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To the Graduate Council:

I am submitting herewith a dissertation written by Macel Ely II entitled "Perceived Roles and Responsibilities of Secondary School Principals and School Resource Officers towards School Security." I have examined the final electronic copy of this dissertation for form and content and recommend that it be accepted in partial fulfillment of the requirements for the degree of Doctor of Philosophy, with a major in Education.

Pamela A. Angelle, Major Professor

We have read this dissertation and recommend its acceptance:

David H. Folz, Gregory C. Petty, Gerald C. Ubben

Accepted for the Council:

Carolyn R. Hodges

Vice Provost and Dean of the Graduate School

(Original signatures are on file with official student records.)

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**Perceived Roles and Responsibilities of Secondary School Principals
and School Resource Officers towards School Security**

A Dissertation
Presented for the
Doctor of Philosophy
Degree
The University of Tennessee, Knoxville

Macel Ely II
December 2010

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DEDICATION

This dissertation is dedicated to my wife, Jamie, for the unconditional love and support she has given me since we started our journey together. Her unwavering faith in Jesus Christ and compassion for others has been remarkable to witness and personally experience.

ACKNOWLEDGEMENTS

I would like to take this opportunity to extend my deep gratitude for those who encouraged and assisted me in completing my doctoral degree. I would like to thank Dr. Pamela Angelle for her support, professional expertise, and encouragement throughout the process. In addition, I wish to thank Dr. David Folz, Dr. Gregory Petty, and Dr. Gerald Ubben for their willingness to serve as committee members. They provided me with great insight and were very accommodating.

I would also like to thank Mike Herrmann and the Tennessee Department of Education for their assistance. In addition, I want to extend my appreciation to the Tennessee School Resource Officers Association and the Tennessee Association of Secondary School Principals whose members and staff wholeheartedly accommodated me on my research quest.

Last, but certainly not least, I want to thank my family for always loving me and showing me the importance of doing all things for the glory of the Lord. I pray this research will provide some enlightenment and truth to those who read it and in some small way bring glory to the Maker of the heavens and earth.

ABSTRACT

The purpose of this qualitative study is to identify the perceptions of Tennessee's high school principals and school resource officers as to their roles and responsibilities during a school security crisis. Four thematic elements are discussed as existing among principals and school resource officers. Those thematic elements include relationships, school environment, roles, and obstacles between both groups. Previous research has examined an array of school security issues, but few have delved into this specific topic. Such knowledge is essential for the citizenry to maximize efforts of protecting students attending public schools.

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CHAPTER 1

INTRODUCTION

School security is a prevalent issue throughout the nation, regardless of location or demographics. According to the National Crime Victimization Survey conducted by the U.S. Department of Justice, 40 out of every 1,000 students are victimized annually by a serious violent crime (National Crime Victimization Survey, 2007). Similarly, 10% of male students report being threatened or attacked with a weapon on school grounds each year (National Center for Education Statistics, 2009).

The state of Tennessee is not isolated from school violence or threats to school security. With only 1,712 public schools across the state, Tennessee has made national headlines for the tragic, school security incidents that have occurred on campuses. The examples are numerous. In LaFollette, Tennessee, on November 8, 2005, Kenneth Bartley shot and killed assistant principal Ken Bruce with his .22 caliber pistol and wounded principal Gary Seale and assistant principal Jim Pierce (CNN, 2007). Just eight months prior to that incident, Stewart County High School in Cumberland City, Tennessee, experienced tragedy when a 14-year-old student, Jason Clinard, shot and killed his bus driver, Joyce Gregory, for reporting the student for using smokeless tobacco on the bus (Fox News, 2009). Most recently, fourth grade teacher Mark Foster shot both the principal and assistant principal at Inskip Elementary School in Knoxville, Tennessee, on February 10, 2010, after being notified that his teaching contract would not be renewed (Fox News, 2010).

Unfortunately, these types of incidents are not new or isolated tragedies. Small, rural communities like Fayetteville, Dandridge, and Lynnville, Tennessee, have all experienced

similar incidents. Larger, urban areas within the state such as the Nashville, Memphis, and Chattanooga communities have also witnessed tragedies. In 2008 alone, Tennessee elementary and secondary school officials filed 12,379 reports of crime on school premises (Tennessee Bureau of Investigation Crime Statistics Unit, 2009). Three million crimes are committed on school grounds each year across America. Approximately 100,000 students carry a gun to school on any given school day (Harper, 1989).

In order for American schools to be more proactive in dealing with school security threats, the National School Safety Center (NSSC), a partnership of Pepperdine University and the U.S. Department of Justice, recommends the following course of action for schools:

1. Restrict grounds access during traditional school hours.
2. Create an all-inclusive crisis management plan.
3. Develop a communications team that strategically networks classrooms, school administrators, and central office staff with local law enforcement and other emergency responders. (Harper, 1989, p. 8)

Though the NSSC recommendations seem logical and appropriate by most states' standards, there are several school districts within Tennessee that have not developed communications teams through implementation of a memorandum of understanding (MOU) between local school officials and respective law enforcement agencies. Mike Herrmann, Director of the Office of School Safety and Learning Support with the Tennessee Department of Education, explained that every school district in the state is required to have such a memorandum of understanding in place. These MOUs are public agreements that should clearly define the roles and responsibilities of school officials and law enforcement in matters of school

security (personal communication, June 17, 2009). This finding was not unique when comparing other states, according to Steve Harris, director of the University of Georgia's Office of Security and Emergency Preparedness. Harris stated that the development of such agreements is a positive step in the right direction; however, most principals and school resource officers directly involved with school districts are unfamiliar with their respective roles as part of these memorandum agreements (personal communication, February 18, 2010).

The composition of such agreements between local school districts and respective law agencies depends on the state or persons involved in the preliminary stages of its development. For the purpose of this study, the outline of what agreements should look like was taken from both the U.S. Department of Education's Emergency Response and Crisis Management Technical Assistance Center (ERCM-TA) and the Office of Safe and Drug-Free Schools (OSDFS). Both federal offices specified that the makeup of an MOU for schools should include the four phases of emergency management: prevention-mitigation, preparedness, response, and recovery. In addition to addressing these emergency management phases, school officials and law enforcement agencies must also clearly outline the roles and responsibilities that each organization's employees will be responsible for enforcing.

The history of past failures and successes as schools and law enforcement agencies have grappled with developing MOUs is referenced. The lessons learned from both man-made and natural disasters have been critical in bringing change to law enforcement and educational institutions' acceptance of the necessity of having collaborative partnerships with one another prior to such incidents. According to ERCM-TA:

The lessons learned from past disasters, such as [h]urricanes Katrina and Rita, illustrate

the importance of establishing protocols that clearly assign roles and responsibilities to both school staff and first responders, developing Memorandum of Understanding (MOUs) with partners ... Emergency management structures, established through an Incident Command System (ICS), should be clearly established and communicated during the preparedness phase. Providing training and conducting exercise and drills (such as tabletops, functional exercises and full-scale drills) enforces the plan, identifies potential weaknesses and ensures that the school community is better prepared (ERCM-TA, 2010).

Statement of the Problem

School violence has become commonplace in our society. Although public schools in the United States continue to be among the safest places for children during daylight hours, statistics provided by the U.S. Bureau of Justice for the 2007-2008 school year continue to show alarming findings. Data show that during the 2007-2008 school year, there were approximately 1.5 million nonfatal crimes among students ages 12 to 18 on school premises. These crimes included 826,800 thefts and 684,100 violent crimes (defined by the U.S. Bureau of Justice as assault and serious violent crimes). The U.S. Bureau of Justice also claims that nearly 85% of all public schools reported at least one crime at their school in the 2007-2008 school year (Bureau of Justice Statistics, 2009).

Based upon recommendations of the NSSC, there is a need for a clear plan and clear communication between all parties involved. The U.S. Department of Education, in conjunction with the U.S. Department of Justice, has begun taking measures to help public schools come together with their local law enforcement agencies through written agreements. One stated

purpose for writing collaborative agreements is to ensure that schools are effectively combating violence and mitigating acts of terrorism.

As public schools develop MOUs to address issues related to school violence, ensuring stakeholders clearly understand their roles and responsibilities becomes a challenge. Moreover, working relationships between responsible parties further enhance or detract from ensuring the safety of those in school. TCA §§ 49-6-3—15 in 2007, also referred to as the Schools Against Violence in Education (SAVE) Act (see Appendix A), provided schools designing such agreements with specific criteria necessary for implementation in the hopes of providing “safe school environments.” Among the criteria included as a prerequisite for school systems to develop in their MOUs was the ability to clearly define the roles of police officers and school administrators on school premises when called upon to handle a school security threat.

In response to the SAVE Act, the Tennessee Department of Education’s official website now provides two sample MOUs for local school systems to use in developing agreements. (see Appendices B and C). Some school officials denounce these templates as difficult to grasp and use due to vagueness and varying differences.

Templates of agreements provided in other states seem just as varied. Appendices D, E, F, and G all are examples of MOU templates provided by departments of education in other states, including California, Maryland, Oregon, and Pennsylvania. Each MOU is unique and differential in its content, priorities, and format.

School security specialist Kenneth S. Trump (2004) declares:

Perhaps the greatest threat to school safety is not student violence or outside threats, but our own haphazard planning and complacency ... Many of the prevention and

preparedness measures that need to be taken in our schools are common sense, yet safety assessments of school districts across the nation find that they are often not common practice (p. 16).

Purpose of the Study

The purpose of this qualitative study was to identify the perceptions of Tennessee's high school principals and school resource officers regarding their roles and responsibilities when no memorandum of understanding has been communicated and implemented between the local school district and the respective law enforcement agency.

Research Questions

When implementing qualitative research, research questions must be broad and general to allow better understanding of the experiences of participants being studied (Anfara & Mertz, 2006). Creswell (1994) espoused that research questions in qualitative studies fall into two categories: grand tour questions (Werner & Schoepfle, 1987) and guiding questions (Marshall & Rossman, 1989), which follow with subquestions (Miles & Huberman, 1984). After reviewing these types of qualitative research questions, I determined that grand tour questioning would most benefit this study.

Creswell (1994) suggested that a grand tour question should be a reflection of the overall research topic and posed in the most general terms. Creswell recommended that research questions be open ended to maximize feedback possibilities.

After reviewing the literature and meeting with staff members of the Tennessee Department of Education to discuss pressing issues related to school security in the state, I defined relevant terms to my topic based upon these readings and discussions. I then proceeded

to familiarize myself with the processes of developing and implementing MOUs in Tennessee and discovered that agreements are not uniform in content or format. After questioning representatives of the Tennessee School Resource Officers Association (TNSRO), the Tennessee Association of Secondary School Principals (TASSP), and the Tennessee Department of Education, I recognized conflicted understandings existed even among agency officials.

All representatives I interviewed agreed upon the importance and necessity of local law enforcement agencies having an MOU with their respective school system, but no clear answers were given when questioned about who should respond in specific incidents. After reviewing extant data regarding the perceived roles and responsibilities of school administrators and school resource officers in Tennessee high schools, I determined the topic and developed the questions I wanted to pursue for this study. The grand tour method of questioning fit best for this type of study because it remained unclear what school and law enforcement officials knew pertaining to these public agreements.

This study will examine the perceived roles and responsibilities of Tennessee's high school principals and school resource officers when no memorandum of understanding has been implemented and communicated. Therefore, this study will focus on the following two questions:

1. What are the perceived roles and responsibilities of school resource officers in Tennessee high schools when no memorandum of understanding has been communicated and implemented?
2. What are the perceived roles and responsibilities of school principals in Tennessee high schools when no memorandum of understanding has been communicated and implemented?

Definitions and Terms

Definitions of the terms used in this research are listed below. Some definitions are based on the researcher's knowledge of the source, whereas others are cited from various sources.

Community policing is a strategy implemented by law enforcement that draws from the philosophical foundation that community interaction can mitigate crime and calm anxiety and fears within a community by encouraging dialogue and relationships with police officers and their respective citizenry (Beito, 1999).

High school is a public school offering classes for students in grades 9 through 12.

Memoranda of Agreement (see *Memoranda of Understanding*)

Memoranda of Understanding are written agreements between two or more parties that are not legally binding, but very similar to letters of intent or the traditional "gentlemen's agreements."

Principals are executive principals and assistant principals from public schools for students in grades nine through twelve.

Roles are job responsibilities, whether officially recorded in writing or assumed by an individual working for a public high school.

School resource officer is a career law enforcement officer, with sworn authority, assigned by the employing police department to work at a school in collaboration with school and community-based organizations (U.S. Department of Justice, 1998).

School violence is "any emotional, psychological, or physical harm to person, community, or property. It is not isolated to any one community or segment of the population, rather, it is multidimensional and pervasive" (Scherz, 2006, p. 3).

Security threat is “an indication of an impending danger or harm” (Haynes & Henderson, 2001, p. 242).

Terrorism is the “unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives” (U.S. Federal Bureau of Investigation, 2009).

Delimitation of the Study

This research was delimited by the participants in this Delphi study. This sample was limited to the perceptions and expertise of only those volunteers representing Tennessee high school principals and school resource officers.

Limitations of the Study

This research was limited by the following:

1. The sample was limited to the criteria of the sample selection.
2. The study was limited by membership in the professional associations to which volunteer participants belong.
3. The methodology of Delphi study limited the sample size of participants; therefore, generalization of results should be approached with caution.
4. Only Tennessee high school principals participated in this study.
Therefore, generalizations to elementary and middle schools as well as high schools outside of Tennessee may not be appropriate.
5. This study was limited to school resource officers working in Tennessee high schools and does not address other types of security personnel.
6. Participants in the research were limited to volunteer registrants attending

the annual Tennessee Secondary School Principals Conference and Tennessee School Resource Officer's Conference in Nashville, Tennessee.

Significance of the Study

Previous research has addressed school and police relationships in urban schools in the United States (Brady, Balmer, & Phenix, 2007), school and police relationships in Hispanic communities (Brown & Benedict, 2005), the importance of schools having resource officers and maintaining good relationships with local law enforcement agencies and other stakeholders in the community (Kennedy, 2001), and the overall effectiveness of having school resource officers on school premises (Brown, 2006). Indeed, previous research has examined an array of school security issues, but few have addressed or identified the perceptions of the roles and responsibilities of principals and school resource officers when no memorandum of understanding has been communicated and implemented. Such knowledge is essential for the citizenry to maximize the efforts of protecting students attending Tennessee schools.

Studying the perceptions of stakeholders is essential to contributing to the knowledge base that already exists and mitigating school security threats in American schools. At the time of this research, there were no other known studies available that have delved specifically into this subject for analysis.

This study examined the perceptions of high school principals and school resource officers in Tennessee. Few studies have investigated the nature of the environment in which these two groups work. The working relationships which stem from this environment can either promote cooperation or present obstacles to school building level safety. By giving voice to

those whose roles and responsibilities are essential in times of school crises, this research will contribute to the field of school security. Moreover, this study will inform the citizenry regarding issues pertaining to improvement of Tennessee memoranda of understanding between high schools and law enforcement agencies. As a result of this study, school districts may find the need to review and improve local school security plans and agreements.

Background Statistics for Tennessee's Secondary School Principals and Resource Officers

Providing background statistics and relevant information pertaining to Tennessee high school principals and school resource officers is necessary to understand the larger picture of this research. By understanding an overview of some general statistics for the state of Tennessee, the degree by which this study may be relevant for other researchers may increase.

According to the 2009 Annual Statistical Report provided by the Tennessee Department of Education, there are 324 public schools in the state (not including 18 vocational schools, 13 special education schools, 29 adult high schools, and 27 alternative schools). Average daily attendance of students in Tennessee high schools (grades 9-12) is approximately 255,197 children. Among Tennessee high schools, there are 448 principals and 866 assistant principals. In addition to these administrators, there are 107 principals and 100 assistant principals that oversee both primary and secondary schools in Tennessee. The average salary for a Tennessee principal is \$75,251 (Tennessee Department of Education, 2009).

There are approximately 865 sworn, law enforcement officers that serve as school resource officers in Tennessee public schools, but the numbers are unclear as to how many work at specifically public high schools due to the large number of school resource officers who report to more than one school as part of their jurisdictional area. No data were available regarding

average salaries of school resource officers, but it is considerably less than salaries of principals. The average sworn officer in Tennessee makes approximately \$55,000 annually (Bureau of Labor Statistics, 2010), and according to staff members representing TN SRO, that amount is significantly lower for officers working on school campuses (Interview, June 10, 2010).

Organization of the Study

This study is organized into five chapters, followed by a list of references and appendices.

Chapter One introduces the study and includes statement of the problem, purpose of the study, research questions and subquestions, definitions, delimitations, limitations, significance of the study, and the organization of the study.

Chapter Two reviews the relevant literature related to this study. Included in this review are an examination of case studies and other research outside of Tennessee that have examined the relationships of school resource officers and school principals in American public schools.

Chapter Three identifies the methodology and procedures that were used to create the instrument, select the participants, and administer the study. Chapter Four presents the results of the study and details the analysis. Chapter Five provides a summary of the findings, the conclusions, and their implications for educational practice. Recommendations for further research also will be offered.

Summary

This chapter introduced the research topic, problem, purpose, questions, defined terms, delimitations, limitations, significance, and the organization of the study. The following chapter will provide a review of the literature related to this study.

CHAPTER 2

LITERATURE REVIEW

As I began to approach my research in the beginning, I had no preconceived variables for the research questions I selected to pursue. Because of this openness in identifying variables, I selected a qualitative methodology. Creswell (2008) addressed this issue, espousing that literature reviews tend to play a minor role in identifying a specific research question to be asked; therefore, qualitative research is best suited for research problems when the variables are unknown at the time of study and need to be explored for better clarification.

Introduction

The purpose of this literature review was to become better informed about the topic of school security and memoranda of understanding, to identify what gaps exist in the research, and to determine, after reviewing the literature, what research contribution might complement this field of study. Few studies were available that specifically and directly pertained to the subject matter. Much of the literature reviewed for this research was published prior to 2000.

Three primary bodies of literature comprised the foundation from which this study was developed. First, this study outlined the existence of school violence and offered techniques that aid in the mitigation of such acts of violence. Second, this literature review documented the historical context of school effectiveness research and its contribution to making schools safer. Third, the body of literature on community partnerships and community policing provided details on the importance of all vested parties within school communities becoming active players in the quest to make schools safer and more effective.

Literature Search Indicators

Databases such as ERIC, Sage Journals Online, the Catalog of U.S. Government Publications, Homeland Security Digital Library, National Criminal Justice Reference Service, and JSTOR were identified during the review of literature. I restricted all studies to English-language journals and texts that were available in full text. I perused the literature primarily through online databases and found that the most helpful search engine terms included “school security,” “school violence,” and “community policing and community partnerships.” I was assisted by the University of Tennessee’s Hodges Library research staff who helped me on several occasions to review the literature that was most relevant and applicable to my research topic.

Most of the literature accessed was theoretical or case-study specific in content. The vast majority of literature available was anecdotal in the field of relationships and perceptions between school principals and school resource officers. Empirical data were minimal and outdated, when available.

School Violence

Introduction to School Violence Research

The United States presently exceeds other developing nations in the number of reported serious violent crimes on school premises (Walker & Epstein, 2001). School-aged children were the most vulnerable among citizens in the United States because they were victimized by violent crimes at a much higher rate than any other age group (Kaufman, Chen, Choy, Chapman, Rand, & Ringel, 1998; Rennison, 1999). Even so, many security experts identified public schools as “low probability” for targeted violence crimes towards children on school premises (Jones,

2001). However, a close examination of school violence history reveals that the concept itself leaves much to interpretation due to varying definitions used for research.

Historical Look at School Violence Research

Historically, researchers have had difficulty in clearly defining the term *school violence* due to the plethora of issues it might entail (Walker & Epstein, 2001). For example, some researchers defined school violence strictly as the number of crime incidents reported on school premises (Chandler, Chapman, Rand, & Taylor, 1998). Other researchers included the number of delinquent behavioral incidents reported by schools (Resnick, Bearman, Blum, Bauman, Harris, Jones, Tabor, Beuhring, Sieving, Shew, Ireland, Bearinger, Udry, 1997), and some studies also included the number of weapons confiscated on campuses (Kingery, Pruitt, & Heuberger, 1996) to define the term. Capazzoli and McVey (2000) defined the term as:

... any act of intimidation, threat, harassment, robbery, vandalism, physical assault, such as fights, with or without a weapon (including rape, and other sexual battery), or murder that happens on school grounds or on buses going to and from school. (p. 11)

In recent decades, high schools have reported more serious, violent crimes to authorities than their elementary and middle school counterparts (Jones, 2001). The frequency of violence in American schools has increased and warranted attention. Goldstein and Conoley (1997) attributed this “culture of violence” in the nation’s public educational system to the following factors:

- Individual skills deficits,
- Domestic abuse,
- Poverty,

- Racism,
- Unemployment,
- Inadequate classrooms,
- Easy access to weapons, as well as to alcohol and other drugs,
- Lack of supervision and of constructive outlets for young people,
- Reduced influence of socializing institutions, such as churches and the family,
- and
- A popular media that models and glorifies aggressive solutions. (p. 494)

There was a core belief among many researchers that school violence in the United States can be curtailed (Conoley & Goldstein, 2004). For schools to maximize their effectiveness in limiting school violence on campuses special attention must be placed on the following school-related components.

- School physical plant(s),
- Skills of the students, teachers, and administrators,
- School-wide discipline plans,
- Relationships with parents,
- Responses to crises,
- Changes in curriculum delivery systems,
- Community involvement and partnerships,
- Relationships with law enforcement,
- Extracurricular activities,
- Knowledge of the law,

- Parent-training programs, and
- Adult relationships with the schools. (p. 494)

One major obstacle to successfully improving the aforementioned components was the expense of implementing improvements (Goldstein & Conoley, 1997). This added expense was often difficult to ascertain in a community whose interests are diverse and often in competition with one another, both economically and politically.

After several tragic school events received wide media attention in the 1990s and the nation began moving toward community policing, law enforcement agencies across the country began assigning police officers to elementary, middle, and high schools in their communities. These sworn officers, known as school resource officers (SRO), traditionally had two primary purposes: to provide a law enforcement presence on school premises and to establish an “officer friendly” image to students and other members of the community (Haynes & Henderson, 2001).

Various scholars have researched the topic of school violence, including Schroth, Pankake, Fullwood, and Gales (2003), who compared the various conditions of urban and rural schools and their relationship to school violence. Their findings showed that much like the traditional urban schools of America, rural school populations were ever increasing in size, diversity, and often school violence. Mohandie (2000) researched causative factors to school violence and cited media exposure, divisive cultural conflicts, and easy access to weaponry as all contributing to the problem. Other researchers have provided studies on school violence, including Taub (2002), who reported that students from rural schools who were victimized by bullying or other violent acts have a greater chance of becoming criminals than students who did not experience school violence. Chapin and Gleason (2004) studied student perception of school

violence and found that students, in general, felt overly optimistic about their respective school's safety and, therefore, did not take safety precautions necessary to reduce such incidents.

Conclusion of School Violence Research

Fink (2001) stated that the problem with school violence was that school officials and law enforcement officers are incapable of mitigating the violence on their own. Both groups must work together toward this common goal and incorporate the assistance of other members within their communities. United leadership among both principals and school resource officers is essential to the efforts of combating school violence.

Community Partnerships and Community Policing Research

Introduction to Community Partnerships and Community Policing Research

Communication between all parties is a necessary component in maximizing school safety in local communities. School effectiveness research has concluded that effective schools must work with a collaborative community mindset versus individual learning and teaching to be most successful (Creemers & Kyriakides, 2008). The United States has seen a plethora of people of diverse languages and cultures recently enter the country. These demographic changes have led to an increase in community tensions and unrest. These changes and tensions have also entered into community schools (U.S. Department of Justice, 1998). Pitcher and Poland (1992) presented a three-part approach to improving communication with schools and their officials to maximize safety. This approach identified a need to improve communication inside buildings, between campuses, and among agencies within the community.

One realm of education policy being reviewed and debated by scholars and school practitioners was the public policy issue of community partnerships in public education. More

specifically, the community partnership between law enforcement and American public schools was reviewed to provide a safer and more secure environment. The concept of “learning for all” was coined by Stoll and Fink (1996) to describe the need for communities to support their local schools and law enforcement as active participants by becoming proactive in combating school violence and school ineffectiveness.

History of Community Partnerships and Community Policing Research in Education

Community partnerships in public education have existed since the beginning of our nation with the institution of public education. In the infancy of the United States, one-room schoolhouses in every town were commonplace. Often, these schools were sponsored and financially supported by wealthy citizens within the community who employed a single teacher to teach all grades. Today, the nation’s public education system has become a multibillion dollar enterprise supported by tax dollars generated by all citizens and taxpayers (Northern Illinois University Blackwell Museum, 2010).

Today, community partnerships in public education have held a high priority in public policy (Huff, 1996). In September 2001, the Indiana General Assembly enacted the School-Parent-Community Partnerships Act, which mandated that each public school system in its jurisdiction take specific measures to enhance partnerships to make its state public schools more effective (Indiana Department of Education, 2001).

The history of community policing was heavily influenced by the research of Wilson and Kelling (1982) who stated that it was necessary for police officers to maintain order by developing relationships with individuals in their respective communities. The concept of community policing has been more widely accepted and implemented among public schools and

law enforcement since the early 1990s, when an increase in school violence and school security tragedies began to make national headlines. Shortly thereafter, a concerted, strategic effort was made by the U.S. Secret Service and the U.S. Department of Education. Both government agencies launched an initiative to promote information-sharing among students, school leaders, and local law enforcement officers (Fein, Vossekuil, Pollack, Borum, Modzeleski, & Reddy, 2004). This initiative assisted communities in better understanding the need for community policing and all citizenry taking a larger role in ensuring security for their local schools. Measures such as these were projected to assist local law enforcement in deterring crime as well as finding measures to prevent future school attacks (Vossekuil, Fein, Reddy, Borum & Modzeleski, 2004).

The Overlapping School Security Concept

To achieve a successful school security program by integrating community involvement and collaboration, there must be overlap of responsibility and services provided. Haynes and Henderson (2001) offered an insightful concept of school administrators and other officials that provided an “overlap of security” in the development of school safety programs. By incorporating physical security (technology, barriers, security devices), security procedures (rules and regulations adapted), and the involvement of people, school security programs achieved greater success.

Figure 1 helps demonstrate this concept of overlapping. This “overlapping security” concept would equip school security committees to recognize the importance of stakeholders being active in the complete duration and cycle of the security program (Haynes & Henderson, 2001, p. 9).

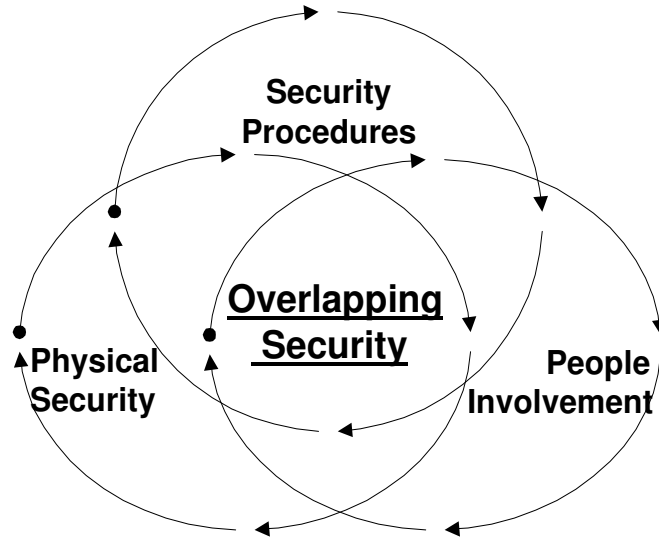


Figure 1. Overlapping security concept (Reprinted from Haynes & Henderson, 2001, p.9).

Planning that was undergirded with a theoretical model was essential to achieving success for any community partnership in relation to school security. According to Sharp (2007), crisis planning must be composed with diverse segments of the community, including law enforcement, emergency response teams, school officials, elected officials, students, and other interested parties. Schools must network with community members and use their strengths and expertise to become safer campuses for the communities they serve. By developing such collaborative relationships, scholars, including Garrett (2001), argue that there will be a reduction in school violence and security attacks on school premises. Other scholars (Sherman, 1997) differ from Garrett's stance on this issue by stating that research is indifferent on whether community involvement reduces school violence.

Selecting Individuals to Serve on Crisis Teams for Schools

One collaborative approach to combat school violence is selecting the appropriate members to participate in the process of prevention. Haynes and Henderson (2001) stressed the importance of the human factor involved in recruiting individuals for security programs. They stated,

Effective security must be a blending, an interweaving of procedures, policies, and people into one whole protection unit. Unquestionably, each component is a vital piece of the security program. However, as essential as each is, it is the human involvement, the “people” factor ... that is the most significant. (p. 94)

Although the literature was minimal in identifying the appropriate attributes that school crisis teams should exemplify, Burneman (1995) described qualities needed for such committees including a broad perspective on life, an ability to project multiple consequences, a willingness to challenge ideas and work cooperatively toward a solution, an ability to think clearly under stress, flexibility, a familiarity with the school system and community, and availability of time and resources.

Goldstein and Conoley (1997) advised that persons responsible for creating school security committees for their respective communities recognize the following:

There is far too much work to be done in designing, implementing, and evaluating professional school security programs before anyone can proclaim one approach as the perfect model ... The school and community culture will largely dictate what structure and form security programs should take within the school system. (p. 281)

Poland (1995) expounded on Burneman's description with the addition of selecting committee persons who have experience remaining calm and have exuded a sincere desire to make a difference. Committee members must also have been genuinely reflective of the community they represent. Therefore, committees must have selected representatives expressing the views and ideals of many stakeholders. These committee members should have represented a wide array of interests and positions.

Hylton (1996) suggested that school safety committees be inclusive of other school personnel, such as directors of transportation, food services, custodial staff, and additional representatives from school plant facilities or vocational buildings. The concept of being an inclusive committee enabled feedback and recommendations of the committee to truly reflect the community and its values.

Students

An overlooked demographic that is necessary to include in school security planning was students. Too often students have been considered the recipients of new programs or activities, but rarely have they been considered partners in shaping the policy or guidelines for execution. Stoll and Fink (1996) who studied the interrelations of school culture and educational leadership suggested that this is often the case due to the unwillingness of teachers to serve on committees with students. Phelan (1992) reported that when students expressed their considerations to committees, those sentiments often coincided with many of the concerns of teachers.

Participant feedback and support was a necessary aspect of selecting student representation on a school change committee. By integrating students into a program promoting school safety, students' sentiments and perceptions of policy changes must be recognized as

valuable to the overall success of the programs. The proposed implementation of a school security program or the suggestions made by committee members had the buy-in of those most affected by the measures, including the student body.

School Officials

School officials, such as teachers, principals, counselors, school board members, directors of schools, and support staff, were equally important in what they brought to the school security arena. School officials must take the lead in matters of community partnerships or collaborative relationships with facets outside of the school. Morgan and Morgan (1992) suggested the following seven items be given serious consideration when developing school-community relationships.

- School personnel must take the lead.
- Partnership programs or activities require a focus.
- Collaboration has to have a human face.
- Parameters have to be clear.
- Conflicts of interest must be aired.
- Adequate resources have to be provided.
- Equity issues need to be confronted. (pp. 138-139)

Each of these suggestions was important to ascertain the highest level of achievement for school safety.

Parents

Parental involvement in the school safety process was essential. Garrett (2001) argued that parental involvement in public schools was needed more now than at any time in U.S.

history. Parents were often the first and most critical teachers children had. Strategically enlisting parents for school security plans proved to be instrumental to a committee's success. Parental involvement in schools dramatically reduced behavioral problems among children (Sheldon & Epstein, 2002).

Garrett (2001) went a step further by suggesting that all schools establish a "parental involvement plan." These plans informed parents regarding ways in which they could assist their school in becoming a much safer environment. Although parental involvement was minimal in some public schools, it still was essential to include the values and sentiments of parents when possible.

Private Sector

Local public school systems are no longer able to compete academically and maintain high levels of security without the help of the private sector. Stoll and Fink (1996) provided the following suggestion for public schools when creating committees for policy revisions:.

Rather than separateness, schools require togetherness with their various stakeholders to ensure coherence in the lives of children and to continue to develop as organizations. To achieve these goals, schools, districts and other partnership institutions and agencies must become learning organizations and function within a larger community. (p. 149)

By integrating the assistance and counsel of private businesses, entrepreneurs, and social service organizations, schools were better equipped to provide a more comprehensive school security program that represented a more accurate reflection of the community. The private sector was capable of providing information on state-of-the-art technology, factors that may have affected school policies, and additional financial resources.

Law Enforcement

In an effort to improve community partnerships with schools, law enforcement officers and their respective agencies played a vital role in today's campus settings. Lindle (2008) suggested that without the direct involvement of law enforcement officers and a personable relationship between school officials and their local law enforcement agencies, school safety programs were futile.

School resource officers often heard and witnessed matters related to school security as an everyday occurrence. Officers also developed close relationships with those they protected, including students and members of the community. This cultivation of close-knit community relationships often afforded greater insight and information to those who were attempting to bring change in public schools. Therefore, law enforcement served as a resource for a local community.

History of School Resource Officers in American Public Schools

Based upon the review of the aforementioned literature, there is a direct link between community policing and improved relationships of police officers and students. The acceptance of public schools to have police officers visible and available to students during a school day has become more commonplace now than ever. Still a fairly new concept for public schools, the first school resource officer program began in Flint, Michigan, in 1953 (Mulqueen, 1999). By 1968 both the school system and police department of Fresno, California, executed an SRO program that received significant media exposure across the nation. The purpose of the program was to "promote community relations between students and police" (West & Fries, 1995). The program was viewed as so successful that similar programs were implemented throughout Orange County

public schools and eventually throughout the nation. The name given to the officers working full time on school premises has evolved from the initial “juvenile detectives” to “juvenile tactical officers” and now most recently to “school resource officers” (West, 1995). A more detailed history of SRO programs implemented in U.S. public schools can be found in Appendix H.

The Department of Education’s National Center for Education Statistics published a report entitled “Violence and Discipline Problems in U.S. Public Schools,” which found that in 1998 only 6% of public schools had full-time SROs and an additional 12% had SROs on an “as needed” basis (National Center for Education Statistics, 1998). Table 1 outlines the composition of SROs and other security personnel working on school premises for the 2007-2008 school year.

According to Curt Lavarello, former executive director of the National Association of School Resource Officers (NASRO), the primary purpose of police departments providing full-time SROs on campuses was to build rapport with students and eventually see a decline in school violence as a result. Lavarello stated:

The main purpose is to develop rapport with students so that students trust them (SROs) enough to either inform them about other classmates planning violent incidences or turn to SROs for help when they themselves are in trouble ... They develop mentor relationships with students as a proactive measure to prevent crime and tragedies by identifying and solving problems before they erupt into violence (NASRO, 2003, p. Home Page).

