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**THE NATURE OF POLICE AND PUBLIC SCHOOL
RELATIONSHIPS BY 2002**

by

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

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

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

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

THE NATURE OF POLICE AND PUBLIC SCHOOL

RELATIONSHIPS BY 2002

EXECUTIVE SUMMARY

This research project is designed primarily for law enforcement managers. It examines the main issue, **What will be the nature of police and public school relationships by 2002?**, and three sub-issues, **What resources will be available to fund these relationships?**, **What objectives will be mutually agreeable by public school and police agencies?**, and **What benefits will law enforcement enjoy as a result of these relationships?** It presents strategic planning and transition management recommendations to help police agencies prepare for the future.

In Section I, survey and delphi processes are utilized to forecast the nature of future relationships. The research indicates that extensive relationships will exist between police and public schools, including active partnerships in security, education, cross training, recruitment, training, long-range planning, and financing. The researcher presents three scenarios, allowing the reader a window into the future.

Section II explores the strategic planning required for police departments to bring about the "desired and obtainable future". Environmental threats and opportunities are examined, and alternative strategies for achieving the desired future are explored. The preferred strategy suggests that law enforcement aggressively interact with the schools through D.A.R.E. and other programs, and then become gradually involved in traditional school roles. As the schools become dependent upon the police, they could be asked to reciprocate. The police and schools could then jointly begin to present programs to the public, fostering broad support, and creating a political power base for the concept of active partnerships.

Section III presents a plan to transition the police agency from its present state to the desired future state. Specific program components are discussed, and the members of the critical mass for the relationships are identified. The Investigation Division Commander is identified as the program manager for the transition, and tools, technologies, and methods to make a strategic conversion are explained.

Section IV answers the specific issue and sub-issue questions. The researcher concludes that there will be comprehensive relationships between police and public school agencies, involving long-range planning, increased campus security, cross training of personnel, and possibly a sharing of computerized data. Police and school agencies will need to obtain larger public financing, or find creative funding alternatives, including the involvement of businesses, service clubs, and community groups. A striking similarity exists in the visions of the police and school administrators, indicating that many objectives will be mutually agreeable. Law enforcement will enjoy many short and long-term benefits as a result of the relationships, including additional funding, a decrease in criminal activity, and an increase in qualified applicants. Specific recommendations are presented for police agencies desiring to create proactive relationships with their local school districts, and areas for possible future research are identified.

INTRODUCTION

The importance of police and school relationships, a refining of the issues, and an explanation about the scope of the study.

SECTION ONE--A WINDOW INTO THE FUTURE

What will be the nature of police and public school relationships by 2002?

SECTION TWO--A STRATEGIC PLAN

A strategic plan for law enforcement to manage anticipated police and public school relationships in the future.

SECTION THREE--TRANSITION MANAGEMENT

Managing the transition between the present state and future state of police and public school relationships.

SECTION FOUR--CONCLUSIONS, RECOMMENDATIONS, AND FUTURE IMPLICATIONS

The answers to the issues, a direction for the future, and recommendations for additional studies.

THE NATURE OF POLICE AND PUBLIC SCHOOL

RELATIONSHIPS BY 2002

CONTENTS

INTRODUCTION	1
THE ISSUE AND SUB-ISSUES	3
FUTURES WHEEL	3
SCOPE OF THE STUDY	4
SECTION ONE--A WINDOW INTO THE FUTURE	5
FUTURES RESEARCH--LITERATURE SEARCH	5
FUTURES RESEARCH--SURVEY	5
FUTURES RESEARCH--DELPHI	8
TRENDS	9
EVENTS	11
CROSS IMPACT ANALYSIS	15
SCENARIOS	16
EXPLORATORY	16
NORMATIVE	18
HYPOTHETICAL	19
POLICY CONSIDERATIONS	21
FUTURES STUDY SUMMARY	23
SECTION TWO--STRATEGIC PLANNING	24
MISSION STATEMENT	25
THE ENVIRONMENT	26
SOCIOLOGICAL	26
TECHNOLOGICAL	27
ECONOMIC	27
POLITICAL	28
ORGANIZATIONAL CAPABILITY	29
STRENGTHS	29
WEAKNESSES	30
STAKEHOLDER ANALYSIS	31
ALTERNATIVE STRATEGIES	34
PREFERRED STRATEGY	37
STRATEGIC PLANNING SUMMARY	39

SECTION THREE--TRANSITION MANAGEMENT	40
PROGRAM COMPONENTS	40
CRITICAL MASS	43
MANAGEMENT STRUCTURE	46
IMPLEMENTATION TECHNOLOGY AND TOOLS	47
TRANSITION MANAGEMENT SUMMARY	49
 SECTION FOUR--CONCLUSIONS, RECOMMENDATIONS, AND FUTURE IMPLICATIONS	51
THE ISSUE	51
SUB-ISSUE ONE	52
SUB-ISSUE TWO	52
SUB-ISSUE THREE	53
RECOMMENDED ACTIONS	55
RECOMMENDATIONS FOR FUTURE RESEARCH	56
 ENDNOTES	58
 APPENDIXES	
A--FUTURES WHEEL	59
B--SURVEY	60
C--TREND AND EVENT LISTS	69
D--DELPHI PROCESS	73
E--ASSUMPTION MAP	89
F--MODIFIED POLICY DELPHI	92
G--RESPONSIBILITY CHART	95
H--COMMITMENT PLANNING	96
 BIBLIOGRAPHY	97
 ILLUSTRATIONS	
1-----FUTURES WHEEL	59
2-----ASSUMPTION MAP	89
3-----COMMITMENT PLANNING	96
4-8----TREND GRAPHS	77
9-13---EVENT GRAPHS	83
 TABLES	
1--DELPHI TREND SUMMARY	76
2--DELPHI EVENT SUMMARY	82
3--CROSS IMPACT ANALYSIS	88
4--RESPONSIBILITY CHART	95

INTRODUCTION

**THE NEED FOR POLICE AND SCHOOL RELATIONSHIPS,
REFINING THE ISSUES, AND THE SCOPE OF THE STUDY**

This study will examine the future of relationships between police and public school agencies, and will develop strategic and transition plans to manage these relationships. "Historically, the police have adhered to a single mission--enforcement of the law."¹ Traditional schooling calls for classes to be instructed only by career teachers. Both professions have recognized that current methods are not working, and have begun to combine some of their efforts. Many police agencies and school districts are currently participating in joint efforts to impact youth. School Resource Officers programs, once thought to be innovative, were the first step toward establishing creative relationships between the police and schools.

Largely because of the success of the School Resource Officers, the number of drug abuse programs like D.A.R.E., and S.A.N.E. have been increasing greatly. Many agencies sponsor law enforcement explorer clubs and police cadet programs. In a number of cities, police and school district personnel are involved in partnerships on a broader basis, with other agencies such as probation and social services participating. Many schools include classes on law enforcement in their curriculums, and a few law enforcement magnet schools have been created. A question arises as how the two disciplines might best integrate their services over the next decade to influence society through a beneficial blend of information, education, prevention, and enforcement.

Police and school agencies are facing tremendous challenges in the upcoming years. Schools have become the primary source of morals and values for a large proportion of the juvenile population. Many of those who fail to obtain the proper values are eventually dealt with by law enforcement agencies. The number of persons falling into this category has been steadily increasing. In 1990, over 1.7 million persons were arrested in California, more than 242,000 of them juveniles.² Between 1985 and 1990, violent crime in California rose over

54%.³

Schools have not been spared from criminal activity. There were over 174,000 reported crimes in California public schools in 1990.⁴ Some high school campuses are employing metal detectors, and one Los Angeles high school forfeited a football game rather than play in the gang infested neighborhood of an opposing school.

Public schools in California are also facing many other demands. By 1996, the 613,000 babies born in California in 1991 will be entering an already overcrowded school system.⁵ Enrollment is projected to rise 48% by 2000.⁶ Twenty-five percent of California children live below the poverty level.⁷ The drop-out rate is 24.1% for Blacks, and 45.5% for Hispanics.⁸ One in six students in California public schools speaks only a limited amount of English.⁹

Resources available to public agencies are projected to become increasingly more scarce. The adjusted 1990 census placed the California population at 30.6 million, a gain of 25% since 1980.¹⁰ It is expected to grow to 38.6 million by 2005.¹¹ Tax receivers will exceed taxpayers by 1995, and the California Department of Finance estimates that by the year 2000, California's budget will grow to \$105 billion from the 91/92 total of \$43 billion, and result in a \$20 billion deficit.¹²

Police and school agencies will be forced to closely monitor expenses, and to cultivate other revenue sources in order to continue to maintain acceptable levels of service. Partnerships involving public agencies, private business, service clubs, and other volunteer agencies, will need to be explored, and many traditional governmental services will need to be combined,

modified, or eliminated.

THE ISSUE AND SUB-ISSUES

The objective of this study is to assist law enforcement managers to strategically plan for the changes which may occur in the future relationships between police and school agencies. To accomplish this objective, the primary issue of **What will be the status of police/public school relationships by 2002?**, will be addressed.

FUTURES WHEEL

A Futures Wheel was employed to examine issues and sub-issues. The researcher was assisted in the creation of this wheel by members of the Command College. The wheel surrounding the issue of police and school relationships in the future identifies funding, crime, technology, partnerships, demographics, training, and recruiting as major sub-issues for consideration. Refer to Illustration 1 in Appendix A, page 59.

The number of sub-issues was reduced to three by the researcher and the Command College staff. Funding was selected because the source of financial backing for any venture is a significant consideration in today's economic climate. Because this research is primarily designed to serve police agencies, a sub-issue dealing with the ways in which law enforcement will benefit from relationships with the schools was selected. Because there are a large number of sub-issues which impact the subject area, an important question arises as to how police and school leaders will decide upon which objectives to pursue.

The following are the three selected sub-issues:

What resources will be available to fund these relationships?

What objectives will be mutually agreeable by public school and police agencies?

What benefits will law enforcement enjoy as a result of these relationships?

SCOPE OF THE STUDY

The scope of this study will be limited to interaction between police and public school agencies in California. Research will be restricted to public education, because private schools are funded and governed in a variety of different ways, and have diverse curriculums. For purposes of this study, school will be defined as kindergarten through 12th grade.

This project can be viewed as a model approach to the analysis of this important topic. The city of Burbank, with a population of approximately 96,900 in Los Angeles County, will be used as the model site. Burbank has its own school district, consisting of two high schools, three middle schools, and eleven elementary schools. Law enforcement in the city is handled by the Burbank Police Department, which has 149 sworn officers.

SECTION ONE--A WINDOW INTO THE FUTURE

**WHAT WILL BE THE NATURE OF POLICE AND PUBLIC SCHOOL
RELATIONSHIPS BY 2002?**

FUTURES RESEARCH--LITERATURE SEARCH

The researcher conducted an extensive literature search on the topic area. Many articles examined specific innovative programs implemented by police agencies and school districts, including Police Athletic Leagues, police cadets, police R.O.T.C., and mentor programs. No study was located which addressed the status of future relationships between police and public school agencies, or strategic planning related to the issue area.

FUTURES RESEARCH--SURVEY

A survey form was sent to Command College graduates in 136 different police agencies, and to superintendents of 100 school districts in California. The recipients were asked to identify any creative police/school programs currently in place in their communities, the funding sources for the programs, and to forecast the type of special relationships between police and school agencies which may be enhanced or established over the next ten years. Responses were received from 96 police agencies (71%), and 56 school districts (56%). A number of creative ideas were offered, and will be reflected in the scenarios. To examine copies of the survey and survey transmittal letters, and collated lists of responses by law enforcement administrators and school superintendents, see Appendix B, page 60.

Interestingly, the forecasts by leaders of both professions were strikingly similar. Predictably, police administrators produced more concepts relating to policing, security, and recruiting than school officials. School superintendents forecasted more trends relating to educational presentations and cooperative efforts. The differences, however, were only in the number of suggestions in each area. The police and school administrators generally concurred in the following forecasted relationships:

Policing/Security

There will be a greater presence by uniformed officers on campus, including an increased number of school district police officers. There may be police substations on high school campuses. Schools and police will team up to aggressively deter gangs and truancy, and students may be utilized to participate as judges/jurors in trials of other students for minor law violations.

Education

Drug and gang recognition classes, presented by officers and teachers, will be expanded to adult school, parents, and community groups. D.A.R.E. programs will be extended to kindergarten through 12th grade. Police officers will be used to teach civics, law, government, health, and other classes. Officers will be used as mentors for students, and will team with instructors to present self esteem courses.

Economics

Increased energy will be devoted to obtaining financial resources. Police and school agencies may utilize organized presentations to solicit funding for relationship ventures. Creative solutions to funding will be explored, involving businesses, private donations, service clubs, community groups, and bequests. Reduced levels of public funding may decrease the contribution to education by police agencies.

Technology

There will be computerized record sharing between police and school agencies, and creative uses of technology for instructing police officers, teachers, and

students.

Cross Training

Teachers will be used to educate officers in instructional, motivational, and management techniques, cultural awareness, languages, and computers. Police will instruct school personnel in gang and drug recognition, police tactics, and laws relating to minors.

Cooperative Efforts

Both disciplines will actively participate in multi-agency coalitions, perhaps including probation, courts, and social services. Police and school administrators will collaborate for problem solving and long-range planning. Many student and family social service programs will be consolidated.

Recruiting

Magnet schools, cadet and R.O.T.C. type programs, and police science curriculums will guide youth toward police work. Aggressive interaction with minorities on campus will develop a pool of future police applicants. Teachers may be utilized as reserve officers, or secure permanent part-time employment as police officers during summer vacations.

There was only one area of disagreement in the survey. A minority of the respondents, (10% of the police administrators and 9% of the superintendents,) forecasted that fiscal restraints would cause police agencies to severely curtail interaction with schools, and return to traditional policing.

Relating these forecasts to the study issues produces interesting results. Administrators from both disciplines indicate that extensive and complicated relationships will exist between police and school agencies over the next ten years, although a minority believe that budgetary conditions may force police to abandon education in favor of a return to traditional crime fighting. These relationships may include other private and governmental entities, including businesses, probation, and social services.

The high degree of similarity suggests that police and school leaders will have no problem reaching consensus on mutually agreeable objectives. The relationships that are formed may be funded by a variety of private sources, including businesses and community groups, if public funds continue to diminish. Law enforcement and education may team up to present organized solicitation for public and private resources.

The administrators forecast that law enforcement may enjoy many benefits as a result of relationships with schools in the future. Education of students in the areas of drugs and gangs, as well as the exposure to police officers as role models, should reduce criminal activity. The crimes that do occur will be recognized by teachers, many of who may also be reserve or permanent part-time police officers. The officers themselves may receive education in a variety of subjects from teachers. Magnet schools, police science curriculum on other campuses, and active interaction with minority students will increase the applicant pool for law enforcement agencies.

FUTURES RESEARCH--DELPHI

A group, consisting of four law enforcement professionals and three school professionals was empaneled to compile a list of trends and events which would possibly impact the study area.

The panel identified 46 trends and 28 events. After additional consultation with Command College staff, the researcher selected five trends and events for detailed futures forecasting. See Appendix C, page 69, for members of the panel, and lists of candidate trends and events.

A Delphi exercise was then conducted to forecast the five identified trends and events. The selected Delphi panel consisted of five school professionals and four police professionals. See Appendix D, page 73, for details concerning the Delphi process.

Trends

The panel was asked to forecast the level of five trends. Using today's 1992 level as 100, they were asked what the level of each trend was five years ago, and what it **will be** five and ten years in the future. They were also asked their opinion of what the trend level **should be** five and ten years in the future. The summary of trends forecasted by the Delphi panel, using median values, may be examined in Table 1, page 76, in Appendix D. The following are the five trends:

T1 Level of state funding to police and school agencies--defined as the amount of money forwarded by the state to either local police agencies or school districts.

T2 Number of qualified police applicants--defined as the number of persons who would pass generally accepted requirements for police candidates.

T3 Cooperation between police and school agencies--defined as the level of collaboration and participation between the two professions.

T4 Number of gang members--defined as the number of persons who actively participate in criminal street gangs.

T5 Number of violent crimes on California campuses--defined as the number of violent assaults, robberies, rapes, and homicides occurring on, or immediately adjacent to, any California public school containing children in any grade from kindergarten through 12th.

The panel forecasted that T1, the level of state funding, and T2, the number of qualified police applicants, would remain relatively flat for the next five years, and then gradually increase for the following five years. The importance of these forecasts is that police and school agencies will be forced to closely monitor expenses and to cultivate other revenue sources in order to continue to maintain acceptable levels of service. Partnerships involving public agencies, private business, service clubs, and other volunteer agencies will need to be explored, and many traditional governmental services must be combined, modified, or eliminated. In addition, law enforcement agencies will not see an increase in the number of qualified applicants in the near future, and will continue to have difficulty filling vacancies.

The panel forecasted that T3, the level of cooperation between police and school agencies, will increase steadily and significantly over the next ten years. This trend demonstrates that law enforcement and school professionals will be working more closely together during the next ten years. This working relationship should lead to agreements regarding mutually acceptable goals and objectives.

