	+2
E5. Federally funded SRO programs by ratio	4	50	75	+8
E6. Suspended student supervision law	2	5	70	+9
E7. Statewide student data base	2	15	100	+2
E8. Middle school grades 7-9	8	0	10	+3

Event Table
Table 2.2

The eight events identified by the NGT panel and median values assigned are listed in Table 2.2. The values in column two represent the first year the panel believed the event was likely to occur. The values in columns three and four represent the probability of the event occurring within the next five or ten years. The values in column five represent the impact of the event on the issue of law enforcements future role in high schools. The level of impact can be either positive or negative.

The NGT panel identified and discussed the following eight events:

1. Terrorist assault on campus

With the increase of terrorist acts occurring, the panel felt that if an attack were to occur on campus, it would have the greatest impact to the issue of law enforcement's role in high schools. As more incidents occur around the world involving individuals using destructive devices, the potential for a school as a target is potentially high. Community outcry would evolve from an incident and, with sensationalism of the media coverage, this would spotlight the individuals and their political causes. This was the one event the panel felt had the highest likelihood of occurring very soon. The panel also voted it as having the greatest impact of all the events listed.

2. Education code requiring professional standards

The panel felt if the education code were modified to require school administrators and teachers to have similar education and training as other recognized professions, such as a physician, it would improve the quality of instruction. Panel members with education backgrounds felt a lack of consistency in teacher accreditation exists. Increased standards would positively affect compensation and would also aid with the recruitment of future teachers. The probability of this occurring is very low.

3. Parenting skills law

The panel discussed how the development of a very specific law which held parents accountable for the development, conduct, and education of their children. This would include requirements, restrictions and penalties for failure to meet acceptable

levels in raising their children. If such legislation were to be enacted, it would surely be very politically sensitive in that it must leave little discretion for the courts. Law enforcement on the local level would be responsible for enforcement of such statutes, much like current child welfare and protection laws. They felt the likelihood of occurring was relatively low, but if developed, such a law would have a substantial level of impact.

4. Mandatory military enrollment

The panel projected that if mandatory military enrollment for graduating seniors who did not enroll in college were enacted, it would motivate those marginally acceptable to apply themselves academically to avoid going into the armed services. For those who choose not to attend college, mandatory military enrollment would strengthen the armed services and provide the necessary training and skill development some are lacking. The probability of this occurring is moderate.

5. Federally-funded SRO programs by ratio

The panel agreed that school resource officer programs in schools are successful and would like to see such programs on all campuses. Because of funding issues, this would only be accomplished through government assistance and mandates based on school population and other factors such as reported crime or delinquency rates. This would be in competition with other priorities set because of September 11th. The probability of this occurring is moderate.

6. Suspended student supervision law

The panel felt a city ordinance was needed governing the actions and restrictions of students who are on suspension. Currently, as students are suspended and sent away from campuses, nothing limits their ability to go about as they please without supervision. An ordinance requiring them to be under adult supervision while on suspension would reduce the capacity for students to commit crime or engage in other delinquent behavior. It would also diminish the appeal of suspension as merely a way to get out of class. The probability of this occurring is moderate.

7. Statewide student database

The establishment of a statewide student database would allow schools to track students. This would also allow comparisons of student and school achievements, and provide a mechanism to identify and document information regarding students, such as criminal history and probationary status. The establishment of a database would provide law enforcement and school administrators the ability to monitor and modify student information as they move from one jurisdiction to another. The probability of this occurring within ten years is high.

8. Reestablishment of middle school grades 7-9

The panel felt a strong need to reinstitute the junior high school concept of seventh through ninth graders. In Sacramento, high school grade levels include ninth graders. Their reasoning was not to separate the seventh and eighth graders from some elementary schools, but rather to bring the ninth graders away from high schools. This is

consistent with the philosophy of starting law enforcement’s involvement in elementary school rather than high school (Trend 6). The probability of this occurring is very low.

CROSS IMPACT ANALYSIS

One week after completion of the NGT, three panel members were invited back to assist with the Cross Impact Analysis exercise. This process allowed the members to look at the relationship between events and trends, and evaluate whether they would positively or negatively impact one another. The impact on the issue statement was then assigned a value ranging from –5 to +5: Minus five was assigned as the extreme value for a negative impact, plus five was designated as the extreme positive impact on the issue statement. Zero represents no impact. The members converted the cross impact values into median values. The values are represented in Table 2.3

TRENDS								
EVENTS	T-1	T-2	T-3	T-4	T-5	T-6	T-7	T-8
E-1	0	+3	+4	+2	+2	-1	-5	-3
E-2	0	+1	+1	-2	-2	+5	+2	+2
E-3	+4	0	+1	0	+2	+3	-3	+4
E-4	0	0	+1	0	0	0	+2	+2
E-5	0	+2	+4	-1	+1	0	+2	+5
E-6	0	+2	0	0	0	0	0	+3
E-7	0	+1	+3	0	-2	+3	+3	+2
E-8	0	+1	+1	0	0	+1	+2	+2

Cross Impact Table
Table 2.3

The analysis of the panel’s values scoring indicated significant impacts on trends by four of the eight events. The following summary is based on the data in Table 2.3.

The analysis indicated that if Event One, Terrorist Assault On Campus, occurred, it could have a positive effect on the level of parenting skills. With such an act occurring, it would have a tendency to bring families and communities together supporting each

other. With the recent events of September 11th, people across the country can be seen helping one another. This would also bring about a greater desire for school resource officers and specific training (T-3) for those in these positions. This event would most likely have a negative impact on immigration and diversity (T-7) issues because of raised tension and hatred of those responsible for such an event. This would also negatively impact the overall trend of school violence because of media sensationalism and others committing similar events. Law enforcement would also be scrutinized over its response and preparedness in preventing such incidents.

If Event Three, Parenting Skills Law Enacted, were to occur, it would greatly impact the levels of parenting skills (T-1) in that all parents would be required to receive training in raising children and how to deal with parental issues. This would also improve the relationships with police starting in the elementary grade levels (T-6) and reduce the potential of school violence (T-8) through parental involvement while children are growing up. The panel felt this was one of the main reasons for delinquency rates and increased violence in youth.

If Event Five, Federally- or State-funded SRO Programs Based on Student Ratios or quantifiable need, were to occur, the panel felt that it would ensure those schools which met minimum requirements would be guaranteed school resource officers on campus. Additionally, the panel stated that specialized training was needed for these officers since the issues they deal with on a daily basis are not the same as traditional law enforcement officers. Some schools with larger student populations could have more than one officer. The experiences of panel members have already recognized the positive impact that school resource officer programs have on campuses.

If Event Seven, Development of a Statewide Student Database, were to occur, this would allow the tracking of student records anywhere in the state. This could be incorporated into the specialized training of school resource officers (T-3) in that it would provide them with additional information about students that they might be dealing with. A potential negative impact would be in the event unauthorized individuals access the database or if records could be tampered with (T-5).

