

# National Center Brief

## School Resource Officers: Steps to effective school-based law enforcement

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*Special thanks to Mo Canady, National Association of School Resource Officers; Alicia Castro, The California Endowment; Eduardo Negron, Milwaukee Public Schools; Barrie Becker, Fight Crime: Invest in Kids; and Amy Blaisdell, Education Development Center, Inc., for their guidance and review of this document.*

**September 2013**

For students and educators to achieve their full potential, safe schools are fundamental. Students who report feeling safe in school are more engaged in class, have higher academic achievement, and have lower rates of absenteeism, truancy, and behavioral issues.<sup>1, 2, 3, 4</sup> Likewise, educators who report feeling safe in school are better able to focus on academics, are more likely to remain in their positions, and are better equipped to teach and support students.<sup>5, 6, 7</sup> Feeling safe in school is intrinsically connected to achieving educational outcomes for students and educators alike.

Many communities seek the help of law enforcement to promote school safety and protect schools from violence and disorder. School Resource Officer (SRO) programs that are implemented and sustained through an organized and comprehensive process can help prevent school-based violence, connect at-risk students to needed services, divert youth from juvenile court, and create safe, secure, and peaceful school environments.<sup>8, 9, 10, 11, 12</sup>

Effective school-based law enforcement programs require more than simply stationing officers in schools. Strong SRO programs are built on careful selection and training of officers, well-defined roles and responsibilities, and a comprehensive agreement between the school and the law enforcement agency that fosters collaboration, communication, and ongoing evaluation.<sup>13</sup>

This brief covers the following:

- What SROs are and their roles as educators, informal counselors, and law enforcers
- The potential benefits and pitfalls of school-based law enforcement programs
- The proactive, collaborative role SROs can play in schools
- The value of a comprehensive agreement between the school and the law enforcement agency, and of written guidelines clarifying an SRO's work
- How to properly select and train SROs

## What Are School Resource Officers?

SROs are sworn law enforcement officers who are specially selected and trained to promote safety within schools. Officers are typically employed by law enforcement agencies, such as the local police department or sheriff's office, and are usually funded through local law enforcement or education budgets. Funding may also come from government agencies, such as the Department of Justice's Community Oriented Policing Services (COPS) Office.<sup>14, 15</sup> The school is the SRO's "police beat," or patrol territory, where he or she fulfills a multifaceted role, proactively promoting safety by building trusting relationships with students, staff, and caregivers.

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*First initiated in the 1950s, school-based law enforcement programs have grown in popularity in recent decades. In the 1990s, amid growing fears about juvenile crime, several high-profile school shootings, and increased federal funding for school-based law enforcement programs, more and more communities began assigning officers to schools.<sup>16</sup> From 1997 to 2003, the number of school-based law enforcement officers rose 52 percent, from 9,400 to 14,337.<sup>17</sup> As of 2012, well over 10,000 officers police approximately 40 percent of U.S. schools nationwide, primarily at the secondary school level.<sup>18, 19</sup>*

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School-based law enforcement poses some unique policing challenges. Traditionally, schools focus on promoting academic achievement, while the work of law enforcement centers on creating and maintaining law and order. These differing missions impact how each entity interacts and relates with youth, as well as how each responds to problem behavior. Effective SRO programs encourage dialogue between schools and law enforcement to help bridge the gap across cultures, identify and develop a shared vision, and align school philosophies with SROs' commitment to safety.<sup>20, 21</sup>

Unlike the largely adult populations served by patrol officers or road deputies, SROs predominately serve youth in schools. Youth-centered policing requires crisis intervention training, nuanced communication skills, an enhanced understanding of juvenile justice, and knowledge of and sensitivity to youth social and cognitive development.<sup>22, 23, 24, 25</sup> Full-time, long-term assignments to schools coupled with comprehensive training can help to ensure that SROs build the skills, knowledge, and relationships necessary for serving school populations.<sup>26</sup>