Members of the panel forecasted that T4, the number of gang members, and T5, the number of violent crimes on California campuses, which had both shown significant increases over

the past five years, will continue to rise for the next five years. They believed that because of the implementation of D.A.R.E. and other intervention programs, the number of violent crimes would then level off through the end of the century, and the number of gang members would actually decrease. These trends indicate that law enforcement may begin to enjoy the benefits of a lower crime rate and decreased levels of gang activity. They also demonstrate that the professionals forecast that the police and schools will probably include the reduction of campus violence and gang membership in their mutually agreeable objectives.

Graphs for the five trends may be examined in Illustrations 4-8, pages 77-81, in Appendix D.

Events

The Delphi panel was then asked to forecast the probability of occurrence within five and ten years for each of five events. They were also requested to identify the positive and negative impacts upon the issue area if each event actually did occur. The summary of events forecasted by the Delphi panel is depicted in Table 2, page 82, in Appendix D. The following are the five events:

E1 California drop-out rate reaches 50%--defined as one half of the total of all students who enroll in public secondary schools in California fail to graduate.

E2 Five percent of school districts in California declare bankruptcy--defined as when the number of public school districts becoming insolvent reach five percent of the total public school districts in California.

E3 Law requires the completion of a drug awareness course before graduation from high school--defined as state legislation requiring each public high school student to

successfully complete a drug awareness course before they are allowed to graduate from a public high school.

E4 Criminal and academic records are merged, allowing access to police and schools--defined as the computerized integration of some criminal and academic records to allow immediate access to authorized members of police and school agencies.

E5 Law mandates a police or security officer on every campus with over 200 students--defined as legislation mandating that a police or security officer must be physically on the premises of every public school campus in California with enrollment over 200 students during the normal hours that the school is open for classes.

The panel forecasted that E2, the bankruptcy of school districts, and E3, the required drug course, had the greatest probability of occurring within ten years at 70% and 75% respectively. The events, however, would have vastly different consequences. In conversations with the researcher, panel members stated that they believed that because of the current economic climate, school districts would be facing increasing hardships in the years ahead. School administrators would have to seek out alternate funding sources, and aggressively participate in partnerships to provide adequate levels of service.

If a number of schools experience severe financial difficulty, the panel believed that there would be both positive and negative impacts upon the study issue. They related that the

positive impact would arise because schools would increasingly look to police agencies to provide additional educational services, increasing interaction between the disciplines. The negative impact would occur because schools would be unable to participate in extracurricular activities, such as the in-service training of police officers, and involvement in the community at large.

The panel indicated that since drugs are such a concern in society, and the D.A.R.E. and S.A.N.E. programs have been so successful, they anticipate legislation requiring a drug awareness course in high school being passed. This event would have a high positive impact on the issue area, because schools would have to work closely with police agencies to accomplish the instruction. This event would affect the sub-issues by necessitating a close working relationship between police and schools, establishing a common goal, and theoretically benefitting law enforcement by reducing the amount of drug abuse.

The panel also gave E1, the drop-out rate reaching 50%, and E5, the mandated police or security officer, a 60% probability of occurring within ten years. Members of the panel stated that they view the shifts in society's values as contributing to the drop-out rate for students. They believe that if E1 did occur, it would have moderate positive and negative impacts on the issue area. The positive impact would arise because school personnel would look to other agencies, including police agencies, to assist in discovering ways to instill values and motivation in students. The negative impact would occur because law enforcement would probably receive a greater demand for police services because of criminal activity committed by persons who are not employable because of a lack of education.

The question of whether the drop-out rate reaches 50% relates to the issue area because

police and school officials will mutually agree that preventing this event should be an objective of any relationship. The occurrence of this event would also diminish any benefit to law enforcement, would probably affect the economy adversely, and would make public funding even more scarce.

The panel was almost unanimous in its belief that the occurrence of E5 would have an extremely positive impact upon police and school relationships, because the two disciplines would be mandated to work together to provide security for campuses. This would necessarily become a joint objective, and would probably result in a benefit for law enforcement because the mandated police presence would introduce students to officers as role models, possibly resulting in an increased applicant pool for police positions.

Although several responses on the survey mentioned the possibility of merging of police and school records, the Delphi panel forecasted E4 as having only a 40% chance of occurring within ten years. The panel gave several reasons why they gave the event a less than an even chance of happening, including confidentiality, the cost of interfacing, and fears of abuses by both sides. Although panel members forecasted tremendous cooperation between professions in almost every area, both police and school professionals appeared to guard access to their records. They were able to agree, however, that if the records were merged, the event would result in a moderate to high positive impact upon the establishment of relationships between police and schools.

Negotiation over what records to include, and exactly who may have access may cause dissention in the mutual goal setting in police and school relationships. It may also impact the funding area because of the cost of the required technology. There would probably be a

great benefit to law enforcement to be able to directly and immediately receive information on all juveniles enrolled in the school district.

Graphs for the five events may be examined in Illustrations 9-13, page 83, in Appendix D.

CROSS IMPACT ANALYSIS

The purpose of a cross impact analysis is to determine the impact of a single event on other events and the trends if that event should occur. The level of impact, both positive and negative, in probability of occurrence for events, and in the level of trends, is identified.

The researcher conducted a cross impact analysis with assistance from another member of the Delphi panel. The results may be viewed in Table 3, page 88, in Appendix D.

All of the events turned out to be good "actors", that is, raising or lowering either the probability that other events would occur, or raising or lowering the level of the trends. The most interesting actors were E1, the drop-out rate, and E5, the mandated campus officer. Both of these events created widely varying results upon the other events and trends.

If the drop-out rate were to reach 50% as forecasted, the probability that all other events would occur would be raised by between 10 and 20%. The effect upon the trends would vary, decreasing the level of qualified police applicants greatly (because they are required to be high school graduates), and substantially increasing the levels of gang members and campus crimes.

If a police or security officer was mandated on large campuses, there would probably be a decrease in the number of drop-outs, because the officer would act as a role model for

students. There would also be a slight increase in the probabilities that a drug course will be required and that records will be merged because the disciplines would already be working together more closely. The trends would be affected very positively from the viewpoint of police agencies. Because of the presence of the officers, the number of gang members should decrease by about 20%, and the number of violent campus crimes should be cut in half.

The most significant reactors--events and trends which are affected by the occurrence of any event--were T3, the police applicants, and T5, the campus crimes. If any of the five events occurs, the trend level of qualified police applicants would be affected greatly, decreasing if the drop-out rate reaches 50%, and increasing if officers are mandated on campus. The number of violent crimes on campus shows an almost reversed effect, increasing if the drop-out rate reaches 50%, and decreasing if officers are mandated.

SCENARIOS

Three scenarios will be presented to offer the reader a "window into the future". The exploratory scenario will demonstrate a "no surprises" outcome, using the events and trends as forecasted. The normative scenario will be "desired and attainable", and will assume that the outcome has a good probability of being achieved. The hypothetical scenario is approached with a "what if" frame of mind, and will describe a "best case".

Exploratory

DROP-OUT RATE UP AGAIN

10 MORE SCHOOL DISTRICTS DECLARE BANKRUPTCY, STATE HAS

INSUFFICIENT FUNDS TO INTERVENE

NUMBER OF VIOLENT CRIMES ON CAMPUS SOARS

"Welcome to the 21st century," said Ed Vincent, principal of Jefferson High School, looking at the teachers in the January administrative staff meeting. "We thought it would never arrive, but 2001 is finally here."

"The first order of business is planning for the future. We've talked and talked about it, but we have to establish some type of planning unit at the school. It seems that our problems keep getting worse every day. I wish we had done it ten years ago, back when society was so much simpler."

"I can't believe some of the things that are happening around us. Our drop-out rate is up again this year. So far, we're up to 52%. We could institute some programs aimed at the retention of problem students, but the district needs to cut our budget again this year, because it's just short of going bankrupt. Ten more districts went under last year. The funding from the state has dropped again because of the economy. Who would have thought ten years ago that the recession would have lasted this long?"

"I don't know what we're going to do to protect all of you through the year. Last year our campus crime was up another 18%. I know that a lot of the problems were caused by the gangs. Who knows what it would have been if we hadn't hired our own security guards. The police seem to be helpless. They claim that they'd like to assist us more, but with their own budget problems, they've been forced to return to basic reactive policing. They can't even find enough high school graduates to hire as police officers--even if they had money to do so." I can't begin to imagine what this place would be like if they hadn't instituted the D.A.R.E. program back a few years."

"Anyway, let's make it a New Year's resolution for us all to start thinking about how to start up this planning unit in the near future. I don't want us to be sitting here in 2011 crying because we waited."

Normative

**SCHOOL SUPERINTENDENT PRAISES POLICE FOR EFFORTS ON CAMPUS,
PROMISES CONTINUED TEACHER SUPPORT FOR POLICE TRAINING
GANG MEMBERSHIP AND VIOLENT CRIMES ON CAMPUS DOWN 35%
DISTRICT SOLVENT, BUDGET INCREASES AS A RESULT OF FUNDING FROM
BUSINESSES, SERVICE CLUBS, AND COMMUNITY GROUPS**

The Burbank School District was honored today by the National Association of School Superintendents by being selected as one of the top ten "Most Progressive" districts in the nation for 2002. In an acceptance speech today, superintendent Dr. Keith Roberts attributed much of the district's success to the relationship established between the district and the police department.

Nearly ten years ago, police and school administrators began cooperating to create long-range plans for impacting the youth of the city. Working together, the district and police increased the presence of officers on campus, in uniform and as teachers, counselors, and role models. Besides the state mandated drug awareness course, officers are currently being utilized to teach student classes in health, government, law, and social studies. The result has been a dramatic 35% decrease over the past ten years in gang membership and violent crimes on campus, and a 25% increase in the number of qualified applicants for the police department.

Dr. Roberts promised to continue to supply teachers for in-service police training classes in instructional, motivational and management techniques, cultural awareness, languages, and computers. He said that the close working relationship enjoyed between the district and the police was aided by the merging of many records of both professions, allowing immediate access to necessary information.

Many of the school and police programs have been funded through the private sector, including businesses, service clubs, and community groups. This financial windfall has enabled the school district to not only remain solvent, but to actually provide funding for the police to instruct drug and gang recognition courses to adult school and parents.

Hypothetical

POLICE AND SCHOOLS FINALIZE BUDGET, TWELVE TEACHERS WILL WORK AS
POLICE OFFICERS DURING THE SUMMER
JUVENILE PEER COURT WILL BE HELD AT THE POLICE/PROBATION
SUBSTATION ON MAGNET SCHOOL CAMPUS
TRUANT AND DROP-OUT INTERVENTION SQUAD TEAMS UP WITH SOCIAL
SERVICES TO FIND SOLUTIONS FOR DYSFUNCTIONAL FAMILIES

Police Chief John Franklin stared at the piece of paper in front of him. He was scheduled to address the school board tonight--again. His department was so involved with the school district that decisions made by one agency usually affected the other in some manner. This paper was the memorandum of understanding between the police department and the school district.

He let his mind wander back to 1992 when he was the captain in charge of the Investigation Division, and the group of detectives came to him with the crazy idea to involve the police department more aggressively with youth, the community, and the schools. They wanted to go into the schools and actually teach classes, beginning with D.A.R.E. They felt that if they could interact with the kids at a young age, the kids could be saved, and that several years down the road, the quality of life would improve. He was pleased that he had let his sense of adventure overrule his skepticism, because the publicity he ended up receiving eventually led to his elevation to chief.

This was the fifth year that the police department and school district had entered into a memorandum of understanding, and he smiled as he recalled his negotiation sessions with the superintendent. Chief Franklin believed that he had gotten the best of the deal this time. Sure, he would still provide officers to teach what seemed to be innumerable classes at the school, and police would staff the substations along with probation officers, but he had gotten the district to open up the magnet school to direct students toward police work.

He had also gotten the schools to give him the twelve teachers, who were reserve officers during the year, to work full time during the summer. He did give in to letting the students conduct trials of peers for minor law violations, but the peer court was mostly staffed by future officers, so the trials were fair. He had to admit also, even though he was skeptical at first, having the police and school Truant and Drop-out Intervention Squad team up with the social service agencies to impact dysfunctional families had resulted in many of the students turning out well. He remembered the superintendent saying, "Solve their problems and home, and they'll be happy to come to school."

Times were still tough in the state, and the general economy was not fully recovered from the recession of the nineties. State funding was at a level not much higher than what it had been in 1992, and many school districts in the state had gone bankrupt. The police and school budgets were in great shape though, partially because of the joint budget presentation and solicitation that they had made to the council and school board. Private businesses, community groups, and service clubs were also donating money for specific uses. People were even leaving money in their wills to the agencies.

"I think I'll hit up the school board tonight for more teachers for our in-service training classes again," he thought. "The computer and language instruction was great, but we need some nutritional and financial planning information. Yeah, I'll hit 'em up--quid pro quo."

POLICY CONSIDERATIONS

Since the normative scenario is both "desired and obtainable", it has been selected to demonstrate police policy considerations. The criteria used to choose policies for this discussion include the impact on the issue, the economic consequences, and the ease of implementation today to affect the forecasted trends and events.

The following policies met the criteria:

1. **The Burbank Police Department will aggressively participate in the school resource officer and D.A.R.E. programs, the use of officers as instructors, and other approaches designed to interact with schools in a preventative mode.**
2. **Whenever possible, school district teachers will be utilized to conduct in-service training classes.**
3. **A police department manager shall be appointed as a school district liaison, and shall attend all school board meetings to serve as a resource to the board.**

4. **The Burbank Police Department shall encourage long range planning efforts involving relationships between the police department and the school district, and shall encourage creative financing alternatives.**

Implementation of these policies by the Burbank Police Department in 1992 could significantly alter the forecasted trends and events. Active participation by law enforcement in school instruction would obviously foster inter-agency cooperation, provide a resource for the mandated drug awareness course, and satisfy the requirements for an officer on every campus.

If the instruction resulted in producing better students, it would lead to lower gang activity, a decrease in the number of violent crimes on campuses, and have a positive effect upon the state economy and the drop-out rate. Joining hands with the school district would increase the demand for funding initially, but hopefully would pay off with long range dividends, including less school districts declaring bankruptcy.

If school teachers were utilized for police instruction, inter-agency cooperation would again increase because of the familiarity. With the greater cooperation would come a greater chance that criminal and academic records are merged. The school district would probably demand more state funding to pay for the teacher time lost to the police. The police, however, may see a decrease in their training budget. The training received from teachers, who generally have a more welfare minded outlook, may increase the awareness level of the police, and help their ability to deal with others.

Appointing a police representative to serve as a resource to the school board would also

bolster the cooperation between the agencies. Long range planning efforts by police and school administrators should result in mutually agreeable objectives. Pursuing creative economic alternatives would help to ensure that the police and school relationships are financially capable of existing.

FUTURES STUDY SUMMARY

The futures study section employed research methodologies to explore the identified issue and sub-issues. A survey showed that police administrators and school superintendents demonstrated a high level of agreement in their visions for the future of police and school relationships. A Delphi panel was utilized to forecast five trends and five events which would impact the issue area. The results of the survey and Delphi indicate that complex, highly integrated relationships will be developed between police and public school agencies in the future, including collaboration in the areas of campus policing, education, cross training, technology, economics, and recruiting.

The reader was provided a "window into the future" through the use of three descriptive scenarios. Police department policies, designed around the normative scenario were developed, and include continued participation in school resource officer and D.A.R.E. programs, the utilization of teachers to instruct police in-service classes, appointing a police manager as a liaison to the school board, and exploring creative funding alternatives.

SECTION TWO--A STRATEGIC PLAN

**A STRATEGIC PLAN FOR LAW ENFORCEMENT TO MANAGE ANTICIPATED
POLICE AND PUBLIC SCHOOL RELATIONSHIPS IN THE FUTURE**

The purpose of this section is to examine law enforcement planning strategies associated with creating and managing the selected normative future scenario. As stated previously, although the research may be utilized by all California cities, strategic planning and transition management will be examined and applied to Burbank, a city of approximately 96,900 in Los Angeles County.

Burbank has its own school district, consisting of two high schools, three middle schools, and eleven elementary schools. According to the Burbank Unified School District Fact Sheet, there are 13,268 children and 7600 adults attending classes, for a total enrollment of 20,868. Law enforcement in the city is handled by the Burbank Police Department, comprised of 149 sworn officers. The researcher is personally aware that there are over 800 identified gang members in the city.

The Burbank Police Department has already taken an proactive stance toward a partnership with the Burbank schools, and is engaged in many activities designed to foster those relationships. Five Burbank officers are designated as school resource officers, assigned to the two high schools and three middle schools. The officers instruct D.A.R.E. classes, and assist in extracurricular activities. The Juvenile Bureau leads a local police explorer post, and the Police Chief and a school board member are Directors on the board of a community drug intervention association. A police representative also regularly participates in meetings of the School Attendance Review Board. In 1991, a Juvenile Outreach Center was opened, designed to impact at-risk youth in the city. The facility is staffed by a police detective, school welfare and attendance specialists, and a probation officer.

MISSION STATEMENT

The starting point for all strategic planning should be the mission statement of the organization. The current mission statement of the Burbank Police Department states:

The mission of the Burbank Police Department, through both preventative and enforcement efforts, is to maintain social order, minimize crime and traffic problems, and provide police services to the community in a courteous, caring, and efficient manner.

The following is a suggested modification to the mission statement which would accommodate future relationships between the police and the school district:

Recognizing that proactive law enforcement should be applied to all facets of policing, the Burbank Police Department promotes interaction between departmental personnel and members of the community, including residents, business owners, visitors, and other city governmental agencies such as the school district.