The cross impact analysis revealed two events with very little effect on the listed trends. They were the establishment of a mandatory military enrollment (E-4) and suspended student supervision law (E-6).

SCENARIOS

Scenarios are based on information derived from the NGT process. They are stories that help visualize a bit of realism in projecting the future. This allows one to highlight dramatic changes and events, and focus on alternatives when implementing strategies in schools. The three scenarios developed reflect an optimistic or desired future; a pessimistic or disastrous future; and a surprise-free future where little change has taken place.

PESSIMISTIC SCENARIO

Sacramento, California, December 2006

With last year's landslide upset of President George W. Bush's hopes for re-election to a second term, our country's hope of improving the education system are just about forgotten. Since assuming office, practically every campaign promise by Bush's

successor, President Arnold Mack, has failed to materialize. Most notably was his commitment to public safety through increased funding to local law enforcement. In his most recent public address, President Mack announced that he intended to redirect future funding slated to go towards law enforcement's budgets. The president blames the move on the on-going expenses from the war in Afghanistan and the search for Osama bin Laden. One area of public safety most likely to be affected is in the area of law enforcement presence on school campuses. With their presence already severely limited on most campuses across the country, the future appears even bleaker.

As the president's announcement travels across the country, parent and teacher groups throughout the state begin banding together to protest the reduction or elimination of law enforcement's presence. All news stations are reporting incidents of vandalism and violence by students who know the police are busy elsewhere. Some are as a result of discontent, others because a few are taking advantage of the news and using it as a platform to wreak havoc. Community leaders are asking everyone to remain calm and to stop the violence, but their voices are going unheeded. As reports continue on local news stations in Sacramento, one person states on camera, "What does the president expect? Our nation is already experiencing a crisis as our children are learning on the streets how to survive rather than learning in classroom how to become the leaders of tomorrow."

OPTIMISTIC SCENARIO

Sacramento, California, September 2007

Today at 9:00 A.M. a press conference will be held announcing the grand opening of the newest high school in the City of Sacramento. River City High is unlike others

currently in the state capital and around the country. This school will have the traditional amenities: classrooms, a cafeteria, gymnasium, and exercise fields. But what sets this new school apart is that it will also be the home of the Sacramento Police Department's East Patrol Division substation. In a bold move, Chief William Arnold decided he needed to take his department's traditional community oriented policing philosophy one step further. His goal is to partner with a local high school and actually operate law enforcement services from the campus. There have been studies showing a correlation between the success of education and involvement with law enforcement.

Of the 25 high schools the Sacramento area, Chief Arnold chose River City High because of its varied demographics, reputation for violence, low aptitude test scores, and its high delinquency rates. Some have already made up their minds this will not work, but Chief Arnold remains optimistic that not only will this make his department better, it will also turn the school and surrounding community around.

In the development of this partnership with River City High, Chief Arnold's idea was not initially well received. Members of the City Council and local school administration officials had to be convinced of the concept. City Council officials were concerned about the public's perception of partnering everyday law enforcement services with education. Additionally, school officials were concerned how the department's presence would impact their campus.

One of the highlighted components to be revealed will be the inclusion of police officers as part of the teaching staff. They will be delivering several new components such as law, cultural diversity, stress management, and early parental skill development.

Additionally, the vice-principal position, which typically is the school disciplinarian, will be a sworn peace officer.

This bold new move is catching the attention of Governor Thomas of California, who has appointed a committee to measure the impact and level of success it will have in Sacramento. If the results are as anticipated, we may be seeing similar partnerships throughout the state.

SURPRISE FREE SCENARIO

Sacramento, California, November 2004

For the third straight year, Sacramento's overall crime rate remains the same. The only notable increase is the amount of crime and incidents occurring on school campuses throughout the capital city. As continued policing of fourteen school campuses remains the responsibility of eight school resource officers, resources and duties continue to be stretched to the maximum. As School Resource Officer Imoff begins another day of patrolling his area around Burbank High School, he recognizes several students that he sees every morning hanging around the AM-PM just down the street from campus. He pulls his police cruiser into the parking lot; they recognize him and begin walking in the general direction of the school. He pulls up to them and asks, "How come I see you here every morning, but I never see you buy anything in the store?" They seem to ignore him as they walk slowly toward the school, so he asks them again. This time, one of them answers without making eye contact, "Because we don't have any money, that's why." As Imoff drives slowly out the parking lot shaking his head, he thinks to himself, "There goes our future."

Shortly after leaving, Imoff receives a call to Hiram Johnson High School to assist the vice-principal with parents creating a traffic jam dropping their kids off at school. Seems to be a daily occurrence just like clockwork. “Don’t think I can stand the excitement,” he thinks as he winds his way through the morning commute. As usual, he thinks about his daughter, Amy, who is attending Sacramento State studying to become a teacher. “Boy, if Amy would only listen to me. She doesn’t know what she’s getting herself into.” Dealing with kids that don’t care about anything, parents who aren’t involved with their kids. Someday she will understand what I meant. “Well, at least I have my retirement to enjoy in a few years, he thinks to himself.”

SUMMARY

These scenarios might illustrate three different futures a large urban law enforcement agency may be faced with by the year 2007. With the optimistic scenario being the most desirable, focus must be placed on the importance of how events can affect trends. Police and education administrators must prepare for the future. The use of good strategic planning and transition management will be crucial. This will be discussed in the following sections.

CHAPTER THREE

STRATEGIC PLAN

Introduction

Strategic planning is a structured process of bringing anticipations of the future into decisions of today. It helps organizations develop a vision for the future and a pathway to get there. It involves objectivity and subjectivity while allowing room for creativity. The purpose is to help attain desired outcomes through proper preparation and anticipation of potential obstacles. The process will set a framework for advancement, strategy for allocation of resources, enhance internal coordination, and establish accountability.

The following plan will define strategies for a large urban law enforcement agency in developing the future role of school resource officers by 2007. The optimistic scenario from Chapter Two will be used to develop a strategic plan. Although it is just as the title states, optimistic, it is better to aim high and come somewhere in the middle rather than aim for the middle and hope to make it.

Organization Description

The City of Sacramento is known for many things beyond being the capital of California. Incorporated in 1849, it is known for the discovery of gold by Captain John Sutter and is known as the central valley of California. The area is rich in history and sits in the confluence of two rivers and serves as a community to live, learn, work, and play.⁴⁵T The city encompasses ninety-eight square miles and has a diverse population of 407,000 people. The ethnic composition of the city is about 48.3 percent White, 16.6

percent Asian, 15.5 percent African American, 1.3 percent American Indian/Alaska Native, .9 percent Hawaiian/Pacific Islander, 11 percent Other, and 6.4 percent of 2 or more races.⁴⁶ It has a mayor/city council form of government and is known for its liberal views. The city is administered by a city manager who is appointed by a majority of the city council. The city is divided into eight council districts, each with an elected representative.

