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ACQUISITIONS :

WHAT CAN POLICE AGENCIES IN RURAL
AREAS DO TO PREVENT THE SPREAD OF GANG
VIOLENCE INTO SCHOOLS BY THE YEAR 2004?

TECHNICAL REPORT

BY

Lt. Steve A. Davidson
Command College Class 19

California Commission on
Peace Officer Standards and Training

January 1995

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

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

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

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

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Abstract

A futures study on what programs rural police agencies can implement to prevent the spread of gang violence into schools. Ten trends were identified that would develop over the next ten years: family units breaking up, lack of respect for authority in society, lack of "teeth" in juvenile justice system, court system ineffectiveness, gang sophistication, open campuses, gang activity on school sites, gang related dress styles, serious crimes by gangs and weapons on campuses. Identification of high probability events were: student shot at school site, closed campuses, public/legislative mandate safe schools, lawsuit regarding unsafe schools, sworn police officer assigned on campus, police shoot student on campus, school staff member shot, major racially motivated juvenile crime, physical fencing of a high school and police publicly take on schools. Policy recommendations identify education programs for school staff and students, special enforcement details by the police, technology use and the implementation of new school rules and regulations. The strategic plan identifies individuals and groups who are critical to the successful implementation of the programs. The transition management plan presents a management structure and identifies a process to implement and maintain programs. The study also includes event and trend forecasting results, graphics in text, additional data and information in the appendixes, references and bibliography.

JOURNAL ARTICLE

WHAT CAN POLICE AGENCIES IN RURAL AREAS DO
TO PREVENT THE SPREAD OF GANG VIOLENCE INTO
SCHOOLS BY THE YEAR 2004?

BY
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SACRAMENTO, CALIFORNIA

JANUARY 1995

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INTRODUCTION

This study will examine some specific programs needed in rural area public schools to prevent the spread of gang violence. This study will also look at how police agencies can ensure that school gang intervention programs are administered properly and deal with the relevant issues.

Walter A. Miller, examining the question on the failure to solve the gang problem concluded: "Youth gangs have been a visible problem for four decades, being more numerous, more prevalent and more violent in the 1990's than at any other time in American history."¹ The violence has also become an acute problem in many public schools in large urban settings. According to the United States Bureau of Justice Statistics, each day 160,000 students in the United States skip school due to fear of violence, 100,000 kids have guns at schools, and 14,000 students and 40 teachers are attacked.² In January, 1992, California Attorney General Daniel Lungren reported that there were over 174,000 reported crimes in California schools in 1990.³ The gang violence which has historically been confined mostly to the large urban settings is now starting to filter into more rural settings.

"A new pattern in migration will alter the American landscape." The first wave of migration was from the farms to the cities. The second was from the cities to the suburbs. The third wave of migration will be from the cities and suburbs to towns and rural areas."⁴

Along with the general migration pattern comes a similar pattern of violence moving from urban to rural settings.

This migration from large urban settings to more rural settings is a result of families wanting a change in environment and the tremendous population growth in California.

Historically, rural areas have not had to deal with the gang violence phenomenon that developed in the urban school setting as early as the 1960's and 1970's. School administrators and school teachers in rural areas have not had to manage or teach with a concern for gangs and gang violence.

Rural schools have contracted with police agencies to bring police officers into the classrooms to teach programs like D.A.R.E. (Drug Abuse Resistance Education) and G.R.E.A.T. (Gang Resistance Education and Training) to deal with the drug problem and gang violence. D.A.R.E. and G.R.E.A.T. are excellent curriculums, but are only small components of a very large comprehensive program needed to properly reduce the threat of violence.

According to the City of Redding Police Chief Robert Blankenship, there appears to be clear proof that the gang violence visible in school systems in larger urban settings is now coming into the more rural environments such as Shasta County and the City of Redding. Chief Blankenship indicates that this spread of violence is likely to continue unless the public schools and the police department, which have traditionally worked independently of each other, form a partnership and take the problem head on.

Rural police agencies like Redding have experienced the spread of gangs and gang violence into their city limits and have dealt with the gang issue, but not necessarily as it specifically applies to the school environment.

Police and school agencies in rural areas are facing an enormous challenge with respect to what have historically been predominately white populations are now becoming multi-raced and multi-cultured. For example, in Shasta County in rural northern California, there was an 800% increase in the South East Asian population over the three year period from 1987 to 1990.⁵ The 1990 census data showed Shasta County as approximately 90% white, 4% Hispanic, 3% Asian, 2% American Indian, and 1% Black. The fastest growing minority in Shasta County is the South East Asians. From 1990 to 1993 the South East Asian student population has doubled, and currently is 6.8% of the total school population.⁶

The influx of minority groups into a predominantly white population creates many potential violent conflicts and increases the chances for gangs to develop.

The rural school systems is one of the sources of teaching morals and values to new ethnic groups coming into the area, and the police are the predominant source of gangs and gang violence suppression. It will be through the combined efforts of the rural

police and rural schools that a gang violence suppression and education program can be made to work.

RESEARCH FOCUS

THE ISSUE AND SUB-ISSUES

This article will discuss potential measures that rural police agency managers could take in the future to establish programs that will deal with gang violence in the school environment. To accomplish this objective, the following issue question was formulated for study:

What can police agencies in rural areas do to prevent the spread of gang violence into schools by the year 2004?

The following are the three selected sub-issues:

- What programs can police provide rural schools to reduce gang violence?
- What suppression programs will police help rural schools develop to reduce gang violence?
- What independent programs will police develop to reduce school gang violence?

Identification of Trends

This research identified the following ten trends as the most important to the issue:

- Level of Family Units Breaking Up
- Level of Respect for Authority in Society
- Level of "Teeth" in Juvenile Justice System
- Level of Court System Ineffectiveness
- Level of Gang Sophistication

- Number of Open Campuses
- Level of Gang Activity on School Sites
- Number of Gang Related Dress Styles
- Level of Serious Crimes by Gangs
- Number of Weapons on Campus

EVENT FORECASTING

This research project predicted 10 events which could impact the issue:

- Student Shot At School Site
- Closed Campuses
- Public/Legislative Mandate For Safe Schools
- Lawsuit Regarding Unsafe School
- Sworn Police Officer Assigned On Campus
- Police Shoot Student On Campus
- School Staff Member Shot
- Major Racially Motivated Juvenile Crime
- Physical Fencing Of High School
- Law Enforcement Publicly Takes On School

Strategies That Could Impact The Issue

- Police identify students on campus involved in gang activity who are automatically expelled. This strategy will have police officers developing facts and intelligence information to identify gang members and going on campus. The school administrators will then have cause to expel the student.
- Police teach gang intervention curriculums in early primary grades.
- School staff mandated to report all weapons/violence observed on campus to police who in turn are mandated to investigate the violations and take action.
- Police profile gang members on campus and search for weapons with metal detectors.

- Police provide mandatory in-service gang intervention, prevention and suppression training to all staff and secondary schools.
- Police provide mandatory in-service gang intervention, prevention and suppression training to all staff and secondary schools.
- Police set up and operate Secret Witness programs on all schools with grades K through 12.
- Undercover police officer poses as gang member on high school campus.
- One uniformed police officer assigned to each high school campus, with expenses shared equally between police and schools.

Identification of Key Players

- | | |
|--|-----------------------------|
| • City Council | • PTA President |
| • City Manager | • School Board |
| • Chief of Police | • School Superintendent |
| • Police Investigations Division Commander | • School Principals |
| • Gang Unit Supervisor | • Teachers |
| • Gang Unit | • Students |
| • School Resource Officers | • Other School Staff |
| • Uniformed Officer Assigned to School | • Community Gang Task Force |
| • Police Volunteers | • State Senator |
| • PTA | • School Volunteers |

Description of Recommended Strategy

The Redding Police Department will be used as the police agency addressing the issue question. The following strategy was developed to impact the issue question: "What can police agencies in rural areas do to prevent the spread of gang violence into schools by the year 2004?" Besides the education/training component of this plan, and the directed patrol/special enforcement details, there are two critical or primary strategies that need to be focused on;

1. Assigning uniformed police officers on high school and middle school campuses with the finances shared equally by the police and schools.

2. Mandating school staff members to report all weapons/violence observed on school campuses to the police who are mandated to investigate the violations and take action.

These two primary strategies have several sub-components which should also help impact the issue question.

There are no uniformed officers assigned to the schools full time for enforcement purposes, so the first step would be to dedicate one police officer to all the local high schools and middle schools. During the first year of operation the extent of the school gang problem would be assessed to determine the number of officers which will be needed to adequately address the problem. If one officer was not able to handle the workload, more officers would be assigned. Also, as the opportunity presented itself, new academy recruit police officers would be placed on school campuses as undercover officers to identify gangs. The decision to add more uniformed police officers would be made by the police department command staff and the local school board. The decision to use undercover officers would be made by the Chief of Police and the expenses paid by the police department.

The uniformed officers assigned to the campuses would profile gang members and move to have them expelled or at least removed from the mainstream school population. The officers would, based on intelligence information and information they received from school staff, search potential gang members for weapons and narcotics. The

police officer would also operate a secret witness program on the school campuses which would provide anonymous tips from students who felt intimidated, which would create additional cause to search individuals for weapons and develop intelligence information.

Another area the officers would be utilized for is to hold teachers and school staff accountable for failing to take action where an obvious gang situation was overlooked. If the officer felt the school staff member was failing to uphold the school dress code, ignoring gang hand signs made by gang members, or failing to act when obvious gang intimidation was present, the officer would report those violations to the principal. The principal then would see to it the situation did not reoccur. If a particular trend developed at a school where the administrators were overlooking gang activity, the police agency would then have the option of going to the school superintendent or school board to get support.

The second component of the strategy is to mandate all school staff report weapons/violence observed on school campuses to the police who in turn must investigate the violations and take action. Prior to implementing this phase of the strategy, the police would provide mandatory in-service gang recognition training to all staff in secondary schools. This training would give the school staff the knowledge to detect gang activity and work with the uniformed police officer to suppress it.

MANAGEMENT STRUCTURE

The following is a description of the management structure of both the police department and the schools needed to facilitate the transition. The management groups must have open lines of communications, accountability, and flexibility. Critical to the success of the transition is communication prior and during the transition.

Critical to management success is the transition committee. The committee will be made up of individuals representing all groups except the City Council and the School Board. This committee will meet prior to and during the transition period, to review the plan and make recommendations for change if needed. The committee will have representatives from police management, police gang unit, school administration, teacher and students.

On the police side of the management structure the top group will be the City Council. The City Council has a police liaison member who should act as their representative. Directly below the council will be the Chief of Police and below him the Commander of the Investigations Division. Below the Commander will be the Gang Unit Supervisor, then the Gang Unit.

The management structure for the schools will consist of the school board at the top with the focal point the school board president. Beneath the school board will be the superintendent of schools, then

the high school principal and vice-principal, below that the teachers and finally the students.

The reason this management structure is appropriate is it allows all the crucial individuals to be involved, without making the structure so large that it would inhibit communication and accountability. The city council and school boards are critical to the transition as they supply needed funds for the program and ultimately help support the program. The chief of police and superintendent of schools are critical parts of the transition because they set policy and hold accountable the Commander of the Investigations Division and the school principals.

It is appropriate to show the gang unit supervisor and the teachers to be part of the chain, they see to it that the needed tools and foundation of knowledge exist for the transition to properly set the stage for the program. Finally, the school gang officer, the gang unit and the students are necessary as they will supply recommendations, voice objections, and bring up any practical concerns during the transition period to help implement a successful program.

Available Technologies and Methods to Support Implementation

There are several technological devices which can be utilized during the ten year strategic plan. They are 1) multi-media learning systems and simulators, 2) chemical sensing devices, 3) covert surveillance equipment, and 4) computer linkage and advanced computer

programs. These technologies are needed to supplement the manpower and resources dedicated to the plan.

Multi-media systems and simulators such as "interactive video" will be utilized and programmed to help school staff recognize gang activity, sense sources of intimidation, know and understand gang related dress styles, gang hand signs and other indicators. The simulators will instruct staff to make proper decisions and interpret policy correctly. Multi-media systems will work hand-in-hand with presentations made by the police department to school staff during the first phase of training. The training will occur during the transition period, then routinely as needed through the course of the ten year strategic plan.

The use of chemical sensors will detect illegal drugs, gun powder driven weapons, and explosives. Initially, police drug sniffing canine dogs and hand held metal detectors will be utilized for this function, and at some point during the ten year plan (when cost factors are no longer prohibitive) a hand held chemical sensing device will be utilized by the police officers. The hand held chemical sensing device will help the officer locate weapons and illegal drugs common to gang members.

The use of covert surveillance cameras on the high school campuses which will be monitored from a central point will allow the police officer to literally be at all campuses at one time. The campus police officer can use the surveillance cameras to detect, record and document gang activity, and act as a deterrent. This single form of

technology could be as affective as having paid staff present at all locations the cameras surveil.

The last form of technology will be the utilization of the most contemporary computer programs that will allow 1) linkage with police, schools, juvenile probation and the district attorney's office, 2) create intelligence files of student gang activity, and 3) to be a central housing location for anonymous student secret witness tips regarding gang activity. Through the computer linkage and networking all the appropriate groups will have access to intelligence information which will ultimately help suppress gang activity.

CONCLUSION

The research information for this project targeted the issue question, "What can police agencies in rural areas do to prevent the spread of gang violence into schools by the year 2004?"

School gang activity originated in the urban school environment and has now started to occur on rural school campuses. Gang violence is spreading like a cancer, entering into all areas regardless of geographic, economic, cultural, etc., boundaries. It is only a matter of time until gang violence will reach all rural school campuses unless it is adequately addressed. Having a plan in place and being prepared to deal with gang violence when it arrives is crucial.

Police agencies and schools in rural areas must form a partnership and be ready to address gang violence when it occurs. A strategic plan must be in place to allow the involved agencies to act and take immediate action to deal with the problem. Those key members of the police department and schools who do not uphold their end of the plan must be held accountable for their actions and dealt with appropriately. Leadership will be a key issue and an absolute necessity for the strategic plan to work. Law enforcement and the schools must address the gang phenomenon on rural campuses with non-traditional problem solving techniques and a dedication to duty. The police department must be committed to the cause from top management down to the officers working the street and on campus. School safety issues must become a top priority because the future of not only the students, but the country in general is at stake. There will be no quick fixes and immediate success stories, preventing gang activity on school campuses is something that will be with us always.

Besides utilizing the obvious prevention programs this study has identified, we must continue to look into the future and utilize all available resources and technology to help reverse the trend. Conventional law enforcement techniques will not be enough. Police agencies and schools will need to change and adapt as gangs become more sophisticated, their membership increase, and violence escalates. Each time a new problem develops with gang activity on rural school campuses the leadership from the schools and police need to rise to the occasion.

This study demonstrates the absolute need to deal with gang activity in rural schools from a new and fresh perspective. It is important that we involve the police, schools, students, parents, political figures, and other pertinent groups to insure success. No one group or person can deal with this trend in gang activity on rural school campuses.

This project identified three key sub-issues that must be addressed for the plan to work. The conclusion reached with regards to the sub-issues are as follow:

What programs can police provide rural schools to reduce gang violence?

The Redding Police Department will provide training as needed for all aspects of the school structure to include school administrators, teachers, auxiliary staff members and students. This will be accomplished by way of the GREAT (Gang Resistance Education and Training) program for the students starting in the early primary grades through high school. The G.R.E.A.T. training will take place on a routine basis for elementary school children. For the middle schools and high schools, the officers that instruct the G.R.E.A.T. program will do large student assemblies on an as-needed basis.

Prior to the beginning of each school year, the Redding Police Department Gang Unit will train all of the school administrative staff and teachers. This training will take place prior to the first day of school. From that point on, the Gang Unit will provide quarterly update training to the teachers to allow them to detect gang activity and intervene when possible.

A third training program will take place on a monthly basis where the Redding Police Investigations Division, specifically the division commander, sergeant and Gang Unit, will meet with all school administrators to include principals, vice-principals, school psychologists and security guards to provide them intelligence information, trends in gang activity, and discuss enforcement programs needed to target specific problem locations.

What suppression programs will police help rural schools develop to reduce gang violence?

The police department will work with school administrators to develop a plan to identify and remove gang members from the mainstream population. The removal of gang members from the mainstream will be facilitated by a alternative site placement for students.

The police department will work with school staff to develop a policy of mandatory reporting of weapons and violence on school campuses. A uniformed police officer will be assigned to the school campuses and handle the reports of weapons and violence by school staff. The uniformed officer assigned to the campus will also profile gang members and gang activity on campus and attempt to remove the students involved from the mainstream. This uniformed officer shall handle all cases of violent activity reported in and around school campuses during school hours.

The police department will help school administrators set up Secret Witness programs on all middle school and high school campuses. Secret Witness program will help facilitate the reporting of gangs and gang activity by those students too intimidated to do so in

person. The police department will help school staff set up and monitor the school policies that deal with conduct and dress code issues. The police department will help school administrators in any way they can with the discipline of students involved in gang activity and follow up by contacting the family of the students involved in gang activity.

The police officer will notify the school principal when he sees evidence suggesting a faculty member is not identifying and reporting gang activity. It will then be the responsibility of the principal to hold the faculty accountable.

What independent programs will police develop to reduce rural school gang violence?

The Redding Police Department will enforce laws and deal with gang related issues in any way it can. The Redding Police Investigations Division will conduct periodic intensified directed patrol efforts and concentrate on problem areas as identified by school administrators. The uniformed officers will saturate a particular area and conduct truancy sweeps, narcotics investigations, deal with groups of students who ban together for intimidation purposes, and attempt to maintain an overall high profile. The students at the campuses will have an expectation that directed patrol details could occur at any time and realize they will be held accountable for their actions.

The Redding Police Department Gang Unit will follow up on all reports of weapons and violence related issues from school campuses. The Gang Unit will look at the reports and determine if they are, in fact, gang related. It will be the position of the Redding Police

Department, specifically the Gang Unit, to enforce all laws related to weapons and violence and make every effort to facilitate the prosecution of these cases by working with the district attorney's office.

The Redding Police Department, on an as-needed basis, will utilize undercover police officers on school campuses to pose as gang members. The undercover officers will gain intelligence information and provide for the arrest and prosecution of gang members on an as-needed basis. The police department will also utilize the police department's drug sniffing K-9 to assist with narcotics enforcement.

The police department will routinely review technology that could assist with gang enforcement. Metal detectors, gun powder sniffing K-9's, shared computer based information, and all other forms of available technology will be reviewed.

The police department will monitor the program on a routine basis and make adjustments as needed. A group of "key players" from both the police department and the schools will meet annually and critique the program, making changes as needed.

This paper should give police agencies in rural areas a generic format to follow where modification can be made on an as-needed basis. It is essential that those rural areas that have not been significantly impacted by gang activity on their school campuses act immediately and get in on "the ground floor".

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SECTION I
INTRODUCTION

This study will examine some specific programs needed in rural area public schools to prevent the spread of gang violence. This study will also look at how police agencies can ensure that school gang intervention programs are administered properly and deal with the relevant issues.

Walter A. Miller, examining the question on the failure to solve the gang problem concluded: "Youth gangs have been a visible problem for four decades, being more numerous, more prevalent and more violent in the 1990's than at any other time in American history."¹ The violence has also become an acute problem in many public schools in large urban settings. According to the United States Bureau of Justice Statistics, each day 160,000 students in the United States skip school due to fear of violence, 100,000 kids have guns at schools, and 14,000 students and 40 teachers are attacked.² In January, 1992, California Attorney General Daniel Lungren reported that there were over 174,000 reported crimes in California schools in 1990.³ The gang violence which has historically been confined mostly to the large urban settings is now starting to filter into more rural settings.

A new pattern in migration will alter the American landscape." The first wave of migration was from the farms to the cities. The second was from the cities to the suburbs. The third wave of migration will be from the cities and suburbs to towns and rural areas.⁴

As the following paragraphs suggest, along with the general migration pattern comes a similar pattern of violence moving from urban to rural settings.

The following information identifies some examples of gangs in rural areas:

"In Sebastopol, a city located in Sonoma County, law enforcement officials have identified members of a criminal street gang responsible for a wide variety of crimes including burglary, robbery, assault with a deadly weapon, battery, vehicle theft, vandalism, and harassment."

"Officials in Ceres, a community located in Stanislaus County, indicate a local high school is experiencing serious gang problems. The officials state approximately 100 of the school's 1,758 students claim to be affiliated with a street gang. Suspected gang members have been removed from campus for assault, possession of weapons, and making threats."

"In Placer County, sheriff's deputies seized a cache of stolen weapons and apprehended key members of a gang that was based in north Auburn and committing serial burglaries."

"In October 1992, the cities of Galt and Lodi experienced drive-by shootings. The two incidents were directly connected to one another, and investigations have revealed they were gang related." ⁵

This migration from large urban settings to more rural settings is a result of families wanting a change in environment and the tremendous population growth in California. The Kiplinger letter indicates: "It is projected that California's population will increase by 15% (28 million to 32 million) from 1990 to 2000."⁶ Paul Shay, renowned lecturer on changing social values, has stated: "New values and lifestyles are leading many people to leave the cities and suburbs to seek out the less expensive and more attractive quality of life that is available to them in the countryside."⁷

Historically, rural areas have not had to deal with the gang violence phenomenon that developed in the urban school setting as early as the 1960's and 1970's. School administrators and school

teachers in rural areas have not had to manage or teach with a concern for gangs and gang violence.

