

**Exploring the Gang Problem in Redlands, CA:
An Evaluation of a Problem Solving Partnership**

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PART ONE: INTRODUCTION

In the late 1990s, violence, drugs, and gangs within schools became a major subject of interest among residents, public officials, and law enforcement officers. This was largely a consequence of the school shootings in Jonesboro, Arkansas, West Paducah, Kentucky, and Littleton, Colorado. However, concern about school safety was also fueled by increased recognition that school crime is not a rare event. For example, among 12-18 year old students in 1998 roughly 1.2 million students were the victims of a violent crime and 2.8 million students were the victims of a theft while at school. School crime was not limited to students. In 1998, about 133,700 violent crimes and 217,400 thefts were committed against teachers. Several consequences have resulted from the increased criminal activities taking place within the nation's schools. For example, roughly 7 percent of students nation-wide take a weapon to school at least once a month, many for protection, putting themselves and others at-risk. Similarly, these behavior problems have led to increased classroom disruptions (Small and Tetrick, 2001), increased school absences (Toby, 1995), and increased fear of crime while in school (Kenney and Watson, 1999). As a result, several policymakers have called for swift action to address school related crime and disorder.

One increasingly popular response has been the implementation of school-based problem solving. In 1998, the Office of Community Oriented Policing Services (COPS) funded the School-Based Partnerships (SBP) program, which encouraged local police agencies to work with their local schools to engage in proactive problem-oriented policing to keep school aged youth safe from violence, crime, and disorder. In 1998 and 1999 over 355 local police agencies received about \$32 million under this program (Uchida, 1999: 1). Agencies involved in the program were required to use problem solving strategies to identify and understand the causes of problems, apply data-driven responses, and evaluate the impact of their efforts. To ensure that projects were manageable agencies were asked to concentrate their efforts on one school in their jurisdiction and focus their response to one problem type (i.e., bullying, drugs, assault, theft etc.) (Varano and Bezdikian, 2001).

Through a cooperative agreement with the COPS Office, 21st Century Solutions, Inc. conducted the national assessment of the School-Based Partnership (SBP) program. As part of this evaluation five police agencies were selected for intensive case study. This research report focuses on one of these sites – Redlands, California. In this report we describe the problem solving processes used by the Redlands Police Department to identify and respond to school-based problems, and evaluate the effectiveness of the strategy.

PART TWO: THE SETTING

Redlands, California is located in the Southwestern part of the state in San Bernardino County. It is located approximately 60 miles northeast of Los Angeles and 45 miles west of Palm Springs. The City of Redlands has grown substantially over the past 20 years. In 2000, the city's population was 63,591, compared to 43,619 in 1980, about a 46% increase. Geographically, Redlands is moderately sized, with a land area of 35.5 square miles (U.S. Census Bureau, 2001). The city's economic activity centers around agriculture, manufacturing, retail sales, and service industries. Approximately 62 percent of the population is White, 17 percent is Hispanic, five percent is Asian, four percent is African American, two percent is Native American, and 10 percent is classified as other. The unemployment rate in Redlands is low (3%), and a relatively large number of its residents rent their residences versus owning them (59.3% rent, 40.7% own).

The crime rate in Redlands (34.4 per 1,000 residents) is lower than both the national average (43.4 per 1,000 residents) and the state average (38.5 per 1,000 residents). While gangs exist in Redlands, the magnitude of the problem is relatively small when compared to other cities across the country. Currently, 318 gang members have been documented by the police department. Gang members in the city belong to one of four gangs: Barrio Redlands (n=115), Colonial 13 (n=65), Red Zone (n=44), and North Side Redlands (n=94). The police department recorded 13 drive-by shootings and 13 gang-related crimes in 2000, 1 drive-by shooting and 13 gang-related crimes in 2001, and 2 drive-by shootings and 2 gang-related crimes from January through June 2002.

POLICE DEPARTMENT BACKGROUND

The Redlands Police Department employs 152 people, of which 80 are sworn officers. The police administration includes a Chief of Police, Deputy Chief, a Field Services Captain, four Lieutenants, nine Sergeants, and 17 Corporals. The agency is comprised of two divisions: the Field Services Division and the Community Services Division. The Field Services Division includes functions more traditionally associated with a police agency such as patrol, investigations, and community policing. The Community Services Division includes functions that are typically found within other divisions of city government. In particular, the Division is responsible for public housing, recreation, animal control, training, and records. Of the 80 sworn officers employed by the Redlands Police Department 89 percent are male and 11 percent are female. In terms of race/ethnicity, 76 percent are white, 19 percent are Hispanic, four percent are African American, and one percent is classified as other.

In 1993, the police department began to experiment with community policing. At this time, community policing was largely restricted to a single community policing unit. This strategy, the police department believed, was unsuccessful because the community policing officers assigned to the unit were isolated from others in the department, which made it difficult for the unit to engage in more sophisticated forms of community interaction and problem solving. As a result, in 1997, under Chief Jim Bueermann, the

police department began to implement “risk focused” policing. Risk focused policing, according to the department, “is a data and results-driven, community-oriented policing and problem solving strategy which focuses on those factors in a community which places its youth and their families most at risk for criminal and other problem behaviors” (<http://www.ci.redlands.ca.us/207.html>).

As part of the department’s risk focused policing strategy, it has increased its analytical capability to identify crime and risk factors in the community. First, it strengthened its analytical infrastructure to assist in the identification of crime and risk factors. Second, the department established a community analysis center where residents are provided with maps and other information related to crime and risk factors in their neighborhood. Third, it conducted a number of student surveys in the local school district to analyze and map the location of risk factors associated with youth in the community. The analysis conducted as part of the department’s risk focused policing efforts has been used to mobilize department and community resources to address “community domain risks” in targeted areas.

For example, over the past several years the agency has converted over 300 properties from renter to owner occupied dwellings or rehabilitated housing to reduce residential mobility and physical disorder in the community. The department has also assigned police officers to a local drug court. This resulted in a 70 percent increase in referrals, a 3.6 percent drop in recidivism, and a 7 percent increase in program retention. Additionally, the police department also increased its level of youth supervision in high-risk areas. In particular, the police department increased its mobile recreation efforts, serving over 5,000 youth a year, and its after-school program, which serves over 1,000 children a year.

As part of Redland’s commitment to risk focused policing the department has also enacted a number of organizational changes. First, to further its capacity to prevent crime, the city merged its recreation, housing, and senior services with the police department. It was believed that greater interaction with the public through positive prevention-oriented contacts would help reduce risk factors and increase protective factors that might not otherwise be available to individuals. Second, the department opened three community policing sub-stations. Each sub-station was staffed with a sergeant, corporal, and civilian who are responsible for assisting residents in completing crime reports, providing them with requested information, and hosting community meetings. Corporals assigned to substations are also responsible for coordinating community policing activities, and are responsible for providing long term solutions to quality of life problems within their beat. In the past these officers have engaged in such activities as neighborhood cleanups, liaison with landlord/tenant groups, and solving neighborhood problems relating to crime, traffic, disorder.

The third major organizational change was the creation of the civilian Community Service Officer (CSO) position. Currently, the department employs six civilian CSO’s. Most of the CSO’s are assigned to the Patrol Services Bureau. Their primary function is to respond to non-emergency calls for service and to write reports. For example, they

often take reports involving burglaries, vandalism, auto thefts, runaway children, and other incidents where the suspect is not present. In addition, CSO's are responsible for processing crime scenes and collecting evidence. In 1997, CSO's handled 2,783 calls for service and took 11 percent of all reports (1,281 out of 11,667).

The agency is also engaged in several partnerships with the community. For example, the police department is part of the neighborhood improvement team, which contains representatives from police, fire, code enforcement, building safety, and public works departments. The neighborhood improvement team meets monthly to identify quality of life problems within the city and coordinate responses to these problems. Additionally, in an effort to increase the connectedness with the community the police department established a civilian volunteer program. The 120 volunteers perform vacation house checks, after-hours commercial patrols, random preventative patrol in marked vehicles, and a variety of clerical duties. The police department also created the Value-Based Initiative, which established a formal relationship between the police department and the faith community. This initiative focuses on bringing resources forward from both organizations to provide intervention programs aimed at troubled youth.

SCHOOL DISTRICT BACKGROUND

Redlands Unified School District encompasses 147 square miles and serves the communities of Redlands, Loma Linda, Mentone, Forest Falls, and portions of San Bernardino and Highland. The District is comprised of 14 elementary schools, three junior high schools, two high schools, and two alternative schools. These schools on average spend about \$4,887 per student. The District is staffed with 739 teachers, 18 school counselors, three librarians, and nine psychologists. While about 39 percent of the teachers have a Master's degree, six percent are teaching with temporary certificates. Redlands Unified School District serves about 20,000 students. About 46 percent of these students are White, 33 percent are Hispanic, eight percent are African American and 13 percent are classified as other. About 40 percent of the students in the district receive free or reduced-price meals and 17.5 percent of District residents receive public assistance. In terms of academic performance, standardized test scores show that the district is about average (45th percentile) when compared to other school districts with similar demographics. However, the school district surpasses the national average in terms of the proportion of students enrolled in advanced placement courses, and the drop out rate for the district is half that of the national average (8.9% versus 18%). About 18 percent of students in the school district have limited English proficiency and 11 percent of students are retained in kindergarten.

In the 1998-1999 school year, state collected school crime data indicated that Redlands Unified School District had a less serious crime problem when compared to other Unified School Districts across the state. For example, Redlands Unified School District had half the rate of assaults with a deadly weapon, robbery/extortions, and sex offenses, and had about two-thirds the rate of property crimes when compared to other school districts. Redlands Unified School District, however, did report almost twice as many drug/alcohol, batteries, and possession of weapon offenses as did other Unified School Districts across the state during this period.

Student self-report data collected in 1999 by the state similarly indicated that the school district was relatively safe compared to other school districts in California. For example, about 90 percent of students in the Redlands Unified School District reported feeling safe while at school, compared to 70 percent in school districts across the state. Similarly, students in Redlands were 33 percent less likely to report being involved in a physical fight, were half as likely to report carrying a weapon, and were about 25 percent as likely to report belonging to a gang when compared to those students outside Redlands (California Department of Education, 1999).

The school district and the police department have a strong relationship with one another. There are several formal partnerships between the school district and the police department. One example is the Police/School Liaison program, which includes police officials and members from the Redlands Unified School District and the San Bernardino County Juvenile Probation Department. Police/School Liaison program participants meet once a month to identify and respond to crime problems within the local schools. The school district has also formally involved the police department in its "Cops and Jocks" program. This program involves volunteers from the police department who partner with local school athletes, and their coaches, in an effort to strengthen the relationship between youth, their schools, and the police department. Additionally, the police department has assigned four police officers to serve as school resource officers in all three of the district's middle schools, one of the district's high schools, and one of its alternative schools. These officers are responsible for responding to criminal activity within the school and also serve as the school's D.A.R.E. officer.

The Redlands Unified School District and the Redlands Police Department work together, informally, on several projects, committees, and city-wide initiatives. For example, as part of the police department's risk focused policing initiative the school district provided the police department with official school data and self-report survey data collected from a random sample of students in the school district. School officials have also worked with the police on community policing initiatives, problem solving projects, and truancy-related problems. In sum, school administrators and police officials claim that the working relationship between the two agencies is close and believe that it has been beneficial and productive.

PART THREE:

THE REDLANDS CALIFORNIA SCHOOL-BASED PARTNERSHIP PROJECT

In August 1999, the Redlands Police Department was awarded funding from the Community Oriented Policing Services (COPS) School-Based Partnership grant program. This program was established to encourage police agencies to collaborate with local schools to address crime and disorder problems in and around schools. The school-based partnership program is based on the problem solving model SARA (Scanning, Analysis, Response, and Assessment), which is widely used in community-oriented policing.

The Redlands project was funded to address disputes between two gangs in one of its high schools (Redlands Senior High). Although the disputes had become a serious problem, and there had been many attempts to use traditional policing strategies to address the problem, there had been no systematic attempt to analyze the nature and scope of the problem until 1999, when the police department received funding to perform an in depth analysis of the problem from the COPS office. As part of the problem solving project, the Redlands Police Department developed three responses to the disputes focused on mentoring gang members, providing a cultural awareness course to students at Redlands High School, and establishing a parental skills class for parents of Redlands High School students.

In this report we examine the effectiveness of the school-based partnership project using both process and impact measures. Process measures were used to document programmatic processes and describe and assess the content and dosage of program interventions. Impact measures were used to examine the effect of the problem-solving project on the perceptions and behavior of students at Redlands High School and on inter-gang conflict between Barrio Redlands and Colonial 13, the two gangs at the center of the dispute in the school.