## **The Case for High-Quality SRO Programs**

*In recent years, school-based law enforcement has come under heightened scrutiny. News of officers misusing their power to search, restrain, or arrest youth inside schools raises significant concerns.<sup>27, 28</sup> Some studies have found associations between the presence of school-based law enforcement and increased student arrests and referrals to juvenile court for school discipline issues—often for public order offenses, such as disorderly conduct, disrupting the educational process, or disrupting a public school.<sup>29, 30, 31</sup> Involvement in the juvenile justice system can negatively impact a child’s life trajectory, hindering educational success and raising the risk of adult criminality. These findings elevate the importance of creating an effective SRO program focused on prevention and diversion.*

*These data, however, include all school-based law enforcement programs and are not necessarily specific to comprehensive SRO programs. Some studies and local evaluations indicate that SROs can have a positive impact, resulting in reduced suspensions, arrests for assaults and weapons charges, disciplinary actions, serious school violence, and crime in the areas surrounding schools.<sup>32, 33, 34, 35</sup>*

*Surveys of educators, students, officers, and community members suggest that school-based law enforcement programs are popular and perceived as effective. Respondents report that officers can do the following:*

- *Increase feelings of safety among students, teachers, and administrators<sup>36, 37</sup>*
- *Deter aggressive behavior, and empower staff to maintain order and address behavioral issues in a timely fashion<sup>38, 39</sup>*
- *Diminish classroom time spent on discipline and behavioral disruptions<sup>40, 41</sup>*
- *Improve school safety and reduce school-based crime<sup>42, 43, 44</sup>*
- *Increase the likelihood that students report witnessing a crime,<sup>45</sup> and help reduce community-wide criminality<sup>46</sup>*
- *Improve relationships between law enforcement and youth<sup>47, 48</sup>*

*Existing data suggest that more rigorous research, such as randomized controlled trials, is warranted to assess the true impact of school-based law enforcement broadly, and SROs in particular.<sup>49, 50</sup> Nevertheless, in communities that opt to use school-based law enforcement as part of their school safety strategy, the evidence to date suggests that properly selected, trained, and governed SROs can achieve positive outcomes and avoid the pitfalls linked to some school-based law enforcement programs.*

## A Proactive, Collaborative Approach to School-Based Law Enforcement

SROs focus on prevention and early intervention, reflecting a shift in the law enforcement role from *reactive* (responding to problems as they occur) to *proactive* (identifying and altering the conditions that create school safety issues).<sup>51</sup> A common law enforcement approach to addressing school safety issues is the SARA Model:<sup>52</sup>

- **Scan** the environment to identify patterns in recurrent issues of school safety
- **Analyze** the causes of these patterns to target areas amenable for intervention
- **Respond** with interventions to reduce the frequency or severity of these issues
- **Assess** the impact of interventions, and refine them as needed

Proactive school-based law enforcement relies on positive relationships between officers and students. These relationships build trust between SROs and the student body, reduce school safety issues, and promote perceptions of safety.<sup>53</sup>

Successful SRO programs require cross-sector connections among the school, law enforcement, mental health agencies, and the community.<sup>54</sup> A cross-sector school safety team can align these groups and play an integral role in school-based emergency planning, improving access to resources, and integrating all responders, including law enforcement.<sup>55</sup>

*“If one wants to know what is going on in the community, talk to the students. However, the students must want to talk to you. Therefore, the aim of school policing is to gather intelligence of student activity through student engagement.” —Chief Judge Steven Teske, Clayton County Juvenile Court<sup>56</sup>*

Through their positive relationships with students, SROs can glean knowledge of issues occurring in the community that can impact school safety, which gives them insight into campus threats, community problems, and safety concerns.<sup>57, 58</sup> As a member of the school safety team, SROs can interpret the policies and procedures of the law enforcement agency, share knowledge of community resources, clarify the connections between school and community crime, and help develop effective prevention strategies and interventions. In this way, SROs act as information liaisons, gathering and sharing knowledge across sectors.