The use of creative thinking to explore alternatives to traditional policing, and to discover areas in which our mission can be enhanced by combining our resources with other public and private sources is encouraged. The Burbank Police Department recognizes that the maintenance of a relationship with the school district provides an opportunity to greatly impact youth, and advocates the establishment of active partnerships with schools to influence the future.

THE ENVIRONMENT

There are numerous trends and events in today's environment which will impact the manner in which the Burbank Police Department and the Burbank Unified School District will interact in the future. Some of these trends and events will have a positive effect on the achievement of a successful relationship, and some will have negative effects. Some of the trends and events present both threats and opportunities. The impact of these trends and events will be discussed using the WOTS-UP analysis model.

Sociological

Threats--The level of violent crime, especially gang related, is soaring. Since much gang activity is committed by school-aged children, the schools and police are already dealing with the same clientele. The increase could allow law enforcement less free time to involve itself in preventative measures. Demographic shifts have brought cultural diversity to previously White and middle class communities. The infusion of minorities and poverty has traditionally included rising crime rates and an increase in calls for service for law enforcement. These circumstances could also cause police agencies to commit their available resources to enforcement rather than preventative efforts.

Opportunities--As the crime level continues to climb, police and school agencies may realize that it is in their best interests to explore methods to combine their resources directed toward youth, especially at-risk groups of children such as gang members. The goal of increased campus security may encourage school officials to learn gang and drug recognition techniques, adding to the prevention and detection of crimes on campus.

Cultural diversity and demographic shifts may force law enforcement to request help from

educators in order to learn the languages and cultures of the community. These efforts may lead to better community relations and an increase in the minority applicant pool.

Technological

Threats--Police and school agencies are becoming increasingly dependent upon technology. Although providing many benefits, technological advances are costly, and may divert funding destined for other creative programs such as police and school relationships.

In the research survey, police and school administrators expressed concerns that shared technology may lead to a loss of confidentiality, abuses by members of both disciplines, and possible civil rights violations.

Opportunities--As information processing expands, knowledge can be transferred between agencies instantaneously. The tracking of computerized student educational and criminal records can be correlated, and progress examined by both professions.

The availability of electronic instruction will benefit students, teachers, and law enforcement. Students and teachers will have access to vast stores of information on every conceivable subject. Those subjects could include training originated at a police agency if arrangements were made with the school district. Law enforcement agencies, on the other hand, could obtain training in languages, cultures, computers, psychology, and other job related subjects by interacting with educators.

Economic

Threats--The inflation adjusted level of funding to law enforcement agencies and school

districts seems to be diminishing. Having fewer resources generally results in agencies prioritizing their functions, and committing their resources only to essential services. This could have a severe impact on the willingness of schools and police agencies to explore new ideas.

Increasingly, city departments are competing against each other for a piece of the funding pie, and are forced to use creative ideas such as extensive lobbying and slick multi-media presentations to persuade officials to favor them. On a larger scale, city councils and school board officials are in competition for public funding, draining state resources.

Opportunities--Financial constraints could have the effect of forcing law enforcement and educational professionals to examine alternative methods to accomplish their goals. That introspection might result in a realization that a pooling of resources in several areas may result in more effective and efficient service delivery. The combining of a part of the police and school budgets may create a significant savings, and may be unusual enough to entice legislators to allocate additional resources to fund relationships. If school resource officers were utilized as teachers for other subjects, for example, the number of teachers could possibly be reduced, and a portion of the officers' salary could be paid for by the school district, resulting in decreased costs to the police department and the school district. The police department and school district could combine adult school and neighborhood watch activities to include community policing, and drug and gang awareness classes.

Political

Threats--Local politics play a large role in the allocation of resources, especially in small and mid-sized communities. Care must be exercised to avoid alienating portions of the

community, because local elections are often fickle, and the power structure can change quickly.

Police and school agencies are generally funded separately. The different budgetary sources, both originating from the public, could set up political battles among city councils, boards of supervisors, and school boards, all competing for the same dollars.

Opportunities--Although most politicians indicate that they support education, numerous school districts are facing financial hardships. This climate should drive school officials to take advantage of law enforcement's favored status by courting police agencies to utilize a portion of their economic and manpower resources for educational purposes.

ORGANIZATIONAL CAPABILITY

The capability of any law enforcement agency to manage the environmental threats and opportunities revolves around the strengths and weaknesses of the individual organization. A discussion of the strengths and weaknesses of the Burbank Police Department follows.

Strengths

The Burbank Police Department has experienced significant command level turnover in the past two years, and the culture of the agency has started to shift. Enforcement is giving way to prevention, and customer service and community policing are concepts extolled by administrators. Police managers, realizing that law enforcement cannot protect society alone, are actively enlisting the aid of the citizens, the business community, and other governmental agencies, including the schools. The Burbank Police Department has a good relationship with the community, and has enjoyed a relatively predictable budget.

As mentioned before, aggressive intervention with youth and the schools has been emphasized, and a good working relationship already exists between the Burbank Police Department and the Burbank Unified School District. Five Burbank officers are designated as school resource officers, assigned to the two high schools and three middle schools. The officers instruct D.A.R.E. classes, and assist in extracurricular activities. The Juvenile Bureau leads a local police explorer post, and the police chief and a school board member are directors on the board of a community drug intervention association. A police representative also regularly participates in meetings of the School Attendance Review Board. In 1991, a Juvenile Outreach Center was opened, designed to impact at-risk youth in the city. The facility is staffed by a police detective, school welfare and attendance specialists, and a probation officer. All of these factors should combine to facilitate a partnership transition.

Weaknesses

Law enforcement agencies have traditionally been rigid quasi-military organizations, and resistant to change. Although the Burbank Police Department is an agency in transition, it will still require some time for all of its personnel to adapt readily to change. The recruitment of police officers has not aggressively targeted minorities. The addition of minority officers will be increasingly necessary for the Police Department to maintain credibility with students and the community.

The Police Department's relationship with the schools does not have the support of all of the police officers, or even of the entire police management staff. Several members of the police department believe that the school resource officer positions would be much better utilized for crime fighting. The police department has also been politically dictated to provide other services to the school district, such as security for football games, and escorts for school

parades, which drain manpower and financial resources.

STAKEHOLDER ANALYSIS

The Strategic Assumption and Surfacing Technique was used to identify important stakeholders in future police and public school relationships. The stakeholder assumptions have been diagramed on an Assumption Map, and may be examined in Illustration 2, page 89, in Appendix E. The following are the stakeholders and stakeholder assumptions:

1. Students

- a. Bringing police on campus is just an excuse to keep students in line.
- b. Already required to master too many things, they feel that learning about policing and drugs is a burden.

2. Parents

- a. The children need more supervision, so it will be great to have the police on campus.
- b. Drugs, alcohol, and violence are prevalent, so the children should be taught how to avoid them.
- c. Some parents may object to the presence of police on campus.

3. City Council

- a. With all of the lobbying from the community about crime on campus, having police there will make the campuses safer,

and satisfy the constituents.

- b. Having police on campus drains resources from enforcement, and the police budget may need to be increased.
- c. The school district should pay for police services to the schools.

4. Patrol Officers

- a. Having police on campus is a waste of time, taking manpower away from "real" policing.
- b. The concept is doomed to failure, because the students will not be receptive.

5. Juvenile Detectives

- a. This type of intervention is the only way to affect the community on a long-range basis.
- b. A partnership will result in less members of criminal street gangs, and fewer crimes being committed by juveniles.

6. School Board

- a. Any partnership between the police and schools should involve great input from the school board.
- b. The partnership should be basically one-sided, with the police assisting the schools where necessary, especially with security, without a demand for return services from the schools.

- c. The police cannot shed much light on how to better the education process, and their presence sometimes hinders the learning experience.
- d. The City Council should pay for police services to the schools.

7. Teachers

- a. Police officers would make good role models for students.
- b. Having the police around will make the campus safer.
- c. D.A.R.E. classes will have a positive long-term effect on students.

8. Police Chief

- a. Although not totally convinced that the idea will work, he feels that it is politically essential to support.
- b. The commitment will probably result in a higher crime rate on a short term basis because manpower is being diverted.
- c. A long range plan may result in a better trained police force, less crime, and a better manpower pool for law enforcement.
- d. These partnerships will include a benefit to the police department in the form of training provided by the schools.

9. Local Residents and Business Owners

- a. These partnerships will probably result in higher taxes.
- b. The commitment will probably result in less manpower being devoted to preventative patrol of their individual areas.

10. Parks and Recreation Director (Snaildarter)

- a. Partnerships between the police and schools will result in less resources for Parks and Recreation. (This could apply to many other city departments.)
- b. These partnerships may include activities for youth which intrude into the traditional jurisdiction of Parks and Recreation.

11. Probation

- a. Police on campus may produce an increase in cases for the probation department.
- b. The relationships may provide an opportunity for probation to also interact with the two disciplines.

ALTERNATIVE STRATEGIES

Through the use of the modified delphi process, a list of thirteen alternatives to strategically achieve partnerships was created. (See Appendix F, page 92.) Using the criteria of cost, time of implementation, degree of cooperation necessary, and chance of success, the list was narrowed down to the following three choices:

- 1. Start a political movement for police interaction in the schools by getting the parents involved. Actively solicit funding and support from the local business community.**

Advantage--This alternative has the advantage of creating a broadly based support structure consisting of the people in the community who will influence the city decision makers, including the city council and the school board. This will ensure that proper funding for

proposed projects will be allocated, and that cooperation from the schools will be encouraged.

Disadvantage--A disadvantage, however, is that it does not provide any direction for the form that the partnerships should take. The police department may discover that the political leaders have obtained so much power that they will be able to dictate policy to the agencies involved in the partnerships.

Stakeholders--The stakeholders would generally view this alternative as a back-stabbing maneuver by the police department. The school board and city council, while forced to give in because of political pressure, may remember the tactic, and might retaliate against the police department in some other manner. The teachers would resent this political approach, and might therefore resist voluntary partnerships.

2. Police agencies should lobby the legislature for a law mandating a police officer on every campus, and/or requiring every high school student to pass a drug abuse course before he/she graduates.

Advantage--This alternative, if successful, would have the effect of forcing interaction between the police and the schools because an officer would have to be assigned to each campus, or the police would need to be consulted in order to create and present a drug abuse course. This forced partnership would hopefully lead to additional joint ventures as the two agencies related with each other.

Disadvantage--The disadvantage to this alternative, like the first one, is that interaction is forced, causing an initial strain in relationships. It is also limiting in the type of partnership

that will be encouraged. The police department may not have the luxury of seeking other creative solutions if its resources are drained by sending an officer to every campus.

Stakeholders--The stakeholders will probably accept this alternative grudgingly, perceiving the partnerships as an obligation rather than an opportunity to create something great. They will most likely not be inclined to expand the partnerships into other areas of interest.

3. The Police Department should get increasingly involved in school and community affairs, utilizing school resource officers to teach D.A.R.E., gang intervention, and other programs, prove that police officers are valuable tools to the schools and the children, and request services from the school district in return.

Advantage--The advantage of this alternative is that it is already somewhat in place. Many law enforcement agencies, including the Burbank Police Department, already deploy school resource officers and participate in the D.A.R.E. (Drug Abuse Resistance Education) program. Gentle expansion into other areas of instruction should be facilitated by the relationships already established.

Disadvantage--The disadvantage in this alternative is that it will take a number of years of one-sided commitment by law enforcement to solidify an official partnership with the schools. Since the school district is not willing to pay the salaries of the involved officers, the expense of this venture will be borne by the police department.

Stakeholders--The relationships already established should ensure that the school officials feel assisted by individual officers rather than encroached upon by a police agency. Other

stakeholders should generally view this alternative as a non-threatening step toward influencing the future of the community, except for the growing number of elderly who may resent the diversion of officers away from protection.

Preferred Strategy

The Modified Policy Delphi Panel concluded that the preferred strategy would combine elements of the first and third alternatives. Law enforcement should continue to aggressively interact with the schools through D.A.R.E. and school resource officers, and then gradually become more involved in traditional school roles. A command level police representative could be assigned to attend school board meetings on a regular basis to act as a resource to the board, and to input the police perspective. Extra-curricular events could be organized to ensure that the students had alternatives to participating in the criminal activity in their neighborhoods.

As the school district became dependent upon the police agency to conduct some of the activities, the schools could be asked to reciprocate by using their budget and resources to become engaged in some traditional police areas, such as training and crime prevention. Teachers could be encouraged to go on police ride-alongs, learn gang and drug recognition and other crime prevention techniques, and could be given a basic overview of law enforcement to create a safer campus environment.

As this transition occurs, the police department and the schools could then jointly begin to present programs to the public, fostering broad public support for the concept of active partnerships. This support could in turn create the political power base to obtain the essential funding, allowing the agencies to become even more creative in their approach to youth.

Since this will be a gradual process, it will take several years to make the school district dependent upon the police department for the instruction of classes other than drug abuse. During those years, the political power base will be growing without active lobbying because the parents of affected children will realize the benefit of the police intervention. By aggressively attending community functions, police officers could begin to express the advantages of a partnership between law enforcement and the schools, and then urge the citizens to support the concept.

The implementation of the strategy should be directed by the Chief of Police, and administered through the Investigation Division Commander. Ultimately responsible for the Juvenile Outreach Center and school resource officers who instruct the D.A.R.E. classes, the Investigation Division Commander is in the best position to serve as an advisor to the school board, attend many of the school functions, and monitor the effectiveness of the plan. The ideal commander should possess the skills to politically interact with the school board officials to slowly expand the police influence into other areas of traditional education. Political intervention by the chief will also be necessary to gain the support of the city council, community groups, and influential persons in the city.

The success of the partnerships can be objectively measured by the level of juvenile crimes and arrests, and will be subjectively appraised by determining if the values of society are improving.

STRATEGIC PLANNING SUMMARY

This section has explored the strategic planning required for the Burbank Police Department to bring about the "desired and obtainable" future described in the normative scenario.

Environmental threats and opportunities were examined, and the strengths and weaknesses of the Burbank Police Department were discussed.

A Modified Policy Delphi was utilized to review three alternative approaches, and select a preferred strategy. Law enforcement should continue to aggressively interact with the schools through D.A.R.E. and school resource officers, and then gradually become more involved in traditional school roles. A command level police representative could be assigned to attend school board meetings on a regular basis to act as a resource to the board, and to input the police perspective. As the school district became dependent upon the police agency to conduct some of the activities, the schools could be asked to reciprocate. The police department and the schools could then jointly begin to present programs to the public, fostering broad public support for the concept of active partnerships. This support could in turn create the political power base to obtain the essential funding, allowing the agencies to become even more creative in their approach to youth.

SECTION THREE--TRANSITION MANAGEMENT

**MANAGING THE TRANSITION BETWEEN THE PRESENT STATE
AND FUTURE STATE OF POLICE AND PUBLIC SCHOOL RELATIONSHIPS**

The purpose of this section is to examine the transition state for Burbank Police Department planning strategies related to creating and managing the relationships between law enforcement and schools, as described in the selected normative future scenario. The previous section established a strategic plan for formal interaction between the Burbank Police Department and the Burbank Unified School District. This relationship is designed to improve the quality of education in the schools, and to enhance the societal commitment of students, resulting in an increase in prime applicants for police agencies, and a decreased level of crime, drug usage, and gang activity.

PROGRAM COMPONENTS

To assist the Burbank Police Department in achieving its goal of creating an active relationship with the school district, specific program components are suggested. They comprise a strategic plan and implementation schedule, already in progress at the Burbank Police Department. It is recommended that law enforcement agencies pursuing complex relationships with school districts implement these components in the indicated sequence.

1. Using school resource officers, implement the D.A.R.E. (Drug Alcohol Resistance Education) program in elementary and middle schools. (Already completed in the Burbank Police Department.)
2. Establish a Juvenile Outreach Center, combining the talents of a juvenile detective, a probation officer, and school counselors in an attempt to impact at-risk youth. (Already completed in the Burbank Police Department.)

3. Begin aggressive recruiting for entry level police officers who have the ability to interact with school children.
4. Get increasingly involved in school and community affairs, and volunteer to instruct drug abuse, traffic safety, and other programs to all levels of school. Assign a police manager to attend school board meetings as a resource.
5. Create extracurricular activities with the school district to provide youth with alternatives to criminal ventures.
6. Establish a schedule of in-service training instructed by school district teachers on topics such as computer science, typing, languages, and cultural awareness.
7. Expand drug and gang awareness classes, taught by police and school instructors, to adult school and community groups.
8. Begin cross training of school personnel in crime prevention and areas of proactive policing, encouraging teachers to take enforcement action on campus to create a safer environment.
9. Start a political movement for police interaction in the schools, targeting the support of parents.
10. Actively solicit funding and backing from the local business community, service clubs, and community groups.

11. Aggressively recruit teachers as reserve and part-time officers.
12. Create an integrated computer program, allowing access to correlated school and criminal records by law enforcement and school personnel.
13. Seek partnership involvement on a broader level, including Parks and Recreation, social agencies, and local business.
14. Have at least four full time police officer "teachers" on school campuses who teach not only drug awareness, but also law enforcement preparatory courses.
15. Create a police/school budgetary proposal for the city council and school board for integration of a number of services provided to the schools by police and to the police by the schools.
16. Establish a small "magnet" high school within the district which will groom local youth for a career in law enforcement.