RESEARCH DESIGN

The present study used a nonequivalent comparison group, pretest-posttest research design. Redlands Senior High served as the school targeted for intervention and Redlands East Valley served as the comparison school. It should be noted that the selection of a comparison school was necessarily constrained by the research site. Namely, the only other four-year traditional high school in Redlands Unified School District was Redlands East Valley (REV) High School. As such, Redlands East Valley was selected as the comparison site for the purposes of this evaluation.

As seen in Exhibit 1, both schools are roughly the same size. Redlands Senior High has approximately 2,800 students and Redlands East Valley has about 3,000 students. In terms of racial/ethnic composition Redlands Senior High is 48 percent white, 24.6 percent Hispanic, and 27.4 percent other. Redlands East Valley is fairly similar with 55 percent of the students being white, 29 percent being Hispanic, and 16 percent being other. The most substantial differences between the two schools related to the proportion

of English learners and the number of students receiving free and reduced meals. In particular, Redlands Senior High has about twice the number of English learners as Redlands East Valley and 33 percent more students receiving free and reduced meals.

Exhibit 1. Redlands High School and Redlands East Valley High School Demographic Comparisons 2000-2001		
	Redlands Senior High	Redlands East Valley
Total Students	2,826	2,990
<i>Race/Ethnicity</i>		
Caucasian	48.0%	55.0%
Hispanic	24.6%	29.0%
Other	27.4%	16.0%
English Learners	11.7%	6.1%
Free & Reduced Meals	30.5%	20.3%

Academic comparisons show the two schools to be fairly comparable. However, Redlands Senior High School students performed slightly better on the statewide Academic Performance Index and the SAT-9. Additionally, a greater proportion of Redlands Senior High students passed the California High School Exit Exam compared to Redlands East Valley students. There were also few differences between the two schools in terms of disciplinary performance. Both schools' certified attendance rate was high, and both had dropout rates below five percent. While both schools had similar rates of expulsion, Redlands East Valley reported nearly twice the number of suspensions as Redlands Senior High.

Exhibit 2. Redlands High School and Redlands East Valley High School Academic and Disciplinary Comparisons 2000-2001

	Redlands Senior High	Redlands East Valley
<u>Academic Performance</u>		
Academic Performance Index	711	702
<i>11th Grade SAT-9 Results</i>		
Reading	52	51
Math	65	60
Language	60	56
Percent of Students Passing California High School Exit Exam	82	77
<u>Disciplinary Performance</u>		
Certified Attendance Rate	94.09%	97.0%
Four-year Dropout Rate	4.5%	3.3%
Suspensions per 100 students	7.54	16.55
Expulsions per 100 students	.50	.47

Both schools are also very similar in terms of staffing. Redlands Senior High and Redlands East Valley each have 5 administrators and about 110 full-time equivalent teachers. Redlands Senior High, however, is staffed with 25 percent more classified staff (65 staff versus 50 staff). The pupil to teacher ratio is about 25 to 1 at Redlands Senior High and about 28 to 1 at Redlands East Valley. The educational attainment of teachers at both schools is about the same, with about 83 percent of teachers having earned a masters degree or higher. Additionally, teachers at both schools have about the same amount of teaching experience. Both schools are also staffed with a number of security officers. Redlands Senior High is staffed with eight security officers and Redlands East Valley is staffed with seven security officers.

Exhibit 3. Redlands High School and Redlands East Valley High School Teachers and Staff 2000-2001

	Redlands Senior High	Redlands East Valley
Administrators (FTE)	5	5
Teachers (FTE)	112.6	107.6
Classified Staff	65	50
Pupil Teacher ratio	25.1	27.8
<i>Degrees Earned by Teaching Staff</i>		
Bachelors Degree	17.2	17.6
Masters Degree or Higher	82.8	82.4
Avg. Years of Educational Service	17.1	16.0
Size of Security Staff	8	7

SOURCES OF PROCESS DATA

One of the major goals of this project was to learn more about how agencies implement problem-solving strategies to address school-related crime problems. If the project is to be replicated in other communities, it is essential that a rich description of the implementation process be documented. This allows other communities to understand how project plans are conceived and developed. Further, it allows others to understand how project plans and objectives are translated into an operational strategy.

Another major goal of the project was to measure the content and dosage of the program intervention to know that the intervention had been fully carried out. Without activities being carried out it cannot be stated for sure that the success or failure of the program can be attributed to the intervention (Mohr, 1995). Another reason for describing and measuring the intervention is that treatments can be administered in an uncontrolled and unstandardized manner. This in turn can result in the project having varying impacts on different populations. Thus, it is important to measure the dosage of an intervention to fully understand its impact. Lastly, program failure is often the consequence of the wrong treatment being administered. Describing the qualities (and quantity) of an intervention can help the researchers understand the impact of the intervention (Rossi et al., 1979).

As part of the process evaluation for this project, staff administering the intervention documented all contact with participants and documented the nature and scope of the intervention. In total four sources of process data were collected for the present study: 1) interviews with key personnel, 2) mentor contact data, 3) cultural awareness exposure data, and 4) parental skills course exposure data.

Interviews were conducted with police and school officials who participated in the project. These interviews focused on the relationship between the school and the police department, their impressions of the scanning, analysis, and response phases, and their perceptions of obstacles that arose in the field. Evaluators particularly focused on the

police and school officials' perceptions of the response and their perceptions of the effectiveness of the response. In addition to the interviews, several on-site observations were conducted during the scanning and assessment phase, and during the planning of the response. Additional site visits were made during the response and assessment phases to examine the nature of the response and to cross validate the findings of this report.

A mentor contact sheet was developed to collect data on the extent and nature of contacts between the mentors and mentees. Specifically, data were collected on the number of contacts between the mentor and mentee, the length of time of the contact, the location of the contact, and the issues addressed during the contact. In addition, the mentors were asked to record any special event that may have occurred in the youth's life or special effort that was made by the mentor. These data were recorded by the mentor after each contact and were forwarded to the project coordinator (See Appendix A).

The school resource officer (SRO) at Redlands Senior High provided data on the students who were present for the cultural awareness course. He also collected data pertaining to the students' gender and grade level. This data was captured from the school's computer system. Copies of the lecture notes were collected to analyze the content of the course.

The officer responsible for teaching the parenting skills class collected process data for the project. The officer collected data pertaining to the name of the parent enrolled in the course, whether the parent completed the course, and whether the parent had a child enrolled at Redlands Senior High. Data pertaining to course content, lecture notes used by the officer teaching the course, and work assignments used for the class were collected.

SOURCES OF IMPACT DATA

Another major goal of the evaluation was to identify short and long-term program effects. Impact evaluations are used to identify changes that have occurred in an effort to understand whether the change is a consequence of the program. Here, we were not only interested in direct program effects, but we were also interested in indirect program effects. In other words, we were not only interested in determining whether the intervention had an impact on the dispute between Barrio Redlands and Colonial 13, and between other Hispanic students at the school, but we were also interested in identifying any unanticipated consequences as a result of the intervention (e.g., crime type displacement, reduction in fear of crime, etc.). As such, official police data, official school data, and student survey data were collected for the present study in order to examine the impact of the program.

Official Police Data

To examine the impact of the problem solving project on student behavior, we used calls for service (CFS) data obtained from the RPD crime analysis unit. These data are routinely collected by the police department to monitor the amount and type of activity that citizens request of the police. CFS data were collected from three locations. First, all CFS to Redlands Senior High were gathered. Second, since many school-related problems occur just off campus, CFS from within the ½ mile perimeter of the school

were utilized. Third, students are known to spend time in two different parks near Redlands Senior High. Thus, CFS for Sylvan Park including its ½ mile perimeter and the Community Ballpark with its ½ mile perimeter were collected. Since the perimeters of the school and Sylvan Park overlap considerably they were combined for analytical purposes. The CFS data were collected from September 5, 2000 through June 14, 2002 for a total of 647 days. This includes data for a period of 403 days preceding the intervention and 90 days following the intervention.

In addition to CFS data, official police gang data were also obtained from the crime analysis unit. At the time of the study there were approximately 318 documented gang members. The crime analysis unit provided us with field interview, citation, event, and arrest data for those individuals who had been identified as gang members between August 1, 2000 and June 15, 2002. These data included individual information pertaining to their gang affiliation, ethnicity, gender, and age. Of the 165 gang members who came into contact with the Redlands Police Department, seven were affiliated with the Colonial 13 and 47 were affiliated with Barrio Redlands.

Official School Data

Three types of official school data were obtained to examine the impact of the project on student behavior. The Redlands Unified School District's research office provided data for both Redlands Senior High and Redlands East Valley. First, background data on the students' ethnicity, age, grade, and gender were collected. Second, student behavior data such as attendance, detentions, suspensions, and expulsions were collected. The official school data were collected from the beginning of the 2000-01 school year through the end of the 2001-02 school year. Though the intervention took place during the 2001-02 school year, data from the previous year can support the analysis by providing an additional baseline measure.

Student Survey Data

To examine the impact of the project on student perceptions and behavior, student survey data were used. A pre-intervention survey was administered in early October 2001 to determine the perceptions and behavior of the students prior to the intervention and a post-intervention survey was administered in early June 2002 to examine changes in perceptions and behavior of the students after the intervention. The survey included 18 questions pertaining to demographics, victimizations, fear of crime, culture conflict, and perceptions and observations of gang activity (See Appendix B).

In terms of survey methodology, the pre-intervention survey was administered at the same time that the school district was administering the California Healthy Kids Survey, a survey that is conducted yearly by the California Department of Education. The school district suggested this strategy because it would save teachers classroom time. As such, we used the same sampling strategy as required by the state for their survey – namely, that the survey was randomly administered to 9th and 11th graders at both Redlands Senior High and Redlands East Valley. The sampling strategy used for the post-intervention survey was somewhat different than the pre-intervention survey in that instead of being randomly administered to all 9th and 11th graders the survey was administered to all 9th

and 11th grade students enrolled in English classes.¹ School staff administered both surveys and all students were told that participation in the study was voluntary and responses would be kept confidential.

As seen in Exhibit 4, the pre-intervention survey was completed by 24 percent of eligible students at Redlands Senior High (345 out of 1,449 eligible students) and 45 percent of eligible students at Redlands East Valley (728 out of 1,607 eligible students). The post-intervention survey was completed by 29 percent of eligible students at Redlands Senior High and 38 percent of eligible students at Redlands East Valley. Data from the pre-intervention survey show that samples from both schools are very similar in terms of age, gender, ethnicity, and grade. The only significant difference between the schools is that a slightly higher proportion of Asians completed the survey at Redlands Senior High.

Examination of the post-intervention data, however, showed that there were differences between the pre and post-test samples. As in the pre-intervention survey, a higher proportion of Asians completed the survey at Redlands Senior High. In addition, we found significant differences for our measures of age and grade at the two points in time. While the difference in age can be explained by the natural maturation of the sample, the difference in grade is a consequence of the non-random sampling strategy that was used in administering the post-intervention survey. Since it is likely that student perceptions and behavior are related to grade in school the data were weighted to reflect the overall distribution of students by grade observed in the data (53.6% 9th graders and 46.4% 11th graders). After weighting the data the distribution across grades was identical across both surveys and both schools.

¹ It is unclear how this sampling strategy might have influenced our sample. One possibility is that by administering the test to students in English class is that Spanish speakers might be underrepresented. However, we were told by the school administration that the class is required by all students.