Many police agencies and school districts in urban settings have worked together to establish innovative programs aimed at reducing gang violence and promoting safe school environments. Administrators and security personnel who attended an Urban School Safety Practicum in Detroit, sponsored by National School Safety Committee and Office of Juvenile Justice Delinquency Program, reported that they have taken a number of steps to eliminate weapons from campuses, ranging from searching lockers to using metal detectors.⁸ At Marshall High School in Los Angeles, school administrators and teachers are taking on responsibilities similar to those of policemen. "Like schools in more urban areas, administrators go to randomly chosen classrooms each day, pull out a metal detector and scan backpacks for weapons."⁹ According to Anna Blackman, the Associate Superintendent, Curriculum and Instruction, for the Richmond Unified School District, Richmond has adopted a dress code and a plan which spells out the student's and parent's responsibilities, the teacher's responsibilities and the school administrator's responsibilities to reduce the threat of gang violence.

Rural schools have contracted with police agencies to bring police officers into the classrooms to teach programs like D.A.R.E. (Drug Abuse Resistance Education) and G.R.E.A.T. (Gang Resistance Education and Training) to deal with the drug problem and gang violence. D.A.R.E. and G.R.E.A.T. are excellent curriculums, but

are only small components of a very large comprehensive program needed to properly reduce the threat of violence.

According to the City of Redding Police Chief Robert Blankenship, there appears to be clear proof that the gang violence visible in school systems in larger urban settings is now coming into the more rural environments such as Shasta County and the City of Redding. Chief Blankenship indicates that this spread of violence is likely to continue unless the public schools and the police department, which have traditionally worked independently of each other, form a partnership and take the problem head on.

According to Alex Rascon, the Chief of Police for the San Diego Unified School District Police, the key to successful police suppression of gang violence on school campuses is "zero tolerance". Any student involved in gang violence is immediately removed from the school and booked into juvenile hall. Before the student is allowed to return to school, he must satisfy the juvenile probation officer that he understands the negative aspects of gang activity on school campuses and that he will be expelled from the school permanently if a second offense occurs. Campuses must be off limits to loitering and congregating by gang members. A violation of the loitering or congregating policy would result in immediate suspension from school. Chief Rascon said that when they adopted the "zero tolerance" stance with gangs, violence on the San Diego school campuses, grades K-12, dropped 33%.

Rural police agencies like Redding have experienced the spread of gangs and gang violence into their city limits and have dealt with the gang issue, but not necessarily as it specifically applies to the school environment. It might be wise to examine a partnership such as the one in San Diego, combining the efforts of school districts and the police to prevent gang violence on school grounds to see if it can be adapted to more rural areas.

Police and school agencies in rural areas are facing an enormous challenge with respect to what have historically been predominately white populations are now becoming multi-racial and multi-cultured. For example, in Shasta County in rural northern California, there was an 800% increase in the South East Asian population over the three year period from 1987 to 1990.¹⁰ The 1990 census data showed Shasta County as approximately 90% white, 4% Hispanic, 3% Asian, 2% American Indian, and 1% Black. The fastest growing minority in Shasta County is the South East Asians. From 1990 to 1993 the South East Asian student population has doubled, and currently is 6.8% of the total school population.¹¹

"One in six students in California public schools speaks only a limited amount of English."¹² The influx of minority groups into a predominantly white population creates many potential violent conflicts and increases the chances for gangs to develop. According to Shasta County Chief Probation Officer Terry Star, Southeast Asian gangs were first formed in Shasta County for protection from insensitive white people who were verbally and physically assaulting them. For example, Southeast Asian juveniles

placed in Shasta County Juvenile Hall must be segregated from the white population for their safety as there have been several racially motivated incidents.

The rural school systems is one of the sources of teaching morals and values to new ethnic groups coming into the area, and the police are the predominant source of gangs and gang violence suppression. It may be through the combined efforts of the rural police and rural schools that a gang violence suppression and education program can be made to work.

Public schools in rural areas as well as rural police agencies are facing increasing demands with budget cuts and increases in population.

The amount of money California spends per child on education is decreasing. Nationally, California ranks 33rd in spending per student and 50th in class sizes¹³

Because of this phenomenon, the police and schools in rural areas may need to become very innovative and pull all the resources they have from existing pools of manpower, and establish programs tailored to preventing gang violence.

Police agencies and public schools in rural areas are going to be negatively impacted by the decreasing resources created by the downward economic trends in California.

Economics are changing. A sheriff or police chief can no longer demand and get more officers, more equipment, more of anything. There just isn't anymore. Law enforcement will continue to be the number one budget priority. However, the percentage of general tax funds is becoming less as dollars tighten and other social needs put pressure on boards and councils at budget time. We need to work harder and smarter with what is available.¹⁴

The reduction in money available to the public sector in conjunction with the increased population in California may create the need for greater cooperative effort between the police and schools in managing limited fiscal resources in addressing an increasing gang problem.

Oftentimes the rural school setting does not have the resources and the manpower to take steps that were available to schools in the urban setting. According to Shasta County Office of Education Director Charles Menoher, rural schools have a tremendous disadvantage in competing for funds with large urban areas because funding is largely dependent on a school's average daily attendance. Any competitive grants or programs for drug prevention, gang prevention, etc., almost always go to the large urban schools because they have the numbers to justify obtaining the grant. Mr. Menoher said that a rural public school could have a problem that affects 20% of the school population, but the total number would be so much less than a 5% population in a large urban school that the need would go unmet simply because of the numbers. Mr. Menoher also said that there are critical shortages in the medical and psychological areas as rural schools can not justify a full-time nurse, full-time psychologist and are forced to contract with outside vendors on a case by case basis.

Rural public schools and rural police agencies have difficulties competing for government and private grants with larger urban areas. According to Kathy Anderson, Executive Director of the Grant and Resource Center of Northern California, rural area public

and private organizations have difficulty competing with urban areas for funding because of geographical location to funding sources, political influence and total population base.

Based on the experience of the San Diego Union School District rural schools and police must work within existing economic conditions, reprioritize educational goals and objectives, and utilize all appropriate forms of anti-violence education, intervention and suppression. Higher levels of funding must be replaced by greater levels of commitment from existing personnel.

At issue also is whether students need to express themselves and experience freedom to dress as they please, or is a safe school environment more important. In an article on Safe Schools, High School Principal Douglas Koel states, "It is time for educational leaders to re-evaluate their priorities, and use what ever resources are available to create an educational environment that is safe and sound"¹⁵ The idea that school administrators and police managers don't need each others help must change to an absolute agreement by each other to work together.

THE ISSUE AND SUB-ISSUES

The objective of this study is to investigate potential measures that rural police agency managers should take in the future to establish programs that will deal with gang violence in the school environment. To accomplish this objective, the following issue question was formulated for study:

What can police agencies in rural areas do to prevent the spread of gang violence into schools by the year 2004?

FUTURES WHEEL

A Futures Wheel was employed to examine issues and sub-issues. The researcher was aided in the Futures Wheel exercise by members of Command College Class 19 and the Shasta County Office of Education Director, Charles Menoher. The writer was assisted by the following Command College students in this exercise: Lt. Del Hanson, Woodland Police Department, and Lt. David Bliss, Mountain View Police Department.

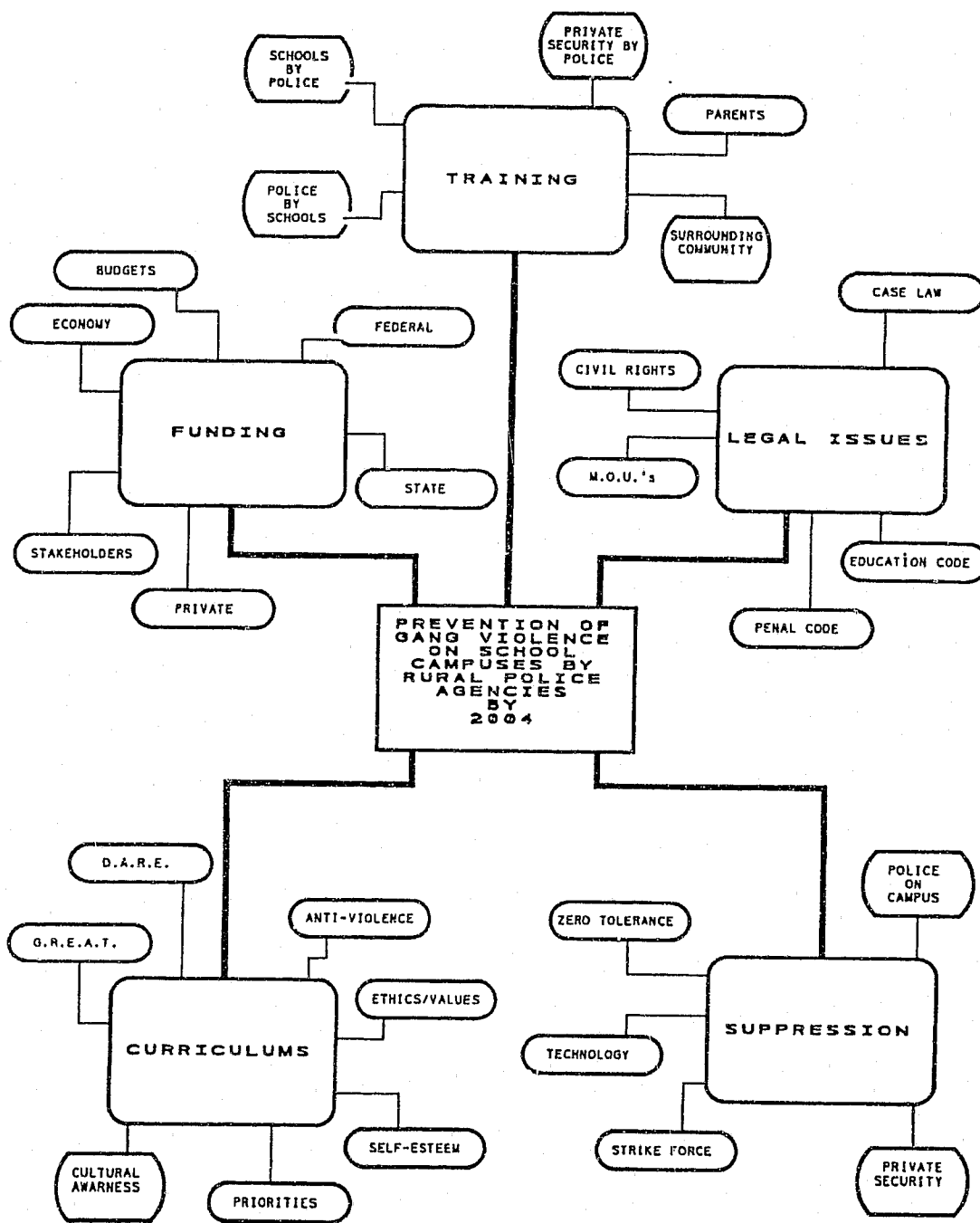
The panel members, through a discussion format, developed 10 areas of concern dealing with rural police agencies ability to impact gang violence on school campuses. The group then narrowed the number of areas to five, which had the most impact on the issue. The group then again reduced the number of critical issues to three, which became the three final sub-issues.

The wheel surrounding the issue of implementing rural police anti-gang school programs identify training, school rules and policies, priority curriculums, and legal issues such as teacher and police memorandums of understanding and applicable laws via the Education Code, local municipal ordinances, and other related laws.

Training was selected as one of the sub-issues as the education of school administrators and teachers as to the impact of gangs and gang violence seemed to be a significant element of a successful program. Appropriate curriculums also identified as a sub-issue as it is a critical element of the education process for teachers as well as students. A third issue derived from the area of legal

concerns is what support can police agencies provide to the schools in which they have jurisdiction. The Futures Wheel below shows the five issues and sub-issues.

ILLUSTRATION I
Futures Wheel



The following are the three selected sub-issues:

- What programs can police provide rural schools to reduce gang violence?

- What suppression programs will police help rural schools develop to reduce gang violence?

- What independent programs will police develop to reduce school gang violence?

SCOPE OF THE STUDY

The scope of this study will be limited to rural police agencies in California dealing with youth gang violence on school campuses. Research will be limited to rural public schools and rural police agencies as the private sector may have other sources of revenue not available to this particular target group. For the purpose of this study, a rural area is defined as an area away from the large urban setting, that has not been significantly impacted by gang activity. The public school sector will be defined as grades kindergarten through twelve, and the police agencies will be limited to those public police agencies having jurisdiction over primary public school campuses.

SECTION II
FUTURES STUDY

Introduction

As section one indicated, the gang violence experienced on urban school campuses is spreading to rural schools. This section of the study will examine future forecasts of trends and events and how they may interact.

Identification of Issue and Sub-issues

The primary issue to be examined is:

What measures will be required of rural police agencies to prevent the spread of youth gang violence into public schools by the year 2004?

A focus group of two Command College students, and a school district superintendent met with the author and identified three sub-issues judged to be critical to investigating the issue. The focus group members were:

- Del W. Hanson, Lieutenant, Woodland Police Department
- David Bliss, Lieutenant, Mountain View Police Department
- Charles Menoher, Superintendent, Shasta County Office of Education

The Sub-issues are:

- (1) What programs can police provide rural schools to reduce gang violence?
- (2) What suppression programs will police help rural schools develop to reduce gang violence?
- (3) What programs will police develop to reduce rural school gang violence?

FUTURES WHEEL

To assist in identifying the issue question a Futures Wheel was developed with the assistance of the focus group. The Futures Wheel is presented in Chapter 1 of this text to help illustrate the relevance of the sub-issues to the issue question. The Wheel depicts the issue question in the center with the first and second level sub-issues graphed. With the assistance of the focus group the author was able to identify three most critical sub-issues from the five initial first level sub-issues.

Trend and Event Identification (Nominal Group Technique-NGT)

This author assembled a group of thirteen experts in the field of gang violence on school campuses to identify the future trends and events relevant to the issue. Using the Nominal Group Technique (NGT) the group identified a list of trends (Appendix B) and events (Appendix C). Prior to beginning the NGT group process the panel was advised of the issue and the sub-issues.

The Nominal Group Technique (NGT) process is a procedure where a group of individuals achieve an agreement on the answer to a single issue question, by a process that uses both group discussion and individual work.

The Nominal Group Technique members were:

- Dr. Lynn Pappas, Child and Adolescent Psychiatrist, extensive experience working with school age gang members in Los Angeles and Redding.
- Robert P. Blankenship, Chief of Police, Redding Police Department, started gang unit at Redding P.D. and made gang suppression a top priority in Redding.
- Chuck Byard, Administrative Captain, Redding Police Department, supervised gang unit, active in gang task force, and instrumental in educating the community about gangs.
- David Mundy, Investigations Division Sergeant/Gang Unit Supervisor, Redding Police Department, instrumental in educating public about gang phenomenon.

- Butch Brown, Lead Gang Investigator, Redding Police Department, expert on gangs in Shasta County.
- Jack Greenfield, Principal, Pioneer High School, alternative curriculums for problem students.
- Steve MacFarland, Shasta County School Board Member, Group Home expert and active in gang task force.
- Karl Stemmler, Vice-Principal, West Valley High School, Masters Thesis on gang activity on school campuses.
- Glynn Gregory, Psychologist/Coordinator Students At Risk Programs, Gateway Unified School District, counseled numerous gang members.
- Linda Heiser, Supervisor, Shasta County Juvenile Hall, extensive exposure to gang members and gang activity in Juvenile Hall.
- Andy Rimbault, Shasta County Probation Officer/Phoenix Program Director, extensive contact with students involved in gangs.
- Donald Ostendorf, Retired Police Officer-Licensed Marriage/Family Therapist, twenty years experience working with students K-12.
- Roy Johnson, Board of Education Gang Instructor/Teacher, expert in student gang involvement.

The NGT panel members were selected due to their direct involvement with the school gang phenomenon and being affiliated with law enforcement and the schools.

Definition of Trends and Events

A trend is a series of events over time, involving change in society. An event is a discrete, one-time occurrence. If trends and events are internal to an organization, the organization may have some control over them. If the trends and events are external to the organization, control is very difficult and may be impossible.

Identification of Trends

The NGT panel used a trend screening chart (Illustration 2) and independent voting to select the following ten trends as the most important to the issue:

- T-1 Level of Family Units Breaking Up
- T-2 Level of Respect for Authority in Society
- T-3 Level of "Teeth" in Juvenile Justice System
- T-4 Level of Court System Ineffectiveness
- T-5 Level of Gang Sophistication
- T-6 Number of Open Campuses
- T-7 Level of Gang Activity on School Sites
- T-8 Number of Gang Related Dress Styles
- T-9 Level of Serious Crimes by Gangs
- T-10 Number of Weapons on Campus

After the top ten trends were developed, the panel members also scored them according to their value to the issue. The actual scoring of the thirteen panel members is depicted on the following page in Illustration 2. The score is the number of responses each of the trends received in its respective classification.

ILLUSTRATION 2
TREND SCREENING CHART

CANDIDATE TREND	FOR PURPOSE OF TOP-LEVEL STRATEGIC PLANNING. HOW VALUABLE WOULD IT BE TO HAVE A REALLY GOOD LONG-RANGE FORECAST OF THE TREND?			
	PRICELESS	VERY HELPFUL	NOT VERY HELPFUL	WORTHLESS
T-1	9	4	0	0
T-2	10	3	0	0
T-3	10	3	0	0
T-4	10	3	0	0
T-5	7	6	0	0
T-6	5	7	1	0
T-7	10	3	0	0
T-8	7	6	0	0
T-9	7	6	0	0
T-10	11	2	0	0

- T-1 Level of Family Units Breaking Up
- T-2 Level of Respect for Authority in Society
- T-3 Level of "Teeth" in Juvenile Justice System
- T-4 Level of Court System Ineffectiveness
- T-5 Level of Gang Sophistication
- T-6 Number of Open Campuses
- T-7 Level of Gang Activity on School Sites
- T-8 Number of Gang Related Dress Styles
- T-9 Level of Serious Crimes by Gangs
- T-10 Number of Weapons on Campus

Events Selected For Forecasting

To select the events, the panel first came up with thirty possible events, then rated each once on a scale of one to ten, with ten being the most likely to occur. The following events were thus selected as being the most critical to forecasting the future:

- Student Shot at School Site - A student is shot by a gang member during school hours on campus.
- Closed Campuses - Students are forced to stay on campus during the school day.
- Public/Legislative Mandate For Safe Schools - A bill is passed by California State Legislature requiring safe school program for all public schools.
- Lawsuit Regarding Unsafe Schools - The parent of a student who was assaulted on school grounds files a lawsuit for an unsafe school.
- Sworn Police Officers on Campuses - The Redding Police Department assigns a uniformed officer to work full time with local high schools, rotating among them.
- Police Shoot Student on Campus - A uniformed police officer shoots a gang member on campus who displays a weapon in a threatening manner.
- School Staff Member Shot - A school vice-principal is shot by a gang member outside of his office. The gang member shot the vice-principal because he suspended a fellow gang member for a narcotics violation.
- A Major Racially Motivated Juvenile Crime - A white pride gang member seriously assaults a southeast Asian student for no reason.
- Physical Fencing at School - The school district applies for a grant and obtains funds to fence all high school and middle school campuses.
- Law Enforcement Publicly Takes on Schools Regarding Safe Schools - The Chief of Police sets up a press conference and publicly blames the school board and school administrators for allowing gangs to develop on campus.

Trend and Event Forecasting

A trend evaluation form (Illustration 3) was used to obtain the NGT panel's estimate of the trend level for each trend over the past five years and projecting the trend out ten years. The current trend level was assigned a level of 100 for comparison purposes.

All the NGT panel members used the same time frame to plot the trends. Each panel member made an individual forecast of the trend, then the data was collected and a high, low and median range was determined. The NGT panel's estimates of the trends were used to develop the median level, high range level and low range level. Illustration 3 below depicts the trend levels estimated by the NGT panel.