# SRO Roles: Educators, Informal Counselors, and Law Enforcers

SROs can fulfill a variety of roles: preventing and responding to school-based crime; fostering positive relationships among law enforcement, educators, and youth; and promoting a positive school climate. The National Association of School Resource Officers (NASRO) advocates for SROs to fulfill a “triad” role encompassing three primary functions: **educator, informal counselor, and law enforcer.**<sup>60, 61</sup>

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*NASRO is a not-for-profit membership organization comprising school-based law enforcement officers, school administrators, and school security officials. NASRO’s mission is to “provide the highest quality of training to school-based law enforcement officers in order to promote safer schools and safer kids.”<sup>59</sup>*

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## Educator

Law enforcement training and experience equip SROs with specialized knowledge that can be particularly valuable in a school environment. SROs extend this knowledge to school staff, students, parents, and the community in several ways.<sup>62, 63, 64, 65</sup>

- **Teaching school staff.** SROs can lead in-service trainings, educate staff about crime and justice issues, and provide training on crisis prevention and intervention.
- **Educating students.** SROs can serve as guest lecturers in the classroom, implementing evidence-based curricula, such as the Olweus Bullying Prevention Program, *Second Step*, and Gang Resistance Education and Training; teaching students about criminal investigation, laws and constitutional rights, law enforcement as a career, substance abuse, conflict resolution and restorative justice, and youth-relevant crimes such as dating violence. Spending time in the classroom also serves to build positive relationships between law enforcement and youth.
- **Advising on emergency preparedness and crisis and incident management.** SROs can prepare schools to handle crises by informing crisis planning and management systems, developing and coordinating emergency response plans, creating protocols for handling specific emergencies, and leading protocol rehearsals, ideally according to the Federal Emergency Management Agency’s National Incident Management System.
- **Promoting crime prevention through environmental design.** SROs can advise administrators on how to decrease risks and opportunities for problem behaviors by employing the principles of surveillance, access control, territorial reinforcement, and maintenance. This may involve altering aspects of the physical environment (e.g., building architecture or landscape design), increasing guardianship in problem areas, and revising school policies to ensure that students move through monitored areas.

- **Teaching parents and the community.** SROs can provide training and present information at community meetings on relevant crime and justice issues, including the signs of substance abuse or gang involvement.

## Informal Counselor

Positive relationships between the SRO and students are consistently identified as a key to success for SRO programs.<sup>66, 67</sup> Youth often view and turn to officers in the same way they might turn to parents or other adults in their lives, seeking out SROs informally to discuss issues.<sup>68, 69</sup> SROs can build trust and foster relationships with youth through formal and informal interactions. For example, as part of the Boston Public Schools' Saturday Morning Alternative Reach Out and Teach Program, SROs meet with at-risk students on Saturday mornings to discuss their behavior and educate them about criminal justice.<sup>70</sup>

*“The kind of relationships police forge with teachers and students, rather than the number of arrests they make, promotes school safety.” —American Civil Liberties Union and Citizens for Juvenile Justice<sup>71</sup>*

By guiding students through a variety of challenging issues, such as underage drinking, stressful life situations, or even the legality of senior pranks, students can come to trust SROs to answer questions and address problems, which in turn enables SROs to identify at-risk students early. These relationships also allow SROs to intervene before issues escalate, refer students to appropriate resources (e.g., mental and behavioral services within and outside of the school), and divert them from the juvenile justice system.<sup>72</sup>

## Law Enforcer

Protecting students and staff from threats of violence is an integral component of an SRO's law enforcer role. Having a sworn law enforcement officer available at the school diminishes critical response time in the case of a violent incident or other emergency. Likewise, an SRO's familiarity with a school's layout and design, as well as knowledge of the individuals involved in a problem, can further improve response efficiency.