The Sacramento Police Department has about eleven hundred employees who provide services to the community. The chief of police, who is appointed by the city manager, leads the department. The department is organized into four offices, each headed by a deputy chief of police with the exception of the Office of the Chief, which is led by a captain. The annual budget of the department is 90 million dollars.

The department has been recognized as a leader in the area of community oriented policing throughout the world. It manages one of three Regional Community Policing Institutes (RCPI) programs in the state. RCPI trains law enforcement and community members in community policing philosophy, strategies, and tactics.

To work in partnership with the community, the department has 72 problem oriented policing (POP) officers deployed throughout the city. Each team of 12 officers is responsible for developing relations with the community and problem-solving issues through community oriented policing strategies. A sergeant who reports directly to an area captain supervises each team of officers.

The department currently has a sergeant and eight school resource officers (SRO) assigned to eight high and six middle schools. Funding for these positions is through a

Department of Justice, Universal Hiring Plan supplemental grant. Their function includes, but is not limited to:

- Work closely with school staff to identify specific problems and focus on long-term solutions.
- Maintain a highly visible and open presence on each campus to encourage positive student interaction.
- Closely monitor the various functions within the school and youth community.
- Conduct off campus duties of picking up truants, and networking with community businesses and neighbors.
- Work closely with any conflict resolution or truancy program at each site.
- Schedule presentations and training to school staff, students, and parents as requested on school safety and crime prevention issues.
- Act as liaison officer between school site and police department.
- Conduct follow-up investigations of crimes that occur on or near the school campuses when possible.

The department also has eight detectives assigned to the Youth and Family Services Section within the Office of Investigations. Their function is to address juvenile delinquency and family violence. Future plans are to incorporate the School Resource Officer Program within the section.

Currently, the Sacramento Police Department has a four year integrated high school program entitled “The Academy of Criminal Justice and Community Services” at three high schools in the city. Similar programs exist in other cities, but what makes this program in Sacramento unique is that it is the first to have a complete and equal

partnership with the school district. The program focuses on studies in the criminal justice field, teamwork, high academic achievement and the development of career skills through continued education.

The current Sacramento Police Department's vision, mission, and values statement was modified for the purpose of this project. The vision statement describes what the department's goal is for the future. The mission statement identifies how the department will work in partnership with the community to address quality of life issues. The values statement identifies core characteristics or principles that guide attitudes, decisions, and actions.

Mission Statement

The mission of the Sacramento Police Department is to work in partnership with the schools to protect life and property, solve neighborhood problems, and enhance the quality of life for present and future generations.

Vision Statement

The Sacramento Police Department is dedicated to establishing a direction and plan for the future. There will exist a high level of confidence and trust between the police and community. A partnership will be developed between law enforcement and schools to build a strong foundation for our leaders of tomorrow.

Values

As members of the Sacramento Police Department, we accept responsibility for contributing to the quality of life in our community. We believe the character of our Department is best reflected in the quality of service provided by each of our members.

We will meet the challenges to provide quality through our shared values and commitment to:

- Serve in an impartial, courteous, responsive, and effective manner.
- Maintain an attitude that respects the dignity and rights of those we serve.
- Facilitate open communication with the public.
- Support inclusion and diversity in our organization and in our community.
- Professionalism which is the result of a clear sense of perspective and direction, strengthened by teamwork and innovation.
- Remain enthusiastic and put empathy first and foremost in public and employee relations.
- Promote community involvement and cooperation.
- Be ever mindful that we are members of the public we serve.

All that we do will reflect a “commitment” which ensures we merit the support and trust of our community.⁴⁷

Goals and Objectives

The Sacramento Police department has been the lead partner in the operation of police resource centers since 1993. The police resource center is a multi-disciplinary approach to solving problems. The centers operate in centralized locations in

disenfranchised neighborhoods that have high crime rates and they offer easy access to a variety of services customized for the particular needs of the surrounding community.

For example, the Stockton Boulevard Resource Center is located in a large enclave of Southeast Asians and offers a variety of services to address the specific needs of that population, such as employment services and any other social needs.

Additionally, the police department works in partnership with service providers in the center to facilitate any identified needs that are adversely impacting this group, such as gang prevention workshops, mentoring, and assisting with after school activities. The centers are used as “Safe Havens” where the community feels safe to use for meetings and other group functions. All of the centers are operated by a multitude of partners who work together within the facilities to solve problems that are affecting the surrounding neighborhoods. Based on the success of Resource Centers, the Sacramento Police Department would expand this program to be used on six high school campuses.

The following is a description of the goals and objectives that would be utilized with a Service Resource on the high school campuses in the City of Sacramento:

- Establish a consistent presence on campuses through establishment of six resource centers within one year. One center would be located at a designated school site in each of the six police sectors within the city.
- Evaluation and development of safe school plans and increase safety measures on campuses within six months of operation. Annual reviews and evaluations will be the responsibility of the assigned school resource officer at the conclusion of each school year. Statistics will be collected on any reported crimes, truancy rates,

student drop out, attendance, student achievement, discipline, and frequency of service delivery by other partners.

- In addition to police personnel, service providers such as neighborhood services, parks and recreation staff and other community-based organizations will be invited to participate as partners located at the site delivering their services.
- Establish additional services such as mentoring, counseling, recreation and support services within six months of operation.
- Facilitation of conflict resolution, student/faculty problem identification, prioritization, commitment plan development at all six schools during the first six months of operation.

Currently, there are three police resource centers within the city; two are located in the southern section, and one is in the northwest portion. All are located within business complexes.

Expected Outcomes

- Law enforcement and the community will immediately begin working together to address school issues.
- Law enforcement will become better informed of the issues facing schools and students within the first three months.
- Law enforcement will develop better partnerships with service providers within the first year.

- Tension between law enforcement and students will be reduced in the first six months.
- Student and community trust will further develop as they see law enforcement working with schools during the first year.
- Number of reported crimes and incidents will decrease by thirty percent.
- Improved test scores by ten percent of the student population.
- Ten percent of students will be more likely to seek assistance from school administration and police.

Situational Analysis

This process involves an objective inventory and assessment of the organization's strategic strengths and weaknesses. The SWOT model will be used in this implementation strategy for the school resource officer's role in high school. This will analyze internal strengths and weaknesses as well as environmental opportunities and threats of the Sacramento Police Department.