**ILLUSTRATION 3
TREND EVALUATION FORM**

TREND STATEMENT	LEVEL OF THE TREND (Today = 100)			
	5 Years ago	Today (1993)	5 Years From Now	10 Years From Now
T-1	90	100	*132 **112 ***102	150 115 80
T-2	88	100	135 115 102	150 110 60
T-3	92.5	100	150 99 85	172 86 60
T-4	92	100	150 110 88	175 103 80
T-5	83	100	145 128 105	165 140 70
T-6	96	100	135 50 0	80 8 0
T-7	72	100	150 106 80	170 100 50
T-8	67	100	130 104 70	140 90 50
T-9	78	100	150 118 105	190 128 94
T-10	65	100	165 120 103	194 110 40

* = High Range
 ** = Median Level
 *** = Low Range

- T-1 Level of Family Units Breaking Up
- T-2 Level of Respect for Authority in Society
- T-3 Level of "Teeth" in Juvenile Justice System
- T-4 Level of Court System Ineffectiveness
- T-5 Level of Gang Sophistication
- T-6 Number of Open Campuses
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- T-8 Number of Gang Related Dress Styles
- T-9 Level of Serious Crimes by Gangs
- T-10 Number of Weapons on Campus

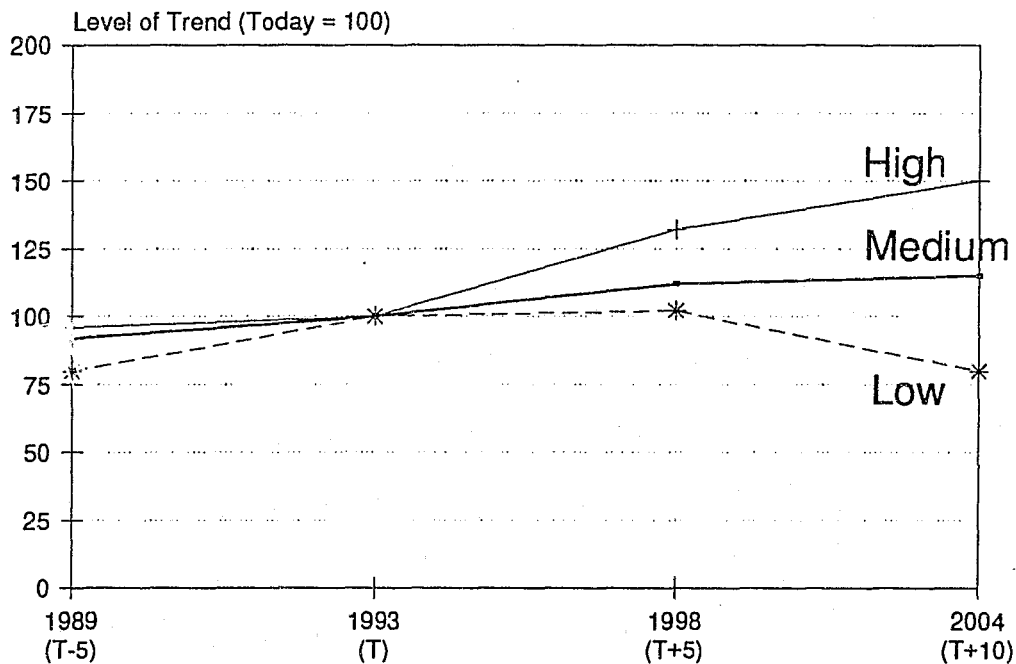
Trend Graphs and Analysis

The following graphs provide an illustration of the NGT panel's projection for the selected trends. The charts will show the high, median, and low range for each trend.

ILLUSTRATION 4

TREND 1

Breakup of Family Unit



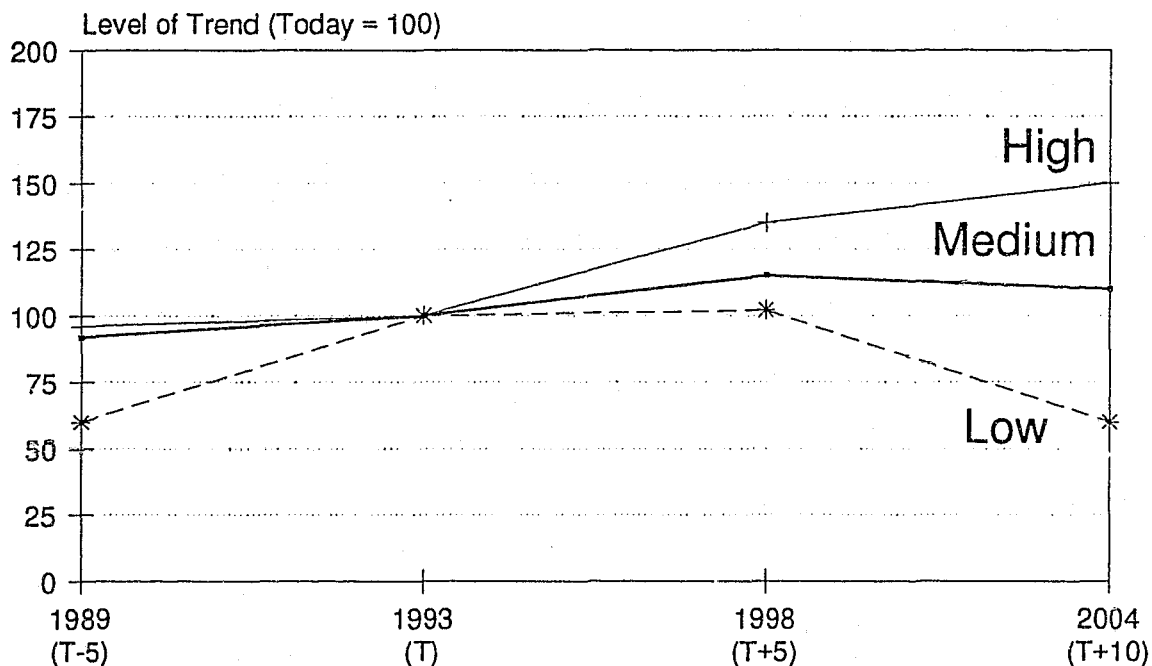
Trend one looks at the breakup of the family unit as a factor causing additional gang activity on rural school campuses. The NGT panel felt the breakup of the family unit was one of the significant causes for groups of junior high and high school age students to form a gang for the support they are lacking at home. Although the panel could not come to a consensus as to the approximate number of broken homes there will be in the year 2004, they did agree that it has increased over the last five years and will continue to increase over the next ten year period.

The median trend line projected by the NGT group for the five year period from 1998 to 2004 suggests there may be a change within society to cause a movement back towards more complete family units.

ILLUSTRATION 5

TREND 2

Lack of Respect For Authority



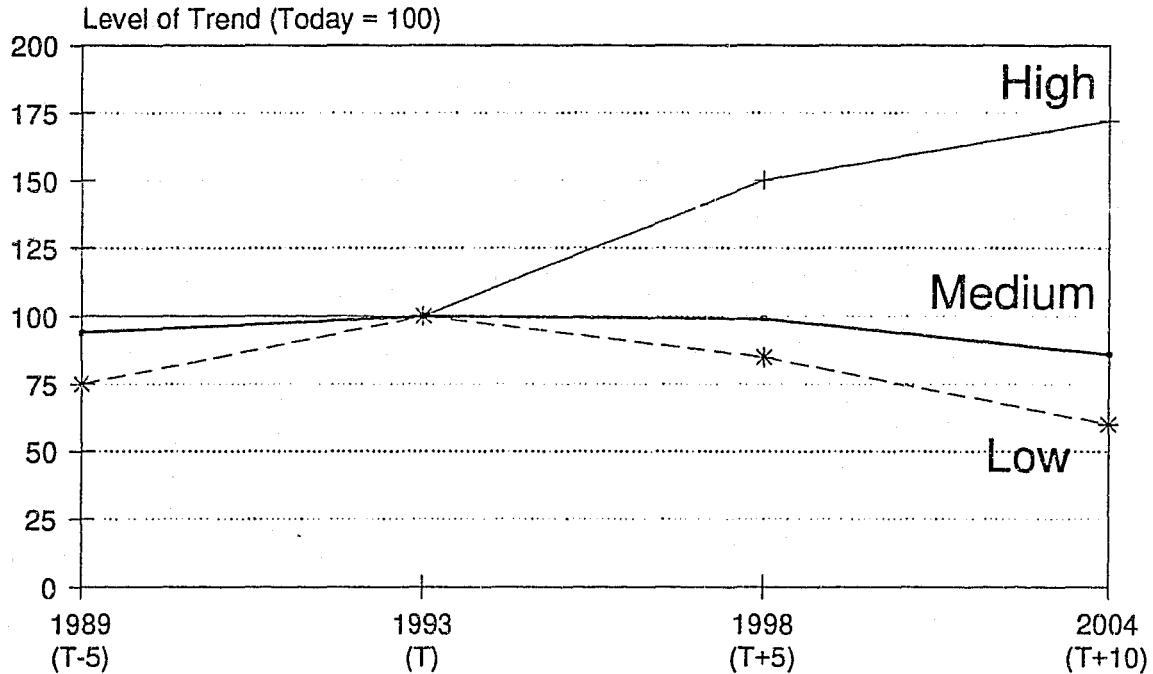
Trend two shows the pattern for the general lack of respect for authority displayed by rural school students. The NGT panel agreed that the lack of respect for authority has gotten continually worse over the last five years and will continue to get worse until the year 1998. The group felt, that there would be a turn around in 1998 and the lack of respect for authority would show some positive change.

The general consensus of the NGT panel was that the current laws, school discipline policies, and other programs would, by mandate of the people, become much more aggressive and put back some of the respect for authority that has been lost.

ILLUSTRATION 6

TREND 3

No "Teeth" In Juvenile Justice System



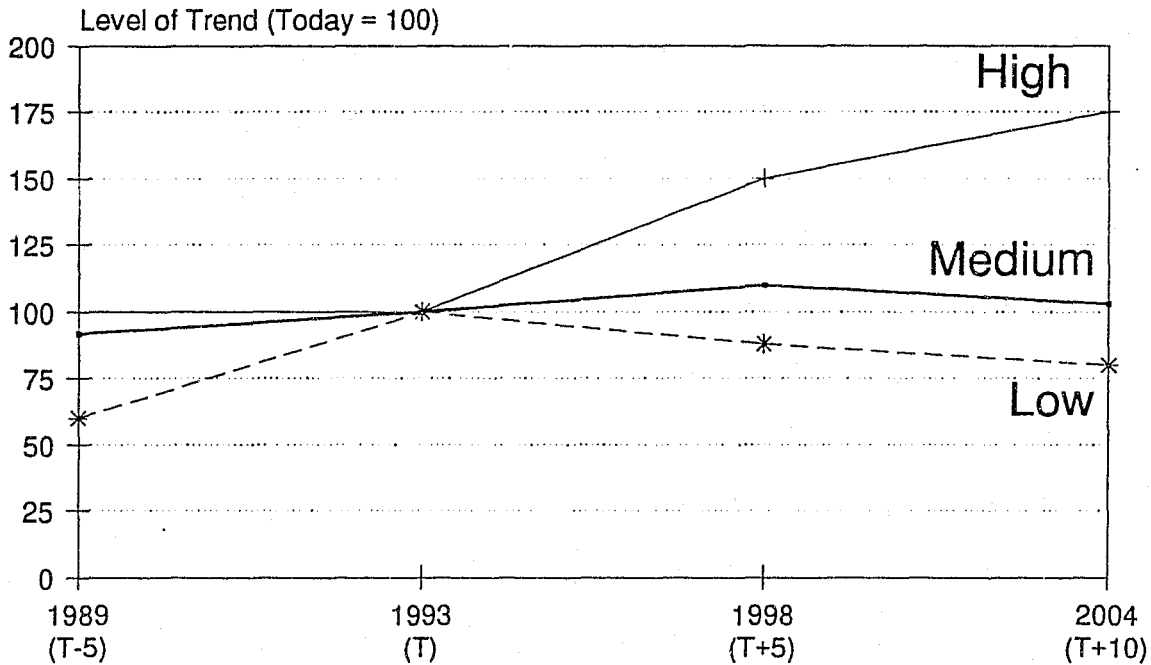
Trend three depicts the manner in which the Juvenile Justice System is moving. The NGT panel, felt the Juvenile Justice System was continuing to get less affective because of court decisions, work overloads, and a general lack of a consistent approach to prosecution. Again, the year 1998 is a turning point where the panel felt there would be some "teeth" put back into the Juvenile Justice System and the effectiveness of the system would improve.

The general feeling of the NGT panel was that society was close to a "boiling point" over being terrorized and victimized by gangs and other dysfunctional juveniles, and the potential for major restructure of the Juvenile Justice System could occur within the next five years.

ILLUSTRATION 7

TREND 4

Ineffective Court System



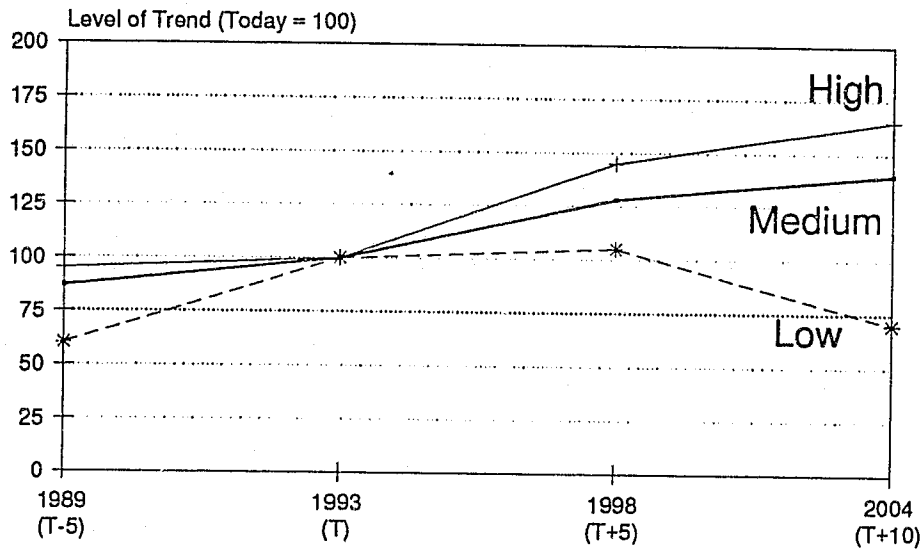
Trend four deals with the issue of an ineffective court system. The NGT panel viewed the ineffective court system as continuing to get worse since 1989 and continuing to do so until the year 1998. The panel felt there would be slight improvement starting around 1998, but not the significant improvement they felt may occur in the Juvenile Justice System.

The NGT panel viewed the ineffective court system as being a product of a much more complex bureaucracy than the Juvenile Justice System. The group also felt that because society was going to take a much tougher stance on juvenile crime some of the problems associated with the court system in general may be viewed as lower priorities.

ILLUSTRATION 8

TREND 5

Gangs Becoming Sophisticated



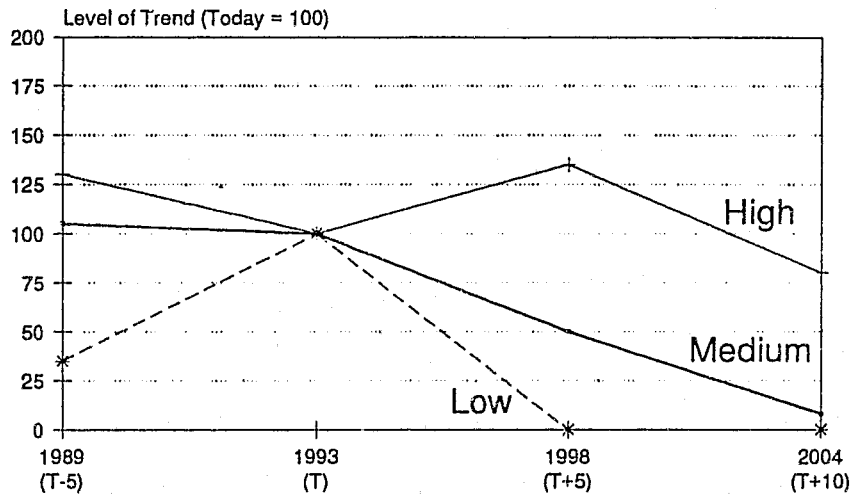
Trend five forecasts how gangs in rural schools may become more sophisticated through involvement in drug sales, use of automatic weapons, the use of computers and other associated technology. The NGT panel showed a general consensus that since 1989, rural school gang activity has become more sophisticated and will continue to do so at a rapid rate until 1998 and then increase slightly until the year 2004.

It's interesting to note the panel felt there would be some "greater teeth" placed in the Juvenile Justice System around the year 1998, but didn't see this changing the degree of sophistication gangs would have on school campuses. The group generally believed that although the numbers may decrease by the restructuring of the Juvenile Justice System and the court system in general, those gang members that still were active would continue to become more sophisticated.

ILLUSTRATION 9

TREND 6

Open Campuses



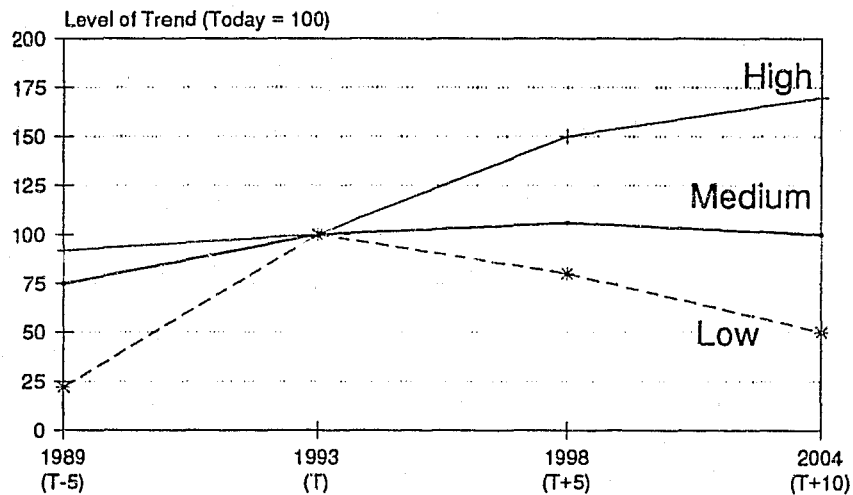
Trend six shows how the issue of open campuses versus closed campuses has evolved from 1989 until present and how it will continue to occur over the next ten years. The past and future of "open campuses" was the trend that the panel had the most difficulty agreeing upon. The group could not come to a consensus as to whether all campuses in rural school areas would be closed by the year 2004. The median trend line for open campuses suggest that the majority of the schools would have closed campuses by the year 1998, and that almost all of them would be closed by the year 2004.

The controversy over the future of open campuses stemmed around the issues of the economy (funding available for chain link fence and additional school staff to restrict student movement), the lack of understanding by certain school officials as to the need for closed campuses, and the desire by school officials and the community to keep rural schools "looking like rural schools".

ILLUSTRATION 10

TREND 7

Gang Activity on School Sites



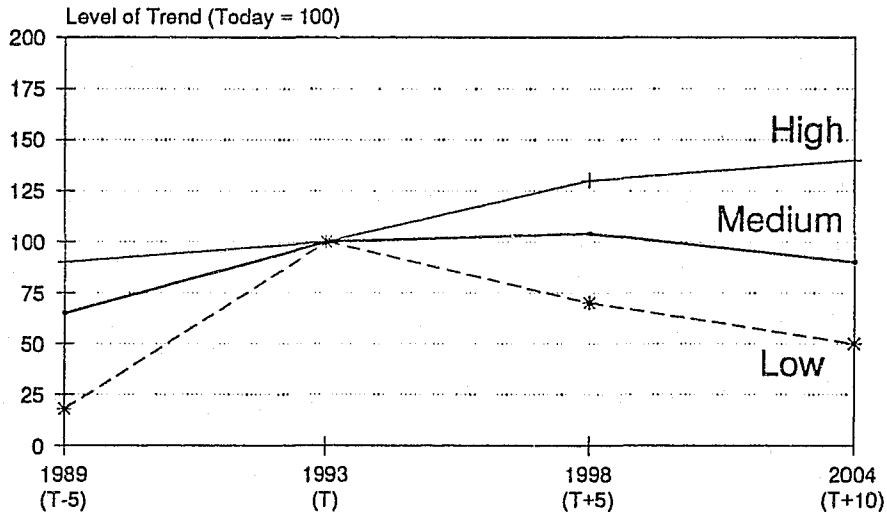
Trend seven indicates the level of gang activity on school sites in the rural school system starting in 1989 and continuing through the year 2004. The NGT panel agreed that the gang activity on school sites has been increasing steadily since 1989 to present. The future of gang activity on rural school sites depicted by the median deviation line shows a slight increase in activity through the year 1998, then a gradual decrease in activity over the next five years until 2004.

The NGT panel felt that the mentality of school officials and other related agencies is at a crossroads and almost all officials now are admitting there is a gang problem. Coupled with a variety of other trends and future events, the panel felt that gang activity on school campuses would soon not be tolerated. Because there is a fair amount of gang activity currently taking place on rural school sites, the panel felt it would be a year or two until the trend was stopped and ultimately reversed.

ILLUSTRATION 11

TREND 8

Gang Related Dress Styles



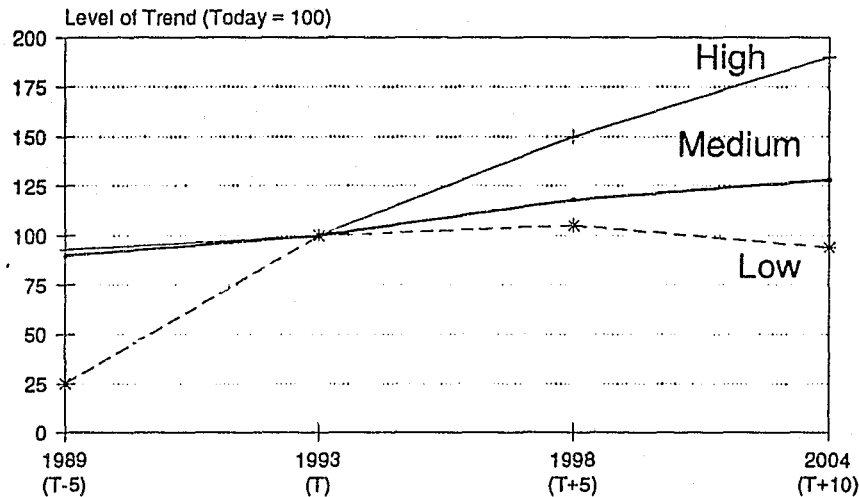
Trend eight looks at the pattern in gang related dress styles over the past five years and the next ten years. The panel indicated an increase in gang related dress styles started in 1989 and continued to increase through 1993. The panel generally agreed that schools in rural areas would uniformly adopt dress codes by the year 1998 which would in turn change the trend. The group felt that gang related dress style was a significant part of the gang suppression process and that again much of what was going to occur with the gang suppression effort would occur in approximately the year 1998.

