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What will be the interface between mid-size law enforcement agencies and public education by the year 2002?

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### Abstract

The study examines the future relationship between law enforcement agencies and public schools by the year 2002. Ten impacting trends are identified. High probability events that would impact law enforcement include the rate of non-lethal assaults on campuses, and gang activities. Policy recommendations emphasize a collaboration between the schools and law enforcement to include programs in grades K-12, cross training, financial planning to fund them and a phased in implementation plan. The model strategic plan includes a task force approach to develop a plan which encompasses a complete integration of programs involving law enforcement. The transitional management plan presents a management structure with supporting technologies in the accomplishment of the strategic plan. Survey data, forecasting results, interviews, references and bibliography.

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**WHAT WILL BE THE INTERFACE BETWEEN  
MID-SIZE LAW ENFORCEMENT AGENCIES AND  
PUBLIC EDUCATION BY THE YEAR 2002?**

**JOURNAL ARTICLE  
BY  
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PEACE OFFICER STANDARDS AND TRAINING  
SACRAMENTO, CALIFORNIA  
JANUARY 1994**

**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 the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).**

## INTRODUCTION

It is often said that the future of the United States depends upon the youth of today. Unfortunately, in today's world there are a number of events impacting our youth that make it questionable to what extent they will be equal to the challenge of tomorrow.<sup>1</sup> The goal, for the most part, refers to the education that is provided for today's youth, which is inclusive of values and ethics.<sup>2</sup> Children mirror society and the rise in aggressive and violent behaviors in America's youth culture vividly reflects what is currently happening in society and the danger signal being flashed concerning the future of America has to be dealt with.<sup>3</sup>

Today's youth are tomorrow's adults, parents and how they behave as youths will greatly affect their adult behaviors. This study provides a background to support these comments and introduces the issue, "What will be the interface between mid-size law enforcement agencies and public education by the year 2002?" as one method of having an impact on the problem. The extent to which law enforcement will interface with the public education system is going to have to be far greater than ever before. This encompasses a deep emersion in collaboration by law enforcement with the schools on curriculum (that is not regulated by the state), planning and instruction. Education, as used in this study, refers to that which takes place in grades K-12 in public schools.

Historically, the school system's role has been to educate the students and law enforcement's role has been to protect and serve the public.<sup>4</sup> However, over the years law enforcement has seen the need for a collaboration with the schools to address specific areas. This was accomplished by having officers instruct programs devoted to these areas.<sup>5</sup> Although the material being presented is substantive, it is, for the most part, limited to pre-programmed instruction such as Officer Bill, Drug Abuse Resistance Education (DARE) and traffic safety courses, which reach only a small percentage of the students and once it is completed there is little follow-up.<sup>6</sup>

The state of our economy plays a significant role in the present and future with regards to the youth. Although it did not take long to get to the present economic situation, it is going to take at least a decade before economic stability is reached.<sup>7</sup> As a result of the deficits at the state, county and city level, both the cities and school districts are reducing personnel and programs in order to meet the economic conditions.<sup>8</sup> Unfortunately, many of the programs being effected are aimed at assisting students who are categorized as at-risk, at a time when the number of at-risk students is on the rise.

A scan of the literature related to law enforcement's interaction with public education revealed that the intent of the current

programs is a result of the lack of prevention programs and positive values that are not being provided to children.<sup>9</sup> Community-wide problems (Gangs, drugs, acts of violence) with which law enforcement must deal with are continually emerging.

When reviewing the literature, it became evident that there are a number of events occurring that show that society is destined to be besieged with problems in the near future. The first is the school drop-out rate for California, which in 1991 was 14.3%; of this, 35.3% were Hispanic, 13.6% Afro-American and 8.9% White.<sup>10</sup> Another fact that contributes to the rise is that one out of six students in California public schools has difficulty in speaking and understanding English.<sup>11</sup> Also, one third of the students entering the school system are at risk of failure as a result of these and other factors.<sup>12</sup>

Society is also dealing with the fact that three out of ten babies are born to unwed mothers at the poverty level.<sup>13</sup> Furthermore, society is going to have to contend with a problem that is going to be created by the 11.35% of the children that are being born to mothers who had a substance abuse problem (alcohol or drugs) during pregnancy.<sup>14</sup> It is estimated that to get each child who was born under these circumstances ready for kindergarten will cost about \$40,000.<sup>15</sup>

One of the most important factors that is beginning to be

recognized by those other than law enforcement is that there is a strong correlation between what occurs in the schools and what occurs in the community outside.<sup>16</sup> For the most part, the students who are the behavioral problems in the schools will engage in or are already engaging in anti-social behavior in the community.<sup>17</sup> Although violence on school campuses is not new, it is more dangerous. Drugs, violence, including gang violence in the community can be linked to the increase of weapons on campuses; for self portection, show and tell, status and intimidation.<sup>18</sup>

A study by the Bureau of Justice Statistics found that 8% of the high school students throughout the country have been threatened with a weapon in school, and 9% were victims of violent crimes on or near the school campuses.<sup>19</sup> Parade Magazine survey showed that only 65% of the high school students thought their campuses were safe, and 57% knew classmates who carried weapons to school.<sup>20</sup> Weapons have become such a concern in Los Angeles, that there is legislation to place metal detectors in the schools.<sup>21</sup>

Law enforcement has an opportunity to make a difference in the future by being pro-active by deeply integrating itself with the educational system.<sup>22</sup>

Interviews were conducted with a twelve law enforcement and school district personnel from various cities in the United States. Most of the law enforcement agencies had some type of interaction

with their school districts. However, most of the programs were less than three years old and limited to one or two activities, D.A.R.E. being the most prevalent. In those school districts where the programs have been in existence for some time there the students became more open with the officers and faculty. They also began to tell the officer and faculty about students who were selling drugs, carrying weapons and when fights were going to occur. In fact, one district reported that when they had to discontinue their programs (for financial reasons) they noticed the student's behavior became less respectful.<sup>23</sup> Unfortunatley, these were observations by the faculty and there is no quantitative data to support it.

All of the agencies and school districts are concerned about the budget cuts and realize that these programs may be reduced or eliminated. They all have seen the benefit of the interaction and feel it is important to increase their current programs if there is any hope of altering the current negative behaviors of the youth.<sup>24</sup>

Law enforcement agencies are beginning to look beyond some of the traditional approaches with the school in an effort to meet the needs of society.<sup>25</sup> Along with specific programs that deal with drugs and personal safety many are delving into assigning officers to campuses as an additional resource to assist in security, counselling, adopt a school programs, coordination of after-school



activities and mentor programs, just to mention a few.<sup>26</sup> However, the problem is that even with a variety of programs, most agencies only provide one or two and are still limiting their contact to only a few students of schools. With the general acceptance by the school administrators and teachers that collaboration with law enforcement is desirable and can have positive results,<sup>27</sup> law enforcement has to become more emersed in the system. The end result is that law enforcement and the education system need to begin addressing the problems now, or they are going to have to deal with them later.<sup>28</sup>

#### FUTURES STUDY

A Nominal Group Technique was used to forecast trends and events over a ten year period that would have an impact on the issue and sub-issues.

##### Issue:

What will be the interface between mid-size law enforcement agencies and public education by the year 2002?

##### Sub-Issues:

- What funding means must be addressed?
- What training will be necessary for police officers?
- What level of cooperative activities on the part of the educational system will be required?

For the purpose of this article the most critical events and trends were chosen from the original ten based on their high probability

of occurring, their impact on the issue and sub-issues, or their level of activity in the cross impact matrix.

#### TRENDS

|                    |   |   |
|--------------------|---|---|
| <u>Trend One</u>   | - | Level of School Funding                                       |
| <u>Trend Three</u> | - | Instances of Violence on School Campuses                      |
| <u>Trend Four</u>  | - | Level of Racial Intolerance                                   |
| <u>Trend Seven</u> | - | Level of Public Confidence in the Quality of Public Education |
| <u>Trend Ten</u>   | - | Overall Physical and Mental Health of Graduating Students     |

#### EVENTS

|                    |   |  |
|--------------------|---|--|
| <u>Event One</u>   | - | All Non-Essential School Programs are Eliminated   |
| <u>Event Two</u>   | - | Rate of Non-Lethal Assaults on Campuses is the Number One Concern of School Administrators |
| <u>Event Three</u> | - | Gang Activities in the Schools is at an all Time High                                      |
| <u>Event Four</u>  | - | California Adopts a Voucher System for Private Schools                                     |
| <u>Event Six</u>   | - | Local Bond Issue Passes to Provide More Money for the Schools                              |
| <u>Event Eight</u> | - | Civil Unrest Reaches a Point that Causes Riots in High Schools                             |
| <u>Event Ten</u>   | - | Inflation Increases Disparity Between Mid and Low Income Groups Another 30%                |

#### CROSS-IMPACT ANALYSIS

A cross-impact analysis was conducted to compare the impact of the events on each other, as well as on the trends. The analysis depicted both the positive and negative impacts.

In the event to trend cross impact matrix, the trends listed above reacted the most with the events. The events that were the primary actors on the trends were, E-4: Voucher system; E-6: Local bond issue and E-10: Inflation increases disparity between the middle and low income groups.

The main reactors in the event to event cross impact matrix were, E-2: Rate on non-lethal assaults on school campuses becomes the number one concern of school administrators, E-4: Voucher system, E-6: Local bond issue and E-8: Civil unrest reaches a point that causes riots in high schools. The events that were the main actors were, E-1: Non-essential programs are eliminated, E-4, E-6 and E-10: Inflation increases disparity.

#### **SCENARIO**

Three scenarios were then developed. The most likely scenario was based on the information provided by the NGT Panel and the other two were computer generated from the XIMPACT vcr.1.x program.

This scenario depicts what is most likely to occur if society keeps going on the current path. It is intended to show a worst case situation, which makes the issue a partial solution to the problem. It is being presented by the Superintendent of Education in California at a National Teachers' Convention in the year 2002.

"I would like to say, that we have made great strides in addressing

the needs of everyone who has passed through the educational system over the last ten years; but, unfortunately, our strides were more like steps. A recession that has bankrupted many districts and a state government that has not increased school funding to allow us to bring back programs to identify and help troubled students has brought us to where we are today. There has not been a concentrated effort by anyone to assist us in providing positive values to the students.

With the rate of non-lethal assaults and gang activities increasing, which has been plaguing our schools for years, it seems that the schools are losing their identity as a safe haven for the students. One would normally think that would be enough, but it is not the case. We have also been dealing with a new phenomena and those are the riots on a number of high school campuses, that were caused by civil unrest.

As you all know, California is the most culturally diverse State, with 80% of its students in grades K-12 coming from diverse backgrounds, many of whom are immigrants. Additionally, the fact that many students and their parents have not assimilated to a new culture, as well as the economic disparity of the haves and have nots are all the ingredients necessary to cause the problems.

In addition to the civil unrest, we are finding ourselves having to deal with the ugly head of racism, which has found its way back

into the State. This has been prompted by the rise in immigration, having to provide bi-lingual classes, a rather large economic disparity, and a voucher system to private schools.

The lack of confidence in the public school system was the catalyst for a voucher system to be placed on two ballots, fortunately they failed. In reality the lack of confidence was not so much a result of the quality of education, but the negative situations associated with the schools. Even with the dismal past that I have presented there is always a ray of hope that shines through, that has and will assist us in the future. The lack of government assistance has made everyone more aware of what has to be done by the citizens. Some are finally beginning to see that the schools play an important part of society's behavioral values and are putting more effort in ensuring that the proper programs are in place to address the problems. If this past decade has told us anything, it has been that we never paid sufficient attention to what the signs were in the previous decade."

#### STRATEGIC PLAN

Given what the study had showed a plan was developed using the The South San Francisco Police Department as a model for implementing the strategic plan.

The department already has a mission statement, therefore it was

necessary to develop a micro mission statement.

#### Micro Mission

To establish a collaboration with the school district to assist in the planning, development and instruction of programs that will assist with the educational endeavors of the school. To provide interaction between law enforcement, students and educators to help establish the standards and values that are commensurate with the community and which foster mutual understanding and respect for each other.

#### **EXTERNAL ENVIRONMENT AND INTERNAL ASSESSMENT**

In order to implement a strategic plan it is important to examine the external and internal environments through a WOTS-UP analysis (weaknesses, opportunities, threats and strengths) of the mission statement.

The external threats are: The rise of violence in the schools stemming from gangs and drugs, the fiscal realities of diminishing budgets and political intervention in looking at school programs as being supplemented by the City.

The opportunities that can be obtained from these are: The proper collaborative efforts in long term prevention programs can show that the financial impact will be less now than in the future, especially if you show the strong correlation between the increase

of anti-social behavior in the schools and community.

The internal strengths of the department are: An established school liaison program, an educational component which was developed in the department's Community Oriented Policing Program by a task force and the department's ability to influence outside resources.

The internal weaknesses of the department are: The budgetary constraints, the officers do not want personnel to be reassigned out of patrol to the schools and some officers do not want to look beyond the traditional enforcement methods to meet the future needs of the community.

#### **STAKEHOLDERS**

The establishment of the most important stakeholders were chosen by using the Strategic Assumption and Surfacing Technique (SAST). For the purposes of this article the five most significant were identified, as well as the assumptions they may have.

The City Council - will be making their contribution to aid the school district by providing law enforcement resources. However, they do not want to expend any additional funds to accomplish this and they will want the district to provide something in return.

The Chief of Police - will look at the program as a positive approach to reducing crime and building a better relationship in the community.

The Teachers Association - would enjoy the added protection on the campuses, but look at the officers in the classroom as taking away from special programs that they would like to have.

The Police Association - would look at it as a good opportunity to

interact, but they do not want it to create an extra work load or reassign personnel from patrol duties to the schools.

The Students - will look at it as a way of venting their frustrations, but would be skeptical about the true motives and if officers are there just to tell them what not to do.

## STRATEGIES

The Modified Policy Delphi process was used to identify and analyze alternative strategies to achieve the mission. The delphi group developed seven strategies and through consensus agreed upon three.

The preferred strategy chosen was: The police department will chair a task force comprised of school teachers, administrators, parents and police personnel. The task force will develop a plan which encompasses a complete integration of instructional and contact programs for grades K-12 which involve law enforcement, a cross training component involving teachers and police officers, and a collaboration with other governmental agencies and businesses, all to enhance a positive interaction and value statements.

This strategy was selected because:

- It allows for the widest range of support from the stakeholders
- It provides for shared responsibility
- It allows for the development of a comprehensive program that articulates through the grades
- The program can be altered to meet the needs of the students and the community
- It addresses issues on funding and outside resources
- It addresses training issues

## IMPLEMENTATION PLAN

The strategy is to develop and phase in a comprehensive program over a five year period.



Phase One - The Chief of Police will select a project manager to implement the plan. The manager would chair a task force and act as a facilitator in dealing with other resources, public and private, to assist with the programs. Once the Superintendent approves the concept, he and the Chief of Police will meet with the members of the City Council and the School Board to lobby for the plan. Meetings will also be conducted with the Teachers Association, Police Association and the Parents Teachers Association to develop a task force. A one day workshop will be conducted by an outside facilitator to provide a background for the task force and to give them direction.

Phase Two - The task force will develop a K-12 curriculum involving law enforcement in the schools and a four year phase-in of the programs. The programs will include functions being performed by the school liaison officers as well as the beat officers. Training the officers will consist of instructional programs, as well as those in parenting, counselling, child behavior and cultural awareness. It will also involve cross training for the teachers in law enforcement techniques, discipline, substance abuse recognition and gang recognition. They will also devise an informational system so the parents and teachers are aware of the progress being made.

Phase Three - This phase will have to determine how to obtain both

financial and personnel resources that are needed to establish a full program. This will require examining all grants available, business contributions and assessments. An evaluation component and a yearly review plan will also be developed in order to determine the effectiveness of the programs.

### TRANSITION MANAGEMENT

The focus is on the strategic plan between the South San Francisco Police Department and the South San Francisco Unified School District. The strategy to meet the needs calls for the police department to be the leader in developing a task force with the school district and develop programs involving law enforcement that are mutually beneficial to the school and the community.

#### Critical Mass

The critical mass are those individuals whose support is instrumental to the success of the program. The individuals listed are those who have the power and influence over other individuals/groups (stakeholders) they can sway to support the program.

The Chief of Police, the City Manager and the School Superintendent support the plan and have to help it happen.

Services Division Captain and the Curriculum Coordinator for the School District are the two key figures who are responsible for making the plan happen.

The Police Association President, Teachers Association President, Mayor and School Board President all have to be in a "let it happen" position.

#### **TRANSITION MANAGEMENT STRUCTURE**

As previously indicated the success of this program is incumbent upon the ability of the Services Division Captain to facilitate the transition.

The first task is to form a task force (police representatives, teachers, parents, and members from the business community) and the group dynamics to effectively develop constructive programs. Once the task force is functional and a clear sense of directions is reached, the task force will assign the responsibilities of the ongoing duties to the participants.

The essence of the program is to develop a curriculum that involves the Police Department having some form of contact with all the students in grades K-12 and to develop other programs that will assist the department in reaching the goal of dealing with conditions and situations before problems occur. It will also consist of a facilitation role to involve other resources in the community to assist in the educational endeavors.

### Techniques to Support Implementation / Change

The management team must use a variety of methods to implement the changes they will recommend, including:

- Designing the internal organization of the team and setting individual responsibilities.
- Developing communication plan that will inform all police department members and educators about the program and its goal.
- Establishing support for the program with the stakeholders and overcoming any objections by clarifying concerns in the most conducive setting.
- Establishing timetables for training and program implementation.
- Setting expectations for the various groups involved (officers, teachers, administrators)
- Personally inviting officers and teachers to be part of the sub-committees of the task force.

There has already been adequate discussion of what direction the plan should take; it is now time to discuss the various means to successfully reach that point. In order to do this there are a number of technical steps that will be utilized.

Commitment Plan - A commitment plan will determine the individuals who are going to make up the task force. They are individuals who have influence over others and their motivation should be positive to make change happen.

Task Force - This body will have the responsibility to develop a comprehensive program that will intertwine education and law enforcement. They will also have to provide a communications system to provide feedback to the various sub-strata components of the organizations involved.

Educational Activities - An important factor in the planning stage

is to establish the motivational techniques necessary so the officers and teachers will be considering the positive attributes of the program before the implementation takes place.

Responsibility Charting - In order to ensure the necessary accountability it will be important to utilize a Responsibility Chart. This provides a means to correlate individuals with their tasks and it is an important way to get the group to gain consensus on role assignments.

Evaluation Component - One of the final steps the task force will have to accomplish is develop a tracking system to determine the feasibility of the programs. Evaluations by the students, teachers and parents, testing on subject matter for retention, and a cross index of at risk students with the criminal justice system are all methods that can be employed to measure the effectiveness of the program.

Anticipated Obstacles - The biggest obstacles are going to be the cost of the program, the time involved to accomplish everything and the political concerns of having officers in the classroom rather than on the streets.

### CONCLUSIONS AND RECOMMENDATIONS

The conclusions that may be reached with respect to the sub-issues are as follows:

What funding means must be addressed?

The strategic plan involves a collaborative effort by the South San

Francisco Police Department and the South San Francisco School District to examine alternative funding sources, grants, assessment taxes, business donations, asset forfeiture funds, as well as utilizing and school liaison officers and beat officers to ensure the plan is carried out, existing resources by establishing a new order of priorities. The cost effectiveness of the program, based on the anticipated trends and events, is a strong base to develop the programs.

**What training will be necessary for police officers?**

The plan calls for significant training for officers in a five phase program: The first is to determine the educational levels of the officers that are to be involved in the programs and the extent of their involvement; the second phase is to establish an instructional training course (overview of simple techniques) for those who are going to be teaching in the classrooms; the third phase entails training in child behavior so they can identify problems; the fourth is to provide counsellor and cultural awareness training to make the officers more aware of the student; the fifth is to train them in parenting counselling and the final course would be for them to develop a training matrix to cross-train the teachers.

**What will be the level of cooperative activities on the part of the education system?**

The strategic plan establishes a method for the district's involvement. Because the district will benefit significantly from the program, they will have to devote resources to teach the officers the various phases of instruction that they will be going through. The district will also be members of the task force and provide an individual who will be devoting a majority of their time to assist the program manager.

The issue question is:

**What will be the interface between mid-size law enforcement agencies and public education by the year 2002?**

A review of the literature and interviews with school and law enforcement administrators indicate: there is a need to establish positive relationships with children and law enforcement; the schools are the ideal place to establish positive values; cross training between officers and teachers is a must; that the interface has a positive behavioral effect on the students; that there needs to be an articulation of law enforcement interaction in grades K-12; and it will involve instruction, counselling, planning and decision making policies.

#### **SUMMARY**

Although there is currently some type of interface with law enforcement and the schools, for the most part it is on the surface

only. It is providing talks, a safety program or a D.A.R.E. program that is usually taught in the fifth grade. In many cases the D.A.R.E. programs in many of the schools have been in existence only a few years.

The data gathered in the study easily shows that law enforcement has been and will continue to deal with crime in the schools. The fact that crime in the schools mirrors the community and visa versa, it is in everyone's best interest to take the proper steps to solve the problem. Unfortunately, it is not financially feasible to think that more officers in an enforcement mode are the solution, nor are the alternative resources such as the social agencies, because they are fragmented and deal only with those cases that are brought to their attention. The conditions which lead to problems have to be stopped before problems start. This study is by no means an endorsement to abolish enforcement methods, because to be effective enforcement and prevention have to go hand in hand.

The area that provides law enforcement and the community the best opportunity to be proactive is the schools. It is a setting that allows for interaction with all students in a uniform and positive manner. If law enforcement does not start immediately to develop strategies to fully interface with the schools, there will not be any hope to control the problems.