Internal Strengths

- Current established partnerships in schools
- Police leadership share same vision
- Large agency with resources to dedicate to plan

Internal Weaknesses

- Communication breakdowns between ranks
- Budget constraints
- Not all officers have bought into theory of investment in schools

- Existing program not present through all parts of the city

Environmental Opportunities

- Schools support the concept
- Have support of city government and officials
- Have community support for involvement in high schools
- Assistance is available from community based organizations for resources
- Projected reduced violence in high schools
- Projected improved test scores and graduation rates
- Anticipated success in future outside funding opportunities

Environmental Threats

- Limited or no grant funding
- Potential negative media attention
- Lack of support from other collaborative agencies

Stakeholders

The identification of stakeholders and analysis of specific concerns and expectations are essential components to a strategic plan. Stakeholders can be individuals or groups who can be impacted by the outcome of these strategies. Their relationship to the organization can positively or negatively affect change, depending on their perceptions and actions. This could be a result of their committed involvement or lack of buy-in. The following fifteen people were identified as stakeholders who could impact a school resource officer's role in high schools.

1. School Administrators, such as district personnel, principals, and teachers.
 - Have positive interactions with law enforcement
 - Might be initially concerned with law enforcements involvement
 - Endorsement will generate buy-in from the community
 - Want to be part of the decision-making process
 - Want safety in their schools

2. Chief of Police
 - Wants community partnerships
 - Wants positive relationships
 - Wants organizations to be inclusive
 - Will want policies and procedures associated with this plan
 - Will want budgetary procedures associated with this plan
 - Will be concerned what city manager, city council, and community think of this plan
 - Will want buy-in from department members and Police Officers Association
 - May affect available funding throughout organization

3. City Manager
 - Will want to know the potential benefits of plan
 - Will want to know cost of plan to the city
 - Will want to know any liabilities associated with this plan
 - If not successful, will want to know if additional city funds need to be diverted to plan

- If successful, will want to know how this will affect the attractiveness of the city
4. City Council
 - Will want to know how it will benefit their districts
 - Will want minimal cost associated with this plan
 - Will want to know if community supports this plan
 - Support may change as members change
 5. City Attorney's Office
 - Will want to know liability issues associated with this plan
 - Will want legal document between all involved parties
 6. District Attorney's Office
 - Will want cooperative victims
 - Will want complete investigations
 - Will want successful prosecutions
 - Will want community support
 7. Sacramento Chamber of Commerce
 - Will be concerned about how plan will affect attractiveness of city for people considering relocating to area
 - If not successful, will it cause people to leave the city
 8. Police Officers Association
 - Will be concerned that officers are being tasked with duties outside their scope and responsibility

- Will be concerned that officers are reporting to other than department supervisors
 - Will be concerned of cost-saving measures that might compromise officer safety
 - Will want to be involved in part of the decision-making process
9. Neighborhood services
- Will want involvement in after school activities
 - Will want input into development of plan
10. Legislators
- Will want documentation of statistics to measure effectiveness
 - Will want recognition in program support
11. Civil Liberties Groups
- Will want input into development of plan
 - Will want to ensure rights of students are protected
 - Will want to work with the city and school district legal counsel to ensure that a proper Memorandum of Understanding (MOU) is developed
12. Social service providers
- Will want document identifying partnership and roles
 - Will want involvement in the development of plan
13. Media
- Wants media stories
 - Wants to be first to report the news
 - Wants access to restricted areas closed to the general public

- Could possibly help with publicity
14. Student body
- Will want input in development of plan
 - Will want involvement and representation in plan
15. Parent – Teacher association (PTA)
- Will want input in development of plan
 - Will want involvement in plan
 - Will want to ensure rights of students are protected
 - Will want safety of students a priority

Strategy Development

As part of the implementation plan, key areas of strategy development must be identified. Key stakeholders must be educated and committed to the development of the school resource officer's future role in high schools.

Strategy One: Executive management partnership

The success of the development of a school resource officer's role in high schools is dependent on the working relationship amongst stakeholders. The chief of police will take the leadership position of coordination and developing this plan. A working group will be established involving representatives from each stakeholder. This group must first collectively identify the needs, purpose, goals, and objectives of the plan. This process will help inform all participants of the issues and benefits to the community. It

will be important that participants have the ability to make decisions and commitment as to minimize obstacles or delays.

Strategy Two: City government support

Since this plan involves other city departments in addition to the police, it will be important to explain to other government officials the needs, purpose, and goals of the program. There will be concerns as to impact and dedication of resources, costs and potential civil liability to the city. As the leader of the implementation group, the chief of police can address the concerns and explain the benefit to the community.

Strategy Three: School district support

School district officials will have similar concerns of city officials. Teachers may have concerns regarding police officers filling traditional teaching or school administrative posts or loss of available office space. This issue will need to be resolved by the chief of police and school administration.

Strategy Four: Department support

This is divided into two areas. Support from management staff to oversee this program, and the support of rank and file to deliver the services. It will be important for the chief of police to have the direct support of the management staff to institute this plan successfully. This strategy involves using the management staff to promote this plan to other members of the Sacramento Police Department and to coordinate training for departmental staff and outside partners. Key line staff will have the responsibility for implementation of the plan.

Implementation Plan

The Sacramento Police Department will be the lead partner in the coordination and implementation of this plan. During the initial phase, participating agencies and their representatives will be identified. Agencies must identify personnel who are committed to the concept of the plan and who have the ability and authority to make decisions. As members of the planning group become involved, issues, priorities, and responsibilities for the plan will be developed and assigned.

With the number of high schools in the city of Sacramento, the ability to implement this plan in every school may not be possible. A consensus among stakeholders would be necessary to identify six schools with the greatest needs and demographics to conduct a pilot test of the plan. Initially, this would place one center in each of the six police sectors in the city. This would leave two school resource officers available for temporary absences in the event of illness or leaves because of accrued time off.

Annual evaluations will measure the implementation and effectiveness of the program. This will include input from those participating in the plan, and members of the community it serves. This process will also reevaluate the design to ensure goals and needs are being met. Information taken from the evaluation will be published in an annual report for review. If proven effective, the concept would be implemented at other schools in the city.

In order for this plan to be successful, a media strategy must be developed to inform the community about the purpose and commitment of everyone involved. This includes identification of key members at a press conference. Without community support, this program will not succeed.

Conclusion

To properly implement this plan, it is necessary to look into the future and forecast internal and external factors that could affect an organization's success or failure. The implementation plan is developed to provide a natural transition of events that lead to the development and implementation of school resource officers in high schools.

One major challenge will be the number of organizations involved and the required commitment on their part. In today's society of diminishing resources and budgets, obtaining commitments can be difficult. Most organizations have ample work and commitments and may be reluctant to venture into another partnership. This is why the initial delivery of the concept will be key to gain their participation.

As the plan begins and grows with representatives, it will be crucial to develop a plan to manage the transition from the present state to the desired future state. An effective plan will keep members on task and focused. The next chapter will discuss transition techniques and strategies.