The median deviation pertaining to gang related dress styles indicates that there will be an improvement in the dress style phenomenon, but that it will be a gradual process and total elimination of gang related clothing will not occur within the ten year period.

ILLUSTRATION 12

TREND 9

Crimes In Groups



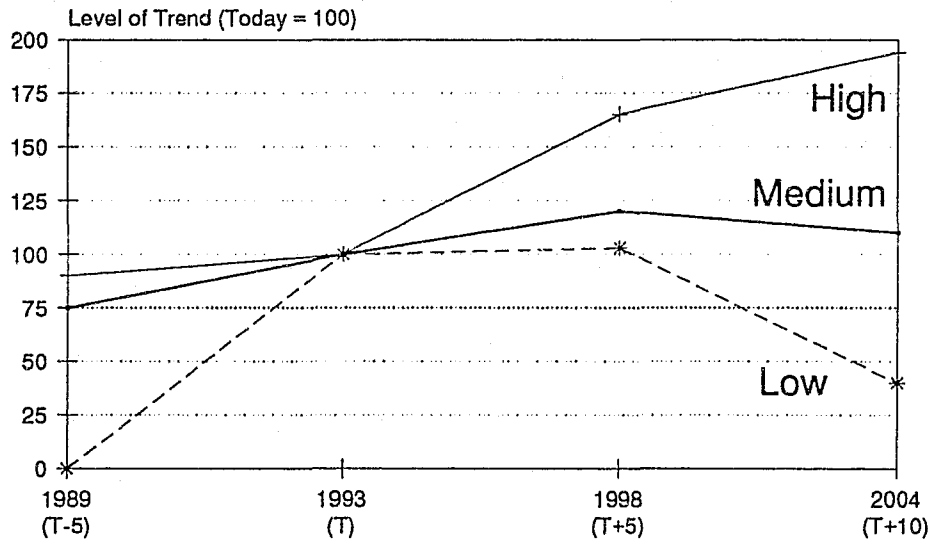
Trend nine deals with the future of crimes committed by groups of individuals. The NGT panel showed a gradual increase from 1989 in the number of group related crimes and a continual increase in group related crimes through the year 2004. The group showed a general consensus on the future of group crime and felt that even if the gang phenomenon was turned around in the rural school system, there would still be an increase in crimes committed by groups of students.

The NGT panel felt that because of the increasing minority population, especially Southeast Asians, there would continue to be groupings in school by race. Because the racial phenomenon is so broad in scope and so traditional in many ways the chances of changing the trend in group related crime was minimal. The group did feel that the increase in group related crimes would be a very gradual one over the next ten years, which in and of itself may be a significant accomplishment.

ILLUSTRATION 13

TREND 10

Increased Weapons On Campus



Trend ten discusses the increase in weapons on rural school campuses. The NGT panel was consistent in describing the past five years in that they all felt weapons had increased on rural school campuses. The group became divided when projecting the long term or ten year future of the number of weapons on school campuses. The median deviation shows there would be an increase in weapons through the year 1998, but there would be a slow turn around and gradual decrease in the number of weapons by the year 2004. Again, the group focused on the change in social values, the restructuring of the Juvenile Justice System and a more aggressive discipline posture taken by schools which would cause the trend to change.

EVENT FORECASTING

Using an evaluation form (Illustration 14), the Nominal Group panel predicted the probability of the selected 10 events. The illustration following represents the predictions for the selected events.

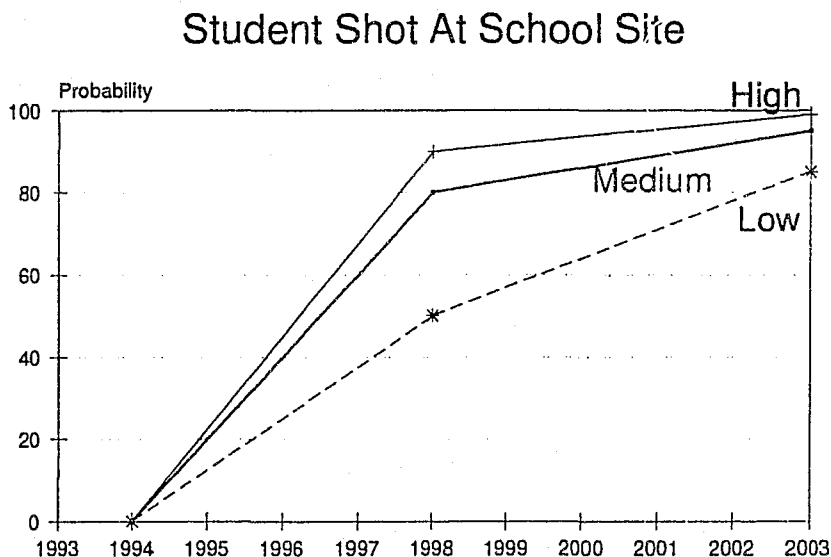
ILLUSTRATION 14
EVENT EVALUATION FORM

EVENT STATEMENT	YEARS PROBABILITY EXCEEDS ZERO	PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
		5 YEARS FROM NOW (0-100)	10 YEARS FROM NOW (0-100)	POSITIVE (0-10)	NEGATIVE (0-10)
E-1 STUDENT SHOT AT SCHOOL SITE	1	80	95	0	9
E-2 CLOSED CAMPUSES	1	85	98	8	0
E-3 PUBLIC/LEGISLATIVE MANDATE FOR SAFE SCHOOLS	3	60	90	8	0
E-4 LAWSUIT REGARDING UNSAFE SCHOOL	2	60	90	8	8
E-5 SWORN POLICE OFFICER ASSIGNED ON CAMPUS	2	50	85	8	0
E-6 POLICE SHOOT STUDENT ON CAMPUS	3	40	80	0	9
E-7 SCHOOL STAFF MEMBER SHOT	3	30	68	0	9
E-8 MAJOR RACIALLY MOTIVATED JUVENILE CRIME	1	90	89	0	8
E-9 PHYSICAL FENCING OF HIGH SCHOOL	3	40	91	8	0
E-10 LAW ENFORCEMENT PUBLICLY TAKES ON SCHOOL	1	70	93	8	6

Event Graphs and Analysis

The following ten graphs provide a visual illustration of the Nominal Group Panel's forecast probability for each of the selected 10 events.

ILLUSTRATION 15

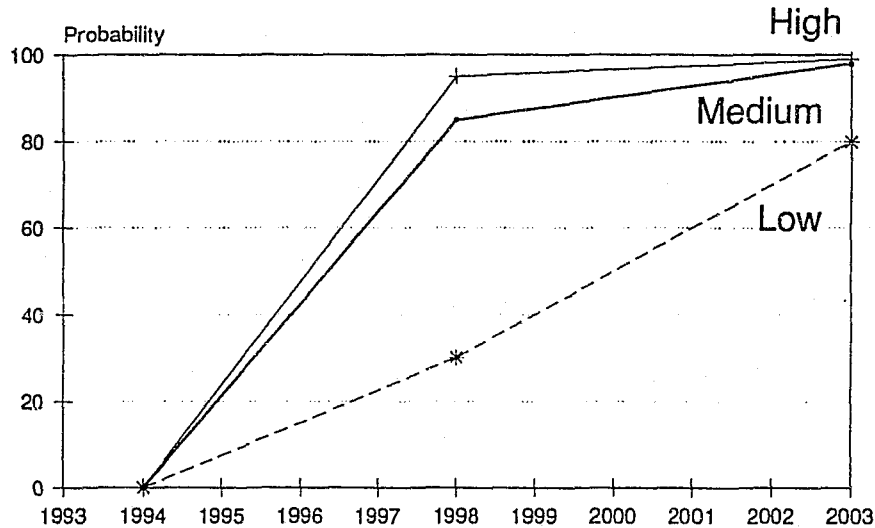


Event one shows the forecasted time when a student will be shot at a school site in the rural area. Given the current trend of increased weapons on to rural school campuses, the panel felt that it was conceivable that within a one year period the probability for a shooting on a campus would exceed zero. The panel also felt within the next five years, there would be an 80% chance there would be a shooting on a rural school campus. The panel further predicted that by the year 2003, or ten years from now, there would be a 95% chance that there would be a student shot on a rural campus.

The panel discussed several alternatives to deal with the increased number of weapons being brought onto school campuses and the probability of a student being shot. The panel felt that closer monitoring of the students by school staff and school security would be critical and there should be a manner in which to hold school staff accountable for dealing with a student found in possession of a weapon.

ILLUSTRATION 16

Closed Campuses

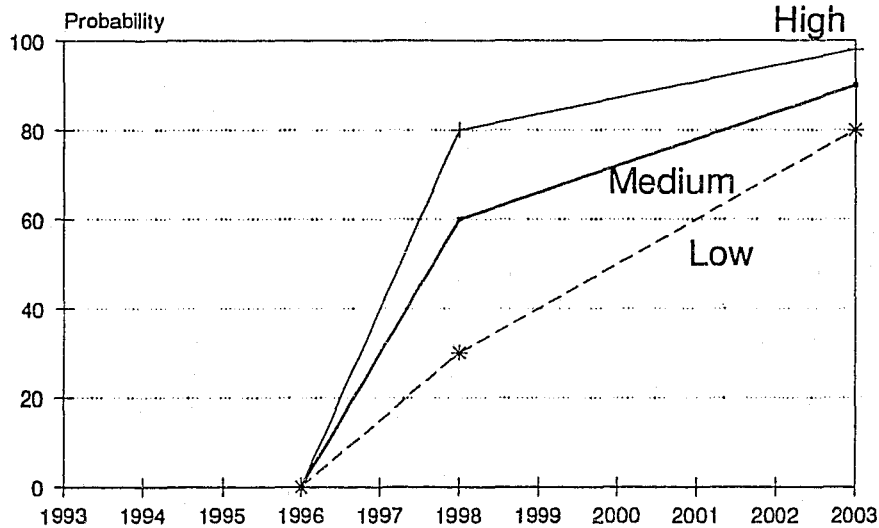


Event two is the projection when rural school campuses must go to closed campuses. The panel was not discussing physical fencing of a school site with this issue, but indicated that at some point, students would have to come to school in the morning and stay there until they left at the end of the day. The panel felt that the likelihood for all rural school campuses to be closed by 1998 was 85% and they all could be closed as early as one year from today. The panel also projected that within a ten year period there would be a 98% chance or almost a certainty that all rural school campuses would be closed.

The panel felt the closed campus environment was critical due to the trend in unauthorized students and adults coming on campus and leaving without detection. The panel felt certain that if there was no movement on and off campus between the beginning and end of school that school staff and police could stop and question unauthorized individuals which would decrease the amount of drug sales on campus and weapons being brought on campus.

ILLUSTRATION 17

Public/Legislative Mandate Safe Schools

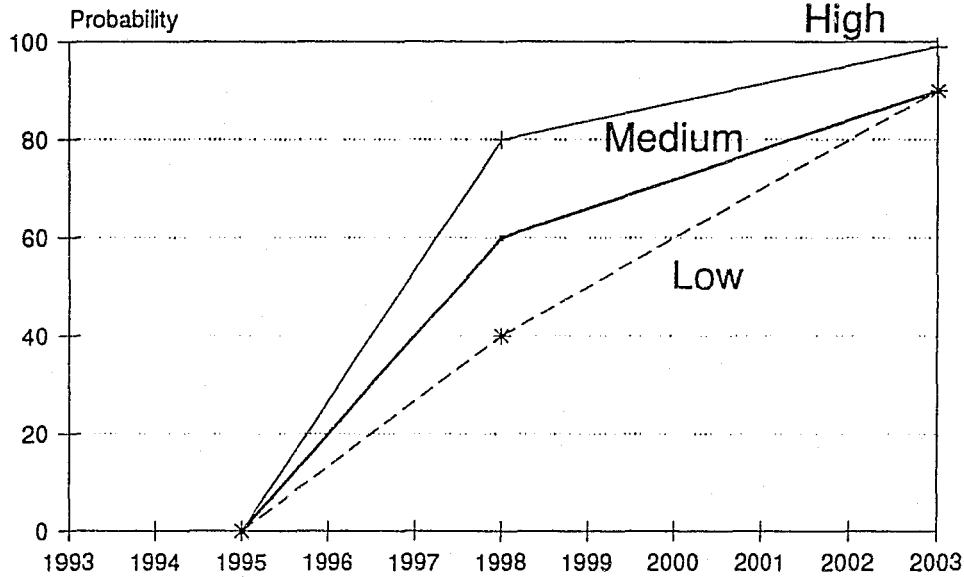


Event three deals with the concept of the public either through popular vote or a bill passed by the legislature, mandating safe schools. The panel felt an actual law would not be enacted until the year 1996 or after. The panel felt there would be a 60% chance that by the year 1998 there would be some type of a public/legislative mandate for safe schools, and projected by the year 2003 there would be a 90% chance of some type of legislation or law.

Although the panel felt this event was one of the top ten events that would occur, they didn't feel it would have the impact that some of the other events would. The group felt any type of legislative mandate or law would only be as good as the school staffs that choose to adhere to the law or downplay it in some fashion. The panel felt the legislative mandate for safe schools would show a change in the attitude of the general public in that they believe there is a growing problem in the school environment and they should do something to alleviate the problem.

ILLUSTRATION 18

Lawsuit Regarding Unsafe Schools

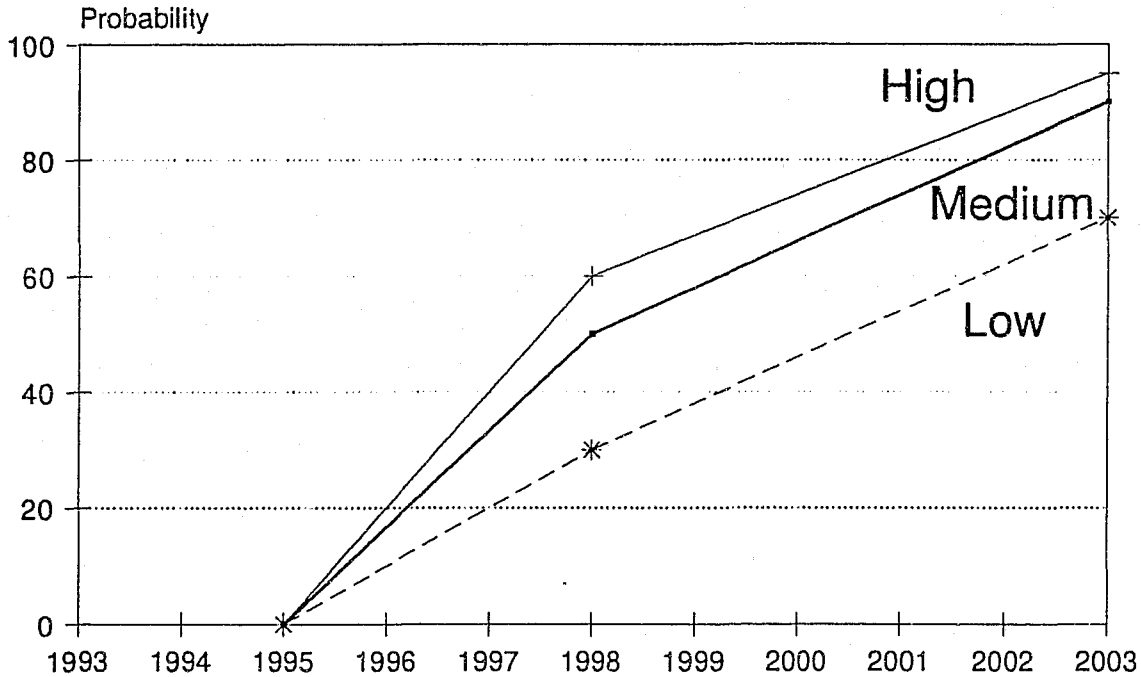


Event four indicates, because of the general trend in the increased numbers of lawsuits and civil liability issues, that there would be some sort of a lawsuit brought forth by a parent of a student regarding unsafe schools. The group felt that this could happen within two years, and that in 1998 there was a 60% chance that a lawsuit would be filed. The group also felt that by the year 2003, there would be a 90% chance that a lawsuit regarding unsafe schools would be filed in a rural area.

The panel viewed a lawsuit regarding unsafe schools as a significant event because of the increased concern for liability by school boards, school administrators and the attorneys working for the school district. The consensus of the panel was that a successful lawsuit for an unsafe school environment would get the attention of the school board and school officials because of its impact on budgets and general operating costs.

ILLUSTRATION 19

Sworn Police Officer Assigned On Campus

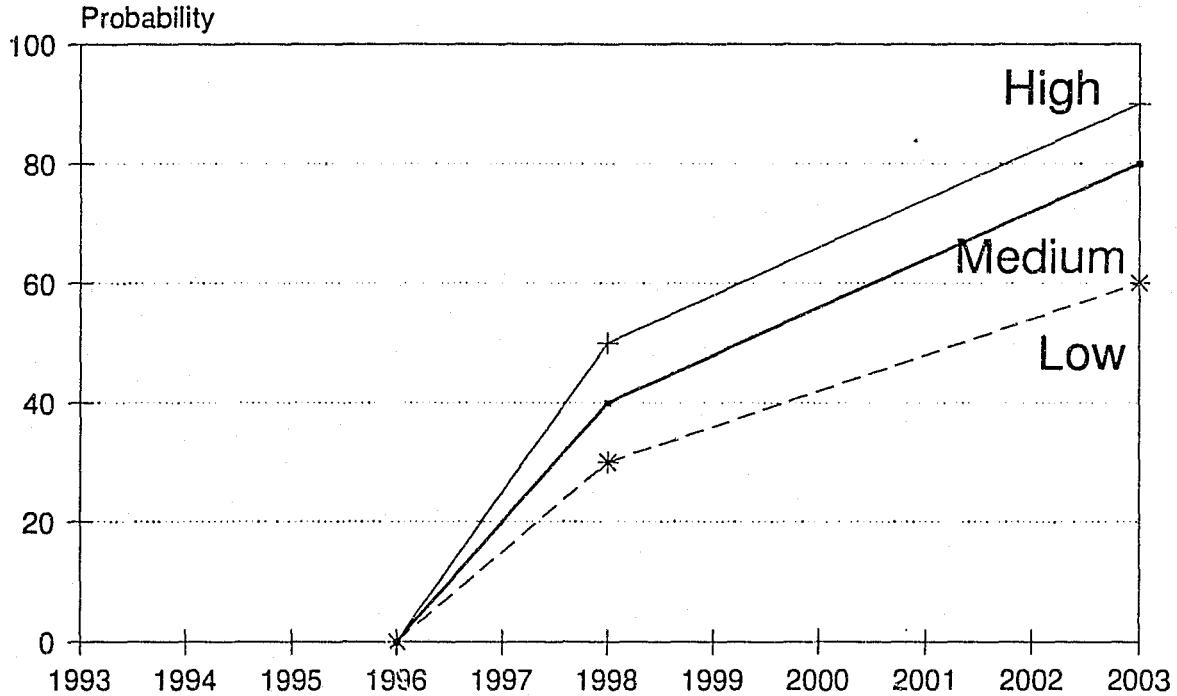


Event five shows the impact placing a sworn police officer on a rural school campus would have. The group indicated that the first potential for a sworn police officer assigned to a school campus full-time would be approximately two years from today, and that there would be a 50% chance that one sworn officer would be assigned by the year 1998. The panel projected that by the year 2003, there would be a 90% chance that a sworn police officer would be on a rural campus site.

The group felt that a sworn police officer would be assigned on a rural school campus because of the general attitude and increased aggressiveness by rural students. The group indicated that school officials were having increased difficulties dealing with rebellious students, and that there was an increased lack of respect for authority by students.

