Process Evaluation of Seattle's School Emphasis Officer Program

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List of Abbreviations

CEBCP	Center for Evidence-Based Crime Policy at George Mason University
GMU	George Mason University
OCA	City of Seattle Office of City Auditor
SEO	School Emphasis Officer
SRO	School Resource Officer
SPD	Seattle Police Department
SPS	Seattle Public Schools
SYVPI	Seattle Youth Violence Prevention Initiative

Summary of Findings

This process description and assessment examines Seattle's School Emphasis Officer (SEO) program, an initiative operated by the Seattle Police Department (SPD) as part of the Seattle Youth Violence Prevention Initiative (SYVPI). The report is based on an examination of program documentation, interviews with key stakeholders, and observations of SEO activity in three Seattle middle schools conducted by the Center for Evidence-Based Crime Policy at George Mason University and the University of Maryland for the City of Seattle Office of City Auditor.

The SEO Program

- Police officers are assigned to four public middle schools in Seattle (Denny International MS, Washington MS, Aki Kurose MS, South Shore K-8).

- Schools are selected for truancy, suspension, and discipline issues and location within SYVPI network areas.

- Officer activities include school support; safety and security; education; SYVPI referral and follow-up; and law enforcement. Law enforcement activities are minimal. Most activities involve prevention and intervention with at-risk students.

Program Strengths

- *Potential for integration with services.* Police officers can fall back on a network of services through SYVPI rather than defaulting to law enforcement responses for troubled youth.

- *Potential to improve police-community relations.* The SEOs build trust among school students, which could help to change perceptions of the police in school and the wider community.

- *Non-law enforcement focus.* SEOs minimize their involvement in the disciplinary process and do not arrest students. However, their information gathering activities could be shared with others for law enforcement purposes.

Program Challenges

- *Clarity of program structure and relationship with SYVPI.* The day-to-day operation of the program occurs on an ad hoc basis and the relationship between the SEOs, SPD, SYVPI and the schools is not fully defined.

- *Evaluability.* The program lacks a logic model and outcome measures and cannot be evaluated for effectiveness.

- *Sustainability.* The program lacks a formal structure and is driven by individual personalities and relationships.

Summary of Recommendations

1 Clarify the program and the link between SEOs and SYVPI.

   1.1 Develop a program manual that lays out clear expectations for operations and stakeholders.

   1.2 Clarify and document the relationship between the SEOs and SYVPI in the logic models and program documentation.

   1.3 Eliminate or reduce formal curriculum education in favor of a focus on relationship-building with at-risk youth and the wider school community.

2 Develop a systematic performance and outcome measurement and evaluation plan for the SEO program and participating schools.

   2.1 Clearly articulate the program goals, structure, activities, and outcomes in the program manual and a logic model.

   2.2 Align data sources with proposed program outcomes and SYVPI outcomes, identify gaps in data sources and develop new instruments and measures, and build capacity within SPD's crime analysis unit to provide tracking of crime outcomes.

   2.3 Facilitate appropriate data sharing.

   2.4 Develop a long-term evaluation plan.

3 If the SEO program is effective, take steps to ensure its sustainability.

   3.1 Articulate the program goals and training requirements.

   3.2 Ensure that memoranda of understanding are developed with each individual school.

   3.3 Systematize the process for identifying new schools.

1 Background to This Report

The need and request for this report arose from the City of Seattle Office of City Auditor's (OCA) report, *Logic Model and Evaluation Strategy for the Seattle Youth Violence Prevention Initiative*, which was published in January 2013. Seattle City Council asked OCA to create a logic model for the Seattle Youth Violence Prevention Initiative (SYVPI), which revealed gaps in the linkage between SYVPI goals, strategies, and outcomes.

As a result of these findings, OCA commissioned MEF Associates to conduct an evaluation readiness review of SYVPI. This review examined the nature of the program's goals, key strategies, inputs, outputs, and outcomes; whether they were appropriate and measurable; what information is available to evaluate SYVPI's effectiveness; and what else needs to be in place before this can be done. The City Council also requested that at least two of SYVPI's current program areas be evaluated. The SEO program was one of the areas selected for further examination. The SEO program and its related truancy and suspension function were also highlighted in a 2012 review of Seattle's crime prevention programs conducted by the Center for Evidence-Based Crime Policy at George Mason University as an approach that could potentially backfire due to concerns about whether the placement of police in schools might exacerbate the 'school to prison pipeline' (see below).

1.1 Police in Schools

The placement of police officers in schools is a timely and controversial issue. Nationally, the use of police in schools, usually through school resource officer (SRO) programs, has grown extensively in the last decade, in large part because of funding from the U.S. Department of Justice's Office of Community Oriented Policing Services (Na & Gottfredson, 2013). Since the tragic events in Newtown, CT in December 2012 there has been a renewed call for greater police presence in educational establishments. However, some scholars and critics have argued that the presence of school police officers leads to criminalization of disciplinary infractions that might previously have been dealt with by the school, creating a 'school to prison pipeline.' For example, Na and Gottfredson (2013) found that increased use of school police officers results in more reporting of non-serious violent crimes to law enforcement and increased detection of weapons and drugs. Kupchik (2010), in a qualitative analysis of SRO effectiveness, found that increased use of police officers facilitates the formal processing of minor offenses and harsh responses to minor disciplinary situations. For example, school principals tend to rely on the officer as a legal advisor when there is uncertainty about the relevant rules of law to apply. Petrosino, Turpin-Petrosino, and Guckenburg (2010) find that formal justice system processing of young people can increase their risk of recidivism. Organizations such as the ACLU also contend that the 'school to prison pipeline' is more pronounced in under-resourced public schools, thus disproportionately affecting poor, at-risk, and minority youth.

It is important to note that OCA reported that Seattle Police Department has been "thoughtful in the development" of the SEO program, seeking to avoid the focus on patrol and enforcement that characterizes some police activity in schools. The program's website states that the SEOs are "specially selected for their interest and experience in working with youth," and focus on providing support to at-risk youth through promising approaches such as mentoring and conflict resolution/restorative justice, home visits, and referral to services. However, as with most school police programs, Seattle's approach has not been evaluated.

1.2 The CEBCP Crime Prevention Review

In 2012 OCA commissioned the Center for Evidence-Based Crime Policy at George Mason University (CE-BCP) to conduct a review of the evidence base for the city's 63 crime prevention programs. The review highlighted four programs at risk of potential backfire effects, based on criminological theory and prior evaluation research from other locations.[1] Based on the relationship between police in schools and the 'school-to-prison pipeline' discussed above and the limited information available about the SEO program to the report authors, the SEO program was placed into this category.

In their review, CEBCP recommended that the following strategy should be applied for assessing programs that may have no effect or a backfire effect:

1. Check local protocols to determine the extent to which Seattle's version of the program resembles programs described in the research literature with no or unfavorable effects;

2. Conduct rigorous process, program, and cost-benefit evaluations of Seattle's version of the program.

Subsequently, CEBCP and the University of Maryland were commissioned by the OCA to examine the local protocols and make recommendations for program development and evaluation. Our findings are reported here.

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[1] Note that Seattle's programs were not directly evaluated as part of this review.

2 Methodology

The goals of this process evaluation were to develop an understanding of how the SEO program operates in practice, identify its strengths and challenges, and make recommendations for developing a future rigorous outcome evaluation. We did not conduct an outcome evaluation as part of this project, so this report does not make claims about the program's effectiveness. As we conducted our assessment it became clear—as we discuss in this report—that while the program has many strengths, it is not clearly defined and data collection is limited. We therefore adjusted our original scope of work to include recommendations for how the program might be clarified before an evaluation could take place.

The process evaluation involved the following three key steps:

1. Clarification of anticipated outcome and implementation standards with program leaders.

   - What are the ultimate goals of the program?

   - What is the mechanism through which the program is expected to achieve the goals?

   - What possible unintended side effects should be measured?

   - What are the duties and expectations of SEOs?

   - What are the components of the program?

   - What are the costs of the program?

2. Development and assessment of measures for the above outcomes and standards.

   - Existing records

   - Survey measures

   - Implementation

3. Collection and analysis of implementation data: SEO program manuals and daily activity logs.

To assess each of these areas, we relied on content analysis of program documentation and data, group and individual interviews with key stakeholders, and observations of SEOs at work in schools to develop a proposed logic model for the program. In the remainder of this report we describe the program stakeholders, goals, and activities as laid out in the program documentation and as related by interviewees. We discuss how the vision for the program laid out by program leads differed from its operation in reality. We conclude the report with a discussion of the program's strengths and challenges, a proposed logic model (see Figure 3), and our recommendations for further development.

This process evaluation of the SEO program was conducted in late 2013 and 2014. The program documentation and data made available to us were:

   - The Seattle Police School Emphasis Officers Program Policy and Procedure Manual, approved June 1, 2011. This document forms the basis of the Memorandum of Understanding (MOU) between SPD and SPS (see Appendix A)

- A program description created by Sgt. Adrian Diaz, who oversees the program, to explain its goals and function to other stakeholders such as teachers and school administrators, dated September 2013 (see Appendix B)

- Logs of daily SEO activities for 2013, provided by Sgt. Diaz

We interviewed the following individuals:

- Sergeant Adrian Diaz, SEO program lead for SPD (formal interview December 9, 2013 and numerous subsequent informal conversations)

- Assistant Chief (now retired) Clark Kimerer and his policy analysts Greg Doss and Angela Socci (December 10, 2013)

- Deputy Chief Carmen Best[2], formerly the lieutenant with oversight of the program (December 10, 2013)

- Mariko Lockhart and Sid Sidorowicz, SYVPI (March 14, 2014)

- SEOs from three of the four participating middle schools (the assigned SEO for Aki Kurose Middle School was on long-term sick leave and had not been replaced at the time of this research):

  - Officer Erin Rodriguez, Denny International Middle School (March 13, 2014)

  - Officer Sydney Brathwaite, South Shore K-8 School (March 13, 2014)

  - Officer Sam Braboy, Washington Middle School (May 9, 2014)

On the days we interviewed the SEOs, we also spent some time in the school observing the SEO at work and speaking informally to school staff, such as grade counselors, principals, assistant principals, and teachers. These visits were facilitated by Sgt. Diaz, who sometimes joined the conversations but was not always present.

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[2] Deputy Chief Best was in the rank of Assistant Chief at the time of the interview.

3 History of the SEO Program

Seattle's School Emphasis Officer (SEO) program began in 2008, with officers assigned to schools beginning in 2009. The program evolved from the South Park Initiative (SPI) in response to the shooting deaths of five teenagers in Seattle in 2008, which also drove the creation of the broader Seattle Youth Violence Prevention Initiative (SYVPI) of which the SEOs form a part. SPI, which is no longer operational, was a city-funded program that provided case management and basic social/life skills training to promote rehabilitation and prosocial attitudes among at-risk youth in the South Park neighborhood. It also offered academic support, language skills, and supervised recreational activities, and included a gang monitoring component.

Sgt. Adrian Diaz was instrumental in designing and implementing both SPI and the SEO program and continues to manage the SEOs. He reports that the original goal of SPI was to "[give] kids so much to do they can't get in trouble," and to create a "lack of anonymity" so those who misbehaved would fall under the radar of police and services. At the time, Sgt. Diaz was SPD's Latino liaison officer and had personal experience of growing up around gangs. The South Park neighborhood of West Seattle was chosen for SPI because its population was 50 percent Hispanic and they had experienced seven homicides in a community of just 3,000 people. By 2004, Sgt. Diaz began thinking about how to better embed the SPI approach in the community through a connection to the schools. At the same time, he and his colleagues had noticed that racial tension between Black and Hispanic youth in neighborhood schools was a problem. Having experienced this issue himself as a youth, Sgt. Diaz believed that he could curtail the problem though mediation. This led to the idea of building the SEO role, which expanded on the traditional school police officer function by attempting to increase the connection to the community and implement checks and balances for transparency. The SEO model was also informed by another program, "Seattle Team for Youth," which focused on truancy and alignment with local culturally-focused services, but according to Sgt. Diaz that program was struggling because it could not fully track information about youth.

In 2008 five teenagers were murdered in Seattle. This galvanized a city response that included the creation of the Seattle Youth Violence Prevention Initiative (SYVPI) by the Mayor's Office. SYVPI is an interdisciplinary team involving the Seattle Police Department, and the city's Departments of Neighborhoods, Human Services, and Parks. According to Sgt. Diaz, SYVPI's focus was on outreach and services to at-risk youth, performance-based contracting, and establishing checks and balances to provide a coordinated response to youth violence. Although there had been no homicides involving youth under the age of 18 since 2008 at the time of our first interview with Sgt. Diaz (December 2013), SYVPI continues to focus on identifying and working with youth presenting a broad range of risk factors including criminal justice or gang involvement, problems with school attendance and/or achievement, difficulties with relationships, family, and employment, alcohol and drug use, mental health issues and aggressive behavior or attitudes. SYVPI director Mariko Lockhart reports that SYVPI initially drew inspiration from the work of David Hawkins and Richard Catalano (e.g. Hawkins et al., 1998) to identify youth violence risk factors that the city could address.

The SEO model became part of the development process of SYVPI. There was no specific additional funding for the program; rather, as Greg Doss explained, the goal was to fold promising practices the police were already using into the Initiative. Sgt. Diaz was a member of the SPD team involved in the development of SYVPI, and was already trying out the model through his work at Denny International Middle School in West Seattle. Through the development of SYVPI the model was rolled out to other schools, with at least one school in each of SYVPI's three network areas (Central, Southeast, and Southwest Seat-

tle). The program currently operates in four schools: Denny in the Southwest network area, Washington Middle School in Central, and Aki Kurose Middle School and South Shore K-8, both in Southeast (see Figure 1). At the time of our visit, the SEO team was as follows:

- Sgt. Adrian Diaz, program supervisor

- Ofc. Erin Rodriguez, SEO at Denny

- Ofc. CJ McRae, SEO at Aki Kurose (on leave)

- Ofc. Sam Braboy, SEO at Washington

- Ofc. Sydney Brathwaite, SEO at South Shore

- Det. Denise "Cookie" Bouldin, special projects[3]

Figure 1: Locations of Current Participating Schools

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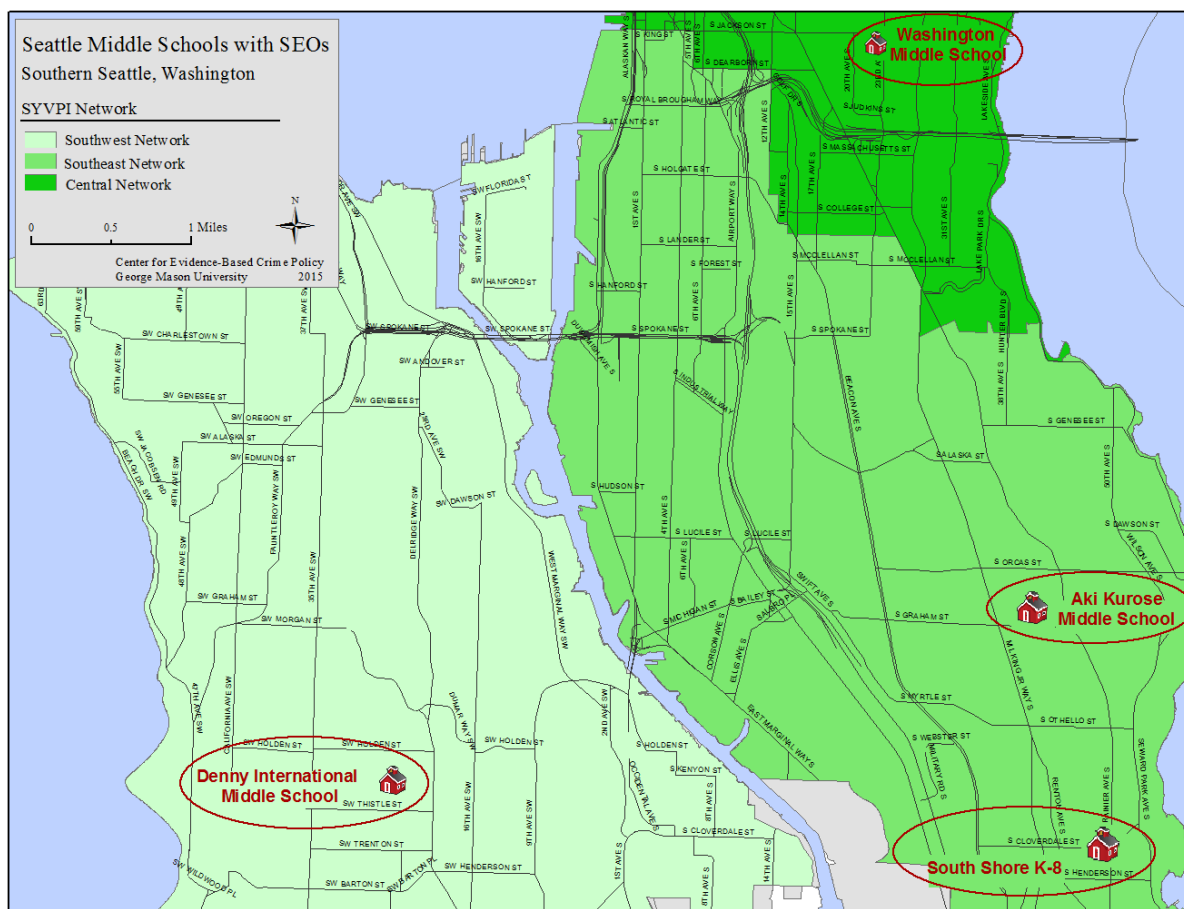
[3] Det. Bouldin is not assigned to a specific school, but runs programs such as a chess club for local children at the Rainier Beach library in Southeast Seattle.

Sgt. Diaz designed the program from the ground up. Indeed, former Assistant Chief Clark Kimerer, whose office oversaw community outreach, described it as a "bottom-up evolution." It did not come from a chief or captain setting up a program with objectives or a clear mission, but rather was "born of need and revisited in another time of need." While the SEO program has evolved toward mentoring and information sharing, its original status was one of "bring[ing] talent to a crisis."

Within SPD, the SEO program is situated within the Chief's office due to its historical context: the South Park Initiative had started under former chief John Diaz when he was deputy chief, and the SEO program followed the same management structure. Deputy Chief Carmen Best, who was then a lieutenant in the community outreach unit overseeing a number of special projects, gave Adrian Diaz autonomy to run the program. Former chief Gil Kerlikowske and the mayor's office encouraged the development of the program and pushed for it to move ahead at the beginning. While there is no formal position for the SEO program within the schools administration, Pegi McEvoy, who is now the Deputy of Operations for Seattle Public Schools, was involved from the outset in her prior role as a security specialist and continues to support the SEOs. Sgt. Diaz believes having a positive relationship with a key leader from the school district has helped to provide legitimacy for the SEO approach within Seattle Public Schools, and some schools who initially resisted the idea now ask if they can have an officer assigned.

4 Process Description

The purpose of the Seattle Police Department SEO program is to place police officers in selected city middle schools with a focus on violence prevention and intervention. There are currently four SEOs housed in four middle schools, plus one SEO assigned to special projects, supervised by a sergeant. The school-based SEOs refer students to the Seattle Youth Violence Prevention Initiative and other service providers and offer general relationship-building activities as well as individual support (e.g. home visits). Some officers teach curriculum-based preventive programs such as Gang Resistance Education and Training (GREAT) and Options, Choices, and Consequences (OCC).

The information in this section is drawn from the visions and perceptions of the program as described by the program documentation and the stakeholders we interviewed. We also comment on areas where our own observations and review of the SEO activity logs supported or diverged from these visions, and where the operation of the program in practice appeared to differ from the written documentation.

4.1 Population Served

Neither the SEO Policy and Procedures Manual (hereafter "the Manual") nor the program description used by Sgt. Diaz (hereafter "the Program Description") lay out any explicit eligibility criteria for individual youth or schools served by the program. However, in its discussion of the program goals the Manual states that the following youth should be the focus of SEO services:

- Youth directly affected by youth violence, such as joining gangs or as victims of youth violence.

- Youth who have been identified as truant, or have increased aggression, who are at risk of committing a crime, those who may be ready to leave a gang and gang members who are not yet committed to gang life.

The Program Description reiterates the commitment to students who are suspended due to involvement in violence and/or those who develop truancy issues, and highlights the role of the SEOs in referring students to SYVPI as an element of the "priority population served." The Program Description also clearly indicates that the population is limited to middle school students, which is not explicitly stated in the Manual. As it is described in these documents, the population served by the SEO program closely aligns with the eligibility criteria for enrollment in SYVPI set out in the MEF report:

- Multiple convictions and released from supervision, or under minimal supervision and at risk to re-offend; and/or

- Arrest for crimes that do not meet the juvenile detention intake criteria and released; and/or

- **Middle school student at risk of chronic truancy or multiple suspensions due to violent behavior** [emphasis added]; and/or

- Victim of violence and friends and associates may be at risk of retaliation.