SROs fulfill a number of traditional law enforcement functions:<sup>73</sup>

- Responding to on-campus calls, emergencies, or trespassers and to off-campus crimes involving students
- Deterring on-campus violence and criminality
- Conducting criminal investigations, and sharing information with investigation units
- Patrolling the school property, and serving as truancy and security enforcers and crossing guards
- Issuing citations and making arrests as needed

# Governing Your SRO Program: Memoranda of Understanding and Standard Operating Procedures

Governance documents can prevent confusion among SROs and school staff, decrease conflict between the agencies, and avert problems with implementation, while ensuring that the SRO program upholds the school's educational philosophy.<sup>74,75</sup>

## Memoranda of Understanding

Memoranda of Understanding (MOUs), sometimes called Memoranda of Agreement, define the school-law enforcement partnership and delineate the program mission and goals.

*“One of the most frequent and destructive mistakes many SRO programs make is to fail to define the SROs’ roles and responsibilities in detail before—or even after—the officers take up their posts in the schools. When programs fail to do this, problems are often rampant at the beginning of the program—and often persist for months and even years.” —National Assessment of School Resource Officers<sup>76</sup>*

MOUs are not one-size-fits-all; they should be created through a collaborative process that includes stakeholders from education, law enforcement, and the wider community. This process can establish a common vision that meets the unique needs, goals, and safety challenges of the school and its surrounding community. Moreover, MOUs should allow for adaptation to evolving needs and goals.<sup>77</sup>

### *Key components of MOUs<sup>78, 79, 80, 81, 82, 83</sup>*

- **Mission.** Defining the overarching purpose of the SRO program (e.g., to promote school safety and improve the educational environment).
- **Goals and objectives.** Outlining the purpose and expected outcomes of the program. Goals and objectives should be informed by a needs assessment to identify the issues impacting school safety.
- **Roles and responsibilities.** Defining the SRO's responsibilities within the larger context of the educational mission, and the SRO's role related to discipline, teaching, crisis situations, and truancy.
- **Level and type of commitment from partners.** Spelling out allocations of funding and resources (e.g., school office space and supplies).
- **Governance structure.** Outlining the leadership team, the chain of command, the decision-making process, the lines of communication across agencies, and SRO supervision and accountability.
- **Process for selecting SROs.** Outlining the process, including how school administrators will be involved.



- **Minimum training requirements for SROs.** Describing pre- and in-service training content and training funding sources.
- **Information exchange.** Explaining the process by which partners gather and share information.
- **Program and SRO evaluation.** Clarifying measures of success, evaluation, team composition and scope, and input from stakeholders.
- **Student rights.** Discussing students' rights related to a safe and positive school environment, police search and seizure, and use of force.
- **Integrating the SRO.** Outlining mechanisms for incorporating the SRO into the school environment and existing school-based prevention and promotion efforts (e.g., the Olweus Bullying Prevention Program).
- **Transparency and accountability.** Clarifying the collection and public sharing of data related to SRO programming, including numbers of SROs and law enforcement interventions, and outlining plans to openly and appropriately share information about arrests, police use of force, and schoolwide disciplinary actions by SROs with school staff and parents.

## Standard Operating Procedures

Standard Operating Procedures (SOPs) provide detailed guidance to SROs about daily operations, policies, and procedures. Some communities prefer to incorporate SOPs directly into their MOUs. Making SOPs available to the public can help to ensure that community members, school professionals, and administrators understand the SROs' role and duties.

*“An SRO who observes a violation of the school code of conduct preserves a safe and orderly environment by making sure that a school administrator is aware of the violation so that school discipline can be determined solely by school officials.”* —National Association of School Resource Officers<sup>84</sup>

### *Key components of SOPs<sup>85, 86, 87, 88</sup>*

#### *School discipline versus legal processing*

- Delineates which offenses require a legal referral versus the use of traditional school discipline procedures, including behaviors that fall into gray areas between criminal offenses and school discipline issues (e.g., harassment, fighting, vandalism)
- Limits arrests for public order offenses (e.g., disorderly conduct, disrupting the educational process) to help to ensure that discipline remains the responsibility of school staff