CHAPTER FOUR

TRANSITION MANAGEMENT

Introduction

To move organizations from their present state to the desired state, a transition management plan is essential. The following plan will consist of a commitment plan and transition techniques that will prepare the organization for change or to mitigate the impact of that change. In order for strategies to be implemented for developing the role of school resource officers in high schools, organizational priorities must change. Organizational leadership must understand why change is important and how to achieve support for organizational change to acquire success.⁴⁸

Commitment Plan

An important aspect to organizational change is a critical mass of individuals or groups whose active commitment is necessary to provide energy for the change to occur.⁴⁹ The following are a list of stakeholders whose active support is necessary to develop school resource officers' role in high schools. These people reflect what is called the critical mass. To best identify the critical mass for this issue, one must determine which stakeholders most influence each other and are necessary for this plan.

- Mayor
- City Council
- City Manager

- City Attorney
- Chief of Police
- Police managers and key line officers
- School District Administration
- Grassroots organizations

A commitment planning chart (Table 4.1) illustrates the key stakeholders' commitment to change, and shifts in commitment necessary to accomplish the strategic plan. This technique works on the assumption the commitment of each member or group within the critical mass is necessary for the plan to succeed.⁵⁰

Critical Mass Groups/Individual	No Commitment	Let it Happen	Help it Happen	Make it Happen
1. Mayor	X		→ O	
2. City Council	X		→ O	
3. City Manager	X	→ O		
4. City Attorney	X		→ O	
5. Chief of Police		X		→ O
6. Police Managers and key line officers		X	→ O	
7. School District Administration		X		→ O
8. Grassroots Organizations		X		→ O

Commitment Chart
Table 4.1

In the commitment chart, the “X” denotes the critical mass group/individual’s current position. The “O” denotes where their commitment is needed. An analysis of the commitment chart indicates most of the groups or individuals listed are in a position to

increase school resource officers role in high schools. Three stakeholders stand out from the rest – Chief of Police, School District Administration, and Grass roots Organizations – because of their ability to make change happen. Currently, informal partnerships already exist, but more formalized programs and agreements are needed.

The following is an analysis of current and projected commitment levels for each member of the critical mass.

Mayor

The mayor's ability to gather community support is a vital component to the success of this strategy. With his or her working relationship with the city council and city manager, this would ensure their support also.

City Manager

The city manager is in a position to let this project happen. Although not directly involved, the position has the ability to direct involvement of city departments and resources.

City Attorney

This member is not currently involved, but, without their support, the city manager or council will not let the program happen. Since the city attorney is responsible for ensuring the City does not expose itself to potential civil liabilities, it will be necessary to involve the office early in program development.

Chief of Police

The chief of police is in a position to gather the involvement and commitment of all others to make this project happen. As head of the law enforcement agency, he or she must have the direct support of management staff to institute this plan successfully.

Other Department Personnel

As the ones who will actually complete the work necessary to implement the plan, it will be necessary to gather their support and commitment early. Their actions will determine if the program is a success. They must present themselves as committed to the plan.

School District Administration

As the second most vital partner in this plan, they have the ability to make this change happen. The basis of this plan is to implement law enforcement involvement and program on school campuses. Location of the program is vital.

Grassroots Organizations

With the ability to make changes happen, they are the third critical component to implement this plan. They possess the ability to provide needed services to the community and schools.

Transition Techniques

Part of the transition plan used by department leadership is to educate others on how they influence other members of the critical mass. It fosters a better understanding of each individual's present roles, identifies specific responsibilities with timelines, and determines how they will interact with each other. This is accomplished by defining the

optimum behavior for each individual or group involved in the plan. The roles ultimately affect decisions or actions. A responsibility chart should be designed to assess alternative behaviors within the critical mass.⁵¹

Responsibility charting helps clarify behavior in the implementation of this plan. It will help to reduce any wasted time and reactions that could be based on emotions. Members of the critical mass will outline the chart during a strategy meeting. It also lists actions, decisions, and activities that will affect their working relationship as a result of implementation of this plan. Activities are listed along the vertical axis of the chart, and critical mass members are along the horizontal axis.⁵²

Actors →	Mayor	City Council	City Manager	City Attorney	Chief of Police	Department personnel	School dist. Admin.	Grassroots Orgs.
Decisions ↓								
Meet with Org's		S	S	S	R		R	
Personnel resources		S	A	S	S	S	S	S
Define plan		I	I	A	A	S	A	S
Build Strategies		I	I		S	S	R	S
Meet w/ Community	S	S			R	S	R	R
Train personnel					R		S	S
Maintain timelines		I	A	R	R	R	R	R

Responsibility Chart
Table 4.2

Table 4.2 illustrates what each critical mass member can produce. The following classifications are used:

- **R = Responsibility** – has the responsibility for a particular action.

- A = Approval – has power to veto the action
- S = Support – has to provide resources for the action
- I = Inform – must be informed or consulted before the action, but cannot veto

The goal is to gain consensus among the group regarding what actions are necessary to proceed with the plan. A clearer understanding and appreciation of each member's role should develop from this process.

The chief of police has the key role to make this plan successful. In order for this to work, support from others will be vital. This will be the chief's first duty before the plan can proceed.

Conclusion

This section discussed the dynamics of transition management. Knowing all of the stakeholders and critical mass, obtaining their commitment and working towards the development of a shared vision are crucial components. Partnerships and collaboration will be necessary to work effectively in the future. Police leaders should be mindful they will be the individuals who must facilitate and engage in change to maintain the organization's effectiveness.⁵³

CHAPTER FIVE

CONCLUSION

Project Summary

This project has identified public safety issues affecting large urban police agencies in providing services to high schools that demand a coordinated response from a multitude of stakeholders. These groups include students, parents, school administration, city/county social services, community based organizations, and the Sacramento City Neighborhood Services Division. Comprehensive community collaboration is essential to develop strategies that impact problems emerging on high school campuses. The ever-changing and dynamic landscape in high schools demands a multi-disciplinary approach to adjust to change during these fiscally challenging times. It is clear that a multi-disciplinary approach from involved stakeholders, integrated with existing police services, are essential to manage the complex concerns and problems associated with high schools. Even though police agencies will play an important role in the future of high schools, it is clear that public safety concerns cannot be handled through their efforts alone.

This study has focused on the identification of trends and possible events that could influence the placement and role of school resource officers, and has articulated strategic and transition management plans that can be employed in the future. Issues

facing schools are complex in nature and often difficult to discern. They affect not only the schools themselves, but also the surrounding neighborhoods they serve.