Once action items or program components are established for the transition state, a useful tool to construct accountability for each objective is to employ a responsibility chart. On this chart, a list of the planned action items or program components is paired with an identification of the level of support or responsibility needed by each member of the transition team. This method will define who will be ultimately charged with the obligation for each item, and will alleviate confusion and conflicts. A copy of the responsibility chart for the police/public school action plans may be examined in Table 4, page 95, in Appendix G.

CRITICAL MASS

The "critical mass" are individuals or groups whose support is essential to achieving a desired objective. The following individuals have been identified as members of the critical mass:

1. Chief of Police of the Burbank Police Department
2. Commander of the Investigation Division
3. President of the Burbank Police Officers' Association
4. Mayor of Burbank
5. Superintendent of the Burbank Unified School District
6. President of the School Board
7. President of the Teachers' Association

The current commitment level of each of the critical mass members, as well as the minimum level of commitment required of them in order to ensure success of the partnership project, has been diagrammed in Illustration 3, page 96, in Appendix H.

As demonstrated in the illustration, the current level of commitment is relatively high, with only the superintendent and the presidents of the associations possessing below required levels of dedication to the partnership.

The **Chief of Police**, as the head of the department, is essential to any major transition in the organization. His support is necessary to allocate the required manpower and resources to the police and school partnership. Although not acting in a "hands on" capacity in the project, the Chief must be willing to help change happen. He currently is assisting the effort wherever needed, and needs to maintain that level of support for the partnership to be successful.

The **Investigation Division Captain** is, in effect, the project manager for the strategic plan. Most of the integration of police and school personnel will involve his employees. This individual, a Command College graduate, is highly committed to proactive policing, including youth intervention. It is essential that he make change happen, and he currently is demonstrating that commitment.

The hesitance on the part of the **Police Association President** to endorse the merger results from a belief by line police officers that law enforcement consists of working patrol, fighting crime, and capturing criminals. Most police officers became involved in law enforcement because the excitement of the work created a certain allure, and they feel that if they wanted to become part of the school district, they would have chosen teaching as a profession.

Law enforcement is in transition from reactive to proactive policing in many areas. In order to raise the partnership commitment level of the police association president, the police officers that he represents must be conditioned to accept that intervention with students in a learning environment is a part of an effective police organization, and a step in the transition process to aggressive proactive policing.

To that end, the long-term benefit of the partnership to law enforcement must be stressed to line officers. The interaction of police and the schools will hopefully result in lowering crime rates, drug usage, and gang activity, making the working environment safer for police officers. The infusion of quality applicants into the ranks of policing will increase the chance that law enforcement officers will be viewed as "professionals", and enjoy the prestige of doctors, attorneys, and teachers.

The support of the **Mayor** is necessary to obtain proper funding and political approval. He is in a position to help change happen by allocating resources and streamlining the decision-making process. Change oriented, he has already facilitated past efforts in this direction.

Up until now, the **Superintendent** of the school district has been a passive participant in the interaction that currently exists between the police department and the school district. While he has supported the integration of the D.A.R.E. program into the schools, he has not gone out of his way to employ creative methods to join the two agencies. He is perfectly willing to accept any help offered to the school district by the police, especially in the area of increased security. He has not, however, volunteered any quid pro quo.

Because of his power position within this relationship, he must be convinced to become actively engaged in the strategic planning process for the integration of the resources of the two agencies. This can be accomplished by a combination of coercion and rational persuasion.

The rational portion can be divided into two separate parts. Much like the teachers, the superintendent will first hopefully appreciate the ability of the police officers to instruct and to affect the values of the students. Second, in a financially strained environment, he will understand the financial benefit of tapping the budgetary resources of safety services.

Coercion may be applied by threatening to withhold discretionary police services unless full participation is obtained from the school district. The superintendent will be forced to provide the necessary manpower and resources to foster the partnership, or risk the political consequences.

Like the Mayor, the support of the **School Board President** is necessary to obtain proper funding and political approval. He is also in a position to help change happen by allocating resources and streamlining the decision-making process. He has expressed a desire to create an active relationship between the police department and the school district.

Teachers believe that the only people who should be instructing students are professionals who have chosen that career. They feel that any intrusion by police into the area of teaching will not only result in a loss of effectiveness in student learning, but may also lead to a decrease in the number of employment opportunities for teachers. To raise the commitment level of the **Teachers' Association President**, the association membership must be convinced that a police/school relationship is in the best interest of the students and teachers. Changes in values and society have made many school campuses unsafe for students and faculty. Law enforcement participation in the educational process brings with it a sense of security. This safety element can be useful in convincing teachers of the benefits of the relationship.

Most teachers, like police officers, chose their profession out of a desire to help society. If police officers can demonstrate proficiency in teaching, and prove that the program has an impact on the learning process of the students, teachers will be persuaded to support the partnership. The mingling of law enforcement and educational personnel will probably make members of both professions understand and appreciate the needs and concerns of the other, and will have a synergistic effect upon the support level of the program.

MANAGEMENT STRUCTURE

At present, there is a degree of integration between the police department and the school district. If the strategic plan is successful, it will result in a quality relationship being

established between the two agencies. During the transition state, persons involved in the conversion will be subjected to periods of uncertainty, conflict, perceived inconsistency, and emotional stress. In order to keep the ill effects to a minimum, it is necessary to create a transition management strategy.

As previously stated, the Investigation Division Captain should be considered the project manager for the police department's transition state in the police/school partnership. He is an aggressive change agent, and actively supports the concept of intermingling the resources of the two agencies. Any direction within the police department toward this end result will originate from him. His guidance and stability will help to alleviate concerns by police personnel during the alteration period.

If the program only dealt with police policies and personnel, this form of transition management would be perfect. Because this police/school partnership slices across political and bureaucratic boundaries, however, the "representatives of constituencies" form of transition management must be employed. Here, the critical mass is comprised of leaders from both of the government agencies, two unions, and the major political entities within the city. Change--constructive or destructive--is always traumatic. Utilizing the members of this group to give direction to each of their followers will facilitate the acceptance of unfamiliar ideas. In effect, each leader will serve as a project manager for his or her organization.

IMPLEMENTATION TECHNOLOGY AND TOOLS

The level of excellence of the transition state will contribute to the success or failure of any progression from a present state into a future state. To increase the quality of the transition

state, involved personnel must employ available technologies, tools and methods to facilitate the process.

Once the present state has been identified, and the future state has been strategically planned, the best transitions begin with an assessment of the organization's readiness level to accept change. This assessment can take many forms, but should include an honest evaluation of the awareness, motivation, and skills possessed by organizational personnel which will assist them in accepting and facilitating the transition. For the police department, this assessment would be completed by the Chief of Police, Investigation Division Captain, and other key personnel who are directing the transition process.

A commitment plan must then be developed to identify all of the important actors who will guide the transition, and to establish action steps to ensure their commitment. In this case, key personnel have already been identified as the critical mass. Their current and required commitment level has been evaluated, and a strategy was discussed to raise the commitment of those persons whose resolution was below the desired level.

Communication is essential, both inside and outside the organization, to make the uncertainty of change more acceptable. Resistance to modifications is often precipitated by a lack of understanding of the actions and reasons for the change. With police/school relationships, there will be apprehension by the students, employees of both governmental agencies, political bodies, and the general public.

Within the police department and the school district, leaders must filter down information about the proposed changes to the lowest levels of the organizations. This not only will ease

apprehension and make employees feel like part of the process, but may bring out a number of useful suggestions that were not contemplated by the managers.

Fortunately, police departments and school districts have access to a wide variety of communication devices and media resources. The City of Burbank has a well informed, politically active community. Public meetings have a high attendance, and the local newspaper and cable television channel enjoy good audiences. All of these tools should be aggressively used to disseminate information about the intentions of the relationship. Citizen advisory groups could be set up to create new ideas and avenues of approach to the program. These methods would obtain support from the general public, and therefore through the democratic process, from the political entities.

A step which is often overlooked in the transition state is to set up some form of evaluation process to determine how the conversion is progressing. Regular meetings, attended by all of the transition managers, should be conducted to ensure that all actions are perceived identically by the group, to reinforce items that are working, and to redirect errant efforts.

TRANSITION MANAGEMENT SUMMARY

The transition state is a key element in any transformation from a present state to a future state. The critical mass for the transition must be identified, and their commitment obtained. A management structure must be established to direct the change, utilizing all available technologies, tools, and methods to facilitate the transition, and to alleviate concerns and resistance from involved persons.

The transition state for the Burbank Police Department was examined, and it was determined that the Investigation Division Commander would be the most effective project manager for police and school relationships. Because these relationships slice across political and bureaucratic boundaries, the "representatives of constituencies" form of transition management must also be employed.

**SECTION FOUR--CONCLUSIONS, RECOMMENDATIONS,
AND FUTURE IMPLICATIONS**

**ANSWERS TO THE ISSUES, DIRECTION FOR THE FUTURE,
AND RECOMMENDATIONS FOR ADDITIONAL STUDIES**

The goal of this research project was to identify answers to the issue and sub-issues, and to provide direction for law enforcement agencies for strategic planning and transition management related to relationships that will be forged between police and public schools during the next ten years. The topic area was examined through research methodologies, including a survey, and delphis.

THE ISSUE

What will be the nature of police and public school relationships by 2002? Research has shown that the level of interaction between police and public school agencies will probably continue to grow during the next ten years. A small minority of law enforcement and education administrators believed that law enforcement agencies would be forced to retreat to reactive crime fighting because of financial constraints. The vast majority, however, strongly indicated that the partnerships, which are already being formed, would expand, and become highly integrated. The inclusion of other private and governmental entities, including businesses, probation, and social services is a strong probability.

Police and school administrators will collaborate for problem solving and long-range planning, and may create an integrated computer data base to track students. The relationships will include an increased emphasis on security, resulting in a growth in the law enforcement presence on campus. Many districts will create their own police departments. Drug and gang recognition classes, instructed by police officers and teachers, will be expanded to include adult school, parenting classes, and community groups. Officers may also be utilized to teach other courses on campuses, and schools will offer law enforcement classes. Teachers will conduct in-service training classes for police agencies, and may themselves be cross trained to employ law enforcement tactics to deter crime at schools.

The selected panel of experts agreed on the need for interaction because of alarming trends in funding, recruiting, criminal activity, the drop-out rate, and gang involvement. They forecasted that the level of cooperation between the two disciplines will rise steadily and significantly over the next ten years, and that the legislature could mandate increased campus security and require the completion of a drug awareness course before high school graduation.

SUB-ISSUE ONE

What resources will be available to fund these relationships? The panel of experts forecasted that the level of state funding to police and public school agencies will remain relatively flat for the next ten years, and that there will be a number of school districts declaring bankruptcy. Faced with projected increases in population and demand for services, both disciplines will need to obtain larger public financing, or find creative funding alternatives in order to perform critical functions.

Police and school administrators forecasted that increased energy will be devoted to obtaining financial resources. Police and school agencies may utilize organized presentations to solicit funding for relationship ventures, and may propose the consolidation of a number of services under one budget. Creative solutions to funding will be explored, including the involvement of businesses, private donations, service clubs, community groups, and bequests.

SUB-ISSUE TWO

What objectives will be mutually agreeable by public school and police agencies? In a survey answered by 96 police administrators and 56 school district superintendents, a striking similarity existed in the visions of the leaders of the two disciplines, indicating that many

objectives will be mutually agreeable. Computerized records sharing, cross training of officers and teachers, fund raising, police recruiting, expansion of drug and gang recognition programs, joint problem solving and long-range planning, increased campus security, and decreased truancy were included in the forecasts of both professions.

The police and school professionals comprising the Delphi panel also produced consistent forecasts regarding trends related to police recruiting, cooperation between police and school agencies, the drop-out rate, and the number of gang members and violent crimes on campuses. Members of the panel expressed common objectives regarding these areas of concern.

SUB-ISSUE THREE

What benefits will law enforcement enjoy as a result of these relationships? Police agencies should benefit greatly from integrated relationships with school districts. Although most of the benefits will accrue on a long-term basis, some will arise almost immediately. School resource officers and drug awareness programs are already providing good publicity for law enforcement agencies. Agencies participating in these programs are viewed as proactive and community oriented, and create a positive image in the mind of the public. The budget of the police agency is often augmented either by the council or the school district to fund the campus interaction.

The deployment of additional uniformed officers on school campuses should bring an immediate and measurable reduction in criminal activity. The utilization of school district teachers to instruct in-service training classes will result in a savings in the training budget of the police department.

Police and school partnerships should result in a number of long-term benefits. Creative funding solutions will improve the financial resources of law enforcement agencies, increasing opportunities for proactive intervention. A sharing of student data will expand police informational sources. Cross training of teachers in law enforcement techniques will bring additional crime detection, apprehension, and prevention to school campuses, and may result in a manpower source for reserve and part-time police officers.

The positive interaction by police should provide role models for school children, resulting in a general increase in societal values, and a decrease in drop-outs, truancy, gang membership, and criminal activity. Many students, especially minorities, will have their first opportunity to contact police officers in a non-confrontational setting, and will come to appreciate the officers as individuals, and possibly consider law enforcement as a profession. Many schools will include police training courses in their curriculum, and law enforcement magnet schools will be opened.

The in-service instruction received from teachers in languages, cultural awareness, computers, and other areas will not only raise the level of knowledge and expertise of police officers, but may also inspire them to further their own academic efforts. Over a number of years, this trend may raise the general educational level of police departments, allowing them to provide better service to their communities, and increasing the probability that law enforcement personnel will be considered "professionals" like the teachers who are interacting with them.

RECOMMENDED ACTIONS

Law enforcement in California will be presented a great variety of challenges and opportunities associated with its relationship with the public schools. Although the strategic planning and transition management sections were specifically applied to the Burbank Police Department, the described strategies, tools, and technologies may be employed by other law enforcement agencies.

As a result of the data produced in this research, the following actions are recommended to increase the probability that future relationships between police and public schools are successful:

Police agencies should begin by examining their mission statement to ensure that it accurately represents the vision of the department.

Law enforcement agencies should develop policies to direct and coordinate activities related to interaction with schools.

Law enforcement agencies should aggressively pursue establishing a positive working relationship with the school district in their community, and engage in joint problem solving and long-range planning.

Schools should be encouraged to give something back to law enforcement for police services provided. This return contribution can come in the form of monetary reimbursement, an expanded law enforcement curriculum on campus, in-service training, or providing volunteer manpower including reserve officers.

Law enforcement agencies should actively recruit personnel who have the ability to relate with and instruct youth.

Creative funding sources should be explored, including donations from businesses, community groups, service clubs, and bequests.

Law enforcement agencies should accurately assess the strengths and weaknesses of their organization, identify the stakeholders and critical mass for police and school relationships, and ascertain the commitment level of the critical mass.

RECOMMENDATIONS FOR FUTURE RESEARCH

During this study, the following issue areas were identified as deserving consideration for future research:

How will police agencies interact with private schools?

What will be long-term effects of police and school relationships on criminal activity?

How should police agencies select the personnel who will be involved with the school relationships?

What will be the involvement of social agencies in police and school partnerships?

What is the most effective manner to involve businesses and community groups in police and school relationships?

How will law enforcement magnet schools be structured to provide the greatest benefit to police, schools, and society?

What is the feasibility of using school teachers as part-time police officers?