We note that the criteria as listed in the MEF Report differ slightly from those set out on the SYVPI referral form, which replace "gang involved" for "victims of violence" and do not specify middle school students

as the focus of truancy and suspension problems.

Sgt. Diaz confirmed that, in line with the program documentation, SEOs in the schools focus their attention on the higher-risk youth and try to get them into services via referrals to SYVPI. The schools also have multidisciplinary student intervention teams in place that partner with service providers. These teams meet once a week to discuss specific cases. In talking to the individual SEOs we found that the officers typically attend these meetings, but it was not clear whether there was usually any other representation from SYVPI, coordination between SYVPI and other service providers on the team, or coordination between the SEO and an SYVPI case manager regarding the needs of individual youth. Some SEOs did note in their daily activity logs that SYVPI staff had attended school-based meetings.

SEOs did not appear to have a systematic tool or method for identifying at-risk youth. Sgt. Diaz indicated that SEOs are primarily focused on developing strong relationships with both students and staff through positive interactions, and that they draw upon these connections to understand which youth are in need of services: "Officers can tell if kids might meet SYVPI's four criteria because of their relationship building efforts." He also suggested that SEOs try to identify at-risk youth through classroom behavior warning signs during the classes they teach. Sgt. Diaz estimated that of 600-700 youth in a middle school roughly 40 might be in need of services at any given time.

The SEOs we interviewed all saw themselves clearly as liaisons between the school and SYVPI. At Denny International MS, where we observed a strong relationship and good communication between the SEO and the school administration, a school official we spoke to indicated that school disciplinary staff had very little time to work on individual cases and they were appreciative of the fact that the SEO could take on the initiative of referring youth to SYVPI. It appeared that these referrals and follow-ups could add an additional layer of bureaucracy to an already overstretched staff if the SEO was not present. We discuss this issue in more depth later in the report. All the SEOs appeared to have a good understanding of the stated criteria for identifying and referring youth, but they also stated that they had observed other factors and nuances in student conduct and interactions that were indicative of problems. They highlighted issues such as stealing food, tardiness, sibling involvement in violence or the criminal justice system, and students' emotional state/depression as risk factors they used to identify youth in need of SYVPI services.

4.2 Program Goals

The Manual states that the three SEO program goals are prevention, intervention, and enforcement. We note that these goals are different from, and broader than, the goals of SYVPI as we describe later in this report. We also think that these three concepts might be more accurately characterized as approaches that could be taken to accomplish goals, rather than goals in themselves. We return to this observation in the Recommendations section of this report, where we suggest more appropriate, actionable goals. However, here we describe the expectations around prevention, intervention, and enforcement as laid out by the stakeholders.

While enforcement is a stated 'goal,' the SEO initiative is intended to be primarily prevention/intervention oriented, rather than reactive. Program leaders and SEOs clearly believed that traditional law enforcement approaches are unproductive and defeat the purpose of building the trust and relationships that are integral to the success of the program's approach to identifying at-risk youth. We heard consistently that SEOs are expected to reach out in a positive way, provide early education, identify problems, and

encourage youth to return to school. Sgt. Diaz characterized prevention and intervention as the "grey areas" of law enforcement. Nonetheless, the Manual does set out expectations for some school-based enforcement activities. In practice we saw very little evidence that SEOs engaged in these activities as much as those related to their prevention and intervention roles.

4.2.1 Prevention

The program documentation indicates that a primary objective of the SEO program is to prevent students from becoming involved in violence in the first place. This is supposed to be achieved by providing students with an opportunity to develop a positive relationship with a trusted adult (i.e. the SEO) through mentoring/relationship-building opportunities, classroom education, and high visibility SEO presence in the school setting, especially during lunch and other breaks when informal interactions can occur. These activities also offer students the chance to develop social and interpersonal skills[4]. The Manual also states that program leaders will continually research and implement innovative "best practices" for a safe and secure teaching and learning environment (this is discussed further under Activities).

Although the Manual explicitly states that "high visibility" of the SEOs is part of their preventive role, Assistant Chief Kimerer told us that, with regard to the law enforcement function of SEOs, the program is "emphatically not intended to be a highly visible police presence," but instead about relationship building and information exchange. The SEOs are not supposed to have a "big footprint." It appears that the intent of the Manual is for SEOs to be visible to students as a trusted adult and source of support rather than as a deterrent presence.

4.2.2 Intervention

Under the area of intervention, the Manual indicates that SEOs should work to ensure those students who do appear to be at risk, as manifested through truancy, aggression, gang involvement, and so on, receive the help and support they need to avoid the criminal justice system. SPD and SYVPI are expected to collaborate to ensure services are integrated, complementary, and not overlapping. SEOs should assist in the early identification of students at risk and provide resource information and assistance and refer youth into SYVPI network services and/or out of network services supported by the school. As we discuss throughout the report, referral to SYVPI is a key part of the SEOs' work, but collaboration with SYVPI and identification of at-risk students is not always systematic and there is a limited amount of two-way communication between SEOs and SYVPI about specific youth. No systematic procedures for referral and follow up are described in the program documentation.

4.2.3 Enforcement

Both Sgt. Diaz and Assistant Chief Kimerer emphasized that while there is a law enforcement function built in for the SEOs, it should be considered the last resort. The SEOs themselves also stated that they have a very limited, if any, role in enforcement. The program's enforcement goals, as stated in the Manual, remain centered around the relationship building/information gathering model. They suggest that SEOs

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[4]This point is listed under the "intervention" portion of the Manual, but we feel it is more relevant to prevention.

are to collaborate and problem-solve with staff, students, and the community to ensure consistency in enforcement issues; differentiate between ordinary school discipline issues and criminal conduct and respond accordingly, i.e. by directing issues such as disruption in class and disrespect of teachers to school discipline administrators rather than making them a police issue; focusing their efforts only on the youth already involved in criminal activity; and supporting investigations of any actual criminal offenses committed on campus.

4.3 Mission

The mission of the SEO program as stated in the Manual is to support the education mission of Seattle Public Schools by helping to provide a safe, secure and orderly learning and teaching environment. This mission statement is different from and broader than the descriptions of the target population and the goals/activities from the program documentation, which focus strongly on at-risk youth who may be eligible for SYVPI. Program stakeholders also consistently told us that the SEO model is not supposed to be a standalone program, but rather an 'input' into the overall SYVPI approach. Nonetheless, the range of activities carried out by the SEOs in practice, which we describe in detail later in the report, do reflect this broader mission as well as the SYVPI focus. The SEOs we observed generally varied in the extent to which they worked closely with specific youth or interacted with the broader student community through curriculum education. Some of the personal goals and aspirations of individual SEOs and program leaders, as they described them to us, went well beyond identifying youth for SYVPI support. They included, for example, strengthening relationships with students and the community; changing youth perceptions of the police; and providing preventive education for students regardless of whether they would be eligible for SYVPI. We also observed little formal interaction with Seattle Public Schools. Thus, neither the mission statement nor the program goals appear to accurately capture the nuances of the day-to-day operation of the program or the vision "on the ground."

4.4 Program Stakeholders

4.4.1 School Emphasis Officers

Selection

Sgt. Diaz told us that he hand-selects each officer for the job. The current group of officers all come from communities of color and are assigned to schools where they reflect the population of students. Sgt. Diaz reported that SEOs receive cultural competency training and offer culturally-specific programming to students, but we did not see any specific examples of this in practice.

Typically, open SEO positions are not advertised and Sgt. Diaz personally approaches officers he knows of within the department who possess the appropriate skills. He suggested that he would only interview officers to see if there is anyone he missed. At the beginning of the program, Deputy Chief Best was also involved in hiring. She explained that she and Sgt. Diaz asked for volunteers for the role and interviewed them about how they viewed the role and how they would go about doing the job. Thus, the selection process appears to be heavily driven by the characteristics of the individual officer.

The qualities sought in a successful SEO are not set out in writing in the Manual. Sgt. Diaz said he had a

clear vision of the desired qualities for the role, but was reluctant to give us set criteria. He believes that these qualities are best reflected through officers' actions on the job. However, the following skills and attributes were highlighted by Sgt. Diaz, Deputy Chief Best, and the SEOs themselves:

- **Supportive orientation.** Officers must be empathetic and understand the importance of not trapping kids in the criminal justice system.

- **Youth orientation.** Officers must like young people and working with them; they must recognize the value of reaching out; willingness to come "off the beat" and work in a school setting;

- **Community minded.** Officers must understand the dynamics of the community in which the school is located, be culturally responsive, civic-minded, and have good values;

- **Patience.** Officers must understand the limitations of community processes.

Deputy Chief Best stated that officers who saw the role as a "testing ground" were not appropriate for the job: "It is too valuable a position for just testing out." Likewise, officers who are interested in a school assignment simply to work day hours or because they perceive it to be easy are not selected. If officers are interested they must demonstrate a history of community engagement, such as a community policing assignment or involvement in school activities. Career length does not contribute to selection—the range of experience among the current SEOs at the time of this report is five to 22 years. Sgt. Diaz also stated that he is not interested in hiring "hard chargers"—officers who are focused on arrest numbers. On the other hand, the school environment is also an important consideration. He notes that some officers are great at community outreach but would not want to be confined in a school all day, or may be unable to work daytime hours.

We asked the SEOs why they took on the role. All three said that they were attracted by an interest in working with youth, and their family background also played a part. Ofc. Braboy noted that as a parent himself he recognized the value of the work. Ofc. Brathwaite told us that he came from a family of police officers and had always wanted to work in law enforcement; however, the SEO role "has rejuvenated the ideals important to me that were once lost [in regular patrol work]." Ofc. Braboy shared his views on what makes a successful SEO; in particular, having a prevention and intervention orientation rather than being reactive is important:

> "It's difficult to prepare for this role… you have to be willing to show a different side of yourself and have a good time… be a bit vulnerable, let yourself go."

> "It's difficult to learn the role but you can grow into it—any police officer doesn't just walk out on the streets and become a police officer." [i.e., being an SEO requires personal development over time just as any police assignment.]

> "Understanding the letter versus the spirit of the law is key in schools. Kids can make mistakes— [sometimes you need to] step back and let the school enforce."

Training

We found no clear consensus on the training received by SEOs. Assistant Chief Kimerer stated that selection and general training of SEOs (such as street skills, firearms, and other e-learning programs, which are required of all officers) is precinct-based. He noted that the department has "not found much training" specific to the SEO role. However, Sgt. Diaz indicated that training on SEO-related skills is not precinct-

based. He and Deputy Chief Best, as well as some of the SEOs, listed a number of relevant training programs that have been offered, including:

- Strategies for Youth

- Race and Social Justice/Cultural competency training

- Undoing institutional racism

- Community collaboration work

- Some CIT (Crisis Intervention Team) training

- NASRO (National Association of School Resource Officers)

- GREAT (Gang Resistance Education And Training)

- Multidisciplinary gang training

- Search and seizure training

- Restorative justice

- Training on school-related issues such as child trafficking

- Continuing education and workshops, such as dialogues and role reversal conversations[5]

Ms. Lockhart also reports that SYVPI offers National Gang Center training and Solution Focused training to a number of partners, including SPD.

NASRO training is the only program on the list specific to the school police role. The SEOs told us that they most valued the NASRO and search and seizure training. Sgt. Diaz stated that the school district preferred NASLEO (National Association of School Law Enforcement Officers) training for police in schools, but he thought NASRO was the only "standard model" school police training the officers "care for." According to Sgt. Diaz, the training focuses on case law around police in schools, avoiding violations of students' rights, and knowledge of federal regulations such as HIPAA and FERPA that cover student privacy and home visits. We were unable to find any concrete information about the nature or dosage of the training received by the SEOs. However, Ofc. Rodriguez told us that the SEOs received two weeks of NASRO training before starting work in the school. Sgt. Diaz reports that not all of these training programs are provided every year, but they can be done every other year and refreshers are sometimes provided.

The SEOs viewed search and seizure training as crucial to their ability to "draw the line" between their prevention/intervention and enforcement roles. That training focused on clarifying the constitutional principles of search and seizure, which helped the SEOs judge when not to get involved (i.e. how to avoid turning a disciplinary issue into a police matter). Ofc. Rodriguez stated, "[search and seizure conducted by school officials] is a school internal issue until they call the police. Anything that happens within the school stays within the school unless the police are called." We discuss this separation between the SEO role and law enforcement in more detail in the following section.

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[5]This was noted by one SEO and may be the same as the Strategies for Youth training, which focuses on developing officers' understanding of how youth brain development affects the way they process information and makes decisions.

Table 1: SEO Training Logs, 2013

Training Type	Number	Percent
Department/Unit/Union	32	78.0
National Gang Center (SYVPI)	3	7.3
Strategies for Youth	3	7.3
Listen and Explain with Equity and Dignity (LEED)	2	4.9
Race & Social Justice Initiative (City)	1	2.4
Total	41	100

With the exception of restorative justice, the list above also includes very little training for the prevention/intervention roles played by the officers, such as mentoring and education. Deputy Chief Best noted that when she was involved in the program she had also relied on Mariko Lockhart, the SYVPI director, to look into appropriate training. According to Ms. Lockhart, all the training is done within SPD but SEOs attend SYVPI network hub and team meetings for orientation to SYVPI. The orientation focuses on the extent of the collaboration between SPD and SYVPI, which covers outreach, critical engagement, and information sharing on gangs (which is not limited to the SEO program); the activities of SYVPI and where SEOs fit in; and an introduction to the referral procedure and forms. However, some of the other training programs mentioned by interviewees, such as Strategies for Youth and Undoing Institutional Racism, were offered to all SPD officers and in some cases all City of Seattle staff, so they were not specific to the work of the SEOs. Sgt. Diaz also noted that SPD's ongoing settlement process with the Department of Justice would add additional training mandates.

In our review of the program activity logs for 2013 we found 41 days on which the SEOs attended some form of training. Table 1 shows that the vast majority of these training sessions involved general department required training, usually around firearms and general police procedure, which the SEOs are required to stay up-to-date on as serving officers. The remaining training sessions focused on working with youth, gang prevention, and social justice; however, as noted above, with the exception of the National Gang Center training these programs were also offered to other police and city employees.[6]

4.4.2 Seattle Police Department

SPD started the South Park Initiative, the precursor to the SEO program, under the leadership of former Chief John Diaz while he was Deputy Chief. As such, when Sgt. Adrian Diaz developed the SEO program it became part of the Community Outreach Unit, which reports directly to the Chief's office. Sgt. Diaz is the primary force behind the program, having been given full autonomy to run it by his then Lieutenant (now Deputy Chief) Carmen Best.

The Manual details the organizational structure of the SEO program within SPD. According to the Manual, SPD agrees to assign up to four trained officers (FTEs)—one full-time officer in each of four schools—to provide "primary policing services," with priority given to requests for assistance from the school principal, and a sworn officer with the rank of Lieutenant or above as a schools liaison to Seattle Public Schools (SPS). The four school emphasis officers (SEOs) work a 5/2 schedule (5 days on, 2 days off) and an 8-hour shift. Their work days start any time between 7:00am and 11:00am, depending on the specific school's

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[6]Table 1 includes duplicate SEOs, i.e. the same officer attending multiple training sessions, and counts each day of a multi-day training program separately. The logs did not state whether the training lasted for the full day.

schedule. SEOs themselves report directly to the SEO Sergeant, who is accountable to the SPD Schools Liaison.

Sgt. Diaz is currently in the role of the School Liaison officer in addition to supervising the SEO team. Assistant Chief Kimerer also provided oversight at a strategic level. We learned about the School Liaison officer role from Deputy Chief Best, who previously held that position. She stated that she had attended SYVPI weekly meetings; gathered information on school contacts; received weekly progress reports from the team; oversaw overtime, training and qualifications; and followed up with service providers. When crimes happened in or near schools she would link in with the assigned SEO or Sgt. Diaz to make sure the school received the assistance it needed from SPD.

Although SEOs report to the SEO Sergeant in the Community Engagement Unit, the Manual implies that they also fall under the command structure of the precincts in which their respective schools are located (Washington MS in the East precinct, Aki Kurose MS and South Shore K-8 in the South, and Denny in the Southwest). Officers have sometimes returned to regular policing duties in the precinct during the summer (although more recently they have remained involved in programming over the summer), and they can also be temporarily reassigned for emergencies or special events. The Manual states that the Precinct Commander must ensure that the SEOs complete a daily log of their activities for accountability, but in practice these records were kept by Sgt. Diaz and we did not observe any direct involvement with the SEOs on the part of the Precinct.

The Manual does not indicate how this dual responsibility for the SEOs between the Community Outreach Unit and the precincts should be managed. We learned that historically there had been some disagreement between SPD and the SEO leads about how the SEOs should be supervised. Sgt. Diaz explained that SPD wanted to make the SEOs completely precinct-based, but this would bring them into "the wider chain of command that is not decentralized," that is, there would not be as much flexibility. Sgt. Diaz was not comfortable with the idea of SEOs being pulled out of school for special events or needing to be prepared for other police work during the school day as this could affect their relationship-building activities with the students. In particular, SEOs wear "soft," informal police clothing in schools to minimize their law enforcement footprint (see Section 5.1.3), but they would need to wear full uniform if there was a chance they would be pulled out. Sgt. Diaz saw this as incompatible with the tone the SEOs were trying to set. Sgt. Diaz felt that it was not appropriate for youth to see the officer with whom they were in the process of developing a relationship out in the community making arrests (potentially of their parents or siblings), and that full police uniform was only appropriate once those relationships were established and students saw it as a symbol of safety rather than a power imbalance.

The Manual states that SEOs are expected to handle all 911 calls originating from the school and keep the school appraised of the incident response. However, Sgt. Diaz told us that to avoid breaking down the trust that has been established between the SEO and students, in practice SEOs are simply informed of issues by the school and are not expected to recommend charges or step in. If a crime occurs in school the SEO will call in other officers from the precinct (unless lives are in immediate danger, such as an active shooter situation). Ofc. Rodriguez explained that this can sometimes create tension with the precinct officers, some of whom did not understand why the SEO could not deal with the case. She attempted to manage this tension by sharing intelligence with the precinct officers regularly, offering to do the paperwork if precinct officers had to make an arrest in the SEO's school, and following up on arrests if they occurred. She believed this helped to preserve the relationship with the precinct and dispel any misunderstandings that the SEOs were not doing "real police work."

Overall there was a strong feeling among the SEOs that it was important to be involved in handling in-

cidents while also maintaining separation from the law enforcement function of the police. Several of the interviewees recounted the story of a poorly handled incident some years ago where school officials had called the police without contacting the SEO first, culminating in the student being arrested and "paraded" across campus for everyone to see. The perception of those who told us this story was that the school officials did not understand that the purpose of the SEO was to build relationships and trust in police with both staff and students, and that had the SEO been notified he could have explained to the precinct officers the importance of being more sensitive and discreet in the school context.

Assistant Chief Kimerer offered some organizational context for the tension between the precincts and the SEOs. In his view, overspecialization in SPD overall meant that community policing and related approaches were not integrated into general patrol work. His preference would be to see more approaches modeled after the SEO program, with its connection to the upper levels of the organization where "higher-level objectives such as violence prevention, prevention of risky behavior, reassurance around the role of the police, and problem-solving" are more valued. However, the precinct is still the key organizing entity that owns on-the-ground management and decision-making.

The stakeholders from SYVPI also highlighted the tension between the program and precinct as a potential threat to the continuity of the SEO model: "The precincts want the officers back." They perceived that SPD was currently looking to reduce specialization and that the Community Engagement Unit could be hurt by this. Although the SEOs are a component of SYVPI, the SEO program is financed by a separate charter to the police and SYVPI has no control over what happens to the program. Nonetheless, SYVPI leadership did feel that SPD respected the relationship between SYVPI and the SEOs. Ms. Lockhart told us about an issue that arose several years ago when the SEOs returned to their precincts during the summer and one of them was assigned to the gang unit. Ms. Lockhart objected to this on the grounds that it could undo the trust and relationship building the officer had been involved in at school, and SPD listened to her concerns and reassigned the officer.

4.4.3 Seattle Public Schools and the Middle Schools

With the exception of Washington MS, the middle schools currently participating in the SEO program (see Figure 1) were selected based on high volumes of truancy, suspension, and discipline issues, and location within one of the three SYVPI network areas. Washington MS did not meet the suspension/truancy criteria when it was selected, but it was the only middle school in the Central SYVPI network area and is close to Garfield High School, which has a high rate of violence. Assistant Chief Kimerer characterized the four schools as being part of the program "because of need and frequency of contact."