Exhibit 4. Demographic Statistics by School and Survey (All Students, unweighted)

	<u>Target (RHS)</u>		<u>Comparison (REV)</u>	
	Pre (n=345)	Post (n=425)	Pre (n=728)	Post (n=603)
	%	%	%	%
<i>Age</i> ^{T,C}				
13 or younger	5.8		4.3	.5
14	49.3	13.0	47.5	16.6
14	49.3	13.0	47.5	16.6
15	10.7	22.2	12.0	31.6
15	10.7	22.2	12.0	31.6
16	28.4	24.1	30.9	18.9
16	28.4	24.1	30.9	18.9
17	5.5	39.2	5.4	30.7
17	5.5	39.2	5.4	30.7
18 or older	.3	1.7		1.7
18 or older	.3	1.7		1.7
<i>Gender</i>				
Female	60.9	54.2	55.7	53.3
Male	39.1	45.8	44.3	46.7
Male	39.1	45.8	44.3	46.7
<i>Race/Ethnicity</i>				
American Indian	.3	1.4	1.3	1.9
Native Hawaiian/Pacific Islander	1.3	1.4	.9	.5
Native Hawaiian/Pacific Islander	1.3	1.4	.9	.5
Asian/Asian-American	17.2	16.8	7.5	7.1
Asian/Asian-American	17.2	16.8	7.5	7.1
Black/African-American	5.0	7.0	7.1	10.5
Black/African-American	5.0	7.0	7.1	10.5
Hispanic	20.2	21.2	25.1	22.6
Hispanic	20.2	21.2	25.1	22.6
White	49.0	45.7	50.5	51.3
White	49.0	45.7	50.5	51.3
Other	7.0	6.5	7.7	6.0
Other	7.0	6.5	7.7	6.0

<i>Grade</i> ^{T,C}				
9 th	63.8	37.6	60.6	50.6
11th	36.2	62.4	39.4	49.4
11th	36.2	62.4	39.4	49.4

NOTE: Chi-square tests for significance, $\alpha=.05$, T represents Target school, C represents Comparison school

Interview Data

Formal and informal interviews were used to supplement the police, school, and student data. On the initial site visit ten individuals were formally interviewed. Individuals interviewed included police administrators, school officials, project managers and supervisors, student representatives, school resources officers, and security personnel. These individuals were interviewed on matters concerning the city and police department, the primary issues facing the school, the local political environment, data issues, community policing, and community partnerships.

Approximately five follow up site visits were conducted between January 2001 and July 2002. During these site visits several informal interviews took place with the project staff, school resource officers, school officials, and gang unit officers. These interviews typically involved discussions concerning the progress of the project, the nature of the gang problem, and various issues facing the school.

The final site visit took place on August 7, 2002. At this time a focus group session was held with 11 individuals who participated in the project – two school resource officers, two gang unit officers, two instructors of the parenting course, the field commander, and five mentors – all of whom were sworn officers in the police department. School officials and the local evaluator were unable to attend. Participants attending the focus group were asked questions pertaining to: 1) the perceived impact of the project; 2) the perceived effects of the project on the police and school; 3) the perceived effects of the project on crime and school behavior, and 4) problems the officers encountered during the project. All of those that attended the focus group were also asked to fill out a brief survey about their perceptions of the project.

PART FOUR: FINDINGS – IMPLEMENTATION

As stated above, as part of the process evaluation we collected: 1) mentor contact data, 2) cultural awareness exposure data, and 3) parental skills course exposure data. We also conducted interviews with key police and school personnel to further understand the processes that took place during the course of the project. In the section below, we discuss the implementation of the Redlands School-Based Partnership in terms of the stages of the SARA problem solving model.

SCANNING PHASE

In 1997, the Field Services Captain in the Redlands Police Department identified a trend in youth violence in the city. In particular, an increasing number of police reports detailing verbal and physical disputes between Hispanic youth were coming from Redlands High School and from areas surrounding the school before and after school hours. The crime reports indicated that fights were taking place at school almost every day, and on a number of occasions fights involving upwards of 60 or more Hispanic youth were taking place immediately after school.

The administrator interviewed gang unit officers, detectives, division staff, and school officials to further examine the scope and nature of the problem. As a result of his examination he found that members of Barrio Redlands, who are primarily Mexican-American youth, were insulting Mexican National students about their clothing, speech, and family heritage. He found that the insults by the gang members eventually lead to full blown bullying, fist fights, and verbal abuse focusing on the Mexican National students' ethnic background. For protection, the Mexican National students created their own gang (Colonial 13), and have since been feuding with Barrio Redlands.

The dispute between the two gangs grew significantly. An analysis of calls for service by the Field Services Captain showed that there were 200 incidents involving disputes between Barrio Redlands and Colonial 13 in 1998. Additionally, the violence and intimidation between the two gangs spilled into the student population, resulting in heightened fear and residual crime and disorder among the general student population. Much of this was the result of gang recruiting in the school, where each gang was attempting to increase their physical superiority over the other.

At the same time, the Field Services Captain attended the California POST Command College's Executive Leadership Institute. As part of his course work, he wrote a detailed paper on violence between Mexican Nationals and Mexican-Americans in American cities (Fitzmaurice, 1998). He selected this topic because of his interest in further analyzing and understanding the nature of the conflict in Redlands, California. He explained that while the paper focused on the nature of violence between Mexican Nationals and Mexican-Americans in general, and did not specifically focus on Redlands' problem, it did provide him with a thorough understanding of the literature that has examined this issue in the past.

In late 1998 and early 1999 a number of community meetings were held by the police department, in collaboration with school personnel and Hispanic advocacy groups. The meetings primarily focused on parent and community member concern about the dispute between the two gangs, and their concern that the problem was escalating. Parents and community members both called on the police department and school to do something about the problem. These meetings with the community were followed by meetings with members from both gangs. Two meetings, one with members of Barrio Redlands, and the other with members of Colonial 13, were held to examine the issue from the perspective of each gang. A third meeting was held at the school with members of both gangs and members from a local Hispanic advocacy group, to try to reach a truce between the two gangs, which did not materialize.

In early 1999, the police department learned that the COPS office announced the solicitation for the school-based partnership grant program. Because the department had already identified a substantial problem within the school district officials in the department decided to apply for the funding to further analyze the dispute between the two Hispanic gangs at Redlands High School.

As such, the primary problem identified for the purpose of this problem solving project was on disputes between a Mexican National gang, Colonial 13, and a Mexican-American gang, Barrio Redlands. Interviews, focus groups, and official police and school data indicated that the culture conflict between the two gangs was resulting in taunting, bullying, physical assaults, and assaults with weapons. The scanning also showed that third-party persons (students) at school were being affected by the problem in the form of classroom disruptions, disorder, fear of crime, and pressure to join one of the two gangs.

ANALYSIS PHASE

On August 20, 1999 Redlands Police Department was formally awarded a grant from the COPS office to perform scanning and analysis on the dispute as part of the School-Based Partnership program. Once funded, the analysis phase of the project began with the selection of a civilian project coordinator. The coordinator would be responsible, on a full-time basis, for the coordination of the project and would be required to perform all necessary analysis. Upon being hired in March 2000 the coordinator made the decision to involve students and teachers in the analysis phase of the project in the hopes that the students within the school would take ownership of the problem and play a role in formulating a response to the problem. As such, the program coordinator hired eight high school students who lived in Redlands, attended Redlands Senior High, and were familiar with the conflict among Hispanics in the school. The program coordinator also selected a teacher facilitator who would coordinate all of the work being conducted at the high school and would facilitate communication between the students and the school administration.

The program coordinator informed all of the students about the scanning phase of the project and explained the history of the problem between the two groups from the

perspective of the police department and school district. He then informed the students of the purpose of the study that was to be conducted. In particular, the project coordinator articulated that their analysis project had five goals:

- 1) Identify risk factors and determine their correlation to specific domains such as family, school, community, neighborhood, and peers.
- 2) Identify protective factors that are present in the environment of teens that have successfully avoided the conflict.
- 3) Determine if alcohol, drugs, or other substances play a role in the violence.
- 4) Determine the age or year in school that identifiable risk factors begin to affect violent behavior.
- 5) Collect “usable” data that could be used to construct a response to the problem. (Arias, 2001: 2).

After the coordinator defined the goals of the project, he tasked the students with a project to develop a student survey questionnaire, which would later be used to further examine the scope and nature of the dispute between the two gangs. The student group met weekly for two months to construct the survey instrument. After the students developed a preliminary draft, the instrument was reviewed by police administrators, community leaders, and the local evaluator for suggestions. The final instrument contained 44 questions pertaining to: 1) the respondent’s socio-demographic background, 2) knowledge about the conflict between foreign born Hispanics and U.S. born Hispanics in the school and community, 3) perceptions about the conflict between foreign born Hispanics and U.S. born Hispanics, and 4) suggestions for solutions to the conflict between foreign born Hispanics and U.S. born Hispanics. The final version of the survey instrument was given to a local consultant, who was hired to develop a database that would be used to collect and store the data.

Students involved in the project believed that the most accurate and reliable information about the problem would come from Hispanic school aged youth. As a consequence, they chose two “convenience-based” sampling strategies to collect the survey data, with the students being responsible for data collection. First, surveys were administered to Hispanic students at Redlands High School. The principal of the school provided the names of all Hispanic students in the school, who were subsequently asked if they would like to participate in the study. Students were told that the study was being conducted by both the Redlands Police Department and Redlands High School. All students were told that their participation was voluntary and all information provided would remain confidential and only be used for the study. Interested students were required to obtain parental permission prior to participating in the study.

Second, the students set up a booth at the Market Night Festival that takes place every Thursday night in the city. Market Night is an event that allows city residents to set up their own booth to sell goods. The weekly event is heavily attended by both adults and school aged youth, and is considered a favorite social event in the city. The students used laptop computers that were purchased from the grant to complete all of the surveys.

By the end of the analysis phase (April 5, 2001) 300 individuals had participated in the survey. About 38 percent identified themselves as Mexican-American, 34 percent as Mexican, 17 percent as Hispanic/Latino/a, 7 percent as Chicano/a, and 3.9 percent as other. Roughly 60 percent of the total sample was male. Twenty-eight percent were between the ages of 12 and 15, 68 percent were between the ages of 15 and 18, and 3 percent were between the ages of 18 and 25 years old.²

The project coordinator constructed a report that listed all of the questions and presented the answers given by the respondents (using frequencies and percentages). The findings primarily focused on three issues: familiarity with the conflict, perceived causes of the conflict, and risk factors perceived to be associated with the conflict. Below is a summary of the findings.

Familiarity with the Conflict

All respondents were asked if they thought that “there is a conflict between Foreign born Hispanics and U.S. born Hispanics.” Roughly 75 percent of respondents indicated that they were aware of the conflict. The respondents were also asked if they claimed association with one of the two groups. About a third of respondents indicated that they associated with one of the two groups – with 10 percent claiming that they associated with the group of foreign-born Hispanics, and about 21 percent claiming that they associated with the group of U.S. born Hispanics. As such, the analysis revealed that there was a high degree of awareness of the problem among the respondents and many of the respondents had first hand knowledge of the conflict.

Perceived Causes of the Conflict

The respondents were asked questions about the cause of the conflict. The respondents cited two major causes. In particular, about 25 percent of the respondents believed that the conflict was the result of disputes over territory and about 15 percent believed that the conflict was the result of lack of respect between the two groups. Respondents were also asked why they thought that the conflicts between the groups turn violent or physical. About 42 percent said that it was to show who is in power/control. Another 19 percent said that the violence was the consequence of peer pressure.

Risk Factors Perceived to be Associated with the Conflict

Respondents were asked questions about risk factors associated with the violence between the two groups. Over two-thirds of the respondents indicated that they believed that the violence was related to the easy availability of weapons, drug problems, and delinquent peer networks. Over 89 percent of respondents also believed that children who see violence at home are more likely to become violent themselves and about one-

² The report specifically indicated that the age groups in which the respondents were categorized for the purpose of analysis were 12-15 years old, 15-18 years old, and 18 to 25 years old. These categories are obviously not exclusive of one another, with a respondent being able to fit into two groups at one time. However, the figures presented add up to 100 percent. It is assumed by this author that there was a typographical error in the analysis report by the project coordinator. The project coordinator could not be reached to address this issue.

third of the respondents believed that misbehavior at school plays a role in the violence between the two groups.

In addition to asking questions about the respondent's perception of risk factors associated with the conflict, the student interviewers also asked the respondents questions about risk factors that might be impacting their own lives. They found that 39 percent of respondents perceived their neighborhood to be safe, 19 percent perceived it to be boring, and 8 percent perceived it to be peaceful. On the other hand, 10 percent of respondents indicated that their neighborhood was dangerous and 4 percent indicated that it was violent. Roughly 33 percent of the respondents stated that they would like to live in another neighborhood.

Conclusions Reached from Analysis

After reviewing the data, the coordinator and students determined that there were a number of risk factors associated with the Hispanics they interviewed. Specifically, they argued that "risk factors such as, availability of drugs and guns, low neighborhood attachment, family conflict and conflict management problems, lack of commitment toward school, favorable attitudes towards problem behavior, were all present in the lives of these teens" (Arias, 2001: 12). The coordinator further stipulated that the data clearly showed that the more risk factors a youth is exposed to, the greater the probability that the youth will become involved in problem behavior (Arias, 2001).