#### *Chain of command*

- Delineates whom the officer reports to, how the administrator and officer collaborate to address incidents, and what the procedure is when there is a disagreement between the administrator and the SRO



### *Arresting students and use of force*

- Delineates when arrest or restraint of students or taking them into custody is appropriate, recognizing that these are actions of last resort to deal with offenses that cannot be handled through traditional school procedures
- Defines procedures for arresting students, including whom should be consulted and when and where arrests should take place (e.g., off school grounds and outside of school hours, except in cases where there is an immediate threat to school safety)
- Clarifies procedures for calling in patrol officers to arrest students to protect the relationship between the SRO and the student body

### *Communication and collaboration*

- Defines when the SRO will talk with school staff and law enforcement officials to discuss issues, including at-risk students and ongoing investigations
- Details what meetings SROs should attend (e.g., PTA/PTO, school board meetings, faculty meetings)
- Outlines how SROs will be integrated into educational teams to help the SRO adapt to the school culture and improve understanding of school resources, referral options, and information sharing
- Specifies SRO engagement in periodic roll calls and other law enforcement meetings to help SROs remain part of the law enforcement team and aware of changing community issues impacting school safety

### *Uniform*

- Outlines SRO uniform requirements, including law enforcement attire, a utility belt, and a service weapon, which can be a deterrent to criminal behavior; recognizes that in some communities traditional police uniforms may create disruptions or mistrust among the student population<sup>89</sup> and that SRO uniforms can vary based on community needs and the requirements of the law enforcement agency

*“Because of their special training, school resource officers are the only professionals who should be armed in a school, and the decision to use such armed security should be made based on individual community and school need, not via universal mandate.” —National Association of School Psychologists<sup>90</sup>*

### *Searching and questioning students*

- Outlines when and how SROs can search and question students, and whether administrators and/or parents need to be alerted prior to the search
- Discusses limitations on strip searches and other intrusive searches, and may prohibit SROs from being present when school staff are searching or questioning students (generally, SROs can constitutionally search students if the SRO has probable cause that the student has committed or is committing a criminal act, absent a real and immediate threat)

## Selecting the Right Officer

SRO programs are built on the selection of qualified officers, chosen for their willingness and ability to work with youth and educators. Effective SROs are motivated by opportunities to proactively address safety issues, build effective working relationships with school staff, and positively impact the lives of children.

It's important to select officers who are motivated and willing to meet the unique challenges of working in schools, such as fulfilling nontraditional police roles like teaching, coping with the "kiddie cop" stigma from colleagues, and serving in a more constrained territory with an often-busier role than traditional policing.<sup>91, 92</sup> Support from supervising officers in managing these challenges increases the SROs' dedication and improves their performance.<sup>93</sup>

An officer's experience may provide added value to a school. For example, veteran patrol officers or road deputies bring experience working in the community and responding to crisis situations, along with knowledge of law enforcement work that is often of interest to students.

School and law enforcement administrators can work collaboratively to identify SRO employment criteria that are the best match for the school.<sup>94</sup> Certain character traits, including being patient, approachable, non-authoritarian, team-oriented, and less sensitive to "back talk" or disrespect, are likely to enhance SROs' effectiveness. Because SROs serve as role models and rely heavily on individual discretion, high levels of integrity and dependability are imperative.<sup>95, 96</sup> Officers skilled in de-escalation techniques and who have expertise in how to counsel or refer students can better promote school safety and a positive school climate.<sup>97</sup>

## Providing Multifaceted SRO Training

SROs must not only be well-chosen but also well-trained. Studies suggest that traditional police training often does not provide adequate instruction on topics relevant to school-based law enforcement, such as prevention and early intervention, diversion, adolescent and developmental psychology, and substance abuse.<sup>98</sup> This lack of specialized training results in SROs who may be ill-equipped to fulfill key roles, jeopardizing the success of the SRO program and hindering school safety.<sup>99, 100</sup>