The Memorandum of Understanding set out in the Manual appears to be between SPD and Seattle Public Schools (SPS) overall, rather than SPD and the individual middle school. However, the responsibilities set out in the Manual apply to the individual schools as well as SPS:

- Cooperative working between the SPS Security Liaison and the SPD Schools Liaison;

- Provision of school office space; limited equipment use; and access to school facilities, staff, and resources (such as an email account) for the SEO where available;

- School to make contact with the SEO rather than 911 under routine circumstances.

According to the Manual, SPS also has the opportunity to provide input regarding the selection of SEOs

for assignment, although the SPD chain of command determines the final selection. The Program Description states: "It is critical that officers be integrated into the school staff, officers will work in collaboration with the principal." According to the Program Description, SEOs are supposed to support the school by assisting them in identifying students who are at risk of truancy and dropping out; participating in staff meetings regarding at-risk students; meeting regularly with the school administration; and support the school district in general by coordinating school emergency response plans; assisting with issues in the local community that could affect the school; and providing crime prevention advice. However, the Manual itself is not specific regarding SEO activities.

Relationships with the schools

Our observations and conversations with stakeholders backed up the statement in the Program Description about the importance of integration of SEOs in the schools. Informal information sharing with school administrators and students was often the only way SEOs were able to follow up on youth they had identified as needing additional support—while the Program Description states that "Access [by the SEO] to the 'Source' database [at the school] will be helpful to ensure priority students are up to date on academics and attendance is improving" it did not appear that the officers frequently used formal data systems.

We found that where the SEOs were well integrated into the school disciplinary and support structure and information was routinely shared, school administrators had positive impressions of the SEO and better understood the SEO's role. For example, a school administrator at Denny International MS told us it was "wonderful" to have Ofc. Rodriguez at the school, noting that the officer took the burden off the school in terms of making referrals to and liaising with SYVPI, focusing on peer networks, and conducting home visits—all things the school staff lacked the ability or capacity to do at the same level. The administrator also felt that the presence of the SEO improved students' perceptions of SPD: "[Ofc. Rodriguez] is not security-based or authoritarian. She offers kids another perception of SPD. She keeps her gun covered… Most kids are not alarmed by her presence."

At South Shore K-8 we also observed a commitment to information sharing between the SEO, school counselor, and the house administrator in charge of discipline, and these three individuals believed that they enhanced each other's roles. At this school the counselor and SEO worked more collaboratively in identifying at-risk students and referring them to SYVPI. Our conversations at South Shore also focused more on the SEO's role in enhancing safety and security at the school in general. At the time of our interview there had recently been several large-scale incidents around the intersection immediately outside the school, including a fight between a large group of youth during which some students had reported seeing weapons flashed. The counselor felt that Ofc. Brathwaite's visibility at the school "keeps community problems out of the school." The house administrator added that Ofc. Brathwaite provided "instant information" about these types of incidents, allowing the administrator to be more effective in his role. As at Denny, the school staff at South Shore also highlighted the SEO's role in improving students' perceptions of the police and also bridging gaps between SPD and parents.

The SYVPI stakeholders emphasized that the relationship with the school principal and administration was one of the most important determinants of the success of the SEO. They related the example of a school that is no longer served by the SEO program, where the school culture was ultimately not conducive to the SEO's presence. "If [the school doesn't] want a relationship with SPD it won't work… [In that school] the SEO was seen as law enforcement and the school did not want to involve them in planning." This lack of integration risks having negative outcomes for the students—it was at this school that the poorly handled arrest described in the previous section occurred.

Given the importance of the SEO–school relationship, our interviews also revealed that this relationship requires special attention during transitional periods, i.e. staff turnover. It was not clear to us whether there was a written Memorandum of Understanding setting out the role and expectations of the SEO at each school (school administrators at Washington MS explicitly told us they did not have anything in writing) or how much information or program support came down from SPS to the schools, but we found that relationships were obviously developed on a principal-by-principal and SEO-by-SEO basis. Thus, the nature of the working relationship could change or the SEO's involvement could be weakened or strengthened by personnel changes. We observed these challenges firsthand at Washington MS.

At the time of our visit to Washington, Ofc. Braboy had just transferred from another school at the beginning of the academic year and the school also had an interim principal who was due to leave at the end of the year, so the SEO program was in flux. The school counselor seemed more uncertain about how the SEO could support her work compared to counselors at the other schools we visited, and thought he should "put himself out there" more to show her and her colleagues what he could do. However, Ofc. Braboy was taking a more cautious approach to the relationship until the new principal arrived and told us he was trying not to "make waves." In the absence of a written MOU at the school, it seemed to us that he wanted to avoid getting the school staff used to one way of working in case the new principal had different ideas about his role. He told us, "It's a delicate balance—you have to respect the principal." Even in the absence of major school changes, the importance of aligning the school culture with the personality and working style of the SEO was clear. For example, at Denny a long-serving school administrator told us that while she had positive experiences with all the SEOs that had been assigned there, she found Ofc. Rodriguez's approach to be particularly compatible with the school's values.

Focus on middle schools

The stakeholders we spoke to were strongly in agreement that the program should remain focused on middle schools and not be expanded to high schools. There was a feeling that the SEO model would not work in a high school setting because of the higher discipline rates and different dynamics of crime and violence among the high school population. The SYVPI stakeholders noted that some youth drop out between middle school and high school and/or "take their issues off campus," which would make it difficult to build relationships in the same way: "Where would you draw the line with behavior off campus?" Furthermore, the significance of a law enforcement intervention is greater at age 17-18 than age 13. The SEOs themselves expressed concern about the legal and practical issues of engaging in the same outreach and relationship-building activities with high school age youth. Some students in high school are legally adults, which could limit the officer's discretion in deciding how to respond to an issue. Ofc. Braboy believed that most high schoolers are "the person they're going to be," which he felt made it harder to "infiltrate" (i.e., attempt to build trust and change perceptions about police and education). He also felt that some decisions regarding these youth are already in motion (i.e. some may already be moving through the criminal justice system), which makes it more difficult to steer them away if they are already in trouble.

In addition to the concerns about using the SEO model with older students, program stakeholders also believed that middle school was the optimal time for this type of intervention. Assistant Chief Kimerer felt that middle schools are most important for relationship building, whereas high schools have a different social environment in which one officer may be less likely to make a difference. The choice of middle schools is not simply a case of 'the earlier the better'—he felt that elementary schools are not suitable either because although they offer "eager minds" there is also "less bang for your buck." Middle schools present a "balance of open minds but increasing risk factors—mental illness, learning difficulties, behavioral issues—public schools must address these statutorily. These issues can end up on the streets."

Ofc. Braboy echoed this assessment. He felt that "at this middle it becomes second nature if you teach decision making and conflict resolution now." The earlier students "get it," the more they can practice. Since students are an age where signs of problems will start to emerge, he saw this time as being potentially the last opportunity to teach these skills to youth if they did not learn them at home. Ofc. Braboy noted that at times during his career he had compared homicide records (for both victims and perpetrators) with prior school records and had seen signs of "acting out" very early. He viewed the transition from 5th to 6th grade as a "huge jump" where some students may already be lost from the system. Officers and teachers must navigate the tension between social promotion (to the next grade) and emotional readiness. Some older students who are held back in middle school have already developed "street maturity" that can impact other youth. Ofc. Braboy felt that in these cases SEOs should not be involved, although they can give their opinion regarding discipline and follow up with a referral to SYVPI.

There are no assigned SEOs or SROs in the majority of Seattle's high schools with the exception of Garfield High School, which has an assigned officer from the East Precinct. The SYVPI personnel we interviewed told us that the city council had once pushed for a more traditional school resource officer model in high schools but the school district would not pay for it (they noted that since the city funds the SEO program it would be unlikely to expand further, even in middle schools). However, the current SEOs do work with older youth in other contexts. Since SYVPI takes on youth up to age 17, SEOs can still refer high schoolers if they ecome across issues within a family they are working with. The SEOs also get to interact with older youth through the Late Night Programs they run during the summer. Our review of SEO activity logs also indicates that officers sometimes give presentations and workshops in high schools, or deal with issues involving high school students on or near the middle school campus. All the middle schools we visited were very close to high school campuses. For example, Denny MS and Chief Sealth HS share a building, although students are generally not allowed to move between the two sides. At South Shore K-8, different school release times meant that students from nearby Rainier Beach HS often congregated on the streets outside or at the community center next door, and sometimes got into fights that "distracted" the middle school students during their last period.[7]

4.4.4 Seattle Youth Violence Prevention Initiative

The relationship between the SEO program and SYVPI is complex. While the SEO program is part of SPD, SEO stakeholders see the approach as an 'input' into the SYVPI model rather than a standalone approach. The historical context for this arrangement is described in Section 3. SYVPI director Mariko Lockhart noted that at the outset of SYVPI when they were working with Sgt. Diaz to connect the initiative to the schools, they aligned SYVPI's focus on school suspensions related to potential violence with Sgt. Diaz's observations that (1) discipline issues were a significant indicator of truancy and non-attendance in some schools; and (2) lots of youth were being arrested and detained for minor offenses that he felt were not appropriate for justice system processing, and a better approach was needed to engage these youth.

The SEO program is part of SYVPI structurally but not financially. SPD contributes approximately $600,000 to the SEO program, separate from the $5.7 million budget allocated to SYVPI. Furthermore, while SPD has a Memorandum of Understanding with SPS, there is no formal document governing the relationship between SPD and SYVPI. As a result, SYVPI does not have a lot of say over the daily activities of the SEOs. Assistant Chief Kimerer explained that, given the historical development of the two models, the SEO program was not constructed with an integrated vision in mind; the relationship between SEO and SYVPI

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[7]The start and end times at South Shore have since been adjusted to more closely align with other local schools.

is more a "morphing of existing work." He noted that the SEO program is beginning to integrate more with SYVPI (for example, through SEOs acting as a primary source of referrals to SYVPI): "We are not necessarily in a position where purpose statements and structures are documented, but we can work together."

Sgt. Diaz acts as the primary link between SYVPI and the SEOs. Ms. Lockhart views him as more of a coordinator than a supervisor of the SEO team. The two of them work closely on assigning and transferring SEOs and managing relationships and interactions with the schools. The relationship is collaborative rather than authoritative—Ms. Lockhart cannot order Sgt. Diaz to send an SEO to particular school. Nonetheless, Ms. Lockhart clearly valued the trust and close working relationship with Sgt. Diaz and felt that her voice was listened to. She saw the SEOs as the schools' main connection to SYVPI, in terms of providing referrals, and the chief facilitators of information sharing with network providers. As a result, she believed that when SEOs left or transferred to different schools the whole Initiative needed to adjust. Ms. Lockhart told us that SEOs meet regularly with SYVPI network staff for case consultations around care plans for specific youth and that they bring a wealth of information from the schools to these meetings. However, the SEOs did not discuss this much when they described their work to us and we did not find many examples of these meetings in their activity logs (although we did find a number of more ad hoc contacts with SYVPI intake specialists and network coordinators). Ms. Lockhart acknowledged that SYVPI is still trying to structure and formalize this process. Sgt. Diaz said that he attends the monthly SYVPI Whole Team meeting and uses this time to see how the various components of the initiative work together.

SYVPI and SPD also collaborate in other ways through the SEO program. The SEOs work the "late night programs" that are offered on weekends and during the summer. Ms. Lockhart believed this extension of their work in schools provided a key benefit to the community—she stated that the continuity of personnel means that officers get to know students and their families and build stronger relationships with the community. These activities also facilitate knowledge sharing about SYVPI in the community—when SEOs help to build awareness of the initiative, they find that referrals to SYVPI also start to come from community agencies, parents, youth themselves, and their friends. Sgt. Diaz also acts as the liaison between SYVPI's street outreach team and the department to share information about violent events. He notes that street outreach works fairly loosely with the SEOs, as their role depends on their ability to build trust with gang-involved youth so it is important for them to maintain separation from the police to project independence and credibility. However, Sgt. Diaz reports that the SEOs have turned to street outreach to reconnect with youth who are not sticking with the initiative. He noted that balancing information sharing with discreet interactions with other agencies is key to earning community respect.

4.4.5 At-Risk Students and their Families

The Program Description states that "Family support is essential to addressing the needs of the priority youth. Officers will work with community-based organizations and school staff to help assist parents and families with their needs and provide referrals to local resources." Sgt. Diaz noted that connecting with parents was part of the SEO's role. It appeared that SEOs had most contact with families during home visits to follow up with students who had been truant or expressed other needs through relationships developed in schools. As discussed in Section 4.5, SEOs made 1.4 home visits per week on average in 2013 (see Table 2). In Section 4.5 we also describe an example from the SEO activity log in which Ofc. Rodriguez uncovered during a home visit that health issues were driving a student's chronic truancy but the family could not afford health care. Ofc. Rodriguez was able to connect the family with the resources they needed through the school nurse's office.

4.5 SEO Activities

The Manual, Program Description, and our conversations with stakeholders revealed that while there are some shared expectations for the types of activities SEOs are supposed to engage in, there are also a number of differences. We found that SEOs bring their own skills and interests to the role and have a considerable amount of flexibility in their daily role, which is explicitly stated in the Program Description:

> "Officers will provide a vital function to the school that requires some level of flexible [sic] in their assignment. Officers generally will not be assigned to a specific area as an agent of the school staff."

Most of the activities the officers engage in can be categorized within the areas of "School Support," "Safety and Security," and "Education," which are the three key program strategies laid out in the Program Description. We note that these areas differ from the three goals/strategies of Prevention, Intervention, and Enforcement set out in the Manual. Indeed, stakeholders strongly de-emphasized the SEOs' enforcement role and described making referrals to and liaising with SYVPI as among the officers' primary functions, even though the latter activity receives minimal attention in the Manual. Overall, among the written program documentation the Program Description most closely reflects our findings about SEO activities, but it does not connect their SYVPI related functions to the other strategies they engage in.

In this section we organize our findings around the three key areas of school support, safety and security, and education, and we add the two additional areas not fully discussed in the Program Description: SYVPI collaboration and law enforcement. Throughout this section we illustrate our findings with excerpts from the activity logs that illustrate actual activities carried out by SEOs. These are shown in the blue text boxes. Log excerpts are presented exactly as they were given to us (the SEOs recorded only the initials rather than the full names of students they interacted with). For consistency, we only use excerpts from the logs of the three officers we interviewed.

The logs include the activities of the three SEOs we interviewed, plus Ofc. McRae at Aki Kurose and a former SEO, Ofc. Kevin Stuckey. It appeared that Det. Bouldin, the special projects officer, was not required to keep logs in the same way, although there was one entry in her name. The logs record the date of the activity, the name of the officer, a brief description of the nature of the activity and any students, families, school administrators, SYVPI or other service providers, or other police officers involved. Most of the logs described school or community-based activities, but officers also recorded attendance at training or occasions on which they had to deal with precinct issues. They did not log their precinct-based work during the summer unless it related to the SEO role or SYVPI; for example, working the summer youth police academy or late night programs.

Sgt. Diaz compiled these logs into a spreadsheet that also classified each interaction as Prevention, Intervention, Enforcement (reflecting the program goals in the Manual), SYVPI, Department, School-Based Meetings, and Community Meetings.[8] These reports also note the total number of individuals served in the interaction ("served" is defined broadly and includes individual youth referred to SYVPI, their family members, students enrolled in classroom-based activities, and so on); the number of mediations conducted in disciplinary situations; the number of referrals made to SYVPI and other Out of Network (i.e. non-SYVPI) service providers; and the number of services offered directly. The number served includes dupli-

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[8]We caution that the classification of incidents into these categories was not always consistent. While we would generally consider prevention activities to be applied to all students (e.g. teaching GREAT) and intervention activities to be home visits and meetings with or about individual at-risk students, in practice there was some overlap across these categories.

cate individuals; for example, Ofc. Braboy taught GREAT to 100 students each week in the Spring of 2013; the logs list 100 students served every time a GREAT session was logged. In total, we reviewed 1,374 individual logs from the six officers.

Table 2 quantifies the weekly activities of the SEOs between January 1 and December 31, 2013. On average, SEOs served 128 people in total, conducted almost four mediations, made 1.3 referrals to SYVPI and 0.3 referrals out of network, and offered 3.1 services each week in 2013. The total number of youth served that year was 6,642.[9] In total during the year there were 205 mediations, 70 SYVPI referrals, 15 out of network referrals, 159 services offered, and 71 home visits.

Table 2: SEO Activity by Week, 2013

	Youth Served	Mediations	SYVPI Referrals	Non-SYVPI Referrals	Services Offered	Home Visits
Mean	127.7	3.9	1.3	0.3	3.1	1.4
Max	372	13	18	3	18	6
Total	6,642	205	70	15	159	71

Log entries from January 1 to December 31, 2013 included. Mean based on 52 weeks.

Figure 2 breaks out each of the 1,374 logs by activity type, as classified by Sgt. Diaz in the spreadsheet. Prevention and Intervention activities comprise the majority of the SEOs actions, at 58 percent combined. A further 25 percent of the logs were classified as either SYVPI related activities, which included teaching the GREAT curriculum, coordinating and engaging in recreational activities, making referrals, and attending SYVPI meetings; or school-based meetings, which typically involved case conferences about individual students or discussions about setting up or adjusting programming. About 15 percent of the SEOs' activities were department-related, such as keeping up to date with required training or following up on criminal incident investigations. Consistent with our interviews, enforcement activities were minimal, comprising only 1 percent of activities (13 of 1,374 logs). There were no records of arrests or apprehensions of students. Typically, enforcement-related activities included supporting local officers with investigations of incidents happening on or near school property; in one case the SEO took a crime report from a school staff member whose car had been broken into on campus.

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[9]The number served was not always consistently recorded. In some cases the number did not match the description of the activity or was missing; however, to avoid making assumptions we did not attempt to adjust the data.

Figure 2: Classification of SEO Activities, 2013
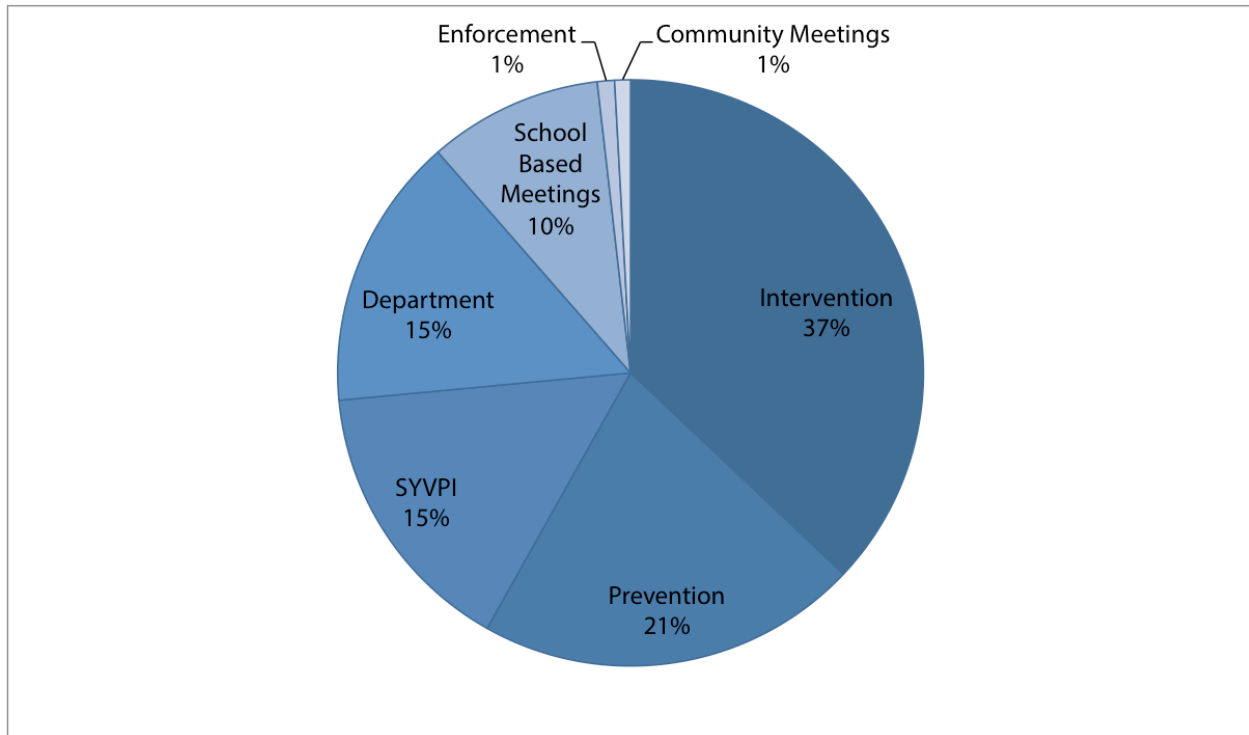
4.5.1 School Support

The Program Description lays out the following strategies under the heading of "school support" on which SEOs should focus:[10]

- Officers will utilize school activities to develop positive, trusting relationships with youth. Lunch and breaks are great times for this interaction to occur.