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SACRAMENTO, CALIFORNIA  
JANUARY 1994**

**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 the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).**

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## SECTION I

### INTRODUCTION

#### Background and Issue Identification

It is often said that the future of the United States depends upon the youth of today. Unfortunately, in today's world there are a number of events impacting our youth that make it questionable to what extent they will be equal to the challenge of tomorrow.<sup>1</sup> The goal, for the most part, refers to the education that is provided for today's youth, which is inclusive of values and ethics.<sup>2</sup>

The focus of this study is on the public schools and the extent to which school officials and law enforcement can interface for their mutual benefit and for the benefit of those in the public educational system. This encompasses a collaboration by law enforcement and the public schools on curriculum, planning and instruction. Education, as used in this study refers to that which takes place in grades K-12 in public schools. Although the emphasis of this study involves the need for an interface between law enforcement and the public schools, the private schools will also be impacted by some of the same events and trends, but to a lesser degree.<sup>3</sup> Due to the uniqueness and the variety of the private schools a number of other factors would have to be taken into consideration in order to embrace the programs to be discussed in this paper.<sup>4</sup> Although, through practical experience, much of

the acceptance of law enforcement in a private school would be dependent on the agency's current relationship with them, as is also true with the public schools.

Historically, the school system role has been to educate the students and law enforcement's role has been to protect and serve the public.<sup>5</sup> However, over the years law enforcement has seen the need for a collaboration with schools to address specific areas. This was accomplished by having officers instruct programs which encompassed their concerns.<sup>6</sup> Although the material being presented for these areas is substantial, it is, for the most part, limited to pre-programed instruction such as, Officer Bill, D.A.R.E. (Drug Abuse Resistance Education) and traffic safety courses, which reaches only a small percentage of the students.<sup>7</sup>

This current decade is one that is going to be a struggle for law enforcement and the schools. One of the main areas of concern is the economic condition now being dealt with.<sup>8</sup> Although it seemed as if it took only a few years to get into the present economic state, it is going to take at least a decade before economic stability is reached.<sup>9</sup> As a result of the budget deficits at the state, county and local levels, both the cities and school districts are reducing personnel and programs to meet the economic demands.<sup>10</sup> Unfortunately, many of the programs being effected are aimed at assisting students who are categorized as at-risk, at a time when the number of at-risk students is on the rise.<sup>11</sup>

In light of this the issue question is posed,

**"What will be the interface between mid-size law enforcement agencies and public education by the year 2002?"**

The issue question was discussed by the author and three members of the Delphi group later used in the study, Chief Jim Datzman, Captain Bruce Tognetti and Sergeant Leo Tealdi. This discussion produced three related sub-issues for the study:

**What funding means must be addressed?**

In today's climate of economic hardships and increasing criminal activities, communities want immediate results and protection on the street. Providing resources devoted to interface with education is usually regarded as desirable, but not important when compared with other budgetary needs faced by law enforcement. Resources and programs are expensive and without the proper funding the possibility of putting the concept into practice is minimized.

**What training will be necessary for police officers?**

For the program to be successful it is going to require more than just placing officers in positions to interact with the schools. The full immersion is going to require training in counselling, parenting, instruction, interfacing with educators, cultural diversity and a positive attitude approach. It is also likely that the personality of the officer assigned will have to be carefully

considered. The level of knowledge that will be needed will differ with respect to the amount of involvement by the officers. Split level training systems will have to be developed along with instructors.

**What will be the level of cooperative activities on the part of the educational system?**

The schools are going to have to re-establish their priorities as well as change the mind set of instructors to that of collaborating with law enforcement. Both an exchange of resource and cross training are important factors to ensure a successful program. It will require a cultural change on the part of the entire faculty.

#### Literature Scan and Data

A scan of the literature related to law enforcement's interaction with public education revealed that the intent of the current programs are a result of the lack of prevention programs and positive values that are not being provided to children.<sup>12</sup> Community wide problems (gangs, violence and narcotic usage) that law enforcement must continually deal are emerging. The literature scan supported both the hypothesis posed by the researcher and the information provided in the interviews that were conducted.

When reviewing the literature, it became evident that there are a number of events occurring that show that society is destined to be beset with problems in the near future. The first is the school

drop out rate for California, which in 1991 was 14.3%; of this 35.3% were Hispanic, 13.5% Afro American and 8.9% White.<sup>13</sup> Another fact that contributes to the rise is that one in six students in California public schools speaks a limited amount of English<sup>14</sup> and one third of the students entering the school system are at risk of failing as a result of these and other factors.<sup>15</sup>

Society is also dealing with the fact that three out of ten babies are born to unwed mothers at the poverty level, a fifth of whom are teenagers. Of this group, 64% do not possess a high school diploma.<sup>16</sup> Furthermore, society is going to have to contend with a problem that is going to be created by the 11.35% of the children who are being born to mothers who had a substance abuse problem (alcohol or drugs) during pregnancy.<sup>17</sup> It is estimated that to get a child who was born in this condition ready for kindergarten it will cost about \$40,000.<sup>18</sup>

In 1991, the vast majority of the 300,000 juveniles arrested in California fell into one of these categories.<sup>19</sup> Add to this the deterioration of a value system in the population as a whole and parents who, demonstrably, are not being responsible with respect to raising their children, it equates to the fact law enforcement and the educational system are going to be dealing with more problems.

One of the most important factors that is beginning to be



recognized by those other than law enforcement is that there is a strong correlation between what occurs in the schools and what occurs in the community outside.<sup>20</sup> For the most part the students that are the behavioral problems in the schools will engage in or are already engaging in anti-social behavior in the community.<sup>21</sup> The rise in aggressive and violent behaviors in America's youth culture vividly reflects what is currently happening in society.<sup>22</sup> Violence on school campuses is not new, but it is more dangerous. Drugs, violence, including gang violence in the community can be linked to the increase on weapons on campuses, for self protection, show and tell, status and intimidation.<sup>23</sup>

A study by the Bureau of Justice Statistics found that 8% of the high school students throughout the country have been threatened with a weapon in school, and 9% were victims of violent crimes on or near the school campuses.<sup>24</sup> Parade Magazine survey showed that only 65% of the high school students thought their campuses were safe, and 57% knew classmates who carried weapons to school.<sup>25</sup> Weapons have become such a concern in Los Angeles, that there is legislation to place metal detectors in the schools.<sup>26</sup>

Although schools can not function as substitute parents, they more than any other institution are in a position to influence the development of social values in students more than any other institution. Schools have a built in audience, with impressionable minds that can be orchestrated in any number of ways.<sup>27</sup> The schools

are a focal point for communicating with the youth.<sup>28</sup> In order to survive, the schools may have to take a different approach in education and utilize their power over the students and their parents to alter behavior.<sup>29</sup>

Regarding the schools as a built in resource provides law enforcement with an opportune time to utilize proactive techniques in an effort to reduce anti-social behavior both in school and on the streets.<sup>30</sup>

Law enforcement has been and will continue to be called upon to take care of problems associated with anti-social behavior. As a result, they have the experience to be very intuitive when it comes to examining at the causes and recommending long term solutions. At the present time the solutions are usually accomplished by making referrals to other agencies (social welfare, counselling, the courts etc.). Unfortunately, the referral system represents a purely reactive approach that reaches only a minority of children and does not enable law enforcement to prevent the continued and escalating problems that they face in today's and more important tomorrow's society.

To successfully eliminate the problem before it becomes unmanageable, youth must be reached before they have an opportunity to develop permanent anti-social behavioral traits. The first opportunity that anyone outside the immediate family has

an opportunity to have contact with the children is when they start school.<sup>31</sup>

To make a difference in the future, law enforcement is going to have to deeply integrate itself with the educational system.<sup>32</sup> The collaboration with the schools cannot be limited to just an instructional and curriculum level. Law enforcement's influential powers in city government and the business communities can also place it in a position to develop a myriad of resources.<sup>33</sup>

### Interviews

The author interviewed twelve law enforcement personnel and educators who have various types of interface programs. These individuals were identified through literature and by personal reference from other individuals in the fields. They were:

|                        |  |
|------------------------|--|
| Richard Robbin -       | High School Principal San Jose School District             |
| Carol Quan -           | School Administrator, Oakland School District              |
| Sylvester Greenwood -  | School Administrator, West County Unified School District  |
| Capt. Bill Perrodin -  | Oakland Police Department                                  |
| Lieutenant Jim Omera - | San Leandro Police Department                              |
| Clair Goss -           | School Administrator, San Mateo County School District     |
| Sgt. Sue Ritter -      | Richmond Police Department                                 |
| Captain Steve D'Arcy - | San Jose Police Department                                 |
| Linda Riekes -         | School Administrator, St. Louis Public Schools, and Author |

Lt. Tom Malecek - St. Louis Metropolitan Police  
Department

Larry Guinn - School Administrator, Plano  
Independent School District, Texas

Lieutenant Steve Nagy - Plano Police Department, Texas

Each individual was interviewed by telephone and informed of the purpose of the study. The issues and sub-issues were identified and the following questions were asked:

- What type of police - school programs do you currently have?
- What have been the behavioral changes in the students?
- If the opportunity presents itself would you add to the program and, if so, how?
- What type of training is provided to the officers involved in the program?
- What contribution does the school make towards the program?
- What are the attitudes of the parents and teachers towards the programs?

Most of the law enforcement agencies had some type of interaction with their school districts. However, most of the programs were less than three years old and limited to one or two activities, Drug Awareness Resistance Education (D.A.R.E.) being the most prevalent. In those school districts where the programs have been in existence for some time there is a noticeable change in the behavior of the students, which includes their openness with the officers. In fact one district reported that when they had to

discontinue their program (for financial reasons) they noticed the students' behavior became less respectful.<sup>34</sup>

All of the agencies and school districts are concerned about the budget cuts and realize that these programs may be reduced or eliminated. Previous studies support the position espoused by those interviewed, that they all have seen the benefits of the interaction and believe it is important to increase their current programs if there is any hope of altering the current negative behaviors of the youth.<sup>35</sup> Parents and teachers are supportive of the programs and view them as having more security on campus.

The contributions that the schools make toward the programs varied from none to funding half of the program. The financial stability of the school district determined the extent of the funding that is provided. There was only one school district, St. Louis, that provided any advanced training to the officers. For the most part the officers were instructed in the D.A.R.E. program learned from experience.

Law enforcement agencies are beginning to look beyond some of the traditional approaches with the school in an effort to meet the needs of society.<sup>36</sup> Along with specific programs that deal with drugs and personal safety many are delving into assigning officers to campuses as an additional resource to assist in security and counseling.<sup>37</sup> In some of our major communities law enforcement has

been able to integrate itself in the magnet high school programs.<sup>38</sup> In other districts they have been invited in by the schools to help assist in strategic and curriculum planning.<sup>39</sup>

The interaction with education also goes beyond instruction in the classroom. It has extended to adopt-a-school programs, which includes officers making themselves available to the students during the school's lunch period or attending a class to read to the students, the coordination of after school activities and mentor programs, to mention a just a few.<sup>40</sup> The research revealed only one school district that has some type of program in grades K-12 with law enforcement present on an official basis.<sup>41</sup> The others are limited to various sporadic programs that meet the needs of specific age groups and are based on individual officers' willingness to volunteer their time.

These programs appear to be breaking down the barriers that educators, parents and students have had about law enforcement.<sup>42</sup> The researcher found that the only drawback is that many of the programs are still regarded as a public relations approach, programs that are nice to have, but are the first that are eliminated when fiscal problems arise.<sup>43</sup> In the school where this has occurred the teachers have noticed that the students, especially those that were never exposed to the officers when they were on the campus, were not as trusting or open with them.<sup>44</sup>

Interviews with educators and law enforcement personnel about the programs show there is a strong belief by those directly involved that the programs are successful. The biggest problem is that there are so many variables that can effect events and trends. Thus, it is very difficult to obtain hard data to support the hypothesis they all believe in. The changes that are noticeable and do not appear to be related to any other variables, are the fact that the students open up more to the officers and the teachers, and there is a distinctive positive behavioral change in the students.<sup>45</sup>

Most of the existing programs began in the high schools and are still at that level. Many educators and law enforcement officials are beginning to realize that in order to make any impact, more contact has to be made with the middle and grade school children. All those interviewed agreed that the collaboration between law enforcement and education is the most positive way to develop significant changes in the values of the students. There is a general acceptance by the school administrators and teachers for a collaboration with law enforcement.<sup>46</sup>

### Overview

The events and trends that were developed on the following pages show a rather bleak future for society based on current conditions. Through the various processes this paper not only identified the negative future but also developed a strategic plan that can have

an impact on altering these events and trends in relationship to the issue and sub-issues.

The end result is that law enforcement and the education system have to begin addressing the problems now, or they are going to have to deal with them later.<sup>47</sup> One of the most important facts that law enforcement is beginning to get others to recognize is that there is a strong correlation in what occurs in the schools and what occurs in the community.<sup>48</sup> The problem is getting the community to prioritize this as its number one concern.



## SECTION II

### FORECASTING THE FUTURE

The issue and sub-issues are examined in this section, as well as the relevant trends and events which have been identified. The trends and events will be forecasted, analyzed and then be the catalyst for the futures scenarios.

#### Issue

What will be the interface between mid-size law enforcement agencies and public education by the year 2002?

#### Sub-Issues

The sub-issues were identified by the author and three members of the Delphi group. The sub-issues identified were those believed to be the most essential to study the issue. The individuals who determined the sub-issues were:

|                  |  |
|------------------|--|
| Jim Datzman -    | Chief of Police, South San Francisco   |
| Bruce Tognetti - | Captain, Foster City Police Department |
| Leo Tealdi -     | Sergeant, South San Francisco          |

The sub-issues are:

1. What funding means must be addressed?
2. What training will be necessary for police officers?
3. What will be the level of cooperative activities on the part of the education system?

In order to develop trends and events that would show an impact on

the need for the issue, a Nominal Group Technique (NGT) was conducted. The purpose of the panel was to individually develop at least five trends and events that are relative to the issue. After all the trends and events were listed and clarified the panel had to achieve acceptable consensus through private work and open discussion on the ten trends and events that they thought were the most significant. The panel was comprised of fourteen individuals with various backgrounds, who encompassed knowledge of the issue. They were:

|                  |   |
|------------------|---|
| Jim Datzman -    | Chief of Police for the City of South San Francisco   |
| Bruce Tognetti - | Police Captain for the City of Foster City and a Command College Graduate                             |
| Leo Tealdi -     | Community Relations Police Sergeant - South San Francisco   |
| Beth Helmer -    | School Liaison Police Officer - South San Francisco   |
| Denise Davis -   | PTA president of El Camino High School - South San Francisco  |
| Bruce Grantham - | Principal of Alta Loma Middle School - South San Francisco  |
| Bob Macaluso -   | Vice Principal of South San Francisco High School   |
| Shirley Hock -   | School Board Member - South San Francisco Unified School District                                     |
| Jim Swinfard -   | Retired Police Captain - South San Francisco  |
| Jim Stangle -    | Police Lieutenant and Assistant to the City Manager - the City of San Mateo. Command College Graduate |
| Susan Gonzales - | Personnel Director - South San Francisco  |
| Barry Negal -    | Director of Recreation and Community Activities South San Francisco                                   |

Tracy Walsh - Curriculum Coordinator - South San Francisco Unified School District

Shelton Winston - Secondary Education Coordinator, South San Francisco Unified School District

This researcher contacted each member by phone and explained the process and the issue. After each one understood what their task was a written explanation of our conversation, along with examples of trends and events was delivered to them. When the group convened all the trends and events were posted, then discussed and revised.

#### Identification of Trends

The basic definition of a trend is a series of events over time.

The NGT panel identified twenty-eight trends:

1. Level of law enforcement's involvement in the school system
2. Number of teen suicides
3. Availability of guns for students
4. Number of non-English speaking students in grades K-12
5. Number of "crack" babies
6. Number of drug free students
7. Type of services for cities and schools provided by the state
8. Amount of usage of chemical substances in the schools
9. Percent of handicapped and disadvantaged in the public schools
10. Number of police officers per 1,000 population
11. Instances of drug related gang activity in the cities
12. Level of civilians in law enforcement

13. Number of school hours available for discretionary instruction
14. Fluctuation of student test scores
15. Level of the population fluctuation in the United States
16. Number of student drop outs in grades K-12
17. Student - teacher ratio
18. Level of teacher compensation
19. Level of stress in students
20. The effects on communicable diseases
21. Level of change in the mores of society
22. Level of change in the school population in grades K-12
23. Number of teen pregnancies
24. Amount of law enforcement's involvement in private schools
25. Level of truancy in grades K-12
26. Number of homeless school age children
27. Cost of running city government
28. Amount of State funding to cities

The panel was instructed to vote for those they thought would have the most impact on the issue. After the top ten were chosen there was more discussion, but the panel did not wish to make any modifications.

#### Trend Definitions

T-1: Level of school funding - Refers to the amount of funding the public schools (K-12) will receive from the Federal, State or County governments.

- T-2: Number of culturally diverse students - Refers to the number of students who are classified as other than White.
- T-3: Instances of violence on school campuses - Refers to all acts of violence, regardless of the cause, that occur on the campuses.
- T-4: Level of racial intolerance - Refers to the acceptance of non prejudice.
- T-5: Number of dysfunctional school age children - Refers to those children with emotional problems which effect their behavior.
- T-6: Number of unemployed 18-23 year old's - Refers to the lack of job opportunities for that age group. It also takes into consideration their lack of skill to qualify for the jobs that are available.
- T-7: Level of public confidence in the quality of public education - Refers to the public perception of the ability of the public schools to provide a proper education to the students.
- T-8: Percent of students living in non-traditional households - Refers to students living in conditions other than the traditional family setting. The various types are: mixed (two families merge), multiple families in one house, single parent, alternative life style, homeless and grandparents raising them.
- T-9: Number of middle income earners in California - Refers to those individual who would be in this economic category.

T-10: Overall physical and mental health of graduating students -  
Refers to their ability to deal with today's society.

The same panel was also utilized to complete the Delphi Process. This process involves each member of the panel completing a trend evaluation form. Upon completion the results were posted and a discussion took place regarding the panel's perceptions. When this portion was concluded the panel was given the opportunity to adjust their figures in the trends.

The trend evaluation form (Table 1) shows the panel's median rating given to each trend based on the fact that it's rating today is 100. The first column shows the rating five years ago and the last two for five and ten years from now. The last two columns are divided to represent the first (lower) and second (upper) Delphi Process (will be/ should be).

In order to understand the trends, each has been defined in accordance with the views of the panel. The charted trends that follow are the plotted points of the NGT and the Delphi Process. The vertical line of the graphs describe the level of the trend.

The use of upper and lower mean deviations from the median softens the possibility of a single individual or small group of individuals from skewing the data. This was used on all the charts even though there may have been a close consensus on the issue.

TABLE I

## TREND EVALUATION

| TREND STATEMENT   |    | LEVEL OF THE TREND<br>(Today = 100) |       |                    |                     |
|---|----|-------------------------------------|-------|--------------------|---------------------|
|   |    | * 5 Years Ago                       | Today | **5 Years From Now | **10 Years From Now |
| Level of school funding                                       | 1  | 125                                 | 100   | 80<br>80           | 85<br>85            |
| Number of culturally diverse students                         | 2  | 75                                  | 100   | 130<br>130         | 170<br>170          |
| Instances of violence on school campuses                      | 3  | 75                                  | 100   | 110<br>110         | 125<br>120          |
| Level of racial intolerance                                   | 4  | 75                                  | 100   | 120<br>120         | 130<br>120          |
| Number of dysfunctional school age children                   | 5  | 80                                  | 100   | 115<br>115         | 120<br>120          |
| Number of unemployed 18-23 year olds                          | 6  | 80                                  | 100   | 120<br>120         | 120<br>120          |
| Level of public confidence in the quality of public education | 7  | 110                                 | 100   | 90<br>90           | 100<br>100          |
| Percent of students in non-traditional households             | 8  | 90                                  | 100   | 120<br>120         | 125<br>125          |
| Number of middle income earners                               | 9  | 125                                 | 100   | 80<br>80           | 75<br>75            |
| Overall physical and mental health of graduating students     | 10 | 110                                 | 100   | 90<br>90           | 85<br>85            |

N = 12

\* Panel Medians

\*\* Lower and Upper Mean Deviations

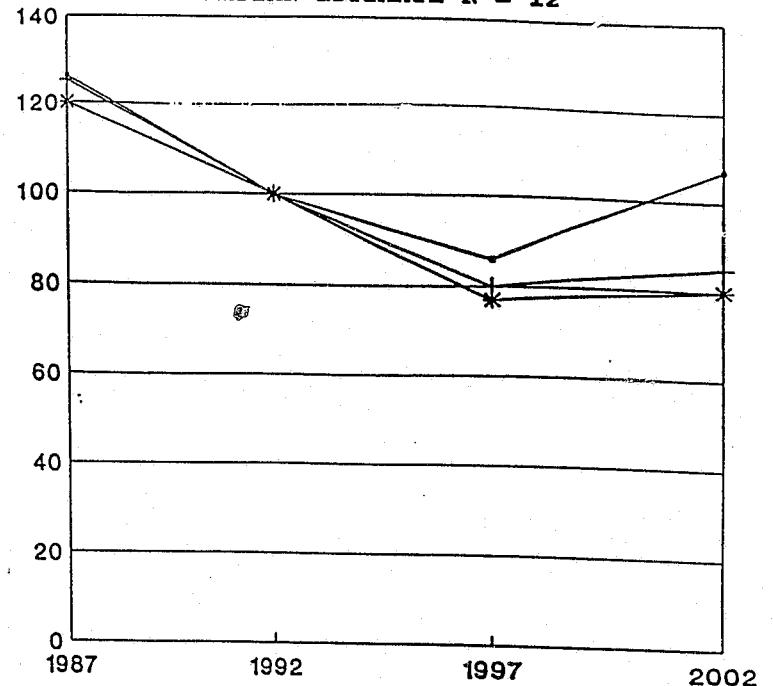
Will be/

should be

# TREND ONE

RATIO SCALE - 1992 = 100  
MEDIAN ESTIMATE N = 12

## LEVEL OF SCHOOL FUNDING



—○— UPPER MEAN DEVIATION —+— MEDIAN —\*— LOWER MEAN DEVIATION

The panel was fairly tight in all the areas except the upper mean deviation for the ten year projection. They all believed that funding was better five years ago than now because the state was not experiencing a financial crisis. The five year mark shows that they did not feel it would recover in that short a period of time. They also thought that funding can only be reduced so far before everyone realizes that unless some modification is made, the resulting effects of no increased funding will have far reaching effects on society. Contrary to that were those who indicated that the more the schools do without and make it work now, the less the public will concern itself with the long term effects.