Recommendations for the future

It will be important for police leaders to take an active role in the development of school resource officer programs in high schools. This will require the development of strategic plans that provide a quick and effective police response to any issues that may occur on school campuses. It is crucial that community and police leaders collaborate to form a solid partnership in order to implement a multi-disciplinary plan to address the innumerable issues that involve public safety and student issues on school campuses. Currently, most police agencies do not have comprehensive school resource officer programs beyond that of security and enforcement. There exists a need to expand the involvement and scope of School Resource Officer programs to address other compelling and cogent issues faced by schools like drug and alcohol abuse, violence on campuses, prevention and intervention services, self-esteem, and positive decision-making skills. In addition to police presence, other providers must participate and offer services on campuses so that each problem is handled in a holistic and effective manner. The implementation strategy developed in this study utilizes current successful police resource center concepts as a starting point.

The benefit of a multi-disciplinary resource center is that the providers are located in a centralized and accessible location on a school campus. In this fashion, service providers can collaborate on the development of strategies that directly or indirectly

impact the concerns and problems affecting the individual school campus. For example, the school resource officer can identify and refer students to a specific social service partner in the resource center who will be able to work on rehabilitation efforts in an immediate and customized fashion. Because each high school has its own individual culture or personality due to variety of factors (e.g., social status, demographics, and so forth), it is important to note that each individual resource center can tailor its services appropriately to adjust to these differences. Currently, services provided to high schools are addressed in a generalized and, often times, inflexible manner that does not appropriately resolve problems due to these differences.

Implications for Leadership

The development of the school resource officer program on high school campuses has significant implications on police and school leadership. The chief of police and school superintendent must demonstrate the vision and focus to lead the critical mass to assist with high school issues. As leaders of the police department and schools, they have the opportunity and leverage to significantly impact and motivate the critical mass in the implementation and commitment of school resource officer programs on high school campuses. As chief executives, they have the ability to make change happen through their authority, leadership, and dedication to the program. The chief of police and school superintendent are key members in delivering a unified message to the critical mass and public to gain acceptance and commitment from them.

Cost Analysis

As has been presented in this project, financial and budgetary concerns will have a significant impact on the role of school resource officers and potential commitment from other partners. The implementation of a self-supporting resource center with several collaborative agencies will have a fiscal impact on the individual budgets of the partners. As future state and federal funds for programs become scarce or uncertain, associated agencies need to collaborate and work together to provide services and share expenses that will reduce redundancy and increase efficiency. However, the majority of the cost associated with this plan will need to be absorbed by the police department's operating funds and not rely on the uncertainty of grant funding. In this fashion, the importance and value of the school resource officer program will be emphasized as a basic core program along with patrol and investigative functions.

The inherent cost of an officer for the program in dollars cannot compare to the future cost the police department and schools will face if the school resource officer plan is not implemented. The problems on high school campuses illuminated in this project suggests that the police department, in any case, will need to deploy officers and use resources in schools to address problems that could potentially become worse with time. The school resource officer program is an investment for the future and would mitigate the potential growth of these problems thus saving the police department, schools, and partners the costs of addressing these problems in the future. The cost of an officer, including equipment and benefits, totals approximately 100,000 dollars per year. With most agencies short on staff and unable to fill existing vacancies due to retirements and a dearth of qualified candidates, dedicating fully trained police officers to work school resource officer positions instead of basic patrol services can be politically sensitive to

the community who demands officers on the street. Also, dedicating existing officers in schools will cause a burden in other areas of the police department that are already short on staff and resources. Since the implementation of such programs in 2000, school resource officers have handled an average of 3,800 calls for service each school year. This clearly demonstrates the importance of this program to the Sacramento Police Department in alleviating the burden of handling this workload and the need to incorporate this cost of this program into the existing operating budget in contrast to relying on grant funding. Furthermore, the actual number of calls handled by the school resource officers would most likely be higher without such programs because of the proven prevention and intervention it provides.

Summary

As the youth population increases, several institutional systems will need to significantly increase services in the foreseeable future. Along with this population increase, it is projected that crimes involving youthful offenders will be on the rise and will become a major public safety concern.⁵⁴ Schools and police are extremely important components in any meaningful planning to address these concerns. However, it is also the responsibility of the entire community, both public and private, to assist in a collaborative manner in the planning, development, and implementation of strategic programs to meet these demands to ameliorate potential problems before they occur. The school resource officer program outlined in this project would be a catalyst for preventing problems and assisting in the development of successful futures for youth. It is incumbent upon both police and school leaders to work together to make the school

resource officer program a reality before the problems become catastrophic and a whole generation of youth are adversely affected in a long term fashion. “Pay now, or pay later!”

Appendix A
List of NGT panel members

- | | | |
|----|-------------------|-----------------------------------------|
| 1. | Andre’ Douyon | Hiram Johnson High School |
| 2. | Tom Burris | Sacramento Chamber of Commerce |
| 3. | Randy Hood | Sacramento City Unified School District |
| 4. | David Gonzalves | City of Sacramento |
| 5. | Tim Quintero | City of Sacramento |
| 6. | Mike Cooper | Sacramento Police Department |
| 7. | Richard Shiraishi | Boys and Girls Club of Sacramento |

Appendix B
List of Trends

1. Amount of high tech crimes
2. Use of technology in fighting crimes
3. War on terrorism
4. Level of parenting skills
5. Anger management training
6. Community involvement through early intervention
7. Trust level of police
8. Interaction at school sites
9. Feeling of security
10. Level of school violence
11. Principal discretion
12. Political involvement
13. External school perceptions
14. Internal school perceptions
15. Police recruitment
16. Sexual assaults on campus
17. Charter school vouchers
18. Level of parental involvement in schools
19. Police technology
20. Demographics
21. School resource officers
22. Community oriented policing
23. Mixed funding
24. School resource officer specialization
25. Police academy curriculum
26. Police youth programs
27. Law academy in schools
28. Home schooling
29. Vocational learning
30. White collar vs blue collar
31. Language skills
32. Substance abuse
33. Law enforcements role in private schools
34. Physical design of facilities
35. Internet games

36. Student health
37. Community based education
38. Distance learning through the Internet
39. Crimes using technology
40. Educating about technology crime
41. Raising kids in schools
42. Police interaction
43. Immigration and diversity

Appendix B cont.