ILLUSTRATION 20

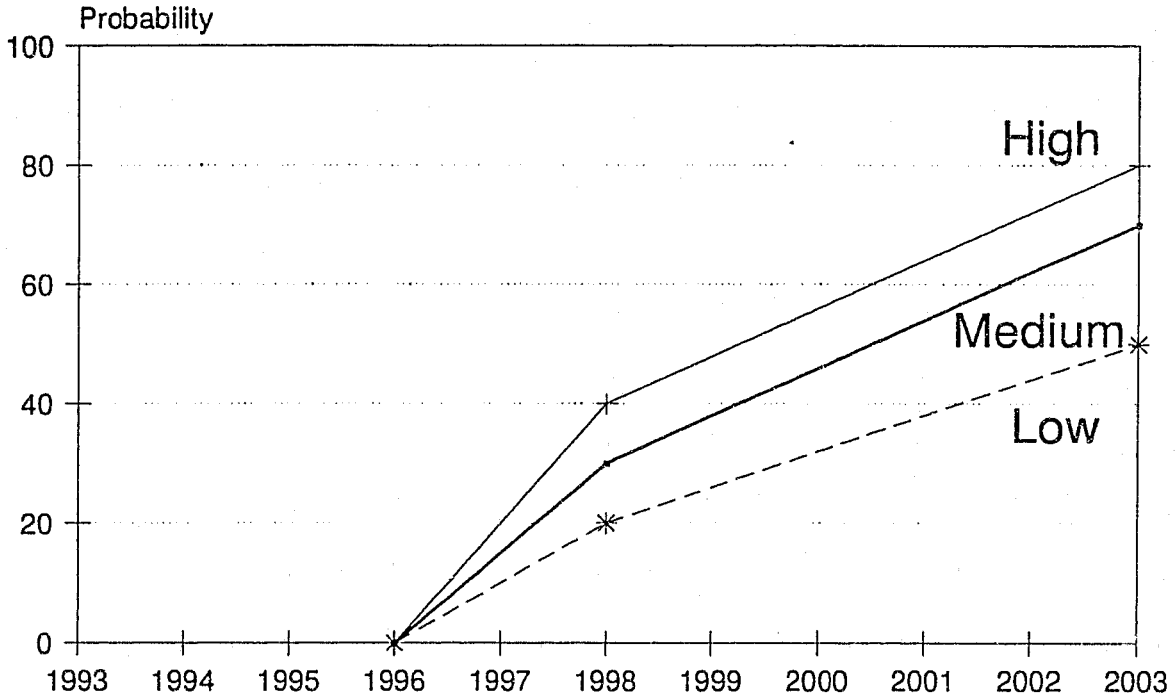
Police Shoot Student On Campus



Event six looks at the probability of a police officer shooting a student on a rural campus. The group felt that there would be a 40% chance by the year 1998 a sworn police officer would shoot a student on a rural school campus. The group further projected that by the 2003, there would be an 80% chance that a student would be shot on a rural school campus. The group felt that this event would occur as a result of several trends to include the increase of weapons on campus, the lack of respect for authority, the increase in overall gang activity and a greater presence by police on campus.

ILLUSTRATION 21

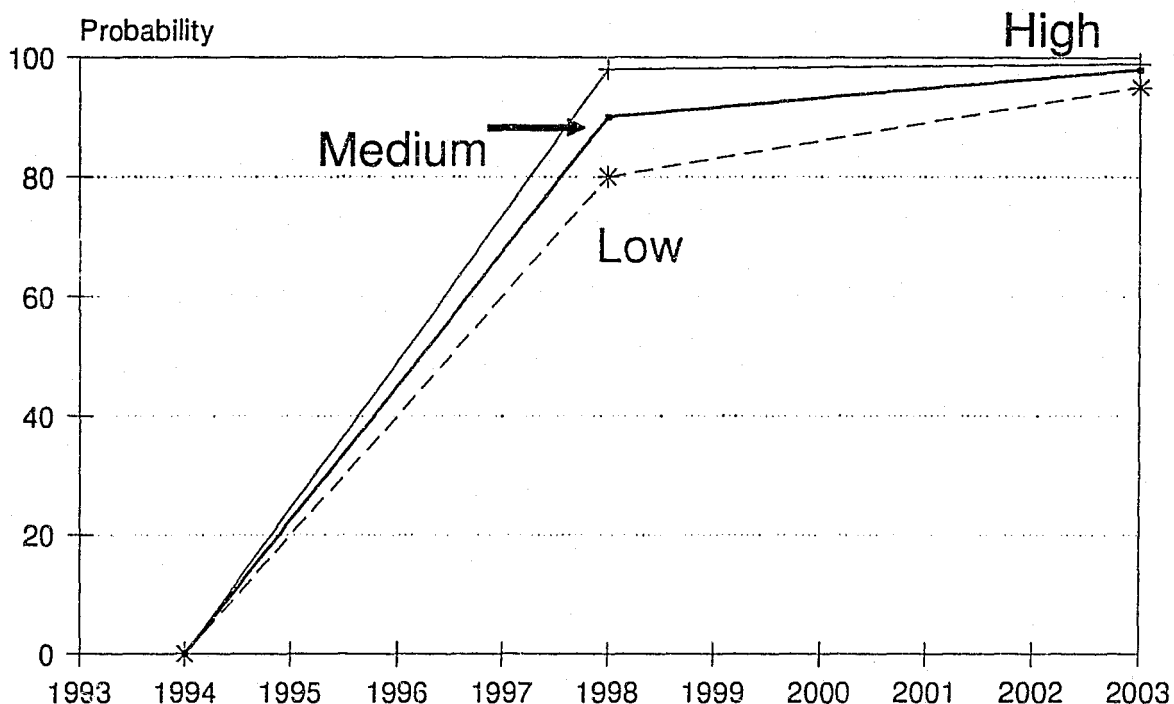
School Staff Member Shot



Event seven deals with the same phenomenon of a shooting on a school campus, but looks at the possibility of a school staff member being shot. The group chose this event for the same reasons it chose a shooting in general on a campus and the possibility of a police officer shooting a student on campus. The group indicated that there was a 30% likelihood that a school staff member would be shot by the year 1998, and 70% chance that a school staff member would be shot by the year 2003.

ILLUSTRATION 22

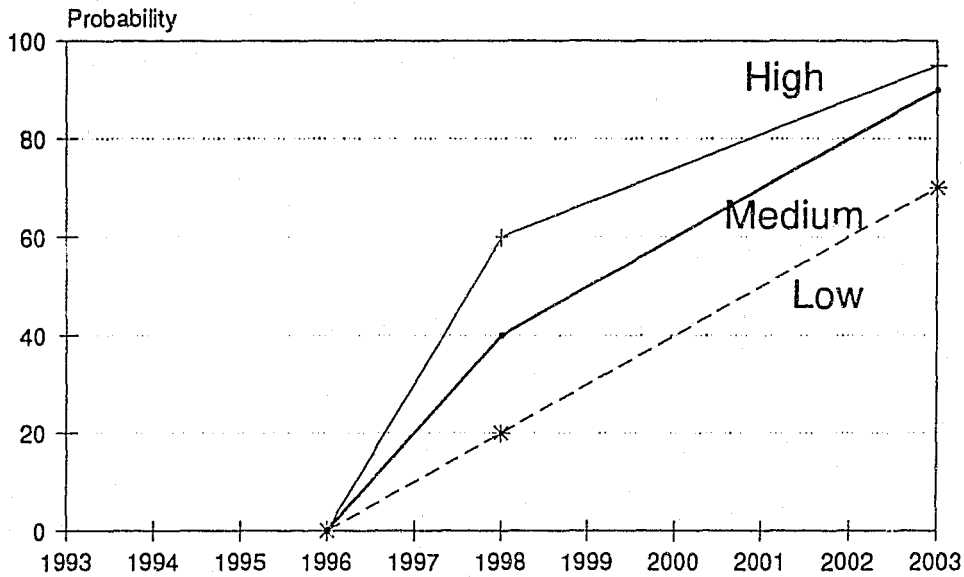
Major Racially Motivated Juvenile Crime



Event eight is a major racially motivated juvenile crime occurring on a rural school campus. The group felt because of the trend of additional minorities coming into the rural school environment, the potential for a major racially motivated juvenile crime was significant. The group felt that by one year from today the probability would exceed zero and there was a 90% chance that this type of crime would occur by the year 1998. The group also felt that by the year 2003 there would be a 98% chance, or an almost certainty, that a crime of this nature would occur. The group felt that the racially motivated crime would have a violent overtone and an extreme negative impact on the trend towards more group crime and gang activity in general on campus.

ILLUSTRATION 23

Physical Fencing Of A High School

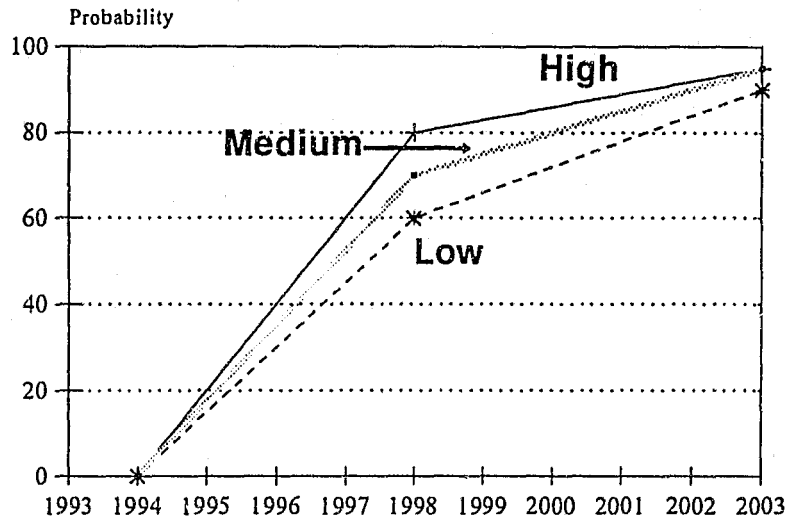


With event nine the group felt the rural school campuses would someday have physical fencing surrounding them. The group indicated the first likelihood of this happening would be after the year 1996, and that there would be a 40% chance physical fencing would occur by the year 1998. The group indicated that by the year 2003, there would be a 90% or very significant chance for physical fencing at a rural school site.

The group saw the physical fencing of school sites as an event which would occur due to the trends involving additional weapons being brought onto campus, need for increased monitoring of students coming on and off campus, and the increased security that would develop by security guards and police being able to monitor the movement of students.

ILLUSTRATION 24

Police Publicly Take On Schools



Event ten is one of the most interesting events predicted by the panel as it deals with a public confrontation by a law enforcement officials and school officials. The group indicated that for years there have been opposing philosophies by school staff and law enforcement officials regarding the safe school issue. The group said that school staffs have taken the position that students need freedom of expression and a wide variety of privileges while law enforcement has felt there needs to be more rules and regulations as well as greater levels of disciplinary action. Although the group felt some school administrators were starting to take a more aggressive disciplinary approach there was still a significant gap between the schools and law enforcement, and due to the increase in gang activity and violence in general, the issue would soon go public.

The panel said within a year there would be a possibility for law enforcement to publicly challenge the schools. The group indicated that by the year 1998, there would be a 70% chance law enforcement would challenge the schools publicly and a 95% chance, or almost certainty, by the year 2003.

Cross Impact Evaluation

ILLUSTRATION 25
EVENT-TO EVENT CROSS-IMPACT MATRIX

Initial Probability	E1	E2	E3	E4	E5	E6	E7	E8	E9	E10	Final Probability
E1 95%	X	-10	-10	0	-25	-15	0	40	-10	-10	62%
E2 98%	30	X	30	10	0	30	30	10	0	20	100%
E3 90%	0	0	X	0	0	0	10	0	0	0	97%
E4 90%	30	-10	0	X	-30	20	20	30	-20	10	100%
E5 90%	30	-20	20	10	X	30	30	5	-20	10	100%
E6 80%	10	-20	-10	0	10	X	0	10	-20	-10	52%
E7 70%	0	-20	-20	-10	-30	-30	X	20	-20	-10	10%
E8 98%	20	-15	-10	-5	-30	-15	0	X	-15	-5	32%
E9 90%	10	30	15	10	-15	10	10	10	X	5	100%
E10 95%	40	-30	-10	10	-20	30	40	10	-20	X	100%

Impacting Events

- E1 Student Shot at School Site
- E2 Closed Campuses
- E3 Public/Legislative Mandate Safe Schools
- E4 Lawsuit Regarding Unsafe Schools
- E5 Sworn Police Officer Assigned on Campus
- E6 Police Shoot Student on Campus
- E7 School Staff Member Shot
- E8 Major Racially Motivated Juvenile Crime
- E9 Physical Fencing of a High School
- E10 Police Publically Take on Schools

After the Nominal Group Technique (NGT) panel ended their session, three selected members of the group reconvened to conduct a cross-impact analysis. The three members of this group all had extensive experience with gang activity on rural school campuses. The cross-impact process evaluated the impact the ten events would have on each other should they occur.

For example, if Event 1 (Student Shot at School) occurred, what impact by percentage would it have on Event 2 (Closed Campuses) actually taking place? The panel felt that there would be a thirty percent (30%) positive or greater chance that campuses would be closed if the shooting occurred.

The panel felt there would be both positive and negative impacts depending on the specific events that occurred during the same time period. The panel also recognized that there would be no impact or 0% change if certain events occurred together.

After each event was compared with the other events, the data was entered into a cross-impact computer program to determine the final probability. This program analyzed each event from the perspective of the combined events occurring, and ultimately determined the final probabilities. As the chart shows, some of the probabilities were raised or lowered from the groups original projections.

Scenarios

A computer program was developed by the POST Command College staff to develop alternative futures based on the trends and events forecast by the Nominal Group Technique panel. The following data was entered to create tables from which to develop the alternative futures:

1. Event-to-event cross-impact matrix results
2. Cumulative event probability for 10 events
3. Median forecasts of 10 trends

The computer program correlated the sets of data and generated 40 alternative future scenarios. Two of the 40 future scenarios were selected as the most interesting and the most desirable. The most likely scenario was selected by the Nominal Group Technique panel through their direct input.

Most Interesting Future

The Policy Analysis Co., Inc. SIGMA Scenario Generator

For Seed No.> 2254267 < and the new data --
in a 10 year SCENARIO that begins in 1994,

THIS IS WHAT HAPPENS!!

1. Sep. 1998 E- 7.SCHOOL STAFF-MEMBER SHOT
Trend = 201 P= 34.03 +I = 0 & -I = 9 Cnfd= 0 Cnsn= 0
2. May 1999 E- 1.STUDENT SHOT AT SCHOOL SITE
Trend = 210 P= 49.01 +I = 9 & -I = 0 Cnfd= 0 Cnsn= 0
3. Jul. 2000 E- 8.MAJOR RACIALLY MOTIVATED JUVENILE CRIME
Trend = 202 P= 45.01 +I = 0 & -I + 8 Cnfd= 0 Cnsn+ 0
4. Oct. 2002 E- 10.LAW ENFORCEMENT PUBLICLY TAKES ON SCHOOL
Trend = 204 P= 47.01 +I = 8 & -I = 6 Cnfd= 0 Cnsn= 0
5. May 2003 E- 5.SWORN POLICE OFFICER ASSIGNED ON-CAMPUS
Trend = 212 P= 43.02 +I = 8 & -I = 0 Cnfd= 0 Cnsn= 0
6. Nov. 2003 E- 6.POLICE SHOOT STUDENT ON-CAMPUS
Trend = 203 P= 40.03 +I = 0 & -I = 9 Cnfd= 0 Cnsn= 0

The events which do NOT Happen are:

1. E- 2.CLOSED CAMPUSES
P= 45.01 +I = 0 -I = 8 Cnfd= 0 Cnsn= 0
2. E- 3.PUBLIC/LEGISLATIVE MANDATE FOR SAFE SCHOOLS
P= 45.03 +I + 8 -I + 0 Cnfd+ 0 Cnsn+ 0
3. E- 4.LAWSUIT REGARDING UNSAFE SCHOOL
P= 45.02 +I = 8 -I = 8 Cnfd= 0 Cnsn= 0
4. E- 9.PHYSICAL FENCING OF HIGH SCHOOL
P= 46.03 +I = 8 -I = 0 Cnfd= 0 Cnsn= 0

Most Desirable Future

The Policy Analysis Co., Inc. SIGMA Scenario Generator

For Seed No.> 2254254 < and the new data --

in a 10 year SCENARIO that begins in 1994,

THIS IS WHAT HAPPENS !!

1. Jul. 1996 E- 5.SWORN POLICE OFFICER ASSIGNED ON-CAMPUS
Trend = 123 P= 43.02 +I = 8 & -I = 0 Cnfd= 0 Cnsn= 0
2. May 1997 E- 4.LAWSUIT REGARDING UNSAFE SCHOOL
Trend = 123 P= 45.02 +I = 8 & -I = 8 Cnfd= 0 Cnsn= 0
3. Feb 1999 E- 1.STUDENT SHOT AT SCHOOL SITE
Trend = 132 P= 49.01 +I = 9 & -I = 0 Cnfd= 0 Cnsn= 0
4. Dec. 2000 E- 3.PUBLIC/LEGISLATIVE MANDATE FOR SAFE SCHOOLS
Trend = 140 P= 45.03 +I = 8 & -I = 0 Cnfd= 0 Cnsn= 0
5. Dec. 2002 E- 2.CLOSED CAMPUSES
Trend = 132 P= 45.01 +I = 0 & -I = 8 Cnfd= 0 Cnsn= 0

The events which do NOT Happen are:

1. E- 6.POLICE SHOOT STUDENT ON-CAMPUS
P= 40.03 +I = 0 -I = 9 Cnfd= 0 Cnsn= 0
2. E- 7.SCHOOL STAFF-MEMBER SHOT
P= 34.03 +I = 0 -I = 9 Cnfd= 0 Cnsn= 0
3. E- 8.MAJOR RACIALLY MOTIVATED JUVENILE CRIME
P= 45.01 +I = 0 -I = 8 Cnfd= 0 Cnsn= 0
4. E- 9.PHYSICAL FENCING OF HIGH SCHOOL
P= 46.03 +I = 8 -I = 0 Cnfd= 0 Cnsn= 0
5. E- 10.LAW ENFORCEMENT PUBLICLY TAKES ON SCHOOL
P= 47.01 +I = 8 -I = 6 Cnfd= 0 Cnsn= 0

SCENARIO NUMBER ONE - Most Likely

It is the year 2003 and the population of the City of Redding is 110,000. Over the past 10 years the City of Redding has been the number one fastest growing city in California and the third fastest growing city in the United States. Interstate 5 continues to be a main corridor between the large cities in Oregon and Washington and the major cities throughout central and southern California. Along with the phenomenal population growth, the City of Redding has also had a continual and significant rise in crime.

From 1993 through 2003 the Redding Police Department and the local public schools have been working together to create a safe school environment with as little gang activity and violence as possible. During this 10 year period, there were some significant events which occurred on school campuses that created the need for absolute cooperation between the schools and police. The following information is a chronological account of the most likely events and their impact on the trends from 1993 through 2003.

In May of 1994, there is a gang related shooting on a local high school campus that had some obvious racial overtones. A White Pride gang member, who was dressed in all blue, walked up to a Southeast Asian student, who was dressed predominantly in red, and shot him twice in the upper torso with a 9 millimeter semi-automatic handgun. The Southeast Asian student, who was also identified as an active gang member, died as a result of the injuries sustained in the shooting.

The shooting of the Southeast Asian student prompted additional cries from the community to increase the programs designed at detecting weapons on campus and additional rules governing dress styles on campus. Because of the shooting incident, the dress codes at local, middle and high school campuses specifically prohibited students from wearing all one color of clothing and made possession of any illegal weapon on campus an automatic expulsion.

In the year 1995, the local school staffs and police departments continued to have problems monitoring student movement to and from the "open campuses". Because of the problems with drug sales, weapons on campus and gang activity in general all campuses in rural Shasta County became "closed campuses".

In October of 1996, after several years of debate between school administrators and police officials regarding discipline rules and regulations, the Chief of Police of the Redding Police Department chose to publicly take on the schools. In a press release sent to all local media, the Chief of Police described his frustration in

dealing with the school administrators and school boards, and outlined a chronological list of events starting as early as 1988 showing the lack of action taken by the schools to prevent gang activity and violence on campuses. The press release issued by the Chief of Police made the front page of the local newspaper, was on all local TV and radio stations and generated an extreme high volume of letters to the editor and other forms of discussion.

In 1997, there was a study released which showed the continued negative trend in the breakup of the family unit and the lack of respect for authority displayed by young people. During this same time period, there was a lawsuit filed by the parents of a student at a local high school which alleged that their son was the victim of an act of gang violence because of an unsafe school environment. The parents of the student filed the civil suit, suing the school district, the school board officials, and asked for punitive damages against the principal and vice-principal of the school. During this same time period, due to the increased acts of gang violence on the local high school campuses, the Redding Police Department assigned its first full-time uniformed sworn police officer to work on a high school campus.

In 1997, there was a law passed through the California Legislature requiring that by January 1, 1998 all schools, including the rural schools in the City of Redding, would become "safe schools" to include physical fencing of all school sites, school staff as mandatory reporters of racial tension, gang activity and weapons on campus, and have a plan in effect to deal with any and all rule violations on an ongoing basis.

In September of 1999 during the second week of the new school year, a Redding Police officer shoots and seriously wounds a gang member on a school campus. The police officer who identified the gang member as a wanted subject by the Probation Department, publicly states that it was due to a lack of "teeth" in the juvenile justice system that this gang member was allowed to be out in public and on a school campus. Over the next several weeks there are editorials

and other forms of public outcry demanding that more "teeth" be put into the juvenile system and that the "ineffective court system" be totally revamped.

In June of the year 2003, just two weeks prior to summer vacation, a student who is a member of a Southeast Asian gang approaches the vice-principal of the school and fatally shoots him outside of his office. The young Southeast Asian gang member shot the vice-principal due to the fact he had suspended a fellow gang member from school due to narcotics violations.

SCENARIO NUMBER TWO - Most Interesting

For a four year period from 1994 to 1998 the high schools and junior high schools in the Shasta County area went without any major incidents. This four year period of relative calm took place in light of the fact that the schools did not close all their campuses, there was no public legislative mandate for safe schools, there was no lawsuit by a parent regarding unsafe schools nor did they choose to place physical fencing around any of the high schools. The four year period of relative calm occurred as a result of aggressive approaches to school safety and discipline by both school staff members and the Redding Police Department.