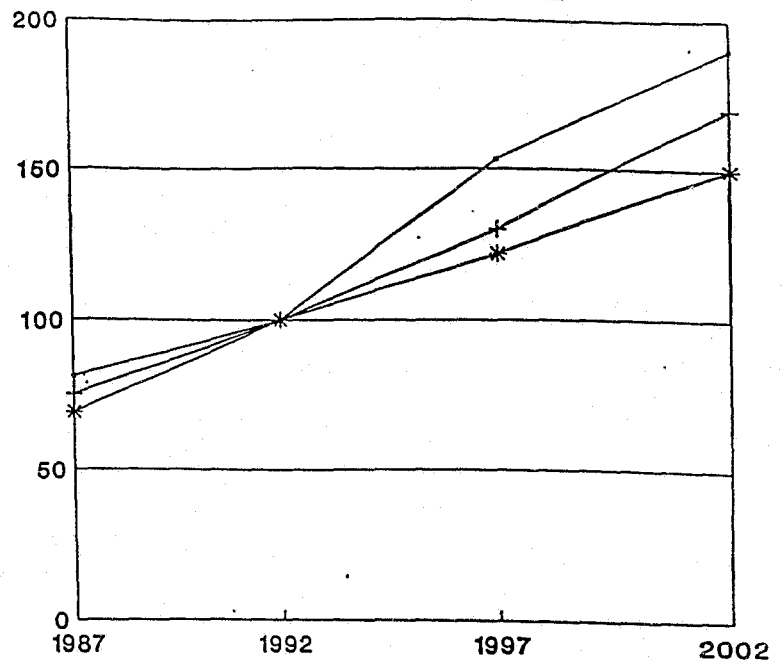


## TREND TWO

RATIO SCALE - 1992 = 100

MEDIAN ESTIMATE N = 12

NUMBER OF CULTURALLY  
DIVERSE STUDENTS

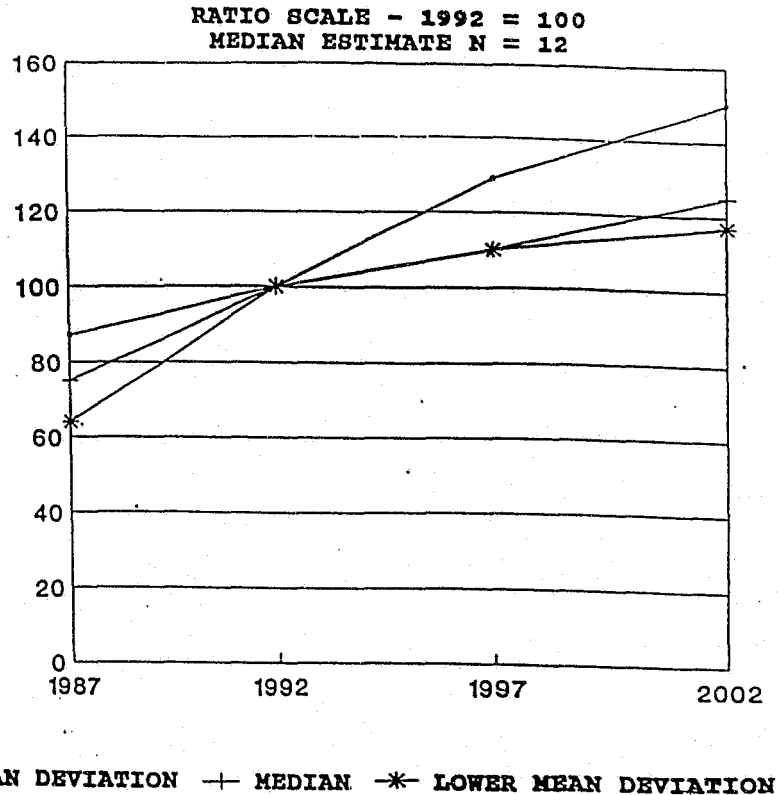


—○— UPPER MEAN DEVIATION —+— MEDIAN —\*— LOWER MEAN DEVIATION

The panel believed that five years ago the number of diverse students was lower than today. However, the separation of the upper mean deviation at five and ten years was attributed to these facts: that immigration is continuing to increase, the lack of birth control practiced by many of those immigrating, and the slow assimilation process. The lower mean deviation was attributed to a slower rate of increase because of the poor economy, western beliefs and the ease of birth control will lessening population growth.

## TREND THREE

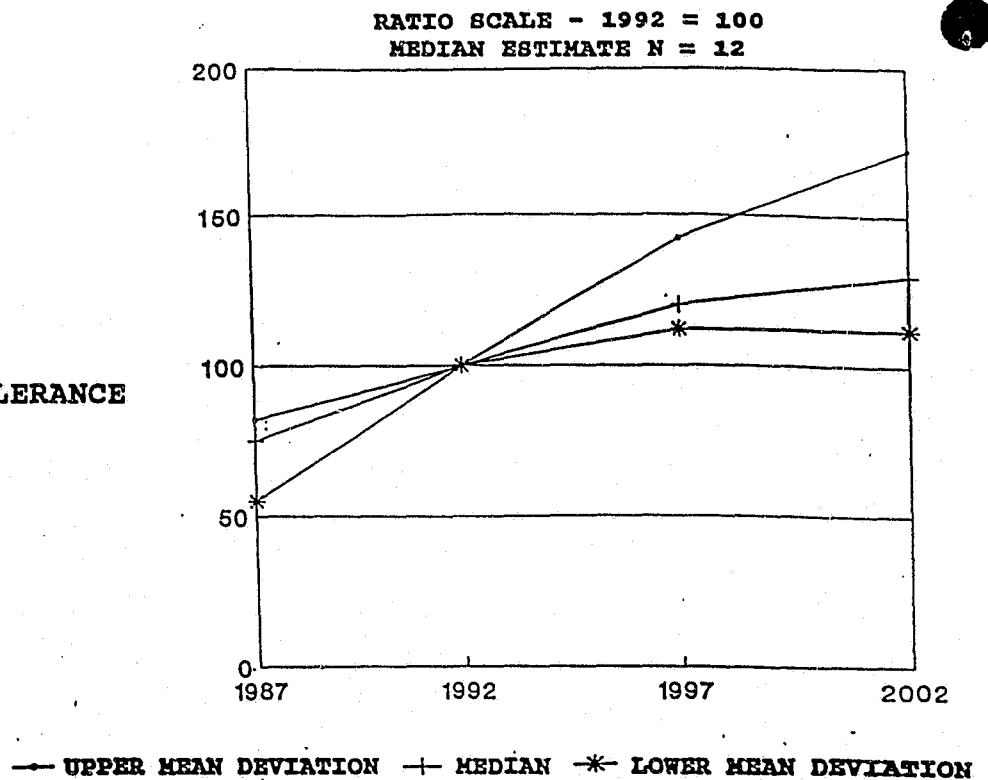
### INSTANCES OF VIOLENCE ON SCHOOL CAMPUSES



Although the instances of violence were lower five years ago it was still considered too high for the schools. At five years the lower mean deviation was identical to the median. However, the surge at five and ten years is rather dramatic. They envision society becoming more violent and that would be mirrored in the schools. They also believed that the increase of "crack babies" will add to it. Although the increase is high it was thought that the schools have more control over what occurs on the campuses and the increase would not be proportionate to that off the campus. It was also their belief that the violence would bottom out and the students would look at the campuses as a safe haven.

## TREND FOUR

LEVEL OF RACIAL INTOLERANCE

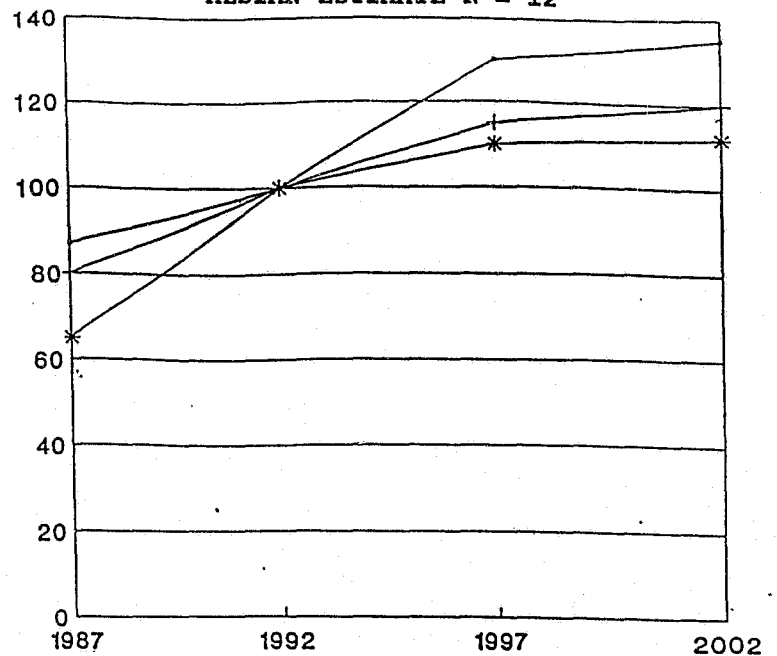


Everyone on the panel believed that it was lower five years ago. However, the gap between the lower mean deviation and the median was rather significant. They were influenced somewhat by the fact that racial intolerance seems to be getting more attention, especially global, than it did five years ago. The biggest disparity is at the five and ten year upper mean deviations. They based this on what is occurring globally, the increase of immigrants, unemployment, alternative lifestyles, too many people to handle and the finger pointing that is going to result from it all. The lower mean deviation also increased, but on a much narrower scale, and remained unchanged between the five and ten year marks.

## TREND FIVE

RATIO SCALE - 1992 = 100  
MEDIAN ESTIMATE N = 12

NUMBER OF DYSFUNCTIONAL  
SCHOOL AGE CHILDREN



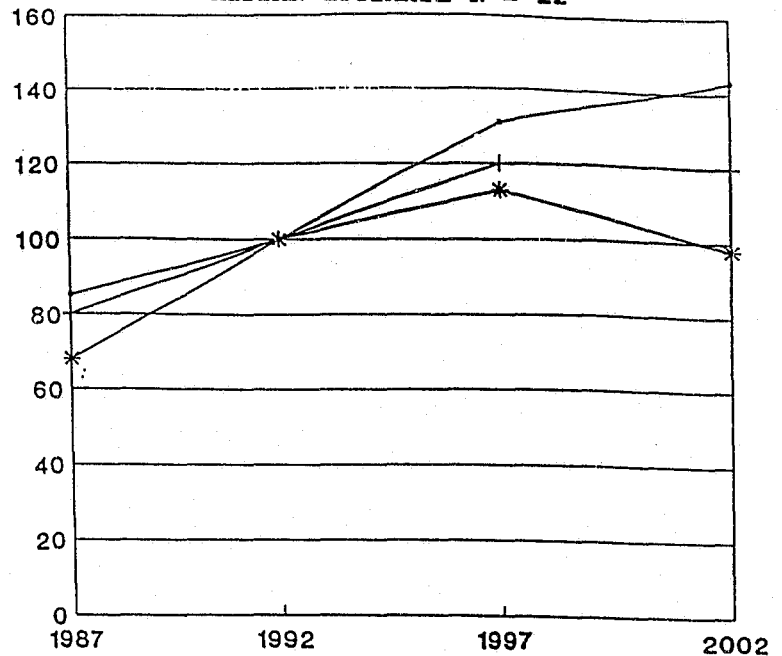
— UPPER MEAN DEVIATION + MEDIAN \* LOWER MEAN DEVIATION

Although the lower mean deviation was not as tight as the high end five years ago, everyone agreed that the number was lower than it is today. The gap at the five and ten year marks were significant. The reason given was that the word dysfunctional seem to fit everyone, who at one time or another attributes their problems to something that occurred in the past. In addition, the unwed teen mothers, "crack" babies and cultural value differences also played a part in it. The lower mean reflected the belief that it did not appear that there is a great deal more dysfunctional families, just more now being told that they are dysfunctional.

## TREND SIX

RATIO SCALE - 1992 = 100  
MEDIAN ESTIMATE N = 12

NUMBER OF UNEMPLOYED  
18-23 YEAR OLDS



— UPPER MEAN DEVIATION + MEDIAN \* LOWER MEAN DEVIATION

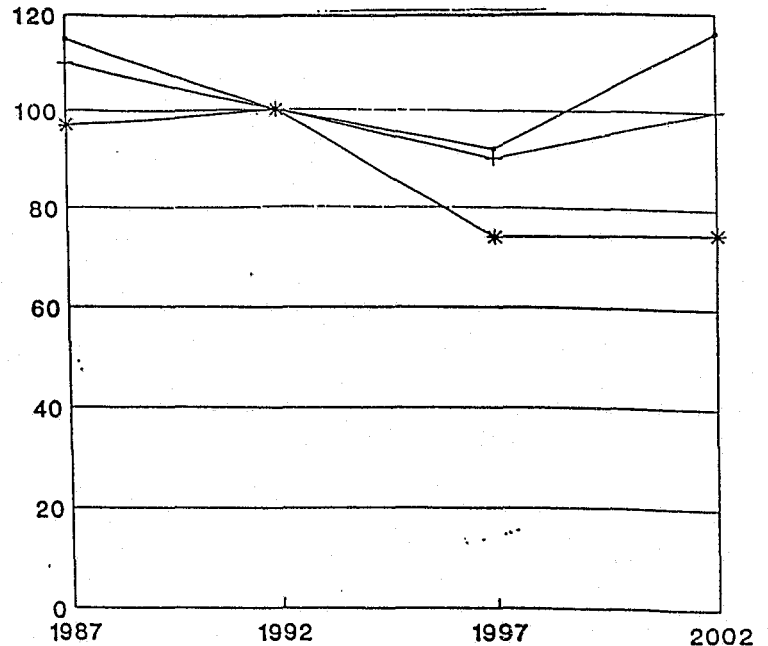
The panel viewed this as a problem in 1987, the median and upper mean deviation were tight and not that far off from today's estimate. There is a significant spread from the median in both the upper and lower mean deviations in 1997 and 2002. The panel's belief is that those leaving high school would not possess the needed skills to compete in the technical industry, which will dominate the market. Immigrants, seniors and handicapped will be taking most of the unskilled jobs, that these individuals would normally take. On the other end of the scale, they saw the economy rebounding, as well as tax incentives to businesses for creating jobs for that age group and government creating jobs.

# TREND SEVEN

RATIO SCALE - 1992 = 100

MEDIAN ESTIMATE N = 12

## LEVEL OF PUBLIC CONFIDENCE IN THE QUALITY OF PUBLIC EDUCATION



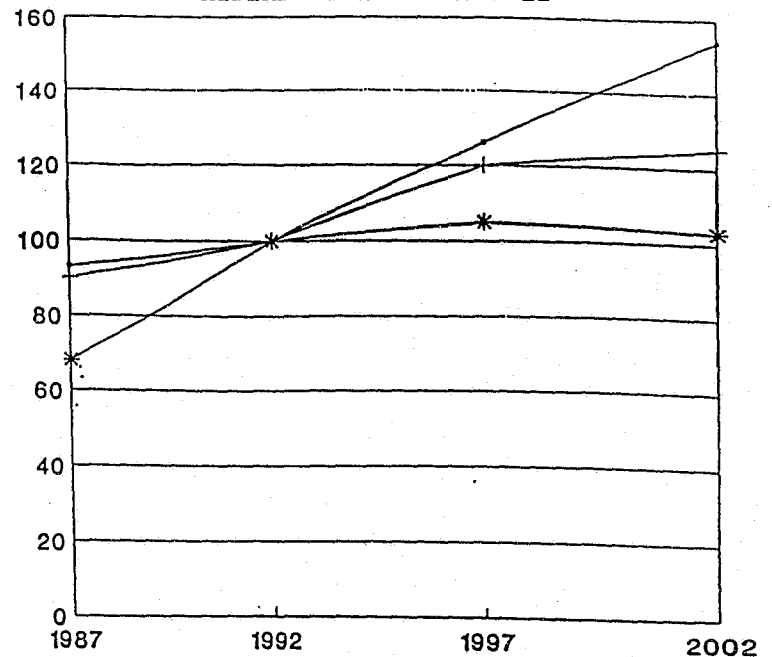
—•— UPPER MEAN DEVIATION    + MEDIAN    \*— LOWER MEAN DEVIATION

The panel varied somewhat on the confidence in 1987, indicating that for the most part it was higher than it is today. Even the lower mean deviation was not that far off from being equal with today's level. As for the future, both in 1997 and 2002 there was a large disparity between the median and the lower mean deviation. The panel believed that the academic test scores being lower than in the past, the lack of school funding, elimination of a number of activities and the public apathy will all play a part in not having faith in the system. Another factor is the parents not accepting their responsibility for their child's behavior and blaming the schools. But they did believe that there will be a rebound and the funds will reach the schools for specific programs because the communities will realize that they are going to have to help themselves if they want their children to succeed.

## TREND EIGHT

RATIO SCALE - 1992 = 100  
MEDIAN ESTIMATE N = 12

PERCENT OF STUDENTS IN  
NON-TRADITIONAL HOUSEHOLDS



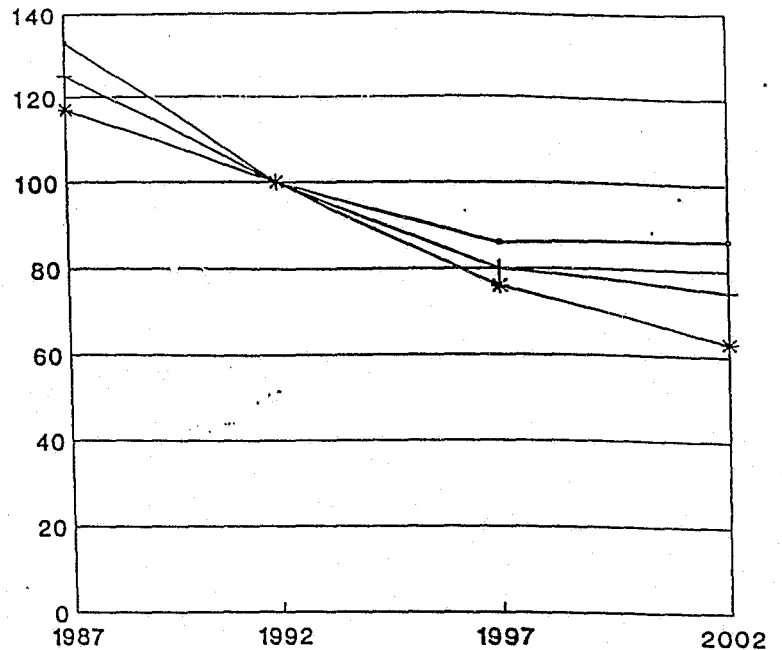
— UPPER MEAN DEVIATION + MEDIAN \* LOWER MEAN DEVIATION

There was not a varying degree of difference in 1987 between the median and the upper mean deviation. For the most part they did not see a significant change from where we are today. They did see a difference five years from now, where both means exceeded today's figure. This was based on the fact that they are noticing an increase in the make up of households to include more single parent, mixed family, alternative lifestyles, multi generation, and grandparents raising the children. At the other end of the scale, both in 1997 and 2002, the figures are significantly wide. The small increase is based on the belief that the poor economy will force more families to stay together.