Table 1: Mean number of security staff per school during school year 2007-2008.

School characteristic	Total number of schools	Security guards or security personnel ¹		School resource officers ²		Sworn law enforcement officers ³	
		Full	Part	Full	Part	Full time	Part time
All public schools	83,000	0.5	0.2	0.3	0.3	0.1	0.1
Level ⁴							
Primary	49,200	0.3	0.1	0.1	0.2	#	0.1
Middle	15,300	0.5	0.2	0.4	0.4	0.1	0.1
High school	11,900	1.8	0.4	1.0	0.3	0.2	0.2
Combined	6,600	0.3	0.1	0.2	0.2	‡	0.1
Enrollment size							
Less than 300	19,200	0.2	#	0.1	0.2	#	0.1
300–499	24,300	0.2	0.1	0.2	0.2	#	0.1
500–999	30,200	0.5	0.2	0.4	0.3	#	0.1
1,000 or more	9,300	2.0	0.6	0.9	0.4	0.2	0.3
Urbanicity							
City	21,300	1.1	0.2	0.4	0.3	0.1	0.2
Suburb	23,900	0.5	0.2	0.3	0.2	#	0.1
Town	11,800	0.2	0.1	0.4	0.4	0.1	0.1
Rural	26,000	0.2	0.1	0.2	0.2	#	0.1

#Rounds to zero.

‡Reporting standards not met. The standard error for this estimate is equal to 50 percent or more of the estimate's value.

¹ Security guards or security personnel does not include law enforcement.

² School resource officers include all career law enforcement officers with arrest authority, who have specialized training and are assigned to work in collaboration with school organizations.

³ Sworn law enforcement includes sworn law enforcement officers who are not school resource officers.

⁴ Primary schools are defined as schools in which the lowest grade is not higher than grade 3 and the highest grade is not higher than grade 8. Middle schools are defined as schools in which the lowest grade is not lower than grade 4 and the highest grade is not higher than grade 9. High schools are defined as schools in which the lowest grade is not lower than grade 9 and the highest grade is not higher than grade 12. Combined schools include all other combinations of grades, including K–12 schools.

NOTE: All public schools in the 2007–08 SSOCS sample are included in the estimates presented this table.

Responses were provided by the principal or the person most knowledgeable about crime and safety issues at the school.

SOURCE: U.S. Department of Education, National Center for Education Statistics (NCES), 2007–08 School Survey on Crime and Safety (SSOCS), 2008.

Mulqueen (1999) explained that NASRO envisioned that most SROs carry out three primary duties when serving on school campuses. Those duties included 1) being armed officers with powers to arrest individuals breaking laws, 2) serving as counselors of the law for students needing guidance, and 3) presiding as teachers of the law through means of formal presentations or lectures in classrooms or open forums.

Conclusion of Community Partnerships and Community Policing Research

In reviewing the literature pertaining to community partnerships and community policing, Moore, Trojanowicz, & Kelling (1989) agreed that it was critical to try to understand individuals during times of unrest. They also espoused that familiarizing individuals with organizations that offer assistance, such as SRO programs, was equally important. The major sources of chaos following school campus disasters were found within the agencies and entities designed to assist the students themselves (Flynn & Dwyer, 2002; Quarantelli, 1985). Therefore, it was essential to encompass all outlets of the community and enlist their support in making schools safer and less vulnerable to violence.

School Effectiveness Research

Introduction to School Effectiveness Research

For decades public schools have been scrutinized for the level of influence they may or may not have upon children. Determining if schools were adequately and effectively educating students has been an ongoing debate. School effectiveness research became a widely acknowledged field of study around the 1960s in the United States and has remained a prevalent research interest since its inception. The literature surrounding school effectiveness research has concluded that many schools are more effective than others. This finding spurred additional

inquiries as to what made some schools more effective than others and how school improvement might complement school effectiveness (Reynolds, 1996).

Historical Look at School Effectiveness Research

Taking a historical look at school effectiveness research was necessary to fully appreciate the steadfast work researchers have conducted over the past few decades. Shortly after the research findings of Coleman (1966) and Jencks (1972), which stated that “schools make no difference,” other researchers began to delve into this field and discovered stark differences in findings (Teddlie & Reynolds, 2001). Researchers (Reynolds, 1976) reported that there was a correlation between the academic and social aspects of effective schools. Edmonds (1979), who studied the effectiveness of schools in urban communities, also found correlating factors among effective schools. Brookover and Lezotte (1979) concluded that academic achievement was directly related to school climate, and Teddlie and Stringfield (1985, 1989) were among those early researchers whose findings stated that schools were differentially effective based upon their study of the effectiveness of three rural schools.

The next phase of school effectiveness research began with studies that examined best practices among schools that were more effective than schools that clearly were ineffective. The goal of school effectiveness research was to find commonalities attributed to successes and increase the overall effectiveness of all schools (Scheerens, 2000). The quest to identify common attributes, or correlates, that ensure that all schools maintain effectiveness resulted in several research findings. These findings included outlining a future agenda for school effectiveness research (Teddlie, 2001).

Conducting thorough organizational assessments contributed to identifying commonalities for effective schools. These organizational analyses, which identify school cultures, politics, and structures, all were necessary components in effectiveness research (Harris & Bennett, 2001). Collaboration was essential to reap the greatest benefit from school effectiveness research as researchers and schools moved forward to maximizing successes and minimizing liabilities (Evans, 1999).

The Correlates of Effective Schools

Many scholars have contributed to the study of school effectiveness and have identified a set of common attributes that successful schools exemplify. Among researchers such as Reynolds (1976), Edmonds (1979), and Brookover and Lezotte (1979), seven universal correlates emerged.

These seven correlates of effective schools were:

1. Safe and orderly environment
2. Climate of high expectations for success
3. Instructional leadership
4. Clear and focused mission
5. Opportunity to learn and student time on task
6. Frequent monitoring of student progress
7. Home-school relations (Lezotte, 1991)

Operationally Defining Each Correlate

Attempting to operationally define each correlate was challenging due to the variances that existed among public schools across the country. However, there were some universal applications for operational definitions of each correlate. Lezotte (1991) cited the importance for

the “next generation” to achieve greater school effectiveness than the generations that preceded them. Operational definitions that were manifested in effective schools included:

1. Safe and orderly environment – The classroom is a safe and orderly environment in which collaborative learning is encouraged.
2. Climate of high expectations for success – School employees expect success of all students. When students fail to succeed, educators will not change their focus or expectations for all students involved.
3. Instructional leadership – Leadership styles and choices are continually utilized to improve upon instructional effectiveness.
4. Clear and focused mission – School employees support specific goals and a school mission which places an expectation that all school officials are responsible for the education of students.
5. Opportunity to learn and student time on task – Teachers spend a large amount of time teaching important skills to their students and engaging them during instructional time.
6. Frequent monitoring of student progress – Teachers will continually utilize assessments to watch student progress. As process evolves, teachers continually reassess their own teaching methods in the classroom.
7. Home-school relations – Parents must support schools and their missions.

(Lezotte, 1991)

Conclusion of School Effectiveness Research and Correlates

School effectiveness research evolved over the past several decades. No longer accepting the belief that schools were universally ineffective and did not make a difference in the lives of children, educational researchers have embraced the assumption that all schools have the ability to be more effective and outperform other schools. Accepting these correlates was a challenge for many in the research field. Due to vagueness and often misunderstood applications, reaching effectiveness was difficult for many schools that tried to implement these correlates.

Practical Looks of Effective Schools

In order for the correlates to guide public schools, educational leaders had to find ways to conceptualize these generalities into specific, practical measures for school campuses.

Understanding what was working well for other schools translated to resistance if a school and its community were unable to relate those best practices to their own circumstances and unique environment in practical ways (Sammons, 1999). Therefore, identifying the culture of individual schools and tailoring their plans for success was an important first step for bringing about change and effectiveness (Slee & Weiner, 1998).

Seeking to make every school an environment where there was “learning for all,” Lezotte (1991) suggested that these correlates for school effectiveness be used from generation to generation. Lezotte reported that achieving effective schools universally remained an “endless journey.” Educators, however, must not surrender in taking the journey. There was too much at stake for this generation and generations to come for educators to cease working toward creating the most effective public schools possible. By taking a more pragmatic point of view on school

effectiveness, schools made implementation and strategic planning a much more pleasant and relevant experience to all parties involved.

Conclusion of School Effectiveness Research

School effectiveness research has made great strides in the past few decades. As more and more qualitative data were collected, providing information that was both rich and descriptive in content, many lessons were learned and used to make schools better and safer. Such data were beneficial because of their focus on both the outcomes and processes of schools in learning “best practices” and what made them the most effective (Gray, Reynolds, Fitz-Gibbon & Jesson, 1996; MacBeath & Mortimore, 2001). Harris and Bennett (2001) espoused that compromise was essential when striving for school effectiveness. Regardless of the obstacles, finding ways in which schools can become more effective was a necessity in today’s society. The collection of this type of qualitative data was resourceful and typically well received by policy makers on both state and local levels of government (Slee & Weiner, 1998).

Theoretical Framework

After performing an extensive review of the literature on this research topic, I found several theoretical frameworks that influenced my desire to investigate further. Among those theories were Teddlie & Stringfield’s (1989) research on school effectiveness. Both researchers provided seven correlates of effective schools, which included the need for schools to provide security to their students. The researchers concluded that security was a correlate necessary for schools to practice to maximize school effectiveness. Lezotte (1991) expounded on Teddlie & Stringfield’s (1989) correlates by discussing the importance of security for school effectiveness.

I was deeply influenced by the research conducted by Atkinson (1999) as well. Through Atkinson’s published work, I was introduced to the Theory of Community Policing. According to the theory, school resource officers who had a positive working relationship with the school principal were more effective than those who did not. The concept of community policing was one in which all stakeholders took responsibility for the safety and well-being of students and school staff on community campuses.

Finally, Maslow’s Hierarchy of Needs Theory (1943) was influential in my literature review. Although his theory was not written specifically for the field of education, Maslow argued that working environments were much more effective once common needs such as shelter and security were provided to those involved in the study. I was able to generalize this theory to students and school employees on campuses as a result.

Table 2. Theoretical frameworks considered for my research

Theoretical framework	Authors	Field of study/discipline	Focus of study
School effectiveness	Teddlie, Stringfield (1985)	Education	Correlates of effective schools – include security
School effectiveness	Lezotte (1991)	Education	Correlates of effective schools – include security
Community policing	Atkinson (1999)	Education/criminal justice	Schools with SROs are more effective due to community policing
School violence	Capazzoli & McVey (2000)	Education	Defining and managing school violence
School violence	Fink (2001)	Education	Solutions for school violence
Hierarchy of needs	Maslow (1943)	Business	Work environments influence effectiveness

Table 2 was constructed to offer more clarity regarding the theoretical framework that influenced my research study.

The seven correlates of effective schools as expounded upon by Lezotte (1991) included the following correlates: (1) instructional leadership, (2) clear and focused mission, (3) safe and orderly environment, (4) climate of high expectations, (5) frequent monitoring of student progress, (6) positive home-school relations, and (7) opportunity to learn and student time on task. Of these seven, the third correlate, which identified a safe and orderly environment in schools, was the primary point of focus for this research.

Building upon Lezotte's framework, Morrison, Furlong, and Morrison (1994) espoused that safe and effective schools possessed these same attributes. In identifying the theoretical framework by which this research would be viewed, special emphasis was placed on providing a safe and orderly environment.

Conclusion

The purpose of this literature review was to become better informed about the topic, to identify what gaps existed in the research, and to determine what small contribution my own research might contribute to the field of study. Because few studies have examined the perceptions of high school principals and school resource officers in Tennessee, this research was not limited by year of publication.

The vast majority of the literature available in the field of relationships and perceptions between school principals and school resource officers was predominantly anecdotal. Empirical data were also few and mostly outdated. Available literature discussed the impact school resource officers had on students and communities along with other studies that communicated a

perceived need for additional community policing efforts in American school districts. There was minimal literature available discussing perceptions of both high school principals and school resource officers when there was a conflict of responsibility and jurisdiction during a school security crisis. There was also no known literature available concerning the roles each party plays when no memorandum of understanding had been agreed upon prior to a school security incident.

The sources investigated and the nature of the literature that existed in this area of study included other qualitative studies reflecting predominantly on school resource officer programs, school security training programs, and community policing efforts in American public schools.

The authors of the literature reviewed all agreed that building positive relationships between school principals and their local law enforcement agencies was essential, but none provided empirical data or identified perceptions between and of the two groups.

Chapter 3 will discuss (a) the sample chosen for this research, (b) the process and procedures by which data were collected and analyzed, (c) the rationale and assumptions for using this research design, and (d) the role of the researcher and any associated biases brought to the research.

CHAPTER 3

METHODS

Introduction

The purpose of this qualitative study was to identify the perceptions of Tennessee's high school principals' and school resource officers' roles and responsibilities during a school security threat when no memorandum of understanding has been communicated and implemented between the local school district and its respective law enforcement agency. Moreover, this study sought to answer the following questions:

1. What are the perceptions of school resource officers in Tennessee high schools of the roles and responsibilities of both school administrators and local law enforcement officers when no memoranda of understanding has been communicated and implemented?
2. What are the perceptions of school principals in Tennessee high schools of the roles and responsibilities of both school administrators and local law enforcement when no memoranda of understanding has been communicated and implemented?

This chapter includes (a) the sample chosen for this research, (b) the process and procedures by which data were collected and analyzed, (c) the rationale and assumptions for using this research design, and (d) the role of the researcher and any associated biases brought to the research. This chapter also acknowledges that all methodology, instruments, and administration for this particular study were submitted and approved by the University of Tennessee's Institutional Review Board. A visual display of the research process can be found in Figure 2.

Rationale and Assumptions for Using Qualitative Methods

Qualitative Paradigm Rationale

According to Anfara and Mertz (2006), qualitative research is most relevant when the variables are unknown and need additional exploration. Qualitative research thereby legitimizes the need for exploring the research problem and is best integrated when the current literature provides a minimal role in suggesting research questions. Accepting this assumption and rationale for this research, a decision was made to conduct a purely qualitative study.

Bergman (2008) cites the interdependence between the knower and what is known when conducting a qualitative study. Qualitative data is most appropriate when used with smaller samples and a concerted effort is made to approach the research in an exploratory manner. Qualitative data is also expected to be nonreductionist in context (Bergman, 2008). One difficulty in conducting qualitative research, however, is that researchers generally are unable to agree upon the proper protocol for data collection, analysis, and reporting (Creswell, 1994).

Qualitative Paradigm Assumptions

Determining which paradigm assumption would be integrated into a study was directly influenced by the research questions asked (Creswell, 1994). Assumptions that were ontological, epistemological, axiological, rhetorical, or methodological must be carefully considered when conducting research (Firestone, 1987; Guba & Lincoln, 1988; McCracken, 1988). Because my research sought to discover the nature of reality in regard to perceptions of high school principals and school resource officers, I selected to incorporate the ontological assumption into my study (Creswell, 1994).

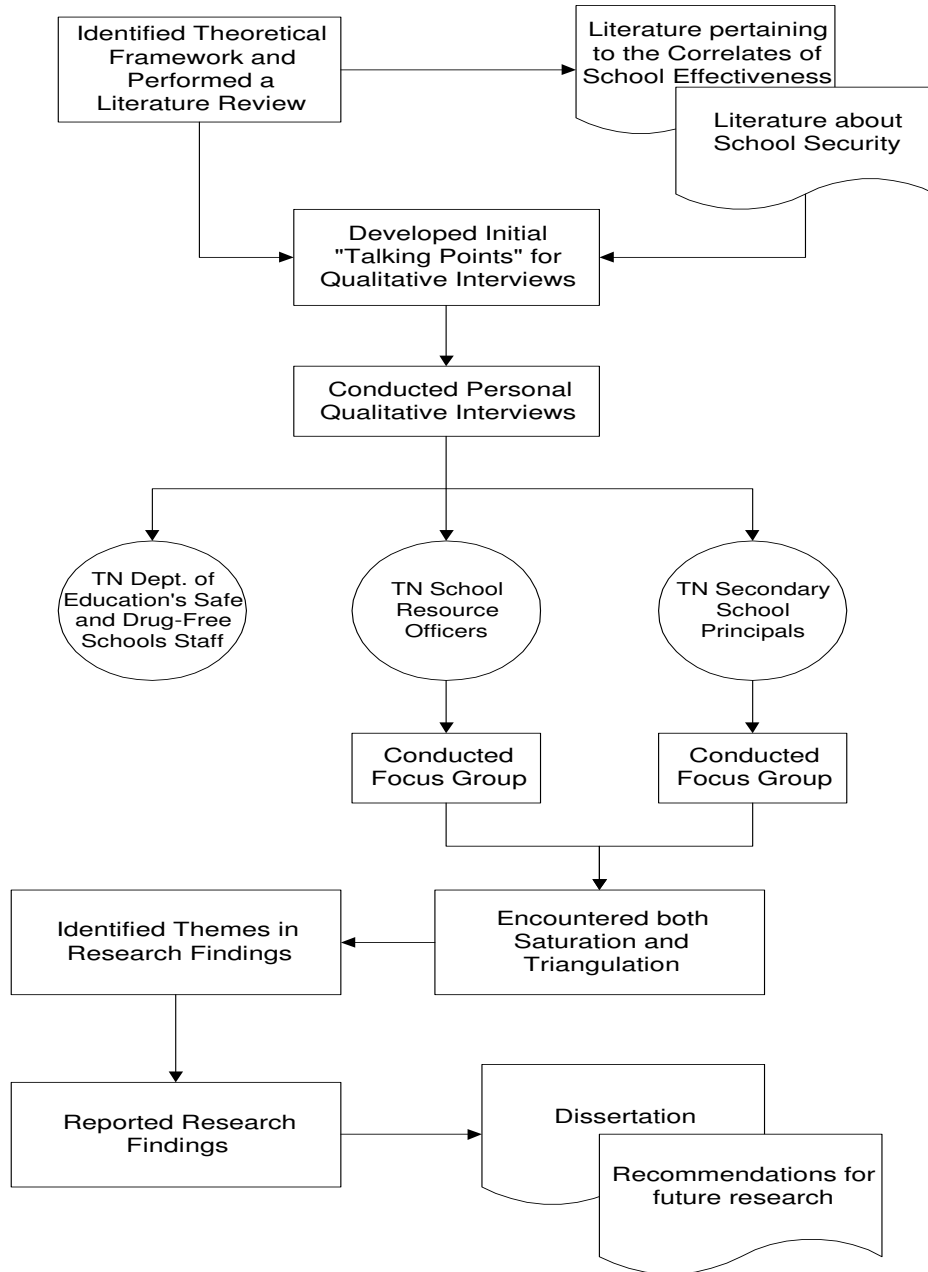


Figure 2. Overview of research phases.

Research Design

Assumptions of Qualitative Research Designs

Identifying the methodology to be used in qualitative research was essential. Merriam (1988) identified six primary assumptions when qualitative research should be considered for a particular study. Those six assumptions were:

1. Qualitative researchers are concerned primarily with process, rather than outcomes or products.
2. Qualitative researchers are interested in meaning – how people make sense of their lives, experiences, and their structures of the world.
3. The qualitative researcher is the primary instrument for data collection and analysis. Data are mediated through this human instrument, rather than through inventories, questionnaires, or machines.
4. Qualitative research involves fieldwork. The researcher physically goes to the people, setting, site, or institution to observe or record behavior in its natural setting.
5. Qualitative research is descriptive in that the researcher is interested in process, meaning, and understanding gained through words or pictures.
6. The process of qualitative research is inductive in that it builds abstractions, concepts, hypotheses, and theories from details. (pp. 19-20)

Accepting Merriam's assumptions of what makes qualitative research suitable for a particular study determined my selection for its incorporation into my research as well.

Introduction to the Delphi Study Research Method

One obstacle many educational scholars face is determining which research methodology to use when conducting research. This is especially true when a research topic is broad and is a new conceptual phenomenon. The newness requires the expertise of individuals familiar with the field and having substantial firsthand experience in the area being studied (Custer, Scarcella, & Stewart, 1999). In recent years, those in the educational field have begun using the Delphi study method in this type of research and have found it beneficial to their work (Finch & Crunkilton, 1989; Miller, 1990; Frykland, 1992; Rothwell & Kazanas, 1992).

The traditional Delphi study method was developed in the 1950s by employees of the Rand Corporation who sought to forecast events through the use of questionnaires accompanied by controlled feedback. Participants selected for the research were identified as experts in the field of national defense and were employed in some capacity in jobs related to the field of study (Dalkey & Helmer, 1963; McCampbell & Helmer, 1993; Weaver, 1971).

Since the Delphi study's inception, other researchers have integrated the methodology into diverse fields of research, including transportation, international affairs, and education. As research has evolved so has the use of the Delphi method. Modifications have been made to the methodology by many researchers and been deemed both beneficial and necessary to obtain successful consensus (Custer, Scarcella, & Stewart, 1999).

Custer, Scarcella, and Stewart (1999) explained the types of modifications integrated into the Delphi method when they wrote:

The Delphi begins with an open-ended questionnaire that is given to a panel of selected experts to solicit specific information about a subject or content area ... Through a series

of rounds (typically three) the process is designed to yield consensus. The modified Delphi technique is similar to the full Delphi in terms of procedure (i.e., a series of rounds with selected experts) and intent (i.e., to predict future events and to arrive at consensus). The major modification consists of beginning the process with a set of carefully selected items. These pre-selected items may be drawn from various sources including related competency profiles, synthesized reviews of the literature, and interviews with selected content experts. The primary advantages of this modification to the Delphi is that it (a) typically improves the initial round response rate, and (b) provides a solid grounding in previously developed work (Custer, Scarcella, & Stewart, 1999, p. 50-58).

The modified Delphi method involves a researcher developing a questionnaire to be given eventually to a group of subject matter experts or professionals identified in a particular field. This questionnaire is reviewed by a committee and revised for clarity and succinctness prior to being distributed to research participants being studied. Initially, participants are individually asked general questions and then given the opportunity to corporately discuss the questions further for additional clarification or feedback. This form of Delphi introduces both a polling procedure followed by a conference procedure (Linstone & Turoff, 2002).

The modified Delphi study method is a systematic technique used for interactive forecasting by relying upon feedback provided by a group of subject matter experts representing a particular profession or field of study. These expert participants voluntarily answer questionnaires in two or three rounds, and at the conclusion of each round of questioning the facilitator summarizes the results (Linstone & Turoff, 2002). After this summary is given to the

participants by the facilitator, participants then are permitted to offer additional feedback, provide clarification to their responses, ask questions, or change their individual answers. After the second or third round is completed, the facilitator terminates the group discussion, and a mean or median score for each item is tabulated for forecasting results. The foundational premise for this research method is that structured measures of forecasting from subject matter experts are more reliable and accurate than unstructured group or individual responses (Armstrong, 2001).

Attributes of the Modified Delphi Study Method

There are several attributes that differentiate the modified Delphi study method from other more traditional research techniques. The Delphi study method often is associated with research being conducted on extremely complex issues. Because of the complexities of the subject matter, participants must be guaranteed confidentiality in their individual responses. The research also must include a very structured flow of information accompanied by constant feedback and summaries of findings by the research facilitator as mentioned earlier. Consensus usually is reached by the participants, but not always guaranteed, by the end of these rounds of questioning and discussions (Mattingly-Scott, 2006).

This corroboration and consensus provide invaluable insight to the researcher and indicate forecasting in what types of further studies should be conducted on the subject matter. It even offers suggestions on types of training and policies that should be reviewed in light of the feedback provided (Fowles, 1978).

Linstone (1978) cited 10 steps by which the Delphi study method should be implemented in conducting research:

1. Forming a team to implement and monitor a Delphi on a given subject;
2. Selecting one or more panelists to participate in the exercise who typically are experts in the subject matter being studied;
3. Developing a first-round questionnaire;
4. Testing the questionnaire for proper word usage (e.g., ambiguities, vagueness);
5. Providing the first questionnaires to the assigned panelists;
6. Analyzing the responses given by the first-round panelists;
7. Preparing the second-round questionnaires (testing again only if needed);
8. Providing the second-round questionnaires to the next assigned group of panelists;
9. Analyzing the second round of responses (steps 7 to 9 are repeated only if necessary to achieve stability in the results.); and
10. Preparing a report to present the conclusive findings from the exercise. (p. 274-275)

Selection of a Modified Delphi Study Method

Due to its flexibility and diverse usage, a modified Delphi study was selected as the research methodology for this study. This decision to use a modified Delphi study came after reviewing several other researchers' use of the modified method. Table 3 provides a sample of the studies I reviewed before making the decision for my own research methodology. I also reviewed doctoral dissertation studies that used the modified Delphi study approach. For this modified Delphi study I integrated questionnaires in two rounds in the form of focus groups. The specific modified Delphi study phases used for this research are characterized in Table 3. (Appendix J presents Ph.D. dissertations using the modified Delphi study method.)

Table 3. Delphi method diversity for published research (Skulmoski, Hartman, & Krahn, 2007).

Study	Delphi focus	Rounds	Sample size
Gustafson, Shukla, Delbecq, & Walster (1973)	Estimation of almanac events for Delphi study accuracy	2	4
Hartman & Baldwin (1995)	Validation of research outcomes	1	62
Czinkota & Ronkainen (1997)	Impact analysis of changes to the international business environment	3	34
Kuo & Yu (1999)	Identification for selecting national park criteria	1	28
Nambisan, Agarwal, & Tanniru (1999)	Development of a taxonomy of organizational mechanisms	3	6
Lam, Petri, & Smith (2000)	Development of rules for a ceramic casting process	3	3
Roberson, Collins, & Oreg (2005)	Examination and explanation of how recruitment message specificity influences job seekers to organizations	2	171

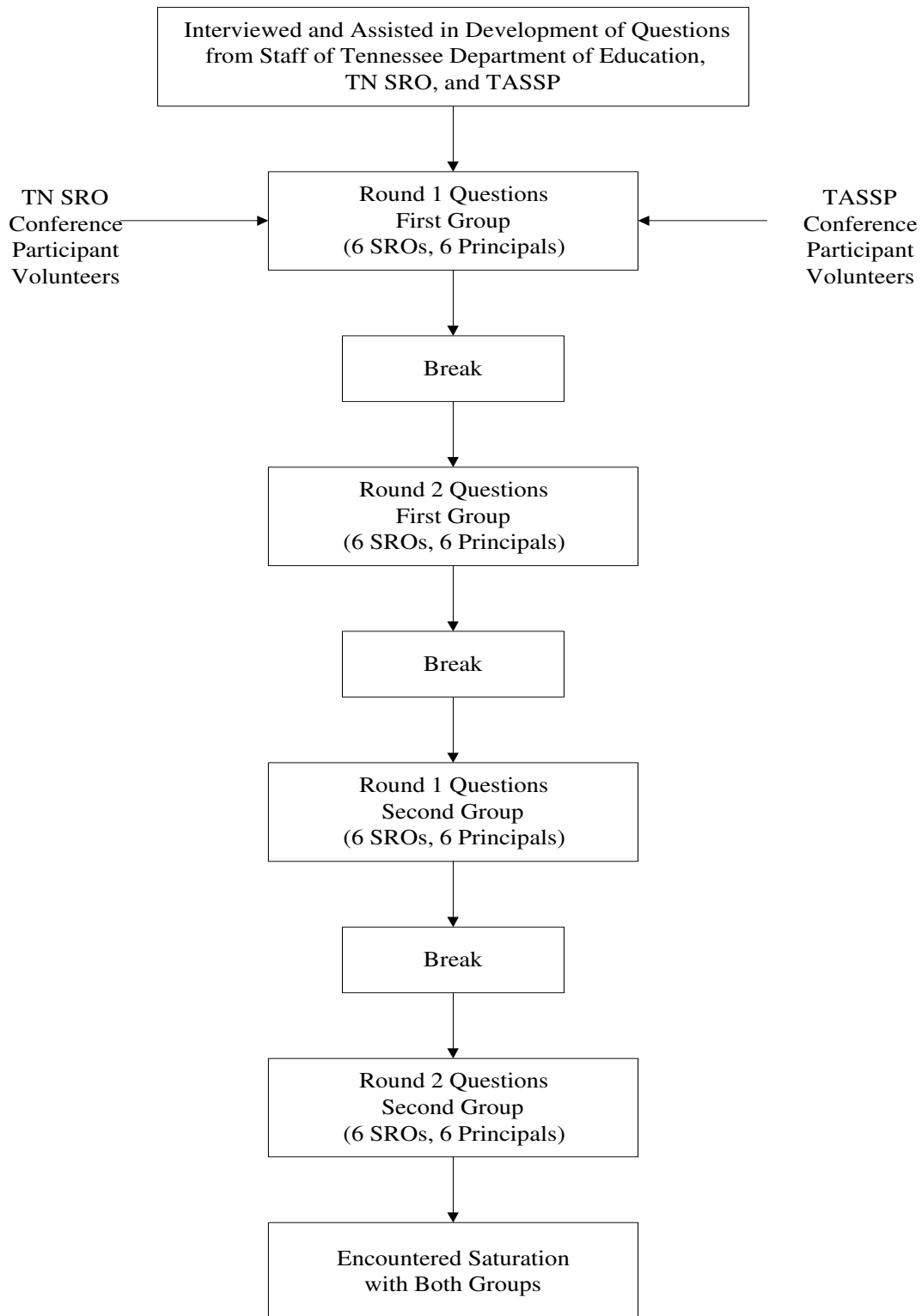


Figure 3. Modified Delphi method study steps for research.

Selection of the Modified Delphi Study Method for This Current Study

After much consideration, I chose to use a modified Delphi study for my own research. There were several reasons for my support of a modified Delphi study. Among those included the following important components:

1. Quantitative data can later be collected and analyzed by using a Likert-type scale for additional research (Linstone, 1978).
2. Both Tennessee high school principals and school resource officers can easily be identified through their respective professional organizations, the Tennessee Association of Secondary Principals and the Tennessee School Resource Officers Association.
3. The Tennessee Department of Education's Office of School Safety and Learning Support staff would examine the questions to be asked in the focus groups and would provide feedback on improving those questions.

Hsu & Sandford (2007) summarized my decision to use the modified Delphi study method best when they stated:

The (modified) Delphi technique has and will continue to be an important data collection methodology with a wide variety of applications and uses for people who want to gather information from those who are immersed and imbedded in the topic of interest and can provide real-time and real-world knowledge (Hsu & Sandford, 2007, p. 5).

The statement regarding feedback from individuals immersed in the subject matter because of their "real-world knowledge" was also influential in my selection of the participants for this study.

Selection of the Subjects

Individuals studied included voluntary participants who were members in good standing of the Tennessee Association of Secondary School Principals (TASSP) who currently serve as high school principals and officers of the Tennessee School Resource Officers Association (TNSRO) who currently work on the premises of Tennessee high schools. Participants selected were those who attended their respective professional organization's annual conference. Because I am an employee of the University of Tennessee's Institute for Public Service, staff members from the Tennessee Department of Education permitted me to interview these participants by allotting time at both the TASSP and TNSRO conferences held on June 17-18, 2009, at the Franklin Marriott Cool Springs Hotel in the greater Nashville, Tennessee, area.

Before the conference sessions began for both groups, the Tennessee Department of Education asked which conference attendees would be willing to participate in my study. Unanimously, conference attendees at both the TASSP Conference and the TNSRO Conference volunteered to participate. As a result of everyone's willingness to participate, the Tennessee Department of Education set aside a ballroom at the hotel for me to interview all participants from both conferences attending the 1:00 p.m. CST and 4:00 p.m. CST adjoining sessions. I selected 12 participants (six high school principals and six high school resource officers) from the 1:00 p.m. CST session and followed up by conducting a second round of questions with another 12 participants (six high school principals and six high school resource officers) from the 4:00 p.m. CST session. These participants were selected with assurance that they were currently employed by a Tennessee high school and were willing to sign a waiver indicating voluntary participation. (See Appendix K.)

Role of the Researcher

Introduction to the Role of the Researcher

Interpretation of data collected by the researcher can often affect the conclusions of a study depending upon personal bias or the researcher's area of expertise (Fink, 2000). The transparency of a researcher in regard to prior experiences and predetermined biases are beneficial (Locke, Spirduso, & Silverman, 1987). Knowing that transparency will benefit my own research, I have attempted to explain my past experiences related to this research topic.

According to Merriam (1998), "... the primary instrument in qualitative research is human, all observations and analyses are filtered through that human being's worldview, values, and perspective" (p. 22). To maintain sensitivity to this human element in qualitative research, the role of the researcher becomes the primary tool for data collection and data analysis. As I began reflecting on the preliminary processes for my own research, I found it necessary to discuss my own life experiences that perhaps have helped shape my worldview, values, and perspective. I acknowledge these professional and personal experiences and attest that these experiences have undoubtedly influenced my own *weltanschauung* and must be mentioned as biases in this research.

Role of the Researcher Regarding School Security

Prior to conducting this research, I worked as the Homeland Security program coordinator at the University of Tennessee's Law Enforcement Innovation Center. My duties included assisting in the development of statewide curriculum training for law enforcement officers and other city officials in Tennessee, as well as planning, coordinating and hosting training activities in conjunction with the Governor's Office of Homeland Security. The purpose

of these coordinated trainings was to educate and equip law enforcement officers to understand how to detect, deter, prevent, and respond to acts of terrorism.

During this time of employment, I also was called upon by the Tennessee Department of Education in 2005 and 2006 to develop a curriculum and training for school principals and other school personnel on how to respond during crisis situations occurring on school premises. To develop these courses, I brought in subject matter experts in areas of criminal justice, safety, and education from across the country to provide professional expertise and suggestions in the curriculum development process. These trainings became certified courses with both the Tennessee Emergency Management Association and the U.S. Department of Homeland Security. As a result of these professional experiences, I became professionally affiliated with the Tennessee Association of Chiefs of Police, Tennessee Sheriffs' Association, Tennessee Association of Secondary School Principals, Tennessee School Resource Officers Association, Tennessee Emergency Management Association, the Tennessee Department of Education, and the Tennessee Office of Homeland Security.

This previous professional experience has provided me with networking opportunities with the membership and staff of these associations. Due to the history of these relationships, I had to ensure that my personal biases did not interfere with the work of this study. I took the following measures to minimize these biases: triangulation of my data sources, which included my field notes, questionnaires, and interviews; the review of my written notes in addition to audible and written transcripts from those interviewed; and coding for qualitative analysis using the QDA Miner 8.0 software program. Maxwell (2005) explained that all researchers conducting qualitative research need to thoroughly explain the possible biases that may exist and take

measures to mitigate them at the beginning of a research proposal. By identifying my own biases early on in the research process and ensuring that all data collection and analysis procedures were transparent should mitigate any concerns regarding my role as a researcher.