In September of 1998, the first of six very significant incidents occurred which would take place from 1998 through the year 2003. In September of 1998 a school staff member was shot at Shasta High School while attempting to enforce the dress code with a certified White Pride gang member. Although the teacher was not fatally wounded, he was partially paralyzed as a result of the shooting and was forced to retire. The shooting incident and the fact that the teacher was a very popular and aggressive teacher within the school system caused tremendous outcry and the whole issue of safe schools became a top priority both with the community and law enforcement.

In May of 1999, after increased emphasis on dress codes, reduction of weapons on campus, special police suppression projects and a variety of other programs a student was shot in a gang related shooting at Enterprise High School. The gang related shooting, which took place between a White Pride gang and a Southeast Asian gang, increased the debate regarding gang activity on school campuses and the issue of safe schools.

As a result of the two shootings the Redding Police Department publicly denounced the local schools' approach to creating a safe school environment and laid out an eight year history of recommendations the police department has made which were not followed by the schools.

After going public with the concerns, law enforcement started a political battle where the schools were forced to request a sworn police officer assigned on school campuses. The local school system provided the revenue to pay for two full-time sworn police officers to rotate through the four high schools and two middle schools. The sworn police officers' presence on the campus greatly reduced the racial tension and provided safety for the students.

On November 20, 2003, just two months after the sworn police officers were assigned on school campuses, a Redding Police officer shot a gang member who was found in possession of a handgun. The gang member was using the handgun in a threatening manner towards a group of students when the officer confronted him and ordered him to drop the weapon. As the student turned towards the officer, the officer fatally shot him.

SCENARIO NUMBER THREE - Most Desirable

The Redding School District went from January 1994 to July 1996 with no major problems regarding gang activity and racial tension. In July of 1996, the Redding School District funded a sworn police

officer to work on the high school campuses. The one sworn police officer rotated throughout the four schools on an as needed basis and helped significantly with the gang situation.

In May of 1997 as a result of a minor physical fight between two rival gangs, a parent of one of the students involved filed a lawsuit against the Redding School District claiming an unsafe school environment. The lawsuit which was filed in local small claims court brought to light some of the concerns that parents had for their students on campuses. As a result of the lawsuit, there was again heightened awareness as to the schools' rules and regulations regarding dress codes, conduct, and issues relating to intimidation and gang activity.

The heightened awareness created by the lawsuit and the additional security created by the sworn police officer on campus helped keep things relatively calm until February of 1999. In February of 1999, there was a student shot at Pioneer High School in retaliation for a previous fight. This particular shooting incident, which resulted in minor injury to one of the students, again brought the issue of safe schools out front.

In December of the year 2000, the State of California Legislature passed a legislative mandate requiring each school district to maintain a safe school environment on individual campuses. The legislative mandate held principals of each one of the public schools personally responsible for adhering to the State of California Safe School Program and imposed severe monetary fines for failure to comply with the law. The legislative mandate created the need for each school principal to make the safe school issue its number one priority.

In December of the year 2002, as a result of the legislative mandate in the year 2000, all public school campuses in rural Shasta County became physically fenced and were dedicated "closed campuses." The closed campus environment helped facilitate the programs that have been implemented as a result of lawsuits and the

legislative mandates, and decreased the level of violence on school campuses. The closed campuses also allowed the sworn police officers assigned to the school campuses to monitor movement on and off campus by unwanted subjects and helped create a safe environment.

Policy Considerations

Policy and procedure development can be created by considering the hypothetical scenarios and working towards the desired future. The desired future is a rural school environment free from gang violence with programs promoting a safe school. The policies established will be for rural law enforcement's role in the desired future. The Redding Police Department will serve as the model agency.

The policy of the Redding Police Department will be:

- Utilize the skill and experience of police department personnel to train school staff to recognize, deter and suppress gang activity at school.
- Place as many police officers as possible on school campuses teaching students the negative aspects of gang activity and help give them alternative lifestyle options.
- Utilize creative and aggressive undercover and uniformed enforcement details to arrest and prosecute students involved in illegal gang activity.

These policies were selected due to their high probability of success. The policies will also take into consideration the 35 policy recommendations (Appendix D) the NGT panel made to help prevent gang violence on school campuses.

SECTION III

STRATEGIC PLAN

SITUATIONAL BACKGROUND

This section will discuss a strategy for the Redding Police Department to organize and bring about a desired future based on the hypothetical scenario #3 in the Future Study.

The Redding Police Department (RPD) is a medium size police agency serving a population of approximately 80,000 residents. The department has 165 employees, with 95 of them being sworn police officers. The chief is Robert P. Blankenship, a very progressive manager with 25 years of experience at the Redding Police Department. Chief Blankenship is a prominent figure in the law enforcement community and has been urging local schools to take a more aggressive role in safe school campuses.

The strategic plan to deal with gang activity on rural school campuses will incorporate a mission statement, environmental analysis, organizational capability analysis, stakeholder identification and analysis, policy alternatives, selected strategy, implementation plan, and budgetary considerations.

MACRO-MISSION STATEMENT

It is the mission of the Redding Police Department to assure both the real and perceived security of persons and property within the community. This is accomplished through a

professional police organization, dedicated to serve its citizens, and provide necessary assistance immediately in times of emergency.

MICRO-MISSION STATEMENT

The micro-mission statement is to pool the resources of the Redding Police Department and the local schools to organize and start a program designed to prevent gang activity on and around school campuses. The programs and policies are specifically designed to reverse the trend of gang activity on rural school campuses and create a safer school environment. The efforts of the program will be targeted at all public schools, including grades kindergarten through 12, to create a well balanced program that will include education, suppression and intervention. Team building and sharing information will be encouraged and the stakeholders will be an critical part of the program. The Redding Police Department will support the efforts of school administrators and school staff and will provide auxiliary services when needed, and will take direct responsibility for educating school staff, operating dynamic and aggressive enforcement details, and monitoring the programs as they progress to ensure quality control.

SITUATIONAL ANALYSIS

In this research a WOTS-UP (Weakness, Opportunities, Threats, and Strengths) analysis was utilized. The WOTS-UP analysis was divided into the external environment opportunities and threats, and internal organization strengths and weaknesses. The environment analyzed was that of the Redding Police Department and the current environment both political and social within the City of Redding. This researcher was assisted by key members of the Redding Police Department to help analyze the internal and external environments relative to this strategic plan.

EXTERNAL ENVIRONMENT

Opportunities

One of the significant opportunities available in Shasta County is the atmosphere which suggests the community is ripe for change when it comes to dealing with violence on school campuses. Groups such as the P.T.A., the Gang Task Force, governmental agencies such as the Probation Department and District Attorney's office, are all actively involved in pressuring school boards and school administrators to get more aggressive with school safety issues.

Several specific incidents like a recent gang fight involving a gun on a high school campus, more noticeable gang graffiti on school campuses, and racial tension are bringing to the surface the extent of the school gang phenomenon. The future study for this project

indicated that there was a growing amount of violence by youth, more weapons being brought on to school campuses, and there was a general continuing lack of respect for authority. These negative trends, along with some very specific negative incidents, has caused a great deal of pressure to be brought on school boards and school administrators. Many individuals and groups who were not involved in these issues previously are now spearheading groups and taking responsibility for seeing that school administrators are held accountable for gang activity on campuses. For the first time in Redding, the community is no longer in denial about gangs.

Several city council members have expressed concern about the gang problem in the community and are interested in working with the schools to help prevent gang activity on school campuses. The city council is responsible to community needs and will most likely support any practical way in which to deal with gang activity. The city council's responsive style can be focused to develop this strategic plan and allow resources to be dedicated to assist the police department in doing their part.

THREATS

The negative aspect of the external environment is the city of Redding's significant population increase and rapid change in demographics, predominately by the influx of South East Asians. The negative external environmental impact is largely due to a predominately white population base failing to accept the South East Asians and other minority groups. The significant population increase and change in demographics is creating a great deal of

tension and causing gangs to form for protection from other groups of people.

The local school district can be a threat to this strategic plan. Although the group seems to be sincere in creating a safe school environment, they also appear to be in denial over the extent of the gang problem. It does not appear the local school board have adopted strict enough disciplinary policies to deal with gang activity and intimidation which occurs on local high school and middle school campuses.

The local high school superintendent has never considered the threat of gangs on school campus as a serious problem and has specifically described incidents as "isolated incidents". The high school district has shown tendencies to isolate themselves from the police department and failed to utilize the resources of the police department properly in training their staff to detect gang activity and deal with it appropriately.

ORGANIZATIONAL CAPABILITY

The Redding Police Department's organizational environment as it relates to this issue question revolves around the current staffing and budget constraints, the experience of the personnel, and the willingness of the police agency to take on school gang violence as a top priority. The strengths and weaknesses of the organization are analyzed to deal with environmental threats and opportunities.

STRENGTHS

The Redding Police Department's strengths stem from the agency stance of "no tolerance" to gangs and gang activity on school campuses. The agency recognizes a gang problem on school campuses and is willing to meet the challenge. The agency also has the knowledge and experience to deal with the problem.

Because the city of Redding has been one of the most sought-after locations to live and raise children, the police department has the luxury to recruit some of the most highly talented and educated police officers in the state. The police agency had the foresight many years ago to hire civilians, to offset the sworn police officer's workload. This has allowed the opportunity for a very visible uniformed Patrol Division.

The Redding Police Department also has a group of young police managers, many of which will be employed during the ten year strategic plan. The management group is willing to adjust priorities and use its established work force (traditional police service plus Crime Analysis Unit, Crime Prevention Unit, volunteer program, etc.) to deal with the issue. The strategic plan starts at a time when the Redding Police Department is actively involved in creating a Community Oriented Policing Program, which would allow the opportunity to use five uniformed officers as needed to deal with any specific problem at school. The opportunity also exists for the police agency to utilize its existing gang unit and

gang tracking system to network the schools to identify and deal with gang activity.

WEAKNESSES

The negative environmental impact is largely due to a predominately white police force (94 out of 95 sworn police officers are white) and rapid increase in South East Asian gang members who often perceive the white police officer as prejudiced and insensitive. The problem is further increased by the police agency's lack of understanding the South East Asians in general, and what is perceived by officers on the street as a significant lack of respect for authority by the younger South East Asians.

The police agency must deal with the school gang phenomenon at a time when the economy is still struggling in many ways, and the political posture of the city fathers is to reduce the size of city government. The "downsizing" of government comes at a time when the state government continues to mandate programs which are very costly, (booking fees, domestic violence, child abuse, etc.) and a large segment of the criminal justice system is unable to support enforcement efforts by the police agency.

The Redding Police Department can successfully arrest and help prosecute gang members which are currently active on school campuses. However, until a violent felony crime is treated as such, and the offender is sentenced to a significant and meaningful term in the California Youth Authority, the "revolving door" concept, continues to create a significant problem for police as

gang members realize the system lacks real teeth. As with the police department, other allied governmental agencies are also experiencing staffing and budget constraints which continue to frustrate everyone involved.

ORGANIZATION ANALYSIS

Strengths

In looking at the Redding Police Department's ability to deal with the gang issue on school campuses, some very positive strengths come to mind. First of all, the police department has all the tools available to directly impact the issue question almost immediately. A very elaborate training program with a designated full-time training manager, has been in place for many years, and immediately dealt with the gang issue when it surfaced. The police agency completed gang training for all its sworn personnel and has several highly trained and experienced gang investigators.

With the expertise in place, the agency has the ability to use its Crime Analysis Unit, Directed Patrol program, Crime Prevention Unit, and School Resource officers to take a multi-faceted approach to dealing with the gang phenomenon. Through Directed Patrol, the agency is able to target problem areas such as public parks, neighborhoods with obvious gang and racial problems, and focus on the schools which are at the heart of this issue question.

The directed patrol concept, along with the flexibility of the organization, will allow a large number of uniformed and plain clothes officers in and around a school campus on very short

notice. For example, when a significant problem regarding gang activity and drug sales developed on a Redding high school campus during the open lunch hour, the Redding Police Investigations Division and the Shasta Interagency Narcotics Task Force combined efforts and targeted the specific school during several random lunch hours. This example demonstrates how the flexibility and the experience of the organization can deal with problems on an as needed basis.

In regards to providing training for school staff members and presenting instruction to students on gang issues, the Redding Police Department has a pool of experts to draw from. Two full-time uniformed officers currently teach in the elementary schools, primarily the D.A.R.E. curriculum, but also do specific training on gang resistance and education. In line with the department's aggressive training program, one of the uniformed school officers was sent to a two week training session to learn how to teach gang resistance education and training to all grades K through 12. This one officer could become the focal point for the gang resistance education training, and will train other police officers to assist with the instruction.

Another strength the police agency has continually demonstrated is its willingness to network with all other allied agencies and school staffs to deal with the issue question. Specifically, the Redding Police Department Gang Unit meets with school administrators from a variety of school districts within the city on a monthly basis to share information on gang members. This

concept of meeting with school administrators has expanded to where the schools have also included their school security people. These meetings increase awareness and allow for a more unified approach to gang suppression.

Weaknesses

One of the organizational weaknesses that has hampered the efforts of the Redding Police Department is its inability to convince school boards and school administrators as to the critical nature of the gang problem. The police agency and the school administrators have been at odds for many years concerning the degree of the problem with gang violence on school campuses. The police perceive the school administrators as too image conscious, afraid to deal with the gang issue in an aggressive and pro-active manner, and being more supportive of a student's right to express himself than providing a safe learning environment.

The Redding Police Department also experiences frustration with the schools due to the numerous school districts. There are several school districts in the city of Redding, all having different school boards, school superintendents, and disciplinary policies and procedures. In order to provide training to school staffs and insure all schools within the city get on board and take a united approach to the issue question, there would need to be a set of guidelines that all schools would be required to follow.

When looking at the strategic ten year plan, it appears that the strengths outweigh the weaknesses making the goals and objectives

obtainable. With an adequate organizational environment and the capability to deal with the issue question, it is appropriate to look beyond the organization and determine whether the stakeholders will allow the plan to work.

STAKEHOLDER ANALYSIS

Stakeholders are those groups or individuals that may impact this strategic plan and have an interest in the plan's implementation. Snail darters are those individuals or groups that can interrupt or stop the desired plan, and must be identified and dealt with to assure the plan's success.

The stakeholder analysis was performed by this researcher, Redding Police Captain Chuck Byard, Redding Police Sergeant David Mundy, Redding Police Gang Investigator Butch Brown, Chico Police Captain Ruben Gurrola and Chico Police School Resource Officer Terry Dean. A total of ten stakeholders and one snail darter were identified by the group. The following information will explain the role of the stakeholders and snail darter and also help develop assumptions about the different groups. This information will be followed by an assumption map divided into quadrants; Certain, Very Important, Uncertain, and Unimportant.

1. School Board

- a) The school board is politically motivated and success oriented. The school board is looking to enhance its popularity and find ways to save the school district money while insuring a safe school environment.

- b) The fear of receiving a great deal of pressure from parents who are in denial over the school gang issue is a valid assumption. In the past, school boards and parents have taken the posture that the students need to express themselves and should not be overly burdened with strict rules and regulations. While the school board may be receptive to educational programs, teaching the evils of gang involvement, they may resist aggressive discipline programs for the students.

- c) The school board recognizes the expertise of the police department in gang related issues and will continue to ask the police department for support in dealing with the phenomenon.

2. Shasta County Superintendent of Schools

- a) The superintendent would embrace this plan as it would make his job easier, create fewer gang related problems on school campuses, and emphasize the cooperative effort between the schools and the police department. The school atmosphere would be more conducive to quality education as there would be a safer school environment.

- b) The school administrator could however, view the role of the police department as taking away some of his/her authority and possibly create controversy in certain areas. This type of attitude could cause difficulty as it might block some of the communication needed for a

cooperative effort between the police and schools. The superintendent might also take criticism from parents and school administrators who are in denial over the gang issue. The superintendent may also have financial concerns with the plan.

3. Chief of Police

- a) One of the top priorities for the chief of police is to make sure his police department handles emergency calls for service and maintains adequate manpower. At first glance, dedicating uniformed police officers to the school may not be feasible if it is going to impact manpower on the street. However, the chief of police realizes the high priority the police department and the community has placed on reducing gang violence and is willing to take a risk to impact gang activity on school campuses. Because of this and the fact that uniformed school officers on school campuses may reduce the number of emergency calls for service, the chief would be receptive to this plan.

- b) The chief of police realizes the need to work within his budget and maintain the most cost affective law enforcement agency possible. Because of this, the chief would require the schools to offset the cost of placing uniformed police officers on school campuses. The chief realizes the cooperative effort needed by the schools and

the police and would work towards the goal of combining resources to facilitate uniformed officers on campus.

4. School Principals

- a) In order to maintain safe schools and prevent gang violence on school campuses, the principals will utilize all resources available to them. School principals want to reduce gang violence as it improves their image and the image of their school. Principals also want to reduce gang violence because of the pressures they receive from parents of students.

- b) This plan would call for principals holding staff accountable for reporting gang activity and gang violence on school campuses. In the past, the principals have not provided the proper training and tools necessary for their staff to deal with the gang issue. The principals may resist the effort to hold their staff accountable if the teachers union resists the plan because they view it being outside of their job description. The principals must obtain the assistance of the teachers and other staff members because of the close relationship the staff has with the students.

5. Parent Teacher Association

- a) The Parent Teachers Associations could view the plan as very beneficial as it would create a safer school environment and reduce gang violence on school campuses.

This plan would create more direct interaction between the parents and the school administrators which would create a better networking system.

- b) There is some denial on the parent's part in admitting the potential for gang violence on campuses. However, there is a movement afloat that suggests that many parents are "outraged" by the trend in violence on campuses and would probably sway the majority towards the acceptance of this plan.

6. City Council

- a) It is necessary for the strategic plan to be "politically correct" in the eyes of the city council. Currently the environment in the Redding community is "ripe" for a plan of this nature to reduce violence on rural school campuses. Because of this, it is quite conceivable that the city council would support the plan.
- b) Some of the city council members might view the costs of this program as a reason not to do it. However, there has been some recent improvement in the city's economic base that could influence their decision making. If the council felt the schools were paying their fair share of the program, it would be "politically correct" for them to support the plan.

7. Parents of Students Involved in Gang Activity

- a) A better understanding of the gang phenomenon would help the parents of students involved in gang activity to be more concerned about their children's activities. Getting to the root of the problem and demonstrating the potential for harm to their children is critical. Because many of these parents have not taken an aggressive role in their children's lives, they must be held accountable for their children's actions.

- b) Many parents of these "at risk" kids want to get involved in their children's education, but don't know how. These parents must be contacted and motivated to get involved in their children's education and style of life.

8. City Manager

- a) In order to be sensitive to the needs of the community and "politically correct" the city manager needs to make public safety a high priority. The city manager would allow the police department to work with the schools to reduce gang activity on campus as it is "politically correct". The city manager might also support the plan as it would enhance the image of the city and more specifically, the city council.

- b) The city manager might normally resist an increase in the police department budget to support this plan, however

the economic picture is improving which would create more flexibility with the budget.

9. State Senator

- a) The state senator would also support this plan as it is "politically correct" and would allow him/her to introduce new legislation to support it. The state senator could enact legislation that would provide funding for police to affectively work with gang violence on school campuses.

- b) The state senator is a pivotal person in this plan as it will be his/her political influence that could create the cooperative effort between the schools and the police. The facilitating of this cooperative effort by the state senator would enhance his image and increase the likelihood of re-election.

10. Students

- a) Most students would cooperative and support this plan as it would make a safer environment for them at school. The majority of the students do not want to become involved in acts of violence on school campuses and do not want to be intimidated by gang members. Because of this the students would utilize the secret witness program and other programs that would help impact the issue.

- b) The majority of the students also want a quality education which can be positively impacted by reducing gang violence.

SNAIL DARTER

1. School Board

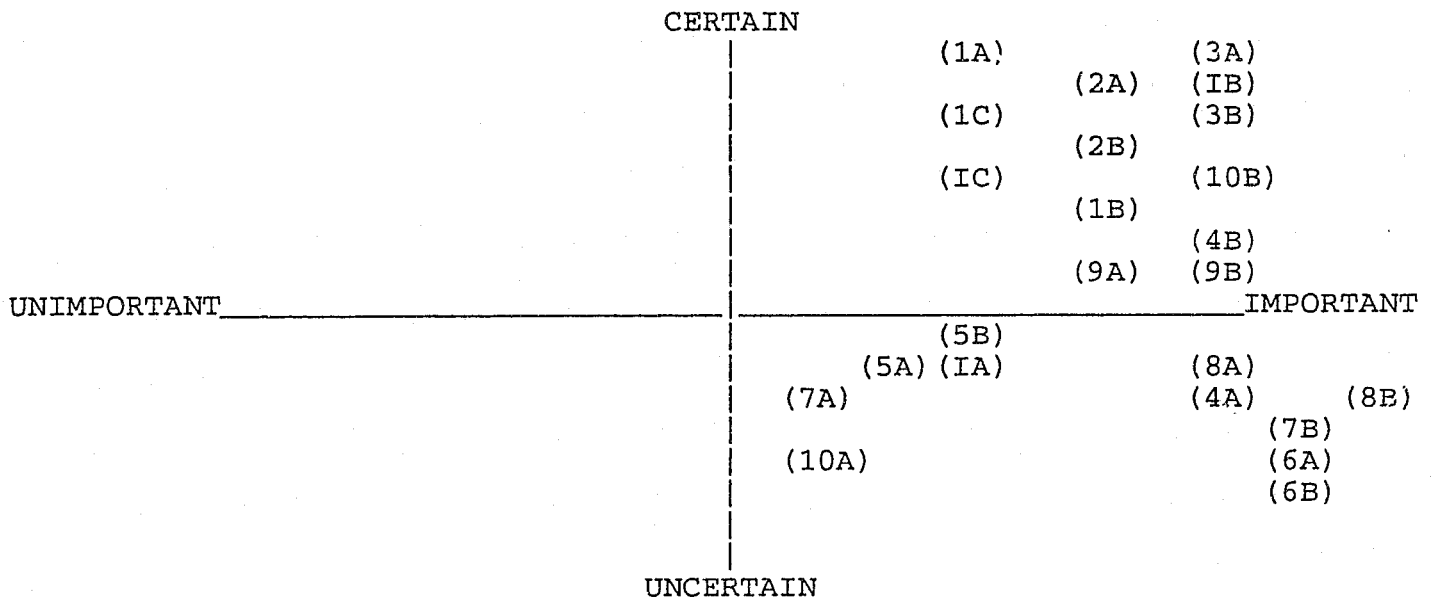
- a) The local school board may be a snail darter if they try to enhance the image by downplaying any potential for gang violence on school campuses. To admit the schools have a problem with gang violence would suggest they may not have provided proper policy and direction for school administrators.

