GUIDE 5 Fostering School–Law Enforcement Partnerships

NORTHWEST REGIONAL
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GUIDE 5

Fostering School–Law Enforcement Partnerships

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FOREWORD

School safety requires a broad-based effort by the entire community, including educators, students, parents, law enforcement agencies, businesses, and faith-based organizations, among others. By adopting a comprehensive approach to addressing school safety focusing on prevention, intervention, and response, schools can increase the safety and security of students.

To assist schools in their safety efforts, the Northwest Regional Educational Laboratory (NWREL) has developed a series of eight guidebooks intended to build a foundation of information that will assist schools and school districts in developing safe learning environments. NWREL has identified several components that, when effectively addressed, provide schools with the foundation and building blocks needed to ensure a safe learning environment. These technical assistance guides, written in collaboration with leading national experts, will provide local school districts with information and resources that support comprehensive safe school planning efforts.

One objective of the guides is to foster a sense of community and connection among schools and those organizations and agencies that work together to enhance and sustain safe learning environments. Another objective is to increase awareness of current themes and concerns in the area of safe schools.

Each guide provides administrators and classroom practitioners with a glimpse of how fellow educators are addressing issues, overcoming obstacles, and attaining success in key areas of school safety. These guidebooks will assist educators in obtaining current, reliable, and useful information on topics that should be considered as they develop safe school strategies and positive learning environments.

Each of the guidebooks should be viewed as one component of a school's overall effort to create a safer learning environment. As emphasized in *Threat Assessment in Schools: A Guide to Managing Threatening Situations and to Creating Safe School Climates,* a joint publication of the U.S. Secret Service and the U.S. Department of Education, creating cultures and climates of safety is essential to the prevention of violence in school. Each guidebook contains this message as a fundamental concept.

Under No Child Left Behind, the education law signed in January 2002, violence prevention programs must meet specified principles of effectiveness and be grounded in scientifically based research that provides evidence that the program to be used will reduce violence and illegal drug use. Building on the concept in No Child Left Behind—that all children need a safe environment in which to learn and achieve—these guides explain the importance of selecting research-based programs and strategies. The guides also outline a sample of methods on how to address and solve issues schools may encounter in their efforts to create and enhance safe learning environments.

Guide 1: Creating Schoolwide Prevention and Intervention Strategies, by Jeffrey Sprague and Hill Walker, is intended to put the issue of schoolwide violence prevention in context for educators and outline an approach for choosing and creating effective prevention programs. The guide covers the following topics:
- Why schoolwide prevention strategies are critical
- Characteristics of a safe school
- Four sources of vulnerability to school violence
- How to plan for strategies that meet school safety needs
- Five effective response strategies
- Useful Web and print resources

Guide 2: School Policies and Legal Issues Supporting Safe Schools, by Kirk Bailey, is a practical guide to the development and implementation of school policies that support safe schools. Section 1 provides an overview of guiding principles to keep in mind when developing policies at the district level to prevent violence. Section 2 addresses specific policy and legal components that relate to such topics as discipline and due process, threats of violence, suspension and expulsion, zero tolerance, and dress codes. Checklists are included to ensure that schools attend to due process when developing policies for suspensions or expulsions, search and seizure, or general liability issues.

Guide 3: Implementing Ongoing Staff Development To Enhance Safe Schools, by Steve Kimberling and Cyril Wantland, discusses the role of staff development within the context of school safety. The guide addresses how staff development should be an integral part of the educational planning process and discusses what its relationship is to safety-related outcomes and overall student achievement.

Guide 4: Ensuring Quality School Facilities and Security Technologies, by Tod Schneider, is intended to help educators and other members of the community understand the relationship between school safety and school facilities, including technology. The guide covers the following topics:
- Crime Prevention Through Environmental Design (CPTED)
- Planning To Address CPTED: Key Questions To Ask
- Security Technology: An Overview
- Safety Audits and Security Surveys

Guide 5: Fostering School-Law Enforcement Partnerships, by Anne Atkinson is a practical guide to the development and implementation of partnerships between schools and law enforcement agencies. Section 1 provides an overview of community policing and its relationship to school effectiveness. Section 2 focuses on developing the school-law enforcement partnership from an interagency perspective. Section 3 focuses on steps for implementing school–law enforcement partnerships in schools. Also included are descriptions of the roles of law enforcement in schools with examples of many strategies used to make schools safer and more effective.

Guide 6: Instituting School-Based Links With Mental Health and Social Service Agencies, by David Osher and Sandra Keenan, discusses how schools can improve their capacity to serve all students by linking with mental health and social service agencies. Agency staff members can contribute to individual and schoolwide assessment, planning, implementation, and evaluation. Agency resources can enhance schools' capacity to provide universal, early, and intensive interventions. Links with agency resources can also align school and agency services.

Guide 7: Fostering School, Family, and Community Involvement, by Howard Adelman and Linda Taylor, provides an overview of the nature and scope of collaboration, explores barriers to effectively working together, and discusses the processes of establishing and sustaining the work. It also reviews the state of the art of collaboration around the country, the importance of data, and some issues related to sharing information.

Guide 8: Acquiring and Utilizing Resources To Enhance and Sustain a Safe Learning Environment, by Mary Grenz Jalloh and Kathleen Schmalz, provides practical information on a spectrum of resources that concerned individuals and organizations can use in the quest to create safe schools. It draws on published research and also includes interviews with experts working on school safety issues at the state and local levels. Major topics covered include:
- What are resources?
- What role do resources play in safe school planning?
- Identifying and accessing resources
- Appendix of online and print resources

—Northwest Regional Educational Laboratory

INTRODUCTION

Schools and law enforcement agencies share responsibility for the safety of schools and of the communities they serve. Schools function as communities within broader communities and are affected by crime, victimization, and fear.

School–law enforcement partnerships have grown substantially in recent years. Such partnerships are increasingly recognized as an essential component of safe school planning. Partnership activities may involve conducting security assessments, developing crisis-management procedures, conducting classroom law-related educational activities, providing staff development training, and assisting children who are crime victims or witnesses.

Many communities have found that trained, sworn law enforcement officers assigned to schools make a positive difference in establishing and maintaining safe environments that are conducive to learning. Both schools and law enforcement agencies benefit from these partnerships. Schools benefit from onsite law enforcement services, and law enforcement agencies have the opportunity to engage in a joint problem-solving process with schools to address school and community crime and violence. This guide focuses primarily on partnerships that involve sworn law enforcement officers working in schools as their assigned "beat." Such personnel are typically known as School Resource Officers (SROs).

A school–law enforcement partnership is a *process* rather than an event. Partnerships do not just happen when a law enforcement officer is assigned to a school, but are built on a foundation of shared goals, ongoing communication, and positive relationships. When schools and law enforcement agencies work together—and in concert with other community-based organizations, parents, and students—a number of positive outcomes can be expected:

- Schools, law enforcement agencies, and community groups are better able to work together in developing innovative, systemwide, long-term approaches to reducing and preventing different kinds of crime and disorder in and around their schools
- Schools and law enforcement agencies can have measurable impacts on targeted crime and disorder
- Duplication of efforts is reduced
- Students, school personnel, parents, and community members have less fear of crime and violence
- Schools and communities show improved quality of life

Common Ground for Schools and Law Enforcement: Safety and Citizenship

Although the roles of schools and law enforcement agencies differ, there are some significant areas of commonality. First, both schools and law enforcement agencies are responsible for the safety and well-being of students. Schools have an *in loco parentis* status granting them the rights and responsibilities of a parent in relation to students. For law enforcement agencies, working within the schools is a logical extension into the school setting of their responsibilities for public safety in the broader community.

Second, both schools and law enforcement agencies can play an important role in helping youth to become productive, law-abiding citizens. Both set and reinforce expectations for behavior associated with good citizenship such as honesty and consideration for others. Additionally, law enforcement officers complement the school's educational mission by conducting law-related educational activities that teach the rights and responsibilities of citizenship. Community policing in schools supports and reinforces good citizenship in students by approaching schools as neighborhoods and students as citizens.

Using the Guide as a Training Resource

This publication is intended to serve as a practical guide to the development and implementation of school–law enforcement partnerships. It may also be used as a training resource.

Section 1 provides an overview of community policing and its relationship to school effectiveness. The rationale for and approach to developing the school–law enforcement partnership are described using a community-oriented policing perspective, and community policing in schools is compared with traditional policing in schools. Also described are how law enforcement problem solving is applied in the school setting and the roles of law enforcement in safe schools planning.

Section 2 focuses on developing the school–law enforcement partnership from an interagency perspective. It describes steps for building the partnership framework at the school district and law enforcement agency levels, including establishing leadership commitments, formalizing commitments, developing partnership relationships, developing operational procedures, and clarifying key issues.

Section 3 focuses on steps in actually implementing school–law enforcement partnerships in schools. Included are descriptions of the roles of law enforcement in schools with examples of many strategies used to make schools safer and more effective.

At the end are references, resources, and additional readings.

SECTION 1
COMMUNITY POLICING AND SCHOOL EFFECTIVENESS

The rationale for and approach to developing a school–law enforcement partnership are best understood from a community-oriented policing perspective. The Office of Community Oriented Policing Services (COPS), U.S. Department of Justice, envisions community policing in the following way [www.cops.usdoj.gov/Default.asp?Item=36]:

> Community policing is a policing philosophy that promotes and supports organizational strategies to address the causes and reduce the fear of crime and social disorder through problem-solving and police–community partnerships.

The concept of community policing is as old as organized policing. In fact, in 1829, Sir Robert Peel presented the British Parliament with the first known proposal for a "professional" police force. His proposal resulted in formation of the London Metropolitan Police Force. Peel viewed policing as a *prevention-based* operation. According to Peel:

> The police are the public and the public are the police. The police being the only members of the public that are paid to give full-time attention to duties which are incumbent on every citizen, in the interests of community welfare and existence.