Description of Venue and Participants

Tennessee Association of Secondary School Principals and School Resource Officers Conference

The Tennessee Association of Secondary School Principals and the Tennessee School Resource Officers Association serve as the leading professional organizations for high school principals and school resource officers in the state of Tennessee. Both associations recently scheduled their annual conferences to coincide with one another to promote unity and networking opportunities between the two entities.

Traditionally held at the Franklin Marriott Cool Springs Hotel and Conference Center in Nashville, Tennessee, members in good standing from both organizations attended, representing all regions of the state. These conferences showcase current exemplary programs in education and law enforcement, provide discussion of legislative issues and updates, and promote networking opportunities for both secondary administrators and school resource officers.

Extant data used for this study were collected for the University of Tennessee's Institute for Public Service per their request in May 2009. The Institute for Public Service has a long history of working with state and local government entities as well as the Tennessee Department of Education and various Tennessee law enforcement agencies. As an employee of Institute for Public Service, I was tasked to conduct research and retrieve data that might be of interest in identifying potential training and future professional development opportunities to both groups of conference participants (school resource officers and school principals). See Appendix L

(Letter of Request for Collection of Data) to identify my role in collecting this data for the Institute for Public Service. As a result of collecting these data, I was allowed to use these data for my own dissertation study.

After receiving approval to conduct a study on conference attendees from the Tennessee Department of Education and the respective professional agencies, using this venue proved most beneficial for its convenience, cost savings, and the expertise represented from those selected as participants. The conference for both agencies was held June 15-18, 2009, and I was given permission to conduct my study on both groups of participants on June 17, 2009. I selected a nonrandom sampling of those attending the conference to include in my study based upon Merriam's claim (1998) that "nonprobability sampling is the method of choice for most qualitative research" (p. 61).

Participant Descriptions

Introduction to Selection of Participants

Participants were selected on a volunteer basis from high school principals and school resource officers registering at coinciding conferences hosted by the Tennessee Association of Secondary School Principals (TASSP) and the Tennessee School Resource Officers Association (TNSRO). Because I was an employee of the University of Tennessee's Institute for Public Service, staff members from the Tennessee Department of Education permitted me to study these participants by allotting time at both the TASSP and TNSRO Conferences held on June 17-18, 2009 at the Franklin Marriott Cool Springs Hotel in the greater Nashville, Tennessee area.

Tennessee School Resource Officers Association

The Tennessee School Resource Officer Association was developed as a state chapter under the umbrella of the National Association of School Resource Officers (NASRO) located in St. Paul, Minnesota. By the late 1990s, this nonprofit organization successfully established chapters in several states and declared its mission to be “promoting law related education and safety of students.” Among the strengths cited by the national association for its existence included the following statement: “The true and tested strength in the School Resource Officer program is that it is much more than a curriculum. The SRO Concept can easily be adapted to the needs of any community, desiring safe schools, and effective community partnerships (NASRO, 2010).” Another espoused strength includes the networking of law enforcement, community partnerships, and school administrators (NASRO, 2010).

School Resource Officers Participating

School resource officers participating in this study represented law enforcement agencies from across the state of Tennessee. The demographics of high school resource officers who participated in this nonrandom sampling can be found in Table 4.

Table 4. Tennessee high school resource officers participating

Participants	Race		Gender		Community size		
	Black	White	Female	Male	Rural	Suburban	Urban
SROs 12	02	10	02	10	08	02	02

Tennessee Association of Secondary School Principals

The Tennessee Association of Secondary School Principals is a state chapter of the National Association of Secondary School Principals located in Reston, Virginia. The state chapter’s association states its mission includes equipping middle and high school principals by providing the following:

1. Professional standards of practice for secondary school administrators;
2. Providing high quality professional development experiences for rural, urban, and suburban administrators, statewide, based on their common and unique professional development needs;
3. Advocating on behalf of secondary administrators and their efforts to provide high quality education for all students; and
4. Providing opportunities for networking, collegiality, and community across the state. (Tennessee Association of Secondary School Principals, 2010, p. Mission Statement)

Tennessee Association of Secondary School Principals Participating

Principals participating in this study represented school districts from various parts of Tennessee. A visual display showing the demographics of those high school principals who participated in this non-random sampling can be found in Table 5.

Table 5. Tennessee high school principals participating

Participants	Race		Gender		Community size		
	Black	White	Female	Male	Rural	Suburban	Urban
12	03	09	04	08	08	02	02

Data Collection Procedures

In qualitative research, the proper procedure for data collection generally consists of gathering information as a result of asking broad and emerging questions to participants. The researcher must collect data such as descriptive language or images from a much smaller number of individuals or locations in comparison to those implemented in quantitative research (Anfara & Mertz, 2006). Once “saturation” has been ascertained, or the point in time when the researcher begins receiving the same feedback from participants and no additional data, the collection of responses is completed.

Data in this research were collected through interviews of the leadership of the Tennessee Department of Education, TNSRO, and TASSP. Focus groups then were conducted with high school resource officers and high school principals. I concluded my data collection with field notes I had written throughout the research process. Descriptions of those methods for data collection and contribution to the research are indicated below. Table 6 depicts each of these data sources and how these sources enabled me to answer my research questions.

Interviews of Department and Agency Staff

Prior to facilitating both sets of focus groups, interviews were conducted with staff members representing the Tennessee Department of Education’s Office of Safe and Drug-Free Schools, the Tennessee Association of Secondary School Principals, and the Tennessee School Resource Officers Association. According to Mitchell and Jolley (2010), there are both benefits and liabilities in using interviews as a method of collecting research data. Among the identified advantages is the quality of interaction an interviewer has with participants. This interaction

provides the interviewer an opportunity to seek clarification on misunderstood responses as well as follow up with participants when they provide unexpected responses (Kvale, 1996). This is

Table 6. Matrix of research questions in relation to interview questions

Research Question	Interview questions of agency and department staff members	Focus group questions for participants	Field notes taken by researcher
1. What are the perceptions of school resource officers in Tennessee when it comes to identifying the roles and responsibilities of both school administrators and local law enforcement officers when no memoranda of understanding is in place prior to an incident?	Open-ended questions and advice received on what types of questions to ask to provide insight for Research #2.	S-5, S-7, S-8, S-9, S-10, S-11, S-12, S-13, S-14, S-15	Written descriptions and notes taken regarding research sites, participants, and direct quotes.
2. What are the perceptions of school principals in Tennessee when it comes to identifying the roles and responsibilities of both school administrators and local law enforcement when no memoranda of understanding is in place prior to an incident?	Open-ended questions and advice received on what types of questions to ask to provide insight for Research Question #2.	P-5, P-7, P-8, P-9, P-10, P-11, P-12, P-13, P-14,	Written descriptions and notes taken regarding research sites, participants, and direct quotes.

“P” = Principal interview question

“S” = School resource officer question

especially beneficial for exploratory studies like my own since all pertinent variables have yet to be determined for the study. Disadvantages identified include interviewer bias when the interviewer may unknowingly demonstrate approval or disdain for a participant's feedback by providing verbal or nonverbal exchanges (Mitchell & Jolley, 2010). Another disadvantage of the interview technique can occur when participants provide responses they believe the interviewer wants to hear thereby skewing results due to "social desirability" (de Leeuw, 1992).

Patton (2001) explained the purpose of interviewing as an allowance for the interviewer to enter into another subject's perspective (p. 196). Accepting this purpose for my own research, I determined that interviews would benefit this study because although I had worked with Tennessee high school principals and school resource officers in the past, I had never personally been in the position of either party. I chose to include open-ended questions with a semi-structured interview process as recommended by Merriam (1998) in order that interview questions could be improved upon and adapted as the interview process evolved.

I interviewed executive leaders of the Tennessee Department of Education's Office of Safe and Drug-Free Schools, the Tennessee Association of Secondary School Principals and the Tennessee School Resource Officers Association to determine the questions to be asked for the study. Narrative talking was desired from all groups involved, and my final interview protocol was semi-structured. To validate the questions being asked on the questionnaire, I then developed a matrix to ensure the protocol was properly followed.

Focus Groups

There were numerous benefits gleaned from research that integrated the focus group methodology (Krueger & Casey, 2000). Among those benefits included the ability to receive

diverse feedback and perceptions of reality by a group of individuals directly involved with the research topic (Rubin & Rubin, 2005). This forum enabled participants to more clearly explain their responses and allowed the participants to freely discuss in greater detail their beliefs and opinions that might not otherwise be afforded through a mere questionnaire (Padgett, 2004).

Questions for this study provided insight in identifying the perceived thoughts and opinions of Tennessee's high school principals and school resource officers as to the roles and responsibilities each party should provide during a security threat when no memorandum of understanding has been implemented or communicated within a local community.

Focus group questions were open ended with no preconceived subquestions as determined by the Tennessee Department of Education, Tennessee Association of Secondary School Principals, and the Tennessee School Resource Officers Association (Yin, 2003). Therefore, this particular Delphi study for Tennessee's high school principals and school resource officers addressed a major knowledge gap within the current literature. As feedback was provided by participants, subquestions arose (Rubin & Rubin, 2005).

Patton (2001) cited five types of questions that can be analyzed when conducting questions for focus groups. These five types of interview or focus group questions included experience/behavior, opinion/value, feeling, knowledge, and background/demographics. After listening and taking notes from my meetings with the staff of the Tennessee Department of Education and leaders within TNSRO and TASSP, I ensured that my focus group questions would target these five areas outlined by the Patton Model. Table 7 provides the analysis by which I cross referenced each question.

Table 7. Focus group question analysis

Type of focus group questions	Secondary school principal interview	School resource officer interview protocol
Experience/behavior	M-9, M-11, M-12	N-9, N-11, N-12
Opinion/value	M-8, M-14, M-15	N-8, N-14, N-15
Feeling	M-3, M-4	N-3, N-4
Knowledge	M-2, M-5, M-6, M-7, M-10, M-13	N-2, N-5, N-6, N-7, N-10, N-13
Background/demographics	M-1	N-1
Key	M–Appendix M	N–Appendix N

Field Notes

Field notes are the evidence or raw data retrieved by individuals conducting research that attempt to uncover the meaning or understanding of a phenomena or a focus for a study (Schwandt, 2001). Field notes often provide thick descriptions and offer a significant contribution to the overall written report of a research study (Sanjek, 1990).

I attempted to collect field notes during and after each interview and focus group was conducted. My field notes served as reminders often times of the “unheard” actions but visibly seen language during these talks. Often in field notes body language was noted that perhaps would not have been easy to identify by merely listening to a taped interview or reading a transcription.

Data Analysis

Data analysis in qualitative research can be difficult to explain and even more difficult to conduct. Tesch (1990) explained it as “eclectic” with no one correct way of performing such analyses. One approach, however, is to provide text analysis with a description and theme(s). Interpretation of these findings usually involves identifying the larger meaning of the research topic (Anfara & Mertz, 2006). Once again, researchers in these qualitative studies typically encompass a subjective and biased approach. This criterion for studying qualitative research is more flexible in the methodologies, evaluations, and structure imposed upon the research (Anfara & Mertz, 2006).

Patton (2001) suggested that the constant comparative method be used in qualitative research in order “to group answers ... to common questions [and] analyze different perspectives on central issues” (p. 376). This mode of reasoning guided my own research, and therefore, the constant comparative method was used throughout the data analysis process. Goetz and LeCompte (1981) argued that when using the constant comparative method for analysis, it was important to also understand that the entire process of data collection and data analysis undergoes constant refinement; which as a result, this process directly affects the course action for coding feedback entries.

Data frequently were analyzed based upon the constant comparative method as also outlined by Merriam (1998). After each interview, focus group, and field note was reviewed, I constantly adjusted my analysis based upon these updates. This process allowed for codes and themes to evolve among the data. Key terms and elements were coded based upon the literature

review. As additional updates were made available, I discovered new insights and confirmed those already ascertained in earlier coding.

I initially coded key terms and elements based upon my literature review. After each new interview, focus group, and review of my field notes, my categories and descriptions evolved into a more succinct system. These coding terms were initially put into a software program for mapping and coding, QDA Miner 8.0, a qualitative software program. As my research progressed, however, I began to categorize my codes into a Microsoft Excel spreadsheet for easier access. As the analysis progressed, MS Excel was needed to categorize the codes. After coding, I then placed this data into categories based upon patterns of similarity and thematic elements that appeared.

To convey transparency over my data analysis, I implemented a “code map” as explained by Anfara, Brown, & Mangione (2002). The purpose of code mapping is to simplify and codify the data being analyzed for qualitative research. Based upon this premise, three phases took place in the codifying process. Initially, I used codes that capsulated data. Second, I took the initial codes and categorized them by thematic elements. Finally, I synthesized the thematic elements into four areas to possibly advance theory. Each phase was implemented throughout the transcript analysis process in order to properly code feedback provided from both focus groups.

Although the data collected by interviews, focus groups, and field notes reached saturation early in the data analysis process and responses were similar among both high school principals and school resource officers, I provided a code map for both groups separately. Table 8 shows the three phases of analysis for Tennessee high school principals. Table 9 displays the same results for Tennessee high school resource officers.

According to Creswell (1994), qualitative researchers have not reached a universal consensus or one ideal technique on properly ensuring reliability and validity for qualitative research. Initially, many qualitative researchers attempted to employ traditional, quantitative measures for enhancing reliability and validity (Goetz & LeCompte, 1984). Criticized by other researchers as embracing positivist paradigms, some qualitative researchers began to develop their own terminology to describe measures of reliability and validity with terms such as “trustworthiness” and “authenticity” (Lincoln & Guba, 1985).

Accepting the need for my own research to ensure both reliability and validity, I have chosen to secure both in this study. Merriam (1988) stated that ensuring that the research findings match reality provides internal validity. Another argument made by Merriam (1988) included the ability of the researcher to provide an admission for external validity. External validity acknowledges that generalizability is limited often to the study itself and not to the overall population. Finally, Merriam (1988) argued that due to the unique characteristics of any study the potential for replication for future studies might be mitigated (Creswell, 1994).

Though generalizability and replication may be stumbling blocks for this specific study, I attempted to minimize these arguments by ensuring that issues such as my role as the researcher, my research assumptions, and methods for data collection might serve well for others if they should attempt to replicate my study for similar research outside of the jurisdiction of Tennessee high school principals and school resource officers.

Table 8. Three phases of analysis for high school principals

(Third iteration: Application to data set)			
Code mapping for perceptions of high school principals			
1. Relationship Between Both Groups: Themes 1a, 1b, 1c			
2. Safe and Orderly School Environment: Themes 2a, 2b, 2c			
3. Similarities Between Both Groups: Themes 3a, 3b, 3c, 3d			
4. Obstacles to Overcome Between Both Groups: Themes 4a, 4b, 4c			
(Second iteration: pattern variables and components)			
1a. Positive relationship	2a. Threats	3a. Public servant	4a. Communication failure
1b. No relationship	2b. Policies	3b. Protector/ guardian	4b. Cultural differences
1c. Negative relationship	2c. Stakeholders	3c. Stressed	4c. Jurisdiction
		3d. Values/ideals	
(First iteration: Initial codes and surface content analysis)			
1a. Work in progress	2a. Grounds	3a. Work for public	4a. Not enough time
1a. Very good	2a. Visitors	3b. Protect	4a. Don't see each other
1b. Unsure	2a. Entry points	3b. Work with kids	4a. Communication styles
1b. Unfamiliar with SRO	2a. Threats	3b. Safety priority	4b. Different backgrounds
1c. Very bad	2a. Resources	3b. Concerned guardian	4b. Misconceptions
	2a. Weapons	3d. Stressful job	4c. Jurisdictional issues for safety
	2b. Policies	3d. Want same things	4c. Uncertainty of roles
	2c. Staff	3d. Accountable	4c. Unclear policies
	2d. Students		4c. Reporting to different supervisors
	2e. Difficult to find SRO		4c. Discipline v. crime
DATA: Interviews	DATA: Focus Groups	DATA: Field Notes	

Code Mapping: Three Phases of Analysis for High School Principals. (Anfara, Brown, & Mangione, 2002, p. 32)

Table 9. Three phases of analysis for high school resource officers

(Third iteration: Application to data set)			
Code mapping for perceptions of high school resource officers			
1. Relationship Between Both Groups: Themes 1a, 1b, 1c			
2. Safe and Orderly School Environment: Themes 2a, 2b, 2c			
3. Similarities Between Both Groups: Themes 3a, 3b, 3c, 3d			
4. Barriers Identified Between Both Groups: Themes 4a, 4b, 4c			
(Second iteration: Pattern variables and components)			
1a. Positive relationship	2a. Threats	3a. Public Servant	4a. Communication failure
1b. No relationship	2b. Policies	3b. Protector/guardian	4b. Cultural differences
1c. Negative relationship	2c. Stakeholders	3c. Stressed	4c. Jurisdiction
		3d. Values/ideals	
(First iteration: Initial codes and surface content analysis)			
1a. Work in progress	2a. Grounds	3a. Work for public	4a. Not enough time
1a. Very good	2a. Visitors	3b. Protection	4a. Don't see each other
1b. Unsure	2a. Entry points	3b. Work with kids	4a. Communication styles
1b. Unfamiliar with principal	2a. Threats	3b. Safety priority	4b. Different backgrounds
1c. Very bad	2a. Resources	3b. Concerned guardian	4b. Misconceptions
	2a. Weapons	3d. Stressful job	4c. Jurisdictional issues for safety
	2b. Policies	3d. Want same things	4c. Uncertainty of roles
	2c. Students		4c. Reporting to different supervisors
	2d. Staff		4c. Discipline v. crime
			4c. Unclear policies
			4c. Ignorance to law
DATA: Interviews	DATA: Focus Groups	DATA: Field Notes	

Code Mapping: Three Phases of Analysis for High School Resource Officers. (Anfara, Brown, & Mangione, 2002, p. 32)

Triangulation of Data Collection Methods

To prevent the collected data from being systematically biased or limited by a single collection method, I included several methods to reach triangulation (Fielding & Fielding, 1986). Triangulation also mitigates threats to the research's validity and permits the generality of explanations to be more legitimate (Maxwell, 2005).

Triangulation was ensured in this study by incorporating initial interviews, focus groups, and field notes. By providing several methods for collecting data and receiving similar findings from each of these collection methods, the goal for triangulation should be assured. Figure 4 displays the efforts for triangulation through using multiple data collection techniques.

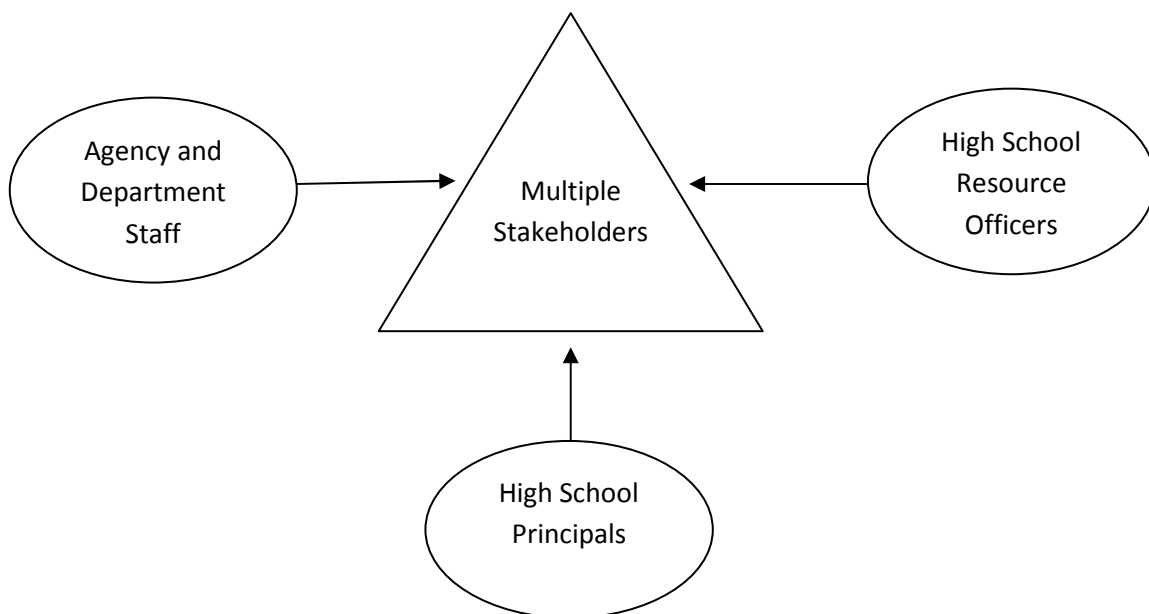


Figure 4: Multiple data collection techniques used for triangulation.

Interviews of agency and department staff were not recorded audibly but recorded in field notes. Focus group feedback, however, was audibly recorded by the researcher and then sent off for transcription. Field notes were handwritten and kept in an informal journal maintained by the researcher. All three sources of data were then analyzed to ensure triangulation within the research.

Summary

In Chapter 3, I have attempted to explain (a) the sampling chosen for this research, (b) the process and procedures by which data were collected and analyzed, (c) the methodology I used to ensure accuracy of the data being collected, (d) the rationalization and assumptions for using my particular research design, and (e) the role I played as a researcher and acknowledgements of associated biases I may have brought to the research. This chapter also discussed the research process by which I completed this study. In addition, this chapter briefly described the participants chosen for the study and acknowledged that all methodology, instruments, and administration for this particular study were submitted and approved by the University of Tennessee's Institutional Review Board.

CHAPTER 4

ANALYSIS AND FINDINGS

Introduction

The purpose of this qualitative study was to identify the perceptions of Tennessee's high school principals and school resource officers regarding their roles and responsibilities when no memorandum of understanding has been communicated and implemented between the local school district and the respective law enforcement agency. Triangulation was ensured in this study by incorporating initial interviews, focus groups, and field notes. By providing several methods for collecting data and receiving similar findings from each of these collection methods, the goal for triangulation was assured.

This chapter presents analysis and findings of the following research questions: (1) What are the perceived roles and responsibilities of school resource officers in Tennessee high schools when no memoranda of understanding have been communicated and implemented? and (2) What are the perceived roles and responsibilities of school principals in Tennessee high schools when no memoranda of understanding have been communicated and implemented? Findings from this qualitative study using a modified Delphi study approach will be reported in this chapter. The chapter then will provide qualitative analyses for both aforementioned research questions.

Findings for this chapter are based upon three primary data sources: interviews of staff members of the Tennessee Department of Education, Tennessee School Resource Officers Association (TN SRO), and Tennessee Association of Secondary School Principals (TASSP); focus groups conducted with 12 Tennessee high school resource officers and 12 Tennessee high

school principals as part of a modified Delphi study group;¹ and a series of personal field notes taken during interviews and focus groups, accompanied by informal observations. All references to behavior, observations, and summaries of comments from individuals participating in this study resulted from field notes or interviews conducted on June 17 and 18, 2009.

Documented events, behaviors, and opinions all supported the four thematic elements from the data analyses conducted in Chapter 3. Those elements were:

1. Collaborative relationships between school resource officers and school principals are critical to the success of a school's security program;
2. A safe and orderly school environment must exist for a school to maintain effectiveness;
3. There are roles of school administrators and school resource officers that must be recognized and cultivated to enhance current working relationships; and
4. There are obstacles to overcome between school resource officers and school principals, including clearly defining roles and responsibilities in MOUs.

Themes were based upon the literature reviewed in Chapter 2. A more detailed description of these three data sources (interviews, field notes, and modified Delphi study focus groups) can be found in Chapter 3. The demographics of school resource officers and high school principals selected to participate in this study also are provided in Chapter 3.

Research Question #1: Perceptions of High School Resource Officers

Qualitative data were analyzed with Research Question #1: What are the perceived roles and responsibilities of school resource officers in Tennessee high schools when no memoranda of understanding have been communicated and implemented? Support for these

¹ To ensure confidentiality of participants, pseudonyms using U.S. presidents' names were assigned to all principals and school resource officers.

findings resulted from code mapping data and discovering thematic elements. Data initially were coded into the following 32 categories:

1. Relationship: Work in progress,
2. Relationship: Very good,
3. Relationship: Unsure,
4. Relationship: Unfamiliar with principal,
5. Relationship: Very bad,
6. Grounds issues,
7. Visitor issues,
8. Entry point issues,
9. Threats,
10. Resources,
11. Weapons,
12. Policies,
13. Students,
14. Staff,
15. Works for public,
16. Protection,
17. Works with kids,
18. Safety priority,
19. Concerned guardian,
20. Stressful job,

21. Wanting the same things,
22. Not enough time,
23. Don't see each other,
24. Communication styles,
25. Different backgrounds,
26. Misconceptions,
27. Jurisdictional issues for safety,
28. Uncertainty of roles,
29. Reporting to different supervisors,
30. Discipline versus crime,
31. Unclear policies, and
32. Ignorance of the law.

After these initial 32 codes were established, I eventually grouped them into smaller sets, which can be found in Table 9 in Chapter 3 (pp. 68-69). The four categories used for this code mapping process matched those created later for Research Question #2. Those thematic categories were:

1. Relationships,
2. School environment,
3. Roles, and
4. Obstacles.

As mentioned earlier, themes selected were based upon the literature reviewed in Chapter 2.

Relationships

The overall school resource officer perceptions of principals who participated in the focus groups for the modified Delphi study group were mixed. Some of the school resource officers felt that the relationship between them and their respective high school principal was negative and highly competitive. Another faction of the school resource officers felt that their relationship with their respective principals was positive and solidly built upon trust, mutual respect, and genuine camaraderie. Other participating school resource officers felt indifferent and uncertain where their relationships stood with their respective principals. Table 10 displays the frequency of those high school resource officers and principals describing their respective working relationships.

The topic of relational attitude was addressed by Atkinson (2000) when he discussed relational conflicts between school administrators and law enforcement officers. Atkinson espoused that for any school system to maximize its effectiveness, school resource officers must establish positive, collaborative, working relationships with school principals and staff (Atkinson, 2000). Finn and McDevitt (2005) stated that productive, positive relationships between school resource officers and principals are a necessity for any school resource officer program to be successful and maintain order on school premises.

Table 10. Frequency rate of defining principal-SRO relationship

Participant	RELATIONSHIP		
	Negative	No relationship	Positive
Principals	3	4	5
SROs	4	5	3
Total	7	9	8

In 2005, the National Criminal Justice Reference Service conducted an assessment of 19 school resource officer programs nationwide and provided factors believed to benefit similar programs. Among the key elements suggested for other school resource officer programs were establishing collaborative relationships between school resource officers, principals, assistant principals, and teachers (National Criminal Justice Reference Service, 2005).

Results from the modified Delphi study focus groups conducted on June 17 and 18, 2009, among 12 school resource officers and 12 principals working in Tennessee high schools were mixed. Among those who spoke when the issue of relationships between school resource officers and principals was discussed, one-third of the group described their personal experiences as positive, another one-third of the participants described negative experiences, and the remaining one-third were indifferent or uncertain as to the relationships that existed between their respective school administrators and law enforcement officers. Overall, regardless of the type of relationship communicated, all participants were very passionate about describing their personal experiences. Diverse feedback was provided in the open-ended discussion.

Officer Roosevelt recounted that she had a positive relationship with the principal at her school:

The principal at the school where I work is awesome. He and I work really well together. We trust one another and work good as a team. He respects my knowledge about law enforcement issues ... and we try to help each other during any given school day.

Officer Buchanan described a negative relationship with the principal at the high school where he works:

Well, let's just put it this way (paused). We don't get along at all ... He thinks I report to him because I'm working in his school building. What he doesn't understand is my boss is the county sheriff – not him ... He think he's smarter and doesn't need my expertise in safety. He's even told me before that I wasn't his first choice in the SRO he wanted for the school ... I'd say we have a poor relationship. We try to avoid each other when possible ... I can usually get along well with people, but he makes it difficult. It's either his way or no way.

Representing school resource officers that have no relationships with their principals and very little contact with them, Officer Johnson described the indifference in this manner:

I don't know what type of relationship we have ... I don't see much of her. We see one another at city meetings or school events, but other than that, we don't have much of a relationship. I do my thing, and she does hers ... I've been at the school for two years now, but I honestly don't know much about the woman ... I guess it works ... but it's not the type of relationship that I was expecting when I first agreed to take this position.

Often during these focus groups, principals and school resource officers referred to schools and individuals as “my school,” “my students,” and “my principal” or “my SRO.” Throughout these conversations, it was evident that both school resource officers and principals felt possessive and territorial about their students, staff, and campuses. This sense of ownership led to conversations pertaining to safety and orderly school environments.

School Environments

Cornell and Mayer (2010) discussed contemporary research conducted for school order and safety when they stated,

School safety and order are essential conditions for learning but represent a relatively new field of study, stimulated in large part by repeated episodes of school violence that have generated considerable public concern and triggered substantial changes in school discipline and security practices over the past two decades. (p. 7)

Cornell and Mayer (2010) continued elaborating on this field of study by citing numerous school resource officer programs and other educational programs for at-risk children that have been documented to prevent and disrupt violent behavior in schools (Wilson, Gottfredson, & Najaka, 2001; Wilson, Lipsey, & Derzon, 2003). Both researchers concluded after reviewing past studies:

Perhaps the next major step for all allied disciplines concerned with safe schools is to move beyond a singular focus on school violence and reframe the collective focus to one of school safety and order ... Goal 7 of Goals 2000, the Educate America Act, offered the naively hopeful resolution that “by the year 2000, every school in America will be free of

drugs and violence” ... Although more than a decade old and seemingly forgotten, this goal remains a worthy aspiration. (pp. 12-13)

Table 11 displays the response rate of feedback provided by both school resource officers and high school principals related to the issue of school environment.

Frequency rate is higher than the number of participants due to some participants discussing issues of school environment in more than once instance.

Officer Kennedy discussed the frustration that she and many school resource officers often feel when it comes to school safety and order. Kennedy stated,

I know that I’m not alone when I say this ... We get so tired of everyone, including the media, pointing fingers at us when a knife or gun shows up at school. The media sensationalizes it and people in the community begin looking down on the SRO program

Table 11. Frequency of school environment issues discussed

Environmental issue	Principals	SROs	Total
Grounds	17	21	38
Visitors	11	18	29
Entry Points	14	11	25
Threats	13	15	28
Resources	8	5	13
Weapons	11	19	30
Locating SRO/Principal	9	5	14
Policies	24	22	46
Students	22	29	51
Staff	7	4	11
Total responses	136	149	285

as being a failure ... They don't think about how many times we've prevented a shooting on a campus or how a kid confides in us and helps us mitigate a crime being planned on the school grounds ... School safety and maintaining school order isn't something I alone can do by myself 24 hours of the day. It takes an entire community to be responsible – not just me as the SRO.

Officer Truman echoed similar sentiments when he said,

I just don't get it. No one ever gives credit to the SRO when everything is going well in the school and the kids and teachers feel safe ... but the first time there comes an act of school violence or a breach in the school's security, everyone looks at the SRO like he's at fault or failing to do his job correct [sic]. I love my job, but I don't think one person can be all things to all people ... I can't be protecting the school cafeteria and be protecting the school's parking lot at the same time. At some point, someone else needs to stand up and take responsibility and help out, too.

According to Dr. Pamela L. Riley, Executive Director of the Center for Prevention of School Violence, providing a safe and orderly school environment is the foundation by which any school can be successfully effective. Riley argues that unless safety and order are explicitly addressed in schools and the larger community, academic performance and teacher efficacy will be detrimentally influenced (Riley, 2010). Riley also suggests that threats and perceptions of safety be given top consideration when making school security policies, and she encourages community member involvement as a way of supporting the school resource officer. She also criticizes schools that take these steps but fail to include all stakeholders within the community as these types of decisions are being made.

A “safe school” is one whose physical features, layout and policies and procedures are designed to minimize the impact of disruptions and intrusions that might prevent the school from fulfilling its educational mission. It is characterized by a climate that is free of fear. The perceptions, feelings, and behaviors of members of the school community reveal that the school is a place where people are able to go about their business without concern for their safety. An “orderly school” is one characterized by a climate of mutual respect and responsibility ... Expectations about what is acceptable behavior are clearly stated [in policy], and consequences for unacceptable behavior are known and applied when appropriate ... In order to establish safety, orderliness, and caring, school officials should take several steps. They first should form a committee which consists of stakeholders from all perspectives ... Involving all perspectives will enhance understanding and agreement about what needs to be done. Drawing upon the expertise which exists in the community, from law enforcement, for example, is of critical importance. (Riley, 2010, p. 1)

Many of the school resource officers participating in the focus groups for the modified Delphi study were quick to espouse specific policies that they agreed or disagreed with in their respective communities. Other school resource officers were equally eager to discuss policies needing reform in their local communities. Few school resource officers, however, were willing to suggest that community members take more active roles in policy reform. Some school resource officers stated emphatically that they believed community involvement was necessary in bringing about policy reform or change but were not apt to allow such stakeholders decision-making powers through the use of policy committees. Most school resource officers participating

in the focus groups agreed that community stakeholders were beneficial in providing “feedback” or “comments,” but more than half of school resource officers present were not willing to include such stakeholders in decision-making policies citing that their lack of experience in criminal justice would “handicap” their decision-making.

Direct statements of school resource officers espousing these sentiments follow.

Officer Tyler expressed his disdain when discussing integrating more stakeholders within the community for recommending suggestions to school safety policies:

Well, I, for one, am against it [members of the community involved in decision-making].

I’ve been an SRO for 15 years now, and I can tell you that the more people you get involved in the decision-making process, the more confusion it stirs. I know it’s not politically correct to say this, but this inclusiveness stuff is what causes our schools to be unnecessarily vulnerable. First, we can’t make a decision without spending months on debating it. Then after we’ve beat it to death by jabbing our jaws, then we have to make sure we don’t offend anyone with our policies ... and in the meantime these security threats continue and policy goes nowhere ... or at least the improvement doesn’t exist.

We might have pretty, flowery words on paper, but it doesn’t prevent crime ... criminal justice folks need to be able to enforce policies ... don’t get me wrong, I appreciate education, but I think a lot of educators like to talk more than actually do the work.

Officer Washington concurred with these sentiments by stating,

I believe it’s important to have the support and buy-in of as many members of the community as we can, but my fear and hesitation on letting members of the community get involved in the decision-making process for school safety and order is due to their

inexperience. I have no doubts that these types of people are concerned and passionate in wanting to make their schools safer and better ... but I think they [members of the community] only see some of the pieces to the puzzle and not the whole picture ... I think getting feedback or suggestions is important but not letting every Tom, Dick, or Harry have a voice in the process is important. It would only slow policy making and dealing with threats that much harder ... Response time is essential when dealing with crime and violence. We don't need additional red tape slowing us down on doing our jobs.

Roles

The roles of both school resource officers and principals were an essential topic of discussion within the focus groups. Table 12 displays the frequencies in responses pertaining to perceived roles by both parties. Frequency is larger than the total number of participants because some participants introduced the same issues in different discussions.