The coordinator concluded that the above risk factors could be reduced by increasing the number of protective factors surrounding the youths. He suggested that the police department and high school might consider focusing on building "character," strong belief systems, positive relationships between family members, teachers, and other positive role models in the community, and establishing clear expectations and rules governing behavior (Arias, 2001: 12).

Problems Encountered During the Analysis Phase

Five major obstacles were encountered over the course of the analysis phase. These problems were related to staffing, computer software, organizational cooperation, time, and scope of analysis. These problems are discussed below, along with the solutions that were used to address the problems.

1. Staffing Problems.

The project coordinator claimed that one major problem encountered during the analysis phase was related to staffing. The police department had a difficult time finding a qualified coordinator to run the day-to-day operations of the program. The department's initial search for a coordinator was terminated after all of those selected to be interviewed were unable to successfully pass a criminal background check. A second search was commenced in February 2000 and an applicant was hired in March 2000. The problems associated with the hiring of the program coordinator resulted in the start of the project being delayed by about six months.

Staffing the project with students presented another problem for the project. Many of the students were uninterested in participating, even though they were being paid to participate. The students showed up late to meetings, left early or did not show up at all. Many of the students attributed their ambivalence to the fact that they had served on similar types of committees in the past that did not generate any positive change. Many of the students in the group also had other obligations such as work, athletics, and other extra-curricular activities that did not permit them the time to show up to the meetings.

Still another staffing problem was related to the teacher facilitator. The original teacher that volunteered to work with the group left the school district half way through the analysis phase. Another suitable teacher facilitator was not found, and as a result, the teacher facilitator's responsibilities were re-directed to the coordinator and two police officers who assisted with the supervision of data collection.

2. Computer Software Problems.

The project coordinator also noted that there were several problems related to the computer database constructed for the project. The original program developed by the consultant had to be modified numerous times because it did not operate correctly. Also, the computer program did not allow for many of the survey questions to be used in their original form, and, as a result, a number of the questions had to be altered so that they would conform to the specification required by the database. The biggest problem, however, with the database was that it was not saving all of the data that the students were collecting. It is estimated that by the time the problem was detected they had lost data from about 200 interviews.

3. Organizational Problems.

The project coordinator stated that the project encountered several problems with the high school. Project personnel were required to submit the survey questions to school administrators to ensure that the questions were suitable and not offensive. This task was made more difficult due to turnover among administrators at the high school, which required project staff to re-introduce the study to the administrators and "re-sell" the project. Student workers were also required to obtain written permission from parents before they were permitted to interview a student. Project personnel believed that this restricted the number of students that they were able to interview and lengthened the amount of time that it took to complete data collection. In an effort to increase the participation rate and expedite the process student workers stayed after school and contacted parents by phone, asking them for permission and informing them that they would need to sign a permission slip that would be arriving in the mail and return it to the school.

4. Problems Related to Time.

The students who were supposed to be collecting the survey data often times did not have the time to commit to data collection. Additionally, shortly after the start of data collection it was discovered that it was taking longer than expected to complete each survey. This led to concern on the part of the coordinator that they might not be able to conduct enough surveys to analyze the problem appropriately. He addressed this issue by adding two off-duty police officers to the project, who helped collect survey data from the Hispanic students.

5. Scope of Analysis.

Advice and direction from an experienced local evaluator might have provided the department with additional information that could have been used in the formulation of the response. This phase might have benefited from an analysis of official police and school data to examine the location and time of the disputes. It might also have benefited from a more in depth analysis of the offenders and victims involved in the dispute to help narrow the focus of the analysis.

RESPONSE PHASE

On April 12, 2001, several members of the police department met to discuss the findings of the analysis and construct a response. The meeting was lead by the Field Services Captain who had originally identified the problem and was also the project manager. The meeting was also attended by the program coordinator, a Sergeant in the gang unit, a corporal who was responsible for community policing activities, a detective who was responsible teaching parental skills courses for the police department, the school resource officer at Redlands High School, and two evaluators from 21st Century Solutions, Inc. who were responsible for conducting the national evaluation of the school-based partnership project.

Over the course of the meeting the group determined that the primary purpose of their response should be to reduce the level of racial and ethnic conflict at Redlands High School and surrounding community. Additionally, they wanted to develop a response that would result in a reduction of violence between the Hispanic students at Redlands High School, and the surrounding neighborhood, and a decrease in the amount of gang violence between Barrio Redlands and Colonial 13.

By the end of the meeting the police officers had developed a three-pronged response: 1) establish a mentor program to help guide gang members, 2) establish a cultural awareness class at Redlands Senior High to educate students about culture conflict, and 3) establish a parenting skills course to provide parents of Redlands Senior High with the tools to reduce risk factors in their children's lives.

Mentor Program.

The first response developed by the working group was the creation of an "intervention program." The intervention program centered on a mentoring approach in which Redlands Police Department officers would be matched with Redlands Senior High

students who had been found to be at the center of school-related problems. Ideally, individuals selected for mentoring by police officers would be students at Redlands Senior High, Hispanic, and core members of either Barrio Redlands or Colonial 13. Students were selected for the program through a referral process in which school teachers, probation officers, and the school resource officer referred youth to the project manager.

As part of the program, mentors would work with the students with the hope of establishing new standards, expectations, and values in the youth's lives. They would also serve as an advocate for the youth and their parents, help the students with their school work and any language problems they might have, and encourage them to increase their number of "quality friends." The mentors were also expected to teach the youth to accept individuality and value cultural differences between people. Officers volunteered to work as mentors. They were to work with their assigned student(s) for at least two hours, once a week during their off-duty hours. Officers who served as mentors received overtime pay from funds allotted to the department as part of its participation in the evaluation. The mentor program began on October 13, 2001 and ended March 15, 2002.

The mentor program involved 10 police officers who mentored 19 students. All of the students attended Redlands High School and were Hispanic. Of the 19 students, 16 were male and 3 were female. As shown in Exhibit 5, the officers, over the course of the response, made 147 contacts with the students. While on average each student had about eight contacts with an officer over the course of the response, over half of the students had only one contact with their mentor. The average number of contacts between the officers and the students was skewed because one officer/student relationship yielded 73 contacts. The minimum number of contacts that an officer made over the course of the response was 3, and the maximum number of contacts that an officer made over the course of the response was 77. The mean number of contacts made by each officer was 15, but most officers made eight or fewer contacts with their mentees. The officers spent a total of 348 hours with the students, with the average contact lasting about 2.4 hours. Many of the contacts were made at the students home (32.3%) or some other central meeting place (51.9%), and a few contacts were made at school (5.1%), the officer's office (5.7%) or by phone (5.1%).

Exhibit 5. Mentor/Mentee Contact Statistics.

Number of Mentors	10
Number of Mentees	19
Total Number of Contacts	147
<i>Youth Level Contacts (10 youth)</i>	
Minimum	1
Maximum	73
Mean	7.7
Median	1
<i>Officer Level Contacts (19 officers)</i>	
Minimum	3
Maximum	77
Mean	14.7
Median	8
Total Time Spent with Mentees	347.7 hours
Average Length of Contact	2.4 hours

<i>Location of Contacts (n=158)</i>	<i>Frequency</i>	<i>Percent of Locations</i>
Office	9	5.7
Home	51	32.3
School	8	5.1
Phone	8	5.1
Other	82	51.9

Over the course of the 147 contacts over 604 issues were discussed between the officers and students. As seen in Exhibit 6, most of the contacts involved the officers providing general support (29.1%) such as motivational support, rapport building, and recreational opportunities. Many of the contacts (28.5%) also involved the officers discussing personal and family issues with their mentees. Officers, for example, often discussed issues pertaining to family and gangs. Over 11 percent of the contacts led to discussions or activities involving education. These education related contacts were typically related to the officer acting as an advocate of the school (e.g., explaining the importance of education) and the officer assisting the youth with school placement. A modest number of officer/student contacts led to the officer providing counseling (9.6%) and group services (6.1%). Some of the officers also worked with their mentee on issues relating to job preparation, job training, and job placement. On a few occasions the officers addressed issues involving the criminal justice system (4.5%), housing (0.2%), and medical care (0.5%).

Exhibit 6. Type of Issues Addressed During Contacts

	Frequency	Percent of All Issues (604)
<i>General Support</i>	<i>176</i>	<i>29.1</i>
Motivational	56	9.3
Rapport Building	58	9.6
Referral	4	0.7
Recreation	54	8.9
Community Service	4	0.7
<i>Personal Issues</i>	<i>108</i>	<i>17.9</i>
Gang	29	4.8
Family	53	8.8
Crisis Intervention	6	1.0
Other	20	3.3
<i>Family Issues</i>	<i>64</i>	<i>10.6</i>
Gang	17	2.8
Family	31	5.1
Crisis Intervention	3	0.5
Other	13	2.2
<i>Vocational</i>	<i>43</i>	<i>7.1</i>
Job Preparation	20	3.3
Job Training	11	1.8
Job Location	7	1.2
Job Placement	4	0.7
Other	1	0.2
<i>Educational</i>	<i>67</i>	<i>11.1</i>
Academy Placement	4	0.7
School Advocacy	39	6.5
School Placement	12	2.0
GED Program	0	0
Community Education	5	0.8
College Placement	4	0.7
Other	3	0.5

Exhibit 6 continued: Type of Issues Addressed during Contacts, continued

	Frequency	Percent of All Contacts (604)*
<i>Criminal Justice</i>	27	4.5
General Assistance	6	1.0
Arrest	6	1.0
Monitoring	3	0.5
Home Confinement	3	0.5
Probation	2	0.3
Parole/Aftercare	3	0.5
Violation of Probation	1	0.2
Detention	1	0.2
Prosecution	1	0.2
Other	1	0.2
<i>General Issues</i>	12	2.0
Money Management	5	0.8
Welfare	5	0.8
Other	2	0.3
<i>Housing</i>	1	0.2
Locating Housing	0	0
Other	1	0.2
<i>Counseling/Treatment</i>	58	9.6
Alcohol Use	27	4.5
Drug Use	28	4.6
Physical/mental abuse	3	0.5
<i>Medical</i>	3	0.5
General Medical Care	1	0.2
Other	2	0.3
<i>Other</i>	8	1.3
Transportation	7	1.2
Other	1	0.2
<i>Group Services</i>	37	6.1
Crisis Intervention	1	0.2
Mediation	2	0.3
Supervision	2	0.3
Explaining services	1	0.2
Rapport building	9	1.5
Recreation	18	3.0
Community Service	4	0.7

Cultural Awareness Class

In addition to the mentoring program, the Redlands Police Department assigned the school resource officer (SRO) at Redlands High School to work with the students on “cultural awareness,” an issue that the group felt was at the root of the problem. The cultural awareness class has been taught yearly at the high school to all ninth graders over the past six years. As such, the class is better thought of as a program in support of the intervention, rather than an actual supplement to the intervention.

The cultural awareness class was taught on November 13, 2001 during the students regularly scheduled gym class, which lasted approximately 40 minutes. An analysis of the course curriculum found that the course focused on five primary issues. First, the officer introduced himself to the students and his role at the school, and discussed the importance of community policing and risk-focused policing in the city. Second, the school resource officer described risk focused policing and the importance of risk and protective factors in the students lives. Third, the officer discussed issues facing the school such as gang activity, racial tensions, and mad dogging. In this section the officer also discussed the need for acceptance of individuality and taught students how to resolve conflicts. Fourth, the officer discussed police tactics and various strategies the police use to enhance safety, maintain order, and investigate crime. Fifth, the officer lectured on enforcement options and the authority of school and police officials on school property.

An analysis of student attendance roster data indicated that about 74 percent (620 out of 840) of freshman at Redlands Senior High attended the 40 minute class. Approximately 46 percent of those that attended the cultural awareness class were male and 54 percent were female. The instructor indicated that students were attentive and paid attention while in class. He believed that the use of “war stories” kept the students’ interested, while at the same time exposing them to the issues that they might face while at school.

Parenting Skills Course.

The Redlands Police Department incorporated their existing parenting skills course in the response. The officers believed that the course would expose the parents of the gang members to resources that are available to them in the community. They also thought that the course would teach them basic parenting skills that would enable the parents to increase the number of protective factors in their child’s life.

The parenting skills course was offered twice over the response phase, once from October 8, 2001 through December 15, 2001, and again October 30, 2001 through January 22, 2002. The parenting skills classes met weekly for three hours, over a 10-week period. While the class is normally available to the entire public on a first come first serve basis, parents with children enrolled at Redlands Senior High were given priority for admission into the class to ensure that Redlands Senior High parents were exposed to the program.