- Officers will work in conjunction with school to identify students who experience truancy issues and identify goals to improve attendance.

- Officers will help identify students who develop factors that could lead to dropping out of school.

- Officers will refer students to the appropriate resources for specific needs that cannot be met in the school setting.

- Officers will work with local community-based organizations and regularly meet to identify new programs or existing successful programs to assist youth.

- Officers will have an opportunity to participate in home visits with school staff and/or case managers.

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[10] The above quotation about flexibility also appears on this list; however, we view this as a philosophy rather than a strategy and do not include it here.

- Officers will attend regular support staff meetings, such as, Student Academic Success Teams, to review data.

- Officers will meet regularly with school administration to ensure effective communication.

We found that these "school support" activities comprised the main portion of the SEOs' day-to-day work. In particular, school activities and informal interactions for building relationships with youth, working with the school to identify students at risk for truancy and dropout, and referrals to services and home visits were most consistently used across the three schools. As discussed above, there was some variation across the schools in the degree to which the SEO was integrated with the school administration and the success of communication, but this was generally positive and there was extensive information sharing between faculty and SEOs in two of the schools, including participation in meetings with administrators, counselors, and mental health providers.

Consistent with the philosophy of flexibility expressed in the program description, SEOs appeared to have a substantial level of autonomy in these activities and had discretion to "do things outside the umbrella" (Deputy Chief Best). Thus, officers applied the strategies differently in each school. There are two main reasons for the differences. First, the culture of each school varies and the preferences of the principal and administration strongly dictate both the culture and the activities of the SEO. Second, the program is heavily talent-based and allows for officers' specific talents and passions. While this means that students experience the SEO differently at each school there are also some benefits. Sgt. Diaz believed SEOs are more engaged when they are truly passionate about their activities and draw from their unique skill sets. It also shows the students that police officers can be multi-dimensional. For example, Sgt. Diaz told us that Ofc. McRae at Aki Kurose was a member of the Seattle Seahawks drum line and shared those skills with students.[11] Others have run martial arts and chess programs.

Mentoring was consistently mentioned by Sgt. Diaz and the SEOs as a key part of their work. In this context mentoring was broadly defined and did not necessarily follow a particular program or protocol, although we did see instances in the logs of SEOs connecting students with named mentoring initiatives through SYVPI such as Big Brothers Big Sisters and the local 4C Coalition, a faith-based program. Direct "mentoring" by the SEOs themselves focused mainly on relationship-building with students and home visits. It typically involved informal, one-on-one or group-based interactions. Officers' relationship-building activities extended to all students in the school, not just those referred to SYVPI, although they viewed the ultimate goal of these interactions as integrated with SYVPI—relationship-building with students and staff allowed the SEOs to understand which youth were in need of services.

Officers had different approaches to relationship-building. Ofc. Rodriguez strongly preferred this element of the role to the education piece but preferred not to talk to students at the playground as "that's their time," whereas Ofc. Braboy took these opportunities to play basketball with students and strike up conversations. We spent time walking around the school with Ofc. Rodriguez and interacting briefly with students as they moved from one class to the next or went into the lunch room. She told us that she typically engaged in these short interactions with most students, noting that "not all kids know the police" so it was important for her to build relationships with them, but she also had deeper conversations with at-risk students in private. These conversations focused on how things were going at school and home, and offering assistance and services. We also found examples in the logs of SEOs acting as chaperones on school trips, although in one case (excerpted below) this was connected to a request from the school

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[11] A recent article by Sgt. Diaz on SYVPI's website highlights Ofc. McRae's drum line instruction at Aki Kurose and Cleveland High School.

staff to help students feel safer after a recent incident in the local community.

> **Log Excerpt:**
> Officer Braboy engaged students during lunch while playing basketball with several of them.
> *10 served.*

> **Log Excerpt:**
> Officer Brathwaite escorted (achievement rewards) walking students and staff dining out for lunch to their lunch site (Hong Kong Seafood Restaurant/Maya's Restaurant) by way of patrol vehicle and presence during the outing. This was requested by staff after a shooting incident involving non-students on their route which occurred moments after their return to the school the year before.
> *210 served.*

Several of the SEOs also worked at local community centers during vacations and weekends. They were involved in running the Teen Late Night Program, which is operated by the Parks department. The program serves youth 13 and older from 7:00pm to midnight and offers activities such as sports, sewing, and socializing. Officers are there for safety, information gathering, and making sure youth get home safely, but the SEOs also used this opportunity to develop relationships with the same students they saw in schools during the "12 hours they are outside of school," and continue to develop trust with them in a non-enforcement environment.

While truancy and dropout prevention are listed as key aspects of the SEO's role, in practice the SEOs drew a distinction between prevention/support and the legal aspects of truancy and suspension to avoid falling into an enforcement role. Sgt. Diaz noted that the school handles all truancy referrals to court, and the SEO only gets involved to meet with case managers or school administrators if they notice a student is not coming to school. In these cases, the SEOs focused on encouraging the student to come back to school and making parents aware of the available services and the SYVPI referral process. Ofc. Rodriguez felt that the SEO should play less of a role if students are simply being suspended or expelled, and be more involved when the school is focused on health and programming. All the SEOs conducted home visits, which they said were usually prompted by truancy issues, and accepted that their job often required working outside of school hours. Ofc. Rodriguez explained that these home visits helped to "[get] into the dynamics of the family [and] help the whole family get services." Home visits involved educating parents on school attendance laws as well as problem-solving the reasons for truancy, which were often caused by bullying or problems at home. The example below from the activity log illustrates how Ofc. Rodriguez used a home visit to get to the root of one student's truancy issue.

> **Log Excerpt:**
> Officer Rodriguez spoke with the mother of JP, who has been very truant. The mother brought her (and family) in and stated JP has been sick but they do not have medical care. Ofc. Rodriguez assisted the family by bringing them to the school nurse's office and advising the staff that the family needs assistance with medical care. Staff assisted the mother with completing paperwork to obtain medical care.
> *5 served.*

SEOs also played a role in keeping suspended youth connected with the school through home visits. SEO #1 used this time to prepare them for the transition back to school and "educate them on why their behavior is wrong legally." This SEO also continued to check on youth who had dropped out or been expelled. At the time of our interview, SEO #1 had been at their current school for a short period of time and still checked on students from their previous school. The SEO stated that they tried to help these youth get back into education. We note that these truancy-related activities of the SEO are similar to those of the Check and Connect Program, an evidence-based truancy prevention program that has recently been adopted by SPS. Check and Connect is implemented by trained paraprofessionals and there may be scope to link this with the activities the SEOs are already doing, although it is important to maintain the separation between the officers' law enforcement powers and any involvement in service provision.

4.5.2 Safety and Security

The Program Description sets out the following activities under the heading of "safety and security:"

- Officers will collaborate with the Director of Security for the Seattle School District to ensure that school emergency plans and police response to school emergencies are uniform (the Manual expands on this activity, adding that SEOs are responsible for developing critical incident and all hazards emergency response plans for the school in collaboration with the principal, and acting as a liaison between the principal and SPD in the event of an emergency).

- Officers will work with schools to address off campus issues that that could affect the school.

- Officers will provide periodic tips using the Crime Prevention Through Environmental Design (CPTED) model for the school campus as a crime prevention tool.

The Manual highlights other relevant activities in this area, including check-ins with the school administration specifically regarding crime prevention activities, and collaborating with school security specialists as well as SPS security officials. We heard very little about these activities in our conversations with SEOs and other stakeholders, although it was clear that some activities did take place and officers viewed their relationship-building and support activities as helping to develop school and community safety in a much broader sense. Our conversations with the SEOs and review of the logs indicated that officers were particularly concerned with helping schools to address off-campus issues that could affect the school, which was particularly salient given that the schools are situated in higher-crime areas. For example, Ofc. Braboy stated that he provided in-school follow-up when shootings happened in the area, and helped to arrange additional support for families directly affected by local violence through SYVPI. We found numerous examples of related activities in the logs, often involving high school students trespassing or causing problems on or near the middle school campuses, which are often situated very close to high schools. SEOs also assisted with safety issues in school, such as emergency drills and shelter-in-place. Some representative examples from the logs are excerpted below. However, we did not find any indication that the officers provided formal CPTED interventions or that they were trained in the CPTED approach.

> **Log Excerpt:**
> Officer Brathwaite contacted a group of about 35-40 teens (mostly high school students) on campus during the last hour of school at the request of school staff. Tensions were high on campus due to the number of fights and rumored retaliations to occur after school. Officer Brathwaite explained the request and pointed out the campus boundaries to which several stated not being aware of and apologized. The group further stated that they had no intentions to create a disturbance at the school, and were not there to cause any problems. The group disbanded and moved off of the property, but remained nearby…
> *40 served.*

> **Log Excerpt:**
> Officer Brathwaite assisted school staff during the execution of a live fire and earthquake drill.

> **Log Excerpt:**
> Officer Brathwaite contacted school staff by phone upon the broadcast of a shooting incident near Rainier Av S/S Henderson St approximately 30 minutes after school ended for the day. A temporary Shelter in Place was instilled at South Shore until it was determined that an immediate threat no longer existed upon patrol response, investigations, and actions.

4.5.3 Education

According to the Program Description, the following educational strategies are expected of SEOs:

- Officers will assist schools in setting up workshops to address specific needs, such as gang prevention or conflict resolution.

- Officers will encourage parents to participate and facilitate workshops on topics of interest.

Two educational curricula taught by SEOs are currently approved: Gang Resistance Education and Training (GREAT), and Options, Choices, and Consequences (OCC). GREAT is a national middle school-based curriculum in which law enforcement officers teach decision-making strategies and life skills with a goal of reducing gang participation and violence. GREAT originally consisted of a nine-class curriculum, but this has been expanded to 13 classes. The classes are supposed to last for 45-60 minutes and are offered to sixth-graders. The program is rated "promising" by CrimeSolutions.gov for reducing gang membership, improving attitudes toward police, and development of social skills, although it has no statistically significant impact on violence and only one study has been conducted. OCC was developed by SPD in the 1990s as part of an overall problem-oriented policing approach to youth gun violence led by then Chief Norm Stamper. It is a two-day program for seventh- and eighth-graders aimed at discouraging gun use, and involves presentations from police officers, doctors, and prosecutors about the consequences of gun violence as well as teaching decision-making skills (the original vision for Seattle's program is described

in a nomination letter for the Police Executive Research Forum's Herman Goldstein Award in problem-oriented policing dated August 1996). OCC is currently led by SPD Detective Lebar, with assistance from the SEO at each school. We are not aware of any formal outcome evaluation of the OCC program.

We found differences in the extent to which these formal curricula were taught. In our conversations with the SEOs Ofc. Brathwaite and Ofc. Braboy stated that they did teach the curricula (or assist with teaching in the case of OCC), while Ofc. Rodriguez said she preferred to engage with students one-on-one rather than teach. This was supported by the activity logs, which showed that Ofc. Braboy taught GREAT while he was assigned to Denny MS in Spring 2013, but Ofc. Rodriguez did not log any teaching when she transferred to Denny in the Fall. Ofc. Braboy appeared to be the only SEO teaching GREAT. It appeared he was following the established curriculum; the logs indicated that he taught 15 classes in Spring 2013 to two groups of approximately 100 students each (this may have been part of a year-long program, indicating that the full 13-class curriculum was being taught to the two groups). Ofcs. Braboy, Brathwaite, and McRae all indicated that they had assisted Det. Lebar in teaching OCC at various times in 2013. Sgt. Diaz indicated that the SEOs have autonomy to set up curricula such as GREAT at the schools; however, Deputy Chief Best stated that in general curricula are developed in collaboration with the school administration and availability depends on school resources. The logs we reviewed supported Deputy Chief Best's position. When Ofc. Braboy transferred to Washington MS in the Fall of 2013 the logs indicate that he spent that semester pitching the idea of GREAT and OCC to the administration and negotiating the arrangements. Classes were not taught that semester, but the logs suggested that by the end of the year the school had agreed that they could be offered and the SEO was collaborating with counselors to identify suitable students.

SEOs also set up their own informal workshops and educational programs in collaboration with the school and in line with their skill sets. For example, Ofc. Brathwaite described to us a "mentoring" group he had set up in collaboration with the South Shore school counselor for a small number of faculty-referred students. All the students were interested in NBA basketball, and Ofc. Brathwaite designed problem-solving and team-building tasks that connected the issues the students were dealing with to their interest in NBA. At the end of the program the students presented their work to staff and other students, and were rewarded with a special lunch outside of the school. Some at-risk students at South Shore also met with representatives from the Urban Family Center weekly at school, which was facilitated through the SEO's connection with SYVPI. At Washington MS, Ofc. Braboy worked with the school administration and SYVPI to bring a trained Aggression Replacement Training (ART) facilitator to the school. This evidence-based program, which focuses on helping youth dealing with aggression to control their impulses and consider other responses, was offered to 18 Washington MS students who were enrolled in SYVPI and had received a stipend to participate. Ofc. Braboy also assisted students with obtaining summer employment through SYVPI and participated in the Police Youth Academy, a twice-weekly program for teens that exposes youth to police special units such as K-9 and the bomb squad. In addition to their work in middle schools, we found some examples in the logs of SEOs giving ad-hoc presentations and workshops to nearby high schools as well.

> **Log Excerpt:**
> Officer Braboy taught Gang Resistance Education And Training all day at Denny Middle School.
> *100 served.*

> **Log Excerpt:**
> Officer Braboy gave a presentation on decision making to a group of youth at Rainier Beach High School. Officer Braboy then engaged the youth during activities.
> *30 served.*

4.5.4 Law Enforcement

As noted above, law enforcement is not included among the strategies laid out in the Program Description but it does comprise a substantial portion of the Manual and MOU with the school district. Some law enforcement-based elements in the Manual correspond to the "safety and security" functions described above, but there is much more emphasis on how officers are expected to handle crime incidents. The Manual describes the following enforcement-based SEO activities:

- Interacting with precinct officers outside the normal work shift to obtain information, assistance, or brief the precinct Community Policing Team Sergeant for future emphasis or patrol.

- Reviewing relevant calls for service, incident reports and crime analysis for the schools.

- Following up on any criminal activity and discussing information with principal.

- Officially documenting police-related incidents, with the exception of:

  – Large scale or complicated incidents (such as a large number of witnesses, victims or evidence).

  – Incidents requiring a physical arrest of a student on Seattle Public school property.

  – Incidents that did not occur on Seattle Public School property, and whose investigations require an off school property.

Consistent with the philosophy of minimal law enforcement intervention in the SEO program, the Manual states that officers should consider alternatives to physically arresting a student on school property when practical, except in the case of violent offenses in which harm or potential harm is inflicted on the victim; emergency situations requiring immediate stabilizing action; or felony situations where circumstances require an in-school response. The Manual states that non-emergency arrests on school property must be screened in advance with the SEO sergeant, who will consult with the principal and the SPS Safety and Security Department. The SEO's role in the arrest should be minimized as far as possible and the arrest should not be made in view of other students.

We found very few examples in the logs of SEOs being involved in law enforcement situations, and where they were they minimized their role as much as possible. In one school visit, we observed the SEO hanging back by the main doors to the school as we walked in because a disciplinary hearing and administrative search was going on in a nearby office and the officer wanted to be "far away from it." We were not told of any examples of SEOs making arrests in schools, nor did the logs indicate that this occurred in 2013. Angela Socci from Assistant Chief Kimerer's office confirmed in an email that between 2009 and 2012 zero arrests were attributed to the SEOs. Sgt. Diaz described to us an incident he was involved in when he worked in a school that he felt represented an ideal approach to the SEO's involvement in law

enforcement issues. He had been required to deal with the warrant arrest of a student, and responded by bringing the student's case manager to the school with him for additional support. He avoided placing handcuffs on the student at the school, instead waiting until they arrived at the jail. Ofc. Braboy described a similar experience, in which he responded by talking to the student and encouraging the student to turn himself in at the precinct. While more serious crimes on middle school campuses are likely rare, it appeared that SEOs would in almost all cases call in precinct officers and take a hands-off role in criminal situations, although Ofc. Rodriguez did confirm that SEOs would be expected to intervene in an emergency, such as an active shooter situation. In most cases—even fights between students—incidents were handled by school administrators and the SEOs would be called in to mediate or follow up, as the log below suggests.

> **Log Excerpt:**
> Officer Brathwaite assisted staff in breaking up a fight between students SM and JJ. Officer Brathwaite stood by during the initial handling of the incident until it was under control. Incident handled by school staff.

In more serious cases, we found that the SEO would call in precinct officers for assistance while maintaining a degree of separation, as in the example below. Note that in this case the SEO remained involved with the youth only in a supportive, advisory capacity, while she and another SEO also assisted the precinct officers with preventive patrol to ensure the incident did not escalate after school.

> **Log Excerpts:**
> While obtaining information for DV advocate at CSHS [Chief Sealth High School], Officer Rodriguez was contacted by their school security that JS, JC and TT were in a disturbance. Officer Rodriguez stood by as school staff investigated the disturbance and later transported JC and TT home for their safety. Officer Rodriguez engaged in conversation discussing their safety and reporting incidents to security rather than trying to handle situations on their own …
>
> Officer Rodriguez notified SW ACT [precinct] of the disturbance at CSHS… SW ACT officers responded to the school and patrolled the area. In addition, Officer Rodriguez and Officer McRae monitored Denny MS and the Metro bus stop.

The SEOs felt that they had to balance the non-enforcement aspect of the job with the fact that they are still police officers. They felt that they were still playing a valuable role and "doing real police work." Ofc. Braboy told us that he believes enforcement defeats the purpose of building trust and relationships and is unproductive in this context. He sees a problem with the message a high-visibility law enforcement presence sends to other youth: "Even if the kid I'm dealing with understands [why I am making the arrest], other kids will see and will not understand the consequences." Ofc. Braboy felt that the schools had enough resources to deal with discipline internally and that "officers get that and respect it." He felt his strength and added value lay in facilitating additional resources after an incident, such as providing mediation after fights and referrals to programs like "Firestarters" (a diversion program for arsonists run by Seattle Fire Department).

4.5.5 SYVPI Referral and Follow-Up

As we note above, the connection between the SEO program and SYVPI is not *fully* articulated in the Manual and is not *clearly* articulated in the Program Description, even though all the stakeholders we spoke to viewed the SEO program as fully connected to SYVPI. Making referrals to SYVPI is viewed by officers as the key link between them and the initiative. As we have noted elsewhere in this discussion, home visits in which the SEO helps students and parents decide whether SYVPI is appropriate for them seem to be an important part of the SEO's role, and officers see themselves as taking the burden off schools in terms of ensuring students are connected with SYVPI. However, while SYVPI tracks the source of referrals (i.e. they know if referrals come from SEOs), there are different referral processes in each school. In some cases the SEO was the primary facilitator of the referral, while in others the SEO was involved in discussions but did not make the referral directly. According to SYVPI, referrals do cluster around schools but they also come from community agencies, self- or friend-referrals, and parents. While we do not have information about the proportion of SYVPI referrals that came from SEOs, it is interesting to note that the MEF report states that there were approximately 1,600 referrals to the program in 2012 but only 70 referrals by SEOs were recorded in the SEO activity logs in 2013. This suggests that less than five percent of SYVPI referrals come from SEOs, assuming that overall referral numbers were consistent in 2012 and 2013. Nonetheless, excerpts from the logs indicate that the SEOs facilitated SYVPI referrals fairly regularly. The low number of referrals from SEOs may also reflect the different levels of SEO involvement at different schools (see also Section 5.2.1).