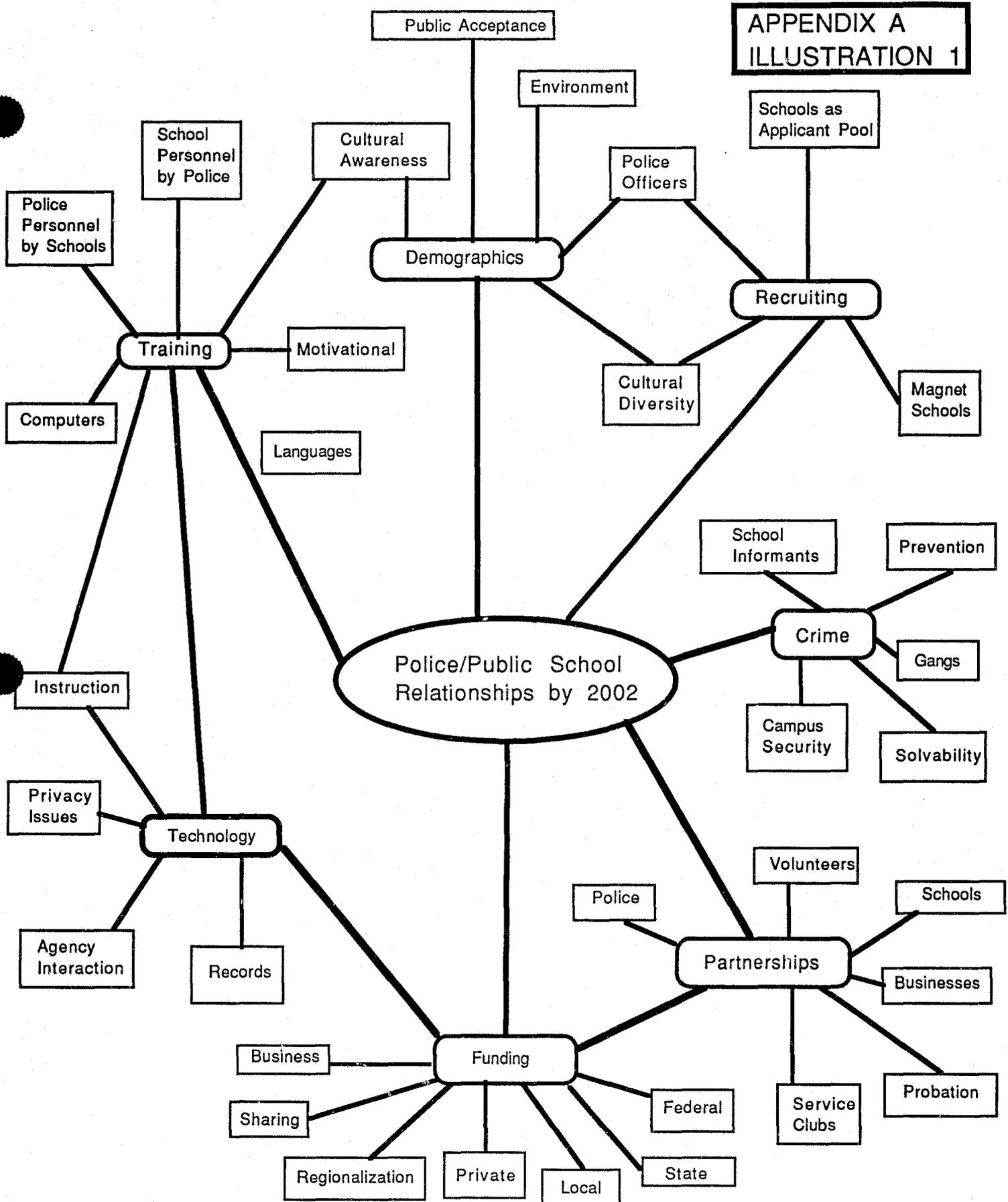
The researcher strongly believes that through extensive, organized relationships, police and public schools agencies will make a significant positive impact upon youth, and a substantial contribution toward increasing the values of society, and decreasing gang membership and criminal activity.

ENDNOTES

1. Lee P. Brown, POLICE LEADERSHIP IN AMERICA, Edited by William A. Geller. Praeger Publishing, New York, N.Y. Page 70.
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3. IBID. Page 126.
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5. Douglas P. Shuit "Population of State Tops 30 Million but Growth Rate Slows." Los Angeles Times. February 6, 1992 Page A3.
6. "California's Growing Taxpayer Squeeze", Finance Report, California Department of Finance, Sacramento, California. November 1991.
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9. Peter Schrag, "30 Million and Groaning" Page 34.
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APPENDIXES

**APPENDIX A
ILLUSTRATION 1**



FUTURES WHEEL

APPENDIX B

SURVEY

Appendix B consists of sample letters sent to 136 Command College students/graduates and 100 school superintendents, a copy of the survey form, and lists of responses, in order of importance, from the police administrators and school superintendents. Responses were received from 96 police administrators (71%), and 56 superintendents (56%).

LETTER SENT TO COMMAND COLLEGE GRADUATES/STUDENTS

February 17, 1992

Dear :

I am currently enrolled in Command College Class 14, and working on my research paper, entitled "What will be the status of police and school relationships by 2002?". I am interested in learning about creative programs that are in place already, and in what you, as Command College trained futurists, believe is on the horizon for the topic area. To accomplish this, may I please impose upon you to take a few minutes to fill out the attached questionnaire?

Since you have already experienced the research paper portion of the Command College, I am sure you understand that time is of the essence. Please return the completed form by March 15, 1992.

Sincerely,

Captain Thomas Hoefel
Burbank Police Department
272 East Olive Avenue
Burbank, California 91502
818 953 8664

LETTER SENT TO SCHOOL ADMINISTRATORS

February 19, 1992

Dear Mr.

I am a Police Captain in the City of Burbank, currently enrolled in the California Peace Officer Standards and Training Command College. The course, accredited by Cal Poly Pomona, will result in a masters degree in Management. I am currently working on my research paper/thesis, entitled "What will be the status of police and school relationships by 2002?". I am interested in learning about creative programs that are in place already, and in what you, as educators, believe is on the horizon for the topic area. To accomplish this, may I please impose upon you for a few minutes to fill out the attached questionnaire?

Since I am sure that you have already experienced many research papers, I know that you understand that time is of the essence. Please return the completed form by March 15, 1992.

Sincerely,

Captain Thomas Hoefel
Burbank Police Department
272 East Olive Avenue
Burbank, California 91502
818 953 8664

POLICE/SCHOOL QUESTIONNAIRE

1. Besides D.A.R.E./S.A.N.E., school resources officers, and police athletic leagues, does your community have any creative relationships between police and school agencies? If so, please describe.

2. How are these relationships funded?

3. What special relationships, programs, etc., do you envision for police and school agencies over the next ten years?

Respondent

Agency

Phone

FUTURES FORECASTS BY POLICE ADMINISTRATORS

POLICING/SECURITY

- Increased gang intervention in schools by police -- 14
- Increased presence of uniformed police on campuses for security -- 12
- Aggressive truancy program to decrease crime, increase ADA -- 10
- Increase in school districts creating their own police forces -- 5
- Juvenile peer court -- 3
- Police substations on high school campuses -- 3
- Regionalized efforts by police agencies to impact schools -- 3
- Increased usage of metal detectors to deter campus violence -- 2

EDUCATION

- Gang education programs, similar to D.A.R.E., initiated -- 31
- Officers will teach many different classes in all grades of school -- 16
- Expansion of gang and drug recognition programs to parents -- 15
- Expansion of D.A.R.E. program to grades K-12 -- 15
- Use of officers as role models and to raise self-esteem of at-risk students -- 11
- School curriculum aimed at violence prevention --10
- Police involvement in parenting classes currently put on by schools -- 3
- Police involvement in race relations education on campus -- 2
- Expansion to private schools of many of the services provided to public schools -- 2

ECONOMICS

Fiscal reasons may drive police out of prevention and back into crime fighting -- 10

Aggressively seeking funding from businesses, service clubs, community groups -- 7

Joint funding and presentations by police and schools for many programs -- 5

Ability of police to obtain funding will cause them to assume many traditional
school roles -- 4

Increased energy will be placed into funding sources - 4

TECHNOLOGY

Joint technology for shared gang information -- 5

Computer interfacing to school registration records -- 4

Creative technology will be used to instruct teachers and police -- 4

CROSS TRAINING

Training of school personnel in gang and drug recognition, and in laws
relating to minors -- 7

Teachers used for in-service training in languages, culture, computers,
and management -- 7

Teachers trained as reserve officers -- 2

COOPERATIVE EFFORTS

- Active participation in multi-agency coalitions -- 16
- Police participation on School Attendance Review Boards -- 11
- Bring school personnel into the police/probation/courts loop -- 7
- Interaction by top administrators of both disciplines for long-range planning
and problem solving -- 4
- Increased participation by police and schools in after school activities -- 3
- Increase number of counseling services on campus -- 3
- Planned interaction with growing non-student population (drop-outs) -- 2

RECRUITING

- Law enforcement curriculums included at schools -- 10
- Active recruitment in high school for future police officers -- 7
- R.O.T.C. type program at schools for future police recruits -- 6
- Increased number of magnet schools to plan and direct careers of youth -- 5
- Increased cadet and explorer programs -- 4
- Students may work at police departments and receive school credit - 3
- Teachers used as part-time police officers during summer vacation -- 2
- Aggressive interaction with minority youth on campus to develop pool
of future applicants -- 2

FUTURES FORECASTS BY SCHOOL SUPERINTENDENTS

POLICING/SECURITY

- Extended anti-gang programs by police and schools -- 15
- Increased presence of uniformed officers on campus for security -- 13
- Increased number of school district will employ their own police officers -- 5
- Police substation on high school campuses -- 2
- Use of students as peer jury for minor law violations committed by
other students -- 2

EDUCATION

- Expanded gang prevention programs on campus -- 17
- D.A.R.E. expanded to K-12 grades -- 13
- Police officers as teachers in health, civics, government, and law classes -- 10
- Expand D.A.R.E. and other police presentations into adult school, community
and parent groups -- 8
- Use of officers as "mentors" for students -- 8
- Expanded use of school officers into earlier grades -- 5
- Joint presentations of courses aimed at motivation and self-esteem -- 2
- Employment of youth advisors to work as counselors -- 2

ECONOMICS

Funding may reduce contributions by police agencies to educational effort -- 5

Organized joint planning and budgetary presentations/solicitations -- 4

Creative funding sources from businesses, donations, service clubs, wills,
community -- 3

CROSS TRAINING

Cross training between agencies--teachers sharing instructional and motivational strategies, and
police teaching educators how to recognize alcohol and drug abuse symptoms -- 5

Teachers may be used to instruct classes for police -- 3

Interagency cooperation to instruct teachers on laws related to minors -- 3

Training of teachers in police tactics, perhaps making them reserve officers -- 2

RECRUITING

Police science course on campuses to guide students to a police career -- 6

Police cadets on campuses, much like R.O.T.C. -- 5

Magnet schools, including police preparatory courses -- 4

Using teachers as reserve officers -- 1

TECHNOLOGY

Direct technological communication between police and schools -- 4

Records sharing between agencies -- 3

COOPERATIVE EFFORTS

Active participation by both agencies in multi-agency coalitions -- 24

Joint school/police investigations of truants, increased truancy sweeps -- 7

Outreach/counseling services established on campuses -- 4

Police officers as advisors to school board -- 4

Placement of police and probation officers together on campus -- 3

Combine school and police effort in neighborhood policing -- 3

Intervention with drop-outs -- 2

Increasing police presence in after school programs and activities -- 2

Joint school and police counseling of all members of dysfunctional families -- 3

APPENDIX C

TREND AND EVENT LISTS

Because the topic crosses traditional boundaries between police and school functions, a group consisting of four police "experts" and three school "experts" was empaneled to identify trends and events which may significantly impact police/school partnerships. The group included the following participants:

Police Captain, Investigation Division Commander, Command

College graduate

Police Sergeant, supervisor of the Juvenile Bureau

Police Detective, in charge of gang investigations

Police Detective, Juvenile Specialist

School District Psychologist

Director, Child Development Center for School District

Child Welfare and Attendance Specialist

The panel was extremely productive, and identified the following 46 trends and 28 events:

TRENDS

1. Level of state funding to law enforcement and schools
2. Number of qualified police applicants
3. Cooperation between police and schools
4. Number of gang members
5. Number of violent crimes on California campuses

6. Extent of cultural ingress/diversity
7. Number of crimes by juveniles
8. Amount of drug usage
9. Availability of health care
10. Number of drug/alcohol babies
11. Gang activity
12. Citizen support of governmental services (non-material)
13. General economy measured by the GNP
14. Number of teen pregnancies
15. Number of school age children
16. Number of people entering the workforce
17. Availability of child care services
18. Number of homeless
19. Number of single parent homes
20. Number of non-traditional families
21. Morale of police
22. Morale of school personnel
23. Perception of each other by police and school personnel
24. Extent of media coverage
25. Communication between police and schools
26. Language differences
27. Number of children with AIDS
28. Percentage of children in private schools
29. Number of school and police bond measures passed
30. Percentage of people over 65
31. Amount of judicial involvement

32. Amount of technology in instruction
33. Availability of technology for statistical data
34. Level of campus security
35. Prevention/enforcement ratio for law enforcement services
36. Number of truants
37. Level of participation in extra curricular activities
38. Societal values
39. Average number of students per school
40. Availability of natural resources
41. Amount of employment in defense industries
42. Contract services by school districts
43. Number of outside diversions for children
44. California high school drop-out rate
45. Number of weapons confiscated on campuses
46. Number of qualified teachers

EVENTS

1. California high school drop-out rate reaches 50%
2. Five percent of school districts in California go bankrupt
3. Law is passed requiring high school students to complete a drug awareness course prior to graduation
4. Criminal and academic records are merged, allowing access to police and school personnel
5. Law mandates police or security officer on every campus over 200 students
6. A major natural disaster occurs

7. California suffers an official depression
8. An unpopular war occurs
9. A \$1000 voucher is provided for all private school students
10. High school diploma is required to receive government benefits
11. A California union of students is formed
12. Riot in a school kills a teacher
13. Law mandates birth control centers on campus
14. A public live-in elementary school is established
15. Law enforcement course is taught at 10% of high schools
16. Free public transportation is provided for students
17. A mass transit system is created in Los Angeles
18. Career specific magnet schools are established
19. Bond issue passes to modernize all schools
20. National socialized medicine is created
21. Law is passed shifting the focus of juvenile court from rehabilitation to incarceration
22. Major scandal between police officer and student(s) occurs on a campus in California
23. Race riot occurs in a major California city
24. Legislature mandates an officer on every campus
25. Free family counseling is provided
26. California is declared a bi-lingual state
27. DARE or similar program is implemented in 75% of the elementary schools in California
28. Judge declares that California must provide equal funds for all students in the state

Appendix D

DELPHI PROCESS

A Delphi is a research method which allows a group, not physically at the same location, to address a problem. The Delphi provides a degree of anonymity, feedback to the participants, and an opportunity to amend individual opinions based on the views expressed by the group.

The selected Delphi panel consisted of the following five school professionals and four police professionals:

School district Superintendent

School district Child Welfare and Attendance Specialist

Director of the Children's Center for school district

C.P.A., private practice, active in P.T.A.

Associate Director of Business Affairs, major California State
University

Investigation Division Captain, Command College graduate

Patrol Lieutenant, part-time school teacher in district

Juvenile Bureau Sergeant

Juvenile Detective, former school resource officer

A two-round Delphi was conducted to forecast the identified trends and events. The first round consisted of a face to face interview between the researcher and each panel member. After explaining the process and definitions of the trends and events, the researcher recorded the answers of each participant.

After the first round median forecasts were compiled, the second round was conducted via the mail. Each participant was provided with his/her own forecasts for each trend and event, along with the group's median forecasts. The panel members then either affirmed or modified their original forecasts. A copy of the transmittal letter explaining the second round to the participants is attached.

Illustrations 4-8 depict the graphs of the high, median, low, and "should be" trend forecasts of the panel. Illustrations 9-13 depict the graphs of the high, median, and low event forecasts of the panel. For event graphing purposes, it has been assumed that the minimum amount of years predicted for an event to have a possibility of happening was made by the person who forecasted the highest probability of the event to occur, and the maximum years to occurrence was made by the person who forecasted the lowest probability of occurrence.

SECOND ROUND DELPHI LETTER

March 1, 1992

Dear

Thank you for participating as a member of my expert panel, forecasting trends and events relating to police and public school relationships by 2002. I have compiled the scores from the first round of ratings. The forecasting of the five trends by the nine expert panel members was remarkably consistent. On some of the events, however, participants had quite differing opinions of the probability of occurrence.

I have enclosed summaries of all of the trend and event ratings. On each, I have also identified your individual forecast. Please examine your forecast on each trend and event, and weighing the information provided by the median forecast of the group, decide if you still believe that your original rating is correct. Please mark changes, if any, on the summaries, and return to me as soon as possible.

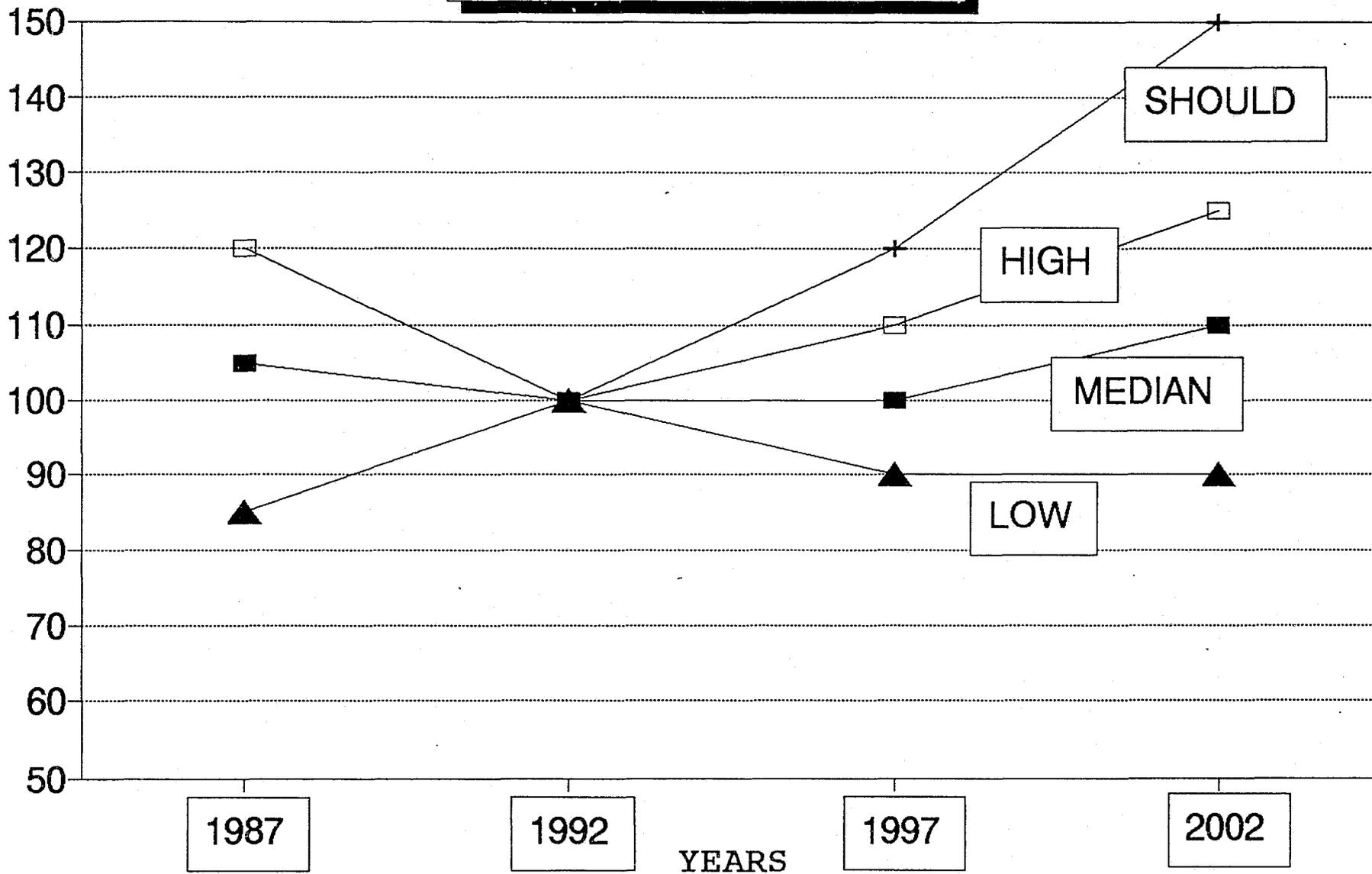
Thank you very much for all of your time and work.