- b) The school board may resist this plan as it would cause the need for allocating more money and cutting back programs in other areas. The school board has struggled in recent years to balance their budget and cut backs have been made in such areas as sports, after school activities, and some grass roots programs. If the school board viewed the cost of the program as detrimental to other more important programs they could resist the plan.

- c) The school board may fail to cooperate with the strategic plan if they continue to take the position that students need to express themselves and have those freedoms available to them that would be reduced by stricter disciplinary policies.

For further details regarding the stakeholder analysis, see the below chart entitled "Stakeholder Assumption Map".

STAKEHOLDER ASSUMPTION MAP



STAKEHOLDER IDENTIFICATION

- | | |
|--------------------------------|---------------------------|
| 1. School Board | 6. City Council |
| 2. Superintendent of Schools | 7. Parent of Gang Members |
| 3. Chief of Police | 8. City Manager |
| 4. School Principals | 9. State Senator |
| 5. Parent Teacher Associations | 10. Students |

SNAILDARTER IDENTIFICATION

- School Board

ALTERNATIVE STRATEGIES

Using the Modified Delphi process the author met with the same panel that identified the stakeholders who are very familiar with

the gang phenomenon on school campuses. The group was provided the mission statement for the strategic plan and initially asked to identify as many strategies as possible to deal with the issue. After developing a complete list the group was given a set of criteria, the long and short term desirability, feasibility, cost, stakeholder support and community support in order to facilitate the ranking of the top eight strategies.

The group originally identified thirty-eight strategies that could potentially deal with the gang phenomenon on rural school campuses. For the details of the thirty-seven strategies developed by the group, see attachment D. The group individually rated each one of the strategies on a scale of one to ten, with one being the least desirable and ten being the most desirable. The top eight alternatives and ultimately the top three strategies were identified by the panel. The top eight alternative strategies are as follows:

1. Police identify students on campus involved in gang activity who are automatically expelled.
2. Police teach gang intervention curriculums in early primary grades.
3. School staff mandated to report all weapons/violence observed on campus to police who in turn are mandated to investigate the violations and take action.
4. Police profile gang members on campus and search for weapons with metal detectors.
5. Police provide mandatory in-service gang intervention, prevention and suppression training to all staff and secondary schools.
6. Police set up and operate Secret Witness programs on all schools with grades K through 12.
7. Undercover police officer poses as gang member on high school campus.

8. One uniformed police officer assigned to each high school campus, with expenses shared equally between police and schools.

The highest ranking alternative strategy was the mandatory reporting of weapons/violence on school campuses with the police mandated to investigate each incident. The second highest ranking strategy was placing one police officer on each high school campus with the expenses shared by the schools and the police. The third highest ranking strategy was mandatory in-service gang training to all staff in secondary schools.

The group then discussed the pros and cons of each one of these top three strategies and looked at how the strategies would be received by the stakeholders. Some of the pros the group identified with the top three strategies are that it gives school staff members the information to do their jobs, and also to holding staff members accountable for dealing with gang activity. Other positive areas was that it would improve the relationship between the police and school staff, and that it would create a routine suppression element by having police officers on campus each day. The significant negative impacts were all centered around finances to include personnel and equipment costs.

The key stakeholders identified for these three alternative strategies were the school principals, chief of police, individual school boards, and the superintendents of each school district. In regards to the school principals, the group felt they would welcome support from the police, but they might not activate some of the

alternative strategies due to budget constraints and what they believe to be the school's priorities. The group also felt the principals would fail to act on the alternative strategies because it would suggest they have gang problems on their campuses. The same logic existed for the superintendent of schools and the school board members as they are also viewed as having similar philosophical beliefs about the roll of educators and the schools. As far as the chief of police was concerned, the group felt the chief would support all of these alternative strategies as they are part of the no tolerance policy on gang activities on school campuses.

After discussing the pros and cons of the alternative strategies and viewing the positions of the stakeholders, the group again looked at the top three strategies and ranked them. The overall ranking changed with the strategy of placing a uniformed police officer on each high school campus becoming the number one priority. The second strategy was the previous number one strategy which was mandating school staff to report all weapons and violence observed on campus to the police, who in turn would be mandated to investigate the violations and take action.

In analyzing the top alternative strategy of placing an officer on each high school campus, the following pro arguments come to mind; there would be an immediate impact and a reduction of gang activity and violence on school campuses, a better rapport would develop between school staff, students and the police, it would send a strong message to the students and parents of the students, there

would be a common set of goals available for staff and police to work with, and it would encourage the reporting and investigating of gang activity on school campuses. The negative aspects are the overall cost of the program, the conflict of divided authority between the school and the police on campus, and a possible "police state" image. When viewing the stakeholder support it is conceivable that the chief of police would feel the schools should pick up the entire cost of the officer on campus and that the school board would be unable to justify the cost of a full-time police officer. The stakeholders may see the overall positive value of the strategy, but for financial reasons may not make it happen.

The second alternative strategy, mandatory reporting of weapons and violence by school staff with mandatory investigating by the police department had the following positive points: the community would get a clear picture of what's happening on school grounds, it would take discretion away from school staffs and the police in regards to gang violence, would hold the schools accountable for all aspects of gang violence, would eliminate the ability for school staff to protect their image by removing discretion and would in general hold the schools and police accountable for gang activity. The negative aspect of this strategy is the additional work it would create for school staffs and police officers and the overall cost of the program. In viewing the stakeholders support, the chief of police and the individual high school principals may take the position that their staffs are already stretched to the limit and unable to accept the additional workload. The fact that the

chief of police and school principals are taking a "no tolerance" approach to gang activity on school campuses should make this alternative strategy a top priority.

Of the eight top strategies developed by the group, the one with the most diversity of support was allowing police to identify gang members on campus who are automatically expelled. The positive aspects of this strategy is that it would reduce the problem almost immediately, would send a definite message to other students who were contemplating gang activity, and create a safer school environment. The negative aspects of the strategy is that we still need a place to put the students who are expelled and it may be illegal. There could be challenges from certain groups that bring up "rights issues" and many parents of the expelled students might be outraged because their child may not have committed a crime. The main stakeholder in this strategy would be the district school boards who would have to deal with the political and legal pressures they received and be willing to "take the heat."

The following is a strategy based on input from the group and the realities of activating a strategy at this point in time. It is reasonable to believe that a full-time uniformed officer on each one of the high school campuses would have an immediate and significant impact on gang activity. However, the reality of manpower and budget constraints dictate that this will not happen in the near future. To achieve the same affect the police department would utilize a uniformed police officer to rotate between the high school campuses maintaining a high profile. This

officer would be assisted by uniformed investigators doing directed patrol and randomly selecting high school campuses for intensive enforcement efforts.

The presence of uniformed officers could be made more affective by adopting the policy of requiring all school staff to report any weapons or violence observed on school campuses. The mandated reporting of violence would include potential violence which would allow the uniformed officers to contact students who are dressing and acting like gang members.

To insure the plan prevents gang violence on school campuses for the next ten years, the following will be implemented;

- 1) Team building workshops will be held annually with key personnel to insure needed adjustments to the plan are made.
- 2) During the team building workshop, a review of new resources and technology will be conducted.
- 3) Statistics will be made available via the Redding Police Department Crime Analysis Unit and the school district's disciplinary records to monitor progress.
- 4) A survey questionnaire will be mailed out annually to students, parents and teachers asking to evaluate the program.

- 5) Key personnel from the school district and police department will critique the overall plan annually.

- 6) A comprehensive report will be completed by personnel from both the police department and the school district and released to the community by way of the news media.

IMPLEMENTATION PLAN

Before discussing the sequence of events and specific strategies, it is important to look at issues and concerns that must be addressed during the implementation of the plan. For proper training of school staff members to take place, the police department must be given sufficient amount of time for the introductory training of school staff. Ideally, this would take place during the week prior to the beginning of the school year so school staff would have adequate time for training. There should be routine updates provided on a quarterly basis to insure that school staff members keep up with the latest information and trends in gang activity. The schools then must hold staff members accountable for utilizing the information they receive during training.

There are some search and seizure laws which may come into question when police officers start searching gang members for weapons on campus. Other legal issues like sharing information between the

police and schools and removing gang members from the mainstream school population must be resolved.

One of the major obstacles to overcome is the image concerns top school staff members have, which has caused them to downplay gangs on their campuses. One of the key elements of success will be the top school administrator's ability to admit they have a problem and take an aggressive stance of "no tolerance" towards gang activity.

Another obstacle is the police department's ability to make school gang activity a top priority which in turn could cause other areas of law enforcement to suffer. It will be critical for the police department to routinely concentrate on the school gang issue and to cut services in other areas if necessary.

The implementation plan should be the responsibility of the commander of the Investigations Division at the Redding Police Department. The commander of that division has the gang unit and school resource officers at his disposal, and also has a pool of fifteen investigators to draw from to activate a uniformed detail for directed patrol. These investigators have the flexibility to mobilize and concentrate on a problem immediately as it developed at a particular school site.

The sequence of events for implementing the plan should start immediately with the beginning of the school year in September of 1995. At that time the police department, mainly through the gang unit and gang unit supervisors, should train all secondary school

staff members in the areas of gang education, intervention and suppression. As soon as the school staff members receive this training, they should then be held accountable for reporting all potential signs of gang violence, weapons violations, and any other warning signs that a particular student is involved in gang activity.

Also in September of 1995, the Redding Police Department should commit one full-time uniformed police officer to rotate through the secondary schools in the city of Redding. This would include the three high school campuses as well as the two middle school campuses. The uniformed officer would be responsible for profiling gang members and working with school staff to remove them from the mainstream population. The uniformed officer should also investigate crimes of violence and intimidation which occur on campus and whenever possible, arrest gang members while on campus to send the appropriate message to other students.

In September of 1995, after the uniformed officer is assigned to the school campuses, he shall notify the investigations division commander of any gang problem requiring special attention through directed patrol. The investigations division commander will then mobilize a group of uniformed investigators and deal with the problem. During directed patrol, the police officers will use all legal means available to them to search gang members for weapons and document information on gang activity. The searches conducted on school campuses will be aided by narcotics dogs, metal detectors and other search techniques.

It will be the responsibility of the investigations division commander to see to it that the gang unit shares information with school administrators and assist in suspending students involved in gang activity. The gang unit will also be responsible for following-up with the parents of gang members and suspected gang members to assist with diverting them from the gang.

During the second phase, year two, the police department should work with the schools to mandate reporting incidents of potential violence, violence, and weapons on school campuses to the police. The police will investigate all of these incidents, document them, and take appropriate action. The police should also report any school staff members who overlook gang activity in their presence to the proper school administrators to insure accountability. At any time during the process the police agency feels the schools are not cooperating, the chief of police will then have the option to go to the school board or public with concerns about the school.

In the second or third year of the plan, the police department should place an undercover officer on a high school campus to gain intelligence information and monitor the success of the program. Depending on the success of the implementation plan, the police and schools should consider placing a uniformed police officer on each of the secondary school campuses. This can be facilitated either through a cost-sharing program or through grants.

To deal with obstacles occurring during the three year implementation plan an advisory group shall be established to

include members of the police and schools to routinely evaluate progress. This advisory group will be responsible for reporting to the chief of police and the appropriate school administrator ways in which to improve.

In order to monitor the success of the program, the police agency should seek feedback from school staff members and students as to the trends they see with gang activity. The police agency should also monitor school crime rates relative to gang violence and review disciplinary action taken towards students involved with violence. The police agency should also monitor student attendance records to see if students are staying home because of fear of violence or have transferred to a different school to avoid violence. Finally, the observations of the uniformed police officer assigned to secondary school campuses should be solicited to determine success or failure.

SUMMARY

In developing this strategic plan a mission statement was developed and the appropriate issues identified to implement the plan. The stakeholders have been identified and strategies developed to affectively deal with the issue. An implementation plan has been developed with a sequence of events that must occur in order to successfully deal with the issue.

It is now time to focus on a transition management plan which will allow for the implementation of the strategic plan, address the policies and strategies needed to insure a successful plan, and insure that the proper individuals are held responsible for implementing the plan. The overall cost of the plan must be determined, available technology researched and key personnel identified to insure the success of the program.

SECTION IV

TRANSITION MANAGEMENT

For this strategic plan to impact the issue of reducing gang violence on school campuses, there needs to be cooperation between the police and schools, and a absolute commitment from all the influential parties involved. Commitment from these influential parties is needed throughout the ten year plan, but most importantly, commitment is needed during the transition management period. A successful program will not occur unless the strategic plan starts off strong and shows immediate positive results.

The strategic plan developed for this project fixes responsibility with the police department as the main motivator and coordinator. Once the police department establishes its strategic plans, hopefully the schools will develop their own plan to work towards the ultimate goal of reducing school gang violence.

The following information establishes the transition management plan needed to obtain the desired future. Essential to the success of the plan is identifying the critical mass, those individuals or groups critical to impacting and influencing change. The following individuals and groups were identified by the group identifying stakeholders, as the total critical mass involved in the strategic plan:

1. City Council
2. City Manager
3. Chief of Police
4. Police Investigations
Division Commander
5. Gang Unit Supervisor
6. Gang Unit
7. School Resource Officers
8. PTA
9. School Board
10. School Superintendent
11. School Principals
12. Teachers
13. Students

After identifying the critical mass, it was important to identify those individuals or groups where a commitment was needed to facilitate change. A chart was developed to identify commitment needed by the involved parties, and show their current position and the desired position.

COMMITMENT CHART

CRITICAL MASS	BLOCK CHANGE	LET HAPPEN	HELP HAPPEN	MAKE HAPPEN
CITY COUNCIL		x	0	
CITY MANAGER		x	0	
CHIEF OF POLICE			x/0	
INVESTIGATIONS COMMANDER				x/0
GANG UNIT SUPERVISOR			x/0	
GANG UNIT			x/0	
SCHOOL RESOURCE OFFICER			x/0	
PTA		x	0	
SCHOOL BOARD	x		0	
SCHOOL SUPERINTENDENT	x		0	
SCHOOL PRINCIPALS		x		0
TEACHERS	x		0	
STUDENTS		x	0	
X = CURRENT POSITION 0 = DESIRED POSITION				

Commitment Strategy

Description of Recommended Strategy

The following strategy was developed to impact the issue question, "What can police agencies in rural areas do to prevent the spread of gang violence into schools by the year 2004?" Besides the education/training component of this plan, and the directed patrol/special enforcement details, there are two critical or primary strategies that need to be focused on;

1. Assigning uniformed police officers on high school and middle school campuses with the finances shared equally by the police and schools.
2. Mandating school staff members to report all weapons/violence observed on school campuses to the police who are mandated to investigate the violations and take action.

These two primary strategies have several sub-components which should also help impact the issue question.

There are no uniformed officers assigned to the schools full time for enforcement purposes, so the first step would be to dedicate one police officer to all the local high schools and middle schools. During the first year of operation the extent of the school gang problem would be assessed to determine the number of officers which will be needed to adequately address the problem. If one officer was not able to handle the workload, more officers

would be assigned. Also, as the opportunity presented itself, new academy recruit police officers would be placed on school campuses as undercover officers to identify gangs. The decision to add more uniformed police officers would be made by the police department command staff and the local school board. The decision to use undercover officers would be made by the Chief of Police and the expenses paid by the police department.

The uniformed officers assigned to the campuses would profile gang members and move to have them expelled or at least removed from the mainstream school population. The officers would, based on intelligence information and information they received from school staff, search potential gang members for weapons and narcotics. The police officer would also operate a secret witness program on the school campuses which would provide anonymous tips from students who felt intimidated, which would create additional cause to search individuals for weapons and develop intelligence information.

Another area the officers would be utilized for is to hold teachers and school staff accountable for failing to take action where an obvious gang situation was overlooked. If the officer felt the school staff member was failing to uphold the school dress code, ignoring gang hand signs made by gang members, or failing to act when obvious gang intimidation was present, the officer would report those violations to the principal. The principal then would see to it the situation did not reoccur. If a particular trend developed at a school where the administrators were overlooking

gang activity, the police agency would then have the option of going to the school superintendent or school board to get support.

The second component of the strategy is to mandate all school staff report weapons/violence observed on school campuses to the police who in turn must investigate the violations and take action. Prior to implementing this phase of the strategy, the police would provide mandatory in-service gang recognition training to all staff in secondary schools. This training would give the school staff the knowledge to detect gang activity and work with the uniformed police officer to suppress it.

Identification of Critical Mass

Chief of Police - There are five key players or "critical mass" relevant to this plan. The first, and probably most critical, is the Chief of Police for the City of Redding. The Chief of Police may or may not go forward with the plan. The Chief of Police has to dedicate a police officer to the schools and must hold his staff accountable for implementing the plan. The Chief must foster public support for the aggressive approach this plan will take.

The Chief of Police will dedicate a uniformed police officer to the schools if the school district agrees to pay half of the expenses. The Chief is committed to the safe school concept and would allow police personnel to train school staff if it is not too labor intensive.

The Chief of Police would need a minimum level of commitment to make sure the basic elements of the plan are upheld. The approach to obtaining the minimum level of commitment from the Chief of Police would be to first convince the school district to pay half the expenses for the police officer. The Chief must also be convinced that the training could be done at a practical level.

The next key player in the plan is the City of Redding City Council/Police Liaison member. The City Council would have to authorize the funding for this police position and help persuade the local school board to do the same. The council member would also have to promote public support as a plan of this nature may draw criticism from some members of the community.

City Council - The City Council members ran for office promoting public safety. The City Council has expressed interest in gang suppression and should promote this plan to prevent school gang activity.

The City Council member must have a minimum commitment to allow the funding for the police officer, which is a very minor amount of the city budget.

In order to obtain the commitment from the City Council the police department would have to convince them this plan is essential to maintaining safe schools. The police department must demonstrate

to the City Council that the public needs this plan and would support it.

School Board - The next key player is the local high school board. The school board could influence the superintendent and dedicate funding for the police officer. The school board also dictates policy to the school superintendent which would allow this plan to be implemented.

The school board is philosophically on-line with the safe school platform and publicly would support efforts to suppress school gang activity. If public pressure was placed on the school board, it's reasonable they would commit to the plan. However, there is the reality of freeing up approximately \$30,000.00 in funds from an already tight school budget.

The school board would have to have a minimum level of commitment to allocate the \$30,000.00 and mandate the superintendent to cooperate. To obtain this commitment, the Chief of Police must convince the school board that this plan was in the best interest of the school district and necessary to prevent gang violence on school campuses. If the minimum level of commitment is not achieved, the police department could go public with the issue and literally "take on the schools".

Superintendent - The next key player is the high school district superintendent. This individual is critical to the plan as he controls the actions of the school principals, holds them

accountable for the disciplinary actions and interpretation of school policies. He also has a great deal of influence on the high school board.

Although, publicly, the superintendent would philosophically agree with this strategic plan, there does seem to be denial as to the extent of the gang problem. The superintendent has demonstrated a lack of willingness to institute strict rules and regulations dealing with gang activity, such as, dress codes, closed campuses and other related issues.

The high school superintendent would have to hold high school principals accountable for implementing the plan, support the principals when they took an aggressive action, and support the school board's direction in implementing the plan.

Investigations Division Commander - The final key player in implementing this strategic plan is the Division Commander for the Redding Police Investigations Division. The Commander would be held accountable for operation and inspection of the plan. This command officer would be held accountable for the day to day operation of the plan to include inspections, quality control, and facilitating change as needed.

At this time the Commander has the commitment to implement the plan, and the commitment to insure all aspects of the plan are working. In order to maintain the commitment, the Chief of Police would need to the Commander accountable.

MANAGEMENT STRUCTURE

The following is a description of the management structure of both the police department and the schools needed to facilitate the transition. The management groups must have open lines of communications, accountability, and flexibility. Critical to the success of the transition is communication prior and during the transition.

Critical to management success is the transition committee. The committee will be made up of individuals representing all groups except the City Council and the School Board. This committee will meet prior to and during the transition period, to review the plan and make recommendations for change if needed. The committee will have representatives from police management, police gang unit, school administration, teacher and students.