> **Log Excerpt:**
> Officer Braboy met with the Seattle Youth Violence Prevention Initiative Central Area Network. Network personnel requested assistance with arranging a meet with Washington Middle School students in order to complete the enrollment process. Officer Braboy agreed to facilitate a meet at the school after the Thanksgiving break.
> *10 served.*

> **Log Excerpt:**
> Officer Braboy met with the Seattle Youth Violence Prevention Initiative (SYVPI) Central Area Network Intake Specialist at Washington Middle School. Officer Braboy assisted with enrolling approx. twelve students, mostly who were selected for the Mentor's Inc class, in to the SYVPI.
> *12 served.*

> **Log Excerpt:**
> Officer Rodriguez again met with the mother of ES. The mother stated she spoke with her son regarding SYVPI and both decided they wanted to be a part of SYVPI. Officer Rodriguez later referred to ES to SYVPI.
> *2 served.*

Mariko Lockhart, the SYVPI director, described the referral process to us. To protect the privacy of participants, referrals are done by hand at a network hub office or by fax, but not by email. As we also learned

from the SEOs, home visits are a key part of the process—SEOs meet with the family and get the go-ahead from parents to make the referral—although some schools felt more strongly than others about the extent to which these interactions were limited by FERPA regulations. Once a referral is made, an intake and referral specialist at the network follows up with the referee to gather information for their first meeting with the youth—the referee is seen as an important source of information to ensure that the first meeting with SYVPI goes smoothly. Intake and referral specialists are trained in motivational interviewing techniques and hold a face-to-face conversation with the youth to find out their goals and explain what services are available. Ms. Lockhart stated that the network relies heavily on information from the referee to assess the individual's needs, so to the extent that the SEOs are involved in referrals they play an important role in developing a trusting relationship and gathering information.

The SEOs we spoke to highlighted the importance of SYVPI case management in supporting SYVPI-referred youth. Ofc. Rodriguez stated that case management was the most-used service for youth in SYVPI, and that the SEOs got to know the case managers in their local SYVPI hub well. She believed that "kids look forward to meeting their case managers." Ofc. Braboy noted that having access to a central location for service referrals (i.e. SYVPI) was extremely helpful, and enabled officers to help prevent youth from falling through the cracks. It is important to clarify (per Mariko Lockhart) that SYVPI has a limited number of case managers and that the SEOs may be referring to SYVPI Network staff, such as Network Coordinators and Intake and Referral Specialists, here. Ms. Lockhart notes that not all of the students with whom the SEOs interact would have an assigned case manager, but if the students are enrolled in SYVPI they and the SEOs would have a relationship with Network staff.

However, we found that information sharing between the SEOs and SYVPI was not always consistent. Ofc. Braboy expressed some frustration at the inability to follow up on students' progress after they were enrolled in SYVPI, a feeling that was echoed by the grade counselor at Washington MS. He felt that he was consistent in making referrals to SYVPI but had to rely on informal, individual contacts with students to find out if they were getting the services they needed. He suggested that it would be useful for SEOs to have access to the SYVPI database to be able to track cases. However, while the SYVPI stakeholders acknowledged that such formal information sharing would be ideal, they also noted that there had been some reluctance from their service provider partners about sharing this information with the police because they were afraid that it could be passed on to detectives and other enforcement-focused teams. Ms. Lockhart believed that service providers had become more comfortable with the idea now that they had a better understanding of the nature of the SEOs' role, but that steps had not yet been taken to make the information available. However, Ms. Lockhart believed that the informal follow-ups conducted by the SEOs, despite being more difficult, were useful and that the officers made the effort to drop in at the network offices to find out how things are going—"plus, they see the kids every day; they are right in the middle."

5 Assessment of the Program

Our comprehensive description of the SEO program highlights several strengths as well as a number of challenges. Since the purpose of this report is to provide recommendations for improvement we focus primarily on the challenges in this assessment, but we begin with a review of the key strengths and potential benefits of the program.

5.1 Strengths

5.1.1 Potential for Integration with Services

The SEO program is unique even among similar non-law enforcement focused programs because of its connection to SYVPI. Although we have described a number of limitations and inconsistencies in that relationship, it remains significant that the SEOs can in theory fall back on a network of welfare-based solutions to deal with students' issues. Most school police officers, even those with supportive rather than enforcement-centric roles, only have recourse to the resources within the police department. As such, law enforcement responses can easily become the automatic solution to problems when other options are exhausted, whereas the SEOs and SYVPI have real potential to keep youth out of the juvenile justice system. Through their relationships with the SYVPI network hubs and service providers, SEOs can act a bridge from student to school to SYVPI. We saw a number of examples in the logs where SEOs were instrumental in bringing programming, some of which was evidence-based (such as Aggression Replacement Training), to schools. We heard that school counselors and administrators were often too busy to be able to investigate these options themselves, and they relied heavily on the SEOs' knowledge of what SYVPI could provide.

Ofc. Braboy emphasized the importance of this role, stating that being part of a multidisciplinary intervention team was a huge advantage. "We have connections to services in and out of the SYVPI network. Most SRO programs only have access to out-of-network services. With SYVPI we can refer and make it a team effort. When kids fall through the cracks we encourage them to stick with it—it's part of the relationship building." Ofc. Rodriguez also told us that she believed the SEO program offered a safety net that discouraged schools from simply giving up and "weed[ing] out the bad apples" when they could no longer deal with students' disciplinary issues: "[Schools] need faculty and staff who want to keep students in school and refer problem youth to the SEO." Ofc. Rodriguez viewed her ability to act in this role and the relationships she developed with school staff that encouraged them to trust and utilize her as "the difference between schools that use SROs for discipline and the SEO that focuses on referring youth to services to intervene in problem behavior."

5.1.2 Potential to Improve Police-Community Relations

The SEOs were well aware that the way they conducted themselves could have a profound impact on youth perceptions of the police. Ofc. Rodriguez said, "I'm seen as different from other officers—I set impressions of other officers." Ofc. Brathwaite reported he had received "good, encouraging feedback" about his presence from students, staff, and most parents, and believed his relationships with the students had "blossomed" since he came to South Shore. Ofc. Braboy observed that "originally kids here [at

Washington MS] hated the police… I don't hear that now. They know one officer." The SEOs believe that these positive interactions can impact the wider community. Ofc. Braboy felt that when parents hear that their children had good interactions with the police they may have better interactions themselves, and be less likely to socialize their children into believing the police are universally against them. As Deputy Chief Best stated, "it's important for kids to not always view the police as the 'occupying force.' [The SEOs] show them there are opportunities for them, even a career in the police."

During our visit to South Shore MS we observed an example of how knowing a trusted SEO might help students to change their perceptions of other police officers. A few days before our visit there had been a mass fight involving over 50 youth, many of whom were from the nearby Rainier Beach High School, and some South Shore students had told Ofc. Brathwaite and school staff that they saw youth flashing guns during the fight. At the end of the school day on which we visited there was still an increased presence of precinct officers outside the schools and a somewhat tense atmosphere. Ofc. Brathwaite stood outside South Shore chatting to parents and 'high-fiving' the students as they were leaving, as he told us he did every day. However, we noticed that while the middle school students were comfortable interacting with Ofc. Brathwaite they appeared suspicious of the precinct officers who had parked their bicycles nearby. They started to question Ofc. Brathwaite about what was going on. He reassured the children that the patrol officers were there for their safety and that "they're just like me." We noticed that this reassurance emboldened the children to approach the other officers and ask questions; for example, one girl started asking an officer if he always rode his bicycle, or if the police department gave him a car when it was raining. The officer then struck up a conversation with the girl about his patrol work. We found this to be a compelling example of how trust and confidence in one officer might be transferred to other uniformed officers in the community during non-adversarial situations. It may not have occurred had the SEO not reassured the students about the purpose and intentions of the police.

5.1.3 Non-Law Enforcement Focus

As we stated at the outset, a major concern about school police programs is the possibility that they may exacerbate the so-called "school-to-prison pipeline" as disciplinary issues that could be handled internally come to the attention of law enforcement. We found that the SEOs are rarely involved in law enforcement activities, which may reduce the risk of disciplinary issues in their schools becoming criminal matters. Along with flexibility, non-enforcement seems to be a key philosophy underlying the program, and it was emphasized by all the stakeholders. SEOs play down their role as law enforcement officers as far as possible, while still conveying that they are police. They believe that striking this balance allows SEOs to build trust with youth and staff who may be suspicious of the police, while also maintaining sufficient visibility so that as they build relationships with students, the students can recognize that the SEOs are police and that police can be allies.

SEOs minimize their footprint in schools by avoiding involvement in the discipline process and wearing 'soft,' non-traditional uniforms. 'Soft uniform' has a different meaning to each officer, but typically they wear a t-shirt with police insignia and keep their firearms covered and hidden. The soft uniform avoids "establishing any level of power" over students, which is intended to make them feel more comfortable. Ofc. Rodriguez told us that "dressing down creates a different dynamic with the students—students are more comfortable talking to me when I'm not in uniform." Sgt. Diaz added that once relationships are established it is OK for the SEO to wear full uniform sometimes, because it has then become "less of a power issue and more about making students feel safe."

The SEOs were strongly opposed to the idea of an increased enforcement role, but at the same time they still believed they were doing "real police work." We asked Ofc. Braboy candidly why the SEO program was worth the investment of a full law enforcement officer position when the role minimized the one element—law enforcement powers—that distinguished the SEO from a civilian who could perform most of the same functions. He said that as a police officer he held a lot of information that other stakeholders and service providers do not have, and could be more flexible with activities such as home visits. This helps them to build trust with students.

While the non-law enforcement orientation is certainly a benefit of the SEO program, we strongly caution that our research did not assess whether or not the presence of the SEOs contributes to the school-to-prison pipeline. It is true that the SEOs do not make arrests, but arrests are not the only metric of increased law enforcement involvement and enforcement-based activities are not the only source of referrals to the police. In a recent study Devlin (2015) found that when school police officers engage in an expanded role, even where their additional duties are supportive and positive, they refer more issues to law enforcement. When officers work to engage and build trust with youth, they are also (as several of the SEOs we spoke to pointed out) encouraging students to become more comfortable sharing information, which SEOs told us they do on occasion have to share with precinct officers. This illustrates the extent to which the SEOs must strike an extremely delicate balance when gathering information during conversations with students. For example, we heard that students occasionally shared intelligence about gang-involved family members. In these situations the SEOs believed that the information they received helped them to better protect students and guide their service provision. However, there is also a risk that students could be marked out as "snitches" or that the information makes its way back to the precinct and is used to criminalize other youth.

Ofc. Braboy explained that he tried to use privileged information to help guide services rather than enforcement responses. While he recognized the importance of maintaining the confidentiality of information that reached him as a police officer and through his private interactions with students, as well as the restrictions of HIPAA and FERPA, he also believed that it was important to use that information wherever possible to try to improve students' outcomes. If he was aware of a problem that a student was facing (such as the gang involvement issues in the previous example) but was not allowed to share information with service providers directly he would try to informally steer conversations toward developing an appropriate response that would help address the issue. While Ofc. Braboy saw this as an advantage of the program, in that he could use the information he was uniquely able to gather as a police officer to benefit the students, these examples also illustrate the extent to which the officers have to walk a fine line between information gathering for service provision versus law enforcement. In particular, where information was shared with the precinct it is unlikely that the SEOs would have control over how other officers used it. This position may be difficult to sustain in the long term.

5.2 Challenges and Recommendations

In this section we describe the three key areas—structure, evaluability, and sustainability—where we believe the SEO program suffers from limitations and needs to improve. At the end of each section we lay out our recommendations for addressing these issues. The three areas of recommendations are sequential rather than parallel: we suggest that the structure of the program needs to be clarified before it can be successfully evaluated, and if an evaluation indicates that the program is effective additional adjustments should be made to ensure that it can be sustained in the long term.

5.2.1 Clarity of Program Structure and Relationship with SYVPI

While basic program documentation exists and there is interaction between SPD and SYVPI at the strategic level, the SEO program is extremely loosely defined and the fit between the SEO approach and the wider goals of SYVPI is not always clear. The day-to-day operation of the program primarily occurs on an ad hoc basis. SEO stakeholders strongly believed that the program was an input to the SYVPI model, not a standalone program. If this is the case, the SEO activities should logically connect with the goals, objectives, activities, and outcomes of SYVPI. However, the historical context of the SEO program shows, and several stakeholders confirmed, that the SEO program was not developed with a connection to SYVPI in mind—the two were brought together later on in a "time of need." Furthermore, no logic model was ever developed for either the SEO program or SYVPI at the time of their creation and the relationship has not been formally documented, so the specific way in which SEOs act as an "input" to SYVPI has never been documented. SEOs do collaborate with SYVPI staff and service providers, attend meetings, and make referrals, but much of this communication is driven by the initiative of the individual SEOs and there is no systematic process for collaboration. Finally, while we heard that the relationship between SYVPI and SPD is positive and respectful, SYVPI has no financial or supervisory control over the SEOs' activity.

At the root of these challenges is the lack of a clear theory of change for the SEO program—in other words, do the activities and outcomes of the program logically connect to the goals of both the SEO program itself, and the SYVPI program within which it is intended to fit? A number of the SEOs' activities, such as assisting with discipline issues, providing safety and security around school opening and closing times and in response to nearby incidents, teaching curricula such as GREAT, and so on, are only tangentially connected to SYVPI's mission. Some of these activities also serve non-SYVPI youth. Given that the SEO program is viewed as an input to SYVPI, some of these activities seem to go beyond SYVPI's logic model. SYVPI is focused directly on preventing youth violence and violence-related suspensions/expulsions in middle school (which are risk factors for youth violence) through engaging at-risk youth in services. The goals of the SEO program are much broader. They are articulated as prevention, intervention, and enforcement, where the bridge to SYVPI falls under "intervention." Under their prevention and enforcement functions the SEOs also have the potential to prevent youth from ever meeting the eligibility criteria for SYVPI, and their enforcement role extends beyond simply "firefighting" with troubled youth already involved in SYVPI to playing a role in fostering a healthy school climate from which all students, their teachers, families, and the neighborhood can benefit. These activities do not necessarily rely on SYVPI. At the same time, the SEOs are not systematically screening youth in the schools against the SYVPI criteria. They are getting to know the youth most in need of services through personal interactions and relationship-building. We do not think this is necessarily a problem, but as it relates to ensuring youth are referred to SYVPI it is a slow, unsystematic process that may allow some youth falling through the cracks.

1 Recommendation: Clarify the program and the link between SEOs and SYVPI.

  1.1 Develop a program manual that lays out clear expectations for operations and stakeholders.

   The current Policies and Procedures Manual (Appendix A) is broad and administrative. It appears to serve more as a memorandum of understanding or contractual statement of the SEO's law enforcement and procedural roles rather than an actual guide to how the program operates in practice. In addition, the program goals set out in the current Manual, 'Prevention,' 'Intervention,' and 'Enforcement,' are more accurately described as strategies for achieving goals rather than goals in themselves. While it remains necessary to articulate procedure and the obligations of the SEOs

while they are working within schools, we recommend that a separate program manual should be developed that serves as a clear statement of the program's goals, description, and articulation of the day-to-day role of the SEO, particularly in terms of the non-law enforcement functions we observed them performing. The manual should also include informational one-pagers for schools and parents. We envisage this manual as being similar to the Program Description we received from SPD (Appendix B), which is currently used as an informational guide for stakeholders, but with improved structure and clarity. In Appendix C we provide a draft of such a manual as a starting point for discussion and refinement with SPD, the SEOs, SPS and the participating schools, and SYVPI. The manual includes our proposed logic model (see Figure 3 and Section 5.2.2 below) and suggestions for required and flexible activities as well as more detail about the program goals, philosophy, and SEO skills.

1.2 Clarify and document the relationship between the SEOs and SYVPI in the logic models and program documentation.

We recommend that SPD, SPS, and SYVPI work together to clarify the goals of the SEO program and the role it plays with respect to SYVPI. The SEO leadership sees the program as simply an input to the SYVPI program. Similarly, the proposed logic model for SYVPI developed by OCA characterizes the SEO program as one of SYVPI's "strategies and interventions" (the equivalent of what we describe as "activities"). To the extent that the SEOs make referrals to SYVPI they can directly affect the "number of youth SYVPI service referrals" listed among SYVPI's short- and medium-term outcomes. SEOs also provide supplementary—and in some cases stronger—support to SYVPI's role. They are in a unique position to be able to follow up with a home visit even when a youth has drifted away from their involvement with SYVPI. SEOs at most schools also participate in student support teams that may or may not involve regular representation from SYVPI or service providers, which allows them to act as a 'bridge' between the school and SYVPI without placing additional burdens on school or SYVPI staff. Thus, the SEOs have the potential to also impact the other short-, medium-, and long-term outcomes of the SYVPI program: keeping youth engaged in services and achieving their goals, and ultimately helping to reduce middle school suspensions (as the only SYVPI-connected providers actually working in middle schools) and expulsions and juvenile court referrals.

However, the model for this 'bridge' is flawed. Even though SYVPI ultimately coordinates services and tracks them through its database, SEOs appear to take a great deal of responsibility for keeping track of both in- and out-of-network service referrals. There is no formal channel for feeding this information back to SYVPI, and no ability for the SEOs to find out whether referrals were received. While SYVPI explained that the intake coordinator usually relies on the referee to gather information about the youth, the SEOs we spoke to generally said that they often had to ask the child for updates as and when they saw them in school. They tried to keep track informally of those who were in SYVPI and checked in with attendance coordinators at school to find out whether those youth were truant and home visits were needed. We question how SEOs can effectively keep track of these services and ensure that SYVPI and non-network services are complementary when they have no ability to track and follow up except for informal conversations with SYVPI network coordinators and the children. There are certainly concerns about the level of service data that should be made available to the police, but given the importance of the SYVPI-SEO connection as perceived by the stakeholders, more systematic data and information sharing is needed to strengthen that connection.

On the other hand, the purpose of the SEO program is clearly broader than simply serving as a

referral conduit to SYVPI. While the numbers in Table 2 include individuals who were served more than once, and parents and family members as well as students, it remains the case that only 1 percent (N=70) of the 6,642 people served in 2013 were referred to SYVPI. As we document above (see Section 4.5.5), the process by which SEOs are involved in making referrals varies from school to school. In some cases the SEO makes the referral directly, but in others the school prefers to make them so they may not appear as a referral in the logs even though the SEO was involved in the process. Nonetheless, the logs indicate that most of the students served by the SEOs are involved in classes and workshops that are often open to all students regardless of their risk of violence. As we discuss below, this may dilute the effectiveness of certain programs that are offered; however, the relationship-building activities could potentially benefit the school as a whole and the wider community. Further, the management and funding structure lies entirely within SPD. SYVPI itself has very little control over how the program is run. This structure is likely to continue if sworn police officers are used, since it is unlikely that the police department would give complete control over the supervision of officers to an outside entity.

Thus, we recommend that the SEO program should be viewed as a key police partner of SYVPI rather than simply an input into the SYVPI model. This will require better information sharing channels and data access between SPD and SYVPI to the extent that the stakeholders feel it is appropriate, and the mutual development of clear criteria and corresponding data sources for identifying at-risk youth. The relationship between the SEO program and SYVPI should be formalized and documented. Importantly, SYVPI and SPD should develop clear protocols about how information gathered by the SEOs will be shared with the schools, SYVPI, and the precinct to avoid the risk of it being used for law enforcement purposes. The potential to serve as a neutral, trusted supporter is a unique feature of the SEO program and if this is to be maintained steps must be taken to reduce the risk of the school to prison pipeline.

Ultimately, we think it is positive that the SEO program has the additional role of serving the whole community (whether "community" is defined as the school itself or the neighborhood served by the school). This seems more consistent with their status as police officers rather than trained service providers whose job it is to screen and evaluate individual youth, and reflects the wider role of the SEOs beyond SYVPI referrals, given our estimate that they provide only about 4 percent of referrals to SYVPI. However, we still think that SEOs could play a valuable role in directing youth to SYVPI, helping them to stick with the initiative, and becoming trusted mentors who can follow up to prevent gaps in the system if services are not received or the youth does not engage with them.

1.3 Eliminate or reduce formal curriculum education in favor of a focus on relationship-building with at-risk youth and the wider school community.