Tom Hoefel

TABLE 1 -- DELPHI PANEL TREND EVALUATION SUMMARY

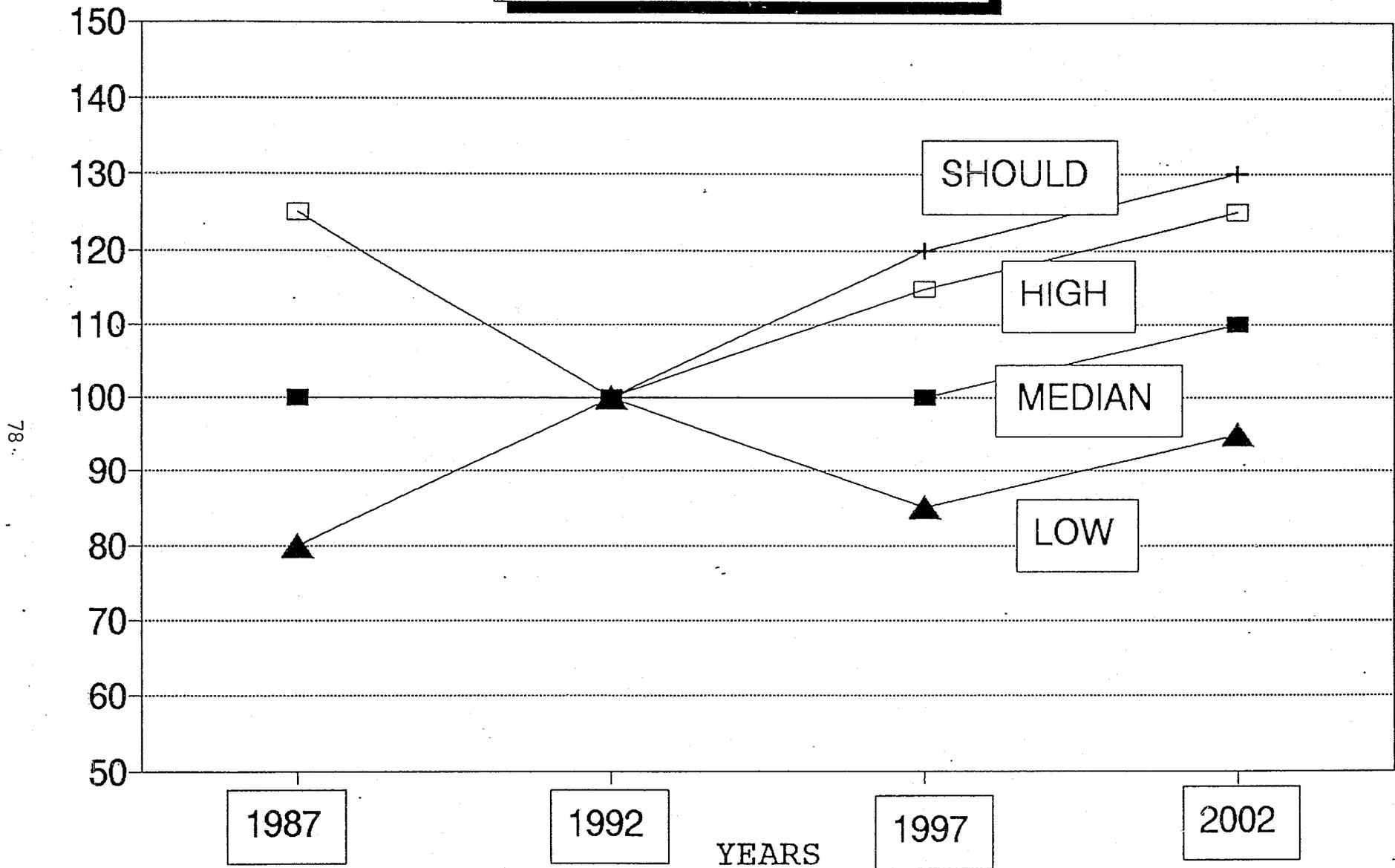
TREND STATEMENT	LEVEL OF THE TREND (TODAY = 100)				
	RATING	5 YR AGO	TODAY	5 YEARS FROM NOW	10 YEARS FROM NOW
T1 LEVEL OF STATE FUNDING TO POLICE AND SCHOOLS	HIGH	120	100	110	125
	MEDIAN	105	100	100	110
	LOW	85	100	90	90
	SHOULD BE			120	150
T2 NUMBER OF QUALIFIED POLICE APPLICANTS	HIGH	125	100	115	125
	MEDIAN	100	100	100	110
	LOW	80	100	85	95
	SHOULD			120	130
T3 COOPERATION BETWEEN POLICE AND SCHOOL AGENCIES	HIGH	95	100	125	140
	MEDIAN	80	100	115	125
	LOW	70	100	110	110
	SHOULD			125	150
T4 NUMBER OF GANG MEMBERS	HIGH	100	100	150	150
	MEDIAN	80	100	120	110
	LOW	50	100	100	95
	SHOULD			80	70
T5 NUMBER OF VIOLENT CRIMES ON CALIFORNIA CAMPUSES	HIGH	98	100	125	150
	MEDIAN	80	100	120	120
	LOW	70	100	102	75
	SHOULD			80	60

ILLUSTRATION 4--T1 STATE
FUNDING TO POLICE AND SCHOOLS



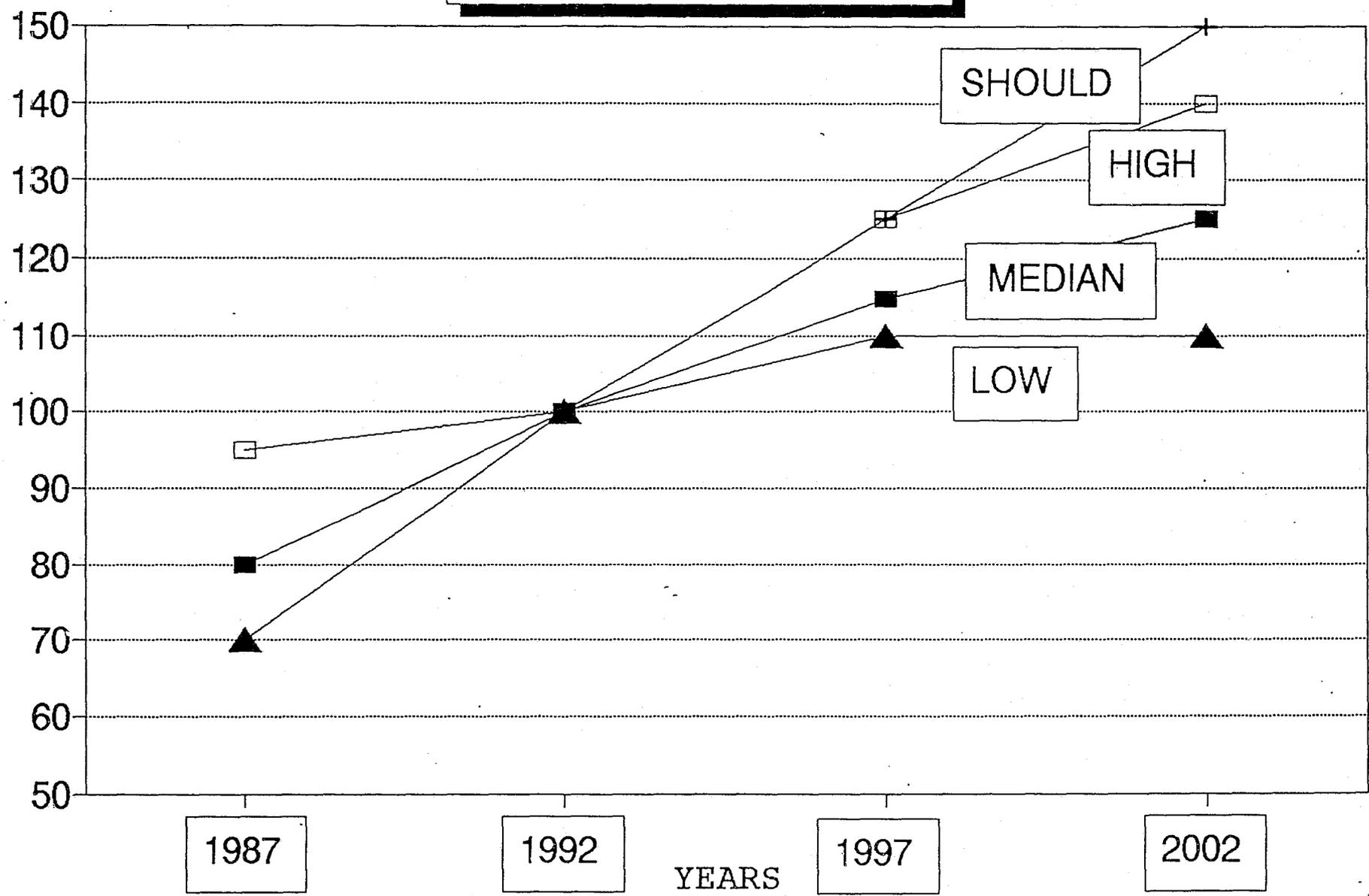
□ HIGHEST RATING
 ■ MEDIAN RATING
 ▲ LOWEST RATING
 + SHOULD BE

ILLUSTRATION 5--T2 NUMBER OF QUALIFIED POLICE APPLICANTS



□ HIGHEST RATING
 ■ MEDIAN RATING
 ▲ LOWEST RATING
 + SHOULD BE

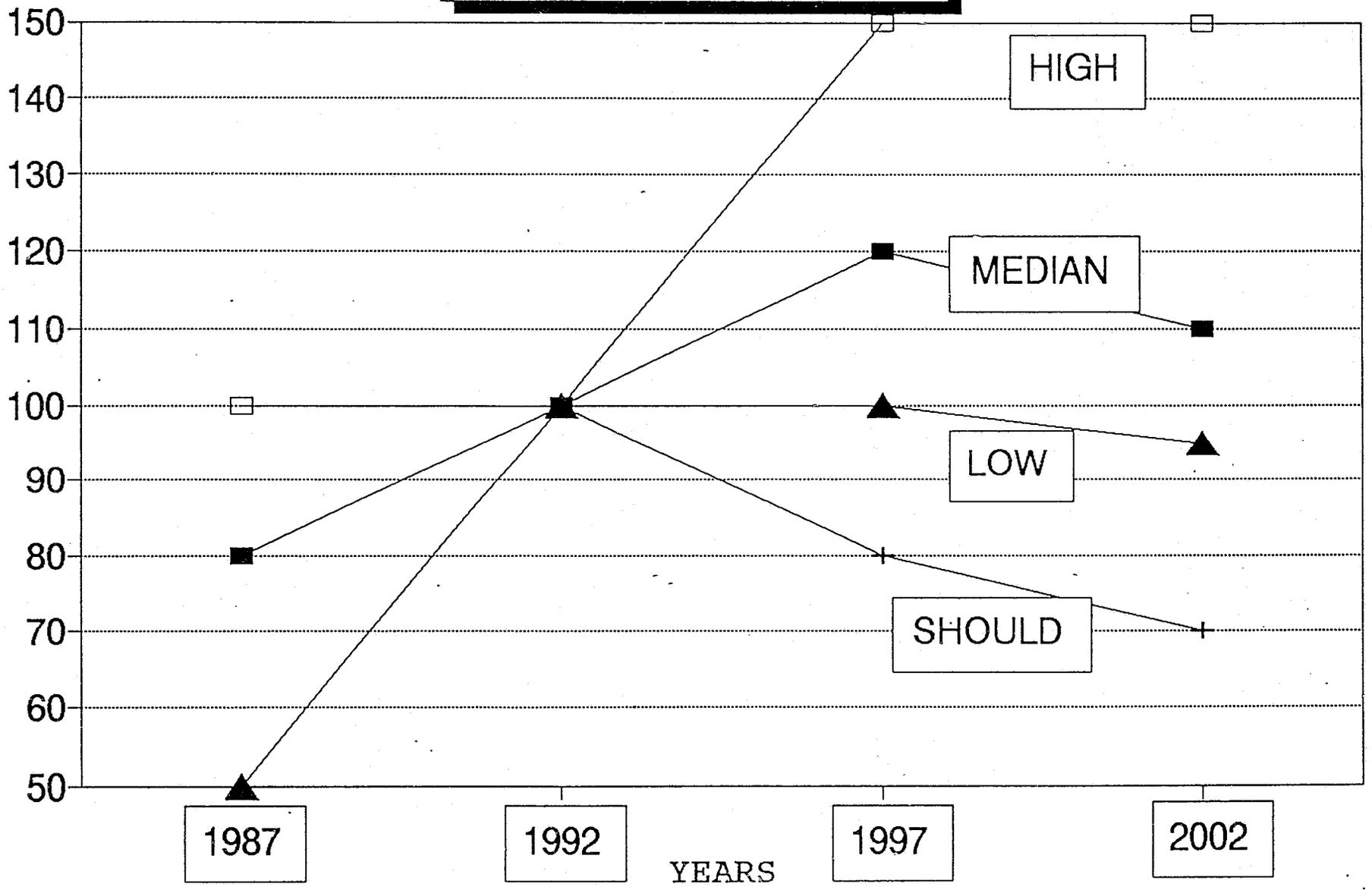
ILLUSTRATION 6--T3 POLICE AND SCHOOL COOPERATION