Table 12. Perceived roles of school safety leaders

School safety leader	Principals	SROs	Total
Public servant	11	14	25
Protector	15	18	33
Parent/guardian	14	12	26
Stress and burnout	17	14	31
Vision and values	12	10	22
Total responses	69	68	137

Public Servant

Seba and Rowley (2010) conducted case study research on four United Kingdom police departments to learn about knowledge management among law enforcement officers. Findings showed that United Kingdom officers viewed themselves primarily as public servants with the need to share critical information with the public. Other researchers have discussed the perceptions of officers who view themselves as public servants. Denhardt and Denhardt (2001, 2003) also discussed the role of police officers as “public servants” and their motivation to help the citizenry. Denhardt and Denhardt (2003) explained, “The role of the public servant [police officer] becomes one of facilitating and encouraging such involvement and helping to build the capacity of citizens” (p. 117).

This self-perceived role of being a public servant held true for the 12 school resource officers engaged in the modified Delphi study. A majority of the school resource officers passionately described themselves and the job of a school resource officer with terms such as “public servants,” “public service,” and “community servants” throughout the study.

Officer Coolidge stated,

I made the decision to join the [police] force after I got out of high school and discovered that I wanted to make a difference in the lives of other people. You can be a cop, in my opinion, but you can't be a good cop if you don't have a heart for the community in which you serve ... Defending the public and serving them is what law enforcement service is all about ... It [law enforcement] is a field that you don't go into for the money or so you can make a good name for yourself. Your love for helping others has to be greater than any other desire to be called into police work ... Now I know the media

always shows unethical officers ... and I'm not saying there aren't those types of people in this line of work ... but for the most part, most officers just want to help the public.

Officer Washington added,

He [Officer Coolidge] is right ... Generally, officers really do want to serve the public in a way that makes a difference in the community ... We look at the average citizen on the street as one of our family members ... Mankind sometimes needs men and women to step up and offer a helping hand when they're [the citizenry] vulnerable or can't help themselves, and as a police officer I get the privilege of going home after every shift knowing I have served the people in my community.

Officer Hayes explained,

I guess serving others was instilled in me as a little boy. Maybe my faith plays a big part in it, too ... I feel that being an officer isn't just a job, it's something I do because I feel like God wants me there to help serve the people ... When you feel you have a Higher Power calling you to serve, you can't help but want to be the best officer you can be ... I get more blessed helping other people than they get by me helping them.

The candid responses expressed by the school resource officers poignantly provide direct links to the already existing literature of police officer perceptions as public servants (Trojanowicz, 1989). Trojanowicz (1994) attested that such perceptions can be beneficial to the citizenry when law enforcement views its role as one that serves the general public.

Protector/Guardian

During the modified Delphi study, the 12 school resource officer participants discussed their roles as protectors and guardians of the community at-large and specifically of the high

schools they represented. The concept of law enforcement officers protecting the public was argued by Foley (1967), who cited the benefit of law enforcement protection to the public sector as a resource allocation necessary for the common good. Rau and Manning (2007) later conducted research on minors to uncover their perceptions of law enforcement officers, including the roles of school resource officers in public school systems. The findings of these researchers showed that 70% of youth surveyed stated that they generally trusted police officers and believed police officers, and more specifically school resource officers, would protect them, if needed.

Another observation made by principals participating in the focus group was that they perceived their role as that of a parent when working with children at their schools. The majority of principals participating stated that they had a “passion” and an “obligation” to parent the teachers and students under their leadership.

When discussing principals playing parental roles in the modified Delphi study, officers related easily.

Officer Roosevelt said,

I guess it's my motherly instinct, but I catch myself feeling compelled to mother the kids I come in contact with ... Sometimes I let them know someone cares, and other times I have to give them “tough love” where I have to let them know who is in charge in order to keep everything safe for their best interest.

Officer McKinley explained,

I know we both want the same things. We both want to do our jobs well. We both want respect from the faculty, staff, and the students. We both care about the safety of the kids and are like guardians or parents of the children while they're in our custody.

Officer Kennedy said,

When I walk those halls and speak to the kids, I am reminded of what an awesome responsibility is being placed upon my shoulders. Not only am I working to ensure they receive a high quality education, but I'm tasked to make sure that their very lives are well protected ... Sure, I feel like when those kids walk onto the school parking lot that their parents are entrusting that I become somewhat of a parent or guardian of them until they are returned home at the end of the day ... I don't make light of my job as an SRO ... too much is at stake to not take it seriously.

According to research conducted by Finn and McDevitt (2005), students in public schools have a need to feel safe on their school premises. These researchers showed an increase in students feeling safe when school resource officers worked within the school building. This perception of students feeling safe was beneficial to the overall goal of effectively improving the learning environment for students. Improving the learning environment by providing a safe and orderly school was a link to the correlates of highly effective schools as mentioned earlier in Chapter 2 (Reynolds, Jones, & St. Leger, 1976; Teddlie & Stringfield, 1989; Lezotte, 1991).

This need and expectation of school resource officers to be perceived as a protector or guardian was also articulated in the responses provided in the modified Delphi study focus groups. All officers in both groups agreed they felt challenged to personify the role of protector and guardian to students enrolled in the schools they supervised.

Stress and Burnout

McNicholas (2008) cautioned public educators and law enforcement professionals about the crippling toll high stress takes upon school resource officers in public schools when he stated,

In order to ensure our children's safety, school resource officers should be especially watched for signs of strain and other problems associated with careers in counseling such as "burnout" or emotional/psychological fatigue. Furthermore, officers should be sufficiently screened for background/educational/family problems because of their ability to have a direct influence on impressionable youths. (p. 2)

School resource officers participating in the modified Delphi study all agreed that their occupations entailed a great deal of stress and found themselves often overwhelmed with the ongoing reality of such high tension.

Officer McKinley shared his own personal account of stress on the job when he explained,

Being an SRO is a very high stress job. Working with minors is stressful, but knowing that at any moment a kid could walk in with a weapon and you, as an SRO, will be the single person that everyone looks towards to protecting hundreds of people ... if that isn't stressful, I don't know what is.

Officer Truman explained,

Every job is stressful, I'm sure ... no matter what line of work you choose to do, but what makes being an SRO more stressful than being a patrol officer is that I can't vent like the other officers after something stressful occurs. My fellow officers are across town at the

station, and I'm in a school building where it often seems like no one else cares about my stress.

Officer Tyler responded to Officer Truman's statement by adding:

I would love it if the principal at the school where I work would just take one week and work at the police station and try to see what it is like to not have the level of support you do with your peers being around you ... that's my life each and every day. I don't think any principal could survive ... because it's so different than anything at their schools.

Officer Kennedy discussed the stress of her job in this manner:

When I really sit and think about the seriousness of my job and how I might lose my life or the lives of innocent children, I can get overwhelmed at times ... When I first started doing the SRO job, I thought maybe my stressing out was just unique to me ... After I mentioned it once to my supervisor, he assured me that recognizing the total magnitude of the job was a common stress factor for school resource officers ... I want to say that hearing my supervisor say that my stress was normal made me feel better, but it didn't at all.

Stress levels and frequency of burnout among school resource officers in public schools are issues that must be addressed in society. The U.S. Department of Justice, in conjunction with researchers Finn, Townsend, Shively, and Rich (2003), provided research findings that pointed to the importance of dealing with the school resource officers' mental health and stress. The researchers provided suggestions to both schools and local law enforcement agencies on ways in which to avoid burnout among school resource officers. Those suggestions included reducing the workload of school resource officers in public schools by: "(1) providing strategic breaks from

work; (2) giving school resource officers preferred summer assignments when schools are normally not in session; and (3) determining ways in which to lighten workloads with suggestions of fewer after-school assignments.” (p. 9)

Vision and Values

Chwast (1965) stated that the values instilled in police officers are both personal and social. Those personal values are inherited from early adolescent years, while the social values are influenced by middle-class society and, often, law enforcement’s organizational culture. Chwast also discussed the frequent alienation of police officers from certain factions found in upper and lower class segments of society. According to Chwast (1965), the values and principles held by law enforcement included community service, maintaining order and security, and public servitude.

The responses received by the 12 school resource officers participating in the modified Delphi study also paralleled Chwast’s explanation of law enforcement values for individual officers. Several of the officers explained that their values were personal and were probably integrated from their childhood years as a result of influence from family, community, or personal faith. Other officers explained that their influences were found in social contexts such as personal experiences in the workplace.

A representative from TN SRO was interviewed for this study on June 11, 2009 and responded to the source of values and ideals that Tennessee school resource officers possess as professionals in criminal justice. The TN SRO said,

Well, I think that all of our SRO members would tell you the same thing. They value their communities and maintaining order and safety for those communities ... They

value promoting good working relationships with not only school administrators and staff, but also the children within those schools ... Community relationships and partnerships are instilled in officers in Tennessee ... so I'd say that most school resource officers are going to tell you that they value serving members of the community and having the bonds they do with those folks ... And for our school resource officers, they are going to value children. Officers would not be placed in schools to serve as school resource officers if they didn't share a sense of obligation to protect and assist children.

This TN SRO staff member summarized the values and ideals of the school resource officers who participated in this study. All 12 school resource officers participating in the focus groups agreed that helping their communities and maintaining safety and security for schools were their top priorities as public officials in Tennessee high schools.

Officer Hayes said,

My values are probably no different than most Americans. I want to make a difference in this world and help those who can't always help themselves ... I love my community ... I would do anything I could to help the people in my community ... I work as an SRO because of my love for my community and the kids in it... Of course, as an officer, I have a duty to make sure the school is safe ... I highly value the folks in my community and the kids in my schools ... there is nothing in this world I wouldn't do for them.

Officer Tyler added,

I think sometimes people in the community that don't know us don't see the real reason we became cops ... We love people and we love our communities ... otherwise, we wouldn't be here ... It's important for children in our schools to realize that, too. Our

priority is them. We are here to protect them and ensure that their school is an environment that is conducive to learning ... I want people to realize that I'm an SRO because I care about people, and I care about the future of my community.

Officer Hoover explained,

I wish principals realized that school resource officers are passionate about the same things they are ... we want to see the schools [be] successful ... we want to see the children excel in their educations [sic] and be safe on their campuses ... and we want our communities to know that we are here to help them ... Somehow, I think that gets lost in the shuffle with our day-to-day routines ... I look at public education as two priorities: the "public," our general community; and "education," our children ... We are all working towards the same goals. Why can't they seem to understand that?

Similar sentiments were expressed by other school resource officers participating in the study. Such explanations also were found in the review of literature pertaining to the tenets and values surrounding school resource officer programs. Atkinson and Kipper (2004) made clear that,

The school is simply an extension of the overall community. Crime that affects the community has an impact on schools, while offenses occurring on school property also affect the community. The presence of law enforcement representation within the school community provides for a consistent approach to community public safety. In addition, it provides a model application of community policing principles (p. 1)

Recognizing that school resource officers and principals share common ground in terms of their convictions for public service, their passion for protecting and guarding students, their

high levels of stress encountered on the job, and their placement of high value on community and children are all important and relevant factors. Finding these similarities and commonalities may afford future opportunities to strengthen the working relationships of both professional groups.

Obstacles

Three primary obstacles were discussed among both principals and school resource officers participating in the focus groups. Those obstacles included communication failures, cultural differences, and issues of jurisdiction. Table 13 displays the frequency of those identified obstacles that were discussed. Frequency totals outnumber the overall number of participants because some participants brought up the same issues in different discussions.

Communication Failures

Communication styles and differences among school resource officers and principals were discussed briefly among participants in both of the modified Delphi study focus groups. School resource officers described their own conflicts in communicating with principals in their local communities. Some of the officers communicated well with their principals and described their working relationships as positive and enjoyable. Other school resource officers explained that the communication styles between the principals and school resource officers were

Table 13. Frequency of obstacles discussed

Obstacle	Principals	SROs	Total
Communication failures	16	19	35
Cultural differences	18	17	35
Jurisdictional issues	23	28	51
Total responses	57	64	121

drastically different, and as a result, hampered them in sustaining an effective, working environment.

Officer Hayes spoke positively of the communication existing between him and his principal.

Me and my principal work well together. We've worked enough years together now to know our strengths and weaknesses ... We have the type of relationship that we can talk about just anything both work related and personal ... Our communicating didn't start out that way on our first year together ... it took some time, but he is a good guy and we worked hard on making it happen, and it did happen ... it takes a lot of work and time.

Officer Fillmore added,

This is my first year at my school, and I love working with the principal. She and I get along well, and we communicate every day with each other ... We text message each other a lot, too ... it's easier to keep tabs on the kids that way for both of us ...

Some of the officers articulated negative encounters with principals due to obvious failures in communication. Officer Hoover provided his own personal account.

I would describe our way of communicating as nonexistent. We neither are too fond of one another ... and I suppose our personalities are just different ... I'm more of an extrovert. I like to ask someone how their day is going and stuff ... His way of communicating is strictly business ... He refused to be personable to not just me but even his own staff ... We have only communicated for longer than five minutes on two separate occasions, and that was only because arrests were made on the premises ... so he was forced to talk with me ... Do I think it hampers security by us not communicating?

... um, I would say I make sure we're safe ... but there is definitely room for improvement ... I suppose two of us would be stronger in fighting crime than just myself.

Officer Buchannan added,

No one could have picked two more opposite people than me and the principal at the school I work at ... He always tries to pretend he is my boss and that I'm not doing my job good enough ... I think he resents the fact that I don't report to him like the other teachers and employees ... There have been several incidents on the school grounds that he should have informed me about, but he likes to be in control and refuses to share information ... Of course, communication stinks. He doesn't realize that the school becomes more susceptible to crime when he fails to communicate with me.

Officer Coolidge provided an experience that was different from the others present in either focus group. Officer Coolidge stated,

This fall I will be working for a new school. I have met the principal on one occasion at a public meeting for about two minutes. The principal welcomed me to the school, but we haven't sat down together to discuss strategies, expectations, goals, and so on ... We haven't made any plans to get together to talk before the school year either ... I'll be honest, I am a little hesitant going into a new facility for the first time and having no prior experience of working or communicating with the principal.

The National Criminal Justice Reference Service (NCJRS), a division of the U.S. Department of Justice, reported in its study of 19 school resource officer programs in U.S. public schools that the single most problematic area existing among failing schools with school resource officer programs was their failure to establish positive collaborative relationships

between school resource officers and principals (National Criminal Justice Reference Service, 2005). NCRJS cited this failure to communicate and work well together as a direct result of cultural barriers existing between the two professional groups. After reviewing the transcripts of the school resource officer responses and personal field notes, there clearly is room for improvement in the area of communication between at least half of the officers and principals representing Tennessee high schools.

Cultural Differences

The issue of cultural differences was discussed in both focus groups. Both school resource officers and principals unanimously agreed there were cultural differences between the two groups. School resource officers who participated in the focus groups expressed a desire to find common ground with principals and specific examples when cultural differences resulted in conflict between both groups.

Representatives from the TN SRO also attested that cultural differences existed between both groups. Two TN SRO officials reported that training methodology and “life skills” or “life experiences” were causes for these cultural differences. One TN SRO member explained,

Well, I personally experience the differences in the two cultures almost every single day. I see principals who want to take charge of a crime scene when they have no formal training on how to deal with it ... I’ve been told by a principal on more than one occasion that I don’t have as much book learning because I don’t have as many certificates hanging on my wall ... what I wish that some principals could get through their heads is that I have real life experiences and life skill training that makes me the authority figure on dealing with a crime scene – not them ... I suppose you can see the cultural

differences by just listening to us ... now don't get me wrong, I don't feel that all principals are like this ... I have worked with principals in the past that embraced my expertise in dealing with crime ... but I've also had a few bad apples that I've been forced to work with ... and yes, our cultures collided.

Officer Fillmore also discussed the issue of cultural conflicts by stating,

Although I have a good relationship with my principal, I often see firsthand how cultural differences impact the working relationship ... My principal has different thoughts on things that are different than my own ... For example, here is something small that shows how we are different ... my principal often leaves his office open when he walks away from it. If anyone were to walk in his office right now his wallet and car keys would be laying on top for anyone to walk in and grab them ... I'm different. My life experiences have made me the type of person that I make certain that my wallet is with me at all times, and I never make myself vulnerable by leaving something of mine to be stolen ... We think and act differently ... I think it's directly related to the differences in our cultures ... Our formal training and life experiences are just different ... so we behave differently.

Officer Coolidge reported,

We are different in a lot of ways ... We chose different occupations because we have different callings to public service ... We have different priorities and place different values on things too ... Culture plays a big part in what makes us who we are ... I'm sure our organizational cultures influenced our individual cultures ... Sometimes those differences are like night and day.

Discussions of communication failures and cultural differences among school resource officers participating in the study focus groups concluded with both groups discussing concerns over jurisdictional issues between principals and school resource officers. The following provides some insight into these issues from the perspective of school resource officers.

Jurisdictional Issues

Vestermark and Blauvelt (1978) explain that often unnecessary confusion arises between schools and law enforcement agencies even after written agreements are established to determine the role a school resource officer will have on a school's grounds. Both researchers found in their own studies that often those directly involved in school violence or threats to school security are not the individuals who developed the MOUs between the agencies. Vestermark and Blauvelt do suggest, however, that such programs can help schools when the following conditions are in place:

1. School officials must call upon law enforcement when there is evidence that a school might be in danger;
2. School officials must only call upon police officers when violence or activities have escalated to a point of need for criminal justice;
3. School officials must be in the mind-set that their role will be one of acting as stay-behind resources to maintain order and control after law enforcement has acted; and
4. School officials must be willing to communicate and provide advice on tactical suggestions when called upon about specific students or building vulnerabilities (pp. 277-278).

Atkinson and Kipper (2004) discuss the discrepancies and conflicts that may arise when there is no clear distinction made in school districts that use the services of school resource officers:

An important first step in establishing the law enforcement responsibilities is to differentiate what incidents constitute crimes and what incidents are school conduct violations. Some incidents may be conduct violations but not criminal violations; virtually all criminal incidents will also be school conduct violations. The SRO should take the lead on criminal violations; educators should take the lead on school conduct violations ... School resource officers are, first of all, sworn law-enforcement officers. Their central mission is to keep order on campus with the legal authority to arrest, if necessary. Order is necessary for learning to occur. When necessary, the school resource officer has the ability to intervene as a law-enforcement officer. (p. 30)

When both groups of school resource officers and principals participated in the focus groups, all 12 school resource officers and 12 principals stated their respective high schools had MOUs in place, explaining the working relationships and outlining the jurisdictional powers that existed between both entities. When asked how many of the participants had actually read their own school's agreement, none of 12 school resource officers or 12 principals had read the document. As a result of this finding, school resource officers began explaining their frustration concerning jurisdictional issues and their inability to have more influence in the development of memorandums for school resource officer programs in their respective municipalities and counties. Officer Buchannan described his frustration with jurisdictional issues at his local school.

Let me explain my own story ... We had a bomb threat at our school. As soon as I was notified about the incident, I instructed all of our students and teachers to evacuate the building immediately ... While I'm instructing everyone to get out of the building, the principal comes behind me and tells everyone he is the boss of this school ... and all the kids needed to report to their next class ... This caused chaos in the building because he was telling them one thing, and I was telling them another ... We both have harsh feelings over the incident, and we both think the other was wrong in how the threat was handled ... Neither the principal or myself was privy to the development of any of the agreements between our department and the school ... If I had been selected to serve on such a committee, I would be fine tuning it to clearly define who is in charge when a bomb threat is made on school grounds.

Many of the remarks made by officers participating in the modified Delphi study focus groups confirmed Atkinson and Kipper's (2004) explanation of jurisdictional responsibilities. Officers also communicated the need for them to personally review the agreements set forth from their law enforcement agency with the particular schools they are hired to protect.

Officer Johnson provided an explanation for jurisdictional conflict by stating,

We are all sworn law enforcement officers in Tennessee. Our job is to uphold the law and to take immediate action when we see individuals breaking those laws ... I don't think that all principals see that distinction ... They view their schools as their homes, and everyone has to abide by their rules and their authority is the final authority ... but that just isn't the case 100% of the time. When laws are broken or crimes are committed, I am obligated to not turn my head and pretend it didn't happen. I have to take action and be in

control of the situation ... and that drives some principals nuts.

Officer Washington added,

When I get a phone call or get dispatched to a school because of a bomb threat or a crime has been committed, I become the person in charge until one of my superiors arrives ...

I'm not saying the principal doesn't have a role during conflicts like that ... but what I am saying is that principals need to understand that they need to step aside and let me do my job when security threats or crime occurs.

Officer Kennedy described her frustration with jurisdictional conflict.

When I was first hired as an SRO, it was explained to me that my new territory was (school name omitted) High School. This meant that I was responsible for ensuring the safety and security of this school's premises ... during our staff meetings at the [police] station, it was announced that my jurisdiction had changed and I would no longer be working the streets but this school ... but when I arrived, the principal in no uncertain terms reminded me that this was his territory and I was there to assist him ... somehow he thought I worked and reported to him ... I don't know if he had a problem with a woman carrying a gun to protect him and his kids or if he was just too possessive of his school ... but I have always felt hampered in this school ... When I discussed it early on with my supervisor, he told me to not make any waves, but try to do my job without interfering with the principal ... and to make him feel in control – even if he wasn't ... I found this confusing and insulting ... We definitely have conflicts with jurisdictional authority ... it's unclear to me who ranks over who.

Officer Roosevelt described a different encounter with her principal in terms of jurisdictional powers.

Well, I'm obviously a female officer, and my experience may be unique, but it has been easy to work with my principal when I was assigned to my high school ... The principal, who is a man, met with me on my first day at the school ... we discussed areas that he thought were vulnerable and security issues that he felt needed attention on the school grounds ... and he expressed his gratitude to me and the sheriff for having someone posted at the school ... He even told me that he wanted to work closely with me to be able to stay in the loop, but he never wanted to interfere with my job and official capacity as a sworn officer ... We have a great understanding about territorial concerns. The school building is under his supervision. I am just there as a contracted worker and take over when the school needs law enforcement executed.

Another dissatisfaction voiced among school resource officers participating in the modified Delphi study focus groups concerned the jurisdictional issues of responsibility and chain of command. Not familiar with their own law enforcement agency's agreement with their local schools, school resource officers did discuss specific "real life" incidents when they felt clarification was needed in terms of roles and responsibilities between the school resource officers and principals.

Officer McKinley explained,

I was really disappointed a while back when I discovered that our [police] department was being sued by some parents of a student I arrested for having a weapon on campus. The principal, who I usually respect, contacted me about the situation ... I looked into it

... and sure enough the kid had a revolver in his pants ... instead of the school system sharing responsibility for the arrest ... they [the school district] totally exonerated themselves and convinced the parents to sue the police department ... I'm telling this story because it opened my eyes that though the school system said it wanted to partner with us [the law enforcement agency], it didn't want any consequences of the aftermath ... It has left me really confused when the principal takes charge and acts like my second boss ... and yet, if I do what he wants, I get taken to court and the school doesn't ... that's not fair ... if I had been asked to help in the creation of the MOU, I would have addressed cowardly acts like this one.

Officer Truman added,

I have to agree ... School resource officers are usually not involved in the MOU stuff, but we're responsible to know who is in charge for every possible situation ... To the best of my knowledge, I've never seen a copy of it [the MOU], but I've heard it mentioned before ... Who knows what it says ... all I know is it's useless to me if it sits in a folder at Central Office or in my captain's file cabinet.

School resource officers participating in the focus groups were candid concerning the contrasts between themselves and the school principals they work with every day. Improvements for communication, appreciation for cultural differences, and better understanding of jurisdictional responsibilities were all areas mentioned needing improvement.

The next section will address the perceptions of Tennessee high school principals participating in the modified Delphi study focus groups. Their explanations and commentaries on

the issue of roles and responsibilities were also beneficial to better understanding the subject matter for this research.

Research Question #2: Perceptions of High School Principals

This section will report findings from the qualitative data associated with Research Question #2: What are the perceived roles and responsibilities of principals in Tennessee high schools when no memoranda of understanding have been communicated and implemented? Much in the same way as the research findings for Research Question #1, data from interviews, field notes, and modified Delphi study focus groups were conducted. Data initially were coded into similar categories, specifically:

1. Relationship: Work in progress,
2. Relationship: Very good,
3. Relationship: Unsure,
4. Relationship: Unfamiliar with principal,
5. Relationship: Very bad,
6. Grounds issues,
7. Visitor issues,
8. Entry point issues,
9. Threats,
10. Resources,
11. Weapons,
12. Difficulty finding school resource officer,
13. Policies,

14. Students,
15. Staff,
16. Works for public,
17. Protection,
18. Works with kids,
19. Safety priority,
20. Concerned guardian,
21. Stressful job,
22. Wanting the same things,
23. Not enough time,
24. Don't see each other,
25. Communication styles,
26. Different backgrounds,
27. Misconceptions,
28. Jurisdictional issues for safety,
29. Uncertainty of roles,
30. Reporting to different supervisors,
31. Discipline versus crime,
32. Unclear policies, and
33. Ignorance of the law.

After these initial 33 categories were established, I eventually grouped these codes into a smaller set of themes, which can be found on Table 8 in Chapter 3 (pp. 66-67). The four categories used for this code mapping process were

1. Relationships,
2. School environment,
3. Roles, and
4. Obstacles.

Each of these four categories is discussed using quotes from school resource officers and principals participating in the focus groups.

Relationships

May, Fessel, and Means (2003) conducted a study using survey data from 128 school principals in Kentucky to determine school principals' perceptions of school resource officers working on their school premises. The findings from the study suggested the following perceptions:

1. School resource officer presence reduced crime on campuses,
2. School resource officers played an important role in the school's safety plan,
3. School resource officers were important to have on school grounds – especially for middle schools, high schools, and alternative schools, and
4. School resource officers were effective at their jobs.

Using a multivariate linear regression, the most interesting finding according to May, Fessel, and Means (2003) (and the only issue that was statistically significant) was that a principal's perception of a school resource officer's effectiveness was based upon the frequency

of meetings the school principal had with the school resource officer and/or the school resource officer's law enforcement supervisor. More than half of the principals surveyed in the study had never met with the school resource officer's supervisor. The results of this study showed that in order for a principal and school resource officer to develop an optimal working relationship and for a principal to respect the work of a school resource officer, frequent communication and working on projects together was a prerequisite (May, Fessel, & Means, 2003).

Feedback provided by the principals participating in this study was similar to the feedback gleaned from the school resource officers. Discussions regarding the relationships principals had with the school resource officers working in their schools were mixed. The following quotes were taken from both rounds of the focus groups conducted with the modified Delphi study and are representative of the sentiments shared regarding professional relationships among Tennessee high school principals and school resource officers (See Table 10 for frequency of principal-SRO defined relationships).

Principal Adams stated that his experience with the school resource officer was positive. My SRO and I have a wonderful relationship. Never a day goes without the two of us talking and discussing ways to make the school safer and more effective ... I think he would agree with me when I say this, we both enjoy our working relationship. I trust him, and he trusts me ... He has been a big help to our school and to me personally ... I know when I tell him I need something done that he will take care of it.

Principal Grant shared a different experience about a relationship filled with conflict and disdain for the school resource officer.

We have absolutely no relationship. I've told him to stay out of my way. Thankfully, they're [the local sheriff's office] removing him from my school for the upcoming school year ... He's a real jerk, and I can't wait to see him gone.

Finally, Principal Taft expressed the lack of positive relationships between school resource officers and high school principals. Principal Taft stated that he had not been able to cultivate any type of relationship with his school resource officer.

I'll be perfectly honest with you. I haven't gotten an opportunity yet to sit down with my SRO to have much of a relationship with him. We both are fairly new to the school. I have only been at the school going on two years now, and this past year was his first year. We've both been so busy that other than saying "hello" occasionally in the hallway or cafeteria, we don't have much contact with each other ... I'm sure if there was a problem, he would tell me.

Although relationships are deemed important and necessary for maximum success at schools, some school principals represented in this study have yet to find a successful way in which to cultivate such a relationship with the school resource officer at their particular schools. Some principals did not see a need for the school resource officer either.

School Environment

Vestermark and Blauvelt (1978) wrote about the role school principals should play in providing safe and orderly school environments for children and teachers. Both researchers discussed the difficulty often faced by principals in performing this feat alone. Vestermark and Blauvelt explain,

The problem is structural as well as a matter of the administrator's ability. Conventional modes of public school administration leave principals and administrative staff without a coherent in-school organizational framework for anticipating and managing security incidents. For this reason, the responses officials do make often appear merely reactive. But to make proper responses, those in immediate operating charge of school units must first recognize that security incidents are not scattered events and instructions to be dealt with ad hoc apart from the main business of education, but events which require sustained analysis, planning, and management, in relation to specific conditions in the school. (pp. 86-87)

Vestermark and Blauvelt continued their discussion by expressing the necessity for school principals to develop and coordinate committees that will design and evaluate school safety policies. Members of these types of committees must be inclusive of the community at large and be empowered to deal with threats, potential or real, and other safety concerns within the school. These researchers argue that because safety should be priority for principals and schools have limited resources, ensuring safety and order in school must also include combined efforts of the local law enforcement agency (Vestermark & Blauvelt, 1978).

During the modified Delphi study focus groups conducted for this research, Tennessee high school principals expressed a willingness to be inclusive in allowing various members within the community to serve on school safety committees for addressing threats, policies, and stakeholders at their respective schools. Disagreement came within both focus groups when determining which specific members should have decision-making powers on such committees. All principals represented believed unanimously that they should lead the committee and have

authority to select those members representing the communities of their schools. Not a single principal felt that the local school resource officer should lead the committee or have authority over the principal in any matters pertaining to school policy and safety.

Principal Lincoln stated,

I think our school does a splendid job on taking threats seriously and reviewing policies pertaining to safety. Do I think we could be more inclusive on our committees? Sure. Do I think that someone other than myself should head such a committee? Absolutely not ... The truth of the matter is that as the principal, I know more about what is going on with my teachers and students than anyone else ... now I can only speak for my own situation, but I believe that these other principals will back me up on what I'm about to say ...

Principals should be in charge of any committee that involves the safety of their school.

We have a greater stake than anyone else at that school in making policies or dealing with threats of violence ... I don't have a problem with my SRO giving me feedback, but the ultimate decision should be mine – not his.

Principal Grant added,

She [Principal Lincoln] is right. I don't think we [Principal Grant's school] retrieve enough input from stakeholders in our community when it comes to making policies that address threats to our campus's safety. It's not that we don't want it, but it's just very difficult to take the time to identify those players when you have to present something to your board of education by the end of the week ... I have no problem getting feedback from my SRO. In fact, he thinks he knows everything ... the problem is that he wants to tell everyone how it's going to be ... instead of having a civilized dialogue with all

parties involved ... That's why I think it's important that the principals head such committees. We have better relationships with the stakeholders. Our cultures are more like the everyday citizens instead of an officer.

Despite the fact that the principals participating in the modified Delphi study were adamant about heading school safety and policy committees on their campuses, all participants shared a concern that safety and order be maintained on school premises and accepted that school resource officers had the potential to aid greatly in this mission for their schools. Principals were very passionate and displayed great emotion when discussing the need for ensuring safety and order. Principal Harrison initially began the conversation by offering the following statement.

Every child in my school is precious to me. I consider them my own children. And just as any good parent would, I desire that my students always be safe and secure from any threats of violence or criminal activity. I'm glad more and more high schools are recruiting school resource officers on their campuses. It's a step in the right direction ... I'm sure that my school is similar to many of those represented in this group today. My school has very limited resources. We are short on staff, funds, and resources, but I refuse to make unnecessary cuts when it comes to the safety of my kids.

Principal Reagan echoed a similar commentary.

Without the provision of security for our children, we have nothing ... When I intercept a threat of violence to one of my students or staff, I don't take it lightly ... There is a need in my school to address our current policies and make necessary changes. I agree there are many stakeholders that need to be present in the discussion of policy reform, but I'm

not certain to what level or what degree they should be involved and how they should be selected.

This sentiment of community inclusiveness being a prerequisite for the success of school safety policy reform was not unique nor was the uncertainty of how the process should be conducted or who should be invited to participate. These sentiments seemed also to parallel the current literature. Many researchers suggest collective reasoning, but a gap remains on how to specifically make it happen.

Noguera (1995) critiques past efforts of educational reformers who unsuccessfully attempted to instill collective responsibility through various institutional policies and disciplinary measures. Retracing the historical context of implementing “get tough” approaches to school violence, Noguera suggests that such policy reforms were futile and had negative effects on children and teachers in public education causing mistrust (Noguera, 1995). Providing alternative strategies such as collective responsibility and involvement in policy reform were both cited as positive measures, but no specifications were provided in terms of logistics and instructions on how to make school administrators individually apply the concept to every public school.

Roles

Principals participating in the focus groups described their roles as public servants, parents or guardians, stressful leaders, and visionaries with ideals. (See Table 11 for frequency rates of each role discussed by those participating in the discussions.)

Public Servant

The motives as to why school administrators choose to enter or leave the field of education has been studied qualitatively and quantitatively by researchers such as Gates, Ringel,

Santibanez, Ross, and Chung (2003), who found that principals expressed a desire to serve children and their respective communities. The perception of servant leadership among school principals was discussed at length by Tate (2003) when he explained the evolution of the concept itself.

Servant leadership represents a significant departure from hierarchical systems of leadership often employed in educational and social service programs. The premise of servant leadership is deeply rooted in the leader's priority of serving others, to ensure that other people's highest priority needs are being served before one's self ... Principle-centered leadership ... focuses upon principles (not practices) in guiding employees to act responsibly "without constant monitoring, evaluating, correcting, or controlling." ... a significant shift in leadership philosophy. (pp. 38-39)

The self-described role of public servant was one that not only was discussed at length by school resource officers participating in the modified Delphi study, but the majority of principals who participated cited their desire to serve their communities as well.

Principal Eisenhower explained his role as a public servant:

I think one thing we have in common is our commitment to public service. Let's be frank ... police officers and educators aren't the most glamorous and best paying jobs out there. I think there is a sense that both groups have a higher calling, which is public service. We enjoy serving our fellow man; otherwise, we wouldn't be in these careers.

Principal Pierce expounded,

My mother was a school teacher not because she wasn't qualified to do something different that paid more, but she loved helping her community and serving others ...

Gosh, I think that sense of calling to service also ignited in me when I decided to go into the field of education ... I acknowledge, like the rest of my colleagues, that there are many differences between the cultures of principals and school resource officers, but I believe that, generally speaking, both groups want to help the residents, young and old alike, in their cities and counties ... so many people nowadays see the term “servant” as demeaning or belittling, but I think in public service it is a high calling to serve others.

Principal Cleveland added,

I think we all just want to serve the community and leave a mark for others to see that we left this world a better place for future generations ... I often think we are a lot more alike than different.

Feedback from the principals who participated in the modified Delphi study often included statements from those who felt compelled to a vocation that provided public service to students, school employees, and other members of the community. Principals also described their role as one of protector and guardian to those teachers and students working and learning on their school grounds.