*"Developmentally competent adults align their expectations, response, and interactions, as well as those of institutions and organizations, to the developmental stage of the children and youth they serve." —Lisa Thureau, Strategies for Youth<sup>101</sup>*

Comprehensive training programs are multifaceted, combining classroom-based training, online distance learning, role-playing or scenario-based instruction, field training (within or outside the district), and orientation to the educational mission and school policies.<sup>102</sup> Programs also include regular in-service training that provides refreshers on key concepts and updates on new developments,

and may include such topics as adolescent psychology, positive school discipline, and mental health referrals, while affording SROs opportunities to share lessons learned with one another.<sup>103</sup>

Training and resources are offered by local, state, and federal agencies (such as the U.S. Department of Justice’s COPS Office), technical colleges, and other private organizations, including the National Center for Mental Health and Juvenile Justice, NASRO, and Strategies for Youth.<sup>104, 105</sup> To defray costs, communities can train officers to be trainers, sponsor local training conferences, and partner with other communities to implement training.<sup>106</sup>

Basic SRO training includes instruction on how to teach, mentor, and counsel students, work collaboratively with administrators and staff, manage time in a school environment, and adhere to juvenile justice and privacy laws.<sup>107, 108</sup> Specialized training on other topics can also promote an SRO’s effectiveness. For example:

- **Mental health.** Training SROs to understand mental illness and mental health problems, recognize signs of emotional disturbance, and intervene in mental health crises can diminish referrals to juvenile court and promote diversion of at-risk youth into mental health services. Experienced officers can champion mental health awareness and increase buy-in among new SROs through active endorsement of mental health training.<sup>109, 110, 111</sup>
- **Adolescent development and communication.** With continued development in key decision-making areas of the brain, youth are more reactive, prone to risk-taking behavior, and influenced by social pressures. Environmental factors (including culture, socio-economic status, and family structure) also impact youth behavior and perceptions.<sup>112, 113, 114, 115, 116</sup> Instruction on adolescent physical and social development and developmentally appropriate communication prepares SROs to respond to youth misbehavior.
- **Implicit bias.** Training officers to understand that all individuals harbor unconscious bias, helping them recognize bias and its impacts, and instructing them on how to implement controlled responses can promote fair and impartial reactions to misbehavior and offenses.<sup>117</sup>
- **Trauma-informed care.** Adverse events (e.g., domestic violence, neglect, physical and sexual abuse) can potentially harm a child’s emotional and physical well-being and can lead to behavioral issues.<sup>118, 119</sup> Instruction on how to recognize and respond to the causes and implications of trauma can help officers intervene more effectively when signs of trauma appear.
- **De-escalation techniques.** SROs can benefit from instruction on how to interact with and respond to students in crises using validated communication and behavioral techniques. For instance, former patrol officers and road deputies may need to be “untrained” in standard law enforcement methods that promote a heavier reliance on use of force.<sup>120, 121</sup>
- **School-specific topics.** Training in bullying, positive school discipline, substance abuse, truancy, dropout prevention, and school crisis planning can help SROs more effectively carry out their duties.
- **Cultural competence.** This type of training prepares SROs to communicate and tailor interventions based on an understanding of student and staff cultures. Culturally competent SROs can work with individuals representing diverse cultures, including students of various socio-economic strata, religions, ethnicities, or countries of origin.<sup>122, 123</sup>

## Conclusion

SROs can be valued members of the cross-agency school safety team, helping to promote a safe, supportive, and peaceful school environment. Creating an effective SRO program begins with a strong relationship between the school and law enforcement agency that clearly defines the multifaceted role of the SRO as an educator, informal counselor, and law enforcement problem-solver. A clearly articulated description of SRO responsibilities recognizes that school discipline resides with school administrators, not the SRO. Through positive relationships with students and collaboration with educators and mental health professionals, SROs can proactively address school safety issues and divert at-risk students from the juvenile justice system. Properly selected, trained, and governed SROs can achieve positive outcomes for students and the community by providing youth with the supports they need to succeed in school and in life.

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