In an earlier *political era* in this country, police authority and resources were typically derived from local political leaders. From the 1840s until the early 1900s, officers patrolled on foot using call boxes for communication. Their mission was to prevent crime and maintain order. They knew the neighborhood they patrolled, had citizen support, and were viewed as effective in preventing crime. Weaknesses of this era included political corruption, a patronage system, and inefficiency. A reform era followed.

During the *reform era* of the early 1900s to 1920s, there was a rejection of political control of police forces. Officers were hired under a civil service system, rules proliferated, and limitations were placed on officer discretion. The mission became controlling crime through enforcement. Community problems were viewed as "social work." Advancing technologies—radios, cars, and computers—were used extensively. Performance began to be measured in terms of response time, random patrol availability, arrests, and adherence to rules. To citizens, law enforcement officers became "anonymous," "professional" crime fighters interested in "just the facts." The beat officer had been removed—replaced by officers reacting to radio calls. Contrary to Peel's early vision, the police became removed from the community and, as a result, the public lost confidence in their ability to control crime (Kelling & Moore, 1986).

During the 1970s, research conducted on traditional policing strategies began to reveal flaws in several of the assumptions underlying traditional policing strategies. Among the findings (U.S. Department of Justice [DOJ], 1994) were that preventive patrol and rapid response to calls had little effect on crime, on citizen levels of fear, or on satisfaction with police. Criticisms of incident-driven policing include its reactive police response (dial-a-cop or you-call-we-haul), too-narrow focus on single incidents, and excessive reliance on the criminal justice system (U.S. DOJ, 1994).

During the 1980s, two models emerged:

1. *Problem-oriented policing* deals with crime through an analytical process. Crime is seen as the visible symptom of underlying problems. Within a given community, problems are analyzed and specific strategies developed to resolve the underlying problems.
2. *Community-oriented policing* stresses the creation of effective working relationships between the community and the police through collaborative problem-solving partnerships.

In contrast to earlier approaches, community-oriented policing emphasizes:
- Partnerships between police and citizens to mutually respond to neighborhood problems
- The citizen as a resource
- Officer expertise
- Attention to factors that contribute to crime and disorder
- Use of a variety of strategies and tactics
- Decentralized policing services
- Increased officer authority and accountability

Two Key Elements of Community Policing

Two key elements of community policing are the use of problem solving and the development of community partnerships.

Problem solving. Steps involved in problem solving include the following:
- *Identifying* problems or priorities through coordinated police–community needs assessments
- *Collecting and analyzing* information concerning the problem in a thorough, though not necessarily complicated manner
- *Developing or facilitating responses* that are innovative and tailor made with the best potential for eliminating or reducing the problem
- *Evaluating* the response to determine its effectiveness and modifying it as necessary

Crime and disorder problems could be significantly reduced by implementing tailored responses directly linked to the findings of comprehensive problem analyses. Community policing advocates recognized the effectiveness of the problem-solving approach and incorporated it into the community policing philosophy.

Problem solving is critical to the success of community policing efforts. Policing approaches that lack an analytical component may improve police–community relations, but are likely to have little impact on specific crime and disorder problems (Atkinson, 2000). There are obvious parallels between these problem-solving steps and the steps of the strategic process for designing a safe school.

Community partnership. Community partnership is a flexible term referring to any combination of neighborhood residents, schools, churches, businesses, community-based organizations, elected officials, and government agencies who are working cooperatively with the police to resolve identified problems that affect or interest them.

The partnership is an ongoing process—not an event. A community policing partnership goes beyond the public serving as the "eyes and ears" for the police. The partnership establishes more substantive roles for community members. For example, in a high school with a drug abuse problem on school grounds, students might survey their peers to determine the extent of the problem and also help to design responses to the problem.

Community Policing in Schools

Community policing in schools represents a significant departure from traditional policing. Rather than relying on reactive responses to calls, community policing in schools involves the assignment of a law enforcement officer to the school community; it is problem oriented rather than incident driven.

In the community policing partnership, the school and law enforcement agency are on the same team, and the role of the law enforcement officer is extended to include prevention and early intervention activities. Communication is valued and tends to become ongoing and of high quality. **It is important to remember that when a community policing approach is employed, law enforcement presence in schools is viewed not as an indicator that schools are unsafe, but an indicator that positive action is being taken to ensure schools are safe and conducive to learning.** To citizens, the sight of a police car in front of a school becomes a sign that good things are happening rather than bad. This is an important shift in the role of policing probably best expressed by a School Resource Officer in Virginia who said, "You know you're on the right track when the SRO is viewed as a resource, not just a response."

Table 1 provides some key comparisons of traditional policing and community policing in schools.

Table 1: Traditional Policing Compared to Community Policing in Schools

Traditional Policing in Schools	Community Policing in Schools
Reactive response to 911 calls	Law enforcement officer assigned to the school "community"
Incident driven	Problem oriented
Minimal school–law enforcement interaction, often characterized by a "us vs. them" mentality	Ongoing school–law enforcement partnership to address problems of concern to educators, students, and parents
Police role limited to law enforcement	Police role extended beyond law enforcement to include prevention and early intervention activities
Police viewed as source of the solution	Educators, students, and parents are active partners in developing solutions
Educators and law enforcement officers reluctant to share information	Partners value information sharing as an important problem-solving tool
Criminal incidents subject to inadequate response; criminal consequences imposed only when incidents reported to police	Consistent responses to incidents is ensured—administrative *and* criminal, as appropriate
Law enforcement presence viewed as indicator of failure	Law enforcement presence viewed as taking a positive, proactive step to create orderly, safe, and secure schools
Police effectiveness measured by arrest rates, response times, calls for service, etc.	Policing effectiveness measured by the absence of crime and disorder

Funding School Resource Officers

In recent years School Resource Officer (SRO) programs have emerged as a prominent model for school–law enforcement partnerships—a model that directly addresses school safety. SRO programs have gained momentum as school safety has become an important national issue.

Fueling the momentum has been the COPS in Schools (CIS) program, which has funded nearly 5,000 SROs between April 1999 and March 2002. The CIS program is funded through the Office of Community Oriented Policing Services (COPS), U.S. Department of Justice, and supports partnerships that utilize community policing strategies to prevent school violence and implement educational programs. Information about the CIS program is available online at www.cops.usdoj.gov

The COPS statute (Omnibus Crime Control and Safe Schools Act of 1968, as amended, Title I, Part Q) defines a School Resource Officer as "a career law enforcement officer, with sworn authority, deployed in community oriented policing, assigned by the employing police department or agency to work in collaboration with schools and community organizations to:

1. Address crime and disorder problems, gangs, and drug activities affecting or occurring in or around an elementary or secondary school
2. Develop or expand crime prevention efforts for students
3. Educate likely school-age victims in crime prevention and safety
4. Develop or expand community justice initiatives for students
5. Train students in conflict resolution, restorative justice, and crime awareness
6. Assist in the identification of physical changes in the environment that may reduce crime in or around the school
7. Assist in developing school policy that addresses crime and recommend procedural changes"

School–law enforcement partnerships are also an integral component of the Safe Schools/Healthy Students (SS/HS) Initiative, jointly funded by the U.S. Departments of Education, Health and Human Services, and Justice. This initiative supports comprehensive, communitywide strategies for creating safe and drug-free schools and promoting healthful childhood development. Between fall 1999 and spring 2001, nearly 100 community partnerships were funded, and an additional 40 are expected to be awarded during 2002. Additional information about the SS/HS Initiative is available online at www.ed.gov/offices/OESE/SDFS/sshsdg.html#grant

Other funding options include:
- State support: Several states provide funding for School Resource Officers. Local school district or law enforcement agencies can explore grant opportunities related to school safety, gang awareness, or violence prevention through state offices of education, criminal justice services, or similar agencies.
- Local support: Many local communities help fund SRO positions in their schools.
- Collaborative support: School districts and community-based partners can build collaborative efforts to support school safety efforts, including funding for SRO positions or training related to security. Enlisting financial support from community partners also provides a strategy for sustaining SRO programs after grant funding ends.

Law Enforcement and Safe Schools Planning

A school–law enforcement partnership can greatly strengthen and enhance a school's safe school planning efforts. Safe school planning focuses on the physical, social, and academic environments of a school.

- The *physical environment* of a school refers to its buildings and grounds, including the use of policies, procedures, personnel, and technology.
- The *social environment* of a school refers to the climate of the school. A positive school climate is one characterized by mutual respect and freedom from fear and intimidation.
- The *academic environment* of a school references the curriculum and cocurricular programs available for students, and includes expectations of faculty and students for high achievement.

The physical environment. A school–law enforcement partnership brings to schools expertise in crime prevention and law enforcement. Law enforcement officers are trained to identify factors in the physical environment of the school that might contribute to crime and other disruptive behavior. In partnership with educators, these law enforcement officers can develop plans to eliminate identified problems.

Principles of Crime Prevention Through Environmental Design (CPTED) are often used to identify and address problems in the physical environment. CPTED is based on the notion that design and use of the environment directly affect human behavior, which, in turn, influences opportunities for crime and fear of crime, and affects quality of life. CPTED:

- Recognizes a relationship between the environment and opportunities for crime
- Attempts to reduce these opportunities through appropriate planning and design decisions
- Considers day-to-day decisions regarding:
    - < the locations of various outdoor activities
    - < the relative position of buildings
    - < interior and exterior design details like color, lighting, and landscaping
    - < who will use a particular space, and when and how they will use it
    - < the ways these decision might influence crime and victimization in the long run

The social environment. A comprehensive school safety needs assessment examines not only the physical environment but also employs school climate surveys that identify safety and security concerns of school staff and students. Such surveys have proven critical in identifying significant problems such as bullying, which has been identified as a key contributing factor in a number of cases of school violence (Atkinson, 2000).