Protector and Guardian

Principals who participated in the modified Delphi study not only viewed themselves as public servants but also voiced a desire to serve in the capacity of protector and guardian. All 12 of the principals who participated in the study unanimously agreed that in particular circumstances and scenarios they perceived themselves as symbolic protectors and guardians of their students, faculty, and staff.

These perceptions also can be found in current literature. Regan (1990) discussed the role of principals as a “feminist activity” in which, regardless of the gender of the school administrator, most principals find themselves acting in a role of a parent or nurturer. Brock and Grady (2000) later suggested that the role of principals serving as guardians and protectors not only served students in school but extended to principals assisting their teachers. Describing principals as “guardians of the flame,” Brock and Grady found that principals can be very effective in the role of guardian or protector of students and faculty.

During the modified Delphi study of the 12 high school principals who participated, several of the principals admitted they perceived themselves in the role of parent, guardian, and protector.

Principal Reagan shared one such example.

I’m not only a principal. I’m also a mother and a grandmother ... And I don’t care to admit that my mother and grandmother instincts come out when it comes to my students. I don’t just clock in and clock out every day ... I consider these children my own ... I have often stayed up late at night wondering about the safety and well-being of some of my students as they leave the school grounds ... I may not be able to ensure their safety after school hours, but I can assure you that this principal, mother, and grandmother protects her brood from the time the school buses drop them off until the buses come and take them back to their homes.

Principal Jefferson said,

I never had biological children of my own, so I really do often find myself being the mother hen around my brood (laughed) ... Sometimes my students make me want to

scream and run away, but I still care deeply about them, everyone of them ... I know, and I can only speak from my own experiences, the three school resource officers that I have worked with in the past have all cared about the students, too. I know we all express our concern and affections differently when it comes to students, but I think the ... general consensus is that we all feel the need to parent them in a sense ... to do what is in their best interest ... even if they don't believe our intentions are good at the time.

Principal Taft added,

There's no doubt in my mind that we all want to protect the students and teachers. I think because we both want to be in the role of guardian or parents ... that is why we sometimes collide with one another ... We both want what is best for the children and would be willing to protect them at all cost ... We may not walk around our school halls with a weapon, but we would do whatever it took to protect our children ... just like I know the school resource officers would, too.

Many principals often find themselves playing numerous roles in the lives of their students and teachers. Observing these self-described roles from principals who participated in the modified Delphi study also led to a discussion of the stress that often is present in the daily lives of principals.

Stress and Burnout

Friedman (2002) conducted research on the stress levels of school principals. Using a sample of 821 elementary and secondary school principals, Friedman's main purpose in the study was to identify work-related stressors of principals and rate each stressor to determine if

any served as precursors to burnout. Friedman described the stress of principals in the following context.

Whenever ... processes are not fulfilled satisfactorily, principals naturally doubt their own leadership abilities, and a sense of professional and personal unaccomplishment [sic] may ensue, stress arises, and without proper support and proper mediating processes and means, burnout is most likely to occur. (p. 229)

Friedman (2002) explained that the school principal's professional world is defined by immense stress, burnout, and work overload. The explanation for stress encountered by school principals as described by Friedman was confirmed by the responses of 9 of the 12 principals participating in the modified Delphi study. These principals spoke candidly and frankly about their own personal testimonies of stress on the job.

Principal Lincoln stated,

Wow. I can't believe I'm getting ready to say this ... I know our identities aren't going to be known in this study, but I know it's still gutsy for me to say it ... Yes, I've considered a hundred times opening my office door at times, walking out, and never returning ... Sometimes the pressure and expectations of others is more than I can take ... Some mornings I have teachers wanting to vent on why they're upset at a new policy I've implemented before I can even get out of my car in the mornings. Once I get to my office, I might have two or three parents ready to jump my case for embarrassing little Johnny when I punished him ... and that doesn't include the million messages I might have on my voicemail from the superintendent waiting to chew me out for something. The stress to be all things to all people is often too much ... I realize that every day I'm

probably letting someone down ... I'm disappointing someone ... and if I didn't need the job, there are times I would like to just walk out and never return ... I can't wear the hat of security director, disciplinarian, curriculum specialist, mediator, and so on ... it's just too much ... and unfortunately, I've learned that you can't complain about it ... no one cares to listen.

Principal Adams responded to Principal Lincoln's statement:

You know, I have never considered walking out of my office to never return ... but I can empathize with what you [Principal Lincoln] are saying ... All of us, and I think most of our school resource officers, are very weary in trying to juggle all of the responsibilities that are thrown at us ... I think the general public understands that cops have a high stress job, but I'm not so sure if the public realizes the extreme stress that we, as principals, are under, too ... I mean, I think a lot of people are just naïve in believing we are just sitting at our desks waiting for a child to be sent to our offices so we can discipline them ...

They don't see the stressful jobs that we are doing behind the scenes outside of regular instruction hours for the kids. I stay stressed not knowing what my next big problem is going to be ... it usually just blows up, and I can't predict it or know when to expect it ...

This type of job would wear down even the world's most optimistic person. Believe me ... that person used to be me.

Principal Cleveland reported that,

You can't be a good principal and not be stressed out. It's impossible. There are never enough hours in the day to make everyone happy. Every day you will offend someone. Every day you will upset someone. If I were in this job for the accolades, I would have

never stayed in this line of work. The assignments and expectations are many, but the “thank yous” are too few.

Based upon feedback provided by the principals in this modified Delphi study, stress is real to many, if not most, of the high school principals in Tennessee for a variety of reasons. One common sentiment shared by many of the principals participating in the study was the disappointment often experienced by principals whose values and principles were shaken early on in their professions.

Vision and Values

Hodgkinson (1996) and Willower (1994) have conducted extensive research on the influences of morals and values of public school principals in North America. Building upon the works of both Hodgkinson and Willower, Begley (1999) discussed the different types of values and ideals held by public school administrators. Among those types of values discussed were personal values, professional values, and collective values.

Begley (1999) claimed that,

...values becomes [sic] more important when one needs to become clear about intent and purposes. If one’s view of society is that “it ain’t broke,” then there is little need to “fix it.” ... Increasingly, value conflicts have become a defining characteristic of school administration, thereby promoting interest in the study of values and ethical decision making. (p. 318)

One TASSP representative explained the values and ideals of fellow Tennessee high school principals in the following manner.

I think we all value education, strong communities, and children or we wouldn't be in this professional field ... Education is important, and we want our children to love learning ... and we want stronger communities where every child feels wanted, loved, and safe ... A lot of people in this state have given up on our public schools obtaining these ideals, but I'm very optimistic that our schools are doing these things every day for our children ... those just aren't the types of stories that make good headlines for the media. (TASSP Interview, June 10, 2009)

The aforementioned values and ideals mentioned by a TASSP representative were common sentiments also shared by high school principals participating in the focus groups. One example was Principal Eisenhower who spoke of his personal values and ideals as a principal.

I love children. They keep me going in my line of work ... I love education and love to learn. Learning can be contagious, and I want my students to sense that from me when they are in my presence ... I love working as a public official in the capacity and type of job that I do ... I want to make a difference in the community ... and when I die, I want to have passed down those same principles to my former students.

Principal Reagan concurred,

My personal values and my professional values are one in the same. I can't separate the two. I believe in the Golden Rule ... of treating people like you want to be treated. I want to treat my students and staff in a manner that makes them eager to return to school every day ... I want to make a difference in people's lives ... I want to make my world a better place ... and I guess I value family ... and that appreciation of family spills into my work

as a principal ... I consider my students and teachers part of my family so I want to help them as much as I possibly can.

Principal Monroe shared similar sentiments by stating,

We all value helping others and promoting safe environments where children can come to learn and be molded to be productive citizens ... It's cyclical ... If we give of ourselves to this generation, the generation coming up behind us will hopefully carry the torch and do the same thing.

The responses given by both the TASSP representatives and the high school principals participating in the modified Delphi study focus groups were analogous. All 12 principals in both focus groups highly valued education, helping their communities, and effectively providing necessary services to children. These values were very similar to the 12 school resource officers who also participated in the study.

Obstacles

Many obstacles were identified in discussions provided by principals participating in the focus groups. Among those obstacles included communication failures, cultural differences, and issues of jurisdiction. (See Table 13 for frequency of obstacles reported by principals in these discussions.)

Communication Failures

Atkinson and Kipper (2004) suggested that many school resource officer programs established in public schools today are not successful due in part to lack of communication between the school administrator and school resource officer. Both researchers suggest the following guidelines to ensure that maximum communication is maintained in schools between

the principal and school resource officer in order for schools to reap the benefit of maximum safety.

Atkinson and Kipper (2004) suggested maintaining clear communication between principals and school resource officers through the following suggestions:

(1) Good communications between the officer and the administration of the school is essential in providing a safe learning environment, (2) The school resource officer assigned to a school is considered a member of the school's staff and should attend all meetings, contributing their knowledge and expertise toward the solution of matters affecting the operation of the school, (3) The school resource officer should schedule 10 to 15 minute conferences daily with the school principal and administrators to keep them abreast of police related matters and to receive input and any advice in dealing with such matters, (4) Every officer should earn the trust and confidence of the school administration, and (5) The officer's presence should not affect administrative responsibilities. (p. 51)

Though perhaps Atkinson and Kipper's guidelines are ideal, they were not representative of the majority of Tennessee high school principals participating in this modified Delphi study focus groups. The majority of principals stated their communication with school resource officers was quite different. Both positive and negative experiences were exchanged in the dialogues.

Principal Harrison discussed communication failure at his school.

When I was complaining once to a colleague of mine about the differences in our communication styles, I had a colleague suggest that I begin doing personal things with

our SRO ... She suggested I go out to dinner with him and attend a sporting event with me to get to know him ... and break down the communication barrier ... I laughed at the suggestion ... because I don't even have time to spend time with my wife and kids doing those sorts of things after school hours much less an SRO that I don't communicate well with nor particularly like outside of a professional relationship.

Principal Wilson shared the following sentiment about his own negative experience in failing to have positive communication with a past school resource officer.

I once had an SRO work for me that felt every time he stepped onto school property that we all needed to beckon to every wish he commanded ... I finally had enough, and one day I asked him to come into my office to discuss his ridiculous demands ... and he let me know that he wasn't being paid by me so he didn't have the time nor the interest to hear anything I had to say ... Needless to say, he didn't work out at the school ... He just didn't communicate well and wasn't willing to accept the idea that he was on campus with professionals – not criminals.

Principal Adams shared a completely different encounter with his school resource officer.

My SRO and I have great communication with one another ... He is very good at asking me questions about students or specifics about the building when warranted ... I feel comfortable sharing things with him that I think will be pertinent for him to know in regards to safety ... We have good communication between us.

Principal Jefferson added,

I don't know what our school would do without the great services of our SRO ... He has been very good to communicate with me about matters of importance ... Yes,

communication is the key to a successful relationship between a principal and SRO ... My goodness. Good communication is essential to any relationship for that matter, whether it's a professional or personal relationship.

The principals' comments about communication were varied, but all participants were in agreement that good communication between principals and school resource officers was a necessary component to having an effective school resource officer program. Often when negative experiences were shared pertaining to communication failures, the topic of cultural differences was also closely tied to the discussions.

Cultural Differences

Astor, Guerra, and Van Acker (2010) described the need for additional studies to be conducted for school safety research. One recommendation espoused by these researchers included recognizing cultural differences among school professionals. Astor, Guerra, and Van Acker stated,

Theoretical paradigms are needed to more carefully outline how safety issues intermingle with the day-to-day internal social and organizational patterns of schools. This can be accomplished with stronger research linkages between the school safety and school reform literature. Furthermore, basic research that explores within-culture and between-culture variations along these dimensions could serve as a basis for a stronger theory of school safety ... Learning new practices from a wide array of remarkably safe schools could provide insights on the different ways schools have tackled the problem. (p. 76)

The issue of cultural differences was articulated in both focus groups conducted for the modified Delphi study. Both high school principals and school resource officers unanimously

agreed to varying degrees that there were cultural differences between the two professional groups. Principals who participated expressed the need to find common ground with school resource officers but spent more time in conversation citing incidents of specific examples where cultural differences played a role, and often caused conflict, between a principal and school resource officer.

Representatives from the TASSP also agreed that cultural differences existed between their members and those working in the field of criminal justice. TASSP officials cited that training methodology and formal education perhaps were causes for such cultural differences. One TASSP staff member explained it in this manner:

School administrators are trained to closely consider every option available and weighing [sic] in on the best possible scenario before making a final decision on any matter of importance. Police officers, on the other hand, are often trained to make quick decisions without much time to consider all possible options ... This is due to the line of work they are in ... When it comes to sitting on policy committees or making decisions pertaining to handling certain situations, I think those differences can often conflict and be a root of problem for both groups... this is definitely a cultural difference between us and them.
(TASSP Interview, June 11, 2009)

Principal Monroe allegorically described the cultural differences this way.

We're the tortoises, and they're the hares. We strategically take our time running the race, and they feel the need to run full throttle. At some point, we need someone to intervene and explain to both groups that we're supposed to be running this race together.
Principal Pierce added that,

Certainly, there are obvious cultural differences ... I think levels and types of education are factors. I mean most principals in this state have master's degrees or doctoral degrees ... Not to sound too condescending, but I don't think most officers are going to have that type of training ... and because they lack formal training, they don't find it important or valuable.

Principal Pierce's suggestion of education levels influencing cultural differences between law enforcement and school administrators is also evidenced by the literature of Kidd and Braziel (1999). These researchers found that communication and cultural differences are tied directly together and if one difference is discussed, the other must be reviewed, too. Kidd and Braziel made the following case for intertwining both communication failures and improving cultural differences.

Different cultures convey relational messages in different ways. Normal behavior in one culture can convey rudeness, incompetence, and even dishonesty in another. Learning what is normal behavior in other cultures and what that implies for communication is essential to establishing strong communication within those cultures. When you violate cultural norms, you inadvertently send a message. People of another culture may see you as just making a mistake or they may perceive you as intentionally rude ... but inadvertent error can close all lines of communication. To overcome the potential of making serious cultural communication errors, you must learn the specific communication practices of each culture. (pp. 47-48)

Just as dialogue surrounding communication failures led to additional discussion of cultural differences, the conversation of cultural differences led participants to talk about the issue of jurisdiction.

Jurisdictional Issues

When both groups of school resource officers and principals participated in the modified Delphi study focus groups, all 12 school resource officers and 12 principals stated that their respective high schools had MOUs in place explaining the working relationships and outlining the jurisdictional powers existing between the two entities. When asked how many of the participants had seen or read their own school's agreement, none of the 12 school resource officers or 12 principals had read the document. As a result of this finding, several of the principals began explaining their frustration concerning jurisdictional issues and their inability to have more influence in the development of such memoranda in their school districts.

Principal Wilson explained that,

For the life of me, I will never understand how people from a central office within a school district know more about developing a plan for a school than the actual people working at the school ... I, for one, have never seen our plan, but I know when it was developed that the central office in my district got some media attention of how they created this big security plan that included having school resource officers ... I was never solicited for feedback or invited to participate in the developmental process of the whole process. I just read in the newspaper like every other ordinary citizen of the county ... It's a bit insulting to know that someone else is making life and death decisions on the security of me and my students, and no one bothers to even pick up the phone and ask for

input ... (Expletive omitted), you better believe the first mishap we have will be blamed on me and not anyone from the central office.

Principal Cleveland stated,

I have come to accept that when it comes to my school having a working relationship with another agency like our local police department ... The director of schools and the central office folks have no intentions of having me join in any of the discussions ... I cannot understand the jurisdiction between my school and central office ... much less the jurisdictional concerns of our local police department ... The whole thing is confusing to me.

Another source of dissatisfaction voiced by some of the principals pertaining to jurisdiction was the issue of the chain of command. Principal Grant discussed his frustration about not having the authority to reprimand and give orders to the school resource officer working at his school when he said,

My SRO had no business ever being an SRO. From day one, all he seemed to be interested in was goofing off in the halls with my students between classes ... when I talked to him about it and told him to stop loitering with the kids, he got in my face and told me I wasn't his boss ... Even though I tried a dozen times to get the sheriff to reassign him and get him out of my school ... it wasn't until he was accused of touching one of my students inappropriately, the sheriff's office finally removed him ... when I heard what had happened, it took everything in me to not bust his (expletive omitted) myself.

Principal Monroe expressed dissatisfaction over jurisdictional differences by stating,

That's a problem I hear from several principals in my district ... None of us know when it is appropriate to correct an SRO's behavior when we aren't technically paying him or her ... They're actually not even on our payroll ... so trying to decide when to reprimand or speak to their supervisor is somewhat confusing at times.

As principals shared their testimonials and disdain for differences between principals and school resource officers, issues surrounding communication, culture, and jurisdiction all were discussed. Understanding these alleged obstacles by hearing the personal accounts of both principals and school resource officers was beneficial to the research in obtaining a better understanding to such barriers.

Summary

This study examined the perceptions of high school principals and school resource officers in Tennessee. The common factors expressed by both professional groups in the modified Delphi study included similarities and differences. Four themes were integrated into the findings based upon code mapping as mentioned earlier in Chapter 3. Those four themes were:

1. Relationships,
2. School environment,
3. Roles, and
4. Obstacles.

These four thematic elements were selected based upon the literature reviewed earlier in Chapter 2. Chapter 5 will provide an overview of the study, draw conclusions from the study, and suggest recommendations for further research in the area of perceptions of school resource officers and principals.

CHAPTER 5

CONCLUDING DISCUSSION

The Problem and Interest for the Study

I initially began this study in a personal quest to discover what role and responsibility each principal and school resource officer had in Tennessee high schools when it came to issues of school safety and security. In Chapter 1, I assessed a problem in many communities where public schools are attempting to develop MOUs. These MOUs are needed to address issues related to school violence, but ensuring that all stakeholders clearly understand their roles and responsibilities becomes a challenge.

Summary of the Study

The purpose of this study was to answer the following research questions:

1. What are the perceived roles and responsibilities of school resource officers in Tennessee high schools when no memorandum of understanding has been communicated and implemented?
2. What are the perceived roles and responsibilities of school principals in Tennessee high schools when no memorandum of understanding has been communicated and implemented?

The purpose of this study was realized through interviewing various representatives from the Tennessee Department of Education, Tennessee Association of Secondary School Principals, and the Tennessee School Resource Officers Association along with conducting focus groups of 12 high school resource officers and 12 high school principals. These school resource officers and principals represented all parts of the state (East Tennessee, Middle Tennessee, and West

Tennessee) and worked for schools in diverse community types (suburban schools, urban schools, and rural schools). Male and female participants were included in the study and represented African Americans and Caucasians working in the state's various school systems.

This study was designed to identify the relationships between principals and school resource officers, understand perceptions for achieving a safe and orderly school environment, find similarities between both groups, and discover barriers existing between them. I designed this study heavily influenced by the works of Teddlie and Stringfield (1985) and Lezotte (1991) in the area of school effectiveness, Atkinson (1999) in the field of community policing and community partnerships, and Capazzoli and McVey (2000) and Fink (2001) in the area of school violence.

Three types of collection methods were used to gather data through a modified Delphi study design: (1) interviews of staff members and representatives from the Tennessee Department of Education, the Tennessee School Resource Officers Association, and the Tennessee Association of Secondary School Principals; (2) voluntary focus groups conducted with Tennessee high school principals and school resource officers; and (3) field notes of personal observations made while conducting interviews and facilitating focus group discussions. Each collection method was a necessary component to achieve triangulation with the research findings. A thorough review of the literature found in Chapter 2 was essential for the same purpose.

The purpose of implementing a Delphi study for this research was best summarized by Turoff and Linstone (2002) when they argued, "Delphi is often used to combine and refine the

opinions of a heterogeneous group[s] ... in order to establish a judgment based on a merging of the information collectively available” (p. 155).

Saturation was ascertained early on in the research process because none of the 12 principals and 12 school resource officers participating in the focus groups had read their own school system’s MOU nor had the staff members of the Tennessee Association of Secondary School Principals or the Tennessee School Resource Officers Association who were interviewed for this study. All participants who volunteered to take part in the study admitted that there often was confusion and overlap in the role and responsibility distinctions between high school principals and school resource officers, even principals and school resource officers who had good working relationships with each other.

Review of Analysis

As mentioned in Chapter 4, four thematic elements emerged after data were coded: relationships, school environment, roles, and obstacles. Principals and school resource officers unanimously agreed that building positive relationships was an important element for school safety, but both groups were uncertain on how best to cultivate the professional relationships of principals and school resource officers. Relationships and collaboration building were important components of this study as a result of community policing and community partnership research (Atkinson 1999; Evans, Lunt, Wedell, & Dyson, 1999; Brown & Benedict, 2005) assessed in the literature review for Chapter 2.

The next thematic element found in this research was school environment. School environment was a substantive area where both groups agreed there was a need for improving the security of school grounds. School effectiveness research was influential in this component

from the research findings of Teddlie and Stringfield (1985) and Lezotte (1991), which stated that a safe and orderly school environment contributed to school effectiveness. Roles were identified by both groups as essential for the success of their jobs. Roles included public servant, protector, parent/guardian, stress and burnout, and vision and values. Obstacles also were discussed by both principals and school resource officers. Communication failures, cultural differences, and jurisdictional issues were areas that both groups suggested alienated them from reaching maximum effectiveness in working well with other parties.

School violence research was beneficial to support the findings of both roles and obstacles articulated by this study's participants. The research of Trump (1998, 2004) was helpful in better understanding the need to overcome conflicts in security roles of principals and school resource officers as well as addressing obstacles.

The overarching question surrounding this data analysis was: Who would be affected by these findings and what impact might it have on stakeholders? I would argue that these findings are critically important for all citizenry. The implications and recommendations from this research will support this claim.

Research Findings

After reviewing the analysis and findings of Chapter 4, there were two major conclusions. The first was the need for school principals and school resource officers to play more active roles in developing and maintaining mutual agreements between school districts and local law enforcement agencies. The second was not only should both parties be familiar with their respective MOUs, but they should have an active voice and role as updates, changes, or revisions become necessary to earlier agreements.

Greater Participation in the MOU Process

Helping school principals and school resource officers become more actively involved in the process would address the components of relationship, school environment, roles, and obstacles. Working relationships would develop as both parties increase their participation. Community policing research by Atkinson (2000, 2004) earlier suggested that collaborative efforts between both school administrators and school resource officers were paramount to building stronger relationships and subsequently resulted in a safer school environment. Lezotte (1991) espoused that providing a safe and orderly school environment increased school effectiveness. School violence research from Duda, Shepherd, Dorn, Wong, and Thomas (2004) found that one preventive measure to mitigate school violence is for school leaders to clearly understand their prospective roles and responsibilities during a school crisis. Their research concluded that when expectations and responsibilities are clearly outlined and understood by all vested parties, unforeseen obstacles can be minimized. In essence, each of the four thematic elements of this study (relationships, school environment, roles, and obstacles) are closely related and directly affect one another.

The results of this study indicated there are Tennessee high school principals and school resource officers who are unfamiliar with their local school's safety plan and memorandum of understanding. Many principals and school resource officers are equally confused on how to differentiate their roles and responsibilities from others involved in ensuring the safety and well-being of their school.

School safety expert and educational reformist Kenneth S. Trump (1998) argued,

For schools, the advantage of such [school resource officer] programs is having sworn officers with full police authority and street experience available ... But before implementing an SRO program, various administrative issues must be worked out, including determining and maintaining funding agreements, establishing guidelines for personnel selection and supervision, and working out related operation details. (p. 34)

The unfamiliarity of high school resource officers and principals with their local school's MOU is an issue that has the potential to dramatically impede schools from effectively educating and keeping students safe from violence. The fact that none of the principals and school resource officers had ever read their own school's memorandum of understanding was a noteworthy finding. This finding should not be taken lightly by the Tennessee Department of Education, the Tennessee School Resource Officers Association, the Tennessee Association of Secondary School Principals, school policy makers, or any other citizens concerned for the well-being of children in their state.

Addressing Management Challenges

Another conclusion in this study was the need for both school resource officers and principals to overcome their challenges and obstacles to maintain relationships and safety on school grounds. Each of these areas of concern (relationships, school environment, roles, and obstacles) has created a management challenge for principals and school resource officers.

Certain management challenges must also be taken into consideration when proposing changes to school security policies and programs. In order for schools to successfully implement a comprehensive school safety program, a large portion of the responsibility lies with the leadership of the local school resource officer and school principal.

The school principal and school resource officer must each coordinate many different tasks in relationship to school safety. Those responsibilities include making decisions pertaining to the school day, serving as a liaison with law enforcement and other emergency management agencies, delivering safety information on behalf of the school, and administering the local school's emergency disaster or response plan (Duda, Shepherd, Dorn, & Thomas, 2004). The professional obligations are important, and it can be a challenge to complete them successfully on a daily basis, above and beyond the many other responsibilities assigned to the principal or school resource officer. Obtaining knowledge and making sound decisions are high priorities for school resource officers and principals to determine what types of incidents warrant contacting others for additional backup assistance (Blauvelt, 1981).

Another challenge for school resource officers and principals that can pose a threat to the success of any security program or policy is the influence of special interest groups. Often, the big picture can be lost while muddling through daily operations, trying to satisfy the requests of the masses. Principals and school resource officers must ensure that school security programs and policies are being adhered to while maintaining the highest level of equality and resolving to avoid discrimination when possible for all persons affected by the implemented changes.

Conclusions and Implications

Significance of the Study

Studying perceptions of MOUs was essential in contributing to the gap in literature. At the time of this research, there were no other known studies available that delved specifically into this subject for analysis.

By giving a voice to those whose roles and responsibilities are essential in times of school crises, this research will contribute to the field of school security. Moreover, this study will inform the citizenry regarding issues pertaining to improvement of Tennessee MOUs between public schools and law enforcement agencies. As a result of this study, school districts may find the need to review and improve local school security plans and agreements and solicit the feedback of other stakeholders who would offer significant contributions to make schools and school resource officer programs more effective and successful in the future.

Theoretical Implications

This study was intended to increase understanding of perceived roles and responsibilities of school resource officers and principals when no MOU had been implemented or communicated between a school district and a law enforcement agency. Based solely upon the findings of this study, there is a need for greater comprehension of MOU content and a need for improved communication among principals and school resource officers when dealing with issues of school violence or security.

When reflecting upon the literature reviewed in Chapter 2, research pertaining to school violence, school effectiveness, and community collaboration and policing were all areas of focus. The purpose of this literature review was to set the foundation for the topic of school security and MOUs, to identify what gaps exist in the research, and to ascertain, after reviewing the literature, what research contributions might complement this field of study. Based upon the literature reviewed, research findings for this study were supported by previous research in each of these areas as discussed in Chapter 2.

Practice Implications

One benefit of this study was the subsequent availability for practice implications. These implications provided new insights in solving substantial problems in the field of education. When school resource officers and principals are unfamiliar with their respective MOUs and unclear about the expectations regarding their roles and responsibilities, there is a serious problem within. I have attempted to address this problem by providing recommendations for principals, school resource officers, policy makers, and the general citizenry.

Recommendations

School safety programs cannot be planned or implemented hastily. Greater emphasis on improving both short- and long-term outcomes of such programs needs to take priority. All stakeholders in a community should recognize that much of a program's success depends upon the resources and energy investment made by members of the community. Community members should have modest expectations for success and understand that as society changes and evolves so must security programs to protect our local public schools (Organization for Economic Cooperation and Development, 2005).

Another recommendation is to increase the development and implementation of training for principals and school resource officers to better understand their respective school district's safety plans, MOU agreements, and the law. Based upon this study's findings and the review of literature, Tennessee citizens would benefit from training that provides best practices to those having decision-making authority for modifications to MOUs. I would suggest these trainings go a step further, however, and also provide exercises with all parties (principals, school resource

officers, members of the community, etc.) identified in their respective agreements, using real-life school safety scenarios.

Another simple and inexpensive recommendation is for the Tennessee Department of Education to suggest that local school districts include all interested parties, such as principals and school resource officers, when making modifications to the local school's safety plan or memoranda of understanding. The Tennessee Department of Education also might offer training not only in the developmental aspect of agreements, as it currently does, but also make necessary modifications or updates, as warranted. Perhaps addressing real school security scenarios that have occurred on Tennessee school campuses would be worthwhile discussions for "best practices."

The findings in this study, suggest a substantial unfamiliarity among principals and school resource officers in Tennessee as to specific roles and responsibilities in times of distress. Local school boards, central office staff, and law enforcement supervisors must ensure that all newly hired principals and school resource officers are familiar with their local safety policies and the school district's memoranda of understanding. In implementing this prerequisite for hire, schools and law enforcement agencies are not only increasing their effectiveness for security, but also may be less vulnerable to litigious claims from various parties involved.

Finally, I would recommend that members of the Tennessee General Assembly consider proposing legislation that would specifically spell out minimal standards and expectations that agreements entered into by local school districts and government agencies, such as law enforcement, should address. These minimal standards would provide some level of uniformity

and effectively provide direction to many local communities as to what plans should include along with identifying roles and responsibilities of vested parties.

Implications for Future Research

Based on the insight of Creswell (2004), qualitative research findings and implications must always strive to offer recommendations and suggestions for additional research studies. Having concluded my own research, I would like to offer the following recommendations based upon the findings and implications for this study. I have attempted to base my recommendations for future research not only on implications that were found in this study, but also on implications based on what this study did not find.

It is crucial that additional, sound research be conducted to better understand school violence, school effectiveness, and school reform. As a result of successfully conducting additional studies, issues such as memoranda of understanding between law enforcement agencies and public school systems may be better understood by researchers as well as their potential influences on school violence and school effectiveness. Conducting additional studies on how such agreements in public schools across the globe are developed and collecting the necessary empirical data regarding violence in those schools also may prove useful for researchers.

Replication is necessary for future research. By implementing more replicated studies, greater validity is brought to the field. One substantive argument made by researchers Astor, Gurerra, and Van Acker (2010) is that most current studies conducted in the fields of school violence programs, school effectiveness programs, or school reform programs lack replication to larger sample sizes. Often when studies are opened to larger sample sizes, evidence is lacking

about the effectiveness of such programs. Another approach may include finding more model schools that have achieved high levels of effectiveness with school resource officer programs. Identifying best practices also may be a benefiting element for merging aspects of school violence, school effectiveness, and memoranda agreements.

Closing Thoughts

Gotfriedson and Gotfriedson (2001), critics of community policing proponents, state that community partnerships and school security efforts have not made schools safer or more effective. Having conducted my own research, however, I believe having such programs and policies in place is better than having no program or policy implemented at all. There obviously will be improvements and specific language adaptations needed as the implementation of these community partnership policies progresses. In time, more specific issues and circumstances will come to the forefront that perhaps have gone unnoticed or were unexpected in the initial implementation stage of each of these policies.

Improving dialogue and deliberation among high school principals and school resource officers is critical for the services they provide to the citizenry; but equally important is that the same dialogue and deliberation be offered to community members as well. One Chinese proverb states, "Tell me, I'll forget. Show me, I may remember. But involve me, and I'll understand." The time is now for both law enforcement agencies and school districts to solicit the participation of community members in the process of developing school safety policies, MOUs, and the overall school safety climate of their communities.

Responsibility for ensuring that public schools remain safe and secure for students and school staff lies with everyone in the community. Educators and law enforcement must convince

all facets of the community that this is a moral and societal imperative to participate. Most importantly, it will be their responsibility to persuade the citizenry to accept that these students and school officials are our sons, daughters, and neighbors. We must work together in an organized, civil, unified, and compassionate manner to maximize the highest level of success.

The first step of action for Tennessee very well might be to find those commonalities that both principals and school resource officers espoused in their feedback for this study: relationships, school environment, roles, and obstacles. Vestermark & Blauvelt (1978) suggest that no school security issue or crisis is so traumatic that it cannot be managed. The essential component is that management be supported with information. Public school principals and school resource officers must be equipped with information identifying the agreed upon roles and responsibilities both parties will execute.

Change is inevitable with any school safety policy or program, and such policies and programs must continually evolve with an ever-changing society. The foundational objectives, values, and goals for ensuring the security of all citizens should remain constant. Hopefully, the fruit of this research and its findings will not be in vain and will positively impact the local public school system and citizenry as we work to ensure a safe school environment for all children.

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APPENDICES

Appendix A: The SAVE Act

1

PUBLIC CHAPTER NO. 548

SENATE BILL NO. 1910

**By Herron, Jackson, Raymond Finney, Burks, Stanley, Harper, Tate, Kilby,
Lowe Finney, Crutchfield, Marrero, Henry, Wilder, Haynes, Cooper, Ford,
Kurita**

Substituted for: House Bill No. 1950

**By Sherry Jones, Moore, Harry Brooks, Overbey, Montgomery, John
Deberry, Sontany, Harwell, Hardaway**

AN ACT to enact the "Schools Against Violence in Education Act" and to amend
Tennessee Code Annotated, Title 49.

BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF
TENNESSEE:

SECTION 1. This act shall be known and may be cited as, the "Schools
Against Violence in Education Act" or the "SAVE Act".

SECTION 2. Tennessee Code Annotated, Title 49, Chapter 6, is
amended by inserting Sections 3 through 15 of this act as a new, appropriately
designated part thereto.

SECTION 3. The commissioner shall establish a state-level safety team
which shall assist LEAs and schools with compliance with this part as reasonably
necessary. As part of such assistance, the state-level safety team shall publish a
template for use by districts in preparing their district-level safety-plans and
building-level emergency response plans, which template shall outline the
responsibilities of the LEAs and individual schools in complying with this part.
The state-level safety team shall regularly review and update such template. The
commissioner shall appoint the members of the state-level safety team,
including:

- (1) A representative of the department of safety;
- (2) A representative of the Tennessee Bureau of Investigation;
- (3) A representative of homeland security;
- (4) A representative of the department of mental health and
developmental disabilities;
- (5) A representative of the emergency medical services of the
Tennessee department of health;
- (6) A representative of the state board of education; and

(7) A representative of the Tennessee association of school resource officers.

The commissioner may also appoint the following:

(1) A representative of the Tennessee organization of school superintendents;

(2) A representative of the Tennessee school boards association;

(3) A representative of the Tennessee alternative education association;

(4) A representative of the Tennessee education association;

(5) A representative of the Tennessee association of mental health organizations;

(6) A representative of the Tennessee association of school counselors and psychologists;

(7) A representative of the Tennessee state parent teacher association;

(8) A representative of Tennessee students between the ages of sixteen (16) through twenty-four (24); and

(9) A representative of the Tennessee school health coalition.

SECTION 4. The state-level safety team shall be directed by the director of the Tennessee school safety center established in § 49-6-4302.

SECTION 5. Each LEA shall adopt a comprehensive district-wide school safety plan and building-level school safety plans regarding crisis intervention, emergency response and emergency management. Such plans shall be developed by a district-wide school safety team and a building-level school safety team established pursuant to this part and shall follow the template developed by the state-level safety team. An LEA having only one (1) school building shall develop a single building-level school safety plan, which shall also fulfill all requirements for development of a district-wide plan.