—□— HIGHEST RATING —■— MEDIAN RATING —▲— LOWEST RATING —+— SHOULD BE

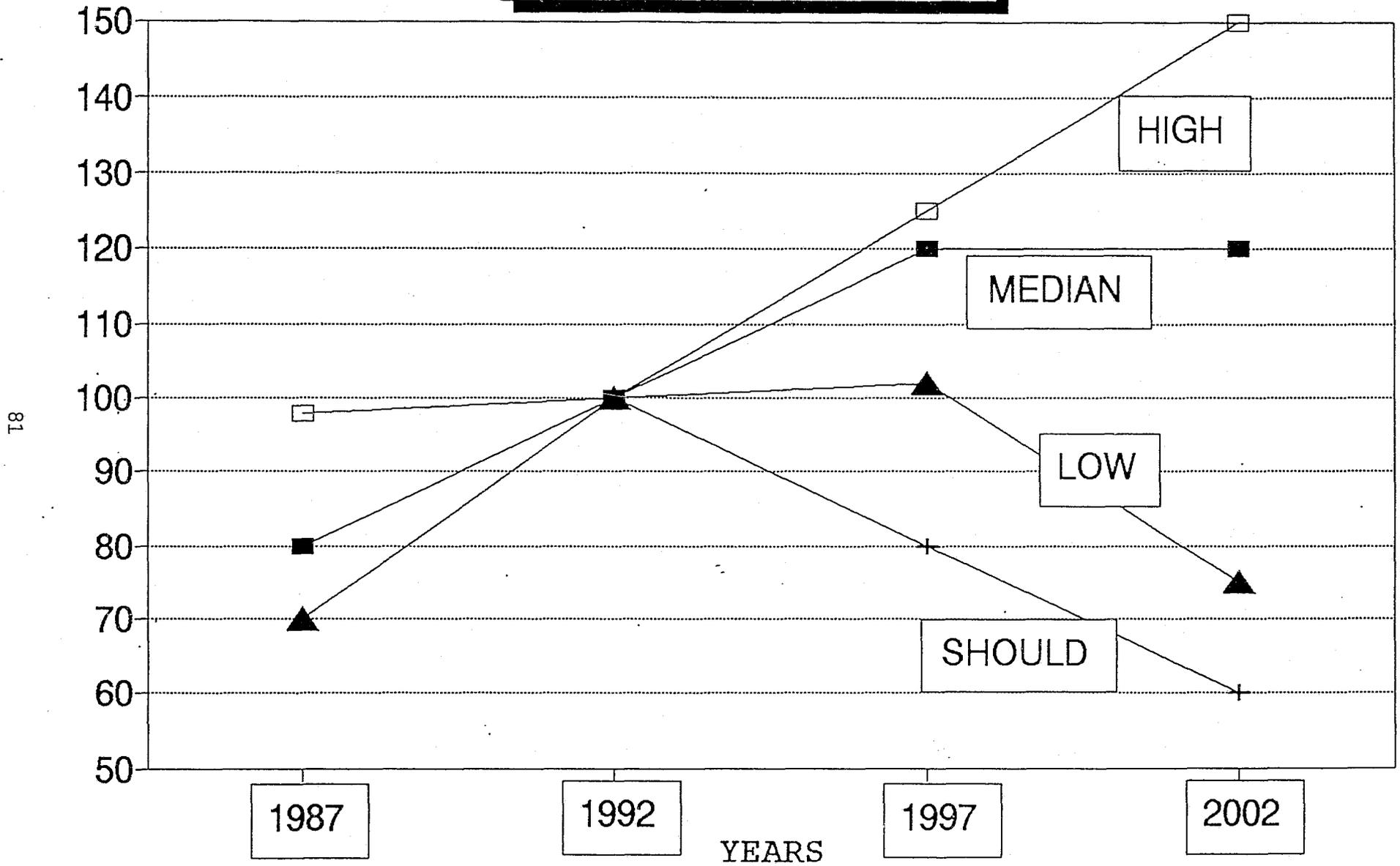
79

ILLUSTRATION 7--T4 NUMBER OF GANG MEMBERS



—□— HIGHEST RATING —■— MEDIAN RATING —▲— LOWEST RATING —+— SHOULD BE

ILLUSTRATION 8--T5 VIOLENT
CRIMES ON CALIFORNIA CAMPUSES

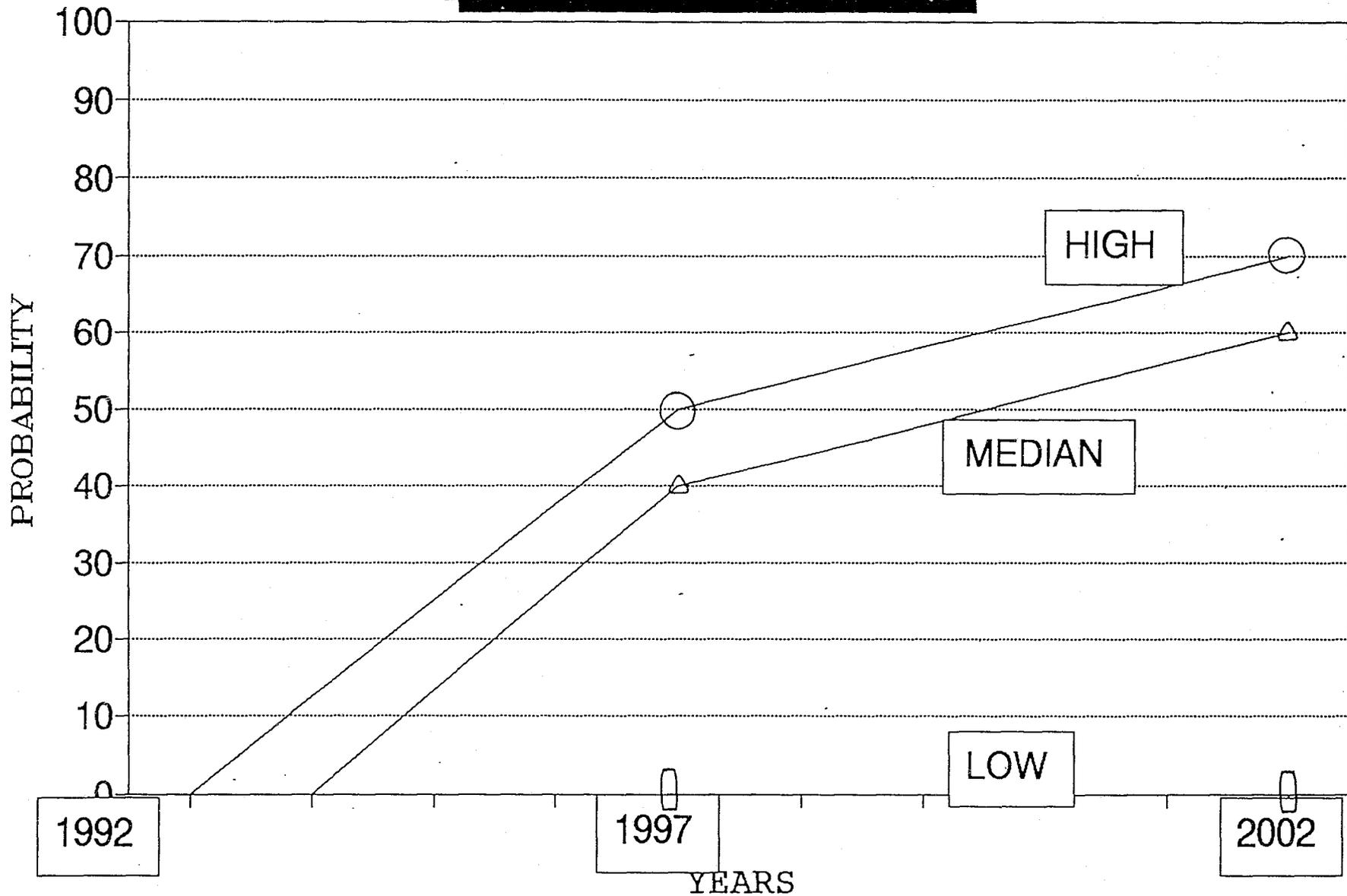


—□— HIGHEST RATING —■— MEDIAN RATING —▲— LOWEST RATING —+— SHOULD BE

TABLE 2 -- DELPHI PANEL EVENT MEDIANS

EVENT STATEMENT	YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
		FIVE YEARS FROM NOW	TEN YEARS FROM NOW	POSITIVE (0-10)	NEGATIVE (0-10)
E1 CALIFORNIA HIGH SCHOOL DROP-OUT RATE REACHES 50%	3	40	60	4	4
E2 FIVE PER CENT OF SCHOOL DISTRICTS IN CALIFORNIA DECLARE BANKRUPTCY	2	60	70	3	2
E3 LAW REQUIRES COMPLETION OF DRUG AWARENESS COURSE PRIOR TO HIGH SCHOOL GRADUATION	2	60	75	8	0
E4 CRIMINAL AND ACADEMIC RECORDS MERGED, ALLOWING ACCESS TO POLICE AND SCHOOLS	4	20	40	6	1
E5 LAW MANDATES POLICE OR SECURITY OFFICER ON EVERY CAMPUS OVER 200 STUDENTS	3	50	60	10	0

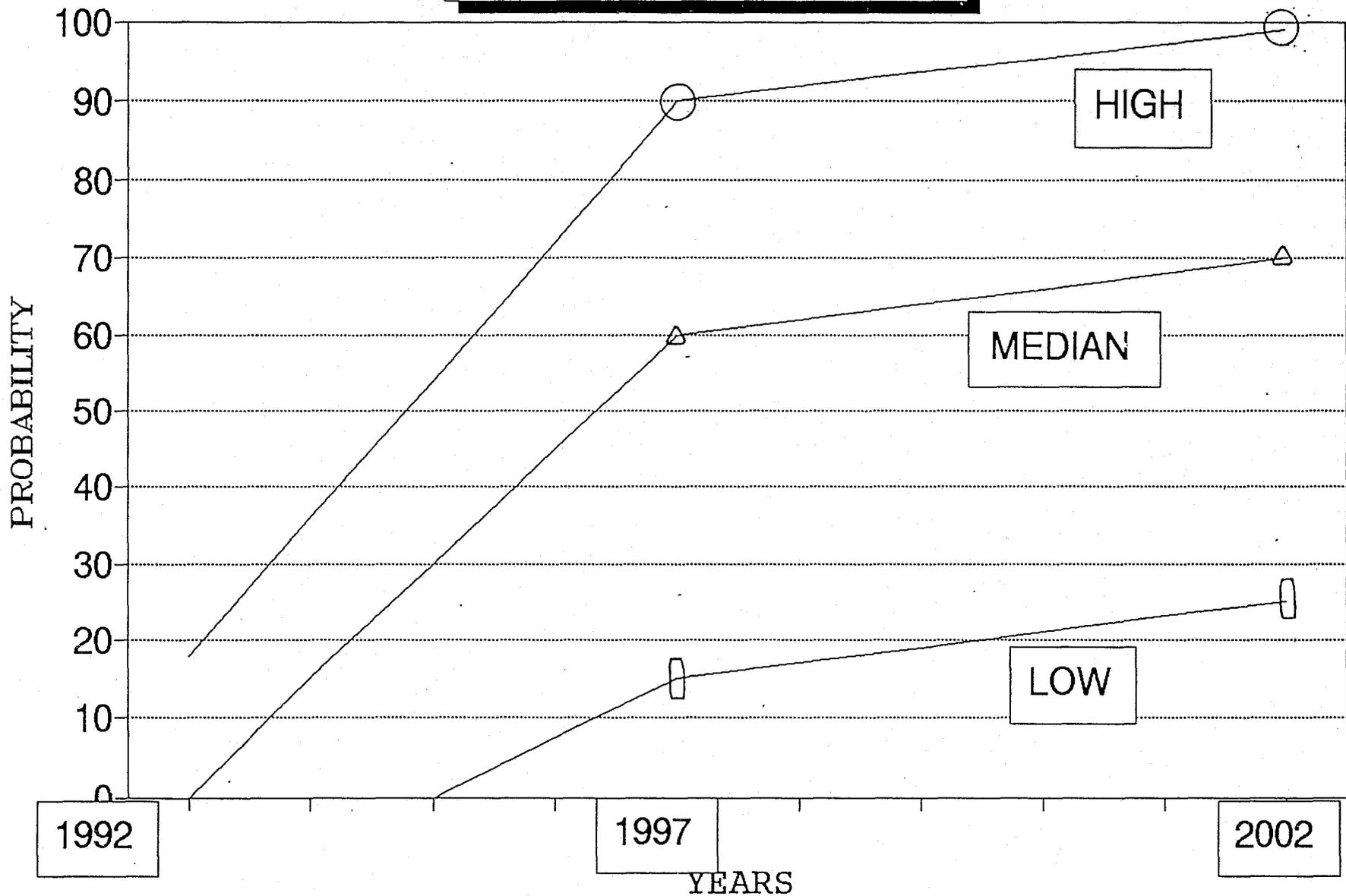
ILLUSTRATION 9--E1 CALIFORNIA
DROP-OUT RATE REACHES 50%



83

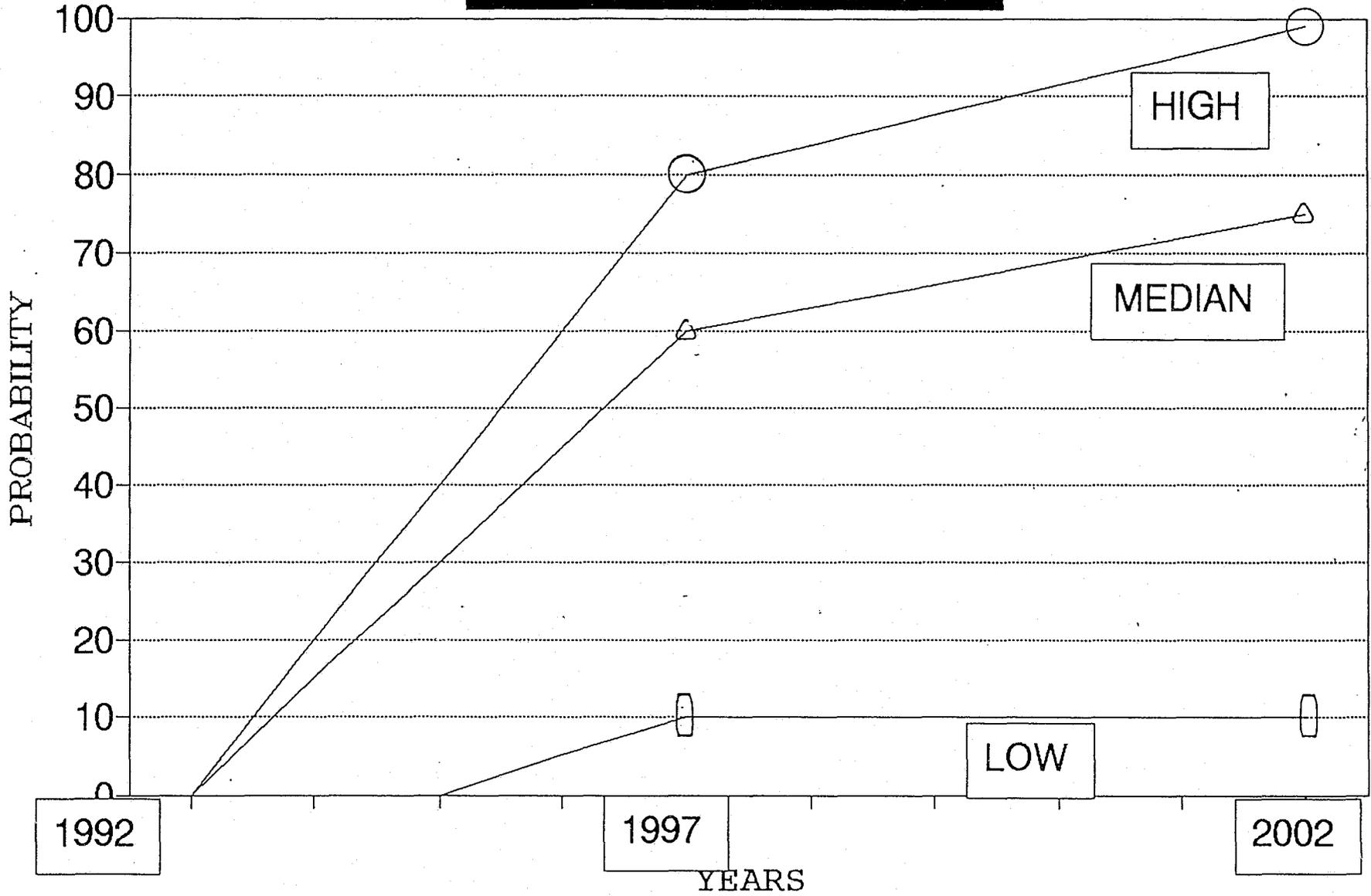
○ HIGH FORECAST △ MEDIAN FORECAST □ LOW FORECAST

ILLUSTRATION 10--E2 5% SCHOOL DISTRICTS IN CALIF BANKRUPT



○ HIGH FORECAST △ MEDIAN FORECAST □ LOW FORECAST

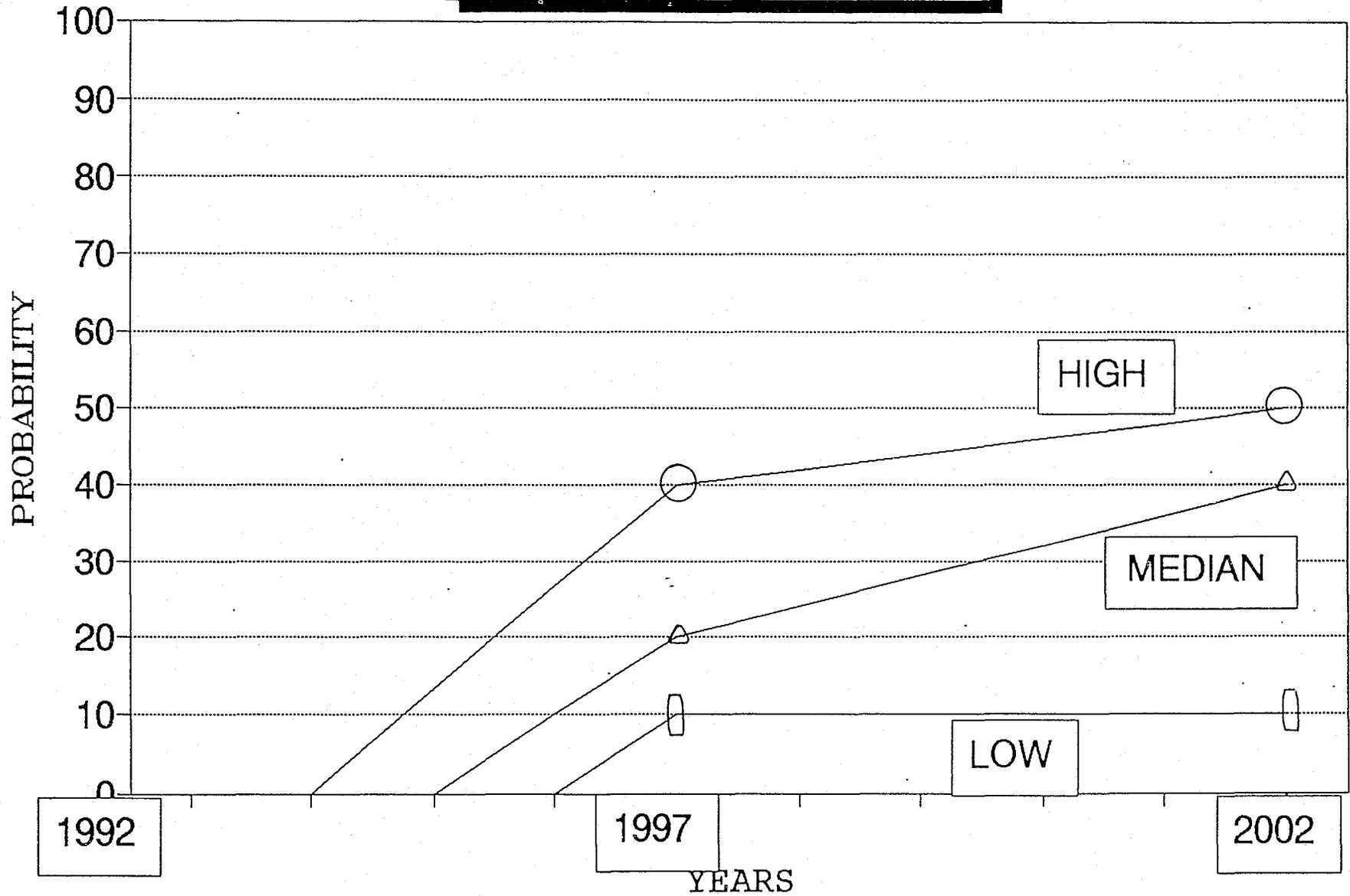
ILLUSTRATION 11--E3 MANDATED
HIGH SCHOOL DRUG COURSE