## TREND NINE

RATIO SCALE - 1992 = 100  
MEDIAN ESTIMATE N = 12

NUMBER OF MIDDLE INCOME  
EARNERS



—•— UPPER MEAN DEVIATION +— MEDIAN \*— LOWER MEAN DEVIATION

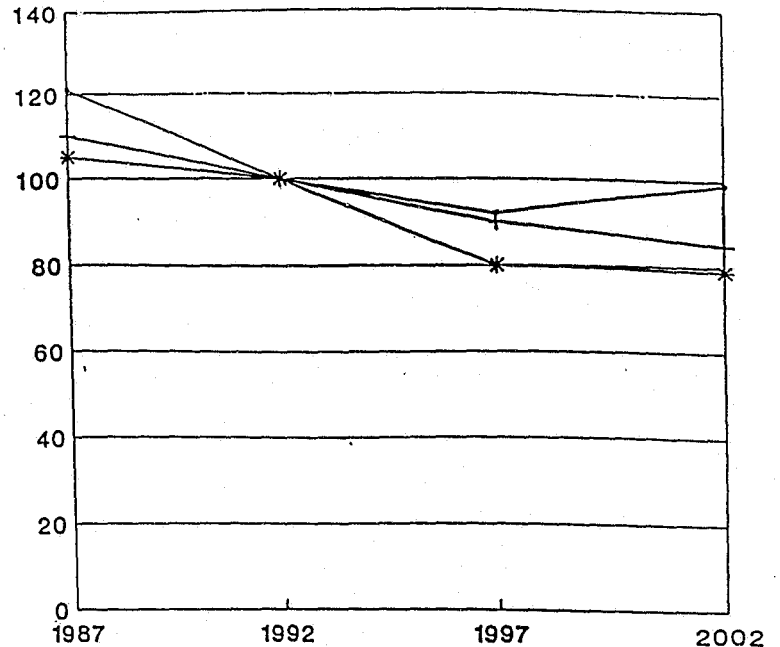
The panel felt that there were more middle income earners in 1987 than today. Although there was a spread between the upper and lower mean deviations they were evenly distant from the median. The entire panel saw those years as the best. The spreads are closer in 1992 than 2002, but still close in range. The increase in immigration, fewer jobs for the middle class (because companies are down sizing and moving out of state) are all responsible for this occurring. The upper mean deviation's minute difference in 1997 and 2002 is attributed to the fact that they see a slow economic recovery, but it will be positive and begin to stabilize. The president will have a positive impact on the economy.



# TREND TEN

RATIO SCALE - 1992 = 100  
MEDIAN ESTIMATE N = 12

## OVERALL PHYSICAL AND MENTAL HEALTH OF GRADUATING STUDENTS



—+— UPPER MEAN DEVIATION —+— MEDIAN —\*— LOWER MEAN DEVIATION

The panel saw 1987 as a top year for graduating students to be able to meet the demands of today's society. At the upper mean deviation they based it on the test scores and the job market they were going into. The lower mean deviation saw the ability to handle the problems five years ago were not much better than today. They believe that in 1997 the inability of the incoming immigrants to assimilate within the culture, the maturity level of students decreasing and the lack of values will prevent an improvement. Although the gap did close in 2002 their beliefs did not change. At the other end of the scale they saw more hope by 2002 with health plans, a rebound economy and values changing.

### Identification of Events

As with the identification and evaluation of trends, the events were selected using the NGT process, and they were evaluated through the use of the Delphi Process. The basic definition of an event is a discrete, one-time occurrence. Events can be internal (over which one has some control) or external (over which one has no control). The NGT panel identified twenty-three events.

1. Newly elected federal administration
2. Government places a quota on the number of immigrants allowed into California yearly
3. Legislation passes requiring all high schools to have armed security on campuses
4. California unemployment rate exceeds 15%
5. Jobs are lost in California as a result of the fair trade agreement with Mexico, thus increasing the poverty level
6. Governor seeks to redefine Proposition 98 so schools are no longer guaranteed a certain percentage of the state budget
7. Nighttime sporting events at high schools are cancelled
8. Completion of rapid transit in the Bay Area allows juveniles to become more mobile
9. Middle and high school PTA's mount a political campaign to get more security on school campuses
10. Public education is centralized and distributed by telecommunication to the student's home
11. Parents are required to pay for all high school elective courses that their child takes
12. "Back to basics" funding formula for school districts approved by State legislature
13. U.S. involved in military action causing unrest on high school campuses
14. National service enacted for 18 yr. olds or high school grads

15. All businesses are required to pay an additional tax to subsidize extra curricular activities and programs in the schools
16. Alternative schools created for English as a second language
17. With special funding the State approves a model drug education policy for all middle and high schools
18. Asian immigration in California increases as a result of Hong Kong's return to China's rule effecting school funding
19. Teachers go on strike for a better salary and benefit package
20. State mandates extended training for teachers and law enforcement in family support services
21. High school juniors and seniors are required to perform forty hours of community service in order to graduate
22. Gang violence in school result in teacher's death
23. Drop out rate in grades K-12 reaches 25%

The panel applied the same procedure for determining the events as they did for the trends. Again, the panel did not make any modifications after ten events were chosen.

#### Event Definitions

- E-1: All non-essential school programs are eliminated - Refers to the loss of programs such as drug education, sports programs, counselling, tutoring, music, etc. that are not deemed as core courses.
- E-2: The rate of non-lethal assaults on campuses is the number one concern of school administrators - Refers to assaults where no weapons are involved.
- E-3: Gang activities in the schools is at an all time high -

Refers to not only acts of violence, but drug sales, extortion and intimidation.

E-4: California adopts a voucher system for private schools -

Refers to a government subsidy to parents if they wish to place their child in a private school, taking the burden off the public schools and reducing the budget as a result of fewer students attending.

E-5: Most schools institute a year round instructional schedule -

Refers to public schools being in session the entire year, with small breaks during the year. It would also increase the amount of school days per year.

E-6: Local bond issue passes to provide more money for the

schools - Refers to cities passing bond measures to increase funding for their specific district.

E-7: A major earthquake strikes California - Refers to the

effects it would have on the educational system, with major damage to schools, homes and the psychological trauma to the students.

E-8: Civil unrest reaches a point that causes riots in the high

schools - Refers to social factors, economic, racial, etc. embedding themselves in the high school campuses and students acting out.

E-9: Legislation is passed to decriminalize drugs - Refers to drug

abuse as a social problem and provides diversion money for treatment rather than putting more individuals into the judicial system.

E-10: Inflation increases disparity between middle and low income groups another 30% - Refers to the current division and the increase would actually be 30% above what the low middle rate is now.

The event evaluation form (Table 2) depicts the panel median rating for each event in the titled area. The first column on the event evaluation form shows the first year from today that the probability of the event will occur. The next two titles show the likelihood of the event occurring five and ten years from today. The final columns represent the positive or negative impact the event would have on the issue if it occurred.

There were some events that, in retrospect, were not that significant to the issue or the sub-issues. They were E-7 (major earthquake strikes California) and E-9 (legislation is passed to decriminalize drugs).

The event charts reflect the years (horizontal line) of probability (vertical line) that the event will occur. The chart lines represent the high and low mean and the median. The synopsis provides an interpretation of the panel's estimates.

TABLE II

## EVENT EVALUATION

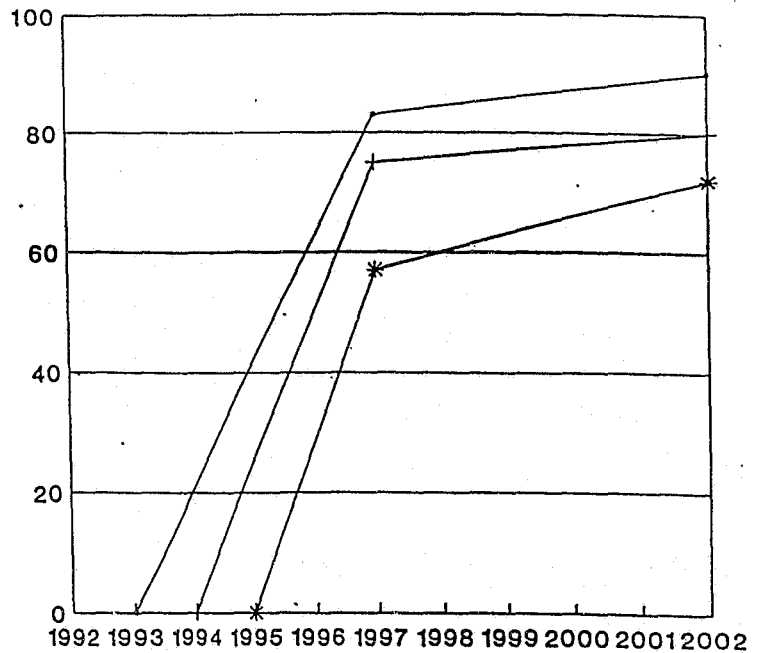
N=12, Mdn. Estimate

| EVENT STATEMENT   | YEARS<br>UNTIL<br>PROBA-<br>BILITY<br>EXCEEDS<br>ZERO | PROBABILITY                   |                                | IMPACT ON THE ISSUE<br>AREA IF THE EVENT<br>OCCURRED |                    |
|---|---|-------------------------------|--------------------------------|--|--------------------|
|   |   | 5 YEARS<br>FRM NOW<br>(0-100) | 10 YEARS<br>FRM NOW<br>(0-100) | POSITIVE<br>(0-10)                                   | NEGATIVE<br>(0-10) |
| Non essential school programs are eliminated  | 2   | 75                            | 80                             | 0  | 8                  |
| Rate of non-lethal assaults on schools is the number one concern of school administrators | 1   | 80                            | 90                             | 6  | 4                  |
| Gang activities in the schools is at an all time high                                     | 1   | 75                            | 90                             | 5  | 7                  |
| California adopts a voucher system for private schools                                    | 4   | 25                            | 50                             | 6  | 8                  |
| Most schools institute year-round instructional schedules                                 | 4   | 25                            | 50                             | 5  | 7                  |
| Local bond issue passes to provide more money to the schools                              | 4   | 30                            | 50                             | 10   | 0                  |
| Major earthquake strikes California   | 3   | 50                            | 60                             | 0  | 3                  |
| Civil unrest reaches a point that causes riots in the high school                         | 3   | 50                            | 65                             | 3  | 6                  |
| Legislation passed to decriminalize drugs   | 5   | 0                             | 10                             | 1  | 2                  |
| Inflation increases disparity between middle and low income groups another 30%            | 2   | 75                            | 90                             | 6  | 6                  |

# EVENT ONE

MEDIAN ESTIMATE N = 12

ALL NON-ESSENTIAL SCHOOL  
PROGRAMS ARE ELIMINATED



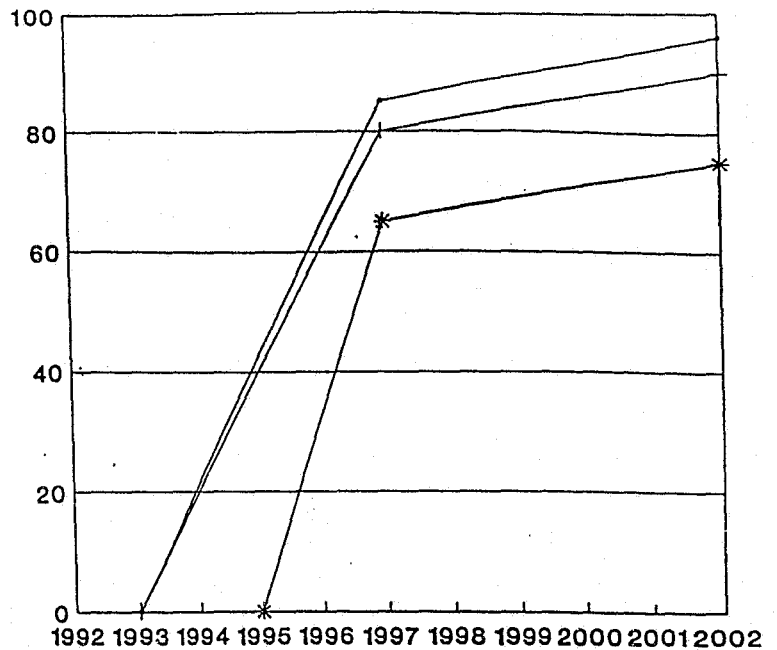
— UPPER MEAN DEVIATION + MEDIAN \* LOWER MEAN DEVIATION

As depicted by the chart the panel was close in their final analysis of the event. There was a strong belief that major cuts in the activities that are considered non-essential would begin showing reductions in two years. Although these activities do address at risk students, there was the reminder that all the cuts that occurred from Prop.13 in 1978, which did the same thing, were never reinstated. The non-essential programs are looked at as excess when it comes down to reducing a budget to the bare bones. At the other end of the spectrum the panel felt that there was hope and the citizens would soon realize that enough is enough and put pressure on the legislators to provide funding. The only other option would be to charge the parents for the cost to participate.

## EVENT TWO

MEDIAN ESTIMATE N = 12

RATE OF NON-LETHAL ASSAULTS  
ON CAMPUSES IS THE NUMBER  
ONE CONCERN OF SCHOOL  
ADMINISTRATORS



— UPPER MEAN DEVIATION + MEDIAN \* LOWER MEAN DEVIATION

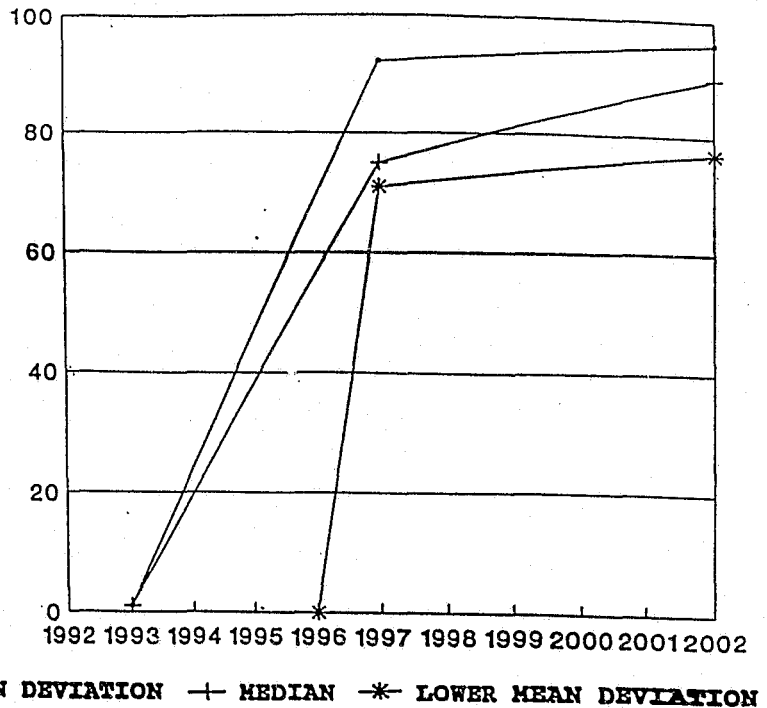
The graph reflects a high probability that the rate of violence will increase to an all time high on school campuses. Society is becoming more violent and that will be mirrored in the schools. However, it was not believed that the percent of increase would be the same as the increase of violence in the community. Although the majority agreed with this they viewed the schools, associated with mid-size police departments, usually having more control over what occurs on campuses by setting firm standards and acting on them. It was also believed that students deem the schools as safe havens and for the most part confine their violence to off campus. These beliefs created a larger gap between the median and lower mean deviation.



# EVENT THREE

MEDIAN ESTIMATE N = 12

GANG ACTIVITIES IN THE  
SCHOOLS IS AT AN ALL  
TIME HIGH

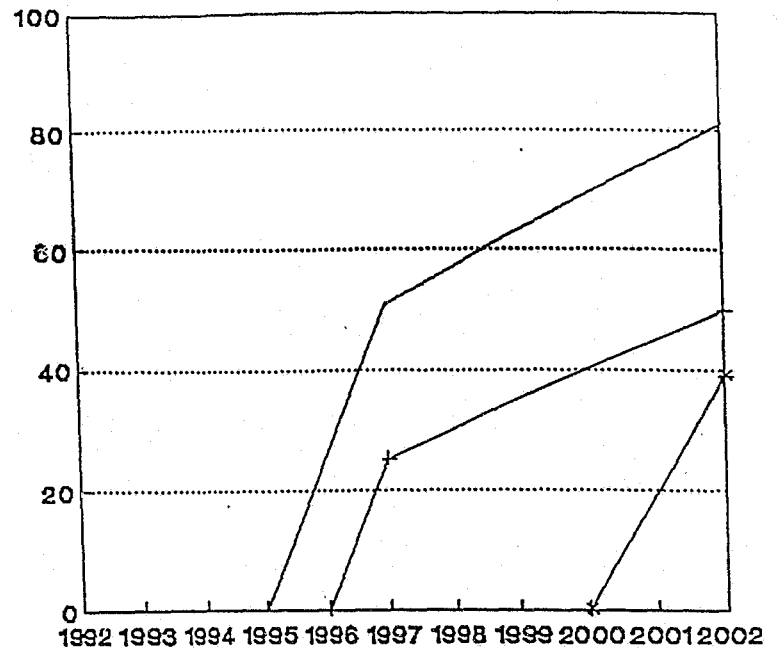


The belief is that there is a high probability that gang activities will increase within five years and definitely within ten years. It is already accepted that gang members are on the campuses, but their activities are limited more to off campus. The high probability that the activities would increase is a result of the economy, diverse cultures, the gap in the middle class and that it would find its way into the middle and grammar schools. The activities would not be limited to the violent acts that we are accustomed to associating with gangs, but will extend to thefts, extortion, burglaries and narcotics. They further believed that the gangs would become more sophisticated. Again, the lower mean deviation was predicated on the fact that the increase would not be proportionate to the community.

## EVENT FOUR

MEDIAN ESTIMATE N = 12

### CALIFORNIA ADOPTS A VOUCHER SYSTEM FOR PRIVATE SCHOOLS



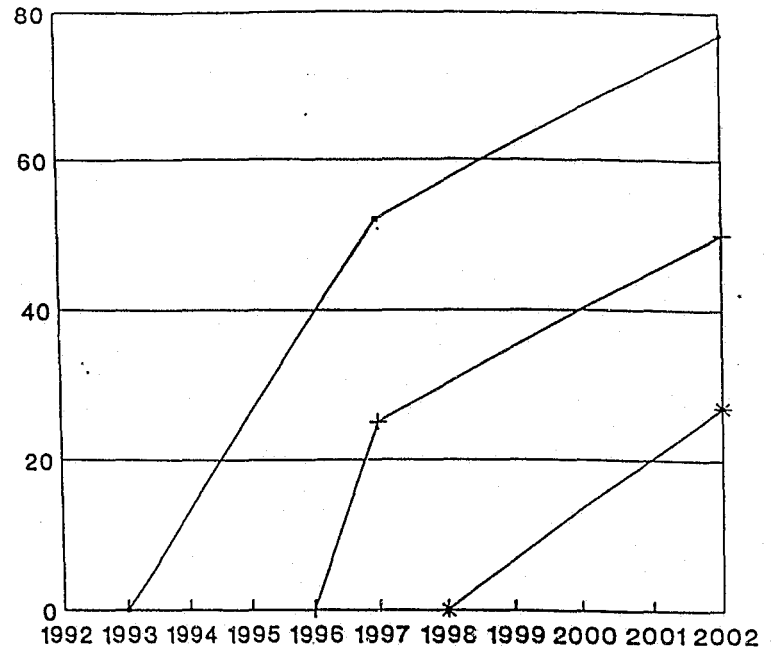
— UPPER MEAN DEVIATION + MEDIAN \* LOWER MEAN DEVIATION

The probability of this occurring over the short term was low. In fact the median and lower mean deviation extended out to four and eight years. However, at ten years it increased dramatically with a rather significant spread. This increase was spurred on by the fact that they did not see much hope for the economy picking up and the government using a voucher system to lessen their burden on an already taxed system. It was thought that the push for this type of system would be made by the white voters to avoid the complexities of the schools' cultural diversity, which they believe are hampering their children from learning. The lower mean deviation reflected the belief that by going to a voucher system we would be taking a giant step backwards because it would segregate individuals and education based on wealth.

# EVENT FIVE

MEDIAN ESTIMATE N = 12

MOST SCHOOLS INSTITUTE A  
YEAR ROUND INSTRUCTIONAL  
SCHEDULE



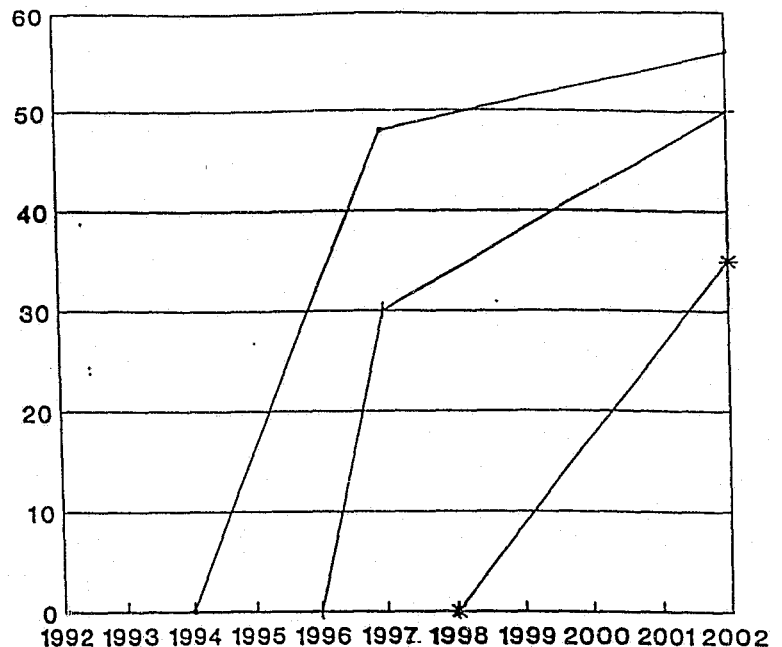
— UPPER MEAN DEVIATION + MEDIAN \* LOWER MEAN DEVIATION

Although there has been a lot of talk about this, it was somewhat surprising that the panel did not believe that anything significant would occur for four to seven years. Again, the spread in this was extremely high, yet the reasons were fairly simplistic. One set of beliefs was that the economy would force the change because it is a less expensive system and would show an increase in the students' academic achievements. On the other hand, there were those who were convinced that although it may save some money the people are not going to want it. They thought most people would look at it as a burden to them and are not ready to accept that big of a change. They looked at everything from baby-sitting to parents having to compete for vacations for small window openings during the prime time.