SECTION 6. At a minimum, the template prepared by the state-level safety team shall include:

(1) The designation of an emergency response team;

(2) Policies and procedures for communication with law enforcement officials, parents and guardians in the event of emergencies, incidents of or threats of violence;

(3) Policies and procedures relating to school building security, including, where appropriate, the use of school resource officers, security

devices or security procedures, and addressing, where appropriate, the use of the building by the public for events other than school activities and the impact such use may have on building security;

(4) Procedures for assuring that crisis response and law enforcement officials have access to floor plans, blueprints, schematics or other maps of the school interior, school grounds and road maps of the immediate surrounding area;

(5) Procedures for coordination of the school safety plan with the resources available through the department of mental health and developmental disabilities or a similar local agency to assure that the school has access to federal, state or local mental health resources in the event of a violent incident;

(6) Appropriate violence prevention and intervention strategies such as:

(A) Collaborative arrangements with state and local law enforcement officials, designed to ensure that school resource officers and other security personnel are adequately trained, including being trained to de-escalate potentially violent situations, and are effectively and fairly recruited;

(B) Dissemination of informative materials regarding the early detection and identification of potentially threatening behaviors and violent acts to teachers, administrators, school personnel, parents or guardians and students;

(C) Non-violent conflict resolution training programs;

(D) Peer mediation programs and youth courts;

(E) Extended day and other school safety programs; and

(F) Comprehensive school counseling and mental health programs;

(7) Policies and procedures for annual school safety training for all students, teachers, and other school personnel; and

(8) Policies and procedures for the safe evacuation of all students, teachers, other school personnel and visitors to the school in the event of a serious violent incident or other emergency.

SECTION 7. Each district-wide school safety team shall be appointed by the district's director of schools and shall include, but not be limited to, representatives of the school board, representatives of student, teacher, administrator and parent organizations, and school personnel including school safety personnel. Each building-level school safety team shall be appointed by the building principal, in accordance with regulations or guidelines prescribed by

the district's director of schools. Such building-level teams shall include, but not be limited to, representatives of teacher, administrator and parent organizations, and school personnel including school safety personnel, as well as community members, local law enforcement officials, local ambulance or other emergency response agencies, and any other representatives the district's director of schools deems appropriate.

SECTION 8. Each safety plan shall be reviewed by the appropriate school safety team on at least an annual basis, and updated as needed.

SECTION 9. Each LEA shall make each district-wide and building-level school safety plan available for public comment at least thirty (30) days prior to its adoption, provided that only a summary of each building-level emergency response plan shall be made available for public comment. Such district-wide and building-level plans may be adopted by the LEA only after at least one (1) public hearing that provides for the participation of school personnel, parents, students and any other interested parties. Each LEA shall file a copy of its district-wide comprehensive safety plan with the commissioner and all amendments to such plan shall be filed with the commissioner no later than thirty (30) days after their adoption. A copy of each building-level safety plan and any amendments thereto shall be filed with the appropriate local law enforcement agency and with the department of safety within thirty (30) days of its adoption. Building-level emergency response plans shall be confidential and shall not be subject to any open or public records requirements. If the LEA fails to file such plan as required by this section, the commissioner may withhold state funds, in an amount determined by the commissioner, from the LEA until the LEA is in compliance.

SECTION 10. The commissioner may grant a waiver of the requirements of this section to any LEA for a period of up to two (2) years from the date of enactment upon a finding by the commissioner that such district had adopted a comprehensive school safety plan on the effective date of this section which is in substantial compliance with the requirements of this section.

SECTION 11. Beginning no later than February 1, 2008, and annually on or before February 1 of each year thereafter, the commissioner shall report to the governor and the general assembly on implementation of and compliance with the provisions of this section.

SECTION 12. An LEA may seek grant funding from the school safety center to assist with compliance with this section according to § 49-6-4302.

SECTION 13. Each LEA shall ensure that the district-wide safety plans and building-level emergency response plans required by this part are developed in such a manner as to be consistent with the district's harassment and bullying policies developed pursuant to § 49-6-1016.

SECTION 14. The legislative body of any county or municipality may appropriate funds for the purpose of providing resources for district-wide school safety plans, building-level school safety plans and district-wide school safety

teams. Federal, state and local funds designated for such purposes may be used to provide such.

SECTION 15. Tennessee Code Annotated, Section 49-6-4301, is amended by inserting the following as new, appropriately designated subsections:

() The commissioner, in conjunction with the commissioner of safety, shall establish a statewide uniform violent incident reporting system which all LEAs shall follow. The uniform violent incident reporting system shall require all LEAs to report annually to the commissioner in a form and by a date prescribed by the commissioner, the following information concerning violent and disruptive incidents, as defined by the commissioner, that occurred in the prior school year:

(1) The type of offenders;

(2) If any offender is a student, the age and grade of the student;

(3) The location at which the incident occurred;

(4) The type of incident;

(5) Whether the incident occurred during or outside of regular school hours;

(6) Where the incident involves a weapon, whether the weapon was a firearm, knife or other weapon;

(7) The actions taken by the school in response to the incident, including when the incident was reported to law enforcement officials and whether disciplinary action was taken against the offenders by law enforcement;

(8) Any student discipline or referral action taken against a student offender and the duration of such action; and

(9) The nature of the victim and the victim's age and grade where appropriate.

() The commissioner shall require a summary of such information to be included, in a form prescribed by the commissioner, in the annual report published by the commissioner each year pursuant to § 49-1-211.

() Beginning on or before February 1, 2007, and annually on or before February 1 of each year thereafter, the commissioner shall report to the governor and the general assembly concerning the prevalence of violent and disruptive incidents in the public schools, and the effectiveness of school programs undertaken to reduce violence and assure the safety and security of students and school personnel. The

report shall summarize the information available from the incident reporting system, and identify specifically the schools and school districts with the least and greatest incidence of violent incidents, and the least and most improvement since the previous year or years.

SECTION 16. The commissioner of education is authorized to promulgate rules and regulations to effectuate the purposes of this act. All such rules and regulations shall be promulgated in accordance with the provisions of Tennessee Code Annotated, Title 4, Chapter 5.

SECTION 17. This act shall take effect upon becoming a law, the public welfare requiring it.

PASSED: June 11, 2007


RON RAMSEY
SPEAKER OF THE SENATE


JIMMY HAIFEH, SPEAKER
HOUSE OF REPRESENTATIVES

APPROVED this 27th day of June 2007


PHIL BREDESEN, GOVERNOR

Appendix B

Sample # 1 MOU Provided by Tennessee Department of Education

Kochel, Tammy Rinehart; Laszlo, Anna T.; and Nickles, Laura B. SRO Performance Evaluation: A Guide to Getting Results. Washington, DC: U.S. Department of Justice, Office of Community Oriented Policing Services, 2005.

Tool 1: Instructions for Creating a Memorandum of Understanding

Developing and implementing an outcome-oriented SRO performance evaluation requires that law enforcement and school personnel collaborate to improve school safety. A Memorandum of Understanding (MOU) is an agreement between the law enforcement agency and the school that facilitates collaboration by defining the roles and responsibilities of the individuals and the organizations involved in the effort.

The MOU should address the following issues:

- **Collaboration objectives** that outline the purpose of the collaboration
- **Roles and responsibilities** of the individuals and organizations participating in the effort
- **Data sharing parameters** that detail which data will or will not be shared among the individuals and agencies participating in the effort, and how data will be shared
- **A communication strategy** outlining how project information will be communicated to and between the collaboration partners
- **A timetable** with major project milestones and dates

The MOU should be developed collaboratively by school and law enforcement representatives. It should be signed by the chief or sheriff of the law enforcement agency and the principal of the participating school. Furthermore, all collaboration participants should be familiar with the specifics of the MOU.

Outcome-Oriented School Resource Officer Performance Evaluation Memorandum of Understanding Between Apple Valley Police Department and Apple Valley High School

The **Apple Valley Police Department** (referred to hereinafter as the “P.D.”) and **Apple Valley High School** (referred to hereinafter as the “School”) hereby enter into a Memorandum of Understanding for the development and implementation of an outcome-oriented performance evaluation process for the School Resource Officer (SRO) working in the School.

Collaboration Objectives

- To involve the SRO, SRO supervisor, school administrators, and customers of the SRO to set school safety goals for the School and brainstorm about activities the SRO can do to achieve these goals
- To develop outcome-oriented, school-specific SRO performance evaluation measures

- To monitor the activities of the SRO to ensure that activities lead to the desired outcomes
- To assess whether the SRO achieves the expected results
- To integrate the outcome goals into the SRO's performance evaluation
- To use the findings to improve school safety in future years

Roles and Responsibilities

The P.D. is committed to involving the SRO, the SRO's supervisor, school staff, students, parents, and others with an interest in safety at the School in setting school safety goals for the SRO to strive to achieve through his/her role as educator, problem-solver and law enforcement/safety specialist. The P.D. will support the project and team members by committing the SRO to participation and an SRO supervisor to oversee the effort, providing relevant police data, assisting in the design and implementation of any data collection instruments and data analyses, providing meeting space as needed, and donating refreshments for three meetings. The findings from this process will be incorporated into the SRO's performance evaluation. The School is committed to involving the SRO, SRO supervisor, school staff, students, parents, and others with an interest in safety at the School in setting school safety goals for the SRO to strive to achieve. The school will support the project and team members by committing an assistant principal to coordinate the school resources, providing relevant school data, assisting in the design and implementation of any data collection instruments and data analyses, providing meeting space, providing supplies such as paper and flip charts, and donating refreshments for at least one meeting.

Team Leader: The Team Leader for this project will be _____ (SRO supervisor). The Team Leader will act as primary liaison and communicator with the Core Group and the Customer Team Members.

Core Group: Officer _____ (SRO), Sergeant _____ (SRO supervisor), and _____ (Assistant Principal) will serve as the Core Group. The Core Group will act as champions to the project, oversee project direction, conduct initial outreach with Customer Team Members, and assist with data collection and analysis efforts as needed.

Customer Team Members: Customer Team Members may include parents, students, school administrators, teachers, school counselors, deans of students, custodians and other school staff or others with a vested interest in safety at the School. They will be selected by the Core Group and are school safety customers of the SRO. Also included are representatives from both the P.D. and the School that can provide expertise in data collection and analysis. Customer Team Members will participate in at least three customer meetings over the course of the school year and may help with data collection, data analysis, or implementing activities to reduce crime and disorder problems.

Data-Sharing Agreement

Students' privacy rights must be maintained. No individual-identifying data will be revealed to collaboration participants as a group. This agreement includes information that is learned from data-gathering techniques such as surveying and interviews. Any surveys that are conducted will

be completed anonymously. Data findings will be shared at project meetings. The school principal or assistant principal, SRO, and SRO's supervisor will be provided an opportunity to review the data and offer any necessary corrections or caveats before its presentation to the customer group.

Communication Strategy

Monthly conference calls, and when necessary, e-mail exchanges will occur between the Team Leader and the Core Group. Conference calls will address the current project tasks as well as future project tasks. Every effort will be made to review project progress and check progress against the project timetable. Communication will occur at least quarterly with the Customer Team Members to ensure that members are kept up to date and involved in the project. The customer meetings may serve as members' quarterly updates. Communication with other communities, such as other schools and law enforcement agencies, will be made on an ad hoc basis. Communication with the media must be reviewed by the Team Leader and approved by the executives of the School and the P.D.

Project Timetable

- Major milestones of the project include:
- March 2005: Select Customer Team Members
- March 2005: Prepare initial meeting logistics
- March 2005: Hold first customer team meeting
- April 2005: Prepare for second team meeting
- April 2005: Conduct second customer meeting
- May 2005: Collect baseline data
- Sep. 2005–April 2006: SRO implements activities
- May 2006: Collect follow-up data
- June 2006: Convene last customer meeting for the school year

Signature: _____ Date: _____
Chief of Police

Signature: _____ Date: _____
School Principal

Appendix C

Sample # 2 of MOU Provided by Tennessee Department of Education

Memorandum of Understanding between Marion County Agencies and School Districts Serving
Children and Youth in Marion County 5/14/2008

Memorandum of Understanding Draft

Participating Agencies:

- DHS Child Welfare
- Marion County Health Department (Developmental Disabilities, Mental Health)
- Mid-Valley Behavioral Care Network
- Oregon Youth Authority
- Marion County Juvenile Department
- Oregon Department of Education
- Cascade School District
- Gervais School District
- Jefferson School District
- Mt. Angel School District
- North Marion School District
- North Santiam School District
- Salem/Keizer School District
- Silver Falls School District
- St. Paul School District
- Woodburn School District
- Willamette Education Service District

Introduction

This Memorandum of Understanding (MOU) will serve as a document to guide the above participating agencies in working together to jointly serve children and youth we have in common who are or maybe receiving services in Marion County. This MOU is intended to ensure that children and youth are being set up for success by having adequate interagency supports and a common plan for coordination of services, while taking into consideration the immediate needs of the children and youth and the safety and security of the school and community environments.

Rationale

Marion County agencies recognize the strength of our support systems when we come together in the best interest of children and youth. Because of our deep commitment to serve children and youth who reside in Marion County, it is imperative to recognize this MOU as a way to become positive change agents. As children and youth's living situations change it may also change the coordination of their services and requires the formalization of a process to open the lines of communication between agencies. It is necessary that children and youth be able to access appropriate agency and education services in the most normalized setting, with the least amount of barriers, with as much up to date information as possible, and within the shortest time.

This Memo of Understanding (MOU) is intended to give guidance and assistance in the coordination of services to children and youth with an emphasis in bringing together social service, mental health, juvenile justice and educational supports. The participating agencies do recognize that barriers exist and these barriers can have a negative impact on a child's overall success.

Barriers:

- (1) **Exchange of Information and Confidentiality Issues** - Sharing info across agencies; obtaining information needed to make appropriate educational placement and ensure a safe school environment; delay in allowing student to integrate into school setting until essential information is gathered; different perspectives regarding what information is considered essential.
- (2) **Inter-agency Coordination** - Limited knowledge of mandates, structural dynamics, and operating procedures of different agencies; limited coordination in service; lack of identified points of contact in each agency, children and youth placements that are from outside of Marion County, and summer transitions.
- (3) **Fiscal** – Service eligibility, variations of service plans, and availability of resources based on eligibility.
- (4) **Communication** – lack of permission to release information

Roles and Responsibilities

Student Enrolling in School

Whenever possible, advanced notification of a child or youth's transition into a new school (i.e. from residential treatment, youth corrections facility, or foster care) will enable all agencies the ability to participate in planning and coordinating for a child or youth's services and allow for a systematic and smooth transition. Depending on the availability of critical information, release of information documents, and the needs of each individual child or youth, pre-enrollment meetings may need to be held in order to assist with the exchange of information, address appropriate educational placement decisions, and address additional agency support systems.

The use and forwarding of the ***Student Initial Transition Summary Form*** and a follow-up telephone call to the designated school contact number (**see attached list of points of contact in Appendices**) would constitute adequate notification of a child or youth's intent to enroll in school.

A staffing may be requested by any agency for a child or youth who presents a significant safety concern. Staffing representatives may include:

- Student if possible
- Parent, surrogate parent and/or foster parent
- Designated School Administrator
- School Counselor
- Mental Health Staff
- Special Education Teacher (if required)
- General Education Teacher
- Family Support Advocate
- Probation/Parole Officer
- Transition Specialist when assigned to the youth
- Child & Family Team Members

Special education and Section 504 eligible students may require additional team meetings to address legal mandates. If additional meetings are required appropriate school staff will work with agency representatives to schedule these meetings.

Communication Confidentiality

Any additional information shared about the child or youth will fall under the requirements of a signed Permission to Exchange Information. Participating agencies will provide information to each other in accordance with Oregon laws and other specific laws regulating each agency. Each participating agency will share information necessary for assuring the security and safety of children and youth such as those listed in the Safety and Priority Notification Section. Whenever applicable, the child or youth will be involved in deciding what information will be shared.

Safety and Priority Notification

In all cases, when any agency representative who becomes aware that a youth has been or is involved in:

- Behaviors involving a firearm, weapon, fire setting
- Charged with a crime that, in the agencies opinion, represents a risk to others;
- The youth’s victim or alleged victim is already enrolled in the same school/district;
- Threats to harm self or others; and
- Adjudicated Youth

He/she will notify all appropriate agency points of contact working with the child or youth, at least by telephone (when determined appropriate), and will follow up with a conference call as needed.

In all cases, the school administrator and parent/guardian will notify each other when there are significant behavior concerns. Notification will be the same working day. Incidents that require suspension or expulsion consideration are regarded as “significant”. Other student specific behavior incidents previously agreed to will also be reported.

Dispute Resolution

All participating agencies will encourage their respective staffs to resolve disputes through honest and open communication between the individuals having the dispute at the lowest possible level. For all aspects of this MOU, it is the intent of all agreeable parties to maintain current practice and levels of effort. Any changes not specified in the above MOU will be a result of cooperative communication between the members of the agencies being represented.

Members of the agencies who have given their time in the development of this MOU have agreed to meet at least quarterly to revisit and refine this MOU. Time will be given to the establishment of Frequently Asked Questions as well as problem-solving issues that have risen.

Memo of Understanding Representative Agency Signatures

DHS Child Welfare

Marion County Health Department (Developmental Disabilities)

Marion County Health Department (Mental Health)

Mid-Valley Behavioral Care Network

Oregon Youth Authority

Oregon Department of Education

Cascade School District

Gervais School District

Jefferson School District

Mt. Angel School District

North Marion School District

North Santiam School District

Salem/Keizer School District

Silver Falls School District

St. Paul School District

Woodburn School District

Cascade School District

Appendix D: Sample California MOU

referred to as the Safe Schools Team. This team will consist of the following members, but may be altered as needed by the PPD Chief of Police:

The Commander of the Field Operations Division (FOD) will oversee the school police program. The FOD commander will be responsible for all aspects of the services rendered to the PUSD and will report directly to the Chief of Police.

A PPD lieutenant will be assigned to manage and oversee the day-to-day operations of all school police services. This lieutenant will be the liaison between the PPD and the PUSD.

A PPD sergeant will be assigned to supervise the field activity, investigations, and other related functions of PPD personnel assigned to PUSD campuses.

A PPD corporal or officer will be assigned to provide follow-up investigations for criminal cases occurring on PUSD campuses within the City of Pasadena or those initiated by PPD personnel assigned to the PUSD campuses.

Six PPD officers will be assigned to provide basic police services to the PUSD campuses within the City of Pasadena.

A gang specialist will be assigned to provide additional outreach and expertise to the Safe Schools Team.

The Chief of Police will approve the selection of personnel assigned to the Safe Schools Team.

The Safe Schools Team will work directly with the PUSD campus administration, but report through the chain of command to the Chief of Police. The PUSD, "School Security Officers" (SSO) (Class Code #703) and "District Security Officers" (DSO) (Class Code #855) will coordinate their activities in response to recommendations from the SST sergeant. The Principal will be responsible for ensuring the performance of the SSO's and DSO's adheres to PPD's expectations and can direct district employees to work with PPD employees. This will allow effective communication and consistent application of an overall security philosophy.

The Safe Schools Team will be operational on September 7, 2006.

Under most circumstances, PPD police personnel assigned to the Safe School Team will work Monday through Friday, during regular PUSD school hours, to properly staff police services while school is in session. Personnel assigned to the PPD Field Operations Division, Patrol Section, will be responsible for police service calls during non-business hours and weekends.

The Safe Schools Team will operate within the police department's philosophy of Service Area Policing, with schools being assigned to police personnel by the same geographic boundaries currently utilized by the police department. This will allow for greater continuity, coordination, and accountability.

The Safe Schools Team will be a combination of outreach and enforcement and will initiate relationships with students and create partnerships with campus administrators, while enforcing the law to provide an enhanced educational atmosphere for Pasadena youth attending Pasadena schools. Accordingly, police officers assigned to the school campuses will utilize the principles of community policing.

The focus on the high school campuses will be the fostering of police-student relationships, conflict resolution between students, and the building of a safe atmosphere on each campus. Police officers assigned to the schools will give priority to calls for service involving the five high schools in the district. They will attempt to prevent and mitigate issues before they occur. Safe Schools Team officers will provide conflict resolution between students and will exercise discretion when enforcing applicable laws. This is not intended to be a soft approach to dealing with criminal conduct, but a means to create an atmosphere that promotes safety and education.

Safe Schools Team officers will respond to the following call types:

Priority 1 – A crime is in progress and there is an immediate threat to life or property, and/or the possibility of apprehending a suspect is high (e.g. shootings, rapes, robberies, burglaries, or fights).

Priority 2 – An active event in which there is not an immediate threat to life or property, and the possibility of apprehending a suspect is not imminent. Generally, some time has elapsed between the crime occurring and its reporting (e.g. child abuse, public intoxication, group disturbance, indecent exposure).

Priority 3 – An event in which there is not a threat to life or property and there is not a likelihood of apprehending a suspect (e.g. auto burglary, grand theft, felony malicious mischief).

Safe Schools Team officers assigned to campus incidents will ensure that the investigation is complete and that evidence is properly collected and booked at the PPD. When an arrest is made on a PUSD campus, the Safe Schools Team officers assigned to the incident will coordinate transportation of the prisoner to the Pasadena City Jail for booking.

A delayed police report form will be completed by the school administration for petty thefts (value of \$400.00 and under) and malicious mischief or vandalism (less than \$400.00 in damage). School administration will be responsible for obtaining, completing, and turning in the delayed police report form.

Safe Schools Team officers will not respond to calls of discipline problems involving students. School administration will be responsible for handling these issues except those that include criminal behavior. However, police officers assigned to high school campuses will participate in dispute resolution on a case-by-case basis.

Calls for police service will be made to the Pasadena Police Department's Communications Section using 911 for emergencies and 744-4241 for other service requests. All incidents that

would likely require involving police, which occur on a PUSD campus, should be brought to the attention of the police department immediately.

Pasadena Unified School District "School Security Officers" (Class Code #703) and "District Security Officers" (Class Code #855) School & District Security Officers will be equipped with portable police radios supplied by the PUSD to enhance communications between school administration and Safe Schools Team personnel.

Safe Schools Team officers will not be responsible for policing PUSD events that occur outside the normal school hours. The PUSD will follow the established process for hiring PPD personnel to staff special events (e.g. dances, sporting events, etc.) by contacting the PPD Event Planning Section.

The lieutenant and sergeant of the Safe Schools Team, in conjunction with the individual PUSD assigned Principals, will meet and conduct joint performance reports based upon observations of each of the PUSD "School Security Officers" (Class Code #703) and "District Security Officers" (Class Code #855). Upon completion of these observation reports, the impacted PUSD Principals will evaluate the district employees after consulting with the Safe School Team.

The PPD and PUSD will develop an updated job description for the "School Security Officers" (Class Code #703) and "District Security Officers" (Class Code #855). The PPD will assist the PUSD in the future hiring by PUSD of replacement personnel as openings arise in these categories.

The PPD will devise and provide appropriate training for all current "School Security Officers" (Class Code #703) and "District Security Officers" (Class Code #855). The PUSD will provide a list of current "School Security Officers" (Class Code #703) and "District Security Officers" (Class Code #855) along with their respective employee numbers to the PPD. The PPD will provide supplemental training for these employees in the areas of campus safety and security.

Daily activities for the "School Security Officers" (Class Code #703) and "District Security Officers" (Class Code #855) will be identified by the PPD in collaboration with the Principal, who will provide direction to PUSD employees to ensure compliance and performance. Weekly activities are subject to review by the Safe Schools Team and the impacted Campus Principal.

Safe Schools Team personnel will work closely with "School Security Officers" (Class Code #703) and "District Security Officers" (Class Code #855). Interactions will include, but are not limited to daily mandated briefings, informal and formal training sessions, standardized reporting processes, site inspections and oral and written evaluations of performance to the PUSD.

Safe Schools Team supervision will meet with each high school principal at least once a month and with each junior high school principals at least once each quarter while school is in session to identify issues and evaluate progress.

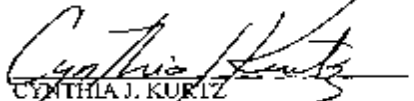
Disputes involving PUSD employees will be handled in accordance with PUSD personnel rules and practices. If impasse occurs on issues involving Safe Schools Team personnel and PUSD Campus Principals, resolution hearings will occur with the PPD Chief of Police and the Superintendent of the PUSD, or their designees.

Safe Schools Team supervision will coordinate training for "School Security Officers" (Class Code #703) and "District Security Officers" (Class Code #855). Safe Schools Team personnel will conduct quarterly training sessions during the regular school year during which "School Security Officers" (Class Code #703) and "District Security Officers" (Class Code #855) will participate.

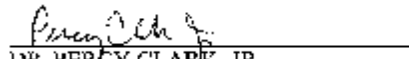
While on duty, PUSD, "School Security Officers (Class Code #703) and "District Security Officers" (Class Code #855) will be required to wear a uniform that is mutually agreed upon by the PUSD and PPD. The uniform will be easily identifiable and consistent for all schools.

The procedures established in the Memorandum of Understanding may be evaluated and amended in the future with the mutual agreement of both agencies. Such amendment shall be in writing, signed by appropriate representatives of both parties.

This Memorandum of Understanding will become effective on September 11, 2006.


CYNTHIA J. KURITZ
City Manager
City of Pasadena

9/13/06
DATE



DR. PERCY CLARK, JR.
Superintendent of Schools
Pasadena Unified School District

9-12-06
DATE


BERNARD K. MELEKIAN
Chief of Police
City of Pasadena

9/13/06
DATE

APPROVED AS TO FORM:


HUGH HALFORD
Assistant City Attorney
City of Pasadena

9/13/06
DATE

ATTEST:


JANE L. RODRIGUEZ
CITY CLERK

Appendix E: Sample Maryland MOU

**MEMORANDUM OF UNDERSTANDING
BETWEEN
MONTGOMERY COUNTY PUBLIC SCHOOLS
AND
MONTGOMERY COUNTY DEPARTMENT OF POLICE
AND
MONTGOMERY COUNTY STATE'S ATTORNEY'S OFFICE
AND
CHIEVY CHASE VILLAGE POLICE DEPARTMENT
AND
GAITHERSBURG CITY POLICE DEPARTMENT
AND
ROCKVILLE CITY POLICE DEPARTMENT
AND
TAKOMA PARK POLICE DEPARTMENT**

The purpose of this memorandum of understanding (MOU) is to establish a working protocol for exchanging information and addressing matters of mutual concern cooperatively among the Montgomery County Public Schools (MCPS), the signatory agencies, and the Montgomery County State's Attorney's Office (SAO) to maintain and to enhance a safe learning and working environment for students and staff.

I. Offenses by Students or Others on School Property where Police Take the Lead

- a. **Investigative Responsibilities.** The parties agree that the following offenses, termed "critical incidents," that occur on MCPS property, including school buses, or at an MCPS sponsored event, including extra-curricular activities, shall be reported to the appropriate police agency by the administrator-in-charge or designee as soon as practicable so that the police agency can investigate in accordance with the procedures in Part II. Such notification must be made by direct communication with the educational facilities officer (EFO), if immediately available, or to the Public Safety Communications Center (911) or 301-279-8000. Voice mail messages to the EFO will not suffice and must be followed with a call to 911. (Note that MCPS Regulation JFA-RA, Student Rights and Responsibilities, requires police notification for other kinds of student misconduct which are not listed here and for which MCPS has the primary investigative authority.)

- Any physical attack on another that requires medical attention outside of the school health room
- Any death
- Rape and/or sexual assault with another by force or threat of force

¹ Meaning engaging in a sexual act or sexual contact, without consent, by force or threat of force, and/or employing or displaying a dangerous weapon or object reasonably believed to be a weapon (sexual offenses in the first, second, or third degree)

- Robbery/attempted robbery (taking property of another from his person or in his presence by force, reasonable fear of violence, or intimidation whether the perpetrator is armed or unarmed)
 - Arson (willful and maliciously set fire) or verbal or written threat of arson
 - Manufacture or possession of destructive device (explosive, incendiary, or toxic material combined with a delivery or detonating apparatus or modified to do so) or lock-alike
 - Knowingly make false reports about the location or detonation of a destructive device
 - Theft (any single incident or series of incidents committed by the same perpetrator where the value of the stolen property is \$500 or more)
 - Possession of a firearm; possession of other dangerous or deadly weapon, including any device designed or manipulated to shoot any projectile, knowingly brought onto or brandished upon school property
 - Possession with intent to distribute, distribution, or manufacture of controlled dangerous substance
 - Gang² related incident/time
 - Hate crime (harassing³ a person or damaging property of a person because of his race, color, religious beliefs, sexual orientation,⁴ or national origin)
- b. **Releasing Student Information.** Information obtained by school staff may be shared with the police agency or SAO as long as the information was not derived from school records.⁵ For example, information received orally from a student may be shared, even if later recorded in a written statement used by school staff for disciplinary purposes. Information from school records can be shared under any one of the following circumstances:
- "Directory information" unless the parent/guardian has asked specifically that such information be kept confidential
 - With consent of the parent/guardian or adult student
 - In response to a subpoena, including a subpoena from the SAO⁶
 - In a specific situation that presents imminent danger to students or members of the community or that requires an immediate need for information in order to avert or diffuse serious threats to the safety or health of a student or other individual

² A formal or informal ongoing organization, association, or group of three or more persons who: (a) have a history of criminal street gang activity; (b) have a common name or common identifying signs, colors, or symbols; and (c) have members or associates who, individually or collectively, engage in or have engaged in a pattern of criminal activity.

³ Harassment is defined as a persistent pattern of conduct intended to alarm or seriously annoy another, without a legal purpose, after receiving reasonable warning or request to stop.

⁴ Sexual orientation means the identification of an individual as to male or female homosexuality, heterosexuality, bisexuality, or gender-related identity.

⁵ School records are those records, identifiable to an individual student, governed by federal law (the Family Educational Rights and Privacy Act/ FERPA)

⁶ Release of documents from a student record requires that the school first make reasonable efforts to notify the parent/guardian or adult student of receipt of the subpoena in advance of complying with the subpoena so the parent/guardian may seek protective action, unless the issuing authority has ordered that the existence or contents of the subpoena not be disclosed.

H. Investigation of Critical Incidents Occurring on School Property

MCPS shall immediately notify the appropriate police agency of all critical incidents as described in Section I of this agreement. The police agency will respond promptly to such incidents or will keep the school staff advised of any delay in the response of officers.

Absent exigent circumstances, MCPS will limit its administrative investigation to ascertaining basic facts and doing what is necessary to stabilize the situation until a police officer arrives. For critical incidents, MCPS will defer taking written statements from students and/or witnesses, thereby permitting the police agency the opportunity to do so. Copies of written student and witness statements will be provided to MCPS within seven days with the approval of the SAO which shall make the determination after consultation with the police agency. The police agency will assist MCPS with its administrative procedures by providing the relevant information requested (including a synopsis of relevant facts) in order that statutory and administrative deadlines may be met and by providing witness statements in any closed investigation and as otherwise authorized by the SAO.

The principal or his/her designee shall be present, whenever possible, during any interview conducted by the police agency on school property and may interview the individual after the police officer has concluded his/her interview.

In the event that the police agency has not arrived and school dismissal is about to occur, MCPS will notify the police agency, and MCPS may conduct an administrative investigation, including taking student statements. The police agency understands that MCPS does not have the authority to arrest individuals and hold them for the police agency.

III. Notification of State's Attorney's Office

The MCPS Department of School Safety and Security will make reasonable efforts to notify the SAO when it receives notice that a student has been arrested by the police agency and charged with one of the following offenses in order for the SAO to obtain the information necessary to present the State's case at a detention hearing or other judicial proceeding which generally will be held within the next business day following the student arrest:

- Violent physical or sexual attack on another
- Manufacture or possession of destructive device (explosive, incendiary, or toxic material combined with a delivery or detonating apparatus or modified to do so) or a look-alike
- Knowingly make false reports about the location or detonation of a destructive device
- Possession of a firearm brought knowingly or use of any weapon to cause bodily harm
- Possession with intent to distribute or distribution or manufacture of controlled dangerous substance
- Gang related incident/victim

When legally permissible, the SAO shall advise MCPS of whether the student was or was not prosecuted for the offenses listed in this Section III. (See attached form.)

IV. Serious Incidents in the Community

In addition to the required notification of reportable offenses committed by students in the community, the police agency will notify MCPS as soon as practicable of any serious incident involving MCPS schools, facilities, students, or staff that the police agency reasonably believes will impact MCPS operations in order for appropriate measures to be taken by MCPS to address the impact. Examples include:

- Death of a student, staff member
- Serious or life-threatening injury to a student and/or staff member
- Hostage-barricade, criminal suspect at large, or hazardous materials incident that may affect students and/or staff
- Gang related incident/crime
- After-hours property damage to an MCPS facility, school, bus, or other vehicle

During normal business hours, the police agency will provide notice to the MCPS Department of School Safety and Security at 301-279-3666. At all other times, the police agency will notify the Electronic Detection Section, the MCPS 24-hour communication center, at 301-279-3232.

V. Collaboration, Training, and Review

School administrators and officials of the police agencies are encouraged to periodically meet at the school community level to establish and foster good working relations between the agencies.

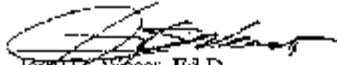
MCPS, the police agencies, and the SAO agree to participate in joint training opportunities for administrators, ETOs, and MCPS security staff on matters that are the subject of this MOU and other topics of mutual interest. MCPS and the police agencies will make available, annually, a block of time for training of administrators and other staff by the signatory agencies on the MOU and related matters. The SAO will make available, annually, a block of time for training assistant state's attorneys and other staff, as appropriate, on the MOU and related matters.

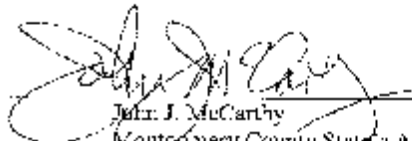
The signatory agencies agree that this MOU and its implementation will be reviewed by the parties annually in order to determine if any inadequacies exist and further agree to revise the MOU as may be appropriate, upon the agreement of the parties, in order to further the safety and welfare of the school community. Furthermore, the signatory agencies will meet annually thereafter to review the provisions contained within this MOU as well as the implementation of it. Amendments, with the agreement of each agency, may be made from time to time, as desirable.

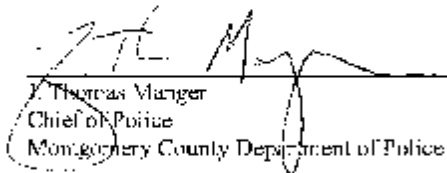
This MOU is not intended to supersede any other memoranda of understanding or legal obligations of the parties.

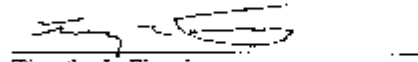
In witness, thereof, the parties have executed this memorandum of understanding on this
4th day of June, 2010.