○ HIGH FORECAST △ MEDIAN FORECAST ▮ LOW FORECAST

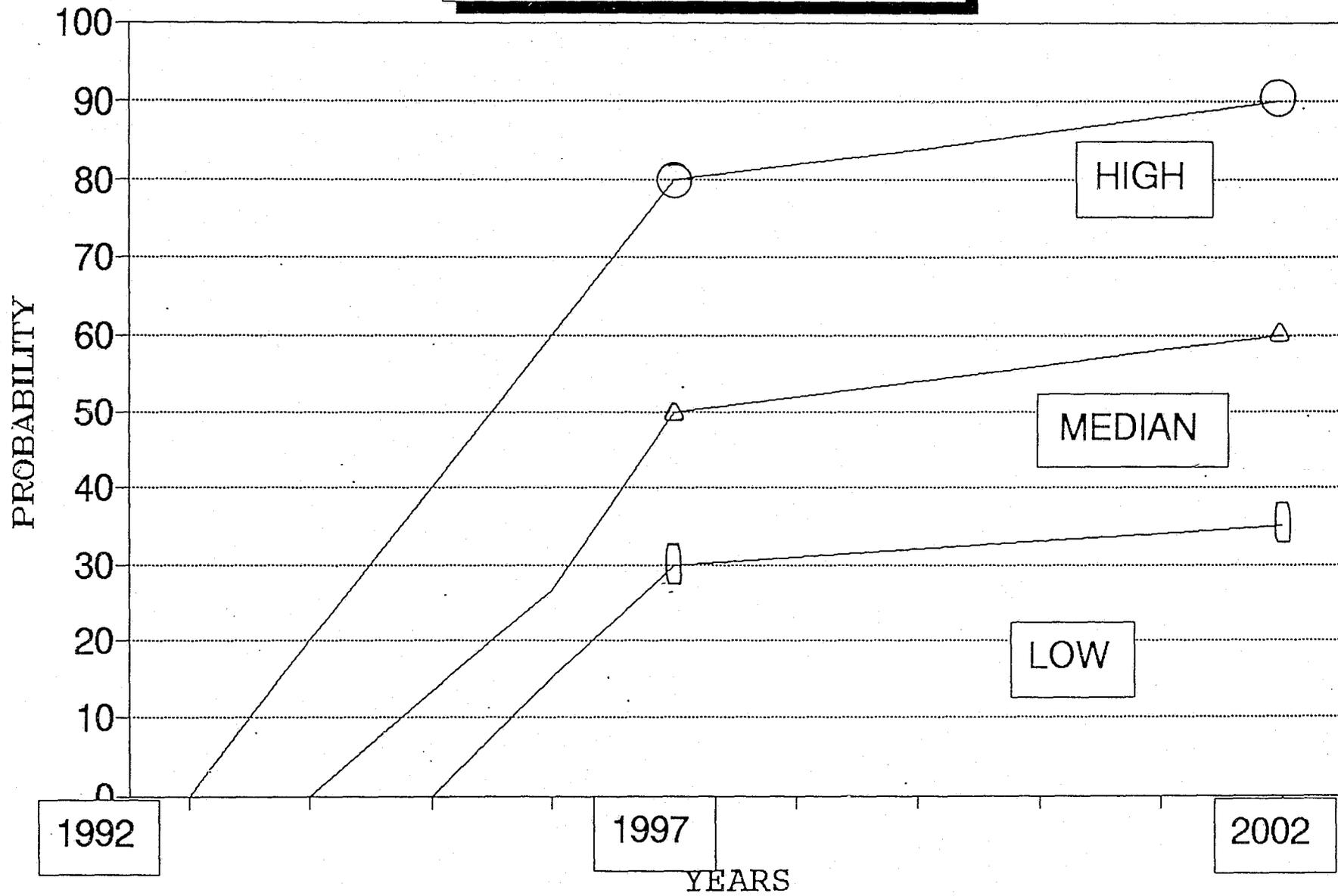
ILLUSTRATION 12--E4 POLICE AND SCHOOL RECORDS MERGED

98.



○ HIGH FORECAST △ MEDIAN FORECAST ▮ LOW FORECAST

ILLUSTRATION 13--E5 POLICE OR SECURITY OFFICER MANDATED



87

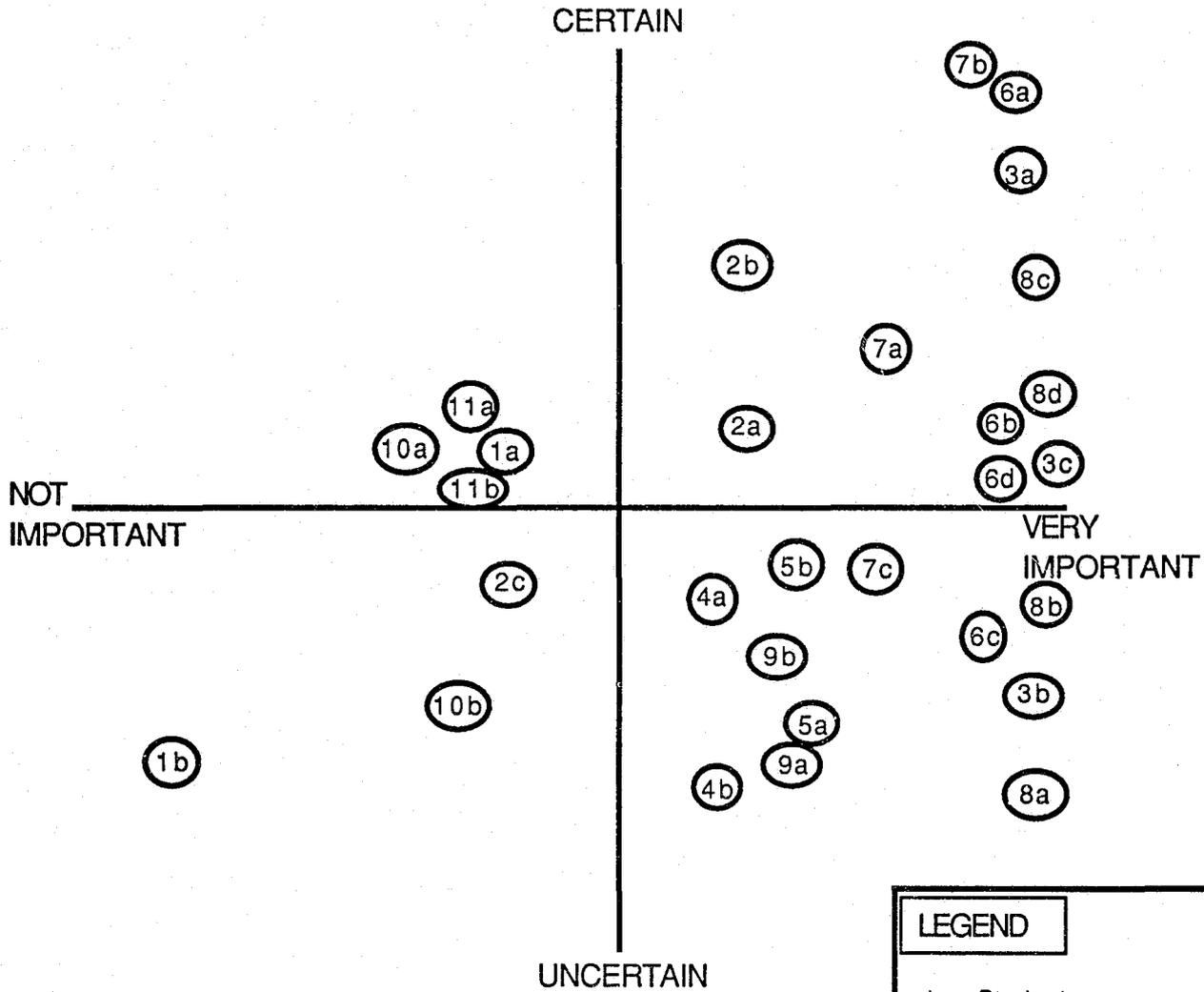
○ HIGH △ MEDIAN □ LOW

TABLE 3 -- CROSS IMPACT ANALYSIS MATRIX

IMPACTING EVENT	HOW ARE EVENTS AFFECTED?					HOW ARE TRENDS AFFECTED?					ACTOR EVENTS
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	
E1 DROP-OUT RATE REACHES 50%		+10	+10	+20	+15	+10	-40	+20	+30	+20	9
E2 5% SCHOOL DISTRICTS BANKRUPT	+25		-10	-20	-10	+5	-10	+10	+10	+10	9
E3 DRUG ABUSE COURSE REQUIRED FOR GRADUATION	-10	0		+5	+10	0	+15	+20	-15	-10	7
E4 CRIMINAL AND ACADEMIC RECORDS MERGED	-20	0	0		0	+5	+5	+25	-10	-25	6
E5 POLICE OR SECURITY OFFICERS MANDATED	-10	0	+5	+15		+5	+25	+30	-20	-50	8
REACTOR TRENDS/EVENTS	4	1	3	4	3	4	5	5	5	5	

LEGEND
 T1 - State Funding to Police and Schools
 T2 - Number of Qualified Police Applicants
 T3 - Police and School Cooperation
 T4 - Number of Gang Members
 T5 - Violent Crimes on California Campuses

ASSUMPTION MAP



LEGEND	
1.	Students
2.	Parents
3.	City Council
4.	Patrol Officers
5.	Juvenile Detectives
6.	School Board
7.	Teachers
8.	Police Chief
9.	Local Businesses
10.	Parks and Recreation
11.	Probation

SEE DETAILED LEGEND,
PAGES 90-91

ASSUMPTION MAP -- DETAILED LEGEND

STAKEHOLDERS

ASSUMPTIONS

1. Students

- a. Bringing police on campus is just an excuse to keep students in line.
- b. Already required to master too many things, they feel that learning about policing and drugs is a burden.

2. Parents

- a. The children need more supervision, so it will be great to have the police on campus.
- b. Drugs, alcohol, and violence are prevalent, so the children should be taught how to avoid them.
- c. Some parents may object to the presence of police on campus.

3. City Council

- a. With all of the lobbying from the community about crime on campus, having police there will make the campuses safer, and satisfy the constituents.
- b. Having police on campus drains resources from enforcement, and the police budget may need to be increased.
- c. The school district should pay for police services to the schools.

4. Patrol Officers

- a. Having police on campus is a waste of time, taking manpower away from "real" policing.
- b. The concept is doomed to failure, because the students will not be receptive.

5. Juvenile Detectives

- a. This type of intervention is the only way to affect the community on a long-range basis.
- b. A partnership will result in less members of criminal street gangs, and fewer crimes being committed by juveniles.

6. School Board

- a. Any partnership between the police and schools should involve great input from the school board.

- b. The partnership should be basically one-sided, with the police assisting the schools where necessary, especially with security, without a demand for return services from the schools.
- c. The police cannot shed much light on how to better the education process, and their presence sometimes hinders the learning experience.
- d. The City Council should pay for police services to the schools.

7. Teachers

- a. Police officers would make good role models for students.
- b. Having the police around will make the campus safer.
- c. D.A.R.E. classes will have a positive long-term effect on students.

8. Police Chief

- a. Although not totally convinced that the idea will work, he feels that it is politically essential to support.
- b. The commitment will probably result in a higher crime rate on a short term basis because manpower is being diverted.
- c. A long range plan may result in a better trained police force, less crime, and a better manpower pool for law enforcement.
- d. These partnerships will include a benefit to the police department in the form of training provided by the schools.

9. Local Residents and Business Owners

- a. These partnerships will probably result in higher taxes.
- b. The commitment will probably result in less manpower being devoted to preventative patrol of their individual areas.

10. Parks and Recreation Director (Snaildarter)

- a. Partnerships between the police and schools will result in less resources for Parks and Recreation. (This could apply to many other city departments.)
- b. These partnerships may include activities for youth which intrude into the traditional jurisdiction of Parks and Recreation.

11. Probation

- a. Police on campus may produce an increase in cases for the probation department.
- b. The relationships may provide an opportunity for probation to also interact with the two disciplines.

APPENDIX F

MODIFIED POLICY DELPHI

A Modified Policy Delphi was chosen as the process to generate a number of alternatives designed to help the Burbank Police Department achieve an effective relationship with the Burbank Unified School District. The members of the Modified Policy Delphi panel included the following four law enforcement professionals and two school professionals:

Patrol Lieutenant, part-time school teacher in district

Police Lieutenant, Detective Bureau

Police Detective, gang specialist

Police Sergeant, patrol

School District Child Welfare and Attendance Specialist

Associate Director of Business Affairs, major California State

University

The panelist created the following list of thirteen alternatives:

1. Bond issue to finance five police/teacher positions.
2. Aggressive police recruiting for individuals who can interact with school children.
3. Approach the School Board and ask them to fund a partnership program.
4. Interact with school officials, and jointly propose a plan to form a partnership for presentation to the School Board and the City Council.

5. Get increasingly involved in school and community affairs, utilizing school resource officers, and volunteering to teach D.A.R.E., gang intervention, and other programs, and prove that police officers are valuable tools to the schools and the children. Ask schools to reciprocate.
6. Begin cross training of teachers as reserve police officers so that they can take enforcement action on campus.
7. Start a political movement for police interaction in the schools by getting the parents involved. Actively solicit funding and support from the local business community.
8. Largely ignore the schools, and let the increase in violent incidents prove that police are necessary on campus.
9. Form a new type of local school district police department that is dedicated equally to enforcement and teaching.
10. Lobby the legislature for a law mandating a police officer on every campus, and/or requiring every high school student to pass a drug awareness course before he/she graduates.
11. Start a barter system with the schools to provide police officers for protection and instruction in return for teacher time training officers in various subjects.
12. Seek partnerships on a broader level, including Parks and Recreation, the Probation Department, social agencies, and local business, almost forcing the school to participate in order to appear cooperative.
13. Get a police manager elected to the School Board

The panelists chose Alternative 5, closely followed by Alternative 7 as their choices for the best strategies. They believed that the preferred strategy would combine the elements of Alternative 5 and Alternative 7. Alternative 10 was alternative creating the most diverse opinions.

APPENDIX G -- TABLE 4

RESPONSIBILITY CHART

R = Responsibility
 A = Approval
 S = Support
 I = Inform
 X = Irrelevant

Critical Mass	Program Component															
	A1	A2	A3	A4	A5	A6	A7	A8	A9	A10	A11	A12	A13	A14	A15	A16
Police Chief	A	A	R	A	S	R	A	A	R	R	R	A	R	A	R	S
Invest. Captain	R	R	S	R	R	S	R	R	S	S	S	R	S	R	S	S
POA President	I	I	S	I	I	S	S	S	X	X	S	X	X	S	X	X
Mayor	A	A	I	S	I	I	S	A	S	A	S	A	A	A	S	S
School Board Chair	A	A	X	A	A	A	A	A	X	X	A	A	A	A	A	A
Superintendent	A	A	X	A	A	A	A	A	X	X	S	A	A	A	S	R
Teachers' President	I	S	X	S	I	I	S	S	X	X	A	X	X	S	X	X

95

LEGEND

A1 Outreach Center	A9 Grassroots political
A2 D.A.R.E.	A10 Funding from community
A3 Find instruction oriented ofcrs	A11 Teachers as reserve ofcrs
A4 Increased involvement in schools	A12 Integrated computer
A5 Extracurricular activities	A13 Broader partnerships
A6 Teachers for in-service	A14 Police "teachers" at schools
A7 Classes for adults/groups	A15 Joint budget proposal
A8 Teachers learn police tactics	A16 Magnet school

APPENDIX H -- ILLUSTRATION 3

COMMITMENT PLANNING

Critical Mass Members	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Chief of Police			XO	
Investigation Division Captain				XO
Police Officers' Association President	X----->O			
Mayor of Burbank			XO	
School Superintendent			X----->O	
School Board President			XO	
Teachers' Association President	X----->O			

LEGEND
X Present Commitment
O Needed Commitment

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