## EVENT SIX

MEDIAN ESTIMATE N = 12

LOCAL BOND ISSUE PASSES TO  
PROVIDE MORE MONEY FOR THE  
SCHOOLS



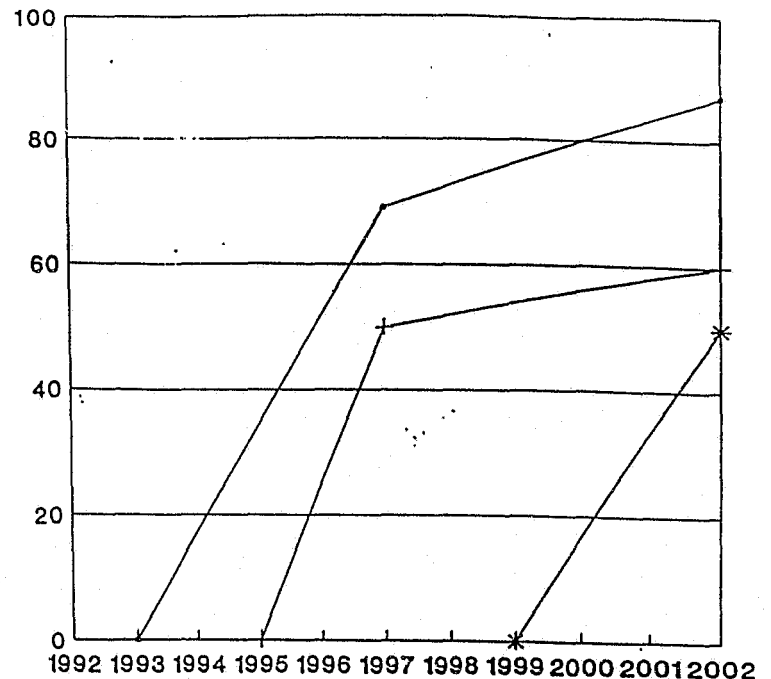
— UPPER MEAN DEVIATION + MEDIAN \* LOWER MEAN DEVIATION

Regardless of how much the schools need money or what programs may be cut, it was clear that the panel thought it would be four to six years before the voters would want to pass any type of bond issue. In fact, even then the high probability that it would pass was at only 56% and there is a rather significant spread between the median and lower mean deviation. They took into account that all the bond issues over the last few years have failed and the economy will not support future spending. If the economy reverses then voters may vote for a bond issue providing it is earmarked for students and not buildings and salaries. The voters are going to have to be convinced that there is no other way out and the hardest to convince will be the seniors, who carry the heaviest vote.

# EVENT SEVEN

MEDIAN ESTIMATE N = 12

## A MAJOR EARTHQUAKE STRIKES CALIFORNIA



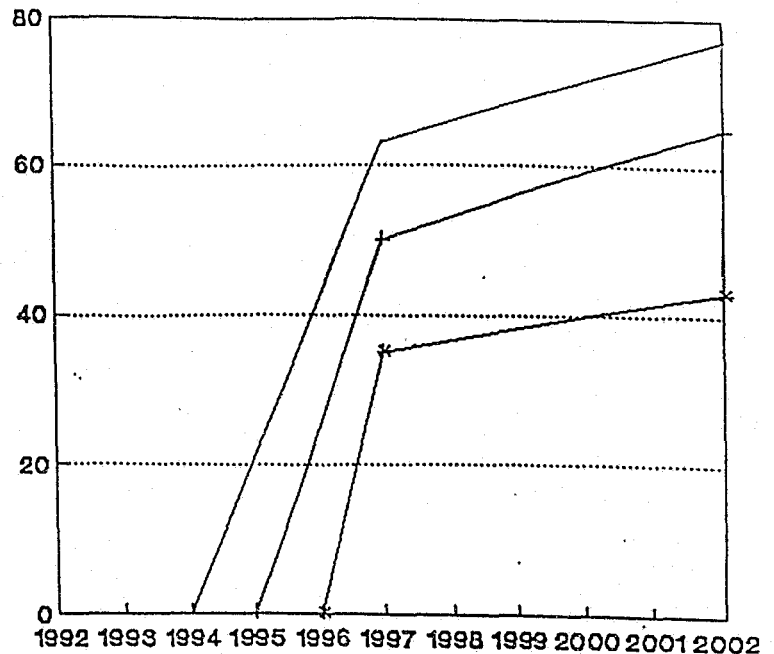
— UPPER MEAN DEVIATION + MEDIAN \* LOWER MEAN DEVIATION

Although the probability of a major earthquake is rather high, this researcher thought that with California being an earthquake state, it would have been much higher especially under the five year mark. They thought that the odds were on society's side that we would not have a major earthquake. The gap expanded at the ten year level because the longer period of time without an occurrence the higher the probability of something occurring. They looked at the effects of schools being damaged beyond repair, thus having to increase class sizes, changing locations and dealing with the trauma of students as significant to the learning abilities and behavior of the children.

# EVENT EIGHT

MEDIAN ESTIMATE N = 12

CIVIL UNREST REACHES A  
POINT THAT CAUSES RIOTS  
IN THE HIGH SCHOOLS



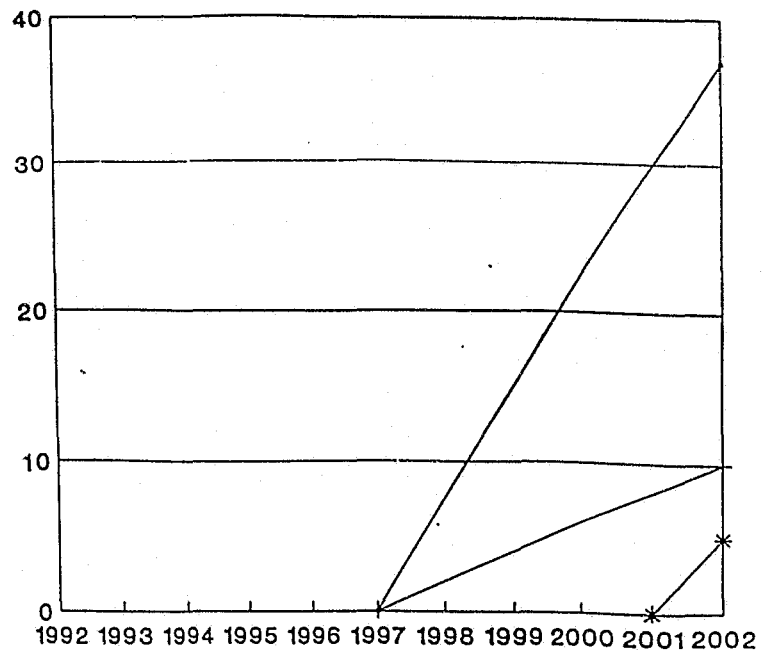
— UPPER MEAN DEVIATION + MEDIAN \* LOWER MEAN DEVIATION

The panel believed that there was a probability of this occurring within five years. The probability, although not very high increased at the ten year mark for the upper and lower mean deviations. The lower mean at ten years was 43 because many thought the schools were able to control the behavior of the students over the Gulf War and the Rodney King incident and would be able to control other situations. This was prompted by taking an approach to talk things out, rather than confine their thoughts and act out. At the other end of the spectrum, there were a number of other factors they thought will spill over into the schools and create a greater potential for something to occur greater. The economic situation, racial intolerance, deterioration in schools and kids not seeing any hope, were a few of the events mentioned.

# EVENT NINE

MEDIAN ESTIMATE  $M = 12$

LEGISLATION IS PASSED TO  
DECRIMINALIZE DRUGS



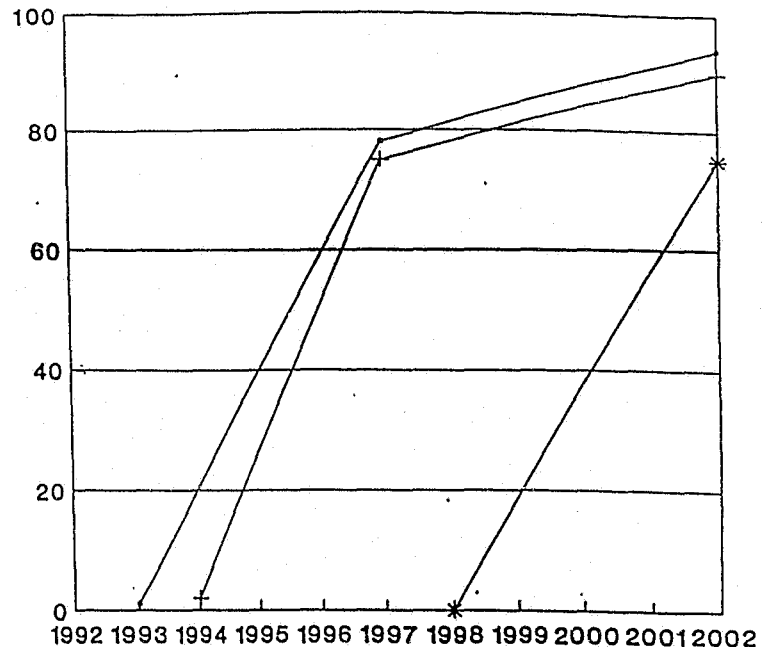
— UPPER MEAN DEVIATION + MEDIAN \* LOWER MEAN DEVIATION

The panel stood consistent in the evaluation of this event. There was no belief that the event would occur within the first five years, which zeroed out the median up to five years and the lower mean deviation up to ten years. The upper mean deviation showed a little movement at five years, but there was a dramatic increase at ten years, although not significant enough to show a probability that it would occur. The large jump was somewhat surprising and the only explanation was that the decriminalization would reduce the cost of enforcement and incarceration because drug abuse is very costly to combat. They also saw that it may afford more of an opportunity for additional social programs to be instituted to help correct the problems. In the long run they did not envision the government being able to convince the citizens that the decriminalization of drugs is a positive problem solving approach.

# EVENT TEN

MEDIAN ESTIMATE N = 12.

INFLATION INCREASES  
DISPARITY BETWEEN MID  
AND LOW INCOME GROUPS  
ANOTHER 30%



— UPPER MEAN DEVIATION + MEDIAN \* LOWER MEAN DEVIATION

This was a fairly wide spread, with the lower mean deviation zeroing out until year six. They believed that within five years the probability is rather high and that belief increased dramatically at the ten year mark. They attributed this fact to an increase in the immigration and the immigrants not having the educational means to compete in the workforce. They also saw that the pay, in what were once considered good paying jobs, will be mediocre. The poor economy and administrative flattening of a number of businesses, has left a number of highly qualified individuals competing with the lesser skilled for jobs that they are over qualified for. This acceptance can do nothing but cause a greater disparity. They did not see the enactment of any new programs having a dramatic effect over this time period.



### Cross Impact Analysis

This researcher conducted a cross impact analysis with the help of a Command College graduate, Bruce Tognetti. The analysis shows what the impact of one event will be on other events should that event occur first. Impact on trends was also estimated. The analysis depicts both the positive and negative impact and are they more or less likely to occur, based on the probability of occurrence in events and the level of trends. The matrix also specifies an actors column which shows the number of events or trends that were impacted and a reactor row, which shows the number of times an event or trend reacted.

The cross impact analysis of the events to trends showed a good deal of activity (Table 3). Again, with the exception of E9 (decriminalization of drugs), all the events were actors. The only trend that was not a reactor was T2 (the number of culturally diverse students).

E1 - Acted on four trends, impacting T3 (instances violence on school campuses) and T10 (overall physical and mental health of graduating students) the most significantly. Without the ability to provide positive programs the effects are going to be negative.

E2 - Acted on five trends, again keeping in mind that T3 is a negative trend based on this event occurring. As a result, it shows a rather large probability factor. On a lesser scale it also

reflects a negative impact on T4 (the level of racial intolerance), T7 (public confidence in education), and T10. The analogue is that the cause would be a result of hate crimes and the public would look at the system as not having any control.

E3 - Mirrored E2, with the exception of some adjustments in the probability figures.

E4 - The third largest actor event impacting six other events. T4 and T7 showing the most significant impact. Although the number is not a large one, it is also showing a negative impact on T1 (level of school funding). In simple terms, E5 will add to segregation in the schools.

E5 - It impacted all three of the trends it acted upon in a positive way. The most significant being T1. It is seen as a cost savings and shows more commitment on the part of the schools.

E6 - The second highest actor event. It reflects high positive probabilities in T1 and T7. It is also one of only two events that acted upon T5 (the number of dysfunctional school age children). It provides funding to take care of the problems.

E7 - It acted on one trend, T6 (the number of unemployed 18-23 year olds). The rebuilding that is required after a disaster would produce a number of labor jobs that these individuals would be able

to perform.

E8 - It acted on only five trends, but its action is rather significant in T3 and T4. The riots on high school campuses adds to all the other violence.

E9 - It showed no impact on any of the trends.

E10 - It impacted eight trends. It is the only event that acted on T8 (the percent of students living in non-traditional households) and T9 (number of income earners in California). As the gap grows, alternative means that add to other problems will become the norm.

As far as reactor trends, T1, T3, T4, T7, and T10 were impacted by the most events.

# EVENT - TO - TREND - CROSS - IMPACT MATRIX IMPACTED TRENDS

| IMPACTING<br>EVENTS | T-1    | T-2 | T-3    | T-4    | T-5   | T-6    | T-7    | T-8   | T-9   | T-10   | ACTORS |
|---------------------|--------|-----|--------|--------|-------|--------|--------|-------|-------|--------|--------|
| E-1                 | 0      | 0   | 27.80  | -11.76 | 0     | 0      | -9.55  | 0     | 0     | 34.54  | 4      |
| E-2                 | 8.66   | 0   | 88.94  | -11.76 | 0     | 0      | -6.68  | 0     | 0     | -18.27 | 5      |
| E-3                 | 8.66   | 0   | 77.83  | -17.63 | 0     | 0      | -6.68  | 0     | 0     | -27.41 | 5      |
| E-4                 | -8.66  | 0   | 11.11  | -17.63 | 0     | 5.75   | -23.86 | 0     | 0     | 9.13   | 6      |
| E-5                 | 17.33  | 0   | 0      | 0      | 0     | 0      | 14.32  | 0     | 0     | 9.13   | 3      |
| E-6                 | 34.66  | 0   | -27.80 | 29.39  | 11.22 | 11.49  | 57.27  | 0     | 0     | 36.54  | 7      |
| E-7                 | 0      | 0   | 0      | 0      | 0     | -5.75  | 0      | 0     | 0     | 0      | 2      |
| E-8                 | 8.66   | 0   | 77.83  | -82.29 | 0     | 0      | -6.68  | 0     | 0     | -18.27 | 5      |
| E-9                 | 0      | 0   | 0      | 0      | 0     | 0      | 0      | 0     | 0     | 0      | 0      |
| E-10                | -17.33 | 0   | 33.35  | -35.27 | 44.91 | -11.49 | 0      | 76.18 | 76.18 | -54.82 | 8      |
| REACTORS            | 7      | 0   | 7      | 7      | 2     | 4      | 7      | 1     | 1     | 8      | —      |

**EVENTS**

E-1: Non-essential programs are eliminated (drugs - sports).

E-2: Rate of non-lethal assaults on school campus becomes number one concern of school administrators.

E-3: Gang activities in the schools is at an all time high.

E-4: California adopts a voucher system for private schools.

E-5: Most schools institute full year instructional schedule.

E-6: Local bond issue passes to provide more money to the schools.

E-7: A major earthquake strikes California.

E-8: Civil unrest reaches a point that causes riots in high schools.

E-9: Legislation passed to decriminalize drugs.

E-10: Inflation increases income disparity between the middle and low income groups by another 30%.

**TRENDS**

T-1: Level of school funding

T-2: Number of culturally diverse students.

T-3: Instances of violence on school campuses.

T-4: Level of racial intolerance.

T-5: Number of dysfunctional school age children.

T-6: Number of unemployed 18-23 year olds.

T-7: Level of public confidence in quality of public education.

T-8: Percent of students living in non-traditional households.

T-9: Number of middle income earners in California.

T-10: Overall physical and mental health of graduating students.

The event-to-event cross impact analysis (Table 4) proved rather interesting in that the panel deemed only E5 (year round instruction) and E6 (local bond issue) as the only positive events out of the ten they chose. All but one of the events, E9 (legislation passed to decriminalize drugs) could be classified as actors.

E1 (Non-essential programs eliminated) had an impact on five other events, increasing the likelihood that they would occur. The negative side to it is that with the exception E6, the other events are categorized as being negative.

E2 (Non-lethal assaults) and E3 (gang activities) impacted the same events. These two events present more of a doomsday outlook just by the fact that they involve violence. This provides a negative perception of the schools and may hamper individuals from wanting the schools to receive any more assistance.

E4 (Voucher for private schools) was one of the major actors. It would have a positive impact on E5 and E6. However, it did have a major negative impact on the events that were violent in nature, E2, E3, and E8. This is anticipated because of the segregation it would cause in the schools. E4 was also rated as the second highest reactor.

E5 (Schools institute year round instruction) actually showed that it would impact E1 and E4 to the betterment of the schools and would increase E6's chances of occurring.

E6 (Local bond issue passes) was the most positive event. It was the only event that has an opportunity to prevent some of the negative events from occurring. It was also the highest reactor event.

E7 (A major earthquake strikes California) was seen as helping with a bond issue being passed, but also creating civil unrest (E8) and economic hardships (E10).

E8 (Civil unrest in the high schools) was seen to weigh heavily on E2 and E3 and would have a negative impact on E6.

E9 (Decriminalization of drugs) was neither an actor nor reactor.

E10 (Inflation increased economic disparity) was the highest actor event. Unfortunately, it would create more problems for the schools by having a negative effect on all the events.

# EVENT - TO - EVENT - CROSS - IMPACT - MATRIX IMPACTED EVENTS

| Impacting Events | E-1  | E-2  | E-3  | E-4  | E-5  | E-6  | E-7  | E-8  | E-9  | E-10 | ACTORS |
|------------------|------|------|------|------|------|------|------|------|------|------|--------|
| E-1              | X    | 1.20 | 1.20 | 1.45 | 1.00 | 1.50 | 1.00 | 1.25 | 1.00 | 1.00 | 5      |
| E-2              | 1.00 | X    | 1.45 | 1.40 | 1.00 | 0.85 | 1.00 | 1.10 | 1.00 | 1.00 | 4      |
| E-3              | 1.00 | 1.75 | X    | 1.55 | 1.00 | 0.85 | 1.00 | 1.15 | 1.00 | 1.00 | 4      |
| E-4              | 1.10 | 1.05 | 1.05 | X    | 1.05 | 1.30 | 1.00 | 1.05 | 1.00 | 1.00 | 6      |
| E-5              | 0.85 | 1.00 | 1.00 | 0.85 | X    | 1.30 | 1.00 | 1.00 | 1.00 | 1.00 | 3      |
| E-6              | 0.15 | 0.90 | 0.90 | 0.85 | 1.00 | X    | 1.00 | 0.90 | 1.00 | 1.00 | 5      |
| E-7              | 1.00 | 1.00 | 1.00 | 1.00 | 1.00 | 1.20 | X    | 1.05 | 1.00 | 1.20 | 3      |
| E-8              | 1.00 | 1.60 | 1.60 | 1.10 | 1.00 | 0.80 | 1.00 | X    | 1.00 | 1.00 | 4      |
| E-9              | 1.00 | 1.00 | 1.00 | 1.00 | 1.00 | 1.00 | 1.00 | 1.00 | X    | 1.00 | 0      |
| E-10             | 1.30 | 1.35 | 1.35 | 1.40 | 1.00 | 0.60 | 1.00 | 1.60 | 1.00 | X    | 6      |
| REACTORS         | 4    | 6    | 6    | 7    | 1    | 8    | 0    | 7    | 0    | 1    |        |

## EVENTS:

- E-1: School funding for non-essential programs is eliminated (Drugs - Sports).  
 E-2: Rate of non-lethal assaults on school campus becomes number one concern of school administrators.  
 E-3: Gang activities in the schools is at an all time high.  
 E-4: California adopts a voucher system for private schools.  
 E-5: Most schools institute full year instructional schedule.  
 E-6: Local bond issue passes to provide more money to the schools.  
 E-7: A major earthquake strikes California.  
 E-8: Civil unrest reaches a point that causes riots in high schools.  
 E-9: Legislation passed to decriminalize drugs.  
 E-10: Inflation increases income disparity between the middle and low income groups by another 30%.

### Future Scenarios

A computer program, XIMPACT vcr.1.x, was used to develop alternative futures based upon the originally generated trends and events (ten each) from the NGT. The following data was entered to provide the tables from which to develop alternative futures:

- Median cumulative event probabilities for each of ten events each year for ten years.
- Average median forecasts for each of ten trends.
- Event-to-event cross-impact matrix results
- Event-to-trend cross-impact matrix results

The program compiled and correlated the sets of input data and generated one hundred iterations or alternative futures. Two iterations were then selected from the one hundred to be developed into scenarios to compliment the "most likely" scenario developed from NGT/forecasting data. The two scenarios were selected for their unique and interesting futures.

### Most Likely Scenario

The purpose of this scenario is to give one a look at what is most likely to occur, based on the forecast developed by the Delphi Panel, which shows how things will be if society continues on its present course. The interface of law enforcement and education is one means of altering this worst case scenario.



It's being presented by the Superintendent of the California School System as she is addressing the National Teacher's Convention in the year 2002.

"I would like to say that we have made great strides in addressing the needs of everyone who has passed through the educational system over the last ten years; but, unfortunately, our strides were more like steps. Looking over the last decade, it seems that all we did was fight an up hill battle. A recession that has bankrupted many districts and a state government that has not increased school funding to make a significant difference in the educational system has brought us to where we are today.