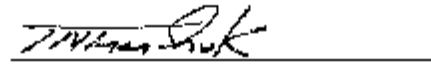
APPROVED


Jerry D. Weast, Ed.D.
Superintendent of Schools
Montgomery County Public Schools

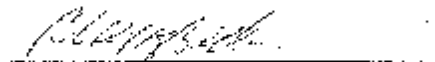

John J. McCarthy
Montgomery County State's Attorney



Thomas Manger
Chief of Police
Montgomery County Department of Police


Timothy L. Firestone
Chief Administrative Officer
Montgomery County, Maryland


Terrance N. Treschuk
Chief of Police
Rockville City Police Department

 4/18/10
Ronald Ricucci
Chief of Police
Takoma Park Police Department


Christopher Bonvillian
Interim Acting Chief of Police
Gaithersburg City Police Department

 5/18/10
Roy Gordon
Chief of Police
Chevy Chase Village Police Department

State's Attorney for Montgomery County
50 Maryland Avenue
Rockville, Maryland 20850

(Date)

Dr. Jerry D. Weast
Superintendent
Office of the Superintendent of Schools
Carver Educational Services Center
850 Hungerford Drive, Room 122
Rockville, MD 20850

Respondent Name:
Date of Birth:

Dear Dr. Weast:

Pursuant to Educational Article 7-303 of the Annotated Code of Maryland, Arrest of Students, Reportable Offenses, the student listed above was charged with a reportable offense. The following is a list of those charges and the associated disposition.

<u>Reportable Offense</u>	<u>Disposition</u>	<u>Disposition Date</u>
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If you have any questions, please call the Juvenile Division at 246-777-7300.

Respectfully submitted,

John J. McCarthy
State's Attorney for
Montgomery County, Maryland

By Margaret Burrows
Assistant State's Attorney
Juvenile Division

Appendix F: Sample Oregon MOU

Memorandum of Understanding **Draft**

Participating Agencies:

- ▶ DHS Child Welfare
- ▶ Marion County Health Department (Developmental Disabilities, Mental Health)
- ▶ Mid-Valley Behavioral Care Network
- ▶ Oregon Youth Authority
- ▶ Marion County Juvenile Department
- ▶ Oregon Department of Education
- ▶ Cascade School District
- ▶ Gervais School District
- ▶ Jefferson School District
- ▶ Mt. Angel School District
- ▶ North Marion School District
- ▶ North Santiam School District
- ▶ Salem/Keizer School District
- ▶ Silver Falls School District
- ▶ St. Paul School District
- ▶ Woodburn School District
- ▶ Willamette Education Service District

Introduction

This Memorandum of Understanding (MOU) will serve as a document to guide the above participating agencies in working together to jointly serve children and youth we have in common who are or maybe receiving services in Marion County. This MOU is intended to ensure that children and youth are being set up for success by having adequate interagency supports and a common plan for coordination of services, while taking into consideration the immediate needs of the children and youth and the safety and security of the school and community environments.

Rationale

Marion County agencies recognize the strength of our support systems when we come together in the best interest of children and youth. Because of our deep commitment to serve children and youth who reside in Marion County, it is imperative to recognize this MOU as a way to become positive change agents. As children and youth's living situations change it may also change the coordination of their services and requires the formalization of a process to open the lines of communication between agencies. It is necessary that children and youth be able to access appropriate agency and education services in the most normalized setting, with the least amount of barriers, with as much up to date information as possible, and within the shortest time.

Memo of Understanding Between Marion County Agencies and School Districts Serving Children and Youth in Marion County
5/14/2008

This Memo of Understanding (MOU) is intended to give guidance and assistance in the coordination of services to children and youth with an emphasis in bringing together social service, mental health, juvenile justice and educational supports. The participating agencies do recognize that barriers exist and these barriers can have a negative impact on a child's overall success.

Barriers:

- (1) **Exchange of Information and Confidentiality Issues** - Sharing info across agencies; obtaining information needed to make appropriate educational placement and ensure a safe school environment; delay in allowing student to integrate into school setting until essential information is gathered; different perspectives regarding what information is considered essential.
- (2) **Inter-agency Coordination** - Limited knowledge of mandates, structural dynamics, and operating procedures of different agencies; limited coordination in service; lack of identified points of contact in each agency, children and youth placements that are from outside of Marion County, and summer transitions.
- (3) **Fiscal** – Service eligibility, variations of service plans, and availability of resources based on eligibility.
- (4) **Communication** – lack of permission to release information

Roles and Responsibilities

See Attached Chart in Appendices

Student Enrolling in School

Whenever possible, advanced notification of a child or youth's transition into a new school (i.e. from residential treatment, youth corrections facility, or foster care) will enable all agencies the ability to participate in planning and coordinating for a child or youth's services and allow for a systematic and smooth transition. Depending on the availability of critical information, release of information documents, and the needs of each individual child or youth, pre-enrollment meetings may need to be held in order to assist with the exchange of information, address appropriate educational placement decisions, and address additional agency support systems.

The use and forwarding of the *Student Initial Transition Summary Form* and a follow-up telephone call to the designated school contact number (see attached list of points of contact in Appendices) would constitute adequate notification of a child or youth's intent to enroll in school.

A staffing may be requested by any agency for a child or youth who presents a significant safety concern. Staffing representatives may include:

- Student if possible
- Parent, surrogate parent and/or foster parent
- Designated School Administrator
- School Counselor
- Mental Health Staff
- Special Education Teacher (if required)
- General Education Teacher
- Family Support Advocate
- Probation/Parole Officer
- Transition Specialist when assigned to the youth
- Child & Family Team Members

Special education and Section 504 eligible students may require additional team meetings to address legal mandates. If additional meetings are required appropriate school staff will work with agency representatives to schedule these meetings.

Communication

a. Confidentiality

Any additional information shared about the child or youth will fall under the requirements of a signed Permission to Exchange Information. Participating agencies will provide information to each other in accordance with Oregon laws and other specific laws regulating each agency. Each participating agency will share information necessary for assuring the security and safety of children and youth such as those listed in the Safety and Priority Notification Section. Whenever applicable, the child or youth will be involved in deciding what information will be shared.

b. Safety and Priority Notification

In all cases, when any agency representative who becomes aware that a youth has been or is involved in:

- Behaviors involving a firearm, weapon, fire setting
- Charged with a crime that, in the agencies opinion, represents a risk to others;
- The youth's victim or alleged victim is already enrolled in the same school/district;
- Threats to harm self or others; and
- Adjudicated Youth

He/she will notify all appropriate agency points of contact working with the child or youth, at least by telephone (when determined appropriate), and will follow up with a conference call as needed.

In all cases, the school administrator and parent/guardian will notify each other when there are significant behavior concerns. Notification will be the same working day. Incidents that require suspension or expulsion consideration are regarded as "significant". Other student specific behavior incidents previously agreed to will also be reported.

Dispute Resolution

All participating agencies will encourage their respective staffs to resolve disputes through honest and open communication between the individuals having the dispute at the lowest possible level. For all aspects of this MOU, it is the intent of all agreeable parties to maintain current practice and levels of effort. Any changes not specified in the above MOU will be a result of cooperative communication between the members of the agencies being represented.

Members of the agencies who have given their time in the development of this MOU have agreed to meet at least quarterly to revisit and refine this MOU. Time will be given to the establishment of Frequently Asked Questions as well as problem-solving issues that have risen.

Memo of Understanding Representative Agency Signatures

DHS Child Welfare

Marion County Health Department (Developmental Disabilities)

Marion County Health Department (Mental Health)

Mid-Valley Behavioral Care Network

Oregon Youth Authority

Marion County Juvenile Department

Memo of Understanding Between Marion County Agencies and School Districts Serving Children and Youth in Marion County

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Oregon Department of Education

Cascade School District

Gervais School District

Jefferson School District

Mt. Angel School District

North Marion School District

North Santiam School District

Salem/Keizer School District

Silver Falls School District

St. Paul School District

Woodburn School District

Cascade School District

Willamette Education Service District

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Appendices

- A. Agency Roles and Responsibilities Chart**
- B. Agency Points of Contact**
- C. Student Initial Transition Form**
- D. HIPAA Form/Release of Information**
- E. Website Resources (Links)**
- F. Frequently Asked Questions**

Appendix A:

Agency Roles and Responsibilities Chart

Topic	DHS Caseworker	Juvenile Probation Officer	OYA Probation Officer	Children's Mental Health	Developmental Disabilities	Parent(s)/Guardian/Foster Parent(s)	Sending School	Receiving School
Provide List of Marion County School Points of Contact							X	X
Provide List of State and County Agency Points of Contact for Marion County	X	X	X	X	X	X		
Contact school prior to enrollment (if known)	X	X	X			X	X	
Provider of Points of Contact for outside agencies involved with the Student	X	X	X			X	X	
Enroll Child in School						X		X
Submission of critical information (Student Initial	X	X	X			X	X	X

Appendix B:

Agency Points of Contact

<u>Marion County School Districts</u>	<u>Emergency #</u>	<u>Contact #</u>
Cascade School District, Special Services Director	503-749-8488	503-749-8313
Gervais School District, Special Services Director		
Jefferson School District, Special Services Director		
Mt. Angel School District, Special Services Director		
North Marion School District, Special Services Director	503-678-8509	
North Santiam School District, Special Services Director		
Salem-Keizer School District, Coordinator, Special Programs	Hotline #	503-399-3101
Silver Falls School District, Special Services Director		
St. Paul School District, Superintendent		
Woodburn School District, Special Services Director		
Willamette ESD, Assistant Director, Special Programs		503-385-4568
<u>Marion County Agencies</u>		
DHS Child Welfare		
Marion County Health Department		
Developmental Disabilities	503-588-5288	503-361-2766
Mental Health	503-588-5288	503-361-2766
Mid-Valley Behavioral Care Network, Children's System		
Coordinator	503-584-4838	503-584-4858
Oregon Youth Authority, Marion OYA Filed Supervisor	503-981-9531	503-378-8804 x225
Marion County Juvenile Department		

Appendix C:
Placeholder for Student Initial Transition Form

**Memo of Understanding Between Marion County Agencies and School Districts Serving Children
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Appendix D:

Placeholder for HIPAA FORM/Release of Information

Memo of Understanding Between Marion County Agencies and School Districts Serving Children
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Appendix E:

The below information from the Family Educational Rights and Privacy Act (FERPA) and Oregon Administrative Rules are intended to give guidance to Marion County School Districts, families and representatives of agencies seeking to enroll a student into Marion County Public Schools.

<http://www.ed.gov/policy/gen/guid/fpco/ferpa/index.html>

http://arcweb.sos.state.or.us/rules/OARS_500/OAR_581/581_021.html

- 581-021-0340 - Exceptions to Prior Consent
- 581-021-0360 – Conditions for the Disclosure of Information to other Educational Agencies or Institutions
- 581-021-0380 – Conditions for the Disclosure of Information in Health and Safety emergencies

Memo of Understanding Between Marion County Agencies and School Districts Serving Children
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Appendix F:
Frequently Asked Questions

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Appendix G: Sample Pennsylvania MOU

Sample Memorandum of Understanding/Mutual Aid Agreement

**MEMORANDUM OF UNDERSTANDING
BY AND BETWEEN**

(Law Enforcement Authority)

and

(School Entity)

(Date)

I. Joint Statement of Concern

A. Parties

The following Law Enforcement Authority or Authorities enter into and agree to adhere to the policies and procedures contained in this Memorandum of Understanding (hereinafter "Memorandum"):

The following School Entity or Entities enter into and agree to adhere to the policies and procedures contained in this Memorandum:

B. The purpose of this Memorandum is to establish procedures to be followed when certain specific incidents - described in Section II below - occur on school property, at any school sponsored activity or on any public conveyance providing transportation to or from a school or school sponsored activity, including but not limited to a school bus.

C. It is further the purpose of this Memorandum to foster a relationship of cooperation and mutual support between the parties hereto as they work together to maintain the physical security and safety of the School Entity. Thus, the School Entity may disclose personally identifiable information from an educational record of a student to

the Law Enforcement Authority if a health or safety emergency exists and knowledge of that information is necessary to protect the health or safety of the student or other individuals. In determining whether a health or safety emergency exists, the School Entity may take into account the totality of the circumstances pertaining to a threat to the health or safety of a student or other individuals. If the School Entity determines that there is an articulable and significant threat to the health or safety of a student or other individuals, it may disclose information from education records to the Law Enforcement Authority, if knowledge of that information is necessary for the Law Enforcement Authority to protect the health or safety of the student or other individuals. The School Entity must record the articulable and significant threat to the health or safety of a student or other individuals so that it can demonstrate - to parents, students and the Family Policy Compliance Office - what circumstances led it to determine that a health or safety emergency existed and why the disclosure was justified.

D. Priorities of the Law Enforcement Authority

1. Investigate all incidents reported to have occurred on school property, at any school sponsored activity or on any public conveyance providing transportation to or from a school or school sponsored activity. The investigation of all reported incidents shall involve as little disruption of the school environment as is practicable.
2. Identify those responsible for the commission of the reported incident and, where appropriate, apprehend and prosecute those individuals. Identification and apprehension procedures shall involve as little disruption of the school environment as is practicable.
3. Assist the School Entity in the prevention of the incidents described in Section II of this document.

E. Priorities of the School Entity

1. Create safe learning environments, which support each student's well-being and opportunities to reach their full potential while balancing and protecting the rights of all students within their authority.
2. Establish and maintain cooperative relationships with the Law Enforcement Authority in the reporting and resolution of all incidents described in Section II of this document.
3. Foster partnerships with the Law Enforcement Authority for the education and guidance of students to create a school climate and knowledge base conducive to learning and personal growth.
4. Provide the Law Enforcement Authority with all relevant information and required assistance in the event of a reported incident.

F. Legal Authority

1. The parties to this Memorandum enter into this agreement in accordance with the provisions of the act of March 10, 1949 (P.L. 30, No. 14), as amended, 24 P.S.

§13-1301-A, *et seq.* (hereinafter “Safe Schools Act”), requiring all school entities to develop a memorandum of understanding with local law enforcement which sets forth procedures to be followed when an incident involving an act of violence or possession of a weapon, as further specified in Section II of this document, by any person occurs on school property. Law enforcement protocols shall be developed in cooperation with local law enforcement and the Pennsylvania State Police. 24 P.S. §13-1303-A(c).

2. In so recognizing this legal authority, the parties acknowledge their respective duties pursuant to the Safe Schools Act and hereby agree to support and cooperate with one another in carrying out their joint and several responsibilities thereunder.

II. Notification of Incidents to Law Enforcement

A. Mandatory Notification

The School Entity shall immediately report by the most expeditious means possible to the Law Enforcement Authority the occurrence of any of the following incidents occurring on school property, at any school sponsored activity or on any public conveyance providing transportation to or from a school or school sponsored activity, including but not limited to a school bus:

1. The following offenses under 18 Pa. C.S (relating to crimes and offenses):
 - a. Section 908 (relating to prohibited offensive weapons).
 - b. Section 912 (relating to possession of weapon on school property).
 - i. As used in this Memorandum “weapon” shall include, but not be limited to, any knife, cutting instrument, cutting tool, nunchaku, firearm, shotgun, rifle, metal knuckles, billy club, blackjack, grenade, incendiary device and any other tool, instrument or implement capable of inflicting serious bodily injury.
 - ii. This reporting requirement does not apply to a weapon which is: (a) used, as part of a school-approved program, by an individual who is participating in the program; or (b) an unloaded weapon possessed by an individual while traversing school property for the purpose of obtaining access to public or private lands used for lawful hunting if the entry on school premises is authorized by school authorities.
 - c. Chapter 25 (relating to criminal homicide).
 - d. Section 2701 (relating to simple assault).
 - e. Section 2702 (relating to aggravated assault).
 - f. Section 2706 (relating to terroristic threats).

- g. Section 2709 (relating to harassment).
 - h. Section 2709.1 (relating to stalking).
 - i. Section 2901 (relating to kidnapping).
 - j. Section 2902 (relating to unlawful restraint).
 - k. Section 3121 (relating to rape).
 - l. Section 3122.1 (relating to statutory sexual assault).
 - m. Section 3123 (relating to involuntary deviate sexual intercourse).
 - n. Section 3124.1 (relating to sexual assault).
 - o. Section 3124.2 (relating to institutional sexual assault).
 - p. Section 3125 (relating to aggravated indecent assault).
 - q. Section 3126 (relating to indecent assault).
 - r. Section 3127 (relating to indecent exposure).
 - s. Section 3301 (relating to arson and related offenses).
 - t. Section 3307 (relating to institutional vandalism), when the penalty is a felony of the third degree.
 - u. Section 3502 (relating to burglary).
 - v. Section 3503(A) AND (B)(1)(V) (relating to criminal trespass).
 - w. Section 3701 (relating to robbery).
 - x. Section 3702 (relating to robbery of motor vehicle).
 - y. Section 5501 (relating to riot).
 - z. Section 6110.1 (relating to possession of firearm by minor).
2. The possession, use or sale of a controlled substance or drug paraphernalia as defined in "The Controlled Substance, Drug, Device and Cosmetic Act."
- a. As used in this Memorandum, "controlled substance" shall include the possession, use or sale of controlled substances as defined in the act of April 14, 1972 (P.L. 233, No. 64) known as "The Controlled Substance, Drug,

Device and Cosmetic Act” (hereinafter “Drug Act”) including, but not limited to, marijuana, cocaine, crack cocaine, heroin, LSD, PCP, amphetamines, steroids and other substances commonly known as “designer drugs.” *See* 35 P.S. §§ 780-101 *et seq.*

- b. Included in this reporting provision shall be the possession, use or sale of drug paraphernalia, as defined in the Drug Act, including, but not limited to, hypodermic syringes, needles and, depending on the circumstances, rolling papers, as well as all other equipment or materials utilized for the purpose of ingesting, inhaling, or otherwise introducing controlled substances into the body. *See* 35 P.S. § 780-102.
3. Attempts, solicitation or conspiracy to commit any of the offenses listed in subsections (1) and (2).
4. An offense for which registration is required under 42 Pa. C.S. § 9795.1 (relating to registration).
5. Purchase, consumption, possession or transportation of liquor or malt or brewed beverages by a person under 21 years of age. *See* 18 Pa. C.S. § 6308(a).

B. Discretionary Notification

The School Entity may report to the Law Enforcement Authority the occurrence of any of the following incidents occurring on school property, at any school sponsored activity or on any public conveyance providing transportation to or from a school or school sponsored activity, including but not limited to a school bus:

1. The following offenses under 18 Pa. C.S (relating to crimes and offenses):
 - a. Section 2705 (relating to recklessly endangering another person).
 - b. Section 3307 (relating to institutional vandalism), when the penalty is a misdemeanor of the second degree.
 - c. Section 3503(b)(1)(i), (ii), (iii) and (iv), (b.1) and (b.2) (relating to criminal trespass).
 - d. Chapter 39 (relating to theft and related offenses).
 - e. Section 5502 (relating to failure of disorderly persons to disperse upon official order).
 - f. Section 5503 (relating to disorderly conduct).
 - g. Section 6305 (relating to sale of tobacco).
 - h. Section 6306.1 (relating to use of tobacco in schools prohibited).

2. Attempt, solicitation or conspiracy to commit any of the offenses listed in subsection (1).

C. Notification of the Law Enforcement Authority when incident involves children with disabilities

[Describe Procedures for response to student behavior as required by 22 Pa. Code § 14.104 (relating to special education plans)] _____

D. Upon notification of the incident to the Law Enforcement Authority, the School Entity shall provide as much of the following information as is available at the time of notification. In no event shall the gathering of information unnecessarily delay notification:

1. Whether the incident is in-progress or has concluded.
2. Nature of the incident.
3. Exact location of the incident.
4. Number of persons involved in the incident.
5. Names and ages of the individuals involved.
6. Weapons, if any, involved in the incident.
7. Whether the weapons, if any, have been secured and, if so, the custodian of the weapons.
8. Injuries involved.
9. Whether EMS or the Fire Department were notified.
10. Identity of the school contact person.
11. Identity of the witnesses to the incident, if any.
12. All other such information as is known to the school authority which can be deemed relevant to the incident under investigation.

E. Additionally, in anticipation of the need for the Law Enforcement Authority to respond to incidents described herein, the School Entity shall furnish the Law Enforcement Authority with the following information:

- a. Blueprints or floor plans of the school buildings;
- b. Aerial photo, map or layout of the school campus, adjacent properties and surrounding streets or roads;
- c. Location(s) of predetermined or prospective command posts;
- d. Current teacher/employee roster;
- e. Current student roster;
- f. Current school yearbook;
- g. School fire-alarm shutoff location and procedures;
- h. School sprinkler system shutoff location and procedures;
- i. Gas/utility line layouts and shutoff valve locations; and

- j. Cable/satellite television shutoff location and procedures.

III. Law Enforcement Authority Response

A. Depending on the totality of the circumstances, initial response by the Law Enforcement Authority shall include:

1. For incidents in progress:
 - a. Meet with contact person and locate scene of incident.
 - b. Stabilize incident.
 - c. Provide/arrange for emergency medical treatment, if necessary.
 - d. Control the scene of the incident
 - i. Secure any physical evidence at the scene
 - ii. Identify involved persons and witnesses
 - e. Conduct investigation
 - f. Exchange information
 - g. Confer with school officials to determine the extent of law enforcement involvement required by the situation
2. Incidents not in progress:
 - a. Meet with contact person
 - b. Recover any physical evidence
 - c. Conduct investigation
 - d. Exchange information
 - e. Confer with school officials to determine the extent of law enforcement involvement required by the situation
3. Incidents involving delayed reporting
 - a. In the event that a reportable incident occurs on school property, at a school sponsored event, or on any public conveyance providing transportation to or from a school or school sponsored activity after the conclusion of the school day or after the conclusion of the event at which the incident occurred, the School Entity shall report the incident to the Law Enforcement Authority immediately upon its notification.
 - b. If such incident is initially reported to the School Entity, the School Entity shall proceed as outlined in paragraphs II (A – C) above.
 - c. If the incident is initially reported to the Law Enforcement Authority, Law Enforcement Authority shall proceed directly with its investigation and shall immediately notify the School Entity of the incident, with all pertinent and reportable information, by the most expeditious means possible as if the reporting was not delayed.

B. Custody of Actors

1. Students identified as actors in reported incidents may be taken into custody at the discretion of the investigating law enforcement officer if:
 - a. the student has been placed under arrest;

- b. the student is being placed under investigative detention;
 - c. the student is being taken into custody for the protection of the student; or
 - d. the student's parent or guardian consents to the release of the student to law enforcement custody.
2. The investigating law enforcement officer shall take all appropriate steps to protect the legal and constitutional rights of those students being taken into custody.

IV. Assistance of School Entities

A. In Loco Parentis

1. Teachers, Guidance Counselors, Vice Principals and Principals in the public schools have the right to exercise the same authority as to conduct and behavior over the pupils attending school, during the time they are in attendance, including the time required in going to and from their homes, as the parents, guardian or persons in parental relation to such pupils may exercise over them.
2. School authorities' ability to stand in loco parentis over children does not extend to matters beyond conduct and discipline during school, school activities, or on any public conveyance providing transportation to or from school or school sponsored activity.

B. Notification of Parent or Guardian

1. Taking into consideration the totality of the circumstances, parents or guardians of students involved in acts of violence, possession of weapons, sexual assault, or the possession, use or sale of a controlled substance or the underage possession of alcohol or intoxication from alcohol should be notified of the involvement as soon as possible.
2. The School Entity shall document attempts made to reach the parents or guardians of all victims, witnesses and suspects of incidents reportable to law enforcement authorities pursuant to the terms of this agreement.
3. Except in cases in which the suspect student has been injured and requires medical attention, the decision to notify a suspect's parents or guardians shall be a cooperative decision between school officials and law enforcement authorities.

C. Scope of School Entity's Involvement

1. Victims
 - a. The Law Enforcement Authority does not need to secure parental permission to interview a victim.
 - b. The School Entity shall promptly notify the parent or guardian of a victim when the Law Enforcement Authority interviews that victim. The Law Enforcement Authority shall follow department policies and procedures when

interviewing a victim to ensure the protection of the victim's legal and constitutional rights.

- c. In the event a victim is interviewed by Law Enforcement Authority on school property, a guidance counselor or similar designated personnel shall be present during the interview.
2. Witnesses
 - a. The Law Enforcement Authority does not need to secure parental permission to interview a witness to a reportable incident.
 - b. The School Entity shall promptly notify the parent or guardian of a witness when the Law Enforcement Authority interviews that witness. The Law Enforcement Authority shall follow department policies and procedures when interviewing a witness to ensure the protection of the witness's legal and constitutional rights.
 - c. In the event a witness is interviewed by Law Enforcement Authority on school property, a guidance counselor or similar designated personnel shall be present during the interview.
 3. Suspects
 - a. General Principles: Once the Law Enforcement Authority assumes primary responsibility for a matter, the legal conduct of interviews, interrogations, searches, seizures of property, and arrests are within the purview of the Law Enforcement Authority. The School Entity shall defer to the expertise of the Law Enforcement Authority on matters of criminal and juvenile law procedure, except as is necessary to protect an interest of the School Entity.
 - b. Custodial Interrogation
 - i. Depending upon the individual circumstances of the incident, a juvenile suspect may or may not be competent to waive his/her rights to consult with an interested adult and/or an attorney prior to interrogation by law enforcement authorities.
 - ii. The School Entity shall cooperate with the Law Enforcement Authority to secure the permission and presence of at least one parent or guardian of a student suspect before that student is interrogated by law enforcement authorities.
 - iii. In the event an interested adult cannot be contacted, the School Entity shall defer to the policies, procedures and direction of the investigating Law Enforcement Authority who shall act in a manner consistent with the protection of the student suspect's legal and constitutional rights.
 4. Conflicts of Interest
 - a. The parties to this Memorandum recognize that in the event that a School Entity employee, contractor, or other person acting on behalf of the School Entity is the subject of an investigation, a conflict of interest may exist between the School Entity and the adult suspect.

- b. Where the possibility of such a conflict exists, neither the individual that is the subject of the investigation nor any person acting as his/her subordinate or direct supervisor shall be present during Law Enforcement Authority's interviews of student co-suspects, victims or witnesses by the Law Enforcement Authority.
- c. Neither the individual who is the subject of the investigation, nor his/her subordinate(s) and/or direct supervisor(s) shall be informed of the contents of the statements made by student co-suspects, victims or witnesses, except at the discretion of the Law Enforcement Authority or as otherwise required by law.

D. Reporting Requirements and Exchange of Information

1. The Law Enforcement Authority shall be governed by the following reporting and information exchange guidelines:
 - a. Criminal History Record Information Act, 18 Pa. C.S. §§ 9101 *et seq.*
 - b. The prohibition against disclosures, specified in paragraph IV(C)(4) of this Memorandum.
2. When sharing information and evidence necessary for the Law Enforcement Authority to complete their investigation, the School Entity shall:
 - a. Comply with the Federal Educational Rights and Privacy Act (FERPA), 20 U.S.C. § 1232g and its implementing regulations at 34 C.F.R. § 99.1 *et seq.*, and 22 Pa. Code §§ 12.31-12.33 and any amendments thereto.
 - b. Comply with the requirements of the Public School Code of 1949, 24 P.S. §§ 13-1303-A and 13-1317.2 and any amendments thereto.
 - c. Complete reports as required by the Public School Code of 1949, 24 P.S. § 13-1303-A and any amendments thereto.
3. All school entities are required submit an annual report, which will include violence statistics and reports to the Department of Education's Office of Safe Schools. This annual report must include all new incidents described in Section II (A) above. Prior to submitting the required annual report, each chief school administrator and each police department having jurisdiction over school property of the School Entity shall do the following:
 - a. No later than thirty days prior to the deadline for submitting the annual report, the chief school administrator shall submit the report to the police department with jurisdiction over the relevant school property. The police department shall review the report and compare the data regarding criminal offenses and notification of law enforcement to determine its accuracy.
 - b. No later than fifteen days prior to the deadline for submitting the annual report, the police department shall notify the chief school administrator, in writing, whether the report accurately reflects police incident data. Where the police department determines that the report accurately reflects police incident data, the chief of police shall sign the report. Where the police department determines that the report does not accurately reflect police incident data, the police department shall indicate any discrepancies between the report and police incident data.

- c. Prior to submitting the annual report, the chief school administrator and the police department shall attempt to resolve discrepancies between the report and police incident data. Where a discrepancy remains unresolved, the police department shall notify the chief school administrator and the office in writing.
- d. Where a police department fails to take action as required under clause (a) or (b), the chief school administrator shall submit the annual report and indicate that the police department failed to take action as required under clause (a) or (b).
- e. Where there are discrepancies between the School Entity's incident data and the police incident data, the following shall occur:
[Describe procedure to be followed for the resolution of school violence data discrepancies prior to filing the annual report]

V. Media Relations

A. Release of information

- 1. The release of information concerning incidents reportable to the Law Enforcement Authority pursuant to the terms of this Memorandum shall be coordinated between the Law Enforcement Authority and the School Entity.
- 2. The parties shall release as much information as is allowable by law with due deliberation given to the investigative considerations and the need to limit disruptions to school functions and protect the privacy of the students and staff involved.

VI. General Provisions

- A. This Memorandum is not intended to and does not create any contractual rights or obligations between the signatory Law Enforcement Authority, the signatory School Entity, any additional signatory authorities or entities, or their respective officer, employees, agents or representatives.
- B. This Memorandum may be amended, expanded or modified at any time upon the written consent of the parties, but in any event must be reviewed and re-executed within two years of the date of its original execution and every two years thereafter.
- C. In the event of changes in state or federal law which necessitate changes to this Memorandum, the parties shall collaborate to amend this Memorandum to assure compliance by the parties with state and federal requirements.

D. All parties to this Memorandum will communicate fully and openly with each other in order to resolve any problems that may arise in the fulfillment of the terms of this Memorandum.

AND NOW, this ____ day of _____, 200__, the parties hereby acknowledge the foregoing as the terms and conditions of their understanding.

Chief School Administrator

School Entity

Chief Law Enforcement Authority

Law Enforcement Authority

Building Principal

School Building

Appendix H: History of School Resource Officer Program

History of the First SRO Program

Prior to the 1950's, the concept of a "School Resource Officer" was not widely heard of. Most educational interaction between school and local law enforcement was done on an informal basis and by request. Such topics as bicycle safety, child molesters, traffic safety were common.

The First School Resource Officer Program

In the late 1950's, the first SRO program was started in Flint, Michigan. It's overall goal was to improve the relationship between local police and youth. Officers were placed in schools on a full time basis for the first time ever. They served as teachers and counselors. A survey given at that time allowed for a look at the attitudes youth had about law enforcement.

The program was determined to be a huge success and Flint, Michigan became a model for future school resource officer programs across the country. Positive evaluations have kept the program in place for over 40 years.

Expansion and Other Successful SRO Programs

1963: Tucson, Arizona

Officers were assigned to Junior High Schools. Their primary goal was to improve the relationship between police and juveniles. The success of the program prompted expansion into local high schools.

1966: Siginaw, Michigan

This program differed from others in the matter that resources did not allow then to assign just one school to the SRO. Two officers were in charge of covering all the schools in the city; two high schools, five junior high schools, and twenty seven elementary.. The program quickly realized the diminishing effects of spreading their officers so thin and the changes in attitudes towards law enforcement were not as noticeable as in other communities.

1967: Cincinnati, Ohio

Classroom contact was the primary goal. Although the program followed the now generally accepted "Triad" approach to SRO policing, the Cincinnati officers minimized their law

enforcement activities, except in emergency situations. A study conducted in 1969 showed the program was a success and the attitudes towards law enforcement had improved.

1968: Los Angeles

This program combined the efforts of the local police and Sheriff's department. Officers and the Deputies were assigned to junior high schools on a full time basis. They assumed the role of an informal counselor and became a resource for parents, students and staff. Again, the role of the law enforcement officer was not as prevalent as in today in most SRO programs, but evolutions showed the program was successful and it expanded to include high schools.

1968: Tulare, California

One officer was assigned to cover two junior high schools. Duties were to patrol campus, prevent crimes, teach law related education and counsel students, and spent a large portion of their time as disciplinarians. Thus, a change in attitudes towards law enforcement was minimal. Evaluations though did show a large decrease in juvenile crime and arrest rates decreased by 52% in two years. The California Youth Authority wrote the program was very positive and needed to expand to cover the high schools.

1969: Miami, Florida

The Miami Police Department started their first program during the 1969-70 school year. A large impetus was Chief Bernard Garmire who came from Tucson, Arizona where the SRO program had long been in place. The program soon expanded from Miami to the remainder of Dade County. Evaluations showed the program to be effective at strengthening the relationship between youth and law enforcement.

1972: Orlando, Florida

The Orlando Police Department started a pilot program in 1972. Officers were placed full time in two junior high schools. Evaluations also showed the program to be effective in reducing crime and improving the attitudes towards law enforcement. The program was soon expanded to all Orange County junior and high schools.

1975: Hillsborough County, Florida

Officers serving as teachers, counselors, and law enforcement were placed in the junior high schools in 1975. Positive evaluations soon prompted expansion into all junior and high schools in the county. The program included both the Sheriff's department and the local police department.

Sherling, Kathy. (1998). National Association of School Resource Officers: Basic Course Manuel. Florida: NASRO, Inc

Appendix I

Guidelines for Successful Partnerships between School Districts and Law Enforcement Agencies

Tennessee Department of Education

Division of Resources and Support Services
Office of School Safety and Learning Support

**Recommended Standards for the Eligibility, Qualifications
and Training of School Resource Officers:**

*Guidelines for Successful Partnerships between Schools Districts and Law Enforcement
Agencies*

March 15, 2007

Background

T.C.A. 49-6-42 provides that the Commissioner of Education working with the Commissioner of Safety recommend “employment standards for the eligibility, qualifications and training requirements for school resource officers.” Attached you will find employment standards for school resource officers. You will also find guidelines for effective partnerships between local education and law enforcement agencies. Both agencies have a long history of partnering together for the safety of students. Strong relationships strengthened the ability of both agencies to prepare for and respond to criminal and/or threatening incidents that occur in school settings. Well developed school resource officer programs provide the crucial link between school districts and law enforcement agencies in their continued efforts to establish and maintain safe and secure learning environments.

Defining School Resource Officers

In the process of developing employment standards, it was noted that there were varying definitions for school resource officers across the state. For purposes of this document, school resource officers are defined as uniformed, duly sworn, post-certified officers who are regularly assigned to a school setting. SROs are employed by local law enforcement agencies and act as liaisons between the police, the school and the community.