List of Trends

44. Use of school police
45. Use of school facilities
46. Privacy rights
47. Government intervention in schools

Appendix C
List of Events

1. Terrorist assault on campus
2. Levee break flood in Sacramento
3. Pre-planned multiple target school assault in Sacramento
4. Student needs based education law
5. SASI hacked by student
6. Educational code requires professional standards
7. Mass law enforcement budget cuts
8. Tenure law repealed
9. Corporal punishment requirement
10. Public school adopt private school policies and strategies
11. All minors subject to public school requirements
12. Federal funded SRO programs by ratio
13. Student hacks teacher database without penalty
14. California teachers association sets policies
15. Boot camps in schools
16. Parenting skills law holds them responsible for actions of children
17. Law requiring full time attendance for problems
18. Ritalin made illegal
19. School administration staff made 832PC trained
20. Teachers armed with firearms
21. Mandatory military enrollment after graduation from high school
22. Elimination of teacher standards
23. Private schools follow education codes
24. Home school required to meet public high school test standards
25. Dissolution of California Teachers Association
26. Suspended student supervision law
27. Suspension of civil rights on campuses
28. School resource officers teach classes
29. Police substation on campus
30. School administrators graduate from citizen academy
31. Law requiring vocational technology in schools
32. Statewide student data base
33. Legislation having school ages reduced to 16
34. Legislation to increase counselor to student ratio
35. Undercover officers in schools

36. Legalization of drugs
37. Marijuana allowed on campus in smoking areas
38. Limit school populations to 1000 students
39. Change of high school grades back to 10-12
40. Gender based schools

NOTES

-
- ¹ Donna E. Shalala, *Youth Violence: A Report of the Surgeon General*. Internet. <www.surgeongeneral.gov/library/youthviolence/report.html>. accessed April 29, 2002.
 - ² Federal Bureau of Investigation, *School Crime and Safety*. Law Enforcement Bulletin – March 2002. Internet. <www.fbi.gov/publications/leb/2002/mar02leb.htm>. accessed March 29, 2002.
 - ³ Andrea Cavanaugh, *Survey: Students Have Access to Guns, Take Weapons to School*. Internet. Associated Press. accessed April 1, 2001.
 - ⁴ Angelfire, *Past School Shootings*. Internet. <www.angelfire.com/wa/godexists/shooting.html>. accessed June 18, 2002.
 - ⁵ National Institute of Justice, *School Safety Research and Evaluation*. June 2000. Internet. <[Hwww.ncjrs.org/tfiles1/nij/s1000428](http://www.ncjrs.org/tfiles1/nij/s1000428)>.H accessed May 10, 2002.
 - ⁶ California Constitution. *Section 28© to Article 1*. 1982.
 - ⁷ National Institute of Justice, 2.
 - ⁸ Shalala, 4.
 - ⁹ Ibid.
 - ¹⁰ Donna Leinwand, *Youth Need More Drug Treatment Programs, Study Says*. Internet. USA Today. accessed February 8, 2002.
 - ¹¹ National Institute of Justice, *Youth Gangs in Schools*. August 2000. Internet. <[Hwww.ncjrs.org/html/ojdp/jbul2000_8_2/intro.html](http://www.ncjrs.org/html/ojdp/jbul2000_8_2/intro.html)>. accessed July 27, 2002.
 - ¹² Jeffery L. Edleson, Ph.D. *Problems Associated with Children’s Witnessing of Domestic Violence*. Internet. Violence Against Women Online Resources. <[Hwww.vaw.umn.edu/vawnet/witness.htm](http://www.vaw.umn.edu/vawnet/witness.htm)>. accessed July 28, 2002.
 - ¹³ Ibid.
 - ¹⁴ Stephen Magagnini, “*Capital is Most Diverse Big City*,” Sacramento Bee, 7 August 2002, sec. A, p.1
 - ¹⁵ Bill Lockyer, *Law in the School*, 6th ed., (California Dept. of Justice, August 2000), 2.
 - ¹⁶ Ibid., preface
 - ¹⁷ Ibid., i

-
- ¹⁸ Kenneth S. Trump, M.P.A. *2001 NASRO School Resource Officer Survey*. October 5, 2001. Internet. National Association of School Resource Officers Website. <[Hwww.nasro.org](http://www.nasro.org)H>.
- ¹⁹ *Ibid.*, 2.
- ²⁰ Edward D. Barlow, “*Leading and Managing in a Continuum of Change*” (handout presented at Command College, Session 3, San Marcos, California, September 10, 2001).
- ²¹ Associated Press, *Teen Binge Drinking on the Rise*. February 27, 2002. Internet. accessed May 11, 2002.
- ²² *Ibid.*
- ²³ Lisa Faught, *Ecstasy Use Triggers Concern*, Internet. Pasadena Star News, 18 March 2002, sec. A1, A6, A7. accessed May 11, 2002.
- ²⁴ *Ibid.*
- ²⁵ National Center for Health Statistics, *Teen Birth Rate Decline in all States During the 1990’s*. Internet. <[Hwww.cdc.gov/nchs/releases/02facts/teenbirths.htm](http://www.cdc.gov/nchs/releases/02facts/teenbirths.htm)H>. accessed June 29, 2002.
- ²⁶ Meredith May, *Jerry Brown’s Boot Camp School Opens*, Internet. San Francisco Chronicle, 14 August 2001, sec A-11. accessed May 11, 2002
- ²⁷ *Ibid.*
- ²⁸ Dana Bartholomew, *New Report Links Teen TV Viewing to Adult Violence*, Internet. Pasadena Star News, 29 March 2002, sec A11. accessed May 11, 2002.
- ²⁹ Karen Thomas, *At U.S. Schools, Students are Tech Teachers*, Internet. USA Today. <[Hwww.usatoday.com](http://www.usatoday.com)H>. accessed June 5, 2002.
- ³⁰ Chelsea Carter, “*More Teens Running Internet Scams*,” Associated Press. Internet. accessed February 14, 2002.
- ³¹ Lori Beldo, *After Columbine: How to Monitor Kids’ Internet Use*, Internet. <[Hwww.webprofession.com/features/99-07/fea400.html](http://www.webprofession.com/features/99-07/fea400.html)H>. accessed August 9, 2002.
- ³² Elixabeth Guerard, “*High School Tests High-Tech Weapons Scanner*”, Internet. eSchool News Online. accessed February 5, 2002.
- ³³ Maya Suryaraman, *Private Funding Divides Schools*, Internet. San Jose Mercury News, 31 March 2002, sec 1B. accessed May 11, 2002.
- ³⁴ *Ibid.*
- ³⁵ Joan Ryan, *EDUCATION-Back to the Drawing Board*, Internet. San Francisco Chronicle, 13 January 2002. accessed July 27, 2002.
- ³⁶ *Ibid.*
- ³⁷ Sean Gill, *California Children Living in Poverty Rise by 430,000 in 90’s*, Internet. Los Angeles Times, 8 March 2002. accessed July 27, 2002.