Recruitment for the class was conducted by mailing advertisements to the parents of students at the high school and by distributing fliers in high-risk neighborhoods, and to organizations that work with parents with at-risk youth. The school resource officer and two community groups were also used to recruit parents for the course. While these

special recruitment efforts were made to increase participation among the parents of Barrio Redlands and Colonial 13 gang members', participation in the course was voluntary.

The curriculum used by the police department for the parental skills course was developed by The Parenting Project and is used by schools, police and probation departments, mental health agencies, churches, and other community groups in over 25 states. Instructors of the course are required to attend a weeklong training seminar prior to teaching parents. A content analysis of the course syllabus, lecture notes, and homework assignments revealed that the course teaches parents identification, prevention, and intervention strategies to assist them in addressing "destructive youth behavior." The first three units of the class provide parents with information on understanding children and their behavior and expose them to a variety of parenting strategies. Units four through nine teach parents how to address specific youth behavior such as drinking, drug use, and other problematic behavior. Units ten through nineteen teach parents how to listen to their child and how to clearly communicate expectations, standards, and values (Fry, Johnson, Melendez, and Morgan, 1998).

As stated above, two parenting courses were taught during the response phase. A total of 13 parents enrolled in the courses, of which 7 of the parents had at least one child enrolled at Redlands Senior High. Of the 13 enrolled parents, six completed the course; and of the six parents that completed the course, three had at least one child enrolled at Redlands Senior High.

Instructors of the course indicated that they received high praise for the class. They stated that many of the parents in the class told them that the class was very beneficial. The officers stated that many of the parents have difficulty communicating and counseling their children and that the class provided the parents with additional tools to provide counseling to their children. Many of the parents suggested that it would be useful if the department established a similar class for youth.

Problems Encountered During the Response Phase

Three obstacles were encountered in the response phase: 1) gang members were unwilling to participate in the mentoring program, 2) student exposure to the cultural awareness class was limited, and 3) targeted parents were uninterested in participating in the parental skills course.

1. Gang Members Unwilling to Participate.

While school officials and parents were generally supportive of the mentoring program, police officials had a difficult time recruiting participants. Members of Barrio Redlands and Colonial 13 were reluctant to communicate with the police and were unwilling to participate in the mentoring program. The mentors explained that this was largely the consequence of the poor reputation of the police in the neighborhoods inhabited by the gang members and because of the gang members' fear of being labeled as a 'rat' if they were seen with the police. As a consequence, the mentoring program was unable to work with those that it

was originally established to target. In an attempt to continue with the mentoring program, and reach troubled youth, the police department selected at-risk youth that attended Redlands High School to participate in the mentoring project.

The project staff indicated that if they were able to start the response phase again they would have chosen to focus on different youth than those that participated in this project. First, they voiced that they should have mentored younger youth that would have been more impressionable and so that they would have had a better chance at making an impression in their mentee's life. Second, they wished that they had chosen youth that were in a "transitional" period of their life, believing that they might have been able to help those that were on the edge of falling into a "bad crowd." Third, they indicated that they spent the majority of their efforts on "good kids" and that more effort should have been placed on working with youth that were more criminally involved.

2. Student Exposure to the Cultural Awareness Class was Limited.

The cultural awareness course was limited to ninth grade students. While the age and grade of the offenders and victims is unknown, the response might have benefited by students in the 10th, 11th, and 12th grade receiving the treatment. Additionally, the response might have benefited from a lengthier course on cultural awareness. The 12-15 minutes of exposure to issues of culture conflict might not be enough to have an impact on student behavior.

3. Parental Disinterest in Parenting Skills Class.

Only a handful of Redlands High School parents enrolled in the parenting skills course. Those recruiting parents for the class reported that many of the parents that they talked to indicated that their child was the source of the problem, and not themselves. Many parents also commented that the 30-hour course was too long of a commitment for them to make and that they could not take the time to attend the course. The course instructor attempted a number of strategies to increase parental enrollment. One strategy was to change the stated purpose of the course from one that focused on changing parental behavior to one that emphasized changing children's behavior. The instructor also enlisted the help of two community groups to help recruit parents that might benefit from the course.

ASSESSMENT PHASE

The assessment phase of the Redlands Police Department school-based problem-solving project was conducted in two parts. The first part of the assessment consisted of a process evaluation conducted by a local evaluator employed by the University of Redlands. The local evaluator interviewed police and school officials and documented the history of the project. In particular, the local evaluator reviewed the analysis phase and described the responses that were employed as part of the intervention. A draft of the process evaluation was submitted to the police department in June 2002 (Rickabaugh, 2002). Evaluators from 21st Century Solutions, Inc. conducted the second phase of the assessment. 21st Century Solutions, Inc. was contracted to perform the national

evaluation of the school-based partnership grant program. This report serves as the process and impact evaluation of the Redlands school-based partnership project.

OVERALL EVALUATION OF THE SCHOOL-BASED PARTERSHIP PROJECT BY PROJECT STAFF

At the end of the project, project staff were asked to evaluate various aspects of the project. In the first section staff members were asked to rate whether they strongly agreed, agreed, did not know, disagreed, or strongly disagreed with six statements about the problem solving process that was used in the school-based partnership project. As seen in Exhibit 7, project staff perceived that the problem solving process used during the project was effective, was easy to use, and was informed by a variety of sources of information.

The second section included questions pertaining to their views of the partnerships that were created as a consequence of the project. The analysis indicated that most staff members believed that the partnership led to the sharing of information in a timely matter, that the partnership was flexible, that all members of the partnership were open to outside ideas, that the police and school worked well together, that the staff had clearly defined goals, and that all of the necessary agencies and individuals were included in the partnership.

It should be mentioned that during the focus group project staff voiced that there was little communication between the project staff and the school. They stated that because the school resource officer had “free reign” at the high school there was “almost no need for communication between the school and the police.” The school resource officer specifically stated that, “the school did not even know that the mentoring program even took place,” further suggesting that the communication between the two organizations was minimal.

The last section of the survey instrument included questions about how the project impacted the respondent personally. Almost all of the participants believed that the project helped them have a better understanding of the school problem, thought that they would use problem solving in the future, indicated that they enjoyed working on the problem solving process, and that their participation in the project had a positive impact on the school problem.

Exhibit 7. Officer Evaluations of the School-Based Partnership Project

Level of Agreement with Each Statement	Mean	Percent Agree or Strongly Agree
<i>The Problem Solving Process</i>		
Internal issues, concerns, or obstacles were addressed and solved readily	4.29	100.0
We will use this process on other problems in and around the school	4.43	85.7
The problem solving process assisted in reducing the problem at the school	4.14	71.4
The information we analyzed assisted us in finding a response to the problem	4.57	85.7
We identified the problem by using a number of different sources of information	4.86	100.0
The problem solving model (Scan, Analyze, Respond, and Assess) was easy for our team to understand and follow	4.86	100.0
<i>Partnership Members</i>		
Relevant information was shared in a timely manner	4.27	100.0
Regularly scheduled partnership meetings or other communication occurred	3.64	72.7
The partnership was flexible in that members could be added if necessary	4.27	100.0
The local evaluator assessed the project effectively and in a timely manner	3.55	45.5
The local evaluator was involved in all stages of the project	3.55	45.5
Members were open to outside ideas or suggestions	4.18	90.9
All members were well informed about the goals and objectives of the project	4.27	90.9
The police and school worked well together to solve the problem	4.55	90.9
There were clearly defined roles and responsibilities for each individual and agency	4.10	80.0
All of the necessary agencies and individuals were included in this partnership	4.36	100.0
<i>Personal Evaluation</i>		
I have a better understanding of the school problem since my involvement on this project	4.11	77.8
I will use the problem-solving process to address future problems in and around schools	4.44	100.0
I enjoyed working on the problem solving process	4.56	100.0
My participation in this project has made a positive difference in solving the school-based problem	4.56	100.0

NOTE: Strongly Agree=5, Agree=4, Don't Know=3, Disagree=2, Strongly Agree=1

PART FIVE: FINDINGS—IMPACT

GANG CONFLICT

Official gang data obtained from the police department revealed that four Colonial 13 gang members had come into contact with the police from August 1, 2000 to June 15, 2002. Likewise, 44 Barrio Redlands gang members came into contact with the police during the same time period.

Analysis of the official police data showed that Colonial 13 and Barrio Redlands did not have conflict, nor was there any other type of altercation between the two gangs during the study period (i.e., pre-intervention, intervention, or post-intervention period). However, caution should be used when interpreting these data. Gang activity of this nature is regularly under-reported. One reason is that the victims (those who typically report crime) are gang members themselves and are unwilling to report these incidents because it might uncover their own illegal activity. Likewise, gang culture dictates that the gang, rather than outsiders such as the police, should seek retribution. Second, witnesses rarely report conflict or problems between gangs and gang members out of fear of becoming involved and becoming a victim.

STUDENT FEARS AND CONCERNS

Exhibit 8 shows the findings for three different indicators related to student perceptions of safety at school, on the way to school, and in their neighborhood. The exhibit presents findings for both the target and comparison schools for both Hispanic and Non-Hispanic students prior to and after the intervention. It also indicates whether the change between the two time periods was statistically significant.

Exhibit 8 shows that prior to the intervention about 18 percent of Non-Hispanics and Hispanics at Redlands Senior High reported feeling very unsafe or unsafe traveling to and from school, compared to 12 percent of Non-Hispanics and 6 percent of Hispanics at Redlands East Valley. The Exhibit also shows that after the intervention significantly fewer Non-Hispanic and Hispanic students at Redlands Senior High reported feeling very unsafe or unsafe traveling to and from school, while students at Redlands East Valley did not report a significant change in their feelings of safety going to and from school during the same period.

Another item was used to examine feelings of safety while at school. Analysis of the student survey data showed that there was no significant change in the number of students reporting feeling very unsafe or unsafe between the pre-intervention period and the post-intervention period at either school.

Students were also asked how safe they felt in their own neighborhoods. Respondents could indicate whether they felt very safe, safe, unsafe, or very unsafe. Students at Redlands Senior High were significantly less likely to report feeling unsafe or very unsafe in their own neighborhood in the post-intervention period compared to the pre-intervention period. In particular, the percentage of Non-Hispanic and Hispanic students

reporting feeling Unsafe or Very Unsafe in their own neighborhood declined by half between the two periods (12.3% to 6.2% for Non-Hispanics and 19.4% to 10.6% for Hispanics). There was no change in feelings of safety in their neighborhood among students at Redlands East Valley between the pre-intervention and post-intervention periods.

Exhibit 8. Student Fears of Safety in and away from School

Percent Feeling:	Target (RHS)		Comparison (REV)	
	Pre	Post	Pre	Post
<i>Very unsafe or unsafe going to and from school</i>				
Non-Hispanics ^T	17.6	10.8	12.4	9.3
Hispanics	18.7	8.8	6.0	7.1
<i>Very unsafe or unsafe at school</i>				
Non-Hispanics	11.3	10.8	7.4	8.7
Hispanics	16.9	13.7	9.6	11.9
.9				
<i>Very unsafe or unsafe in neighborhood</i>				
Non-Hispanics ^T	12.3	6.2	6.3	7.1
Hispanics	19.4	10.6	3.3	5.4
.4				

NOTE:^T or ^C indicates t-statistic is significant at .05 level for Target or Comparison group

Three items were used to measure the student’s concerns about cultural diversity issues.³ They were asked about the extent of their worry about racial and ethnic relations, foreign immigrants, and changing moral standards. For these questions a 1 represented a low frequency of worry about cultural diversity issues and a 4 represented a high frequency of worry about cultural diversity issues. As seen in Exhibit 9, students at Redlands Senior High reported being more worried about racial and ethnic relations, foreign immigrants, and changing moral standards than students at Redlands East Valley during the pre-intervention period. When comparing the pre-intervention period to the post-intervention period the data indicated that while concerns about cultural diversity increased significantly for two of the measures at Redlands East Valley High, the same measures indicated that concern about cultural diversity remained stable at Redlands Senior High. Specifically, at Redlands East Valley Non-Hispanics and Hispanics reported being significantly more worried about racial and ethnic relations and Hispanics reported feeling significantly more worried about changing moral standards during the post-intervention period.

³ These measures have been previously used by Lane and Meeker (2000) and Katz, Webb, and Armstrong (2003) to examine the impact of subcultural diversity on fear of crime and fear of gangs.