Over the last few years our economy has begun the climb to recovery, but we still have not attained the standard that our State was accustomed to. Although the figures do show that there has been an increase in school funding over the last five years it has not risen to what it was ten years ago. Although we are not the only agency whose funds had been reduced, the impact of our loss has effected society more than the others and the long term effects will continue to haunt us for years to come. We have to remember that five school districts are still recovering from the 1997. Two of the districts lost a high school and three lost middle schools and non have been able to rebuild. This has created an undue hardship by having to provide for more students as a result of the consolidation of schools.

The only thing that has helped was that some of the wealthier districts were able to get their communities to realize that there is a correlation between the problems society has been having and what the school system has not been able to provide. As a result, a three cities passed local bond issues to supplement the schools. The bonds have not only allowed them to start on a road to recovery, but have provided us with a means to reinstate in the mid-nineties many of the programs that were categorized as non-essential (sports, counselling, drug education etc.). This has proved positive because it has relieved the parents of the additional financial burden of having to pay to have their children participate in these activities. It further allows those who formerly did not have the economic means to pay for participating in these activities to now do so. Unfortunately, the remainder of districts have not been able to convince the voters to pass a bond.

Unlike a majority of the larger districts, we have found that the increase of violence on school campuses of mid-size cities has not been as high. We have also noticed that even though the violence on campuses has risen, it is not proportionate to that outside the campuses. With the rate of non-lethal assaults, gang activities increasing, which has been plaguing our schools for years, it seems that the schools are losing their identity as a safe haven for the students.

One would normally think that would be enough, but it is not the case. We have also been dealing with a new phenomenon and those are the increase in riots on a number of high school campuses that were caused by civil unrest on 10% of the campuses. As you all know, California is the most culturally diverse state, with 80% of its students in grades K-12 many of whom are immigrants from diverse backgrounds. Adding to that the fact that many of them and their parents have not assimilated to a new culture, and the economic disparity of the haves and have nots, were all the ingredients necessary to cause the problems. What you also have to remember is that California was in a deep recession in the early and mid-nineties, where the unemployment rate was in double figures for a number of years. Many of those individuals never fully recovered; in fact, over 50% of the families in California are below the middle income level and they do not see an end to their economic condition. It is a volatile situation that their children have inherited.

In addition to the civil unrest, we are finding ourselves having to deal with the ugly face of racism, which has led to a 25% increase in hate crimes over the last five years. This has been prompted by the rise in immigration, the need to provide bi-lingual classes, and a rather large economic disparity, that also draws specific racial lines. Fortunately, the voucher initiatives that were placed on two ballots only received 30% of the vote or we may

have seen further problems.

One would think that with all the negative things occurring on the school campuses that the confidence in the quality of our educational system would be at almost an all time low. However, we are foretunate that although there was a slight drop five years age, it has risen to the same level we were at ten years ago.

Although many other countries have had year round schools for some time, it has not been accepted by the majority of the state. Three districts in the state have adopted the program on a three year trial period. It is still too early to tell if this will have any impact on the students' retention ability or behavior.

There is one area in which that we are still having our most difficulty and that is being able to prepare those graduating students with the tools necessary to compete in today's world. The physical and mental condition of those graduating is far from that goal. It is unfortunate, but in reality we have all been responsible for this. Over 60% of the graduating classes over the last five years have come from dysfunctional families. Out of those families only 5% percent sought any type of help. These were the kids that were also responsible for most of the anti-social behavior on the campuses since early childhood. Years ago we started to make inroads into these cases, but now even those put through the criminal justice system could not be offered the

necessary help because of the lack of resources. We have just gone through a decade where we had to deal with the first "crack" babies in the school system. As predicted years ago, they were out of control and many had learning disabilities that we could not overcome. We have seen a decrease in the use of narcotics and I feel a large part of that is due to the drug education programs that have been taught in our school system. There was an initiative on the ballot two years ago to decriminalize drugs, but it only received 20% of the vote. There is no doubt that if this legislation had passed school funding would have been effected.

The family structure has also changed over the last decade. With an excess of 50% of the marriages ending in divorce and alternative life styles, we have been dealing with a generation of kids that have not been used to a conventional household. Now if you think about it, who can they talk with to see what is normal? Other than the traditional home, you have some kids being raised by single parents, some being raised by a parent who has chosen an alternative lifestyle, some in mixed families (parent remarries and two families combined), the homeless and others being raised by their grandparents. The latter is usually a result of the parents being involved in some type of substance abuse and the grandparents know the child is not being loved. All of these factors have taken a psychological toll on the children and added to their dysfunctional state. The sad part is that we have not been able to provide the necessary support.

Now we have to put these individuals into a society that is so technological they are unable to compete. The unemployment rate for those between 18-23 years old is up 20% from ten years ago. You also have to remember that the competition is extremely tough. Up until the mid-nineties many companies were down-sizing, leaving a number of talented and educated mid managers in the job market. In order to survive those who did not leave the state worked in lower paying and skilled jobs to support their families. These individuals are still in the workforce. California also lost a number of companies due to the restriction and liberal workman's compensation laws, which also reduced job opportunities.

Even with the dismal past that I have presented, there is always a ray of hope that shines through, that has and will continue to assist us in the future. The lack of government assistance has made everyone more aware of what has to be done by the citizens. Some are finally beginning to see that the schools play an important part in society's behavioral values and are putting more effort in ensuring the proper programs are in place to address the problems. If this past decade has told us anything, it has been that we never paid adequate attention to what the signs were in the previous decade."

### Scenario - Iteration # 59

This scenario is one of 100 scenarios that was generated from the XIMPACT computer program. It was chosen because it displayed the greatest amount of activity and is the worst case scenario based on the single year impact of the events on the trends. (Table 5).

The setting is the Attorney General for the State of California addressing the California Peace Officers Association Convention in 2002.

" If you all had an opportunity to change something over the last ten years can you tell me what it would be? For me it would be the manner in which we dealt, or shall I say did not deal, with the problems of our children. There were those in law enforcement who told us to get more involved in the schools in an effort to stop problems before they occurred. As much as we tried, funding was not diverted for us to do this. So where are we now? Although we started to see the problems surface ten years ago, we can pinpoint 1996 as definitely not being a good year for law enforcement or the schools. In fact, it can be classified as one of the most violent times that we have seen in years.

Actually, the trend towards violence on school campuses began its steady increase in 1993 with the increase of non-lethal assaults. Then in the winter of '96, the violence reached an all time high. Gang activities on the campuses suddenly rose higher than it ever

had before. This time they appeared to be more organized and their acts of violence were spurred on by their increase in drug sales and extortion. Unfortunately, these acts were not limited to the high schools, as society was accustomed to and had somewhat accepted. They had made their way into the middle schools and were starting to seep down into the grammar schools. Group intimidation led many people to question what good the schools were. The increase of juveniles involved in narcotics was one of the reasons a campaign was started to decriminalize drug usage. But the state was in a law and order mode and it never made it to the ballot.

This was the icing on the cake for the public; after years of frustration over the violent activities in the public schools they had lost whatever confidence they had in the public school system. Their answer was simple, provide a government subsidy through a voucher system for those who wanted to put their children in private schools. The time was right and the votes were there. What we found is that it did not take long for the problems to rise in the private schools. As a result of this there were fewer students in the public school and the level of public school funding decreased.

If there was anything positive about the events that were occurring it was that the majority of schools decided that 1996 was also the year to begin year round instruction. This was done to help meet the increased number of students in the public school system and



increase the school year.

If the events created by society were not enough, mother nature had to give us a major earthquake, which caused a considerable amount of damage throughout the state. Although relief money was provided the added impact of busing children to schools that were not damaged, created turf wars adding to the increase in violence. The other negative aspect that resulted from this was that the personal loss many individuals suffered, negated any hope for a school bond to be passed.

The poor economy not only provided dramatic gap between the middle and lower income groups, but many of the middle income earners were now classified as low income earners. This event led to hopelessness, divorces and an economic condition that forced families to live together in order to purchase a home. This resulted in a dramatic increase in children being raised in a non-traditional home and the number of dysfunctional school aged children.

When you add that to all these other events occurring in the same year and the rise in the number of culturally diverse students, it should not have been unexpected that in the subsequent years we would be on the campuses, but it would be to combat the major civil unrest on high school campuses. Although there was a substantial increase in racial intolerance in '96, that was consistent with all

the other events that were occurring; it dropped dramatically in the following years. The end result is that our graduating students are not of capable as dealing with today's society as in the past, as well as their inability to function in the workforce.

The year of '96 actually hindered the school system and law enforcement from developing any type of programs that could assist in solving the problems. The events that occurred in '96 led California schools on a six year course of violence, with law enforcement trying to keep the peace."

TABLE V

## TREND VALUES AND EVENT OCCURRENCES FOR XIMPACT

| Year:                             | 1993  | 1994  | 1995  | 1996  | 1997  | 1998  | 1999  | 2000  | 2001  | 2002  |
|-----------------------------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Trend values for Iteration No. 59 |       |       |       |       |       |       |       |       |       |       |
| Trend:                            |       |       |       |       |       |       |       |       |       |       |
| 1                                 | 100.0 | 96.0  | 99.5  | 95.3  | 92.2  | 84.3  | 83.6  | 82.3  | 80.8  | 79.5  |
| 2                                 | 100.0 | 108.0 | 113.0 | 118.0 | 124.0 | 130.0 | 138.0 | 145.0 | 151.0 | 161.0 |
| 3                                 | 100.0 | 102.0 | 153.1 | 108.7 | 67.4  | 182.0 | 178.0 | 174.8 | 171.3 | 167.8 |
| 4                                 | 100.0 | 104.0 | 106.2 | 127.9 | 148.6 | 60.6  | 65.9  | 71.7  | 76.6  | 81.6  |
| 5                                 | 100.0 | 103.0 | 97.5  | 91.9  | 86.9  | 126.2 | 125.4 | 125.5 | 125.6 | 124.8 |
| 6                                 | 100.0 | 105.0 | 111.2 | 117.4 | 123.4 | 114.3 | 114.8 | 115.1 | 115.5 | 116.1 |
| 7                                 | 100.0 | 98.0  | 87.4  | 96.9  | 105.6 | 87.8  | 69.0  | 70.8  | 72.5  | 73.6  |
| 8                                 | 100.0 | 105.0 | 100.2 | 95.3  | 91.0  | 131.8 | 130.8 | 130.8 | 130.9 | 130.0 |
| 9                                 | 100.0 | 97.0  | 79.5  | 61.1  | 42.3  | 99.0  | 95.0  | 92.5  | 90.0  | 85.9  |
| 10                                | 100.0 | 98.0  | 97.2  | 105.9 | 113.7 | 18.3  | 19.5  | 19.4  | 19.1  | 20.0  |
| Occurrences in Iteration No. 59   |       |       |       |       |       |       |       |       |       |       |
| Event:                            |       |       |       |       |       |       |       |       |       |       |
| 1                                 | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   |
| 2                                 | 0.0   | 1.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   |
| 3                                 | 0.0   | 0.0   | 0.0   | 0.0   | 1.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   |
| 4                                 | 0.0   | 0.0   | 0.0   | 0.0   | 1.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   |
| 5                                 | 0.0   | 0.0   | 0.0   | 0.0   | 1.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   |
| 6                                 | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   |
| 7                                 | 0.0   | 0.0   | 0.0   | 0.0   | 1.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   |
| 8                                 | 0.0   | 0.0   | 0.0   | 0.0   | 1.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   |
| 9                                 | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   |
| 10                                | 0.0   | 0.0   | 0.0   | 0.0   | 1.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   |

EVENTS

- E-1: Non-essential programs are eliminated (drugs - sports).
- E-2: Rate of non-lethal assaults on school campus becomes number one concern of school administrators.
- E-3: Gang activities in the schools is at an all time high.
- E-4: California adopts a voucher system for private schools.
- E-5: Most schools institute full year instructional schedule.
- E-6: Local bond issue passes to provide more money to the schools.
- E-7: A major earthquake strikes California.
- E-8: Civil unrest reaches a point that causes riots in high schools.
- E-9: Legislation passed to decriminalize drugs.
- E-10: Inflation increases income disparity between the middle and low income groups by another 30%.

TRENDS

- T-1: Level of school funding
- T-2: Number of culturally diverse students.
- T-3: Instances of violence on school campuses.
- T-4: Level of racial intolerance.
- T-5: Number of dysfunctional school age children.
- T-6: Number of unemployed 18-23 year olds.
- T-7: Level of public confidence in quality of public education.
- T-8: Percent of students living in non-traditional households.
- T-9: Number of middle income earners in California.
- T-10: Overall physical and mental health of graduating students.

### Scenario - Iteration #5

This scenario is also one of 100 that was generated by the XIMPACT computer program. It was chosen because its activity is spread out over a number of years. (Table 6).

The Chief of Police looked at the clock, five more minutes before the special session of the City Council and the School Board met. He had been Chief for only two years and for the last eighteen months he had his officers involved in a task force, along with school district personnel to develop strategy on a partnership. The task force did an excellent job in their strategy development, and now it was his job to lay the ground work to get the City Council and the School Board to accept the plan.

He began to look over his notes trying to piece together what has occurred over the last ten years and how the plan that they were going to present would have altered what occurred. As he reached for the microphone he hoped that the last eighteen months were not spent in vain.

" Over the last ten years we have seen our schools turn from the halls of education to the halls of Montezuma. This propensity for violence has a strong correlation with the economic condition we faced during this period. As a result law enforcement found it spending time on the campuses in a reactionary role policing

everything from basic assaults to civil unrest.

I want to take you back in time to paint a picture of everything that occurred and what led us to where we are today. In 1994 the schools found that their economic woes over the previous three years finally resulted in them having to eliminate all non-essential school activities. These activities were the last hope for many at risk children. At the same time gang violence and drug related activities in the schools surged (which was a major contributing factor in the defeat of a bill to decriminalize drug usage), which was consistent with the overall increase of violence on school campuses throughout the state. In the subsequent year non-lethal assaults on campuses increased to an alarming rate in the middle and elementary schools.

Like the schools, individuals were also being effected by years of a poor economy. This was the first time that the disparity between the middle and low income groups increased by over 30%. However, this increase began to rapidly deteriorate to a point significantly lower to where we were ten years ago. Our community has become one of the most culturally diverse in the county and we have done little to meet their needs. We have seen the number of non-traditional households continue to rise over this same time period. This influx of confusion goes directly into the schools where the children act out their behavior, which usually results in some type of violence.

None of us will forget 1995, when we had to deal not only with the devastation of a major earthquake but also had to quell the civil unrest that erupted on the high school campuses for most of the year. As we all know the earthquake damaged over half the school facilities, which resulted in our having to bus children to schools outside of their area. This brought several outside factions together and created friction on most of the campuses.

The civil unrest that took place on the high school campuses was attributed to the racial intolerance due to the vast diversity in cultures, the economic separation of the haves and have nots, and the social indifference to authority. If there is a positive side to this it is the fact that in the subsequent years the racial intolerance diminished dramatically. A culmination of all these activities added to the lack of confidence the public already had in the public school system and had prevented them from approving any type of bond issue. The school district did try to address some of the problems by instituting a year round instructional schedule, as well as increasing the number of school days. Since that inception four years ago the public's confidence has begun to turn around. However, they are still skeptical of anything to do with the public school system. This turn around may be why they have not considered adopting a voucher system.

Now we ask ourselves, what was the long term impact on the

community? Over the last nine years the physical and mental health of our graduating students has diminished considerably. This has had an impact on our ability to care for them, as well as their ability to compete in the workforce. The economy has rebounded only enough so it can no longer be used as a reason unemployment is high in the 18-23 year old category. The real reason is that they do not possess the skills needed to compete in the workforce.

The plan you are about to hear is not an end all to the problems of the world. But it allows law enforcement to join in a partnership with the schools to work on mutual goals in a preventative mode to avoid incidents like this from occurring, rather than policing them when they do occur."

TABLE VI

## TREND VALUES AND EVENT OCCURRENCES FOR XIMPACT

| Year:                            | 1993  | 1994  | 1995  | 1996  | 1997  | 1998  | 1999  | 2000  | 2002  |       |
|----------------------------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Trend values for Iteration No. 5 |       |       |       |       |       |       |       |       |       |       |
| Trend:                           |       |       |       |       |       |       |       |       |       |       |
| 1                                | 100.0 | 96.0  | 80.8  | 78.0  | 83.8  | 75.7  | 74.9  | 90.9  | 89.5  | 88.2  |
| 2                                | 100.0 | 108.0 | 113.0 | 118.0 | 124.0 | 130.0 | 138.0 | 145.0 | 151.0 | 161.0 |
| 3                                | 100.0 | 102.0 | 64.2  | 158.7 | 208.3 | 209.8 | 205.8 | 202.6 | 189.1 | 185.4 |
| 4                                | 100.0 | 104.0 | 123.9 | 75.0  | 78.0  | 48.9  | 54.2  | 59.9  | 64.9  | 69.9  |
| 5                                | 100.0 | 103.0 | 97.5  | 138.8 | 131.8 | 126.2 | 125.4 | 125.5 | 125.6 | 124.8 |
| 6                                | 100.0 | 105.0 | 111.2 | 105.9 | 111.8 | 114.3 | 114.8 | 115.1 | 115.5 | 118.1 |
| 7                                | 100.0 | 98.0  | 101.7 | 73.0  | 67.5  | 53.3  | 54.7  | 70.8  | 72.5  | 73.8  |
| 8                                | 100.0 | 105.0 | 100.2 | 141.8 | 137.5 | 131.8 | 130.8 | 130.8 | 130.9 | 130.0 |
| 9                                | 100.0 | 97.0  | 79.5  | 137.2 | 118.5 | 99.0  | 95.0  | 92.5  | 90.0  | 85.9  |
| 10                               | 100.0 | 98.0  | 115.5 | 78.5  | 68.1  | 54.8  | 56.0  | 55.9  | 55.7  | 56.5  |
| Occurrences in Iteration No. 5   |       |       |       |       |       |       |       |       |       |       |
| Event:                           |       |       |       |       |       |       |       |       |       |       |
| 1                                | 0.0   | 0.0   | 1.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   |
| 2                                | 0.0   | 0.0   | 0.0   | 1.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   |
| 3                                | 0.0   | 0.0   | 1.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   |
| 4                                | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   |
| 5                                | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 1.0   | 0.0   | 0.0   | 0.0   |
| 6                                | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   |
| 7                                | 0.0   | 0.0   | 0.0   | 0.0   | 1.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   |
| 8                                | 0.0   | 0.0   | 0.0   | 0.0   | 1.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   |
| 9                                | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   |
| 10                               | 0.0   | 0.0   | 1.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   |

## EVENTS

- E-1: Non-essential programs are eliminated (drugs - sports).
- E-2: Rate of non-lethal assaults on school campus becomes number one concern of school administrators.
- E-3: Gang activities in the schools is at an all time high.
- E-4: California adopts a voucher system for private schools.
- E-5: Most schools institute full year instructional schedule.
- E-6: Local bond issue passes to provide more money to the schools.
- E-7: A major earthquake strikes California.
- E-8: Civil unrest reaches a point that causes riots in high schools.
- E-9: Legislation passed to decriminalize drugs.
- E-10: Inflation increases income disparity between the middle and low income groups by another 30%.

## TRENDS

- T-1: Level of school funding
- T-2: Number of culturally diverse students.
- T-3: Instances of violence on school campuses.
- T-4: Level of racial intolerance.
- T-5: Number of dysfunctional school age children.
- T-6: Number of unemployed 18-23 year olds.
- T-7: Level of public confidence in quality of public education.
- T-8: Percent of students living in non-traditional households.
- T-9: Number of middle income earners in California.
- T-10: Overall physical and mental health of graduating students.



### Summary

The trends and events that were identified, based on the issue and sub-issues, described a rather dismal outlook for the future. The research conducted shows that there is strong support to develop a collaboration between the schools and law enforcement. Even the most basic program are met with accolades. This is also verified by behavioral changes in the students in those schools where the law enforcement agency had to discontinue or reduce a program due to economic hardships.<sup>43</sup>

The policy considerations are based on the most likely to occur scenario. This scenario depicted a rather volatile and unstable future for the schools and law enforcement. In order to divert the forecasted trend and events the following policies establish the means necessary:

1. The South San Francisco Police Department will have to incorporate their current resources to interact with the schools.
2. Members of the police department will serve on the sub-committees of the school district's strategic planning committee.
3. There will be a combined effort by both the police department and the school district to educate the public and the politicians in a cause and effect relationship between what occurs in the schools and in the community.
4. The police department and the school district shall create innovative programs and a financial plan to fund them.

### SECTION III

#### STRATEGIC PLAN

##### Situational Background

The NGT process identified the events and trends that would have the most impact on the issue. In examining them it became quite obvious that there is a need for a drastic change in law enforcement's involvement with education if they are to be effective in serving the public. In order to adequately address this the most likely case scenario was used to develop a strategic plan.

The South San Francisco Police Department will be used as a model for developing and implementing the strategic plan. The City of South San Francisco is located ten miles south of San Francisco, in San Mateo County. Its population of 54,000 and 10.4 square miles makes it the third largest city in the county. The community is middle class with a demographic distribution of 44% caucasian and 56% from diverse cultures, Hispanic being the most dominant. It employs a city manager form of government with a very active city council. It has a strong tax base which comes from a large industrial park. A unified school district with, two high schools, (with at least 60% of the students that attend one of the schools living outside the city), three middle schools, seven grade schools. There are also three parochial grade schools.

The police department has 75 sworn personnel, 37 civilian employees, nine volunteers, and an explorer post of 30. It is highly service-oriented and has enjoyed some form of community policing for the last fifteen years, including a school resource program.