Beyond their role in the school safety planning process, law enforcement officers can make a substantive contribution to improving the social environment of a school. As authority figures, law enforcement officers communicate by their presence the expectation that schools are to be safe and orderly environments. They communicate that appropriate behavior is expected, and that consequences for inappropriate behavior will be applied. They reinforce these messages in their law enforcement activities, as law-related educators, and in their informal interactions with students and staff. Experience has taught that as students learn what behaviors will and will not be tolerated, the norms for behavior improve and incidents of both crime and disruptive behavior decline (Atkinson, 2000).

The academic environment. School safety planning also examines the curriculum and cocurricular programs available for students, and the expectations of faculty and students for high achievement.

Law enforcement officers can also make a substantive contribution to the school's academic environment, supplementing curricula and serving as a resource to existing school programs. In addition to teaching law-related topics in classrooms, officers are often involved with peer mediation and conflict mediation programs, youth substance abuse and violence prevention organizations, and youth community service programs and crime prevention programs.

School–Law Enforcement Partnerships and School Effectiveness

As public safety specialists, law enforcement officers contribute daily to the safety and security of the schools in which they work. Less recognized and appreciated, however, are the contributions that law enforcement officers make to school *effectiveness.* Although concerns about the safety and well-being of students have fueled recent demands for school resource officer programs, in the longer term, the contributions that SROs make to school effectiveness may provide the most compelling reasons for establishing and maintaining such police–school partnerships.

Schools in which students achieve at high levels, regardless of student socioeconomic background, have certain identified characteristics (Atkinson, 2000). These characteristics and the substantive contributions that school–law enforcement partnerships can make to school effectiveness are listed in Table 2.

Table 2: Characteristics of Effective Schools

Characteristics of Effective Schools	How School–Law Enforcement Partnerships Contribute
Safe and Orderly Environment	
A safe and orderly environment is often referred to as "the number-one correlate of effective schools." In such schools there is an orderly, purposeful, atmosphere free from the threat of physical harm. School climate is not oppressive but is conducive to teaching and learning. Teachers and students interact in a positive, cooperative manner.	SROs bring to the school setting the expertise of a public safety specialist. They provide an immediate response to life-threatening situations, ensure that laws are enforced when illegal activities occur, and work collaboratively with schools to resolve problems that threaten the safety of schools. Their presence has a deterrent effect on illegal and disruptive behavior and communicates that the school and larger community have made school safety a priority.
High Expectations for Success	
In the effective school, there is a climate of expectation in which staff members believe and demonstrate that all students can master the essential content and school skills, and also believe that they have the capability to help all students achieve that mastery.	SROs reinforce clear expectations for appropriate behavior through enforcement of laws, law-related education, and involvement of students in crime prevention activities.
Clear School Mission	
In the effective school, there is a clearly articulated school mission through which the staff shares an understanding of and commitment to instructional goals, priorities, assessment procedures, and accountability.	The school–law enforcement partnership helps schools to focus on their central mission—educating—by reducing the amount of time the staff must spend on disciplinary matters.
Instructional Leadership	
In an effective school, the principal and other staff members take an active role in instructional leadership with the principal becoming a "leader of leaders" (rather than a leader of followers), functioning as a coach or partner.	When crime and other disruptive behaviors are reduced, school leaders can focus more effectively on their central instructional leadership role.

Characteristics of Effective Schools	How School–Law Enforcement Partnerships Contribute
Frequent Monitoring of Student Progress	
In the effective school, student academic progress is measured frequently using a variety of assessment procedures. The assessment results are used to improve individual student performance and the instructional program.	The school–law enforcement partnership uses data on crime and discipline to assess and improve school safety.
Opportunity To Learn and Student Time on Task	
In the effective school, teachers allocate a significant amount of classroom time to instruction in the essential skills.	Opportunity to learn and student time on task are increased when disruptive behavior is reduced.
Home–School Relations	
Effective schools have formed partnerships with parents who are given the opportunity to play important roles in the school. These schools have built trust and communicated with parents who understand and support the school's basic mission.	Partnership, characterized by trust and communication, is a central component of community policing. Law enforcement adds a public safety specialist to home–school partnerships.

SECTION 2
DEVELOPING THE SCHOOL–LAW ENFORCEMENT PARTNERSHIP

A necessary first step in establishing a partnership involves setting aside the inclination to assign ownership (and sometimes blame): "This is a school problem" or "This is a law enforcement issue." Instead, parties should consider: "How can *we* work together to solve problems in *our* schools and community?" Consistent with shared ownership of problems and solutions, it is understood and communicated to the community at large that having a school–law enforcement partnership does not mean that schools are unsafe, but rather that the community is taking a positive, active step to create safe and orderly schools.

The school–law enforcement partnership can serve as the basis for an expanded partnership that can include students, civic organizations, social service agencies, businesses, faith communities, and others. All are potential school safety stakeholders.

Shared Goals and Objectives

Next steps involve establishing a shared vision and the goals and objectives to achieve the vision. In school–law enforcement partnerships, shared goals and objectives typically focus most centrally on:

- Reducing crime and violence in and around schools
- Targeting specific reductions in incidents such as possession of weapons, assaults, fighting, threats, larcenies, and vandalism
- Reducing victimization and fear

Shared goals and objectives might also target positive changes such as:

- Greater use of conflict resolution
- Increased student involvement in crime prevention efforts
- More effective identification of and intervention with students at risk for problem behaviors

Steps in a Safe Schools Needs Assessment

1. Create a planning team—Include administrators, teachers and other staff, parents, students, and community members.
2. Collect data—Use a variety of strategies such as community forums, surveys, and interviews with key informants. Look at "social indicator" data including school disciplinary statistics and community crime and violence data.
3. Create a school/community profile—The profile uses objective data to describe problems and resources in the school and community and serves as a basis for prioritizing needs and establishing goals and objectives.

Adapted from Pollack, I., & Sundermann, C. (2001). Creating safe schools: A comprehensive approach. *Juvenile Justice, 8*(1), 13–20. Retrieved January 21, 2003, from www.ncjrs.org/html/ojjdp/jjjournal_2001_6/jj2.html

According to the *Collaboration Toolkit* (Rinehart, Laszlo, & Briscoe, 2001), a publication of the Office of Community Oriented Policing (COPS), "working in collaboration with partners" has been identified by law enforcement and school personnel as the greatest challenge to implementing their problem-solving efforts. The *Toolkit* identifies the following nine components of a successful collaboration:

Table 3: Components of Successful Collaboration

Component	Importance
1. Stakeholders with a vested interest in the issue	Necessary for collaborative problem solving to occur
2. Trust among and between the partners	Fundamental to people's willingness to share talents, time, and resources
3. A shared vision and common goals	Shared vision brings focus and order so that members are pursuing the same agenda
4. Expertise among partners to solve community problems	Having talent within the partnership is necessary to achieve goals
5. Teamwork strategies	Joint decisionmaking, responsibility, and power make members a team
6. Open communications	Collaboration relies on communication to keep partners informed and organized
7. Motivated partners	Motivators prevent apathy and sustain involvement
8. Sufficient means to implement and sustain the collaborative effort	Resources fuel activities and build momentum
9. An action plan	An action plan focuses and guides efforts and is a means of accountability

Steps in Developing a Partnership Framework

Initial steps in developing an effective school–law enforcement partnership clearly establish the framework of relationships and set the stage for implementation. These steps are best undertaken at the leadership levels of the school district and the law enforcement agency; they establish a framework of policies, procedures, understandings, and relationships that are typically at the district or agency level and apply across schools within the school district.

Most of the work in developing an interagency framework for a school–law enforcement partnership occurs at the school *district* and law enforcement *agency* level, whereas most aspects of day-to-day implementation occur in individual schools. In this section, the focus is on developing interagency frameworks. Section 3, however, focuses on steps in implementing partnerships, primarily carried out in individual school settings.

Steps in developing partnerships include:
- Establishing leadership commitments
- Formalizing commitments
- Developing partnership relationships
- Developing operational procedures
- Clarifying key issues

Step 1. Establishing leadership commitments. Although school–law enforcement partnerships operate most visibly on a day-to-day basis at the school level, commitments at the highest levels of each organization are essential for effective partnerships. This means the superintendent of schools and the chief of police or sheriff must commit their involvement and organizational resources to the partnership.

It is important for school leaders and law enforcement officials to communicate effectively to the community that having a school–law enforcement partnership is a positive step to create safe schools that are conducive to learning rather than an indicator that schools are unsafe. Shared "ownership" for school safety is common among the strongest and most effective school–law enforcement partnerships.

The process of developing a clear statement of purpose for the partnership is an important step in developing the school–law enforcement partnership. Developing the statement of purpose and establishing specific goals and objectives provide opportunities for the partners to develop a shared vision, to correct misperceptions, to learn about the other organizations, and to develop consensus about priorities. Examples of purposes identified by various partnerships include:
- Reduce crime in and around schools
- Identify and implement activities that promote safe school environments
- Develop and institute policies and procedures that enhance school safety and security
- Promote positive relationships between students and law enforcement officers

School–law enforcement partnerships typically focus on reducing crime and undertaking other activities that promote safe school environments. The following is an example of a measurable goal and related objectives that could be established at the school district/law enforcement agency level:

Sample goal:
By June 2005, using problem-oriented approaches, crime at our county's three high schools will be reduced by 35 percent as measured by school incident reports.

Supporting objectives:
- By January 2003, after completion of a comprehensive safety and security audit in each high school, opportunities for crime and/or disorder will be reduced and removed as documented in an audit after-action report for each school.
- By June 2003, using effective police presence and response, incidents of disruptive and illegal behavior will be reduced by 25 percent overall as measured by school incident and crime reports. (Reductions for individual schools will be targeted and reflected in individual school goals and objectives.)
- By April 2003, using problem-oriented approaches, school staff and student involvement in school safety and crime prevention activities will increase by 25 percent as measured by annual student and staff surveys at each school.
- By June 2003, after participating in law-related educational activities, student knowledge about selected laws and consequences of violation will increase by 50 percent as measured by written tests and student surveys.