Acknowledgements

Numerous agencies, resources, field experts and practitioners were consulted and/or participated in developing the following recommendations. Acknowledgements are appropriate for the following agencies that provided leadership in this project:

The Center for the Prevention of School Violence
Governor’s Office of Homeland Security
Haywood County Sheriff’s Department
Kentucky Center for School Safety
Maury County Schools
Maury County Sheriff’s Department
Montgomery County Sheriff’s Department
National Association of School Resource Officers
North Carolina Justice Academy
Office of the Attorney General of Florida
Rutherford County Sheriff’s Department
Tennessee Association of Chiefs of Police
Tennessee Association of School Resource Officers
Tennessee Department of Education
Tennessee Department of Safety
Tennessee Highway Patrol (Dare Unit)
Tennessee School Boards Association

Tennessee Sheriff's Association
United States Department of Justice (COPS)
University of Tennessee County Technical Assistance Service
Virginia Department of Criminal Justice Services

Goal 1: Establish Roles and Responsibilities that Support the Mutual Goals and Objectives of the School Resource Officer Program

Recommendation #1

The Director of Schools and the Sheriff and/or Chief of Police should work together to define the goals of the program, the role of the school resource officer and the general framework under which the program will operate.

Rationale: It is important that all parties have a clear understanding of the program goals. SRO programs vary in the extent to which officers are engaged in educational or mentoring activities. For example, many school resource officer programs use the triad plus one model to define the role of the SRO to include that of a teacher and counselor as well as law enforcement officer.

As a rule, school officials are responsible for all disciplinary matters, while the school resource officer will be responsible for responding to all criminal acts committed at the school. Determining what role each agent plays will prevent confusion and support the development of strong partnerships.

Recommendation #2

Although school resource officers are employed, supervised and assigned by local law enforcement agencies, school administrators should be involved in the selection process. School personnel should have input in the decision to assign and retain a school resource officer.

Rationale: Since a close working relationship is vital to the success of the school resource officer program, it is important that school administrators have confidence in the person selected for the position. Although school resource officers are hired by the local police department, the school district should have input in assigning SROs to a school building. School resource officers must also understand and respect the role that the principal plays as the building supervisor and physical plant manager.

Recommendation #3

A written contract or Memorandum of Understanding (MOU) should be developed to ensure that both the law enforcement agency and the school district understand the duties and responsibilities of each.

Rationale: Successful partnerships require that all parties are involved in the planning process and have a clearly-defined role. A Memorandum of Understanding (MOU) or other written agreement helps clarify expectations and avoid operational problems. *(Examples of Memorandums of Understanding can be found under additional web resources)*

Recommendation #4

Any funding for SROs provided to a law enforcement agency by the local board of education should be accomplished via an inter-local agreement.

Rationale: Under the provisions of Tennessee Code Annotated (5-1-113), “The county legislative body of any county and the chief legislative body of any one (1) or more municipalities lying within the boundaries of the county are authorized and empowered to enter into any such agreements, compacts or contractual relations as may be desirable or necessary for the purpose of permitting the county and the municipality or municipalities to conduct, operate or maintain, either jointly or otherwise, desirable and necessary services or functions.”

The Department’s Office of Internal Audit recommends that if funds are going to be transferred between agencies that the following items be considered when creating an inter-local agreement:

- A description of each type of service to be provided
- A description of the location(s) the service will be provided
- A description of the unit to be used to measure or quantify each type of service for billing purposes
- The amount that will be billed per unit of service
- The supporting documentation, such as time sheets and other records, that should be prepared, submitted, and filed to support the costs of the program
- A description of the billing cycle
- The time period for which funding will be provided
- The maximum dollar amount that will be paid for the time period of the inter-local agreement
- If applicable, a description of how ancillary costs, such as travel, supplies, etc., are to be documented and billed

Goal 2: Select Qualified Candidates

Recommendation #1

School resource officers must be post-certified, sworn officers of a law enforcement agency within the jurisdiction that includes the school community being served.

Rationale: A school resource officer is first and foremost a law enforcement officer serving a jurisdiction that includes the school community. His or her specific “beat” is the school.

Recommendation #2

School resource officers should have at least 2 years experience as a police officer or the equivalent.

Rationale: Working in a non-traditional setting presents unique challenges. School resource officers need to have the expertise and experience of traditional police work to draw upon in performing their duties in a school setting. A seasoned officer is more likely to have developed the attributes needed to work in a school environment.

Recommendation #3

Not only should school resource officers be selected based on specific qualifications, but also a genuine desire to work with youth.

Rationale: Due to the nature of the position, school resource officers spend the majority of their time interacting with youth. Officers that have a sincere desire to work with students are promising candidates for the position. The ability of a school resource officer to connect with students and provide positive and enriching relationships is a very important trait and will have a positive effect on the school’s overall climate.

Goal 3: Coordinate Ongoing Partnerships and Trainings for School Resource Officers and School Officials

Recommendation #1

School resource officers should receive 40 hours of specialized training provided by the Department of Justice, the National Association of School Resource Officers, or other appropriate and recognized entities.

Rationale: The role of a school resource officer is significantly different than that of a traditional patrol officer. The position requires skills and knowledge that may not be addressed in traditional law enforcement training. Therefore, it is important for school resource officers to receive specialized training that will prepare them to work in a school setting.

Recommendation #2

After the initial training, school resource officers should attend 16 hours per year of training specific to their school resource officer duties.

Rationale: To ensure that school resource officers remain up-to-date with school related issues, trends, and best practices, it is important that ongoing training take place. This will provide the officer with the knowledge and ongoing professional development necessary to effectively do his or her job.

Recommendation #3

School resource officers and school personnel should collaborate in planning and training for emergencies and school safety. Furthermore, both should take an active role in training school personnel regarding emergency management issues.

Rationale: School resource officers should work closely with school officials in the development and implementation of school safety plans. These plans should include and engage other first responders in the community.

Recommendation #4

Within the bounds of the Family Educational Rights and Privacy Act (FERPA), the school district and the law enforcement agency should participate in an open exchange of information and resources to better serve the community and students.

Rationale: To best serve both the school district and the law enforcement agency, it is important that lasting, long-term collaborations take place. In addition to the previously cited MOU, it may be necessary to formalize information-sharing procedures in order to address student confidentiality concerns.

Additional Web Resources

National Association of School Resource Officers

www.nasro.org

Office of Community Oriented Policing Services

www.cops.usdoj.gov

Tennessee School Resource Officers Association, Inc.

www.tnsro.com

Kentucky Center for School Safety

www.kycss.org/law/sro/

The Center for Prevention of School Violence

www.ncdjjdp.org/cpsv/sro.htm (*Sample MOU*)

North Carolina Justice Academy

www.jus.state.nc.us/NCJA/w-hs-srocert.htm

Comparison of Program Activities and Lessons Learned among 19 School Resource Officer
(SRO) Programs

www.ncdjjdp.org/cpsv/Acrobatfiles/SRO_Natl_Survey.pdf

The Virginia School Resource Officer Guide

www.dcjs.virginia.gov/forms/cple/sroguide.pdf (*Sample MOU*)

Office of the Attorney General of Florida

www.myfloridalegal.com/pages.nsf/4492d797dc0bd92f85256cb80055fb97/25249121322a8d7a85256cca00575d2b!OpenDocument

Tennessee School Safety Center

<http://www.tennessee.gov/education/learningsupport/index.html>

Rutherford County Sheriff's Department

<http://www.rutherfordcounty.org/so/sro.htm>

Maury County Sheriff's Department

www.maurycounty-tn.gov/sheriff/SRO.htm

Appendix J: PhD Dissertations Using Modified Delphi Method Study

Skulmoski, Hartman, & Krahan (2007)

Dissertation Author	Delphi Focus	Rounds	Sample Size
Silverman (1981)	Develop appropriate content and objectives for a junior high school Death and Dying curriculum	3	50
Watson (1982)	Provide an operational definition for the concept of therapeutic paradox based on results from a Delphi study using a panel of experts involved in pooling information and opinions about therapeutic paradoxes.	4	26
Wilke (1982)	Forecast the potential future of the General Instruction Physical Education Program in higher education.	3	100
Lecklitner (1984)	Identify and evaluate a set of strategies for advancing the rights of the chronically mentally ill in the community	2	345
Ayers (1985)	Identify the major future changes in leadership roles of public school administrators	3	82
Rosenbaum (1985)	Identify what knowledge, skills, and experiences will be needed by college graduates for careers in nonbroadcast telecommunications industries during the 1980s, and to construct a descriptive curriculum designed to prepare students adequately for those future careers.	4	144
Thomson (1985)	Identify the appropriate and inappropriate uses of humor in psychotherapy and identify emerging themes regarding its use.	4	56

Brown (1988)	Identify the ethical dilemmas known to be encountered by University or College Counseling Center Directors in the practice of their professional responsibilities in University or College Counseling Centers	3	28
Ford (1989)	Examine the reactions of health experts toward the use of an innovative telephone-implemented medical self-care model, to find ways the model could be used to redefine how lay people enter the health system, and to determine the appropriate time to develop such a model.	2	26
Cramer (1990)	Investigate the areas of disagreement among experts on important issues in the education of the gifted in the United States.	3	29
Warner (1990)	Identify the needed competencies of a recreational foodservice manager.	3	35
Chapman (1992)	Identify the issues that would confront photography education by the year 2000, and determine if there were differences between photography experts in the private sector and photography experts at California state university campuses in their perceptions of the importance of these issues.	3	51
Braguglia (1994)	Achieve an understanding of the knowledge, skills and attitudes needed by merchandising students for entry-level executive positions in the fashion industry.	3	30
Nolan (1994)	Identify the possible, probable, and preferable future of education in three areas: (1) business and school partnerships; (2) the curriculum and design of the learning environment; and (3) technology's role.	3	11
Shook (1994)	Identify the key change agents, and the techniques to effect those change agents related to the transition from an industrial arts program to a technology education.	3	45
Schmidt (1995)	Examine how intuition is characterized and developed.	3	43

Menix (1997)	Compare the change management concepts validated by nurse educators in baccalaureate nursing programs with those concepts validated by baccalaureate prepared nurse managers in mid-level management positions in healthcare delivery environments.	2	16
Good (1998)	Identify recommendations for the future of physical education.	3	30
Krebsbach (1998)	Determine a set of learning outcomes for students in community and technical colleges in order for the learner to function in the major life places of work, community, and family.	3	61
Yang (1998)	Guidelines for integrating the contents from the world wide web into the art teacher education curriculum.	3	32
Carman (1999)	Investigate the technology infrastructures that will have an impact on school systems in West Virginia that desire to either retrofit existing high school structures or construct new ones.	3	21
Branch (2000)	Determine and prioritize subject matter content for an environmental education program to be delivered to farmers.	2	41
Costa (2000)	Assess the future directions and strategies of sport management research.	3	17
Prestamo (2000)	Develop a comprehensive inventory of the computer and related technology skills required of reference librarians in academic libraries.	2	14
Richards (2000)	Identify the competencies and the supporting skills and knowledge in public health informatics for public health informaticians and for general public health practitioners.	2	23
Shuman (2000)	Explore the implementation process of a distance learning initiative using televised instruction in an urban university.	3	12

Wei (2000)	Determine if a consensus could be reached between Taiwanese professors and teachers about desired competencies for kindergarten teachers that could be examined during a simulated teaching performance test.	2	28
Whittinghill (2000)	Identify the initial curriculum components necessary for the preparation of graduate-level substance abuse counselors.	3	28
Friend (2001)	Identify essential job tasks and functional categories of ADA Coordinators in public institutions of higher education.	3	8
Cabaniss (2001)	Assess how much and in what ways counselor experts believe computer-related technology (CRT) is being utilized by professional counselors today.	3	21
Skulmoski (2002)	Identify the soft competencies IS team members require to be successful in IS projects.	3	17
Christian (2003)	Essential characteristics of health education accreditation site visit team members.	3	31
Kincaid (2003)	Identify student and faculty perceptions of factors that facilitate or hinder learning in web-based courses.	5	27
Vazquez (2003)	Assess a potential set of items to evaluate participatory ethics in rehabilitation counseling.	3	12
Zanetell (2003)	Develop global and local visions for assessment; stakeholder involvement; and evaluation of water resource management.	3	30
Alexander (2004)	Identify trends or events that are likely to occur between 2004 and 2010 that will influence the future of California charter schools and determine the probability and the potential impact of these trends and events.	4	15

Holmes (2005)	Identify and investigate the nature of emerging practice within the profession of occupational therapy, its rewards and challenges, and the professional competencies for practice.	3	24
Levinson (2005)	Gain consensus on a definition of multicultural children's literature.	3	25
Tsou (2005)	Investigate the consensus of opinion or tow groups, Taiwanese university vocational educators and five star hotel managers, regarding the components of an effective hospitality management internship program.	3	20
Topper (2006)	Seek consensus for those best practices and strategies that are seen as paramount for succession planning and business survival by executives from privately controlled organizations.	3	37

Appendix K

Research Consent Form for High School Principals and School Resource Officers

THE UNIVERSITY OF TENNESSEE
INSTITUTE FOR PUBLIC SERVICE
CENTER FOR EFFECTIVE LEADERSHIP

Research Consent Form: Secondary Principals and School Resource Officers

- **Study Title**

Understanding the Perceived Roles and Responsibilities of Tennessee Secondary School Principals and School Resource Officers

- **Performance Site**

All secondary school principals and school resource officers in Tennessee who have volunteered to participate.

- **Contact Information**

The following investigator is available for questions about this particular study:

- Macel Ely II, 865-974-6624

I may address any questions about my rights as a participant in the study by contacting:

- Macel Ely II, 865-974-6624 or Kasey Draney, 865-974-0488

- **Purpose of the study**

The purpose of this study is to investigate the perceptions of secondary school principals and school resource officers in the State of Tennessee as to who is in charge when school security is breached in their local jurisdictions. Such information will enable the University of Tennessee's Institute for Public Service to better

understand the areas of training that might be needed in regards to issues of school security.

- **Study procedures**

I understand that I am participating in a study of school security and leadership for the University of Tennessee's Institute for Public Service. I agree to be interviewed about the perceptions that exist in relationship to school security in secondary schools in Tennessee. I understand that I will not be identified specifically, except by number. During data analysis, completed instruments and investigator notes will be secured in the principal investigator's office in a locked cabinet, with the principal investigator possessing the only key to the cabinet.

- **Risks**

I understand that the risks involved with participation in this study are minimal. Inadvertent release of interview information may be a risk. However, confidentiality is insured through identification of schools by Names of US Presidents (Washington, Lincoln, Roosevelt, etc.), identification of secondary principals by number (Washington-1, Washington-2, Lincoln-1, etc.), and identification of secondary school resource officers by alphabet (Washington-A, Washington-B, Lincoln-A1, etc.) I understand that recordings of interviews, transcriptions of these interviews, and all data analysis will be kept in a locked cabinet in the office of the principal investigator who possesses the only key to the cabinet. I understand that all audiotapes will be destroyed at the conclusion of the study. Therefore, confidentiality in the study is insured and risks are minimal.

- **Benefits**

Potential benefits from participation in this research include a greater awareness of the perceptions of secondary school principals and school resource officers in issues relating to school security. Such feedback will also contribute to the larger scholarly community about the perceptions of secondary school principals and school resource officers.

- **Right to refuse**

I understand that I may choose not to participate and I may withdraw from the study at any time without penalty. If I withdraw from the study, my interview transcription and the accompanying audiotape will be destroyed.

- **Privacy**

Results of the study may be published but no names or identifying information will be included in the publication. Subject identity will remain confidential unless disclosure is required by law.

- **Signatures:** This study has been discussed with me and all my questions have been answered. I may direct additional questions regarding study specifics to the investigators. I am 18 years of age or older. I freely consent to participate in the study described above and acknowledge the investigator's obligation to provide me with a signed copy of this consent form.

Signature of Subject

Date

Signature of Investigator

Date

Appendix L

Letter of Request for Collection of Data



105 Student Services Building
Knoxville, Tennessee 37996-0213
Phone: (865) 974-6621
(865) 974-1528
www.ips.tennessee.edu

June 2, 2009

To whom it may concern:

This letter is to acknowledge the Center for Effective Leadership, a division of the UT Institute for Public Service, has requested its employee Macel Ely to study, interview, and collect data from Tennessee School Principals, School Resource Officers, and officials of the Tennessee Department of Education. The purpose of this study will be to uncover the perceptions for roles and responsibilities of principals and school resource officers in the state. Findings may be helpful in suggesting new training courses to develop for our agency.

Sincerely,

Tom Kohntopp, PhD.
Center for Effective Leadership
Program Manager

Appendix M

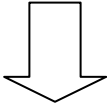
Interview Questions for High School Principals

Principal # Date: 17 June 2009 Location: TN Secondary Schools Principals Conference

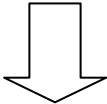
1. **How long have you been a principal at your current location?**

Years  _____ 0-2 Years _____ 5-9 Years _____ 15+
_____ 3-5 Years _____ 10-15 Years

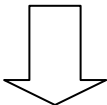
2. **In what ways does your school limit grounds access during the school day?**



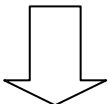
3. **Do you feel safe at your school? Why or why not?**



4. **Do students feel safe at your school? Why or why not?**



5. **What are your responsibilities in regards to campus security?**

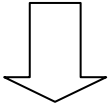


6. **Do you have a School Resource Officer on campus?**

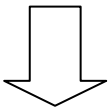
NO \implies Skip to Question # 9

YES \implies Proceed to Question # 7

7. **What are the roles and responsibilities of your School Resource Officers?**



8. **Describe your relationship with the School Resource Officer?**



9. **Have you ever had a conflict with the School Resource Officer?**

NO \implies Proceed to Question # 10

YES \implies Can you describe the conflict(s)?

10. **Does your school have a Memorandum of Understanding in place to define the roles and responsibilities of your job and the School Resource Officer's job?**

NO \implies Interview is Finished!

YES \implies Proceed to Question # 11

UNSURE \implies Interview is Finished!

11. **Did any of your role and responsibilities change with the implementation of the Memorandum of Understanding?**

NO \Rightarrow Proceed to Question # 12.

YES \Rightarrow How so?

Proceed to Question # 12.

UNSURE \Rightarrow Proceed to Question # 12.

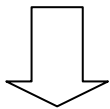
12. **Was the implementation of the Memorandum of Understanding a “positive” or “negative” event for those involved? Please explain.**

NEGATIVE \Rightarrow

POSITIVE \Rightarrow

UNSURE \Rightarrow

13. **Which parties were involved in the development process of your Memorandum of Understanding?**



14. **Would you suggest any changes or revisions to your school’s current Memorandum of Understanding? Please explain.**

NO \Rightarrow

YES \Rightarrow

UNSURE \Rightarrow

15. **Do you believe your school is safer as a result of having a Memorandum of Understanding with your local law enforcement agency? Please explain.**

NO

YES

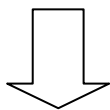
UNSURE

Appendix N

Interview Questions for School Resource Officers

Officer # Date: 16 June 2009 Location: TN Schools Resource Officers Conference

1. **How long have you been a School Resource Officer at your current location?**



_____ 0-2 Years

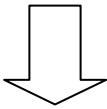
_____ 5-9 Years

_____ 15+ Years

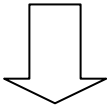
_____ 3-5 Years

_____ 10-15 Years

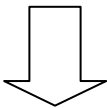
2. **In what ways does your school limit grounds access during the school day?**



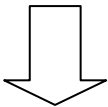
3. **Do you feel safe at your school? Why or why not?**



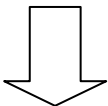
4. **Do students feel safe at your school? Why or why not?**



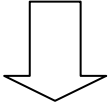
5. **What are your responsibilities in regards to campus security?**



6. **What are the roles and responsibilities of your School Principal in regards to campus security?**



7. **Describe your relationship with the School Principal?**



8. **Have you ever had a conflict with the School Principal?**

NO \implies Proceed to Question # 9

YES \implies Can you describe the conflict(s)?

10. **Does your school have a Memorandum of Understanding in place to define the roles and responsibilities of your job and the School Principal's job?**

NO \implies Interview is Finished!

YES \implies Proceed to Question # 10

UNSURE \implies Interview is Finished!

11. **Did any of your role and responsibilities change with the implementation of the Memorandum of Understanding?**

NO \implies Proceed to Question # 11

YES \implies How so?

Proceed to Question # 12

UNSURE Proceed to Question # 12

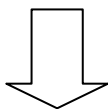
12. **Was the implementation of the Memorandum of Understanding a “positive” or “negative” event for those involved? Please explain.**

NEGATIVE

POSITIVE

UNSURE

13. **Which parties were involved in the development process of your Memorandum of Understanding?**



14. **Would you suggest any changes or revisions to your school’s current Memorandum of Understanding? Please explain.**

NO

YES

UNSURE

15. **Do you believe your school is safer as a result of having a Memorandum of Understanding with your local law enforcement agency? Please explain.**

NO

YES

UNSURE

Writing Guide for a Memorandum of Understanding (MOU)





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Communications Interoperability Continuum

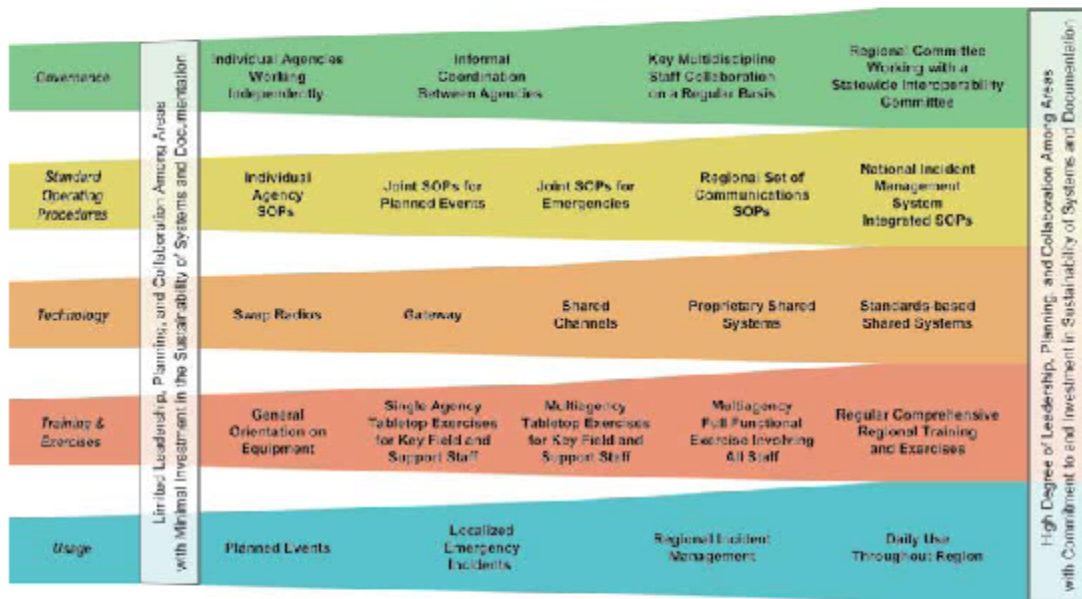


Figure 1

Writing Guide for a Memorandum of Understanding (MOU)

Overview and Background

With its Federal partners, SAFECOM provides research, development, testing and evaluation, guidance, tools, and templates on communications-related issues to local, tribal, state, and Federal emergency response agencies. A communications program of the Department of Homeland Security's Office for Interoperability and Compatibility, SAFECOM is managed by the Science and Technology Directorate.

SAFECOM helps the public safety community and local, tribal, state, and Federal policy makers address critical elements for success as they plan and implement interoperability solutions. The program is working with the public safety community to encourage a shift from a technology-centric approach to a comprehensive focus on improving interoperability. Although technology is critical for improving interoperability, other elements, including governance, standard operating procedures, training and exercises, and usage of interoperable communications, play a vital role.

To assist this shift to a comprehensive focus on interoperability, SAFECOM worked with public safety practitioners and local communities to develop a comprehensive framework called the Interoperability Continuum (see Figure 1).

SAFECOM developed the Interoperability Continuum in accordance with its locally driven philosophy and its practical experience in working with communities across the Nation. The Continuum visually depicts the core facets of interoperability according to the stated needs and challenges of the public safety community and aids the efforts of public safety practitioners and policy makers to improve interoperability.

One of SAFECOM's goals is to provide the public safety community with tools to progress along all elements of the Continuum. This tool focuses on the Governance element of the Continuum and is specifically aimed to help communities interested in establishing formal agreements, such as Memorandums of Understanding (MOU), to address multi-organization coordination and communications.



- Purpose** This tool provides guidance for developing an MOU. It includes:
- Recommendations for structuring the MOU
 - Questions to consider when generating content for each section
 - Sample language to illustrate how a community could write each MOU section

How To Use This Tool This tool is intended to be your guide for writing an MOU. The document is laid out in a recommended MOU structure with suggested headings for each section. Each section poses questions to consider to help guide you when writing content for it. Sample paragraphs are included for your reference; however, it is important to note that the sample paragraphs are geared for illustration purposes toward a specific MOU example. The sample used in this document is for a city that is setting up an MOU among disciplines for the use of an intra-jurisdictional interoperability channel. Further, each community's MOU language will need to be modified according to the purpose of the agreement. The sample paragraphs provide examples and guidance only and should *not* be taken literally.

This document does not address every issue that jurisdictions may face when seeking to establish an MOU. An MOU should be customized to the capability or resource for which it is established and should consider any unique characteristics of the specific community and participating jurisdictions.

MOU Section 1: INTRODUCTION

The introduction section of the MOU helps the reader to understand the agreement content. It describes the need, the agencies involved, why it is necessary to work together, etc. This section should be a simple explanation of the agreement and why it is necessary. It does not need to include details about past efforts or discuss how the agencies reached this level of agreement.



Questions to consider:

- ① For what capability or resource is this MOU being created?
- ② What agencies are participating in the MOU? Include public safety agencies, other governmental bodies, and any private services.
- ③ Why is this MOU necessary?
- ④ What agreements are set forth by this MOU?



[Insert name of city here] public safety agencies recognize the need for interagency communication, interoperability, and cooperation. *[Insert name of city here]* police, fire response, and Emergency Medical Services (EMS) have well-established interoperability capabilities and mutual aid agreements in place. While these plans and agreements formally extend beyond jurisdictions, they tend to remain intra-discipline in practice. Today's public safety realities have highlighted the need for agencies to work together to establish communications interoperability and mutual aid plans—not only across traditional jurisdictional boundaries—but across disciplines as well.

To remedy the intra-discipline communication problem, the *[insert name of city here]* public safety agencies, *[insert agency names here]*, as well as the public service agencies *[insert agency names]*, have worked cooperatively to develop an intra-jurisdictional interoperability solution. This solution establishes dedicated radio channels with procedures that are accessible on communication equipment used by key public service officials, public safety officials, and public and private service executives.

MOU Section 2: PURPOSE

The purpose section should be a concise statement discussing the intention of the new or proposed capability that makes the MOU necessary. It explains how the agencies involved will use the new capability and under what circumstances.



- ④ To what capability does the MOU apply? When answering this question, consider the questions that follow:
 - a. What is the intended level of command?
 - b. When will it be used?
 - c. How will it be used?



The purpose of the intra-jurisdictional interoperability channel is to provide a command-level communications structure for *[insert name of city here]* and other key support agencies when managing any incident that affects public safety in *[insert name of city here]*. This network transcends traditional or mutual intra-discipline aid in terms of purpose. The intra-jurisdictional interoperability channel ensures an organized method of coordinating *[insert name of city here]* resources to expedite efficient deployment of those resources and serves primarily as a logistics and unified command network.

MOU Section 3: SCOPE

The scope section lists the agencies and jurisdictions to be included in the agreement and describes their relationship. This section can also discuss end users, level of command, level of government, voice and/or data, etc.



- ④ Who are the public safety, public service, and other governmental and non-governmental agencies that will use the capability/resource?
- ④ What is the authorized user command level for the capability/resource?



The scope of the intra-jurisdictional interoperability channel includes *[insert name of city here]* public safety agencies including *[insert name of city here]* police, fire, and EMS, as well as *[insert name of city here]* public service agencies including *[insert public service agency names here]*. Each agency has its own interoperability capabilities beyond the intra-jurisdictional interoperability channel.

MOU Section 4: DEFINITIONS

The definition section describes the operational and technical terms associated with the capability or resource for which the agreement is written. Providing definitions will help avoid confusion and uncertainty.



- ① What are the technical and operational aspects of the capability/resource? Consider including definitions for each.
- ② Are there any community-specific terms or acronyms? Consider including these acronyms and definitions.



The interoperability channels are referred to as *[insert name of capability]*, whether transmitting on the *[insert name of city]* public safety communication system or the city's 800 Megahertz (MHz) trunked communication system. The *[insert name of capability]* is composed of one dedicated Ultra High Frequency (UHF) channel and a dedicated talk group on the city's trunked system that are "cross-patched."

MOU Section 5: POLICY

The policy section of the MOU briefly describes circumstances under which the capability can be used. This section can also mention authorized use, activation, timing, and other circumstances.



- ① When can the capability/resource be used?
- ② When should the capability/resource be considered for use?
- ③ Who has the ability to authorize use of the capability/resource?
- ④ Are there operating procedures associated with this capability/resource? Can specific procedures be referenced?



The intra-jurisdictional interoperability channel is available for use on an as-needed basis any time multidiscipline operations dictate or at the discretion of the mayor's office. At a minimum, use of the channel should be considered during the planning phase for all large preplanned events and incorporated into any written operations plans. In the case of unplanned events, use of the channel will be in accordance with procedures outlined in the *[insert name of capability/resource here]* Standard Operating Procedures (SOP).

MOU Section 6: USER PROCEDURE REQUIREMENTS

This section outlines the obligations of this agreement. For an agreement on sharing an enhanced capability, obligations may include training, exercises, user requirements, responsible parties for ensuring training, and awareness.



- ③ What are the training, exercise, and equipment requirements associated with participating in this MOU?
- ③ Are there additional requirements?
- ③ Are there any financial obligations that must be considered?



By signing this agreement, each agency using the intra-jurisdictional interoperability channel agrees to participate in city-wide drills to the greatest possible extent. The purpose of these procedure requirements is to ensure awareness of the channel and to prepare city personnel for its activation. Agencies with a signed MOU will be permitted to operate on the frequency but are required to provide and maintain their own equipment.

MOU Section 7: MAINTENANCE

The maintenance section designates a responsible party or parties for maintaining equipment, systems, and licenses. The maintenance section can name a jurisdiction, agency, or individual.



- ③ What are the maintenance requirements associated with participating in this MOU?
- ③ Who will own the licenses?
- ③ Who will maintain the equipment?



The *[insert name of city here]* fire department will be responsible for licensing and maintaining the UHF and 800 MHz trunked systems that make up the intra-jurisdictional interoperability channel.

MOU Section 8: OVERSIGHT

The oversight section describes how agencies or jurisdictions will deploy the new capability. It can also describe how the agencies can provide recommendations that affect policy and whether other agencies accept or reject these recommendations. A description of internal agency policy regarding usage of the capability can also be provided.



- ③ What governance structure oversees the use of this capability/resource and enforces all requirements of this MOU?
- ③ Who is the chair of this governance structure and how is he/she appointed?
- ③ What are the participation requirements in this governance structure of agencies entering this MOU?
- ③ How are issues affecting policy, recommendations, and/or subsequent change implemented by the governance structure?
- ③ What is the voting method within the governance structure?
- ③ How do individual agencies establish oversight authority for the capability/resource?



Oversight of the intra-jurisdictional interoperability channel is administered through the *[insert city name here]* Interoperability Committee core members. The committee will be chaired by an appointee of the Mayor. Each agency participating in the use of the channel is required to provide a representative to the Interoperability Committee after entering into this MOU.

Any issues affecting policy, recommendation, and/or subsequent change that alter the purpose of the intra-jurisdictional interoperability channel will be implemented only after a consensus is reached by the Interoperability Committee.

Accordingly, each agency must establish oversight authority and the level of delegation in reference to use of the intra-jurisdictional interoperability channel.

MOU Section 9: RESPONSIBILITY FOR SOP COMPLIANCE

This section assigns responsibility to agencies to ensure Standard Operating Procedures (SOP) for the capability are followed.



- ③ Who is responsible for ensuring the SOPs associated with this capability/resource are followed and that individual agency personnel are trained appropriately?
- ③ How will compliance be carried out?



It is the responsibility of agency heads to ensure that the intra-jurisdictional interoperability channel SOPs are followed when necessary and to ensure that agency personnel are trained appropriately.

MOU Section 10: UPDATES TO THE MOU

This section describes how updates can be made to the MOU. It includes information such as who has the authority to update the MOU, how updates will be made, how participating agencies will be notified of updates, and the types of updates that will require signatures of all participating agencies.



- ③ Who has the authority to update/modify this MOU?
- ③ How will this MOU be updated/modified?
- ③ Will updates/modifications require this MOU to have a new signature page verifying the understanding of changes by each participating agency?



Updates will take place after the Interoperability Committee meets and gains consensus on proposed changes. It is then the responsibility of the committee to decide the best possible method of dissemination to all affected agencies. In the event that a proposed change or technical upgrade to the intra-jurisdictional interoperability channel degrades the capability or changes the purpose of the channel, a new signature page verifying the understanding of changes may be required.

Conclusion

For any area or region to improve communications interoperability, collaboration and participation of pertinent public safety stakeholders in a governing body are essential. A formal governance structure provides a unified front across multiple jurisdictions and disciplines within a particular political constituency. Such unity aids the funding, effectiveness, and overall support for communications interoperability. An MOU is important because it defines the responsibilities of each party in an agreement, provides the scope and authority of the agreement, clarifies terms and outlines compliance issues. It is SAFECOM's hope that this writing guide for an MOU helps practitioners establish the partnerships and authority necessary to achieve an effective governance structure for interoperable communications.

Sample Application

The following can be used to add agencies, jurisdictions, or individuals to the agreement.

This application is submitted by the requesting agency to the chair of the *[governance body]* for participation in the *[name of capability/resource]*. *[Name of capability/resource]* participation is governed by the *[governance body]*. Submission and acceptance of this application grants the authority for the use of the *[name of capability/resource]* as outlined in this MOU and in accord with the *[capability/resource SOP]*. Each agency will need to update its own contact information with the *[governance body]*.

APPROVED BY:

Name	City Executive Representative	Date
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Name	Law Enforcement Representative	Date
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Name	Emergency Management Representative	Date
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Name	Emergency Medical Services Representative	Date
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Name	Fire Service Representative	Date
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Name	Other Agency Representative	Date
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This MOU must be signed by the agency's head or his/her designee and submitted to the appropriate governing body for consideration.

The Department of Homeland Security (DHS) established the Office for Interoperability and Compatibility (OIC) in 2004 to strengthen and integrate interoperability and compatibility efforts in order to improve local, tribal, state, and Federal emergency response and preparedness. Managed by the Science and Technology Directorate, OIC is assisting in the coordination of interoperability efforts across DHS. OIC programs and initiatives address critical interoperability and compatibility issues. Priority areas include communications, equipment, and training. A communications program of OIC, SAFECOM, with its Federal partners, provides research, development, testing and evaluation, guidance, tools, and templates on communications-related issues to local, tribal, state, and Federal emergency response agencies.



Visit www.safecomprogram.gov or call 1-866-969-SAFE

VITA

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