Exhibit 9. Worries about Culture Conflict

Mean frequency of worry about:	<u>Target (RHS)</u>		<u>Comparison (REV)</u>	
	Pre	Post	Pre	Post
<i>Racial and ethnic relations</i>				
Non-Hispanics ^C	2.26	2.13	1.90	2.06
Non-Hispanics ^C	2.26	2.13	1.90	2.06
Hispanics ^C	2.03	2.25	1.76	2.14
<i>Foreign immigrants</i>				
Non-Hispanics	1.75	1.72	1.63	1.69
Hispanics	1.61	1.50	1.51	1.64
<i>Changing moral standards</i>				
Non-Hispanics	2.05	2.11	1.88	1.96
Hispanics ^C	1.85	2.16	1.76	2.07

NOTE: ^T or ^C indicates t- statistic is significant at .05 level for Target or Comparison group
 Questions are coded: 1=Never, 2=Hardly Ever, 3=Occasionally, 4=Frequently

Students at both schools were asked whether they had missed school because they felt unsafe at school or felt unsafe going to and from school. As seen in Exhibit 10, a moderate number of students (i.e., 6 to 10 percent) from both schools reported that over the past 30 days they had missed school because they felt unsafe at school or felt unsafe going to and from school. There were few differences reported between the pre-intervention survey and the post-intervention survey, the only exception being for Hispanic students at Redlands East Valley. In particular, about nine percent of Hispanics at Redlands East Valley reported missing school in the past 30 days because they felt unsafe going to and from school during the pre-intervention period compared to 1.7 percent in the post-intervention period.

Students were also asked whether they had been in a fight on their way to school or on their way from school during the past 30 days. Exhibit nine shows that roughly nine percent of students at Redlands Senior High and seven percent of students at Redlands East Valley reported being in a fight coming to or from school in the past 30 days. The number of fights coming to or from school did not significantly change between the two time periods for either school.

Exhibit 10. Student Self-Reported Behavior in past 30 days

Percent of Students in Past 30 Days that:	Target (RHS)		Comparison (REV)	
	Pre	Post	Pre	Post
<i>Missed school because unsafe to and from school</i>				
Non-Hispanics	5.9	5.9	7.5	5.3
Non-Hispanics	5.9	5.9	7.5	5.3
Hispanics ^C	10.4	5.9	9.1	1.7
Hispanics ^C	10.4	5.9	9.1	1.7
<i>Missed school because unsafe at school</i>				
<i>Missed school because unsafe at school</i>				
Non-Hispanics	8.5	6.8	7.7	5.8
Hispanics	8.3	6.6	7.2	6.0
Hispanics	8.3	6.6	7.2	6.0
<i>Were in a fight to or from school</i>				
<i>Were in a fight to or from school</i>				
Non-Hispanics	9.5	8.9	6.5	5.9
Hispanics	8.1	8.5	7.4	5.6
Hispanics	8.1	8.5	7.4	5.6

NOTE: ^T or ^C indicates t- statistic is significant at .05 level for Target or Comparison group

Students were also asked whether they had carried a weapon at school in the past 30 days. Self-reported data indicated that gun, knife, and club carrying among both Hispanic and Non-Hispanic students at both Redlands High School and Redlands East Valley High School did not change from the pre-intervention period to the post-intervention period. However, the self-reported data did show that Non-Hispanic students at Redlands High School were significantly more likely to start carrying any weapon to school after the intervention than before the intervention. A similar trend was not observed at Redlands East Valley High School.

Exhibit 11. Percent of students carrying weapons at school in the past 30 days

		Target (RHS)		Comparison (REV)	
		Pre	Post	Pre	Post
<i>Any weapon</i>					
<i>Any weapon</i>					
	Non-Hispanics ^T	8.4	14.8	7.5	10.0
	Hispanics	13.0	16.4	8.4	13.8
<i>Gun</i>					
	Non-Hispanics	1.9	2.2	.9	2.0
	Non-Hispanics	1.9	2.2	.9	2.0
	Hispanics	2.6	1.8	1.9	1.5

<i>Knife</i>					
<i>Knife</i>					
	Non-Hispanics	5.4	5.4	4.5	5.6
	Hispanics	9.1	10.1	3.7	3.2
	Hispanics	9.1	10.1	3.7	3.2
<i>Club</i>					
<i>Club</i>					
	Non-Hispanics	1.1	2.7	1.3	2.4
	Hispanics	1.3	2.3	0.6	3.1
	Hispanics	1.3	2.3	0.6	3.1
<i>Any other weapon</i>					
<i>Any other weapon</i>					
	Non-Hispanics ^T	5.6	11.2	5.8	7.7
	Hispanics	9.1	12.0	4.2	8.5
	Hispanics	9.1	12.0	4.2	8.5

NOTE:^T or ^C indicates t-statistic is significant at .05 level for Target or Comparison group

As part of the survey students were asked how they would respond to particular types of behavior by other students. One question asked the students how they would respond if someone called them a name and another asked them how they would respond if someone pushed or shoved them. They were presented with several alternative ways that they might respond. Some of these responses were pro-social such as tell a teacher, parent, or school resource officer, while other responses were conflict oriented such as hit them back and tell a friend so that they would help them fight.

There were few significant differences between the pre and post intervention periods at both schools. However, it should be noted that there were consistent differences between the ethnic groups at both schools. In particular, Hispanic students were more likely to respond to name calling and physical contact by using conflict than would non-Hispanic students.

Exhibit 12. Responses to aggressive behavior (In percentages).

		Target (RHS)		Comparison (REV)	
		Pre	Post	Pre	Post
Response to being called a name					
	Pro-social	44.0	46.2	44.2	36.5
	Pro-social	44.0	46.2	44.2	36.5
Non-Hispanics	Conflict	45.6	47.6	47.8	55.2
	Other	10.3	6.2	8.0	8.2

	Pro-social	29.9	38.3	37.2	33.7
	Pro-social	29.9	38.3	37.2	33.7
Hispanics	Conflict	59.7	57.7	53.0	58.7
Hispanics	Conflict	59.7	57.7	53.0	58.7
	Other	10.4	3.9	9.8	7.5
	Other	10.4	3.9	9.8	7.5

Response to being pushed or shoved

Response to being pushed or shoved

Non-Hispanics ^C	Pro-social	33.5	33.6	28.2	20.6
	Conflict	57.8	59.6	61.1	72.3
	Other	8.7	6.8	10.7	7.1

	Pro-social	21.4	16.3	29.2	27.1
	Pro-social	21.4	16.3	29.2	27.1
Hispanics	Conflict	64.0	74.9	65.1	68.5
Hispanics	Conflict	64.0	74.9	65.1	68.5
	Other	14.6	8.8	5.7	4.6
	Other	14.6	8.8	5.7	4.6

NOTE: ^T or ^C indicates chi-square statistic is significant at .05 level for Target or Comparison group

We also examined the percentage of students victimized at school in the past 30 days at both high schools. Non-Hispanic students at Redlands East Valley High reported significantly more harassment because of their race/ethnicity and were significantly more likely to be threatened or injured with a weapon at school during the post-intervention period when compared to the pre-intervention period. Similarly, Hispanic students at Redlands East Valley High reported significantly more harassment because of their race/ethnicity during the post-intervention period when compared to the pre-intervention period. Similar trends in victimization were not observed at Redlands High School.

Exhibit 13. Percent of students victimized at school in the past 30 days

	Target (RHS)		Comparison (REV)	
	Pre	Post	Pre	Post
<i>Harassed because of race/ethnicity</i>				
<i>Harassed because of race/ethnicity</i>				
Non-Hispanics ^C	24.0	23.3	15.7	22.2
Hispanics ^C	18.4	27.0	7.0	20.9
Hispanics ^C	18.4	27.0	7.0	20.9

<i>Threatened or injured with a weapon</i>					
	Non-Hispanics ^C	7.3	9.0	5.6	9.2
	Hispanics	6.9	8.7	6.7	9.9
	Hispanics	6.9	8.7	6.7	9.9

NOTE: ^T or ^C indicates t- statistic is significant at .05 level for Target or Comparison group

As part of the student survey respondents were asked questions about their observations of gang activity at their school. They were asked questions about fights between gang members, gang intimidation, and gang recruiting. In general, students reported that gang-related activity remained unchanged at Redlands East Valley high, but increased significantly at Redlands High School. For example, both Hispanics and Non-Hispanics at Redlands High reported observing more fights between gang members during the post-intervention period, when compared to the pre-intervention period. Similarly, non-Hispanics at Redlands Senior High reported observing more gang recruiting at school during the post-intervention period when compared to the pre-intervention period.

Exhibit 14. Percent of students witnessing gang activity at school in past year

Percentage Witnessing:		Target (RHS)		Comparison (REV)	
		Pre	Post	Pre	Post
<i>Fights between gang members</i>					
	Non-Hispanics ^T	28.7	42.1	32.6	29.5
	Non-Hispanics ^T	28.7	42.1	32.6	29.5
	Hispanics ^T	40.3	61.0	31.0	31.0
	Hispanics ^T	40.3	61.0	31.0	31.0
<i>Gang intimidation</i>					
<i>Gang intimidation</i>					
	Non-Hispanics	29.7	33.5	22.8	23.2
	Hispanics	36.4	47.9	25.0	22.7
	Hispanics	36.4	47.9	25.0	22.7
<i>Gang recruiting</i>					
<i>Gang recruiting</i>					
	Non-Hispanics ^T	12.2	21.9	15.2	13.4
	Hispanics	35.0	33.2	15.3	19.7
	Hispanics	35.0	33.2	15.3	19.7

NOTE: ^T or ^C indicates t- statistic is significant at .05 level for Target or Comparison group

STUDENT BEHAVIOR

Next, we examined the impact of the school-based partnership program on school absences, suspensions, and expulsions. Exhibit 15 shows that there were no significant differences in terms of unexcused absences or expulsions between the two schools or between the pre-intervention, intervention, and post-intervention periods. However, the official school data showed that while Redlands High School did experience significantly fewer suspensions in the post-intervention period compared to the same time the year prior, the decrease was not as substantial as it was at Redlands East Valley High School.

Exhibit 15. Daily Average number of students missing at least one period by type of absence

		<u>Pre-Intervention</u> Begin School Year – October 13	<u>Intervention</u> October 14 – March 15	<u>Post-Intervention</u> March 16 – End School Year
<i>Average Number of Students per Day Absent from at least one Period due to Suspension</i>				
RHS	2000-01 School Year	56.1	43.6	50.4
	2001-02 School Year	85.2	54.5	46.8
	% Change	52.0%	25.1%	-7.2% ^{R,I}
REV	2000-01 School Year	101.4	47.1	41.9
	2001-02 School Year	76.0	40.2	29.8
	% Change	-25.0%	-14.6%	-28.8%
<i>Average Number of Students per Day with an Unexcused Absence from at least one Period</i>				
RHS	2000-01 School Year	215.3	200.6	269.4
	2001-02 School Year	211.8	188.1	265.3
	% Change	-1.6%	-6.2%	-1.5%
REV	2000-01 School Year	137.8	105.1	137.7
	2001-02 School Year	152.6	116.8	143.4
	% Change	10.8%	11.1%	4.1%
<i>Average Number of Expulsions per Month</i>				
RHS	2000-01 School Year	1.6	3.7	1.3
	2001-02 School Year	3.2	2.7	1.7
	% Change	94.7%	-26.3%	25.0%
REV	2000-01 School Year	3.2	1.0	1.0
	2001-02 School Year	3.9	2.0	2.3
	% Change	21.7%	100.0%	133.3%

^R indicates the change is significantly different than the change at REV

^I indicates the change is significantly different than the change during the Intervention phase

Exhibit 16 shows the average number of disciplinary actions taken per month by type of misconduct. When examining all types of misconduct Exhibit 16 shows that misconduct at Redlands High School decreased substantially during the pre-intervention, intervention, and post-intervention periods, when compared to the same time periods the year earlier. In comparison, at Redlands East Valley High School misconduct increased substantially during the pre-intervention and intervention periods when compared to the same periods the year prior, but then decreased during the post-intervention period when compared to the same period the year prior. Change in misconduct, by type of misconduct, was most pronounced between the two schools for weapons offenses and “other” misconduct. For example, weapons offenses decreased by 60 percent during the intervention period at Redlands High School, where as at Redlands East Valley they increased by 133 percent. Likewise, “other” misconduct at Redlands Senior High decreased substantially during the intervention and post-intervention periods when compared to the same period the year prior. However, at Redlands East Valley High School “other” offenses increased substantially during the intervention period and post-intervention period when compared to the same period the year prior.