The components of the plan are: the mission and micro statement, situational analysis, organizational capability analysis, stakeholder identification and analysis, policy alternatives, a selected strategy and an implementation plan.

A group of eight individuals were used in a brainstorming session to develop the, weaknesses, opportunities, threats and strengths, (WOTS-UP) and the stakeholder analysis, in the strategic assumption and surfacing technique (SAST) and the strategies. The group consisted of:

|                     |   |
|---------------------|---|
| Captain Russ Moss - | South San Francisco Police Department<br>Operations Division Commander    |
| Lt. Dave Haskin -   | South San Francisco Police Department<br>Investigation Division Commander |
| Lt. James Cooper -  | South San Francisco Police Department<br>Training and Personnel Officer   |
| Barry Nagel -       | Director of Recreation and Community<br>Services, South San Francisco     |
| Carol Haskin -      | Police Records Supervisor, South San Francisco                            |
| Lory Bernardini -   | School Resource officer, South San Francisco                              |
| Sharron Reynals -   | Supervisor for Recreation and Community<br>Services, South San Francisco  |

Tracy Walsh - Curriculum Coordinator, South San Francisco  
Unified School District

### Mission Statement

The current mission statement of the South San Francisco Police Department is:

To provide for the safety and welfare of the public through the protection of life and property;

To provide services to establish and maintain social order;

To constitutionally arrest criminal offenders and repress criminal activities;

To provide policies, establishing the necessary training of personnel thereby affording the community an effective professional police body;

To establish lines of communication and coordination with Federal, State, Municipal Law Enforcement Agencies and all areas of local government;

To assist in planning orderly growth of the community through input in local government, police administration and citizen involvement;

And to define the needs of the community, emergency and non-emergency.

### Micro Mission

To establish a collaboration with the school district to assist in the planning, development and instruction of programs that will assist with the educational endeavors of the school district;

To provide cross training with the teachers and officers in areas of mutual concern;

To interact with the students and educators to help establish the standards and values that are commensurate with the community and fosters a mutual understanding and respect for each other;

And to continually examine the program to ensure that it is focused on altering negative events and trends that threaten the community.

### Situational Analysis

In order to move toward the future it is imperative to examine the external and internal environment and the positive and negative effect concerning the issue and sub-issue questions. The impact of this will be discussed in a WOTS-UP (weaknesses, opportunities, threats, and strengths) analysis model.

### External Environment

#### **Social**

Threats - The increase in violence in the schools, resulting from gangs, drugs and hate crimes, will cause the the schools and the community to want the police department to provide more protection on the campuses. The police department's role will be seen as security rather than prevention. The community being somewhat conservative will only want to focus on the punitive measures, which can result in the elimination of programs, rather than attempting to correct the situation by improving or increasing them. This will present a negative connotation that will be counter productive to the ultimate goal.

Opportunities - The request for more police department intervention allows for them to work with the educational system and political powers to collaborate all the efforts into positive proactive programs. This will allow for different points of view and a better insight to the realities with which each has to deal.

## **Technology**

Threats - Technology is an area that is a silent foe. The reason for this is purely financial. Like any other business, the police department has remained very competitive with advanced computer systems. By financing these needs other programs will have to be reduced or eliminated, especially in a shrinking economy.

Opportunities - Depending on the capabilities of a computer based system that the school district has, the police department may be able to work in conjunction with them, combining resources so both their needs are met. This partnership may be able to provide the needed means for shared information (i.e. access to the emergency files of students so we can reach the parents during the night hours when the child usually does not know how to do so. It can also provide a cross check to see if there is a correlation between the students grades and deviant behavior).

## **Economic**

Threats - The fiscal realities of diminishing budgets has forced the reduction of special programs in order to divert resources back to the streets to combat crime. The school district is dealing with the same fiscal picture. As a result programs are being eliminated and the police department is trying to deal with the problems that result from it. As officers start reducing the time spent on the campuses the effectiveness that was established begins

to diminish.

Opportunities - Funding would be based on convincing the community of the correlation between proactive intervention and positive behavioral changes. The police department is in the best position to show this nexus between crime and educational programs. It allows for them and the school district to examine the methods that they are currently using and look for alternative methods to deal with the problems, as well as show the cost effectiveness of a prevention program over the current punitive approach.

#### **Political**

Threats - The political interference would lie in the funding needed by the City to supplement the schools. The fact that the school district is independent from the City creates a conflict when it comes to financial aid. This is also spurred on by the lack of control city officials would have over various programs and the power plays that would take place. In order to respond to the needs of the constituents most of the directions given by the political body are for immediate results.

Opportunities - The abandoning of a number of school programs and the increase in campus violence allows the politician to be the hero of the 90s, if they address this in the proper manner. By permitting the police department to intervene they are making a statement that they care about the future and are concerned for the

welfare of everyone. This addresses their stand of a get tough on crime and create safe school campuses.

### Organizational Capability

In evaluating the capabilities of the organization to deal with the environmental opportunities and threats, it is important to delve into the strengths and weakness of the organization. Through this analysis there will be an assessment on the criteria needed to achieve the mission.

### **STRENGTHS**

The South San Francisco Police Department averages about a 4% turnover rate a year. The command staff is young and has been stable for the last three years.

Twelve years ago the department saw a need to interact more closely with the schools and assigned two officers to a School Liaison Program. The purpose was to interact with all the schools in the city - two high, three middle and 13 elementary schools (three of which are private). Along with providing instruction for the standard courses (narcotics, Officer Bill), they were also responsible for providing counselling, interacting with gang members and obtaining intelligence information and sharing it with the school administrators. However, the interaction is sporadic and most of their time is spent on the high school campuses, instead of the lower grades.



The department has also been involved in various forms of neighborhood policing on a continuous basis for over the last decade. There is an individual assigned to review all planning projects for security purposes, officers work with various groups to solve problems and there is open citizen access to the Chief of Police and his staff.

Five department task forces have recently completed reports to expand the Community Oriented Problem Solving program, which includes an educational component. Over the last several years an At Risk Youth Task Force, comprised of individuals from the police department, the city, the schools and other elements of the community, have been meeting to share, analyze and develop proactive programs in an attempt to redirect the energy of the youth in a positive manner. As a result of the Task Force recommendation the recreation department has moved their after school recreational activities from the parks to the middle high schools.

#### **WEAKNESSES**

The budgetary constraints make it more difficult to convince the school administrators, school boards and political figures to be proactive. There are members of the City Council who are at odds with the School Board over other economic issues. This does not enhance the chances of diverting resources for additional programs.

Although the line officers understand what the intent of redirecting resources means, they are not willing to sacrifice additional personnel which will increase their workload.

The department is comprised predominately of white males. It has expanded recruiting efforts in every way possible to attract minority applicants, but has not met with much success. The cultural diversity in the city makes it paramount that the department become more culturally diverse in order to relate to and act as role models for the various ethnic groups.

To neutralize the weaknesses the department faces, its members have to develop a stronger mind set that more can be accomplished by being risk takers. They have to concentrate on a different approach to intervention rather than the traditional enforcement methods. This requires patience and the realization that change takes time.

#### Stakeholder Identification Analysis

The establishment of the most important stakeholders were chosen by using the Strategic Assumption and Surfacing Technique (SAST). The following are the stakeholders and the assumptions they may have about the issue:

1. **THE CITY COUNCIL** - For the most part the City Council will be in support of the concept. Their main concern will be any additional cost to the city. They will also be concerned about

the impact this will have in the community, and what the school district will contribute to the program.

2. **THE CHIEF OF POLICE** - The Chief will look at this as a means to meet the future needs of the City. It's a pro-active approach to curtail future problems and will build positive relationships with the youth, as well as bridge the gap with the minority students. In doing so it will aid the officers in becoming more familiar with the diversity of the community.
3. **THE STUDENTS** - There will be some skepticism on the part of the students in the middle and high school as to why the police are on campus. Their initial reaction will be neutral to negative but they will accept it after time. The students in grade school will like it.
4. **THE SCHOOL BOARD** - This will be seen as a positive step at keeping the campuses safe. Their concern about any program would be the reaction of the parents and program control. As a result of budgetary constraints they will be very guarded with regards to any financial commitments. They will also be concerned about the teachers response to the program.
5. **THE TEACHERS ASSOCIATION** - The teachers will also look at it as a way to keep the campuses safe. They will be protective of some of their programs to ensure they do not get replaced by the officers time in their classroom. They will want a say

in the programs and what specific impacts it will have on them.

6. **POLICE ASSOCIATION** - Even though the concept is positive, the main concern of the Police Association is how much of an added workload will it cause. They will rather have it be incorporated in patrol rather than taking officers out of patrol and reassigning them. It will be an opportunity for them to interact with the students in a positive frame work.
7. **PARENTS** - The parents will also look at the program as a way keeping the campuses safe. Their biggest concern will be a police state in the schools. There will be a few parents who will want to minimize the police involvement for that reason.
8. **HISPANIC AND ASIAN COMMUNITY GROUPS** - Their full acceptance will depend on the ethnic mix of the officers involved in the campus activities. They will be looking for ethnocentric role models. They will also be concerned that their cultural beliefs may be marred.
9. **SCHOOL SUPERINTENDENT** - The superintendent will view the as positive, but will want to maintain some control over it. He knows that the parents and teachers will look at it as added protection which he can use to his advantage. The extent of the program will be limited by the cost to the school district.

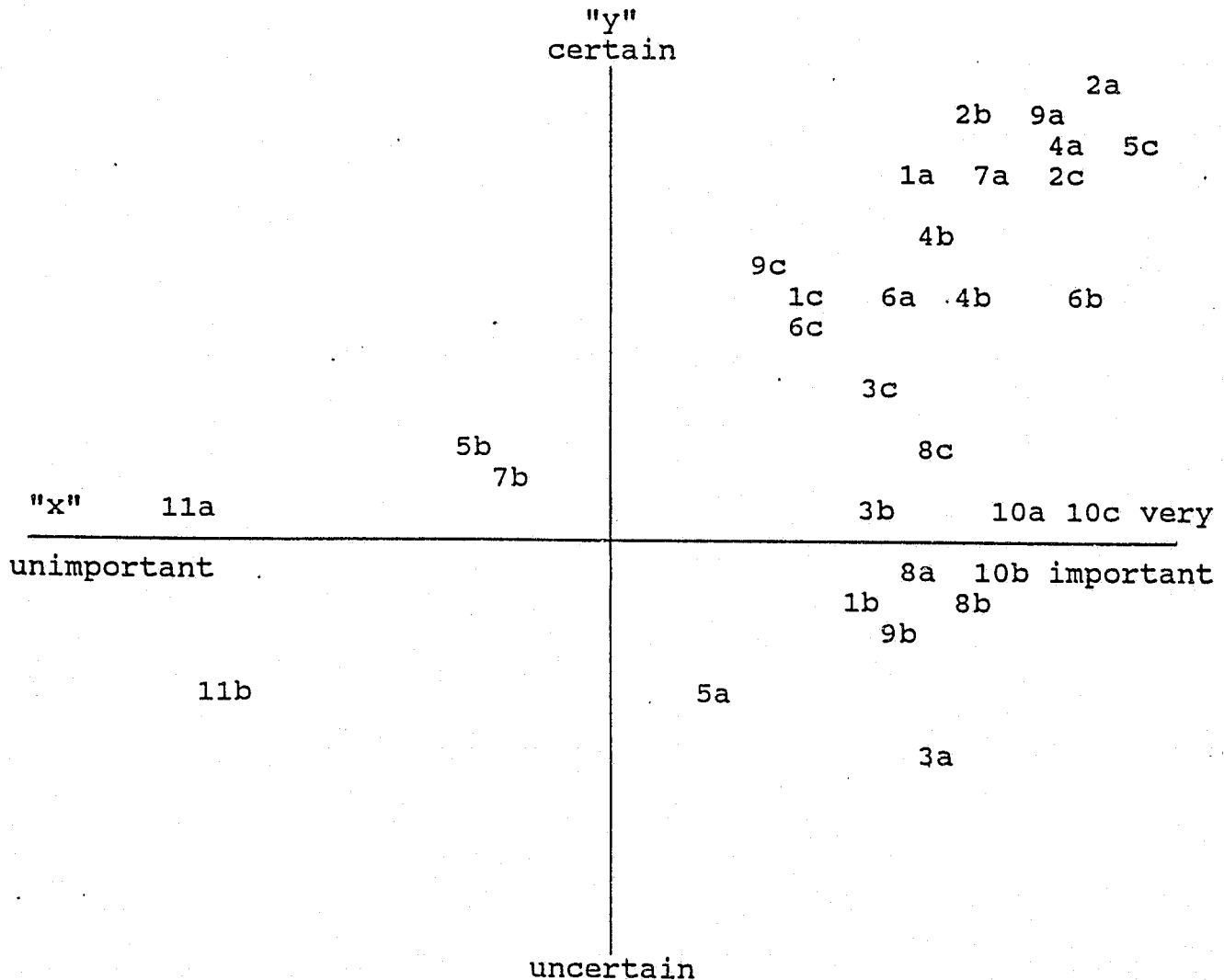
10. **THE SENIOR CITIZENS** - The seniors are going to be concerned about the financial impact, if any, that it will have on them. They will also complain if any funding is taken away from their programs to establish programs in the schools. Their concern is going to be any tax increases to fund programs.
11. **THE FIRE DEPARTMENT (SNAILDARTER)\*** There is a slight possibility that the fire department may complain if they are not afforded the same opportunity by the City. They have educational programs that have been reduced as a result of budgetary constraints.

\* **SNAILDARTER:** An unanticipated stakeholder who can radically impact the strategy.

# ASSUMPTION MAPPING

Table VII

The assumption map is the placement of the stakeholders assumptions about the issue.



## Legend of Stakeholders:

"x" axis: Importance of the stakeholder's assumptions to the issue.

"y" axis: Certainty/uncertainty of the stakeholder's assumption.

- |                    |  |                          |
|--------------------|--|--------------------------|
| 1. City Council    | 6. Police Assoc.                       | 9. School Superintendent |
| 2. Chief of Police | 7. Parents                             | 10. Senior Citizens      |
| 3. Students        | 8. Hispanic and Asian Community Groups | 11. Fire Department      |
| 4. School Board    |  |                          |
| 5. Teachers Assoc. |  |                          |

## ASSUMPTION MAP LEGEND

### 1. THE CITY COUNCIL -

- A. The involvement of the police department will be a contribution by the city to aid in education.
- B. The school will have to give something in return.
- C. The city will be asked to add staffing to the police department.

### 2. THE POLICE CHIEF -

- A. This is a positive approach in being proactive to reduce crime.
- B. It will build a strong relationship with the youth of the community and they will see the police in a more positive light.
- C. It will bridge the gap with the minority students and aid the officers in becoming more culturally diverse.

### 3. THE STUDENTS -

- A. The real reason for the police on campus is to prevent the students from doing anything wrong.
- B. They are not really concerned with what the students have to say, because the police just tell you what not to do.
- C. It is a way to learn more about the police and a forum for them to vent.

### 4. THE SCHOOL BOARD -

- A. More police officers on campuses will make them safer.
- B. It can be an increased cost for the school.

### 5. THE TEACHERS ASSOCIATION -

- A. It may hinder their class program.
- B. The police are not as capable of teaching the students.
- C. It provides added protection on the campuses.

### 6. POLICE ASSOCIATION -

- A. It will create an extra workload.
- B. It will take personnel away from patrol to work the schools as a special assignment.
- C. It would be looked at as a good opportunity to interact with the students.

**7. PARENTS -**

- A. It will make them feel the campuses are safer with officers on them more often.
- B. Some will be skeptical about how much involvement the police will have (are they going to use the kids to tell on the parents).

**8. HISPANIC AND ASIAN COMMUNITY GROUPS -**

- A. They may believe that their cultural beliefs are going to be marred.
- B. They may think that there will not be any minority officers involved to act as positive role models for the children of their culture.
- C. The police department needs more racial diversity. The two groups mentioned are the only organized ethnic groups in South San Francisco.

**9. SCHOOL SUPERINTENDENT -**

- A. It is an opportunity to provide safer campuses.
- B. The program will be under the control of his office.
- C. It is a way of obtaining some added resources without any financial responsibility.

**10. THE SENIOR CITIZENS -**

- A. The seniors would be concerned that funding may be diverted from their programs to youth programs.
- B. They may be asked to pay for some of their programs.
- C. There may be an increase in taxes to support youth/school activities.

**11. THE FIRE DEPARTMENT -**

- A. This will strengthen their argument for more funding for their school programs.
- B. It is just as important for them to teach in the school the same amount of time.

\* **SNAILDARTER:** An unanticipated stakeholder who can radically impact the strategy.



### Alternative Strategies

The Modified Policy Delphi Process was used to identify and analyze alternative strategies to achieve the mission. The Delphi group (Russ Moss, Dave Haskin, James Cooper, Barry Nagel, Carol Haskin, Lory Bernardini, Sharron Reynals and Tracy Walsh) developed seven strategies in a brainstorming session and through consensus agreed upon the three listed. The analysis was based on a group discussion

#### **STRATEGIES LIST**

1. Obtain legislative enactment and funding to allow a police ROTC program for high school seniors and provide them with grant funds to attend college to study in the law enforcement field.
2. Encourage teachers to become involved in the Police Reserve program.
3. Have the City Council legislate to establish a special tax on all residents and/or the users of the school systems to help fund programs that the police department will need.
4. Increase business and utility taxes to establish funding for a law enforcement program in the elementary and middle schools.
5. Get a bond issue passed to fund personnel and materials for a program.
6. Establish a fund raising board responsible for securing grants and conducting fund raisers for the programs.
7. The police department would be the key facilitator in involving the business community, other city departments and community groups in participating in the development of funding and programs.

The following three alternatives were selected for analysis and are presented in rank order of preferences:

Strategy One: The police department will chair a task force comprised of school teachers, administrators, parents and police personnel. The task force will develop a plan which encompasses a complete integration of instructional and contact programs for grades K-12 which involve law enforcement, a cross training component involving teachers and police officers, and a collaboration with other governmental agencies and businesses, all to enhance a positive interaction and value statements.

Advantage: It is a collaborative effort to develop a program that would best meet the needs of the students and the individuals involved. It shows cohesiveness and commitment, resulting in acceptance of the program. It also establishes direct lines of accountability and uniform direction by those involved. It broadens the knowledge of educators and law enforcement personnel. It allows for sub-committees to address specialized areas.

Disadvantage: Any time a task force of diverse professions is assembled there is always the possibility of having egos prevent the opportunity to compromise. There is also the possibility of hidden agendas that will divert efforts away from the main issue. On the political side anything that would involve city resources, especially funding, may be looked at as a misappropriation of taxpayers' money.

Stakeholders: If most of the task force is comprised of the major stakeholders, those that were not involved would probably be more

willing to accept the concept. This would be non-threatening and, if developed in the proper form, would be beneficial.

Strategy Two: Integrate a lesson plan dealing with law enforcement's role in society in the high school government classes. It would be instructed by law enforcement personnel.

Advantages: This is already in place in some districts in the United States so it would allow the South San Francisco Police Department and the School District to evaluate existing programs and develop one that fits the needs of the community. It would provide for positive interaction between the police and students. It would help students gain an understanding of what the police role is, as well as give officers the opportunity to see and understand how they are perceived. The fact that the topic would be discussed weekly gives students the opportunity to understand the long term effects if society does not change. The political implications would be positive for the Council and the School Boards. Law enforcement may have the added benefit of using this as a source to recruit individuals into the profession.

Disadvantage: Some parents and teachers will look at this as the start of a police state. It could result in conflict over who is responsible for the program and who has ultimate control.

Although it is intended to be a positive contact, the knowledge that the students receive may cause more confrontations between them and the officers on patrol when they interact (i.e. in our

class Officer Jones said that you cannot do this). The financial obligation on the part of the city, by allowing their personnel to participate in the program, may create a morale problem in the police department if the resources are being removed from patrol duties. The various minority contingents in the city will want the class to be taught by someone of their descent so they can also act as a role model.

Stakeholders: The majority of stakeholders would like the program. It has all the elements to enhance the relationships of everyone involved. However, some of the stakeholders will have their own agendas that could result in the program not having the impact that it was originally meant to.

Strategy Three: Gain support of the parents to help convince the City Council and the School Boards to allow more programs involving the Police Department in the schools.

Advantage: The parents' support will show the community leaders that it is an important issue. Both the Board and Council members are elected positions and the community support may assist them in providing funding to a special program. This can be a means to get parents more involved in the education of their children. The parents may also be the catalyst necessary to spearhead the funding drives for the programs.

Disadvantage: Regardless of their support, if the parent groups

are unorganized it may hinder, rather than assist a program. It may also bring out various parent groups with different views on how law enforcement should be involved in the schools. The parents who live out of the city and have no voting power (even though their children attend school in the city) may be less effective in having a positive impact on Board or Council members. If enough pressure is applied and funds are be diverted, both the Council and the Boards may blame the police for rallying the parents. This would create a negative atmosphere, which will cause them to be overly critical of any problems that may arise.

Stakeholders: The stakeholders would be very mixed on this strategy. Unless the parents were only there to support a majority or sway one or two votes of the Council or Board members, it may hinder any type of program that requires financial assistance.

#### Preferred Strategy

The first strategy, the development of a task force to develop extra curricular programs involving the police department, a cross training component involving teachers and police officers, and a collaboration with other governmental agencies and businesses, is the preferred strategy. It will also include some components of the other alternative strategies. The fact that the current relationship with the schools is very good the strategies are somewhat advanced. The acceptance of the current interaction provide the department a stepping stone to assist more in the

planning stages of the schools, as well as curriculum electives content.