On the police side of the management structure the top group will be the City Council. The City Council has a police liaison member who should act as their representative. Directly below the council will be the Chief of Police and below him the Commander of the Investigations Division. Below the Commander will be the Gang Unit Supervisor, then the Gang Unit.

The management structure for the schools will consist of the school board at the top with the focal point the school board president. Beneath the school board will be the superintendent of schools,

then the high school principal and vice-principal, below that the teachers and finally the students.

For details of the management organizational structure, see Appendix E. Besides depicting the chain of command for both structures, the diagram shows critical lines of communication needed during the transition phase.

The reason this management structure is appropriate is it allows all the crucial individuals to be involved, without making the structure so large that it would inhibit communication and accountability. The city council and school boards are critical to the transition as they supply needed funds for the program and ultimately help support the program. The chief of police and superintendent of schools are critical parts of the transition because they set policy and hold accountable the Commander of the Investigations Division and the school principals.

It is appropriate to show the gang unit supervisor and the teachers as part of the chain, they see to it that the needed tools and foundation of knowledge exist for the transition to properly set the stage for the program. Finally, the school gang officer, the gang unit and the students are shown as they will supply recommendations, voice objections, and bring up any practical concerns during the transition period to help implement a successful program.

The following chart depicts the key leaders and groups who are critical to the change effort required for the transition. The chart indicates which individuals or groups will need special attention to alter their current position or state of mind. As opposed to the "Commitment Chart" in the beginning of this chapter, the "Organizational Readiness Chart" shows whether the key groups or individuals are ready or capable to facilitate change.

Organizational Readiness Capability

Individuals or Groups Critical to Change Effort	Readiness			Capability		
	High	Medium	Low	High	Medium	Low
Chief of Police	X			X		
City Council		X		X		
Commander of Investigations	X			X		
Gang Unit Supervisor	X			X		
School Board		X		X		
School Superintendent		X		X		
School Principals		X		X		
Teachers		X			X	
Students		X		X		

In analyzing the data it shows the need for special emphasis placed on moving the City Council, School Board, School Superintendent and school staff to a high state of readiness to change. This could be accomplished through communication and pressure from the other key groups or individuals who are ready for change. The chart shows that the groups or individuals are capable of implementing change.

Available Technologies and Methods to Support Implementation

There are several technological devices which can be utilized during the ten year strategic plan. They are 1) multi-media learning systems and simulators, 2) chemical sensing devices, 3) covert surveillance equipment, and 4) computer linkage and advanced computer programs. These technologies are needed to supplement the manpower and resources dedicated to the plan.

Multi-media systems and simulators such as "interactive video" will be utilized and programmed to help school staff recognize gang activity, sense sources of intimidation, know and understand gang related dress styles, gang hand signs and other indicators. The simulators will instruct staff to make proper decisions and interpret policy correctly. Multi-media systems will work hand-in-hand with presentations made by the police department to school staff during the first phase of training. The training will occur during the transition period, then routinely as needed through the course of the ten year strategic plan.

The use of chemical sensors will detect illegal drugs, gun powder driven weapons, and explosives. Initially, police drug sniffing canine dogs and hand held metal detectors will be utilized for this function, and at some point during the ten year plan (when cost factors are no longer prohibitive) a hand held chemical sensing device will be utilized by the police officers. The hand held chemical sensing device will help the officer locate weapons and illegal drugs common to gang members.

The use of covert surveillance cameras on the high school campuses which will be monitored from a central point will allow the police officer to literally be at all campuses at one time. The campus police officer can use the surveillance cameras to detect, record and document gang activity, and act as a deterrent. This single form of technology could be as affective as having paid staff present at all locations the cameras surveil.

The last form of technology will be the utilization of the most contemporary computer programs that will allow 1) linkage with police, schools, juvenile probation and the district attorney's office, 2) create intelligence files of student gang activity, and 3) to be a central housing location for anonymous student secret witness tips regarding gang activity. Through the computer linkage and networking all the appropriate groups will have access to intelligence information which will ultimately help suppress gang activity.

Managing Anxiety During Transition

The key to a successful transition will stem from laying a solid foundation for success. The foundation for success largely depends on the knowledge and vision of the committee and establishing reasonable time lines. Another key factor will be to locate and put into place key personnel that have the qualities needed to make the transition work. These individuals have to be motivated, dynamic and flexible. Also critical to the transition will be obtaining public support. Complaints and questions about the plan

should be dealt with up front by the committee prior to the transition.

Time Tables for Transition Management Plan

<u>Month and Year</u>	<u>Actual Date</u>	<u>Critical Events</u>
Year 1 Month 1	December 1994	Appoint committee, review strategic plan, and transition plan.
Year 1 Month 2	January 1995	Educate city council and school board regarding strategic plan.
Year 1 Month 4 forward	March 1995	Obtain approval on funding to go with plan.
Year 1 Month 6	May 1995	Develop training plan for school staff.
Year 1 Month 7	June 1995	Purchase and install computer software and establish computer procedures.
Year 1 Month 8	July 1995	Purchase and install video surveillance equipment.
Year 1 Month 9	August 1995	Appoint and train officer assigned to schools.
Year 1 Month 10	September 1995	Train school staffs.
Year 1 Month 11	October 1995	Implement program.

The following chart fixes responsibility for decision making and progress during the transition.

RESPONSIBILITY CHART

- R = Responsibility (not necessarily authority)
- A = Approval (right to veto)
- S = Support (put resources toward)
- I = Inform (to be consulted)
- = Irrelevant to this item

Decision	Chief of Police	City Council	Commander of Investigations	Gang Unit Supervisor	Gang Unit	School Officer	School Board	School Superintendent	School Principals	Teachers	Students
Discuss Plan with Committee	S	-	R	S	S	-	-	-	S	S	S
Present plan to Chief of Police	A	-	R	S	I	-	-	-	-	-	-
Present plan to Superintendent	A	-	R	S	I	-	-	S	-	-	-
Present plan to City Council	A	S	R	S	I	-	-	-	-	-	-
Present Plan to School Board	A	A	R	S	-	-	A	S	S	I	I
Start transition	A/S	A	R	R	R	R	A	S	S	S	I

The transition management plan will cover a eight month period starting in January of 1995 and ending in October of 1995. Prior to the transition management plan the foundation must be laid to insure the plan works, and is implemented properly. The foundation will be developed through committee and communication facilitated by the commander of the police investigations division who will insure other key components of the management structure are all working to support the plan. The transition period will be evaluated by the committee who will meet on a monthly basis during the transition. Through this communication process any issues that could cause the plan to fail must be dealt with.

SECTION V

CONCLUSION

The research information for this project targeted the issue question, "What can police agencies in rural areas do to prevent the spread of gang violence into schools by the year 2004?"

School gang activity originated in the urban school environment and has now started to occur on rural school campuses. Gang violence is spreading like a cancer, entering into all areas regardless of geographic, economic, cultural, etc., boundaries. It is only a matter of time until gang violence will reach all rural school campuses unless it is adequately addressed. Having a plan in place and being prepared to deal with gang violence when it arrives is crucial.

Police agencies and schools in rural areas must form a partnership and be ready to address gang violence when it occurs. A strategic plan must be in place to allow the involved agencies to act and take immediate action to deal with the problem. Those key members of the police department and schools who do not uphold their end of the plan must be held accountable for their actions and dealt with appropriately. Leadership will be a key issue and an absolute necessity for the strategic plan to work. Law enforcement and the schools must address the gang phenomenon on rural campuses with non-traditional problem solving techniques and a dedication to duty. The police department must be committed to the cause from top management down to the officers working the street and on campus. School safety issues must

become a top priority because the future of not only the students, but the country in general is at stake. There will be no quick fixes and immediate success stories, preventing gang activity on school campuses is something that will be with us always.

Besides utilizing the obvious prevention programs this study has identified, we must continue to look into the future and utilize all available resources and technology to help reverse the trend. Conventional law enforcement techniques will not be enough. Police agencies and schools will need to change and adapt as gangs become more sophisticated, their membership increase, and violence escalates. Each time a new problem develops with gang activity on rural school campuses the leadership from the schools and police need to rise to the occasion.

This study demonstrates the absolute need to deal with gang activity in rural schools from a new and fresh perspective. It is important that we involve the police, schools, students, parents, political figures, and other pertinent groups to insure success. No one group or person can deal with this trend in gang activity on rural school campuses.

This project identified three key sub-issues that must be addressed for the plan to work. The conclusion reached with regards to the sub-issues are as follow:

What programs can police provide rural schools to reduce gang violence?

The Redding Police Department will provide training as needed for all aspects of the school structure to include school administrators, teachers, auxiliary staff members and students. This will be accomplished by way of the GREAT (Gang Resistance Education and Training) program for the students starting in the early primary grades through high school. The G.R.E.A.T. training will take place on a routine basis for elementary school children. For the middle schools and high schools, the officers that instruct the G.R.E.A.T. program will do large student assemblies on an as-needed basis.

Prior to the beginning of each school year, the Redding Police Department Gang Unit will train all of the school administrative staff and teachers. This training will take place prior to the first day of school. From that point on, the Gang Unit will provide quarterly update training to the teachers to allow them to detect gang activity and intervene when possible.

A third training program will take place on a monthly basis where the Redding Police Investigations Division, specifically the division commander, sergeant and Gang Unit, will meet with all school administrators to include principals, vice-principals, school psychologists and security guards to provide them intelligence information, trends in gang activity, and discuss

enforcement programs needed to target specific problem locations.

What suppression programs will police help rural schools develop to reduce gang violence?

The police department will work with school administrators to develop a plan to identify and remove gang members from the mainstream population. The removal of gang members from the mainstream will be facilitated by an alternative site placement for students.

The police department will work with school staff to develop a policy of mandatory reporting of weapons and violence on school campuses. A uniformed police officer will be assigned to the school campuses and handle the reports of weapons and violence by school staff. The uniformed officer assigned to the campus will also profile gang members and gang activity on campus and attempt to remove the students involved from the mainstream. This uniformed officer shall handle all cases of violent activity reported in and around school campuses during school hours.

The police department will help school administrators set up Secret Witness programs on all middle school and high school campuses. Secret Witness program will help facilitate the reporting of gangs and gang activity by those students too intimidated to do so in person. The police department will help school staff set up and monitor the school policies that deal with conduct and dress code issues. The police department will

help school administrators in any way they can with the discipline of students involved in gang activity and follow up by contacting the family of the students involved in gang activity. The police officer will notify the school principal when he sees evidence suggesting a faculty member is not identifying and reporting gang activity. It will then be the responsibility of the principal to hold the faculty accountable.

What independent programs will police develop to reduce rural school gang violence?

The Redding Police Department will enforce laws and deal with gang related issues in any way it can. The Redding Police Investigations Division will conduct periodic intensified directed patrol efforts and concentrate on problem areas as identified by school administrators. The uniformed officers will saturate a particular area and conduct truancy sweeps, narcotics investigations, deal with groups of students who ban together for intimidation purposes, and attempt to maintain an overall high profile. The students at the campuses will have an expectation that directed patrol details could occur at any time and realize they will be held accountable for their actions.

The Redding Police Department Gang Unit will follow up on all reports of weapons and violence related issues from school campuses. The Gang Unit will look at the reports and determine if they are, in fact, gang related. It will be the position of

the Redding Police Department, specifically the Gang Unit, to enforce all laws related to weapons and violence and make every effort to facilitate the prosecution of these cases by working with the district attorney's office.

The Redding Police Department, on an as-needed basis, will utilize undercover police officers on school campuses to pose as gang members. The undercover officers will gain intelligence information and provide for the arrest and prosecution of gang members on an as-needed basis. The police department will also utilize the police department's drug sniffing K-9 to assist with narcotics enforcement.

The police department will routinely review technology that could assist with gang enforcement. Metal detectors, gun powder sniffing K-9's, shared computer based information, and all other forms of available technology will be reviewed.

The police department will monitor the program on a routine basis and make adjustments as needed. A group of "key players" from both the police department and the schools will meet annually and critique the program, making changes as needed.

This paper gives police agencies in rural areas a format to follow where modification can be made on an as-needed basis. It is essential that those rural areas that have not been significantly impacted by gang activity on their school campuses act immediately and prepare for the inevitable.

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APPENDIX A

INTERVIEWS

1. Anna Blackman, Associate Superintendent, Curriculum and Instruction, Richmond Unified School District, 1108 Bissell Ave., Richmond, CA 94802.
2. Robert P. Blankenship, Chief of Police, Redding Police Department, 1313 California St., Redding, CA 96001.
3. Terrance Starr, Chief Probation Officer, Shasta County Probation Department, 1525 Court St., Redding, CA 96001.
4. Charles Menoher, Director of Shasta County Office of Education, 1644 Magnolia Ave., Redding, CA 96001.
5. Kathy Ann Anderson, Executive Director, Grant and Resource Center of Northern California, 2280 Benton Dr., Redding, CA 96001.
6. Patricia Modrzejewski, Executive Director, Northern Valley Catholic Social Services, 1733 Oregon St., Redding, CA 96001.
7. Alex Rascon, Chief of Police, San Diego City Unified School District Police, 4100 Normal St., San Diego, CA 92103.

APPENDIX B

TRENDS

1. Breakup of family unit.
2. Lack of respect for authority.
3. Drug abuse in the family.
4. Racial groups and intimidation.
5. Reduction in athletic funds.
6. Increase in gang graffiti.
7. Crack babies.
8. Aid to Families with Dependent Children - Way of life.
9. Asian gang activity invading primary schools.
10. Lack of parenting skills.
11. Increase mobility (changing demographics).
12. Acceptance of violence (socially acceptable).
13. Inconsistencies in school policies.
14. Absenteeism.
15. Society stop setting limits (too many rights).
16. Lack of social bonding within the community.
17. Lack of law enforcement visibility.
18. Fear on campus.
19. Lack of ethical (polarization).
20. No "teeth" in Juvenile Justice System.
21. Ineffective court system.
22. Gangs become sophisticated (drug sales etc.).
23. Open campuses.
24. Tribalism (lack of tolerance for differences).
25. Denial (school administrators) across the board.
26. Gang activity on school sites.
27. Dress styles/dress codes.
28. Normalization of criminal activity ("Whatever is free, is mine").
29. Crimes in groups - group crime.
30. Short time administrators (inconsistency).
31. Increase of weapons on campus (diminished value of life).
32. Insufficient long term planning.
33. Schools lack of authority.
34. Acceptance of rude/defiant behavior.
35. Inappropriate role models and lack of goals.
36. Availability of weapons.
37. System accountability (networking).
38. Teacher training/accountability (support).
39. Decreased church activity.
40. Lack of corporal punishment.
41. Volunteers.
42. Public agency networking.
43. Dress codes.
44. Graffiti eradication.
45. Public reaction.
46. Increase emphasis on school administration.
47. Public officials awareness.
48. Multi-cultural awareness (school programs).
49. At risk programs.
50. Serious Habitual Offender and Phoenix programs.

APPENDIX C

EVENTS

1. Shootings at school site.
2. Closed campuses.
3. State to adopt behavior curriculum.
4. Race war.
5. In-school suspension.
6. School uniforms.
7. Proposition 174.
8. Restructure school district (unification).
9. Gangs/political issue.
10. Creation-expansion of after school programs.
11. Economy turn around.
12. Public/legislative mandates (#7).
13. Lawsuit regarding unsafe school.
14. Metal detectors on campus.
15. Sworn police officers on campus.
16. Police shoot 15 year old on campus.
17. Average class size - unmanageable.
18. Morals curriculum in classrooms.
19. Policy regarding expulsion for behavior.
20. School staff member shot.
21. Teacher strike regarding unsafe school.
22. Students opt for home school (fear).
23. Strict gun control law.
24. Teacher lawsuit against school (unsafe).
25. Racially motivated juvenile crime.
26. Vigilante shooting.
27. No more teacher tenure.
28. Teacher retaliation.
29. Physical fencing at school sites.
30. Law enforcement publicly takes on schools.

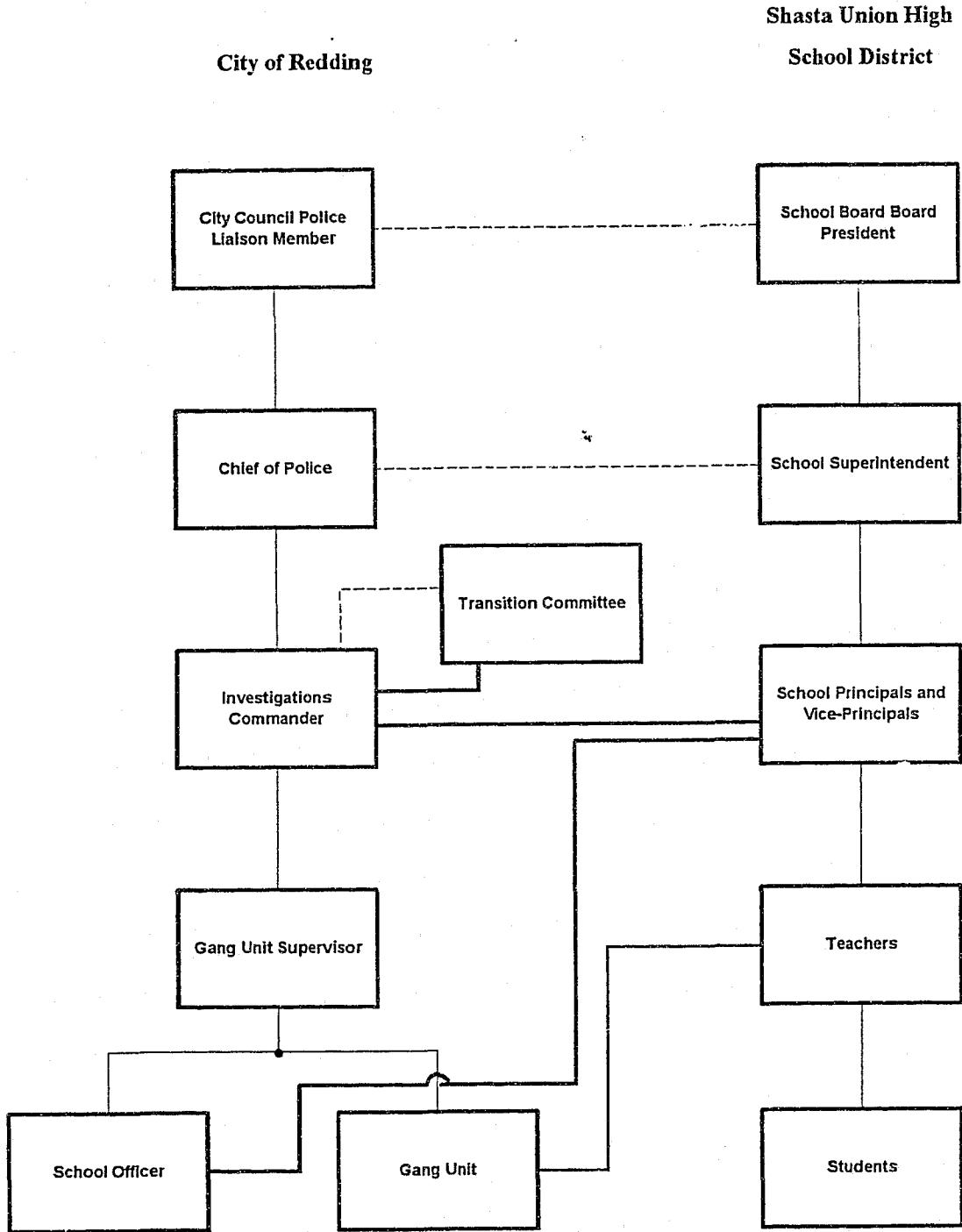
APPENDIX D

POLICY

1. Video camera in the classroom.
2. Mandatory parental participation in schools.
3. Get (remove) gang members from mainstream (court ordered).
4. Court ordered school (gang members).
5. On-site alternative placement.
6. Character development curriculum.
7. Mandated gang peer coaching.
8. Police publicly mandate closed campus.
9. Teen peer court.
10. K-12 gang intervention curriculum.
11. Home intervention.
12. System accountability/entitlement program tied to parental participation (welfare benefits, fines, jail, etc.).
13. Redefine "felony" crimes. Prosecution standards at local levels.
14. Truancy sweeps/reinstate truant officer.
15. All students 3rd grade and above conflict management curriculum.
16. Safe school/safe community plan.
17. Develop intervention programs early primary grades.
18. Early identification of potential behavioral disordered youth.
19. Disordered youth enter track and receive treatment.
20. Mandatory reporting of weapons/violence on school campuses (treat the same as child abuse).
21. Mandatory behavioral management policies and accountability.
22. School administrators have power to arrest.
23. Mandatory team sports for all students (intermural team).
24. Truancy = automatic referral to SARB (also held for parent).
25. Increase power of School Attendance Review Board process.
26. Put "teeth" back into 601 statutes.
27. Mandatory DMV notification of truancy.
28. All high school students take part in community service program.
29. Local juvenile corrections alternative between Juvenile Hall and CYA.
30. Appropriate alternative activities to gang activity.
31. School as Community Center.
32. Revise Independent Studies criteria.
33. Positive peer counseling.
34. Computer tracking (shared database - schools, probation, police).
35. Child Protective Services takes more responsibility and expands authority (truancy, etc.).

APPENDIX E

TRANSITION MANAGEMENT STRUCTURE



_____ Chain of Command
 _____ Critical Lines of Communication DURING Transition
 - - - - - Critical Lines of Communication PRIOR to Transition