Of special interest was the finding that there was no disciplinary action recorded as “Gang Activity” at Redlands High School, and very few disciplinary actions recorded as “Gang Activity” at Redlands East Valley in both the 2000-01 and 2001-02 school years.

Exhibit 16. Average Number of Disciplinary Actions Taken Per Month by Type of Misconduct

		<u>Pre-Intervention</u> Begin School Year – October 13	<u>Intervention</u> October 14 – March 15	<u>Post-Intervention</u> March 16 – End School Year
<i>All Types</i>				
RHS	2000-01 School Year	89.2	126.7	102.7
	2001-02 School Year	63.2	57.5	42.0
	% Change	-29.2%	-54.6%	-59.1%
REV	2000-01 School Year	73.0	82.8	79.3
	2001-02 School Year	78.9	101.2	62.7
	% Change	8.2%	22.3%	-21.0%
<i>Gang Activity*</i>				
REV	2000-01 School Year	0.0	1.6	0.0
	2001-02 School Year	0.0	0.0	0.0
	% Change	--	-100.0%	--
<i>Assault/Fighting</i>				
RHS	2000-01 School Year	14.6	27.5	16.0
	2001-02 School Year	15.0	21.0	8.3
	% Change	2.8%	-23.6%	-47.9%
REV	2000-01 School Year	34.1	27.1	22.0
	2001-02 School Year	36.3	30.6	14.0
	% Change	6.6%	13.0%	-36.4%
<i>Disruption</i>				
RHS	2000-01 School Year	50.3	63.1	57.3
	2001-02 School Year	22.1	18.0	15.0
	% Change	-56.0%	-71.4%	-73.8%
REV	2000-01 School Year	25.9	25.1	31.3
	2001-02 School Year	15.8	18.8	18.7
	% Change	-39.1%	-25.0%	-40.4%
<i>Weapon</i>				
RHS	2000-01 School Year	1.6	3.9	4.7
	2001-02 School Year	1.6	1.6	0.7
	% Change	-2.6%	-60.0%	-85.7%
REV	2000-01 School Year	1.6	2.4	0.7
	2001-02 School Year	0.0	5.5	0.0
	% Change	-100.0%	133.3%	-100.0%
<i>Other</i>				
RHS	2000-01 School Year	21.1	31.4	24.0
	2001-02 School Year	22.1	15.3	17.0
	% Change	4.9%	-51.3%	-29.2%
REV	2000-01 School Year	8.1	26.7	22.7
	2001-02 School Year	26.8	43.5	28.7
	% Change	231.1%	63.2%	26.5%

* There was no disciplinary action recorded as “Gang Activity” at RHS.

CALLS FOR SERVICE

Calls for service (CFS) data were also analyzed to examine the impact of the project on crime and other related behavior at the school, around the school, and in parks frequented by the student population. In all places we found that there was no significant change in CFS. However, we do detail some moderate changes that might be of interest to police and school officials.

Exhibit 17 details changes in CFS at Redlands High School between the pre-intervention, intervention, and post-intervention periods. It also shows changes from the 2000-01 school year compared to the 2001-02 school year. The average monthly CFS at Redlands High School increased for assaults, guns/weapons, and other offenses during the intervention period compared to the year prior. However, when we examined the post-intervention period we found that the average monthly calls for all assaults, guns/weapons, suspicious activity, and other offenses decreased when compared to the year prior.

Exhibit 17. Average Monthly CFS at Redlands High School

		<u>Pre-Intervention</u> Begin School Year - October 13	<u>Intervention</u> October 14 - March 15	<u>Post- Intervention</u> March 16 - End School Year
<i>All CFS</i>	2000-01 School Year	17.03	16.08	20.00
	2001-02 School Year	21.31	20.78	19.00
	% Change	25.1%	29.3%	-5.0%
<i>All Assaults</i>	2000-01 School Year	0.81	0.39	1.33
	2001-02 School Year	0.79	1.57	0.67
	% Change	-2.7%	300.0%	-50.0%
<i>Fight/Disturbance/ Threat</i>	2000-01 School Year	0.81	1.18	1.67
	2001-02 School Year	0.79	1.18	4.00
	% Change	-2.7%	0%	140.0%
<i>Guns/Weapons</i>	2000-01 School Year	0.81	0.20	1.33
	2001-02 School Year	0	0.78	1.00
	% Change	-100.0%	300.0%	-25.0%
<i>Suspicious Activity</i>	2000-01 School Year	0.81	0.78	1.33
	2001-02 School Year	1.58	0.59	1.00
	% Change	94.6%	-25.0%	-25.0%
<i>Other</i>	2000-01 School Year	13.79	13.53	14.33
	2001-02 School Year	18.15	16.67	12.33
	% Change	31.7%	23.2%	-14.0%

Exhibit 18 shows changes in the average monthly CFS within a half-mile of Redlands High School and Sylvan Park. When comparing the average monthly CFS during the intervention period to the same time the year prior the data show that all CFS, assaults, fights/disturbances/threats, guns/weapons, and other offenses decreased. Comparing the average monthly CFS during the post-intervention period to the same time the year prior illustrates that only guns/weapons and suspicious activity CFS declined. On the other hand, all CFS, assaults, fights/disturbances/threats, and other offenses increased between time periods.

Exhibit 18. Average Monthly CFS within ½ mile of Redlands High School and Sylvan Park

		<u>Pre-Intervention</u> Begin School Year - October 13	<u>Intervention</u> October 14 - March 15	<u>Post-Intervention</u> March 16 - End School Year
<i>All CFS</i>	2000-01 School Year	217.36	190.59	185.67
	2001-02 School Year	223.36	177.45	195.67
	% Change	2.8%	-6.9%	5.4%
<i>All Assaults</i>	2000-01 School Year	5.68	4.51	2.33
	2001-02 School Year	4.74	1.18	5.00
	% Change	-16.6%	-73.9%	114.3%
<i>Fight/Disturbance/ Threat</i>	2000-01 School Year	12.17	9.80	8.00
	2001-02 School Year	7.89	6.27	10.33
	% Change	-35.1%	-36.0%	29.2%
<i>Guns/Weapons</i>	2000-01 School Year	1.62	1.76	1.33
	2001-02 School Year	1.58	0.59	1.00
	% Change	-2.7%	-66.7%	-25.0%
<i>Suspicious Activity</i>	2000-01 School Year	12.98	7.84	9.33
	2001-02 School Year	11.05	8.43	7.33
	% Change	-14.8%	7.5%	-21.4%
<i>Other</i>	2000-01 School Year	184.91	166.67	164.67
	2001-02 School Year	198.11	160.98	172.00
	% Change	7.1%	-3.4%	4.5%

Exhibit 19 presents the average monthly CFS within a half-mile of the community Ballpark. When comparing the intervention period to the same time the year before, the data showed that: 1) CFS for guns/weapons and for suspicious activity declined, 2) CFS for assaults, fights/disturbance/threat increased, and 3) overall CFS and CFS for other offenses remained about the same. When comparing the post-intervention period to the same time the year before the data showed that CFS for assaults, guns/weapons, suspicious activity, other offenses, and overall CFS declined, while CFS for fights/disturbances/threats increased.

Exhibit 19. Average Monthly CFS within ½ mile of Community Ballpark

		<u>Pre-Intervention</u> Begin School Year - October 13	<u>Intervention</u> October 14 - March 15	<u>Post-Intervention</u> March 16 - End School Year
<i>All CFS</i>	2000-01 School Year	96.51	96.27	128.67
	2001-02 School Year	104.97	95.88	114.33
	% Change	8.8%	-0.4%	-11.1%
<i>All Assaults</i>	2000-01 School Year	4.87	2.16	2.67
	2001-02 School Year	1.58	2.55	2.33
	% Change	-67.6%	18.2%	-12.5%
<i>Fight/Disturbance/ Threat</i>	2000-01 School Year	4.87	2.75	5.33
	2001-02 School Year	3.16	4.31	7.67
	% Change	-35.1%	57.1%	43.8%
<i>Guns/Weapons</i>	2000-01 School Year	0	0.78	2.00
	2001-02 School Year	3.16	0.59	1.00
	% Change	--	-25.0%	-50.0%
<i>Suspicious Activity</i>	2000-01 School Year	1.62	4.51	7.33
	2001-02 School Year	4.74	2.35	6.33
	% Change	191.9%	-47.8%	-13.6%
<i>Other</i>	2000-01 School Year	85.16	86.08	111.33
	2001-02 School Year	92.34	86.08	97.00
	% Change	8.4%	0.0%	-12.9%

SECTION 6: SUMMARY AND CONCLUSIONS

In this report we examined the effectiveness of the Redlands, California school-based partnership project. The project was established to encourage the police department to collaborate with the local school district to address crime and disorder problems in and around schools. Using the problem solving model SARA (Scanning, Analysis, Response, and Assessment), the police identified a dispute between two local gangs at Redlands High School. The dispute between the two gangs involved gang-related violence within and outside of the school and lead to increased disorder among the general student population. Further analysis by the police department indicated that the dispute between the two gangs was the result of a “culture conflict,” with Mexican-American gang members bullying Mexican National students. The Mexican National students, in an effort to protect themselves, formed a gang, which according to police officials lead to increases in gang violence.

The police department responded to the problem by implementing three responses. The first was a mentoring program that focused on police officers mentoring gang members in an effort to increase the number of protective factors in the youths’ lives and to decrease the number of risk factors in their life. The second was the adoption of a cultural awareness course taught to freshman at Redlands High School. The course exposed students to the problems that they might face while at school and stressed the importance of accepting individual differences and taught the students conflict resolution skills. The third response implemented by the police department was a parenting skills course that was made available to parents of Redlands High School students. The course focused on teaching basic parenting skills and included a curriculum that taught parents how to increase the protective factors surrounding their children.

A nonequivalent comparison group, pretest-posttest research design was used to examine the project. Redlands Senior High served as the school targeted for intervention and Redlands East Valley served as the comparison school. Process measures were used to document the responses implemented as part of the project. Process data included interviews with key personnel, mentor contact data, cultural awareness exposure data, and parenting skills course exposure data. Impact measures were also used to examine the effectiveness of the project. The impact data collected included official police data, official school data, student survey data, and interviews with project staff.

The process data indicated that 147 contacts were made between the police officers and their mentees, with the average contact lasting 2.4 hours. Mentors primarily provided their mentees with general support and assistance with personal and family issues. While the mentor program was implemented fully, the analyses indicated that the police were unable to mentor those individuals that were in the greatest need. Because of the unwillingness of gang members to be mentored, program staff mentored youth that were not involved with gangs and were relatively uninvolved with the gang conflict that was

the focus of the intervention. These findings suggest that the mentoring program most likely had little impact on the identified problem.

The process data indicated that seven parents of Redlands High School students enrolled in the parenting skills course. Of the seven parents that enrolled in the parenting course three completed the course. As such, less than one percent of the students at the school had parents that were exposed to the intervention. The low exposure to the parenting skills course suggests that the course most likely had little impact on the identified problem.

Analysis of the school records showed that about 74 percent (n=620) of freshman at Redlands High School attended the cultural awareness course. The data indicated that each student received about 12 to 15 minutes of instruction related to culture conflict and other crime and disorder problems associated with the project. If culture conflict problems persist in the school we recommend that the portion of the class pertaining to culture conflict be enhanced and that the course be presented to sophomores, juniors, and seniors.

The direct impact measures suggest that the project had a minimal impact on the gang conflict. Official police gang data and official school data indicated that there was no conflict between Colonial 13 and Barrio Redlands from August 1, 2000 through June 15, 2002. This data suggested that the conflict between the two gangs was minor from the pre-intervention period (as well as during the analysis, response, and assessment phase) through the post-intervention period. The lack of gang activity, at least as observed through official police and school data, indicated that the success of any intervention would not have been detectable because the magnitude of the problem (at least as dictated by official data) was too small.

However, once again, it is important to point out that these types of official data often under-estimate the magnitude of a gang problem because gang events are regularly under-reported to police and school officials. As such, a limitation to these impact measures is that it might not be possible to detect change in gang behavior unless such behavior is substantial in magnitude.

Follow-up interviews were conducted with the gang unit officers to further examine this issue. The interview data indicated that about one to two years prior to the response being implemented, Colonial 13 gang members no longer claimed the City of Redlands as part of their territory. In particular, it was stated that when the gang first established itself in Redlands the police department began to suppress the gang's activities as members of North Redlands and Barrio Redlands clashed with Colonial 13 over territory. As a consequence, the gang unit officers claimed that Colonial 13 members moved to the city of Highland and have claimed Highland, rather than Redlands, since 2000.