If the connection between SYVPI and the SEO program is intended to remain a key focus, the additional roles expected of the SEOs, such as teaching classes, may limit the time officers have available to keep track of the youth who are most at risk. In addition, these activities may not be effective. As we discuss above, while research on the GREAT program does show promise for short-term outcomes like gang and peer pressure resistance there are no clear results for delinquency and violence prevention yet, so the extent to which GREAT helps to accomplish SYVPI's overall goal of violence prevention is unclear. The OCC program was developed locally and is held in high regard within the police department and schools—the activity logs relating to Ofc. Braboy's efforts to bring OCC to Washington MS include statements such as "Officer Braboy described [to the principal] that [OCC] had been welcomed at other middle schools in Seattle and that the

results were extremely positive" and "The Principal fondly remembered the program from past years and stated that she would suggest it to the eighth grade team." However, to our knowledge OCC has never been subjected to a rigorous outcome evaluation. It appeared that in some cases the schools were selecting the students they thought would benefit most from GREAT and OCC, but in others the curricula were taught to the entire grade. In general, evaluation research in both policing and treatment suggests that services that are tailored and targeted to the highest-risk segments of the population are most effective (Andrews, Bonta, & Hoge, 1990; Andrews & Bonta, 2010; Lum, Koper, & Telep, 2011). It is possible that when programs like GREAT are offered to the whole school their impact could be diluted because most of the students who attend are not at risk of violent offending or other SYVPI-related issues. On the other hand, it is important for the police in particular to balance targeted intervention with the need to avoid "singling out" specific youth. Sgt. Diaz also argues that the whole school can be impacted by gang and truancy problems in the community, so a broader range of students may benefit from these curricula.

In this regard, we think that the SEOs may be more effective if they split their time between intensive relationship-building and follow-up with at-risk, SYVPI-enrolled or eligible youth, and more generalized relationship-building through break-time conversations and games, activities based on their interests and skill sets, and the workshops and outings they already provide. The former could ensure that the youth who are most in need of—and most likely to benefit from—services are identified and assisted. Too often youth only get access to services once they are already in the criminal justice system. As we have described, the SEOs are uniquely placed through their connections with the school and families to be able to connect youth to services before they get to that point, and are among only a small number of providers who conduct home visits, allowing them to see what goes on in the home and how that might relate to problems in school. The latter approach—engagement with the broader population of students—could help to maintain the SEOs' broader role of improving school climate, police-community relations, and trust between students, school staff, and police. In turn, focusing on these outcomes might help to prevent some students from ever reaching the level of risk required to initiate an SYVPI referral. If GREAT programming is continued, it will be important to track future developments in the evidence-base around its effect on delinquency and violence and whether the research provides any insights on whether it should be targeted or taught more generally. The SEO program leaders should use this evidence to guide more consistent use of GREAT across the four schools.

However, it is important that whichever set of activities the SEO program chooses to promote is evidence-based or promising, supports the mission of the SEO program and SYVPI, and is carefully tracked and assessed to measure effectiveness. For example, a large part of the SEO role concerns relationship-building, but they do not follow a validated mentoring model. The evidence base for mentoring is also mixed. A number of mentoring programs have been shown to reduce delinquency and aggression, but results vary considerably from study to study and it is not clear which features differentiate more and less effective programs (e.g. Tolan et al., 2013). A study of school-based mentoring programs concluded that although the school-based mentoring model is promising, it needs to be strengthened to ensure longer and higher-quality mentor/mentee matches than are typically found in schools (Herrera et al., 2007; see also Wilson, Gottfredson, & Najaka, 2001). It cannot be assumed that the mentorship currently provided by the SEOs produces positive effects.

5.2.2 Evaluability: Assessing Effectiveness

The SEO program currently lacks a formal structure, clear logic model, and firm management plan in terms of which organization can "claim" the program. As well as presenting challenges for day-to-day operation and sustainability (which we discuss in the next section), this limits the ability of evaluators to assess the effectiveness and value-added of the program. We also found that there is currently little to no measurement of whether the program is meeting its own or SYVPI's goals, and a lack of reliable data to facilitate measurement. When we asked stakeholders how they knew if the program was achieving its short and long-term goals, several replied that it was largely "intuitive." This does not mean that there are no data at all; however, data collection did not appear to be systematic, monitoring of outcomes was not a priority, and we got the sense that some stakeholders thought others were collecting data where this turned out not to be the case.

According to the Program Description, the performance measures for the SEO program are contacts with students, home visits, referrals to services, school attendance, suspensions, and arrests. The first three of these are collected by Sgt. Diaz in the weekly activity logs as previously described. Sgt. Diaz set up a web-based survey interface that the SEOs can log into from the schools to record their activities. Sgt. Diaz downloads these records into a spreadsheet each week. He stated that there are similar data collection procedures for the late night program activities and searches. SYVPI also tracks referrals and outcomes for youth enrolled in the Initiative, but since the SEOs follow different procedures within the schools— some refer to SYVPI directly while others advise the school about the referral process—it is unlikely that the data linking referrals back to the SEOs would be consistent. As previously discussed, the SEOs and schools have complained that they do not receive any feedback about the referral process or subsequent decisions about the child, other than talking to the child and family.

Tracking of school attendance, suspensions, and arrests appears less systematic. Sgt. Diaz stated that "officers hear about [arrests]—kids tell them." We also heard "talking to parents" and "talking to the principals/teachers/school counselors" as additional data sources for outcomes. The officers do not see individual statistics, but "they see the results [i.e., a decrease in violence]." This is a cause for concern. While a balance must be struck with privacy, we think it is important for officers to see official records about situations affecting their students, especially those at high risk. As police officers, they have more access to this type of information than other service providers do and it is likely more reliable than the knowledge of students, parents, and teachers (although their insights are also valuable as an additional data source). It may affect their decision-making about service referrals and the handling of home visits. Since the SEOs are acting as service providers, it is more important that they have this information for operational purposes rather than simply knowing whether or not the program is working in the aggregate (especially if the latter information is based on anecdote). Sgt. Diaz told us that SPD's crime analysis unit tracks youth for the overall SYVPI initiative. However, according to SYVPI this appears to be done on request only, not as part of regular reporting. It comes in the form of a "data dump" when SYVPI asks for it, rather than regular reporting in an actionable format[12]. In Assistant Chief Kimerer's office, the policy analysts told us that they examined CAD data, school-related calls, "on-views" (police-initiated activities), enforcements, and transfer of enforcement activity on a school-by-school basis. However, it was not clear to us how often these data were produced and used in strategic planning, and we did not hear much discussion of

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[12]The CEBCP contracted with SYVPI in 2015 to provide such a monthly report. However, this is still created using data CEBCP receives from SPD as part of ongoing research with the City and Police Department, and there is no involvement from SPD's crime analysis unit other than to provide the "data dump" to CEBCP. As external researchers, the CEBCP team is also constrained by research ethics and confidentiality regulations in providing data about individual youth, so we only provide aggregated trends for the three SYVPI network areas and the city overall.

them by other stakeholders.

The stakeholders we spoke to universally took a broad view of what the program's outcomes might be. Some expressed doubt as to whether outcomes should be tracked at all; Sgt. Diaz told us, "We rise and fall based on the whole Initiative [SYVPI]—it is not appropriate for the police department to track individual kids and maintain records." This belief was shared by the SEOs. The officers recognize the concern we discuss above that they are in a privileged position in terms of access to information. While they viewed their position as beneficial to helping students, they also realized that the information they hold could potentially hurt rather than help an at-risk child and they were concerned about making it widely known. However, we do not think that outcome tracking necessarily needs to be done by the police department, as long as those parties who need access to information were able to get it without compromising students.

It is unsurprising that the SEO program struggles with data collection, since SYVPI itself is limited in the information it is able to track. Although middle school suspensions and expulsions are among its key outcomes, the Initiative is only able to look at school-level trends rather than data for individual students (although we were told that this may change in the future). According to SYVPI, the data that are available from the school district are unreliable. They stated that many schools are rapidly changing in terms of population and demographics, which has caused "chaos—so discipline rates are not going down." The previous SPS superintendent had been working on changing school discipline policies but has now left, so data are not comparable year on year. Further, those policy changes would have abolished out-of-school suspensions, which could have presented more opportunities to engage youth with SYVPI and the SEOs, but in SYVPI's view this was "unlikely to happen now." With appropriate FERPA permissions and for specified students only, SYVPI is able to track grades, credits (although these are not earned in middle school), and GPA; short- and long-term suspensions; and several different types of expulsions through school district records. Data are also available on referrals to home, contact with parents, and so on, but SYVPI told us that these measures are "never used because the school district analysts say they are unreliable." SYVPI also uses local and state surveys of school climate and youth to supplement this information. Ultimately, SYVPI felt that they could "only trust data outcomes that must be reported to the state… [The] transition to a new [data] system [within SPS] is not going well; attendance data for 2013-14 are unreliable."

This haphazard approach to data-driven performance management and outcome measurement not only limits the ability of the SEO program to demonstrate its immediate impact and value-added. It also renders it impossible to conduct any type of outcome evaluation to assess the long-term effectiveness of the program. The program already faces substantial evaluation challenges because it is not clearly defined and only operates in a small number of schools, which are unlikely to be comparable to other schools that could be identified as controls. Outcomes of the program have never been clearly set out; in fact, as we reported, there is even resistance to the idea that outcomes should be tracked at all. Even the logic model for SYVPI has only recently been articulated. Some outcomes, such as the longer-term impact on police-community relations and youth connections to school have never been tracked at all, and would require the development of school and community surveys. It would be challenging to distinguish the impact of the SEOs from other crime prevention efforts and social change in the neighborhood. Nonetheless, establishing a plan for data collection would represent a first step in being able to demonstrate the program's impact. We caution that the following recommendations require a thoughtful approach to collecting and storing data on juveniles; since data would be gathered by SPD for non-law enforcement purposes it is important to ensure that any procedures developed are compliant with local, state, and federal regulations.

2 Recommendation: Develop a systematic performance and outcome measurement and evaluation plan for the SEO program and participating schools.

2.1 Clearly articulate the program goals, structure, activities, and outcomes in the program manual (see Recommendation 1.1 above) and a logic model.

The first step to developing a systematic performance measurement and outcome evaluation plan is to clearly articulate the logic model for the program. As we have noted, the SEO program has traditionally been viewed as an input into the SYVPI logic model, even though its operation in reality is much broader. A logic model has never been created for the SEO program itself, and outcomes have not been formally defined. In Figure 3 we propose a logic model for the program as it currently operates based on the existing program documentation, overall SYVPI priorities, and our interviews with stakeholders. In particular, in creating this logic model we focused on defining a set of short-, medium-, and long-term outcome measures.

Short-term outcomes

The short-term outcomes—contact with students (type, duration etc.), number of home visits, and referrals to services, are the only measures already listed in the existing program documentation and currently tracked by the SEOs. These outcomes are most appropriate for monitoring program operation and performance. They are tracked through the weekly activity logs, but there is no systematic collection within the log of the duration of contacts or follow-up on services and referrals.
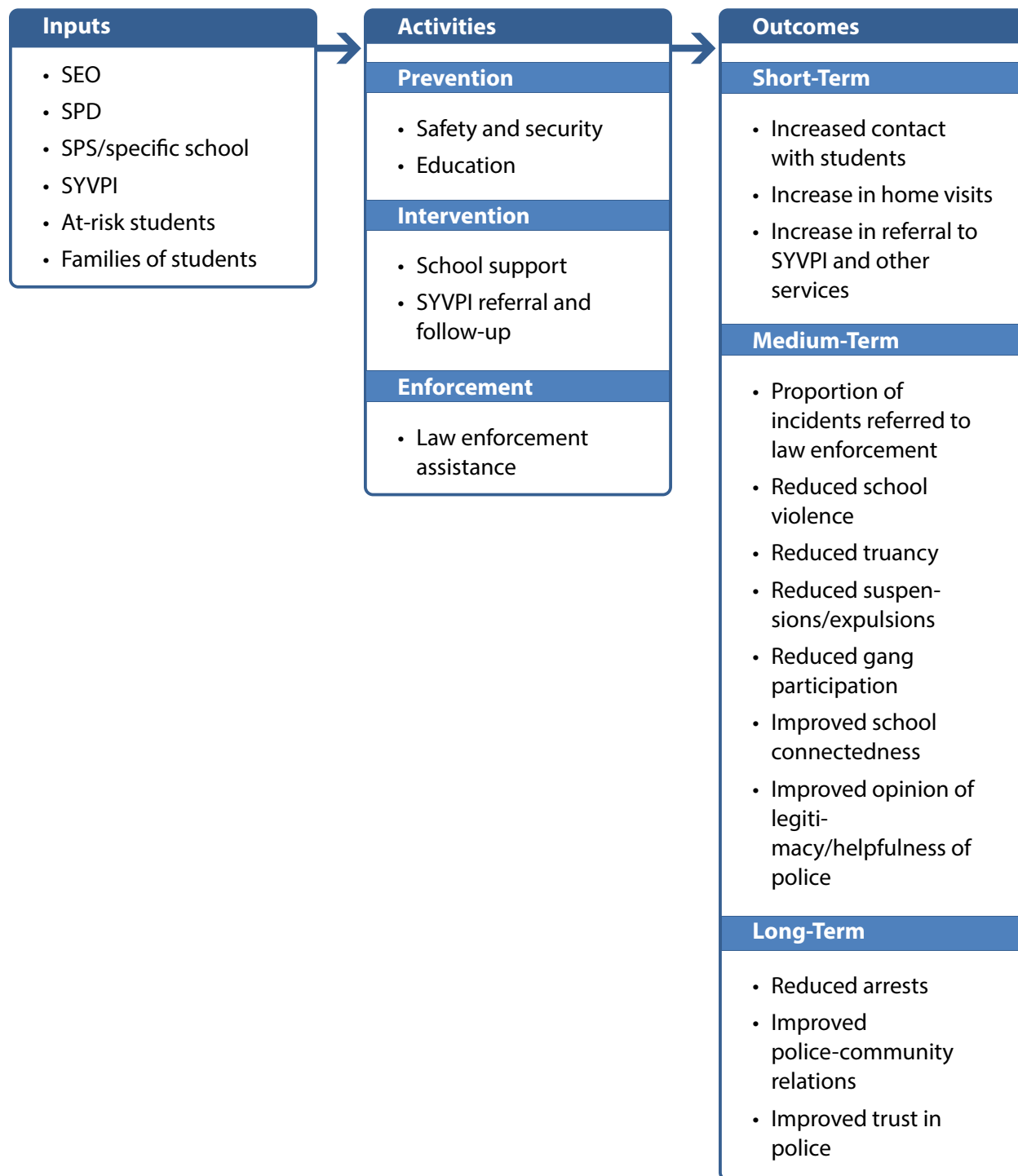
Medium-term outcomes

Our proposed medium-term outcomes are student-centered measures that align with SYVPI's priorities and may be influenced by the activities of the SEOs in the schools. SYVPI is primarily focused on exposure to violence and gang activity, and suspensions, expulsions, truancy and other indicators of poor academic performance that expose youth to an increased risk of violence. SEOs aim to prevent or reduce these problems through relationship-building, facilitating access to programming, teaching educational curricula, and other activities focused on reconnecting students with the school. These medium-term outcome measures include the number and nature of violent and other disciplinary issues in school; the number of suspensions and expulsions; the number of days truant; reports of gang participation; and student reports of connectedness to school and rating of the helpfulness and legitimacy of police, both of which are related to school behavior. We also propose that the proportion of violent and other disciplinary incidents that are reported to law enforcement is tracked as a check on the "school-to-prison pipeline" issue. If the SEOs are effective at improving upon these medium-term outcomes they may also provide a broader benefit to school climate and academic success of students, but these relationships are remote and it would be challenging to separate the impact of the SEO from other school-based factors.

Long-term outcomes

In the longer-term, if the SEO program is effective we might expect to see reduced police contacts and arrests as middle school students get older and transition to high school. In particular, if the SEOs and SYVPI focus their attention on coordinating services for the highest-risk youth, they should be reaching the population that is most likely to become involved in the juvenile and

Figure 3: Proposed logic model for SEO program

Inputs

- SEO
- SPD
- SPS/specific school
- SYVPI
- At-risk students
- Families of students

Activities

Prevention

- Safety and security
- Education

Intervention

- School support
- SYVPI referral and follow-up

Enforcement

- Law enforcement assistance

Outcomes

Short-Term

- Increased contact with students
- Increase in home visits
- Increase in referral to SYVPI and other services

Medium-Term

- Proportion of incidents referred to law enforcement
- Reduced school violence
- Reduced truancy
- Reduced suspensions/expulsions
- Reduced gang participation
- Improved school connectedness
- Improved opinion of legitimacy/helpfulness of police

Long-Term

- Reduced arrests
- Improved police-community relations
- Improved trust in police

criminal justice systems in the future. The focus on middle schools connects SEOs to potentially at-risk youth around the earliest age they can be directed to SYVPI, allowing problems to be identified as early as possible. Aside from referring youth to services, the SEOs themselves could play an important role in reducing future criminal justice involvement by directly encouraging youth to stay in school, which in turn allows the school to work with students to improve their academic outcomes. Academic failure and lack of commitment to school are key predictors of later delinquency, violence, and other social problems (e.g. Hawkins et al., 1998).

The relationship-building activities of the SEOs, which often extended beyond just those students in SYVPI, might indirectly prevent future crime through strengthening police-community relations and trust in the police. Research indicates that individuals who trust the police and accept their authority are more likely to comply with the law (e.g. Tyler, 1990; Sunshine & Tyler, 2003; Tyler, 2004). Most of the stakeholders we spoke to agreed that, while not explicitly intended at the outset, community and relationship building have become an important goal of the program. The SEOs see themselves having a role to play in strengthening police-community relations not only in the context of the school community but also the neighborhoods in which the school is situated and from which students are drawn. Assistant Chief Kimerer links this idea to the fact that schools teach students not only academics, but also how to become part of the civic fabric. He sees the SEO program as modeling civic behavior—teaching youth to interact with police in a number of different contexts, not just as adversaries, and building mutual trust and confidence. In this different role, the SEOs may add value to the wider community by shaping youth attitudes to violence and relationships and perhaps influencing their families too. The SEOs themselves recognize this potential; for example, Ofc. Braboy told us he believed it is difficult to quantify the impact of his work now, but he believed it would make a difference to the youth as adults. "It's not 'getting through middle school to get to high school,' it's 'getting through middle school to prepare for life." SPD is not currently tracking any outcomes related to the SEOs' "value-added" within the community and it would be difficult to separate the impact of the SEO from other community factors. However, in a rigorous evaluation the influences of SEOs on community perceptions could be quantified. This could be measured through brief telephone interviews with community members in the SEO school communities and comparable areas without SEOs.

2.2 Align data sources with proposed program outcomes and SYVPI outcomes, identify gaps in data sources and develop new instruments and measures, and build capacity within SPD's crime analysis unit to provide tracking of crime outcomes.

Once a logic model and the program manual are finalized and agreed upon by stakeholders, we recommend that representatives from SPD (the SEO program and crime analysis unit) meet with SPS analysts and SYVPI to triangulate data sources and assess what is available and reliable to assess the outcomes. Gaps in the available data sources should be identified. SPD and SYVPI could partner with universities or research organizations to develop and implement new data collection instruments, such as a community survey to assess the long-term outcomes of the SEOs on police-community relations. It is crucial that SPD's crime analysis unit is involved in these conversations and has the capacity available to support regular data collection and analysis. Providing data dumps to external organizations is not sustainable in the long term.

2.3 Facilitate appropriate data sharing.

While it is important that SEOs are not in a position to share data that could negatively impact a student's progress, it would be useful for SEOs to have some regular access to information about

youth in SYVPI, or those who are at risk of violence and need other services, so that they can effectively make referrals to SYVPI and conduct follow-ups. The SEOs are currently charged with tracking multiple service referrals and have no way of knowing whether youth are receiving these services or whether there is duplication of effort or unmet needs. We recommend that SYVPI, SPD, and SPS discuss ways to facilitate data sharing as much as appropriate, with oversight from legal experts. Administrative databases usually allow different users to log in with different permission levels, so SEOs could access only "need-to-know" information in SYVPI's tracking database without being able to access highly sensitive details. If information sharing across a network is problematic, it would at least be useful for SEOs to receive a report each week with pertinent information about SYVPI-enrolled youth at their school. In developing the MOUs between the SEOs and the individual schools, we recommend that parties examine how the schools already track issues such as suspensions, truancy, and discipline, and consider ways that the SEOs could be appropriately included in sharing these data. Finally, SYVPI and SPD should develop clear protocols that protect information gathered by the SEOs from being shared with the precinct for law enforcement purposes.

2.4 Develop a long-term evaluation plan.

Several of the other recommendations made here need to be in place before an outcome evaluation of the SEO program is conducted. We envision that a long-term plan to bring the program to evaluation readiness would proceed as follows:

i. Clearly describe the program and revise the program documentation, memoranda of understanding, and structure.

ii. Clarify the required and recommended activities of the SEOs and the curricula, if any, they are expected to teach.

iii. Assess appropriate training options and requirements for the SEOs.

iv. Conduct a process evaluation to assess whether the program is being implemented as described.

v. Conduct a rigorous outcome evaluation involving comparison schools and communities without SEOs to assess the program's effectiveness.