Step 2. Formalizing commitments. Commitments of the school district and of the law enforcement agency are typically formalized in a written interagency agreement called a Memorandum of Understanding (MOU) that outlines the purpose of the partnership and the fundamental responsibilities of each agency involved. The MOU establishes the framework in which the SRO program operates. A MOU specifies, at minimum, the following:

- Purpose of establishing the school–law enforcement partnership
- Roles and responsibilities of the school and the law enforcement agency
- General chain of command and channels of communication
- Schedule for updating and renewing the agreement

A more comprehensive MOU incorporates key district-level policies and procedures addressing the following:

- Partnership purpose and key goals and objectives
- Responsibilities of schools and of the law enforcement agency
- Duties of the school resource officer; hours; uniform
- Chain of command and avenues of communication
- Basic qualifications/training of school resource officer; method of assignment
- Requirements for reporting serious crimes
- Standard operating procedures (SOPs) for information sharing, investigation of crimes and interrogation, search and seizure, and arrest of students
- Procedure for handling critical incidents such as bomb threats, riots, and shootings
- Law enforcement access to education records
- Evaluation of the school resource officer
- Term of the MOU (time period) and schedule for review and renewal

Experience has shown that the process of developing the MOU and the operational procedures has great value in clarifying expectations and in anticipating and avoiding operational glitches during implementation. Both the MOU and operational procedures are *evolving documents.* Both will be refined over time. It is important that key law enforcement and school district representatives be authorized to periodically review and refine these documents as needed.

Step 3. Developing partnership relationships. Beyond commitments of school superintendents and chiefs/sheriffs, there is a need to enlist support and build understanding in the leadership ranks of both organizations. At minimum, this involves meetings for school administrators and for law enforcement supervisors that include the following:

- A clear explanation of the purposes and goals of the partnership
- A description of the basic operation of the school–law enforcement partnership
- Explanation of how the partnership fits into or modifies existing school and law enforcement operations
- Clear expectations of supervisory and administrative personnel in both organizations

Well-facilitated, joint meetings for school administrators and law enforcement supervisors can be particularly productive, providing opportunities for questions to be answered, concerns aired, and plans for initial implementation in schools to be completed.

When law enforcement officers are being assigned to schools, the immediate supervisor can either facilitate the success or ensure the failure of the SRO program. Orientation of the new supervisor should include not only written information on the purpose, philosophy, and operation of the school–law enforcement partnership, but also opportunities to visit and observe successful partnerships in action.

Step 4. Developing operational procedures. Whereas the MOU is the interagency agreement establishing the framework for the school–law enforcement partnership, the standard operational procedures for a school resource officer (SRO) program are typically developed by the law enforcement agency that employs the SRO with consultation from the school division. The procedures should address a broad range of operational issues. Examples of key operational areas and issues to be addressed in the procedures are offered below.

Conditions of employment and chain of command:
• Law enforcement agency has authority to hire, assign, and train SRO
• Law enforcement agency provides salary and employment benefits
• SRO is employee of the law enforcement agency and follows agency policies/procedures and chain of command
• SRO coordinates and communicates with principal/designee to which assigned
• School leadership is given a voice in assignment of SRO to ensure a "good fit" at the school

Duty hours and uniform:
• Duty hours are consistent with agency policy
• Arrival and departure times are established to provide coverage throughout the school day including peak arrival and departure times. For situations where a single SRO is shared by two or more schools, coordination between schools is necessary to provide maximum coverage for each school.
• After-hour duties may be performed but must be remunerated by the school or other sponsoring organization at a standard rate established by the law enforcement agency
• Time spent in court, attending interagency meetings, and investigating school-related crimes are within the scope of SRO duties and are considered duty hours
• SRO shall wear a regulation uniform during the assignment unless otherwise authorized for a specific purpose; the uniform is an important element in providing a visible deterrence to crime

Communications:
• SRO shall meet at least weekly with the principal for purposes of exchanging information about current crimes, problem areas, or other concerns that may cause disruption in the school or community
• SRO shall be advised of all investigations that involve students from his/her assigned school and other police activities related to the school
• The SRO supervisor shall meet at least once each semester with the school principal. Upon request, the school shall provide information to the department to assist in the personnel evaluation of the assigned SRO.

Police investigation and questioning:
• The SRO has authority to stop, question, interview, and take police action without prior authorization of the principal. The investigation and questioning of students during school hours and at school events shall be limited to situations where the investigation is related to the school or where delay might result in danger to any person or flight from the jurisdiction. The principal shall be notified as soon as practical of any significant enforcement events. The SRO shall coordinate activities to be in the best interests of the school and public safety.

Arrest:
- The arrest of a student or employee of the school with a warrant or petition should be coordinated through the principal and accomplished after school hours whenever practical
- Persons whose presence on school grounds has been restricted or forbidden or whose presence is in violation of the law shall be arrested for trespassing
- Arrest of students or staff during school hours or on school grounds shall be reported to the principal as soon as practical

Search and seizure:
- School officials may conduct searches of student's property and person under their jurisdiction when reasonable suspicion exists that the search will reveal evidence that the student has violated or is violating either the law or the rules of the school. The standard for the search is *reasonable suspicion.*
- Any search by a law enforcement officer shall be based on *probable cause* and, when required, a search warrant should be obtained. "Stop and frisk" will remain an option when there is reasonable suspicion that a criminal offense has been committed or may be committed. The SRO shall not become involved in administrative (school-related) searches unless specifically requested by the school to provide security or protection, or for the handling of contraband. At no time shall the SRO request that an administrative search be conducted for law enforcement purposes or have the administrator act as his/her agent.

Release of student information:
- State statutes also must be considered. Each agency group interested in establishing this type of network will need to identify state laws that govern the collection, use, and dissemination of juvenile records by juvenile justice and other juvenile-related agencies. Specifically, these laws will include but may not be limited to those governing law enforcement records, school records (a state-level codification of FERPA), juvenile court records (legal and social), child protective services and other youth-serving agency records, and mental health records (Slayton, 2000).

Step 5. Clarifying key issues. Serious problems that threaten the school–law enforcement partnership can occur if clarity and agreement are not achieved on the following issues:

Reporting crimes

Many states have laws requiring school officials to report certain offenses to law enforcement authorities. Interagency agreements governing the school–law enforcement partnerships should cite applicable state laws to clarify expectations and ensure compliance with reporting requirements. The importance of schools reporting criminal acts to law enforcement cannot be overstated: prompt and complete reporting is vital to the school–law enforcement partnership; there is no partnership when schools withhold such information or report it only selectively.

Criminal vs. disciplinary matters

An effective school–law enforcement partnership is characterized by clarity about the nature of violations that occur (conduct and/or criminal), respective law enforcement and administrator roles, and available sanctions that can be applied.

The first challenge is to establish clarity about what is a crime and what is a disciplinary matter—what requires law enforcement response and what requires only an administrative response. Fortunately, it is relatively easy to discriminate between many noncriminal behaviors that are appropriately handled through disciplinary action and many serious criminal acts that will be handled as crimes, subject to both disciplinary and legal action. It is those behaviors between the clearly noncriminal and the clearly criminal that demand agreement on the principles that will guide discretion. Important issues for consideration are raised by the following questions:

- Under what circumstances will bullying be labeled "assault" or "extortion" and result in criminal charges?
- Under what circumstances will fighting result in charges of assault and battery?
- When does a dispute over an allegedly borrowed jacket become a theft and result in a larceny charge?

Positive outcomes for students, for schools, and for school–law enforcement partnerships are far more likely when the law enforcement officers and school administrators who work together daily understand their respective roles and work together judiciously to apply available sanctions.

Of particular concern is the potential for schools to seek out law enforcement response as a solution to weak disciplinary policies or practices. This is a serious issue that requires examination and clear understandings between the school district and the law enforcement agency. At this point, experience has taught the following:

- Law enforcement officers are not school disciplinarians
- The officer's presence does not reduce the responsibility of teachers and of administrators to enforce school rules and the school district's student code of conduct
- Classroom management rests with the teacher
- Disciplinary responses remain the responsibility of school administrators
- The focus of law enforcement involvement in conduct matters is properly centered on incidents that involve a violation of law

Confusion has sometimes arisen in situations related to the handling of offenses committed by students with disabilities. Although the Individuals with Disabilities Education Act (IDEA) of 1997 constrains disciplinary penalties schools can use with such students, these provisions do not apply to law enforcement activities or to the imposition of legal penalties for criminal acts.

Effective school–law enforcement partnerships handle *all* incidents—whether violations of codes of conduct or violations of law—in a manner designed to ensure an appropriate, coordinated response and improve the likelihood of a desirable outcome for the school, the student, and public safety.

Collaborative SRO/principal relationships

The relationship of the principal and the SRO is a collaborative one. The collaborative relationship requires the SRO to function independently—*not* as another member of the school staff. Nonetheless, one of the ways SROs can be successful in their schools is to be included and treated as a member of the school team. This is reflected in subtle and not-so-subtle ways. Two examples illustrate the collaborative nature of the relationship:

Example 1. The SRO may, as part of his or her efforts to be visible, decide to regularly be present in the cafeteria area during lunch and the bus loading zones at the beginning and end of school. He or she is *not,* however, "assigned" to lunch duty or bus duty by the principal. The SRO, a trained public safety specialist, retains the authority for independent decisionmaking in carrying out duties.

Example 2. The principal or other administrator may report an incident that he or she believes is a violation of law. It is within the authority of the SRO, however, to determine whether law enforcement action is appropriate.

These and other situations that test boundaries of authority and discretion are best resolved when they are addressed directly in memoranda of understanding and operational procedures, reinforced by common sense and goodwill among partners.