As such, the reduction in gang activity might have been the consequence of the problem dissipating prior to the response phase. In particular, the traditional law enforcement efforts that were used by the police department to combat the gang problem may have

been effective. Another possibility is that the gang conflict might have simply taken take of itself – as suggested by some of the gang unit officers—in that the conflict between the two gangs may have lead to one gang being forced to leave the community for its own survival.

Other direct and indirect measures indicated that the program had a minimal impact on the gang conflict or on crime in and around the school. For example, the survey data indicated that weapons carrying among non-Hispanic students at Redlands High School increased and that student observations of gang fights and gang recruiting at the school increased significantly. Additionally, an examination of the calls for service data at the high school, and in surrounding areas, showed that crime and related problems did not change significantly over the course of the project.

With this said, there was a substantial amount of evidence that suggested that the school environment was improving by the end of the project. For example, data from the post-test student survey indicated that students at Redlands Senior High were significantly less likely to feel unsafe in their own neighborhood, going to school, and leaving from school when compared to the pre-test survey. Similarly, while worry about cultural diversity, harassment because of race/ethnicity, and threats with a weapon/ injury with a weapon significantly increased at Redland East Valley, a similar trend was not observed at Redland Senior High during the same time period.

Interviews with police administrators and project staff indicated that these positive trends might be the consequence of several on-going programs that have been established in the city. For example, in recent years the department has established after school programs, recreation programs, neighborhood clean up programs, community advisory groups, as well as several other community policing initiatives. Almost all of the project staff indicated that the culture of the police department is one that attempts to maximize its opportunities to work with youth in the city to decrease risk factors. The cumulative effect of these projects might, therefore, have increased the quality of life for Redlands in general and increased the quality of life for youth specifically.

RECOMMENDATIONS

Based on the present study of the Redlands, California School-Based Partnership program three recommendations for problem solving efforts are briefly discussed.

1. Increase Emphasis on Analysis.

In the future, enhanced analysis of the selected problem is recommended. We would encourage officials in the future to examine the several sources of information that they have at their finger tips to guide them in identifying and understanding potential problems. One strategy might be to focus on the offenders, victims, and locations of problems through the examination of the department's well developed information infrastructure. Additionally, the inclusion of official school data to examine trends in assaults, gang fights, and other disruptions might have provided additional insight into the problem. This analytical approach is intended to triangulate the analysis of the problem to ensure

that the problem exists and to develop a better understanding of the factors that influence the problem.

2. Greater Use of Local Evaluation.

The project might have benefited from the use of a local evaluator to assist with the analysis phase of this project. While the police department did hire an individual to conduct the analysis phase of the project he was not trained to perform the analysis that was required for this project. A skilled evaluator should have the capacity to determine which types of data are needed to examine a problem, determine the best strategies for accessing data, and identify the strengths and weaknesses of data.

3. Increase Dosage of Response.

In the future it is recommended that responses be continually assessed to examine the magnitude of the response directed toward a problem. The response in the current problem solving project was most likely not substantial enough to have an impact on a problem. It is often helpful to conceptualize responses as medicine, and offenders, victims, and locations as the patients. It is important that patients receive the medicine and to insure that the amount of medicine is carefully monitored to improve the probability of effectiveness.

4. Willingness to Innovate.

We would also recommend that the police department continue in their pursuit to try innovative approaches to combat problems. It was apparent throughout the project that project members were very committed to the project and that the department's "culture of innovation" is a driving force in its success. Project staff were rarely, if ever, stuck in a mind-set of having to rely on traditional law enforcement methods to address a problem. Instead, officers were cognizant of other non-traditional strategies that have worked in other communities and were interested in implementing strategies that would solve underlying problems rather than simply responding to incidents.

5. Willingness to Work with Others.

We would recommend that the police department continue to collaborate with students and other youth in the city to address community problems. In the present project students played a major role in collecting and analyzing data to identify problems within their school. Interviews and observations indicated that their participation in the project resulted in increased awareness of community problems, increased feelings of empowerment, and increased satisfaction with the police.

6. Commitment to Problem Solving.

We would recommend that the department continue its commitment toward problem solving projects. From the beginning of the project it was apparent that officials in the department were committed to the idea of analyzing potential problems, developing a response to an identified problem, and following through

with a response. The commitment found within the department, and among the project staff toward the project, was found in very few other agencies across the county.

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**APPENDIX A
Redlands Project Contact Card**

Staff Name: _____

Date: _____

First Contact: Yes No

Location of Contact:

Name of Youth: _____

Office Visit

Home Visit

School Visit

Phone

Other _____

Time of Contact: _____

Length of Contact (Hours/Minutes): _____

Contact Code: Please check the appropriate sub-codes for each contact

<p>01. General Support</p> <p><input type="checkbox"/> Motivational</p> <p><input type="checkbox"/> Rapport Building</p> <p><input type="checkbox"/> Referral</p> <p><input type="checkbox"/> Recreation</p> <p><input type="checkbox"/> Community Service</p> <p>02. Personal Issues</p> <p><input type="checkbox"/> Gang</p> <p><input type="checkbox"/> Family</p> <p><input type="checkbox"/> Crisis Intervention</p> <p><input type="checkbox"/> Other Issues</p> <p>03. Family Issues</p> <p><input type="checkbox"/> Gang</p> <p><input type="checkbox"/> Family</p> <p><input type="checkbox"/> Crisis Intervention</p> <p><input type="checkbox"/> Other Issues</p> <p>04. Vocational</p> <p><input type="checkbox"/> Job Preparation</p> <p><input type="checkbox"/> Job Training</p> <p><input type="checkbox"/> Job Location</p> <p><input type="checkbox"/> Job Placement</p> <p><input type="checkbox"/> Other</p>	<p>05. General Support</p> <p><input type="checkbox"/> Academy Assessment</p> <p><input type="checkbox"/> School Advocacy</p> <p><input type="checkbox"/> School Placement</p> <p><input type="checkbox"/> GED Program</p> <p><input type="checkbox"/> Community Education</p> <p><input type="checkbox"/> College Placement</p> <p><input type="checkbox"/> Other</p> <p>06. Criminal Justice</p> <p><input type="checkbox"/> General Assistance</p> <p><input type="checkbox"/> Arrest</p> <p><input type="checkbox"/> Monitoring</p> <p><input type="checkbox"/> Home Confinement</p> <p><input type="checkbox"/> Probation</p> <p><input type="checkbox"/> Parole/Aftercare</p> <p><input type="checkbox"/> Violation of Probation or Parole</p> <p><input type="checkbox"/> Detention</p> <p><input type="checkbox"/> Prosecution</p> <p><input type="checkbox"/> Other</p>	<p>07. General Issues</p> <p><input type="checkbox"/> Money Management</p> <p><input type="checkbox"/> Welfare</p> <p><input type="checkbox"/> Other</p> <p>08. Housing Issues</p> <p><input type="checkbox"/> Locating Housing</p> <p><input type="checkbox"/> Other</p> <p>09. Counsel/Treatment</p> <p><input type="checkbox"/> Psych/Soc. Assessment</p> <p><input type="checkbox"/> Alcohol Use</p> <p><input type="checkbox"/> Drug Use</p> <p><input type="checkbox"/> Physical/Mental Abuse</p> <p><input type="checkbox"/> Other</p> <p>10. Medical</p> <p><input type="checkbox"/> General Care</p> <p><input type="checkbox"/> Trauma</p> <p><input type="checkbox"/> Other</p>	<p>11. Other</p> <p><input type="checkbox"/> Child Care</p> <p><input type="checkbox"/> Transportation</p> <p><input type="checkbox"/> Other</p> <p>12. Group Service</p> <p><input type="checkbox"/> Crisis Intervention</p> <p><input type="checkbox"/> Mediation</p> <p><input type="checkbox"/> Supervision</p> <p><input type="checkbox"/> Explaining Service</p> <p><input type="checkbox"/> Rapport Building</p> <p><input type="checkbox"/> Statutory Notice</p> <p><input type="checkbox"/> Recreation</p> <p><input type="checkbox"/> Community Service</p> <p><input type="checkbox"/> Group Discussion</p>
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COMMENTS/OUTCOMES: _____

Appendix B
Redlands Healthy Kids High School Questionnaire

- This is a survey about health-related behaviors and attitudes. It includes questions about school safety and violence. Whether or not you have ever done any of these things, please answer all the questions. You will be able to answer that you have not done them.
- You do not have to answer all of the questions in this survey, but we hope that you will.
- Please do not write your name on this form or on the answer sheet.
- Do not identify yourself in any other way.
- Please mark all your answers on the answer sheet. Do not write on the survey questionnaire. Only mark one answer unless told otherwise.

SECTION A

The first questions ask for some background information about you

1. How old are you?
 - A. 13 old or younger
 - B. 14
 - C. 15
 - D. 16
 - E. 17
 - F. 18 years old or older

2. What is your sex?
 - A. Female
 - B. Male

3. How do you describe yourself (Mark all that apply.)?
 - A. American Indian
 - B. Native Hawaiian or Pacific Islander
 - C. Asian or Asian American
 - D. Black or African American (non-Hispanic)
 - E. Hispanic or Latino/Latina
 - F. White (Caucasian/non-Hispanic)
 - G. Other

4. In what grade are you in?
 - A. 9th grade
 - B. 10th Grade
 - C. 11th Grade
 - D. 12th Grade
 - E. Other Grade
 - F. Ungraded

SECTION B

Now here are some questions about other things that you may have done or may have happened to you

During the past 30 days, how many times on school property have you...				
	0 times	1 time	2 or 3 times	4 or more times
5. Happened on school property				
5a. Been offered, sold, or given an illegal drug?	A	B	C	D
5b. Been harassed because of your race or ethnicity?	A	B	C	D
5c. Been threatened or injured with a weapon such as a gun, knife or club?	A	B	C	D
5d. Been in a physical fight?	A	B	C	D
5e. Had your property stolen or deliberately damaged, such as your car, clothing, or books?	A	B	C	D

During the past 30 days, on how many days did you carry on school property...				
	0 days	1 day	2 or 3 days	4 or more days
6. Carried on school property				
6a. A gun?	A	B	C	D
6b. A knife ?	A	B	C	D
6c. A club?	A	B	C	D
6d. Any other weapon?	A	B	C	D

7. How safe do you feel when you are at school?
- Very safe
 - Safe
 - Unsafe
 - Very unsafe
8. How safe do you feel going to and from school?
- Very safe
 - Safe
 - Unsafe
 - Very unsafe

9. How safe do you feel in your neighborhood?
- Very safe
 - Safe
 - Unsafe
 - Very unsafe
10. During the past 30 days, on how many days did you not go to school because you felt you would be unsafe on your way to or from school? (circle one)
- 0 days
 - 1 day
 - 2 or 3 days
 - 4 or more days
11. During the past 30 days, on how many days did you not go to school because you felt you would be unsafe at school? (circle one)
- 0 days
 - 1 day
 - 2 or 3 days
 - 4 or more days
12. During the past 30 days, how many times were you in a physical fight on your way to or from school?
- 0 days
 - 1 day
 - 2 or 3 days
 - 4 or more days
13. If someone called you a name, would you (circle one)?
- Call him/her a name back
 - Hit him/her
 - Ignore him/her
 - Tell a friend and not do anything else
 - Tell a friend so that he/she would help you fight
 - Tell a teacher, principal or parent
 - Tell the School Resource Officer
 - Other (what?): _____

14. If someone pushed or shoved you, would you (circle one)?

- a. Push him/her back
- b. Hit him/her
- c. Ignore him/her
- d. Tell a friend and not do anything else
- e. Tell a friend so that he/she would help you fight
- f. Tell a teacher, principal or parent
- g. Tell the School Resource Officer
- h. Other (what?):

15. In the past school year, how often have you witnessed any of the following gang activities at your school or on school grounds? (circle the letter that goes with your answer)

	0 times	1 time	2-3 times	4 or more times
15a. Fights between members of different gangs	A	B	C	D
15b. Gang intimidation	A	B	C	D
15c. Gang recruiting	A	B	C	D

SECTION C

Here are some questions about your perceptions of the school environment

16. How often do you worry about problems of racial and ethnic relations in your school

- a. Frequently
- b. Occasionally
- c. Hardly Ever
- d. Never

17. How often do you worry about foreign immigrants going to school at Redlands High School

- a. Frequently
- b. Occasionally
- c. Hardly Ever
- d. Never

18. How often do you worry about changing moral standards in your school

- a. Frequently
- b. Occasionally
- c. Hardly Ever
- d. Never