5.2.3 Sustainability

The fluid, loosely-defined nature of the current SEO program is a threat to its long-term sustainability. Despite basic program manuals and interaction at the strategic level between SPD and SYVPI, the day-to-day operation of the program primarily occurs on an ad-hoc basis. While almost all of the strategies employed by the SEOs that we observed or learned about from our interviews fit within the Program Description we saw, the model at each school was heavily dependent on officers' individual skill sets and interests and the school culture created by the principal. Changes in the school administration could leave the program vulnerable to confusion, unexpected change, and a break in services. Regular staff turnover in both SPD and the schools may also impact the SEO's ability to integrate successfully. In addition, the SEOs receive very little training related to the types of activities they are expected to carry out, meaning that effective practices are not standardized across the schools.

Furthermore, even at the organizational level the program appears to be completely driven by a few individuals, such as Sgt. Diaz, who will not be able to stay in their roles indefinitely. Our description of the historical development of the program shows that it evolved based primarily on relationships—Sgt. Diaz, who is isolated from other officers in a specialized unit, Assistant Chief Kimerer, who has already retired, and Deputy Chief Best are among the only champions of the program in SPD. As we note in Section 4.4.2, the place of the program within SPD's command structure is unclear. The Manual suggests that the SEOs' precincts should play a role in the program's management, but in practice they are not involved and do not appear to fully understand the purpose of the SEOs. The program appears to have support in SPS largely because of one individual, Pegi McEvoy, who was involved at the beginning. The connection between the SEO program and SYVPI is heavily driven by the strong working relationship between Mariko Lockhart and the key individuals within SPD, including Sgt. Diaz and Deputy Chief Best. Ms. Lockhart told us that she felt her voice was valued and SPD listened to her if she felt that an issue affecting the SEOs could impact the goals of SYVPI, even though she does not have direct control over the operation of the program. With different personalities and relationship dynamics in place, SYVPI may not have enjoyed the level of involvement they currently have. Since there is a lack of clear documentation about the purpose of the program, no assessment of its effectiveness, and very little visibility considering it only operates in four schools, this raises the question of how the program would continue if any one of these individuals moved on. If a rigorous evaluation of the SEO program finds it to be effective, these issues will need to be addressed to ensure it continues to positively impact youth.

We think the flexibility built in to the program is important and that allowing officers to draw on their passions will keep them motivated and allow them to connect with youth in a positive way. However, it leaves open the risk that the same children could have a very different experience if a new officer is assigned to the school or if the school administration changes the way the officer interacts with students. Even if the overall model is similar, this could break down networks of trust; a particular shared interest or activity that kept a certain child engaged could be lost; and trust and stability may be reduced. We are concerned that children who are already at high risk of violent offending and victimization may be retraumatized if they develop a relationship with a trusted officer only to have to start over in the next school year or find that a new school principal no longer supports the activities they valued. Of course, we cannot ensure that officers and staff will never move on; however, this highlights the importance of having clear expectations of how the program will operate for both SEOs and schools that retain the ability for officers to be flexible while still providing familiarity through transitional periods.

Clarifying the program components may also provide the SEO model with stronger roots within schools and the broader organizational context of SPD. While SPD has signed an MOU with SPS for the SEOs' services, it was not clear how much the understanding of the program has trickled down to the schools from the school district itself. It appeared that it is down to the SEO to re-establish relationships at each new school, except at the schools where the program had been in place for a long time and was well-established (again, these appeared to be places where there was low staff turnover in the school administration). We did not see any written MOU developed with each school that laid out a framework for the SEOs' activity as it was tailored for that particular school. As a result, the schools differed in their relationships with the SEOs—some welcomed the support of the SEO in developing connections with outside services and reducing some of the pressure on school-based counseling and other services, while in others the administration was more cautious. While such a written document would likely still be revisited by a new principal to ensure the program remained in line with the culture they wanted to create, it would at least provide a foundation for continuity.

Within SPD, it was not clear that the program had a great deal of visibility, even though SPD pays for and

manages it. SPD stakeholders and the SEOs suggested that the precinct officers they worked with did not always fully understand or support their work, and had to be reminded of why SEOs could not get involved in enforcement issues directly. We also heard from SYVPI that there was sometimes pressure from SPD to reassign the SEOs to the precinct. Sgt. Diaz is a remarkable champion for the program who is able to keep it moving through his passion and intellect. He has been involved in the program since the beginning and has almost single-handedly developed it. He hand-selects officers for the role based on a gut instinct that is so strong he struggles to articulate his "hiring criteria." Thus, the program is dependent on the vision of a single individual. This is a precarious situation, regardless of how clear and progressive that vision is. There is a strong need to articulate the goals and values of the program, develop hiring criteria for SEOs, and highlight the work of the program outside the Community Outreach Unit. With frequent changes in higher level leadership and the dependence of the program on a single individual, there is a risk that the program may not always be protected. Furthermore, it is unclear how the program could successfully continue without Sgt. Diaz's leadership. There does not appear to be anyone else at a similar level who is fully aware of everything he does for the program, and the SEOs themselves are selected for their ability to work with youth in schools, not necessarily to lead the program at the strategic level.

3 Recommendation: If the SEO program is effective, take steps to ensure its sustainability.

3.1 Articulate the program goals and training requirements.

A clearly defined program is key to sustainability as well as program evaluation. As we state above, we do not think it is necessary to completely remove the flexibility that allows the SEO to set his/her own agenda for interacting with students in the schools. We think it is a potential benefit of Seattle's approach that officers are encouraged to bring their own personalities, skills, and interests into play in this role. This helps to "humanize" the police in the eyes of youth and build positive relationships. However, future revisions to program documentation and MOUs should also include a standard level of service provision based on the best available evidence, recognizing that the success of even well-researched practices such as mentoring depend heavily on the context and mode of delivery. The program documentation should also be able to create a broad set of expectations so that youth get the same general experience across different schools and if their SEO changes. We think the current MOU provides very little guidance to individuals going in to a school as an SEO for the first time. "Filling in the gaps" of their daily activity seems to require someone who has an innate ability to engage with youth in a positive (and ultimately evidence-based) manner. Some of the promising practices engaged in by the current SEOs could be included in the manual after evaluation as case studies to inspire the work of other officers.

Furthermore, it is extremely important that officers receive regular, relevant training in the types of activities they actually carry out in addition to standard police training. Training should be offered to new SEOs and existing officers should have the opportunity to update the training on a regular basis. Training should be focused around evidence-based activities to ensure that SEOs are implementing them consistently and according to protocols. For example, as we discussed earlier in the report, rather than providing an ad hoc approach to dealing with truancy SEOs could be trained to support the work of the evidence-based Check and Connect Program that is being rolled out in Seattle's schools so that students are able to benefit from a proven, standardized approach.

We propose that the Trauma-Informed Approach developed by the federal Substance Abuse and Mental Health Services Administration (SAMHSA) could be a useful starting point for redevelop-

ing the program manual and the MOUs with individual schools as well as a model for training, subject to evaluation, and we include it in the draft manual provided in hyperref[newman]Appendix C. Given that trauma, broadly defined (i.e. substance abuse, physical and sexual abuse, poverty, family involvement in the criminal justice system, exposure to violence, and so on), is likely a relevant risk factor for many of the at-risk students and their families, we think that this approach is pertinent to both the specific and the broad functions of the SEOs. Trauma-informed approaches can be implemented in any setting and should focus on addressing recovery in whatever sense it is relevant. For the SEOs, assisting students and their families with access to services and strengthening students' bonds to social institutions such as the school and even the police department could help students to overcome the potential negative consequences of trauma. Importantly, avoiding re-traumatization is a key aspect of this concept, which again underscores the importance of developing some systematic principles for the SEO program so that students experience continuity of personnel and approaches. The six principles of the trauma-informed approach already fit well with the types of activities we observed the SEOs doing in practice:

    i. Safety

    ii. Trustworthiness and transparency

    iii. Peer support

    iv. Collaboration and mutuality

    v. Empowerment, voice, and choice

    vi. Cultural, historical, and gender issues

3.2 Ensure that MOUs are developed with each individual school.

We recommend that individual MOUs be established with each school, in addition to the overall MOU between SPD and SPS. While there is support for the SEO program at the school district level, each individual school has a great deal of autonomy and the principal is firmly in control. The one-pager for the school in our proposed manual, which sets out the broad activities that the SEO can offer to support schools, could be a starting point for developing an agreement that is tailored to the specific skills of the SEO, the culture of the school and principal, and the school's existing strategies for engaging its students. As we have suggested, it is likely that the MOU will be revisited if the principal changes. However, an existing written agreement may be more likely to be honored—even with some adjustments—than a program that operates on an ad-hoc basis with limited understanding or support among remaining and new staff.

3.3 Systematize the process for identifying new schools.

Finally, we recommend that SYVPI and SPD develop a systematic process for identifying new schools to receive SEOs. It was not clear to us whether the 4 FTE officer allocation from SPD is fixed; however, there appeared to be no established process for identifying schools and the lack of data collection means that existing schools are not tracked to assess whether the SEO is still needed and whether other schools also exhibit a similar level of need. One school we learned about that was previously in the program and is no longer involved dropped out because of tensions and cultural differences between the administration and the SEO, not necessarily because

it no longer had a need. This could be damaging for the students in that school who may have built a close relationship with the SEO. Thus, in the absence of an evaluation indicating that the SEOs are ineffective we do not advocate removing them from the current schools. However, it is important that the program, if effective, has visibility within SPD's strategic planning so that decisions are made regarding the potential for expansion to other middle schools and who will cover that cost.

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APPENDIX A: Policies and Procedures Manual

School Emphasis Officers Program

Policy and Procedure
Manual

Approved by: Captain R. Wilson

X_____

Contact the Audit, Accreditation & Policy Section to update information in this manual.

Table of Contents

School Emphasis Officers Program
Policies & Procedures

1.000 – Memorandum of Understanding	Approved: Captain R. Wilson
	Effective Date: 6/1/2011

Whereas, SPD is working in partnership with SPS to make every school a place where students can learn and school staff can teach safely; and

Whereas, SPD has collaborated in a long standing partnership of with SPS to provide police presence, and

Whereas SPD represents that it is duly authorized and willing, on behalf of the City to provide police presence and law enforcement assistance as prescribed herein.

NOW THEREFORE, the parties hereto agree as follows:

ARTICLE I. TERM OF AGREEMENT

Services provided under this Interagency Agreement will begin on January 1, 2010 and ends on July, 1, 2010. The agreement may be extended annually, based on the mutual agreement of SPD and SPS. In the event that SPD determines there is a need to reallocate resources, SPD may terminate this Agreement by providing 15 days prior written notice.

ARTICLE II. SCOPE OF WORK

The mission of SPD's School Emphasis Officers Program is to support the education mission of the Seattle School District by helping to provide a safe, secure and orderly learning and teaching environment.

The method chosen to ensure completion of the above mission is to collaborate with the Seattle Youth Violence Prevention Initiative ("SYVPI") to build long standing partnerships with the SPD, students and SPS to reach the following goals:

A. **Prevention**
- Serve youth who are directly affected by youth violence, such as joining gangs or as victims of youth violence.

- Provide students an opportunity to develop a positive relationship with an adult through mentoring opportunities, classroom education, and high visibility in the school setting.

- Continually research and implement innovative "best practices" for a safe and secure teaching and learning environment.

B. Intervention

- Serve youth who have been identified as truant, or have increased aggression, who are at risk of committing a crime, those who may be ready to leave a gang and gang members who are not yet committed to gang life.
- SPD and SYVPI will work together to integrate needed services with the Seattle Youth Violence Prevention Initiative to ensure services are complimenting each other and not overlapping.

- Assist in the early identification of students at risk and to provide resource information to give those students the help they need to make healthy and productive choices.
- Refer youth into Network services supported by the SYVPI Initiative and/or Out of Network services supported by the school.
- Provide students with an opportunity to develop important social and interpersonal skills.

C. Enforcement

- Collaborate and problem solve with staff, students and the community to ensure consistency in all enforcement issues.
- School Emphasis Officers and SPS personnel will be cognizant of the difference between ordinary school discipline issues and criminal conduct. Behavioral (non-criminal) issues such as being disruptive in class, disrespectful comments to a teacher, or other minor infractions should be handled by school district personnel instead of referring students to the School Emphasis Officer ("SEO") and criminal court.
- Provide focus on the limited number of gang involved middle school youth who are already involved in criminal activity.
- Provide the initial investigation for those crimes committed on school campus.
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In order to fulfill the above goals, services will be provided at Aki Kurose Middle School, Washington Middle School, Denny International Middle School and a school(s) to be selected from a list provided by the SYVPI Director in consultation with SPS and SPD.

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Task Elements (TE) Description

Task Element 1: Staffing Levels

SPD shall assign one (1) full time ("FTE") CPT Officer trained to work as an SEO at each of the middle schools (for a total of four FTEs) to provide primary policing services. SPD may reassign officers if SPD determines that it is necessary.

Task Element 2: SPD Responsibilities

TE2A.   SPD shall provide SPS with a sworn officer, with the rank of Lieutenant or above, as a point of contact referred to as the "SPD Schools Liaison". This individual will serve as a conduit to relay information or requests and other SPS related issues. The SPD Schools Liaison will communicate non-emergency issues, program related results, and concerns to the appropriate Precinct Commander(s) to maintain the Department's command structure.

TE2B. Chain of Command requires that each Seattle Police Department employee reports, and is accountable to, only one direct supervisor.   As such, School Emphasis Officers will report directly to the SEO Sergeant, who will function as the unit's first line supervisor for routine procedural, administrative and investigative matters. In turn, the SEO Sergeant reports, and is accountable to, the SPD Schools Liaison.

TE2C.   SPD Precinct Commanders, who have SEOs working in SEO assignments, shall ensure that the SEOs complete a daily log sheet to ensure police coverage and provide police accountability for SPS assigned sites.

TE2D.   SPD's Schools Liaison shall meet monthly with the SPS Security Liaison to coordinate services under this contract and make adjustments as needed. SPD Schools Liaison will ensure that SEO's assigned to each individual school will meet with the Principal or designated representative on a regular basis to discuss events, meetings, issues, concerns, etc.

TE2E.   SPD shall assign a cell phone for each officer. SPD will make cell phone numbers available to SPS staff and may make the numbers available to other community members as appropriate. The officers will respond to non-emergency calls by SPS staff during normal working shift within a reasonable time period of receiving the call. When SEO's are available they should handle all 911 calls from the school. SPD should provide an incident number or event number to the school representative.

TE2F. The SPD Schools Liaison or Commander of higher rank may temporarily reassign the SEO's in the event of a citywide emergency, natural disaster, or major event. Should a major incident occur at an assigned school, the SEO will act as a Liaison to the school and SPD Incident command structure.

TASK Element 3: SPS SEO Officer Responsibilities

It is essential that the SEO's maintain high standards of conduct because of the importance of their duties. Thus, the officers will apply professional training, experience, available technology and resources to positively interact with students, school administrators, security and other school staff, and external members of the school community

TE3A.   The 4.0 FTE SEOs assigned to SPS middle schools shall work a 5/2 schedule to accommodate individual schools hours. The SEO Officers will start their 8 hour shifts between 7 a.m. and 11 a.m. The start-times will be fixed and the SEO Officers will inform the SPS Liaison of their shift start and end times. If the need arises, the SEO Officer's hours may be adjusted by SPD for individual days with pre-approval in accordance with agreements between the City of Seattle and the Seattle Police Officers' Guild.

School Emphasis Officers will report for duty to their assigned precinct location, where they will make themselves aware of any information necessary for the proper performance of duties during their shift. Under normal circumstances this is expected to take no longer than 30 minutes from the beginning of their shift.   The SEO will then respond to their assigned school and advise the School Principal / Designee and School Security that they are on duty and available. Normally, no more than 30 minutes prior to the conclusion of their shift the SEO will advise the School Principal / Designee and School Security that they are returning to their precinct, and will return to their precinct to go out of service.

If, due to exigent circumstances, an officer cannot report for duty at the assigned time and will be late, the officer will contact the SEO's Supervising Sergeant before the start of the shift to explain the situation and provide an estimated time of arrival. It will be the responsibility of the SEO Sergeant to notify the School Principal / Designee and the Safety and Security Department of the situation, and provide the officers estimated time of arrival at the school.

TE3B. SEOs are expected to place a high priority on requests for assistance from their School Principal / Designee, and to accommodate requests as allowed by Federal law, State Law, City and County ordinances, the Seattle Police Department Manual, and this Agreement, consistent with the applicable Collective Bargaining Agreement. If at any time the SEO is unable to accommodate a request from their School Principal / Designee, the SEO Sergeant will be advised and will contact the School Principal / Designee to resolve the situation as soon as practical. If the SEO Sergeant is not available, or if the School Principal / Designee elects to, the SPD Schools Liaison can be contacted at anytime for input and resolution.

TE3C. SEOs will not make public statements on behalf of the Seattle School District concerning the plans, policies, or administration of the district. SEO's who plan to address any public gathering concerning the work of the Seattle Police Department or Seattle Public Schools, will notify the SEO Sergeant, who will in turn notify the SPS Safety and Security Department prior to the speaking engagement.   Any statement about Seattle Public Schools or its function which reflects a School Emphasis Officer's personal opinion will be clearly identified as such.

TE3D.   The SEO's assigned to the middle schools will check in daily with the Principal or designated representative to discuss crime and prevention activities, or on a mutually agreed upon schedule.

TE3E.   The SEO's shall communicate and collaborate with all SPS security representatives. The presence of an SEO at assigned school shall not reduce the need for, or replace Security Specialists working at the schools. SEO's will work in cooperation with Security Specialists and will not have supervisory control over them.

TE3F. Each SEO will make best efforts to interact with precinct Officers working before or after their normal work shift to obtain information, assistance, or provide a briefing to the precinct CPT Sergeant for future emphasis or patrol.

TE3H.   The SPS SEO's will review relevant 911 call logs, incident reports and crime analysis for the SPS designated middle schools in order to follow-up on criminal activity and discuss information, as appropriate, with the individual principal or designated representative, as well as focus efforts on three main goals of:

TE3G. SEOs will be responsible for officially documenting police related incidents with the following exceptions:

Large scale or complicated incidents (large number of witnesses, victims or evidence)

Incidents requiring a physical arrest of a student on Seattle Public school property

Incidents that did not occur on Seattle Public School property, and whose investigations requires an off school property response

TE3I. On the above exceptions, patrol officers or specialized units may be requested to assist with the investigation, or take over as the primary investigating officer as appropriate. All investigations will be documented consistent with current SPD reporting policies and practices. All critical incidents occurring on Seattle Public School property will be reported to the SEO Sergeant prior to the SEO going off shift, who will be responsible for notifying the School Principal / Designee and the Safety and Security Department.

TE3J. School Emphasis Officers should consider alternatives to making a physical arrest of a student on school grounds when practical, with the following exceptions:

- Violent offenses, with harm or potential harm inflicted on a victim(s)
- Emergency situations where immediate action is necessary to stabilize a situation before it can escalate
- Felony situations where circumstances dictate that the arrest be made at the school versus off school property

TE3K. All non emergency arrests should be screened in advance with the SEO Sergeant, who will notify and consult with the School Principal / Designee and the Safety and Security Department. All efforts should be made to make any physical arrest outside the view of other students, with the SEO's role in the arrest minimized to the greatest degree possible.

TE3L. All contacts with students shall be conducted in a professional manner.   SEO's are encouraged to develop mentoring relationships with students as a means to deter crime and violence. However, SEO's must not have a personal (non-mentoring) relationship with any student.

TE3M.   School Emphasis officers that provide education of a specific curriculum must get approval from the School Emphasis Team Supervisor as well as the Director the Safety and Security Department. This is to ensure the curriculum taught is age appropriate and supports the learning environment. Currently, Gang Resistance Education and Training (GREAT) and Options, Choices and Consequences (OCC) are approved curriculum. School Emphasis Officers will work with school administration staff to implement training for all 6th Grade students at their assigned schools.

TE3N SEO's are responsible for working with their School Principal / Designee and School security to ensure an all hazards emergency Response plan is in place for each individual school. This plan will provide structure and predictability for the large scale Police and Fire Department response to these types of events, and will maximize the safety of students, staff and the community.

TE3O. Critical incidents can be any one of a large number of Police or Fire Department based emergency responses. If a critical incident occurs that require police presence, The SEO will serve as a liaison between the School Principal and the Seattle Police Department unless there is a need to take immediate action to prevent injury to students or staff. If there are immediate life safety concerns, the SEO will take the appropriate actions that may include enforcement, evacuations and / or shelter in place.

TE3P. The duty uniform for School Emphasis Officers will be the non-standard approved Department uniform.