Strategies To Create an Environment That Fosters Positive Interagency Relationships

There are many strategies for fostering positive interagency relationships. Experience has taught that the following are especially effective:

- It takes time to develop trust in relationships. Invest time so primary partners can spend time together developing trusting relationships, affirming shared "ownership" for school safety, and developing their shared vision.
- Clearly communicate to staff members the purpose of the partnership and how it fits within the current relationships and practices. This helps people in both organizations understand what is happening and how it relates to them. Develop written materials describing the partnership, its purpose, and primary activities.
- Remember that the partnership is a process, not an event. Mistakes may occur but can be overcome when there is commitment to achieving the shared vision.

These strategies are important to maintaining ongoing support for the partnership:

- The superintendent of schools and police chief/sheriff continue to actively express support and positive expectations for the partnership in clearly visible terms such as appearing jointly at meetings of community groups, citizen advisory councils, and staff meetings.
- Make time to formally review the interagency memorandum of understanding and operational procedures on an at least an annual basis—even when "things are going fine" and other matters appear to be more pressing. The process of review will acknowledge successes, uncover issues that can be clarified or resolved before a problem occurs, and reaffirm interagency commitments.

SECTION 3
IMPLEMENTATION OF THE SCHOOL–LAW ENFORCEMENT PARTNERSHIP

For school–law enforcement partnerships, schools are the place where "the rubber meets the road." Although interagency commitments and related policies and procedures that establish the partnership framework are typically developed at higher levels of the two organizations, the day-to-day implementation of the school–law enforcement partnership takes place primarily in schools between individual law enforcement officers and individual school administrators. This section focuses on steps in actually implementing school–law enforcement partnerships in schools. Included are descriptions of the roles of law enforcement in schools with examples of many strategies used to make schools safer and more effective.

The School "Community"

An important understanding in implementing school–law enforcement partnerships is that schools are communities within communities. Beyond students, teachers, and administrators, there are a variety of specialists and support personnel who also are "citizens" of the school community. These are some key groups and some examples of their roles in school–law enforcement partnerships:

Table 4: Key Groups in School–Law Enforcement Partnerships

Key Groups	Partnership Roles
District leadership: Superintendent and district-level administrators	Their support is critical. Agreement between the superintendent and police chief/sheriff establishes the framework for partnership. They are key to districtwide policy change.
Building leadership: Principal, assistant principals	On a day-to-day basis, principals carry primary responsibility for school building operations including implementing student conduct policies and procedures.
Instructional staff: Department heads, faculty, instructional assistants	Focus primarily on the teaching and learning. Often very knowledgeable about individual students and student groups. Their support for partnership efforts is critical.
Specialists: Guidance counselors, school nurse, school social worker, school psychologist	Focus largely, although not exclusively, on high-risk students. They are key to developing intervention strategies for individual students.
Operations staff: Custodian, maintenance and cafeteria personnel, bus drivers	Knowledgeable about the school's physical plant and operation; often in a position to observe important student interaction. Sometimes overlooked, they need to be involved in partnership activities.
Students	Provide excellent information for problem analysis and developing solutions.
Parents	Provide valuable perspectives; important to continuing political support for partnerships.
Local businesses and civic groups	Often strongly invested in schools, they can provide valuable perspectives and financial and/or political support.

Strategies for Fostering the School–Law Enforcement Partnership in Schools

Establishing relationships
It is essential for the assigned law enforcement officer and the principal to have an opportunity to meet in advance of the officer's first day "on duty." The agenda of initial meetings should include:
- Review of the Memorandum of Understanding and operational procedures
- Discussion of the specifics of how the SRO program will operate in the particular school

This initial orientation represents the beginning of an ongoing process in which the SRO develops a clearer understanding of how the school operates and the principal develops a deeper understanding of how the law enforcement agency operates. **Discussions of program philosophy and operational strategies are critically important in the early stages of program development.**

Time invested in orientation at the beginning stage greatly enhances development of the type of collaborative relationship and the shared ownership characteristic of effective partnerships.

Meeting teachers and other school staff
Teachers and other school staff members typically return to school a week or two before students arrive. This is an excellent opportunity for the SRO to be introduced, to give a brief presentation on the role of the SRO, and to talk informally with staff members.

Meeting students
Building positive relationships with students is another strategy that helps SROs succeed. Some SROs encourage student involvement in a problem-solving model known as SARA, which stands for Scanning, Analysis, Response, and Assessment. (See sidebar, Page 28, for a more detailed discussion of the SARA model.)

Location, location, location
Where the SRO is housed in a particular school tends to be a function of space availability, layout of the school, working relationships with administrators, and convenience. Many SROs have found that proximity to the principal or administrative staff is an important factor in SRO program efficiency and effectiveness. Other SROs have found that because they are typically "out and about" the school campus, maintaining a high level of visibility and rarely in an office, the actual location of their "office" is less important than accessibility to school administrators, records, telephones, and an appropriate space to interview students. If the SRO's office is located away from the main administrative office, it is critical that the SRO be integrated into the school's communication system. The SRO's area should be equipped with a locked storage area for securing contraband recovered in the school by the SRO or by school staff.

A Timetable for Successful Relationships

First day of school—introduce the SRO to the entire student body.

First weeks of school—schedule introductions of the SRO to all students in classroom settings. The SRO should be highly visible, actively engaging in informal discussions with students and staff and taking advantage of every opportunity to explain the SRO role.

First months of school—conduct brief presentations on the role of the SRO to students in the classroom setting.

First year of school—SRO should conduct brief presentations on the role of the SRO to parents at PTA/PTO meetings, to any community advisory councils which may exist, and to professional groups associated with the school.

In subsequent years—establish opportunities for new students and staff members to meet the SRO and to be oriented to the SRO program.

Communication, communication, communication

The importance of good communications between the officer and the administration of the school cannot be overemphasized.

Some strategies to promote effective ongoing communication include:

- Hold 10- to 15-minute conferences daily with the school principal and administrators to keep them abreast of police-related matters and to receive input and related information
- Meet weekly to discuss operational issues and to plan and monitor larger school safety activities
- Place the officer on the school's distribution list for all memoranda and other notices
- Do not overlook the value of information communication between the SRO and administrators as they go about their daily activities

Table 5: Components of Successful School–Law Partnerships

A School–Law Enforcement Partnership Requires:	A Partnership Requires the SRO To:
• Positive relationships with the school administrators, faculty, support staff, students, and parents	• Learn the service needs and demands in the school
• Community involvement in developing more effective strategies to control and prevent school crime, violence, and disruptive behavior	• Devise ways to manage information gleaned from various sources, including administrators, teachers, students, parents, and school and law enforcement records
• Shared approaches and pooled resources to address concerns	• Learn how to identify patterns of crime and disorder problems, and distinguish them from incidents
• Shared responsibility for crafting workable solutions to problems that detract from school safety and security	• Develop plans collaboratively with members of the school community to address crime and disorder problems
	• Work with the school to assess the results of these efforts

Partnerships at Work: The SARA Model

Many school–law enforcement partnerships employ the SARA model of problem solving. The model consists of a four-step process involving Scanning, Analysis, Response, and Assessment (SARA). Described below are examples of how SARA can be applied in a school setting.

Scanning. Scanning involves identifying clusters of similar, related, or recurring incidents through a preliminary review of information, and the selection of this crime/disorder problem, among competing priorities, for future examination. There are a variety of ways to identify crime and disorder problems in schools. Effective in-school methods include:
- Interviews with building administrators
- Review of disciplinary data from current and previous school years
- Surveys of teachers and other instructional staff, including those who work most closely with problem students (e.g., counselors, school social workers, school psychologists, school nurses)
- Interviews with custodial and cafeteria staff and bus drivers
- Student surveys
- Interviews with parents and other citizens, including nearby business and property owners

Analysis. Analysis involves determining why a problem is occurring, who is responsible, who is affected, where the problem is located, when it occurs, and what form the problem takes. Analysis requires identifying patterns and explaining the conditions that facilitate the crime or disorder problem.

The crime triangle (Figure 1) offers a way to understand and visualize crime problems. Three factors must be present for a crime to occur: an offender, a victim, and a location.

Figure 1: Crime Triangle

Offender   Victim
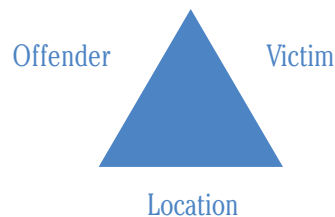
Location

Without any one of these three elements, no crime will occur. If someone walks down a dark alley, but no "bad guy" is around, no crime will occur. If it takes a *combination of victim, offender, and location* for a crime to occur, then disconnecting the links will prevent a crime from occurring.

A basic framework for analysis involves answering questions about the victim(s), the location(s), and the offender(s):

Victim(s):
- Who were the victims (age, race, gender, grade level)?
- In what classes and activities does the student victim participate?
- With whom does the student associate?
- What was the nature of the crime, and what time of day did it occur?
- Has this student been a victim before?
- What were the circumstances of the previous incident(s)?
- Is the same crime being committed against other students?
- What has been effective in deterring such incidents?
- What is the relationship of the victim(s) to the offender(s)?

Location:
- Where did the crime occur?
- Have other crimes occurred in this place? If so, at what time(s) did the crimes occur?
- How safe or unsafe do students consider this location to be?
- How visible is this location?
- What is the schedule of adult supervision of this location?

Offender(s):
- What were the methods used to commit the crime?
- How did the offender select his/her victim(s)?
- What benefits did the offender derive from the crime?
- What is the relationship of the offender(s) to the victim(s)—same classes, activities, bus, proximity of homes, history?
- What is the relationship of the offender(s)' friends/siblings to the victims' friends/siblings?

Response. Response involves developing effective, long-term solutions that are tailored to causal factors. This involves reviewing the findings about victim, location, and offender and developing creative solutions that address at least two sides of the triangle by (1) preventing future occurrences by deflecting offenders; (2) protecting likely victims; or (3) making crime locations less conducive to problem behaviors.