-
- ³⁸ Howard Mintz, *State Schools Get Legal Boost in Battle Against Violence*, Internet. San Jose Mercury News, 14 August 2001, sec 1A. accessed May 11, 2002.
- ³⁹ Claudia Kalb, *DARE Checks Into Rehab*, Newsweek, 26 February 2001, 56.
- ⁴⁰ Ibid.
- ⁴¹ California Constitution. *Section 6, Article XIII B*. March 25, 1999
- ⁴² Michael P. Callagy, *In Court, Special After-School Activities*, Newsweek, 1 April 2002, 8.
- ⁴³ Dennis J. Kenney and T. Steuart Watson, *Crime in Schools*, (Police Executive Research Forum, 1998), 2.
- ⁴⁴ Internation Association of Chiefs of Police, *Guide for Preventing and Responding to School Violence* (Alexandria: International Association of Chiefs of Police, 1999), 2.
- ⁴⁵ City of Sacramento, Success Report, January 2000 – June 2001
- ⁴⁶ United States Census Bureau Website;. Internet. <[Hwww.census.org](http://www.census.org)H>. accessed June 20, 2002.
- ⁴⁷ Sacramento Police Department, Sacramento Police Manual of Orders (Sacramento, CA: City of Sacramento, 2002), 3.
- ⁴⁸ Richard Beckhard and Reuben T. Harris, *Organizational Transitions, Managing Complex Change*, 2nd ed., (Redding, MA: Adison-Wesley Publications Company, 1987), 1-9.
- ⁴⁹ Ibid., 92
- ⁵⁰ Ibid., 93
- ⁵¹ Ibid., 104
- ⁵² Ibid., 106
- ⁵³ Mark G. Brown, “*Improving Your Organization’s Vision*,” The Journal for Quality and Participation, (September-October, 1998) 18-20.
- ⁵⁴ James Alan Fox, “*American Killer Are Getting Younger*,” USA Today Magazine, January 1994, p. 24-26.

BIBLIOGRAPHY

- Alameda County Office of Education, *Hate-Motivated Behavior in Schools*. California Department of Education. 1997
- Angelfire. *Past School Shootings*. Associated Press. Internet.
[Hwww.angelfire.com/wa/godexist/shooting/htmlH](http://www.angelfire.com/wa/godexist/shooting/htmlH). June 18, 2002
- Barlow, Edward D. “*Leading and Managing in a Continuum of Change.*” Paper presented at Command College, Session 3, San Marcos, California, September 10, 2001.
- Bartholomew, Dana. *New Report Links Teen TV Viewing to Adult Violence*. Pasadena Star News. March 29, 2002 : A11.
- Beckhard, Richard, and Rueben T. Harris. *Organizational Transitions, Managing Complex Change*. 2nd ed. Redding, MA: Adison-Wesley Publications Company. 1987.
- Bledo, Lori. *After Columbine: How to Monitor Kids’ Internet Use*. Internet.
[Hwww.webprofession.com/features/99-07/fea400.htmlH](http://www.webprofession.com/features/99-07/fea400.htmlH). August 9, 2002.
- California Constitution. Section 28(c) to Article 1. 1982.
- Callagy, Michael. *In Court, Special After-School Activities*. Newsweek. April 1, 2002 : 8.
- Carter, Chelsea. “*More Teens Running Internet Scams,*” Associated Press. Internet. February 14, 2002.
- Cavanaugh, Andrea, *Survey: Students Have Access to Guns, Take Weapons to School*. Associated Press. April 1, 2001.
- City of Sacramento. Success Report. January 2000 – June 2001.
- Edleson, Jeffery L. Ph.D. *Problems Associated with Children Witnessing Domestic Violence*. Violence Against Women Online Resources.
[Hwww.vaw.umn.edu/vawnet/witness.htmH](http://www.vaw.umn.edu/vawnet/witness.htmH). July 28, 2002

-
- Faught, Lisa. *Ecstasy Use Triggers Concern*. Pasadena Star News. March 18, 2002 : A1, A6, A7.
- Fox, James Alan. *American Killer Are Getting Younger*. USA Today. January 1994 : 24-26.
- Gil, Sean. *California Children Living in Poverty Rise by 430,000 in 90's*. Los Angeles Times. March 8, 2002.
- Guerard, Elixabeth. "High School Tests High-Tech Weapons Scanner", Internet. eSchool News Online. February 5, 2002.
- Guy, Joe D. Englewood City Police Department, Tennessee, *Lock Down*. Community Policing Consortium. (September 2001) : 7-8
- International Association of Chiefs of Police. *Guide for Preventing and Responding to School Violence*. Alexandria: Internation Association of Chiefs of Police. 1999
- Federal Bureau of Investigation. *School Crime and Safety*. Internet. [Hwww.fbi.gov/publication/leb/2002/mar02leb.htm](http://www.fbi.gov/publication/leb/2002/mar02leb.htm)H. March 2002
- Kalb, Claudia. *DARE Checks Into Rehab*. Newsweek. February 26, 2001 : 56
- Kenney, Dennis, and T. Steuart Watson. *Crimes in The Schools*. Police Executive Research Forum. 1998
- Leinwand, Donna. *Youth Need More Drug Treatment Programs, Study Says*. USA Today. February 8, 2002.
- Lockyer, Bill. Department of Justice. Attorney General. *Law in The School*. August 2000.
- Magagnini, Stephen. "Capital is Most Diverse Big City," Sacramento Bee. August 7, 2002.
- May, Meredith. *Jerry Brown's Boot Camp School Opens*. San Francisco Chronicle. August 14, 2001 : A-11.
- Mintz, Howard. *State Schools Get Legal Boost in Battle Against Violence*. San Jose Mercury News. August 14, 2001 : 1A
- National Association of School Resource Officers. *The Resourcer*. Spring/Summer 2001.

National Center for Health Statistics. *Teen Birth Rate Decline in all States During the 1990's*. Internet. [Hwww.cdc.gov/nchs/releases/02facts/teenbirths.htm](http://www.cdc.gov/nchs/releases/02facts/teenbirths.htm)H. June 29, 2002.

National Institute of Justice. *School Safety Research and Evaluation*. Internet. [Hwww.ncjrs.org/txtfiles1/nij/sl000428.txt](http://www.ncjrs.org/txtfiles1/nij/sl000428.txt)H. May 10, 2002

Ryan, Joan. *EDUCATION-Back to the Drawing Board*. San Francisco Chronicle. July 27, 2002.

Shalala, Donna. *Youth Violence: A Report of the Surgeon General*. Internet. [Hwww.surgeongeneral.gov/library/youthviolence/report.html](http://www.surgeongeneral.gov/library/youthviolence/report.html)H. April 2002.

Suryaraman, Maya. *Private Funding Divides Schools*. San Jose Mercury News. March 31, 2002 : 1B

Thomas, Karen. *At U.S. Schools, Students are Tech Teachers*. USA Today. June 5, 2002.

Trump, Kenneth S. *2001 NASRO School Resource Officer Survey*. Internet. [Hwww.nasro.org](http://www.nasro.org)H. October 5, 2001

United States Census Bureau Website. Internet. [Hwww.census.org](http://www.census.org)H. June 20, 2002.

United States Department of Education. Office of Civil Rights. *Protecting Students from Harassment and Hate Crime*. September 1999.

Zolvinski, Matthew. Sergeant. Michigan City Police Department, Indiana. *Police Help Kids to Roam*. Community Police Consortium. (March 2002) : 6-7.