Task Element 4: SPS Responsibilities

TE4A.   SPS Security Liaison shall work cooperatively with the SPD Schools Liaison.

TE4B.   SPS shall have the opportunity to provide input regarding the selection of SEO's for assignment under this Agreement. SPD Chain of Command will determine final selection for the SEO positions.

TE4C.   SPS shall try to accommodate an office space within their school of assignment if available, provide limited equipment use, access to school facilities, school staff, and resources.

TE4D. Under routine circumstances the designated schools should make contact with the SEO instead of making contact with 911. The SEO can provide an incident or event number upon request.

Article IV. Evaluation

Schools Emphasis Officers will turn in a completed weekly report to the SEO Sergeant.

Article VI. Disputes

Any disputes or misunderstanding that may arise under this Interagency agreement concerning SPD's performance shall be first resolved through amicable negotiations, through designated representatives. This agreement shall be construed and interpreted in accordance with the laws of the State of Washington. The venue for any action brought hereunder shall be in the Superior Court of King County.

Article VII. Amendments

No modification or amendment of the provisions hereof shall be effective unless in writing and signed by authorized representatives of the parties hereto. The parties hereto expressly reserve the right to modify this Agreement, by mutual agreement.

APPENDIX B: Program Description

Seattle Youth Violence Prevention Initiative
School Emphasis Officers

Priority population served
- School Emphasis officers will serve middle school students who have suspensions due to violent acts and/or develop truancy issues.
- Each officer will make referrals of students to the Seattle Youth Violence Initiative.

Referral and assessment process
- Students will be identified using a combination of factors including truancy and suspension risk indicators.
- Officers will work with the students who are at highest risk of criminal or violent activities.
- Students may be assessed using a screening uniformed youth risk intake form through SYVPI Intake, to determine risk levels and what level of services might be needed to appropriately serve each youth.
- Officers will assess changes in student behavior or characteristics make additional referrals.

Indicators to measure results
By reducing truancy and suspensions we could see measurable results in:

- Reduction in criminal acts
  - Reduction in violent incidents at school
  - No new arrests

- Improvement in academic success
  - Reduction in suspensions
  - Increase attendance
  - Advancement to the next grade level
  - Improvement in specific academic subjects

Involvement of other organizations
The assignment of School Emphasis officers, focusing on violence prevention and intervention within schools, demonstrates a collaborative approach to reducing violence in the communities. The officers, however, will not be fully effective as a stand-alone program. The involvement of other organizations is essential to the success of this program. School Emphasis officers will support and refer students into programs that are part of the Seattle Youth Violence Prevention Initiative, such as case management, recreation, mental health, or mentoring. By building a system of collaboration between schools, officers, and community-based organizations, all partners will be more effective in delivering services.

City-Schools partnership

The Seattle Police Department and the Seattle School District have developed and signed a memorandum of understanding to better collaborate our services. Both agencies support officers being in the school in the right context. The School Emphasis officers' project was designed to provide a support role for the schools. Some information will be necessary to track performance measurements. Access to the "Source" database will be helpful to ensure priority students are up to date on academics and attendance is improving.

It is critical that officers be integrated into the school staff, officers will work in collaboration with the principal. Officers need direct access to an email account or to be incorporated into the school emailing system and space for the delivery of services. This will allow the officer to be updated on school issues as needed.

Family Involvement
Family support is essential to addressing the needs of the priority youth. Officers will work with community-based organizations and school staff to help assist parents and families with their needs and provide referrals to local resources.

Strategies for community police officers
Rationale for the strategies selected
- Provide priority students an opportunity to develop a positive relationship with an adult

- Keep priority students engaged in school

- Assist in improving academic achievement of priority students

- Provide priority students an opportunity to develop important social and interpersonal skills

- Ensure a positive and safe learning environment.

Key features of strategies
The School Emphasis officers will focus on three strategies: School Support, Safety and Security, and Education.

School Support
- Officers will utilize school activities to develop positive, trusting relationships with youth. Lunch and breaks are great times for this interaction to occur.

- Officers will work in conjunction with school to identify students experience truancy issues and identify goals to improve attendance

- Officers will help identify students who develop factors that could lead to dropping out of school.

- Officers will refer students to the appropriate resources for specific needs that cannot be met in the school setting.

- Officers will work with local community-based organizations and regularly meet to identify new programs or existing successful programs to assist youth.

- Officers will have an opportunity to participate in home visits with school staff and/or case managers.

- Officers will attend regular support staff meetings, such as, Student Academic Success Teams, to review data.

- Officers will meet regularly with school administration to ensure effective communication.

- Officers will provide a vital function to the school that requires some level of flexible in their assignment. Officers generally will not be assigned to a specific area as an agent of the school staff.

Safety and Security
- Officers will collaborate with the Director of Security for the Seattle School District to ensure that school emergency plans and police response to school emergencies are uniform.

- Officers will work with schools to address off campus issues that that could affect the school.

- Officers will provide periodic tips using the Crime Prevention Through Environmental Design (CPTED) model for the school campus as a crime prevention tool.

Education
- Officers will assist schools in setting up workshops to address specific needs, such as gang prevention or conflict resolution.

- Officers will encourage parents to participate and facilitate workshops on topics of interest.

Management plan
- The Sergeant of Community Outreach will oversee the school emphasis officers program.

- The officers are directly responsible to SPD. The officers will work with school administrators to determine daily operational objectives and support the district's administrative control of the learning environment and the disciplinary process.

Performance measures
The Seattle Police Department in conjunction with the Seattle School District will regularly evaluate the School Emphasis Officer program. This will allow the program to make changes that align and support the school environment.

- Officers will use a weekly activity report to track basic information on their interactions with priority students (and their families).

  - Contact with students (type, duration, etc.)
  - Home visits
  - Referrals to additional services

- Officers will identify indicators on priority students on a weekly basis.

    - Attendance
    - Suspensions
    - Arrests

- Officers and school staff will meet regularly through an Academic Success teams to make program decisions and address any pending or potential issues.

APPENDIX C: Proposal for a Revised Program Manual

SCHOOL EMPHASIS OFFICERS PROGRAM

About the Program

The School Emphasis Officers (SEO) program is a collaboration between the Seattle Police Department (SPD) and the Seattle Youth Violence Prevention Initiative (SYVPI). We provide **trauma-informed, non-law enforcement** support to Seattle middle schools. SEOs work in schools with high levels of truancy, suspensions, and expulsions that are located in neighborhoods with high rates of violence.

What We Do

The goals of the SEO program are to:

- Reduce crime and gang participation
- Improve student connectedness to school
- Help connect students with the services and support they need
- Improve police-community relations

Early problems with school attendance and behavior can lead to delinquency, violence, mental health and substance abuse problems, school dropout, and teen pregnancy. SEOs help schools, students, and families to protect against these problems through **building trust and relationships in the schools.** Through one-on-one mentoring, decision-making education, and special classes and workshops based on their skills, SEOs encourage students to stay in school, focus on academics, and make good choices on and off the school campus. When fights and other disciplinary issues do occur, the SEOs are there not to intervene, but to support the school discipline process and provide advice and follow-up. By supporting the school in their safety and security planning, the SEOs help to ensure a safe, healthy school environment where all students have the opportunity to thrive. Through trust-building with students and their families, SEOs help to improve police-community relations both within and outside the school.

By combining our relationship-building with law enforcement knowledge, SEOs are well placed to identify those **students who need additional support**. Students who act out in class, fight with their peers, or skip school frequently may be at higher risk of violent offending and victimization. They might be suffering from personal challenges and problems at home. Working in collaboration with school counselors and administrators, SEOs help these students and their families access the help and services they need through **referral to SYVPI and other services.**

What is the "Trauma-Informed" Approach?

A **law enforcement response is the last resort** in the SEO program. Many disciplinary issues can be handled by the school, with the SEO on hand to provide follow-up and support to the parties involved. Where an arrest or other law enforcement response is necessary, SEOs work with local precinct officers to ensure it is carried out discreetly and without harming the relationship between the SEO, the affected students, and the school community.

The SEO program is **flexible** and the **personal skills, experiences, and passions** of each officer are important to the success of the program. Within the framework of program activities, SEOs are encouraged to bring their own ideas to the table to better engage students and stay motivated. For example, an officer who enjoys playing basketball might start an after-school basketball program for students—or just shoot some hoops in the playground during the lunch break.

Non-enforcement and flexibility feed into our overall philosophy of a **trauma-informed approach to school policing.** The trauma-informed approach, developed by the Substance Abuse and Mental Health Services Administration (SAMHSA), places trauma at the center of program development. Trauma—whether caused by personal or family substance abuse, physical and sexual abuse, poverty, criminal justice system involvement, exposure to violence—can impact young people's risk of involvement in violent offending and victimization. SEOs can help students and their families access services and strengthen ties to the school, police department, and community. This assistance can help students overcome the negative consequences of trauma. In developing strategies for working with youth, SEOs should follow the six principles of the trauma-informed approach: safety; trustworthiness and transparency; peer support; collaboration and mutuality; empowerment, voice, and choice; and cultural, historical, and gender issues. SEO strategies should emphasize trust-building, collaboration, and compassion, and be applied with consistency as far as possible to avoid **re-traumatization**.

SEO Skills

What makes a successful SEO?

1. **Supportive orientation.** SEOs must be empathetic and understand the importance of not trapping youth in the criminal justice system.
2. **Youth orientation.** SEOs must like young people and working with them; they must recognize the value of reaching out; willingness to come "off the beat" and work in a school setting;
3. **Community minded.** SEOs must understand the dynamics of the community in which the school is located; be culturally responsive, civic-minded, and have good values.
4. **Patience.** Community and school processes can be complex and move slowly. SEOs must understand their limitations.

Is this police work?

Yes! The police do not always have to be an "opposing force." As police officers, SEOs have privileged access to information and flexibility in activities such as home visits that other service providers do not enjoy. This helps SEOs to build up a full picture of a student's risk and need levels and direct them to the most appropriate assistance. However, SEOs must be sensitive to students' legal rights to privacy and must not share privileged information with unauthorized parties.

The relationships that SEOs develop with students and their families can help to improve trust and confidence in the police within the school and the surrounding community. This may have longer-term benefits, as research shows that people who trust the police are more likely to comply with the law. Good working relationships between police officers and community members (whether in the school community or the neighborhood) are important for facilitating collaborative crime prevention strategies.

Levels of SEO Service
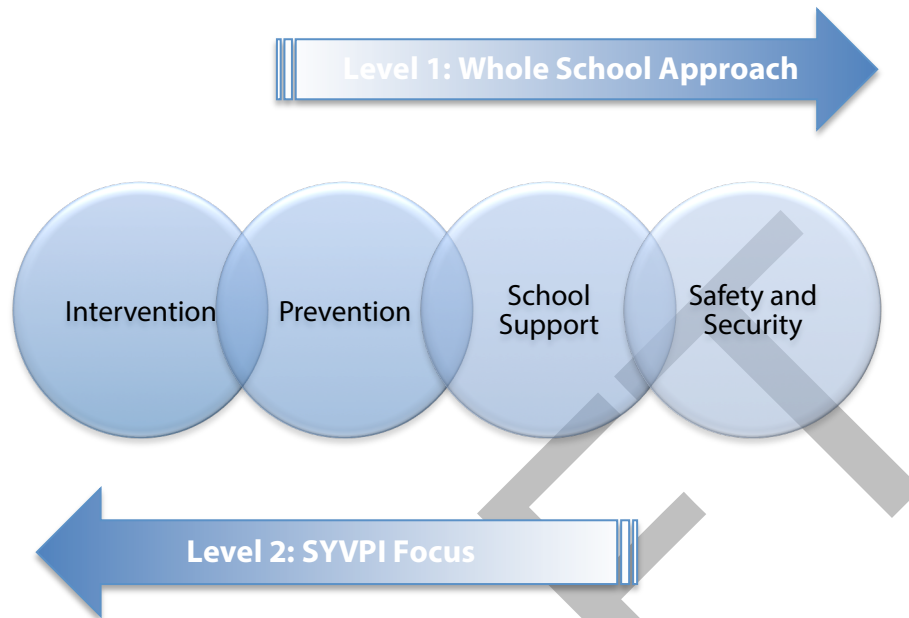
Level 1: Whole School Approach

Level 1 Objectives
✓ Develop positive relationships with students ✓ Help students develop social and interpersonal skills ✓ Prevent escalation of early discipline issues ✓ Ensure a positive and safe learning environment ✓ Support school safety and security activities and planning
Level 1 Outcomes
▪ Reduced overall violence and disciplinary problems in school ▪ Reduced overall suspensions, expulsions, truancy; improved attendance ▪ Improved school climate and classroom behavior ▪ Improved grades and advancement to the next grade level ▪ Reduced arrests, police contacts, and gang participation ▪ Improved trust in police and police-community relations

Suggested Level 1 Activities	
Intervention	▪ Provide follow-up to school discipline incidents; for example, by speaking with each party to a fight and working through alternative responses to problems and the consequences of violence
Prevention	▪ Use lunch and break times to develop trust and relationships with students through informal conversations, sports and games ▪ Develop relationships with students, parents, and community members through after-school supervision and activities ▪ Develop activities in line with officer skills and interests to develop relationships with students and support academic and social success [examples—chess club, martial arts, sewing, tutoring in specific subjects, culturally relevant workshops and programs] ▪ Implement evidence-based programs to build social, interpersonal, and decision-making skills
School Support	▪ Meet regularly with school administrators, grade counselors, and discipline staff to review school trends and data ▪ Collaborate with school principal and administration to tailor the SEO model to the needs and culture of the school and its staff and students ▪ Assist school with chaperoning and supervision at school trips and events—this is another opportunity to build trust and relationships
Safety and Security	▪ Provide support and reassurance to the school and students in response to criminal incidents near the school ▪ Collaborate with the local precinct to ensure that law enforcement support is available when necessary and appropriate ▪ Work with the school administration and SPS to develop and implement emergency response plans ▪ Assist the school in emergency management situations, such as fire and earthquake drills and events

Level 2: SYVPI Focus

Level 2 Objectives
✓ Identify students at risk of truancy, suspension, and violence
✓ Screen at-risk students using SYVPI intake form
✓ Support school in referring at-risk students to SYVPI and other services
✓ Collaborate with SYVPI and service providers to ensure student is engaging in services
✓ Work with at-risk and referred students in school to maintain school engagement, monitor changes in risk factors, and ensure continued appropriateness of services
✓ Conduct home visits with at-risk and referred students, especially those who are suspended, to maintain contact with the youth and family, encourage transition back to school, and identify underlying causes of problems

Level 2 Outcomes
▪ Increased contacts with at-risk students (quantity and quality)
▪ Increased home visits (quantity and quality)
▪ Increased referrals to SYVPI
▪ Increased successful completion of SYVPI services and case management
▪ Reduced violence and disciplinary problems in school among referred youth
▪ Reduced suspensions, expulsions, truancy; improved attendance among referred youth
▪ Improved grades and advancement to the next grade level among referred youth
▪ Reduced arrests, police contacts, and gang participation among referred youth
▪ Improved trust in police and police-community relations among referred youth and their families

Suggested Level 2 Activities	
Intervention	▪ Work with the school and using knowledge gained through trust building activities to identify at-risk students
	▪ Provide screening and referrals to SYVPI and other services
	▪ Conduct follow-up meetings and conversations with school administration, SYVPI case manager, youth and family to ensure needs are being met
	▪ Conduct home visits to gather information and provide holistic support to families in need
	▪ Provide mentoring and one-on-one support to help referred students meet their school-based goals (e.g. academics, attendance)
	▪ Meet with community organizations and service providers to identify additional services and intervention opportunities
	▪ Follow up with referred and at-risk youth if they do become involved in the criminal justice system to provide support and advice and facilitate return to school if needed

Prevention	- Use lunch and break times to develop trust and relationships with students through informal conversations, sports and games; seek deeper relationships and one-on-one mentoring with youth who appear to be or are flagged as being at risk - Encourage participation of at-risk youth in prosocial activities and programs provided by the SEO - Provide tailored gang resistance and decision-making skills training to referred youth - Develop workshops and activities that connect at-risk students with opportunities for volunteer or paid work in the community, or supervised socializing (e.g. teen late night program) to keep youth occupied and away from difficult family situations - Provide academic mentorship and tutoring to at-risk students in line with officer skills and interests - Work with SPD crime analysis unit and SYVPI to track data and outcomes (as lawful and appropriate) on referred youth and assess changes over time and emerging problems
School Support	- Attend Student Academic Success Team meetings with school administrators and counselors to keep track of and share information (when appropriate and lawful) on individual students' cases - Provide support and relief to school counselors and administrators by leading the SYVPI referral and follow-up process

SCHOOL EMPHASIS OFFICERS PROGRAM
Information for Schools

Who We Are
The School Emphasis Officers (SEO) program is a collaboration between the Seattle Police Department (SPD) and the Seattle Youth Violence Prevention Initiative (SYVPI). We provide **trauma-informed,[1] non-law enforcement** support to Seattle middle schools. SEOs work in schools with high levels of truancy, suspensions, and expulsions that are located in neighborhoods with high rates of violence.

What We Do
- ✓ **Intervention.** SEOs partner with SYVPI and other service providers to identify and assist youth at risk for truancy, suspension, and violence.
- ✓ **Prevention.** Through one-on-one mentoring and activities that center around officers' skills and passions, SEOs build trust and relationships with all students that can help to identify those in need of additional assistance.
- ✓ **School Support.** SEOs support the school in responding sensitively and collaboratively to discipline issues and provide a bridge between SPD, the school, and SYVPI.
- ✓ **Safety and Security.** SEOs help the school manage emergency responses and local crime problems that affect the school, and provide a link to local law enforcement if needed.

How We Can Support You
- Reduce the burden on school counselors and administrators by managing the SYVPI referral and follow-up process
- Collaborate with local community agencies and service providers to share best practices
- Participate in Student Academic Success Team meetings to share insights and develop support plans for at-risk youth
- Conduct home visits with school staff and case managers to keep suspended and truant youth engaged in school and address family problems
- Develop programs, activities, and workshops for all students that teach prosocial skills, violence prevention, and decision-making
- Act as a positive role model, mentor, and trusted adult for all students in need
- Provide crime prevention and emergency response advice for the school campus

How You Can Help
- Collaborate with SEO and SPD to develop a written memorandum of understanding that tailors the program components to the specific culture of your school
- Collaborate with the SEO to develop culturally responsive activities that maximize student engagement, school priorities, and SEO skills
- Allow SEOs access to data and information about the school and students in line with legal and privacy considerations to assist in service tracking and planning
- Provide the SEO with internet access and private office space to work and meet with students

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[1] SEO activities are informed by the principles of SAMHSA's trauma-informed care model.

SCHOOL EMPHASIS OFFICERS PROGRAM
Information for Parents

Who We Are

The School Emphasis Officers (SEO) program is a partnership between the Seattle Police Department (SPD) and the Seattle Youth Violence Prevention Initiative (SYVPI). We work in middle schools to support students and staff in preventing truancy, suspensions, expulsions, and violence. Although we are police officers, our goal is to help students reach their full potential and avoid ending up in the criminal justice system. We do not arrest or discipline students in school.

What We Do

For all students

- ✓ Provide mentoring and fun activities for all students to build trust and provide a positive role model. We want to show students and families that the police are here to support them.
- ✓ Offer workshops and programs based on SEO and student shared interest, like chess club or basketball.
- ✓ Talk to parents and students before and after school to build friendly relationships and partnerships in the community
- ✓ Work with the school to help

For students who need extra support

- ✓ Work with students and families who need assistance to get them the help they need and reconnect them with the school.
- ✓ Discuss options for your child and guide you through the referral process to SYVPI
- ✓ Visit you and your child at home to help your child get back to school and address any needs you have that may be affecting your child's school attendance
- ✓ Help the school to make sure your child's needs are being met and they are receiving appropriate assistance and services
- ✓ Connect your child with opportunities to participate in volunteer and paid work and supervised activities to keep them occupied when you can't be at home
- ✓ Build a positive relationship with you and your child—we hope you will trust us to keep your best interests in mind

For the school and community

- ✓ Help the school to keep students safe in the classroom, during breaks, and in the event of an emergency
- ✓ Support and reassure students, school staff, parents and community members if crimes happen in the neighborhood

Where To Get More Information

- ▪ More information about SEOs: http://safeyouthseattle.org/whatwedo/school-emphasis/
- ▪ Seattle Youth Violence Prevention Initiative: http://safeyouthseattle.org
- ▪ Seattle Public Schools: http://www.seattleschools.org
- ▪ Your child's school principal _____
- ▪ Your child's grade counselor/house administrator _____