There is a tendency to use traditional policing responses such as increasing patrols in problem areas. Creative responses go beyond responses that rely exclusively on the police. A community policing response engages a variety of strategies. For example, response to incidents of extortion occurring in the bus loading area would go beyond increasing the visibility of the SRO in that area (although that strategy would likely be employed), to include:

- Increasing adult supervision (by staff or parent volunteers)
- Establishing a confidential reporting system for victims
- Conducting classroom activities to heighten student awareness and teach students strategies to reduce the likelihood of being a victim
- Creating a climate of intolerance for bullying through policies, staff and parent training, and classroom activities
- Vigorous application of both disciplinary and legal responses to incidents of extortion

Responses are designed to have a long-term effect on the problem, and do not require commitments of police time and resources that are not sustainable over the long term.

Assessment. Assessment is the measurement of the impact(s) of the responses on the targeted crime/disorder problem using information collected from multiple sources, both before and after the responses have been implemented.

Measures of effectiveness in the school setting are similar to those identified by Stephens (1995) and include the following:

- Reduction in the particular crimes and related disciplinary incidents
- Reduction in student and staff fears related to the problem
- Improvement in indicators of school effectiveness, including:
    - > Improved school climate
    - > Improved attendance rate/reduction in truancy
    - > Increased rate of student success as measured by fewer dropouts, higher rate of course completion, or graduation
    - > Improved scores on achievement tests
    - > Improved community views of the school
    - > Improved student, staff, and parent satisfaction with the handling of crime and disorder in or associated with the school

Key Roles of Law Enforcement Officers in Schools

Law enforcement officers play a variety of roles in schools. At this stage in the evolution of school resource officer programming, with its strong orientation toward community policing, three roles appear to dominate:

- Law enforcement officer/public safety specialist
- Problem solver/resource liaison
- Law-related educator

School resource officers are, first of all, sworn law enforcement officers. Their central mission is to keep order on campus with the legal authority to arrest, if necessary. Once order is restored, however, other roles as problem solver/community liaison and as law-related educator become the ones more typically played on a day-to-day basis.

1. Law enforcement officer/public safety specialist role

As sworn law enforcement officers, SROs assume a leadership role in law enforcement and public safety matters in schools. Specific operational procedures related to investigation, searches, and arrests should be clearly set forth in written procedures. The law enforcement role can be effective when the officer assigned to a school:

- Assumes primary responsibility for handling all calls for service from the school and coordinates the response of other police resources to the school
- Serves as a liaison between the school and the police and to provide information to students and school personnel about law enforcement matters
- Is advised of all situations where other units within the law enforcement agency have provided services to the school
- Provides information to the appropriate investigative units of crimes or leads that come to the attention of the officer
- Is kept advised of all investigations by other units that involve students from his/her assigned school

Crisis management and critical-incident response

In the aftermath of school shootings and more recent concerns about terrorism, school–law enforcement partnerships in the area of crisis management and critical-incident response have taken on new importance. Beyond responding to calls for service, the law enforcement officer brings to the school setting the expertise of a public safety specialist. The law enforcement officer is likely to serve as a first responder in the event of critical incidents such as serious accidents, fires, explosions, shootings, and other life-threatening events. When critical incidents occur, schools become crime scenes. Advance planning for managing crises, including an incident-response system, can allow for smooth transfer of leadership from school personnel to law enforcement.

Strategies that may be effective:

- Include law enforcement on the school's crisis management team
- Develop protocols for the handling of specific types of emergencies
- Practice protocols regularly using tabletop exercises and mock evacuations and lockdowns, then critique performance and refine protocols as needed
- Develop emergency-response plans with other emergency responders, such as the fire department and other emergency services agencies

2. Problem solver/resource liaison role

Problem solving is a fundamental element of community policing. In a neighborhood setting, for example, making the environment inhospitable to drug dealers may involve not only the law enforcement agency but also the coordinated efforts of local departments of zoning, environmental health, sanitation, and traffic engineering. In the school setting, problem solving to address identified concerns may involve coordinated efforts by administrators, teachers, students, parents, in-school intervention programs, and community-based resources. The following are examples of problems addressed through school–law enforcement partnerships:

Table 6: Examples of Problems Effectively Addressed by SROs

Problems	Strategies
Larcenies in parking area	Limit access to property; develop enforceable parking policy; increase parking area patrol; involve students in reporting suspicious activities. *Result:* Larcenies cease.
Fights in cafeteria	Increase SRO presence throughout lunch periods; adjust schedule and patterns of entry/exit from food line. *Result:* Fights and disruptive behavior decline dramatically.
Illegal parking on roadway and nearby business lots	Post "No Parking" signs; collaborate with business owners to post notices; enforce ticketing and towing. *Result:* Incidents cease.
Larcenies from boys' locker room	Increase frequency of patrol during time period larcenies are occurring; install temporary surveillance camera. *Result:* Larcenies cease.
Graffiti/vandalism at school	Give classroom presentations about penalties or requirements for restitution; increase awareness of students and of parents; establish crime line and SRO Web site to receive tips. *Result:* Incidents cease.
Smoking (likely drug dealing) in woods behind school before/after school	Increase surveillance of area; work with property owner to post "no trespassing" signs; enforce trespassing violations. *Result:* Incidents cease in that locale.

Informal but important problem solving

Once officers have established trusting relationships with students, staff, and parents, they are frequently called on to assist in resolving problems that may not be violations of law but, if left unresolved, are likely to result in or contribute to criminal incidents. These include problems in boyfriend/girlfriend relationships and the types of "he said, she said" conflicts that can easily escalate into violence and violations of law.

Helping resolve these problems frequently requires the officer to function as a resource liaison, referring parties to resources and services either within the school or the community. This role often involves collaboration with the school's student services specialists (guidance counselors, school social workers, and school psychologists) and with community-based youth- and family-serving agencies and organizations.

In particular, SROs should build relationships with juvenile justice counselors, who are responsible for supervising delinquent juveniles, connecting them with needed services, and making recommendations about diversion. In some communities, increasing numbers of SROs have led to an increase in number of students sent into the juvenile justice system. Regular communication between the SRO and juvenile justice will help foster strong relationships and better sharing of information between the two agencies.

3. Law-related educator role

Law-related education (LRE) is designed to teach students the fundamental principles and skills needed to become responsible citizens in a democracy. As law-related educators, SROs draw on their expertise about the law and their law enforcement experiences. Because they are representatives of the law, they are in a particularly effective position to communicate to students the consequences of unacceptable behavior.

In addition to a more formal law-related education program, law enforcement officers can serve as a valuable resource for classroom presentations that complement the school's curriculum. Examples of topics on which law enforcement officers might speak include:

Classes	Topics
Career Development	Law Enforcement as a Career
History	History of Law Enforcement in the State/City/County
Photography	Crime Scene Photography
Health	Alcohol and Drug Awareness
Sociology	Gang Awareness
Science/Biology/Chemistry	Forensic Evidence
Physics	Ballistics

Other topics for law enforcement educational activities with students, faculty, and parents:
- Personal Safety
- Stranger Awareness
- Shoplifting
- Babysitting Safety
- Vandalism
- Bicycle Safety
- Driver Safety
- Pedestrian Safety
- Home Safety and Security
- Date Rape
- Sexual Abuse

Classroom presentations expose the SRO to a broad range of students compared to law enforcement duties that typically involve a very small number of students. An unanticipated but very real benefit of conducting educational activities is that the interaction with students serves to reduce stereotypical views of police officers and provides a more positive preventive approach to juvenile crime reduction within the community.

Other law enforcement roles in schools

Being a positive role model is a more subtle and unofficial, yet potentially very powerful, role that law enforcement officers play in schools. It is in the less formal interactions that students often seek approval, direction, and guidance about problems. Adolescents are at a formative stage of development and can be strongly influenced by the messages—both spoken and unspoken—that they receive. Law enforcement officers can best serve as positive role models by:

- Setting limits—Being clear about what is acceptable and what is not; letting students know the consequences of unacceptable behavior and the rewards of acceptable behavior
- Setting an example—Demonstrating how to handle stress, resolve conflicts, celebrate successes, and be a friend
- Being honest—Providing accurate information about risks and demonstrating how to express thoughts and feelings in a mature, straightforward manner
- Being consistent—Applying rules and regulations with students, staff, and parents
- Encouraging responsibility—Helping youth think through options and consequences of decisions, set personal goals, and develop plans to make desired changes
- Showing respect—Treating students with respect; expressing high expectations for them
- Providing resources—The word "resource" in the SRO title should not be overlooked; SROs can serve as crime prevention information resources to the entire school community

Law-Related Education
Law-related education (LRE) is designed to teach students the fundamental principles and skills needed to become responsible citizens in a democracy. Programs are characterized by relevant, interesting course materials; the extensive use of representatives from the justice system; field experiences (community service projects, court tours, police ride-alongs, internships, etc.); participatory classroom teaching methods; and cocurricular activities (mock trials and other public performances).

Partnership Roles in Key School Safety Issues

Bomb threats

Bomb threats are a significant problem to schools throughout the United States. Although more than 90 percent of bomb threats turn out to be hoaxes, schools must take each threat seriously because of the real potential for death and serious injury. School–law enforcement partnerships can be particularly effective in deterring such threats.