Having already established credibility with the schools and with the rise in gang activities, along with the other events and budgetary constraints, the schools are looking for new ways of expanding resources and programs.

The first step would be for the police department to show that they have a more committed interest in the plan. Therefore, a staff member from the department will become the project manager and the central liaison person with the district. The staff member would attend all school board and principal meetings.

The project manager is responsible for recruiting task force members that are able to bring various viewpoints and have a vested interest in the final results.

The strategy was selected because:

- It allows for the widest range of support from the stakeholders.
- It provides for a shared responsibility.
- It allows for the development of a comprehensive program that articulates the same theme throughout all the classes.
- The program can be altered to meet the needs of the students and the community.
- It addresses issues of funding and outside resources.

### Implementation Plan

As previously indicated, a foundation has already been built to establish credibility with the schools. The strategy is to develop and phase in a comprehensive program over a ten year period.

#### Phase One

The Chief of Police would select a project manager to implement the plan. The manager would chair a task force and act as a facilitator in dealing with other resources, public and private, to assist with the programs. The project manager would meet with the School Superintendent to explain the concept. Once the Superintendent approves of the concept, members of the City Council and the School Board would meet with the Chief of Police and the School Superintendent to lobby for the plan. Meetings would also be conducted with the Teachers Association, Police Association, and the Parents Teachers Association to develop a task force. A one day workshop will be conducted by an outside facilitator to provide a background for the task force and to give them direction. December 1994 completion date.

#### Phase Two

The task force will develop a K-12 instructional and contact program involving law enforcement (similar in concept to a D.A.R.E. program) in the schools and a four year phase-in of the program. The program will include functions being performed by the school liaison officers, as well as the beat officers. It will include

determining the extent of involvement of each officer and the training that will be required. The training will involve overviews in instructional programs, parenting programs, counselling programs, child behavior and cultural awareness. It would also involve cross training for the teachers in law enforcement techniques, discipline, substance abuse recognition and gang recognition. They will also devise an informational system so the parents and teachers are aware of the progress being made. May 1997 completion date.

### Phase Three

This phase will have to determine how to obtain both the financial and personnel resources that are needed to establish a full program. This would require the examination of all grants available, business contributions, and assessments. An evaluation component will also be developed in order to determine the effectiveness of the programs (i.e. a criteria that measures the number of police contacts, attitude (in school), grades and the perception of the parents (questionnaire) on their child's behavior). A yearly review plan will also be developed to determine what changes or adjustments are needed as a result of other events impacting the strategy. May 1998 completion date.

### Summary

As positive as it may appear, law enforcement's involvement in the educational system is not as simple as one may think. It requires



individuals to assess the future of a community in a different perspective and be risk takers.

The identification of the alternative strategies is a starting point in developing the action plan. However, as that plan is being developed events can occur that require that they be altered.

The systematic approach presented showed how to identify the positive and negative aspects of the issue, and provided a basis for identifying the major stakeholders and their perspectives.

This type of interface, if developed and implemented properly can divert a good deal of the negative aspects that were described in the most likely scenario. It provides an intervention mode at the base of the most vulnerable area by individuals who are most effected.

## SECTION IV

### TRANSITION MANAGEMENT PLAN

#### Transition Management Situation and Strategy

As indicated in the previous chapter, the scenario presented identified a number of negative events and trends that have a direct impact on the school system and, ultimately, law enforcement. At a time when it is most important to have the economic needs to meet the educational demands of an ever-growing diverse society, dysfunctional families and an increase of violence in and out of the schools, the opposite is occurring. As a result, there are more economic disparity and cultural differences which is leading to a resurgence of prejudicial attitudes that society has worked so hard to eliminate.

Although the warning signs were there, both on the economy and the state of society, they were not heeded. As a result, the school district and the police department find themselves playing catch-up to correct the problems which now plague them. In order to meet the needs of the future it is important that they redirect their energies. The only way to accomplish this is to establish strategies and develop transitional plans to attain them.

There is no single plan or organization that can resolve the problems. In order to start on a road to recovery a number of

organizations are going to have to participate.

The question is who is going to take the first step. As indicated in the previous chapters the organization that has the most to lose or gain is the police department. In order to make a difference in the future it is necessary to reach individuals when they are young enough to affect their values. The schools are an ideal forum because they are a centralized location where problems can be identified, resolutions worked on and they provide direct access to the parents. The police department, with its experience in dealing with problems, is in the best position to make a correlation between the community and school problems, because they deal with both and are more attuned to common solutions.

The focus is on the strategic plan between the South San Francisco Police Department and the South San Francisco Unified School District. The strategy to meet the needs calls for the police department to be the leader in developing a task force with the school district and develop programs involving law enforcement that are mutually beneficial to the school and the community. This allows for positive interaction with the students and utilizes law enforcement skills as planners and problem solvers.

### Critical Mass

The critical mass are those individuals whose support is instrumental to the success of the program. The individuals listed

are those who have the power and influence over other individuals/groups (stakeholders) that they can sway them to support the program. Members of the critical mass were chosen from the list of stakeholders by the researcher with the assistance of, Shelton Winston (School District) and Lt. Dave Haskin (Police Department). Those chosen for the critical mass were deemed the individuals that can make or break the plan (Table 7 and 9).

1. The Chief of Police of the South San Francisco Police Department
2. The City Manager of South San Francisco
3. The Services Division Captain of the Police Department
4. The President of the South San Francisco Police Association
5. The Mayor of South San Francisco
6. The President of the Teachers Association
7. The Superintendent for the South San Francisco Unified School District
8. The Curriculum Coordinator for the Unified School District

**The Chief of Police** - The Chief's support is very instrumental to the success of this program. At the current time his commitment can be classified as help change happen; he sees the program as being positive and in line with community policing. The time commitment involved by the department is going to be significant and the organization's commitment, especially the management staff, is going to be based on the Chief's involvement in the program. The Chief is also a key figure in the community and holds their

respect. As a result, his commitment position will be necessary to convince some of the stakeholders to accept the program. The program is under his leadership and his support or position is not in question.

**The City Manager** - The main concern of the City Manager is that the program is not going to increase the City's budget. Philosophical he believes in preventative programs and would approve of the program in concept. He would be concerned on how the mayor and rest of council would feel about it. With the exception of the budgetary impact, he is at a let change happen position. In order for a smoother transition and to help influence the mayor it is important to move him into a position of help change happen. Based on his own belief a rational approach by the Chief of Police should be enough to move the Manager to a help it happen position.

**The Services Division Captain** - This individual's commitment is and will remain at a make change happen position. He will be the project coordinator, who has the responsibility of interacting with the schools to develop the curriculum necessary to make the program function. Because this is going to be a long process he will have to continually motivate those individuals who will be assuming the project co-coordinators roles. He will also have to facilitate the utilization of the other community resources that will be necessary to develop the entire plan.

**The Police Association President** - This project will require officers to spend more time on school campuses and, as a result, their workload will increase, which will be their biggest concern. The POA president is a powerful individual who is respected by the entire organization. His commitment is currently, and can remain in, a let change happen position. The positive aspects of the program will be drawn out by the Chief of Police. The presidents support will at as a positive influence to many members of the association.

**The Mayor** - Although a strong political figure with vision, the Mayor offers little support for the full concept of the program. At this point, unless some major modifications were made, the Mayor's position would be to block the change from occurring. This is predicated on the fact that the City made a financial commitment to assigning two officers to the School Liaison positions and neither the School District nor private schools have made any financial contribution to supplement the program. The Mayor's influence is so great that it would sway the rest of the council (some of whom already share the same beliefs), as well as some of the community. In order to move the Mayor to a commitment to let change happen, the mayor has to be shown the long term cost benefit, the support for the program by other stakeholders, the positive influence of the program on the voters and that it is a law and order approach that even a politically conservative community will support. The Chief of Police and the City Manager

are in the best positions to accomplish this by utilizing both rational and power negotiating techniques.

**The School Board President** - Over the past several years the School Board has been very supportive of the police department's efforts in the schools. The president of the board is still supportive of those efforts and would welcome the police department's additional contacts. His support is necessary to get approval from the rest of the School Board. Although he would help change occur, it is important for him to keep his commitment to let change happen. By taking this position it will not create any conflict with the Mayor. This will also make it easier to get the Mayor to move to a let change happen commitment and it avoids any political conflicts that could otherwise occur. One of the ways to have this occur is to emphasize the fact that too big of a push from the board may cause the Teachers Association to become apprehensive about the program. The Superintendent and the Services Division Captain are in the best position to ensure the proper commitment level by rational negotiating techniques.

**The Teachers Association President** - The association is very strong and the president is respected by its members. There is no doubt that the association will take her lead for the program. The fact that it will involve commitments on the part of the instructors in a partnership role with the police department, it is important for her to move from let change happen to help it happen. The fact

that the vast majority of the teachers have been in the district for over fifteen years and have been the victims of severe budget cuts makes it even more important to have the president in a more active role, including getting teachers involved in the task force. To influence her to change would require exposing her to other programs in the country and the positive effects that they have had on the schools and the teachers. It would also allow them better security on the campuses and share some of their work in dealing with the parents. The School Superintendent, as well as and the Services Division Captain, are in the best position to effect a commitment change on her part. Based on her personality a rational reasoning approach would be the most effective.

**The School Superintendent** - He is supportive of the program and has a great deal of influence over the school administrators. He is currently in the middle of a strategic planning program for the District and the police department's program can dove-tail into one of the strategies, which calls for community interaction and support. His current position is in a help it happen mode and should remain there. The School District's administrative staff's support of the program is going to be dependent on how much support the Superintendent gives it. The fact that he knows the value of the program and it is in line with part of the District's strategic plan the Superintendent's support is already in place.

**The Curriculum Coordinator** - This individual is in a help change



happen position when it comes to the police department programs. The coordinator is responsible for all the special programs in the District. Her role in this will be as important as the Services Division Captain's. She will have more of a hands on role in dictating the programs and scheduling. She will also be monitoring and evaluating the effectiveness of the program. With the Superintendent's approval she would move into a make it happen role.

Table VIII

## COMMITMENT CHART

| CRITICAL MASS                | BLOCK<br>CHANGE | LET CHANGE<br>HAPPEN | HELP CHANGE<br>HAPPEN | MAKE<br>CHANGE<br>HAPPEN |
|------------------------------|-----------------|----------------------|-----------------------|--------------------------|
| CHIEF OF POLICE              |                 |                      | (XO)                  |                          |
| CITY MANAGER                 |                 | X                    | O                     |                          |
| SERVICES CAPTAIN             |                 |                      |                       | (XO)                     |
| POA PRESIDENT                |                 | (XO)                 |                       |                          |
| MAYOR                        | X               | O                    |                       |                          |
| SCHOOL BOARD<br>PRESIDENT    |                 | O                    | X                     |                          |
| TEACHERS ASSOC.<br>PRESIDENT |                 | X                    | O                     |                          |
| SCHOOL<br>SUPERINTENDENT     |                 |                      | (XO)                  |                          |
| CURRICULUM<br>COORDINATOR    |                 |                      | X                     | O                        |

X = PRESENT COMMITMENT  
O = MINIMUM COMMITMENT NEEDED

TABLE IX

## CRITICAL MASS READINESS/CAPABILITY CHART

*(This chart represents each key player's readiness and capability to support the strategy)*

| KEY PLAYERS               | READINESS |     |     | CAPABILITY |     |     |
|---------------------------|-----------|-----|-----|------------|-----|-----|
|                           | HIGH      | MED | LOW | HIGH       | MED | LOW |
| CHIEF OF POLICE           | X         |     |     | X          |     |     |
| CITY MANAGER              |           | X   |     | X          |     |     |
| SERVICES DIVISION CAPTAIN | X         |     |     | X          |     |     |
| P.O.A. PRESIDENT          |           | X   |     |            | X   |     |
| MAYOR                     |           |     | X   |            | X   |     |
| SCHOOL BOARD PRESIDENT    | X         |     |     |            | X   |     |
| TEACHERS ASSN. PRESIDENT  |           | X   |     |            | X   |     |
| SCHOOL SUPERINTENDENT     | X         |     |     | X          |     |     |
| CURRICULUM COORDINATOR    | X         |     |     | X          |     |     |

### Transition Management Structure

As indicated previously, the success of this program is incumbent on the ability of the Services Division Captain to facilitate the transition. It also requires a strong commitment on the part of the Department regarding their involvement in the program. In doing so it is critical that the transition manager have a high level of importance in the department. In this case the Services Division Captain would be in the best position to be the project manager.

The Services Captain is currently in command of the School Liaison program and interacts with the school administration. He has also established his credibility by becoming involved in the School District's strategic plan. In order to establish the necessary steps of the program the other duties performed by this individual will have to be redistributed in the initial phase of the program.

The first task is for the manager to form a task force using a diagonal slice (representation) of all the relevant sub-systems involved (police representatives, teachers, parents, members of the business community and the city) is the management structure which should be employed. Once the task force is operational and has established goals, the task force will assume the responsibility of ensuring all the goals are attained.

Although the project manager will be the driving force, the

intricacies of the school system will make it necessary for him to have an assistant from the start of the project. The most likely person will be the Curriculum Coordinator for the School District. The Coordinator's current responsibilities are to schedule all special programs in the district as mandated by law, obtain funding of special programs and review grant applications and to act as a liaison with the police department.

The essence of the program is to develop a extra curricular instructional program that involves the Police Department having some form of positive interaction with all the students, grades K-12, while they are in school. The programs will also include identifying potential problems and intervention techniques that will assist the department and schools in reducing negative behavior. It will also consist of a facilitating other resources in the community to assist in promoting the program. This planning stage is very important to the success of the program. While recognizing the needs of the students it is important to have the proper outlets to get the help necessary. The Police Department's position in the community allows them to get others involved and to utilize their planning skills to work with the District in attaining their strategies.

The following chart illustrates how the task force can be structured:

### **Project Manager: Services Division Captain**

|                             |                                   |
|-----------------------------|-----------------------------------|
| 1 Patrol lieutenant         | 1 Chamber of Commerce Coordinator |
| 1 Training lieutenant       | 1 City Council Member             |
| 1 POA President             | 1 School Board Member             |
| 1 Teachers Assoc. President | 1 Chief of Police                 |
| 1 Curriculum coordinator    | 1 School Superintendent           |
| 1 Secondary Ed. coordinator |                                   |

### **Techniques to Support Implementation/Change**

The management team must use a variety of methods to implement the changes they will recommend, including:

- Designing setting individual responsibilities for the team.
- Developing a communication plan that will inform all police department members, educators and parents about the program and its goal.
- Establishing support for the program by the stakeholders and overcoming any objections by clarifying concerns in the most conducive setting.
- Establishing timetables for training and program implementation.
- Setting expectations for the various groups involved (officers, teachers, administrators)
- Personally inviting officers and teachers to be part of the task force sub-committees.

### **Technologies**

The ability to manage change is the key to its success. Knowing where you are and where you want to go is one step of the equation. However, utilizing the proper transition steps to get there is the most important factor of the equation.

There has already been adequate discussion on what direction the plan should take; it is now time to discuss the various means to successfully reach that point. In order to do this there are a number of technical steps that will be utilized for this specific case.

### **Task Force**

The task force will have the responsibility to develop a comprehensive program that will show a strong collaboration of education and law enforcement. This will include a complete planning structure for program implementation from grades K-12. It will also take into account the cross training phases of the officers and the teachers, the subjects that are going to be effected, a time table for the implementation and the utilization of other resources. A communications system will have to be established to provide feedback to the various sub-strata components of the organizations involved.

### **Responsibility Charting**

There will be a number of responsibilities for all the members involved in the transitional stage. In order to ensure the accountability necessary it will be important to utilize a Responsibility Chart. This provides a means to correlate individuals with their tasks and it is an important way to get the group to gain consensus on role assignments. (Table 10)

## RESPONSIBILITY CHART

(This chart indicates current and desired position of the critical mass  
in order for the strategy to move forward)

| Decisions                  | Proj.<br>Mgr. | Curric.<br>Coord. | Patrol<br>Lt. | Sec. Ed.<br>Coord. | Assn.<br>Pres. | Tchr.Assn<br>Pres. | C of C<br>Corps. | Council<br>Members | COP | Sch. Bd.<br>Member | School<br>Super | Training<br>Lt. |
|----------------------------|---------------|-------------------|---------------|--------------------|----------------|--------------------|------------------|--------------------|-----|--------------------|-----------------|-----------------|
| Officer<br>Training        | A             | A                 | S             | S                  | S              | -                  | -                | I                  | S   | I                  | S               | R               |
| Teacher Cross<br>Training  | A             | R                 | S             | A                  | S              | S                  | -                | I                  | S   | I                  | S               | S               |
| Program<br>Devel. K-12     | R             | S                 | A             | S                  | I              | A                  | I                | I                  | S   | A                  | S               | I               |
| Political<br>Lobbying      | S             | -                 | -             | I                  | S              | S                  | S                | A                  | R   | A                  | S               | -               |
| Task Force<br>Formation    | R             | S                 | -             | A                  | I              | A                  | S                | S                  | I   | S                  | I               | -               |
| Funding &<br>Resources     | A             | I                 | I             | R                  | S              | S                  | S                | A                  | I   | A                  | I               | -               |
| Evaluation<br>Criteria     | S             | A                 | A             | R                  | I              | S                  | I                | I                  | S   | I                  | S               | I               |
| Task Force<br>Team Bldg.   | R             | I                 | S             | -                  | A              | -                  | -                | -                  | A   | -                  | I               | S               |
| Schl. Dist.<br>Strat. Plan | S             | S                 | -             | A                  | -              | A                  | I                | I                  | I   | S                  | R               | I               |

R = Responsibility - (not necessarily authority - see task is completed)

A = Approval (with right to veto)

S = Support (put resources toward)

I = Inform (to be consulted - may impact something they are doing)

- = Irrelevant to this item



### **Educational Activities**

As indicated, the task force shall be responsible for the sharing of ideas of those involved in the program. This will not only be in the terms of feedback and instructional techniques, but also developing the rationale for moving in the directions they are going. An important factor in the planning stage is to establish the motivational techniques necessary so the officers and teachers will be looking at the positive attributes of the program before the implementation takes place.

### **Commitment Plan**

A commitment plan will have to be developed to determine the individuals who are going to make up the task force. Those chosen have to be people who not only have influence over others, but their willingness to make a strong contribution, as well as provide a mix with the Police Department and schools members. Their motivation for being on the task force should be to make change happen.

### **Evaluation Component**

One of the final steps the task force will have to accomplish is the development of a tracking system to determine the feasibility of the programs. The group will have to meet monthly and evaluate all segments and have the authority to make changes in the programs. It is extremely important to allow the instructors to know that modifications are permissible and for them to make

recommendations for adjustments. Evaluations by the students, teachers and parents, testing on subject matter for retention, and a cross index of at risk students with the criminal justice system are all methods that can be employed to measure the effectiveness of the program.

### Anticipated Obstacles

The biggest obstacles are going to be the cost of the program, and the political concern of having officers in the classroom rather than on the streets.

At this point it is not anticipated that there will be any financial relief in sight for the city or the school district in the next five to seven years. With that in mind, the city's cost will have to be in resources, which, although arguable, is also likely to be acceptable. It will be difficult to convince the political bodies that no added personnel or financial resources are necessary to institute the program, and the outcome will be worth the time spent. However, additional resources and funding will provide more stability in the program, as well as quicker implementation. It will have to be shown that police services will not be compromised by officers spending time in the classrooms.

The infusion of other community resources, the business community and any obtainable grants will aid in showing that it is a community program.

## SECTION V

### CONCLUSION, RECOMMENDATION AND FUTURE IMPLICATIONS

#### Conclusion

The conclusions that may be reached with respect to the sub-issues are as follows:

#### **What funding means must be addressed?**

The strategic plan involves a collaborative effort by the South San Francisco Police Department and the South San Francisco School District to examine alternative funding sources: grants, assessment taxes, business donations, and asset forfeiture funds. The cost effectiveness of the program based on the anticipated trends and events is a strong base to develop the programs.

#### **What training will be necessary for police officers?**

The plan calls for significant training for officers in a five phase program: the first is to determine the communication ability of the officers that are to be involved in the programs and the extent of their involvement; the second phase is to establish an instructional training course (overview of simple techniques) for those that are going to be teaching in the classrooms; the third entails training in child behavior so they can identify problems; the forth is to provide counsellor and cultural awareness training;

and the fifth is to train them in parenting counselling. The final course would be for them to develop a training matrix to cross-train the teachers.

**What will be the level of cooperative activities on the part of the education system?**

The strategic plan establishes a method for the district's involvement. Due to the fact that they benefit a great deal from the program they can devote resources to teach the officers the various phases of instruction that they will be going through. They will also be members of the task force by providing an individual who can devote a considerable amount of time to assisting the program manager. The school district will also have to assist in seeking financial aid to establish the programs and provide time so the teachers can be cross trained by the officers.

The issue question is:

**What will be the interface between mid size law enforcement agencies and public education by the year 2002?**

A review of the literature and interviews with school and law enforcement administrators indicate that: there is a need to establish positive relationships between children and law enforcement; the schools are the ideal place to establish positive values; cross training between officers and teachers builds a

stronger bridge to establish positive change; that children become more open and want the help of the officers; what occurs in the schools does mirror the community and visa versa; and that there is a noticeable positive behavioral change on the part of the students where there is some type of law enforcement interface on the school campus.

#### Recommendations for Future Studies

During this study the following other subjects were identified and merit further study:

- What will law enforcement have to do to be more effective in their interface with social agencies and the public schools?
- What techniques would have to be employed to allow law enforcement to interface with the private schools?
- What legislative enactments have to be passed to allow for mandated law enforcement interface programs in the public schools?

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