The school–law enforcement partnership works collaboratively to develop procedures to be used when bomb threat calls are received. These procedures might include:

- Use of a bomb threat report/checklist posted by all telephones to record what the caller says and gather other related information
- Procedure for notifying the police
- Criteria for determining whether to evacuate
- Procedures for safely evacuating the building(s)
- Criteria for determining where to search
- Procedures for conducting a search
- Procedures for securing any crime scene as necessary

Strategies that discourage bomb threats:
- Do not release students, but relocate them onto buses or into other facilities while the search is conducted
- Require lost time to be made up on weekends or at the end of the school year
- Pursue criminal charges and vigorous prosecution of those placing such calls

Truancy

Truancy is a natural focus for school–law enforcement partnerships. Truancy is a violation of law and has also been found to be associated with higher daytime crime rates (particularly vandalism and burglary) and with business losses due to youth who "hang out" and/or shoplift during the day. It has been clearly identified as one of the early warning signs that youth are headed for potential delinquent activity, social isolation, and/or educational failure. The longer-term impact of truancy includes a less educated workforce, welfare, unemployment, and other social services costs.

The *Manual To Combat Truancy* recommends close linkages between schools and local police, probation officers, and juvenile and family court officials to enforce school attendance policies. As part of a comprehensive anti-truancy initiative, police sweeps of neighborhoods in which truant youth are often found can prove dramatically effective. In Newport News, Virginia, Partners in Truancy Prevention involves a police–principal partnership. Principals, assistant principals, or counselors join officers in patrolling the city between 10 a.m. and 2 p.m. on school days to locate truant youth and return them to their schools. The schools all agree to have a key staff member receive any truants and to assess the appropriate intervention immediately. The school and law enforcement personnel get to know each other better; fewer youths roam the streets during school hours; and attendance is up.

Weapons

Weapons are another key focus of school–law enforcement partnerships. When violations occur, including violation of zero-tolerance policies, laws must be enforced and school policies followed to result in both disciplinary and legal consequences. Developing and enforcing student dress codes, requiring students to put outerwear in lockers during school hours, and using mesh or transparent book bags are all strategies to reduce opportunities to conceal weapons and other contraband.

When there was a dramatic increase in weapons found on its school campuses in Bibb County, Georgia, the local board of education formed a school safety task force that included school district police officers, city police officers, school employees, parents, students, and area residents. Rather than tackle the signs of violence piecemeal, the task force developed a comprehensive community policing plan that included a variety of both prevention and intervention measures, such as educational programs, posters, signs, videos, random classroom searches, locker searches, and use of a gun detection dog. Results were remarkable: During four years, the district saw a 70 percent reduction in student weapons violations and an 83 percent drop in the overall incident rate.

Drug dealing or use on school grounds

Just as with weapons, when drug violations occur, school–law enforcement partnerships must enforce laws as well as policies to result in both disciplinary and legal consequences. An inexpensive but effective strategy is to deny students permission to leave school for lunch and other nonschool-related business. The strategy reduces access to drugs and alcohol obtained off campus and, additionally, reduces conflicts that start off campus from entering the school.

Other areas of concern

Vandalism, gangs, threats, and bullying are all issues that can harm the school climate and interfere with learning. School–law enforcement partnerships can work together to analyze school data and track whether any new concerns need to be addressed.

Evaluating school–law enforcement partnerships

An important but often overlooked element in establishing the school–law enforcement partnership is putting in place a system for evaluation. There are three general areas to evaluate: personnel performance, activities implementation, and results.

Personnel performance focuses on the performance of the law enforcement officer assigned to a school-based partnership. Standard law enforcement personnel evaluation forms may prove to be ill suited for evaluation of these officers because of the qualitatively different activities they perform. A modified or supplementary evaluation form should reflect the officer's job description and include performance criteria specific to the school-based officer's duties. Input from school administrators is often solicited as part of SRO personnel performance reviews.

Activities implementation focuses on periodic reporting of activities undertaken including investigations and arrests, school safety planning, strategies implemented to solve identified problems in the school setting, crime prevention activities, and law-related educational activities. Again, standard agency reporting forms may not adequately reflect school-based law enforcement activities; a modified or supplementary reporting form should reflect priorities established by the partnership. Evaluation focused on implementation tells stakeholders how well a program is received and whether it is operating as intended.

Results evaluation assesses whether the partnership is effective in reducing crime, violence, and disruptive behavior; whether fear of crime and violence is reduced; and whether school climate is improved. Results are reflected in reductions in the particular crimes and related disciplinary incidents; reduction in student and staff fear; improvements in indicators of school effectiveness such as improved school climate, improved attendance rate/reduction in truancy, fewer dropouts, higher rates of graduation, improved scores on achievement tests, or improved community views of the school; and improved student, staff, and parent satisfaction with the handling of crime and disorder in or associated with the school.

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Kelling, G.L., & Moore, M.H. (1986). From political to reform to community: The evolving strategy of police. In J.R. Greene and S.D. Mastrofski (Eds.), *Community policing: Rhetoric or reality.* New York, NY: Praeger.

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U.S. Department of Justice. (1994). *Understanding community policing: A framework for action.* Washington, DC: U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance.

RESOURCES

The SafetyZone

www.safetyzone.org

The SafetyZone, a project of the Northwest Regional Educational Laboratory's Comprehensive Center, Region X, provides technical assistance related to school safety and violence prevention. The center also provides information and a variety of resources, as it tracks the latest research about possible causes of violence and the best practices that foster resilient youth and promote safe and productive schools and communities.

> 101 S.W. Main St., Ste. 500
> Portland, OR 97204
> Phone: 1-800-268-2275 or (503) 275-0131
> Fax: (503) 275-0444
> E-mail: safeschools@nwrel.org

Northwest Regional Educational Laboratory (NWREL)

www.nwrel.org

NWREL is the parent organization of the SafetyZone, a project of the Northwest Regional Educational Laboratory's Comprehensive Center, Region X. It provides information about coordination and consolidation of federal educational programs and general school improvement to meet the needs of special populations of children and youth, particularly those programs operated in the Northwest region, through the U.S. Department of Education. The Web site has an extensive online library containing articles, publications, and multimedia resources. It also has a list of other agencies and advocacy groups that addresses issues pertaining to, among other things, school safety issues as well as alcohol and drug abuse.

> 101 S.W. Main St., Ste. 500
> Portland, OR 97204
> Phone: (503) 275-9500
> E-mail: info@nwrel.org

Community Policing Consortium

www.communitypolicing.org

The Community Policing Consortium is a partnership of five of the leading police organizations in the United States. The consortium's primary mission is to deliver community policing training and technical assistance to police departments and sheriff's offices that are designated community-oriented policing services (COPS) grantees. Training sessions are held at the state, regional, and local levels. Extensive information on community policing is available on the Web site.

> 1726 M St., N.W., #801
> Washington, DC 20036
> Phone: (202) 833-3305
> Fax: (202) 833-9295

Constitutional Rights Foundation (CRF)

www.crf-usa.org

CRF offers programs and develops materials on law-related and civic education. CRF's programs include History Day in California, the California State Mock Trial, and Youth for Justice. Its interactive, low-cost materials promote critical thinking. *Bill of Rights in Action, Network,* and *Sports and the Law* are curricular newsletters mailed free of charge to U.S. educators. CRF's Web site contains an online publications catalog, ready-to-use lessons, complete program information, and other valuable educational resources.

    601 S. Kingsley Dr.
    Los Angeles, CA 90005
    Phone: (213) 487-5590
    Fax: (213) 386-0459

Family Policy Compliance Office (FPCO)

www.ed.gov/offices/OM/fpco/index.html

The office's Web site offers information on Family Educational Rights and Privacy Act (FERPA) and the Protection of Pupil Rights Amendment (PPRA).

    U.S. Department of Education
    400 Maryland Ave., S.W.
    Washington, DC 20202-4605

Hamilton Fish Institute

www.hamfish.org

Founded with the assistance of Congress in 1997, the institute serves as a national resource to test the effectiveness of school violence prevention methods. It is the goal of the institute to determine what works and what programs can be replicated to reduce school violence.

    2121 K St., N.W., Ste. 200
    Washington, DC 20037-1830
    Phone: (202) 496-2200
    Fax: (202) 496-6244

National Association of School Resource Officers (NASRO)

www.nasro.org

NASRO is a nonprofit organization made up of school-based law enforcement officers and school administrators. The association serves as a training organization for school-based police and district personnel and sponsors an annual conference each summer. Membership is open to school-based police and school administration.

    P.O. Box 40
    Boynton Beach, FL 33425-0040
    Phone: 1-888-31 NASRO or (561) 736-1736

National Association of School Security and Law Enforcement Officers (NASSLEO)

www.nassleo.org

NASSLEO is a nonprofit organization dedicated to ensuring safe learning environments where rules are fairly enforced for all. It provides national leadership in the effort to curb violence, drugs, gangs, weapons, vandalism, and other threats to school safety and security.

    P.O. Box 25884
    Richmond, VA 25884-5884
    Phone: (804) 780-8550
    Fax: (804) 780-4379
    E-mail: info@nassleo.org

National Crime Prevention Council
www.ncpc.org
NCPC is a national, nonprofit educational organization. Its mission is to enable people to create safer and more caring communities by addressing the causes of crime and violence and reducing the opportunities for crime to occur.

> 1000 Connecticut Ave., N.W., 13th Fl.
> Washington, DC 20036
> Phone: (202) 466-6272
> Fax: (202) 296-1356

National Law-Related Education Resource Center (NLRC)
www.abanet.org/publiced/resources/home.html
The American Bar Association's Public Education Division created the NLRC in 1991 to collect and disseminate information on law-related education (LRE) programs and resources, substantive legal topics, funding sources, and teacher and resource leader training opportunities.

> ABA Division for Public Education
> 541 N. Fairbanks Ct.
> Chicago, IL 60611-3314
> E-mail: abapubed@abanet.org

Office of Community Oriented Policing Services (COPS)
www.cops.usdoj.gov
COPS is the federal office responsible for advancing community policing; it is promoting community policing through a variety of grant programs and other initiatives. The COPS in Schools grant program is designed to help local law enforcement agencies fund the hiring of community policing officers to work in schools.

> U.S. Department of Justice
> 1100 Vermont Ave., N.W.
> Washington, DC 20530
> Phone: (202) 514-2058

Office of Juvenile Justice and Delinquency Prevention (OJJDP)
http://ojjdp.ncjrs.org
OJJDP's mission is to provide national leadership, coordination, and resources to develop, implement, and support effective methods to prevent juvenile victimization and respond appropriately to juvenile delinquency. This is accomplished through prevention programs and a juvenile justice system that protects the public safety, holds juvenile offenders accountable, and provides treatment and rehabilitative services based on the needs of each individual juvenile.

> U.S. Department of Justice
> 800 K St., N.W.
> Washington, DC 20531
> Phone: (202) 307-5911
> Fax: (202) 307-2093

Safe and Drug-Free Schools Programs
www.ed.gov/offices/OESE/SDFS
The Safe and Drug-Free Schools Program is the federal government's primary vehicle for reducing drug, alcohol, and tobacco use, and violence, through education and prevention activities in our nation's schools. Web site has information on exemplary and promising programs and key publications on drug and violence prevention, including school safety.

    U.S. Department of Education
    600 Independence Ave., S.W., #604 Portals
    Washington, DC 20202-6123
    Phone: (202) 260-3954

Street Law, Inc.
www.streetlaw.org
Street Law is a nonprofit organization dedicated to empowering people through law-related education (LRE). LRE is a unique blend of substance and instructional strategies. People learn substantive information about law, democracy, and human rights through strategies that promote problem solving, critical thinking, cooperative learning, improved communication skills, and the ability to participate effectively in society.

    1600 K St., N.W., #602
    Washington, DC 20006
    Phone: (202) 293-0088
    Fax: (202) 293-0089

Teens, Crime, and the Community
www.nationaltcc.org
This national program involves teens in crime prevention to create safer, more caring communities youth by youth.

    National Crime Prevention Council
    1000 Connecticut Ave., N.W., 13th Fl.
    Washington, DC 20036
    Phone: (202) 466-6272, x161
    Fax: (202) 296-1356

Additional Readings

Arnette, J., & Walsleben, M.C. (1998, April). Combating fear and restoring safety in schools. *Juvenile Justice Bulletin.* Retrieved November 1, 2002, at www.ojjdp.ncjrs.org/pubs/violvict.html#167888

Atkinson, A.J. (2000). *The successful school resource officer program: Building effective school and law enforcement partnerships.* Richmond, VA: Greystone.

   A comprehensive guide for establishing school resource officer (SRO) programs. Includes chapters on community policing in schools, SRO roles and responsibilities, understanding the school environment, working with adolescents, the SRO and school safety, and evaluating the SRO program.

Baker, M.L., Sigmon, J.N., & Nugent, M.E. (2001, September). Truancy reduction: Keeping students in school. *Juvenile Justice Bulletin.* Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention. Retrieved November 1, 2002, at http://ojjdp.ncjrs.org/pubs/delinqsum.html#188947

   Highlights major research findings regarding the problem of truancy and illustrates why communities should work to prevent and reduce its incidence. Chronic truancy has long been identified as a key predictor for negative outcomes in education, employment, and social success. Truancy has been linked to serious delinquent activity in youth and to significant negative behavior and characteristics in adults, including substance abuse, gang activity, burglary, auto theft, and vandalism. Discusses two programs—Abolish Chronic Truancy (ACT) Now and OJJDP's Truancy Reduction Demonstration Program—that have worked to intervene with chronic truants, address the root causes of truancy, and stop youth's progression from truancy into more serious and violent behaviors.

Dwyer, K., Osher, D., & Warger, C. (1998). *Early warning, timely response: A guide to safe schools.* Washington, DC: U.S. Department of Education. Retrieved November 1, 2002, at www.ed.gov/offices/OSERS/OSEP/Products/earlywrn.html

   Offers research-based practices designed to assist school communities identify these warning signs early and develop prevention, intervention, and crisis response plans.

Ericson, N. (2001, June). *Addressing the problem of juvenile bullying* [OJJDP Fact Sheet 200127]. Washington, DC: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention. Retrieved November 1, 2002, at www.ncjrs.org/pdffiles1/ojjdp/fs200127.pdf

   Discusses juvenile bullying, a form of violence among children that has come under intense scrutiny amid reports that it may have been a contributing factor in recent school shootings and that it may be related to other forms of juvenile violence. Defines bullying, noting that it can take three forms: physical, verbal, and psychological. Summarizes findings of a report by the National Institute of Child Health and Human Development (NICHD) on the long- and short-term effects of bullying. Discusses the Bullying Prevention Program, an initiative designed to reduce bullying by intervening at the school, classroom, and individual levels.

Green, M.W. (1999). *The appropriate and effective use of security technologies in U.S. schools: Guide for schools and law enforcement agencies.* Washington, DC: U.S. Department of Justice, Office of Justice Programs, National Institute of Justice. Retrieved November 1, 2002, at www.ncjrs.org/school/178265.pdf

Kenney, D.J., & Watson, S. (1999). *Crime in the schools: Reducing conflict with student problem solving* [Research in Brief series]. Washington, DC: U.S. Department of Justice, National Institute of Justice. Retrieved November 1, 2002, at www.ojp.usdoj.gov/nij/pubs-sum/177618.htm

   Discusses an investigation of a student-based problem-solving model for reducing crime in the nation's schools. Results of this study indicate that a guided group process can reduce school crime and improve the overall school climate. However, most of the conflicts uncovered during this project concerned everyday school interactions rather than gangs, drugs, and armed agitators.

Milkovich, M.C. (n.d.) *Managing bomb threats for school administrators.* Commack, NY: The American Academy of Experts in Traumatic Stress. Retrieved August 8, 2002, from www.aaets.org/arts/art99.htm

O'Toole, M.E. (2000). *The school shooter: A threat assessment.* Washington, DC: U.S. Federal Bureau of Investigation. Retrieved November 1, 2002, at www.fbi.gov/publications/school/school2.pdf

   Report presents a model procedure for threat assessment and intervention, including a chapter on key indicators that should be regarded as warning signs in evaluating threats.

Rinehart, T.A., Laszlo, A.T., & Briscoe, G.O. (2001). *Collaboration toolkit: How to build, fix, and sustain productive partnerships.* Washington, DC: U.S. Department of Justice, Office of Community Oriented Policing Services. Retrieved November 1, 2002l, at www.cops.usdoj.gov/Default.asp?Item=344

   Provides practical guidance to law enforcement agencies as they develop and sustain partnerships that support community policing. Outlines the components of successful community-based collaborations, and details effective action steps and practical exercises for achieving a shared vision between law enforcement and their community partners.

Scott, M.S. (2000). *Problem-oriented policing: Reflections on the first 20.* Washington, DC: U.S. Department of Justice, Office of Community Oriented Policing Services. Retrieved November 1, 2002, at www.cops.usdoj.gov/Default.asp?Item=311

   Assesses the current state of problem-oriented policing (POP), revisits the fundamental principles of Herman Goldstein's problem-oriented policing framework, and reports on the successes and distortions in implementing POP.

Trump, K.S. (2001). *2001 NASRO school resource officer survey.* Boynton Beach, FL: National Association of School Resource Officers. Retrieved November 1, 2002, at www.nasro.org

   The first large-scale professional industry survey of school resource officers (SROs), sponsored by the National Association of School Resource Officers. Provides data on officer demographics, SRO program design and operations, and SRO program impact and perceptions.

U.S. Department of Education & U.S. Department of Justice. (1996, July). *Manual to combat truancy.* Washington, DC: Authors. Retrieved August 8, 2002, from www.ed.gov/pubs/Truancy

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Varano, R., & Bezdikian, V. (2001, September). *Addressing school-related crime and disorder: Interim lessons from school-based problem-solving projects. COPS innovations.* Washington, DC: U.S. Department of Justice, Office of Community Oriented Policing Services. Retrieved November 1, 2002, at www.cops.usdoj.gov

Virginia Department of Criminal Justice Services, Crime Prevention Center. (2000). *Second annual evaluation of DCJS funded school resource officer programs, fiscal year 1999–2000.* Richmond, VA: Author. Retrieved November 1, 2002, at www.vaschoolsafety.com/sro/index.htm

   Report provides a look at a statewide evaluation of grant-funded SRO programs in Virginia. Examines the scope and nature of school crime, SRO activities to prevent/reduce crime, and student/staff perceptions of SRO programming.

The Problem-Oriented Guide for Police Series

This series consists of problem-oriented guidebooks and a companion guidebook to assessing and measuring response strategies. The series provides law enforcement with problem-specific questions to assist in identifying potential factors and underlying causes of specific problems, identifies known responses to each problem, and provides potential measures to assess the effectiveness of problem-solving efforts. As of summer 2002, 19 guidebooks were available including Graffiti and Bullying in Schools. All are available online at www.cops.usdoj.gov/pdf/e05021544.pdf

Graffiti: Addresses effective responses to the problem of graffiti—the wide range of markings, etchings, and paintings that deface public or private property. In recent decades, graffiti have become an extensive problem, spreading from the largest cities to other locales. Despite the common association of graffiti with gangs, graffiti are widely found in jurisdictions of all sizes, and graffiti offenders are by no means limited to gangs.

Bullying in schools: There is new concern about school violence, and police have assumed greater responsibility for helping school officials ensure students' safety. As pressure increases to place officers in schools, police agencies must decide how best to contribute to student safety. Will police presence on campuses most enhance safety? If police cannot or should not be on every campus, can they make other contributions to student safety? What are good approaches and practices?

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Anne J. Atkinson, Ph.D., is the author of *The Successful School Resource Officer Program: Building Effective School and Law Enforcement Partnerships.* She is founding director of the Virginia Effective Practices Project, a collaborative initiative of the Governor's Office for Substance Abuse Prevention, the Virginia Department of Education, and James Madison University (1998–2001). Her focus has been on providing effective, research-based practices in the areas of youth substance abuse and violence prevention and other adolescent problem behaviors.