



STATE OF THE DEPARTMENT

A report pursuant to the Agreement between
the Stockton Unified School District Department
of Public Safety and the California Department of
Justice

Contents

EXECUTIVE SUMMARY 1

BACKGROUND 1

 Safety and Security 5

 Resources 8

 Community Outreach 9

 Ongoing Programs 10

 Training 11

AGREEMENT STATUS 12

CONCLUSION 15

EXECUTIVE SUMMARY

In April of 2019, the Stockton Unified School District (District) entered into a formal court-approved five-year Agreement with the California Department of Justice (DOJ) after an investigation of community reports of excessive arrests and disproportionate treatment by the District's police department. The Agreement required the District to implement changes in policies, practices, and procedures intended to accomplish the following:

- Reduce student referrals to law enforcement.
- Reduce disproportionality of any referrals to law enforcement.
- Reduce the number of citations and bookings by law enforcement and any disproportionalities within these classifications.
- Reduce use of force on students.
- Expand community policing efforts.

This fifth annual State of the Department report, required by the Agreement, provides an overview of the progress made by the District's Department of Public Safety since the inception of the Agreement and the Department's stated commitment to continue these reforms after the Agreement formally concludes in early 2024.

BACKGROUND

The city of Stockton is home to over 320,000 residents and is the 13th largest city in California. Stockton is a young, diverse community that includes over 80,000 people under the age of 18 years. The Stockton Unified School District provides continuous services to over 37,000 students at 63 locations. The District defined its student population as follows:

70% are Hispanic, 8.74% are African American, 8.06% Asian, 4.89% Two or More Races, 4.12% White, 2.92% Filipino, 0.63% American Indian, 0.50% Other Pacific Islander, and 0.08% Declined to State. The genders of the students include 52% Male, 48% Female and 51 students who identify as X. Percent of Students Identified as Students with Disability (SWDs) by Ethnicity: 14.8% of the students have been identified as Students with a Disability (SWD). The groups with a higher percentage of SWDs compared to student enrollment include African American (12.34% v 8.74%) and White (6.80% v 4.12%). The two groups with SWD lower than District count are Asian (5.22% v 8.06% and Hispanic (68.24% v 70.07%). Although Hispanic students comprise 70% of enrollment and 68% of the students with disabilities, 14.44% of the Hispanic students have an IEP. In contrast,

24.48% of the White students are SWDs. They comprise 4.12% of the student enrollment and 6% of the SWDs. Nearly 21% of the African American students are SWDs. They represent 12.34% of SWDs and 8.74% of the District enrollment.

To protect its students and resources, the District formed its own school police department which was subsequently certified by the California Commission on Peace Officer Standards and Training in 1989. The District renamed its police department the Department of Public Safety (Department or DPS) in 2021 to reflect a formal transition toward proactive community-based policing.

The DPS is authorized to staff thirty-eight police officer positions (defined as peace officers) pursuant to California Penal Code 830.32 and California Education Code 38000. Authorized positions also include six dispatchers and four administrative staff. The DPS coordinates with and assists ninety-seven non-sworn campus safety personnel (District employees) that work to provide a safe environment for staff and students. The DPS provides 24/7 police services, including deploying officers on patrol and others assigned to fixed positions on various campuses.

The following is the Department's published organizational philosophy:

Mission

The Mission of the Department is to advocate for equality and inclusivity by embracing a guardian mentality to reduce disproportionality and promote a positive educational environment; to create and maintain a vital, healthy, safe, and just community, and to improve the quality of life for all.

Vision

To bring our core values to life in our work to prevent our students from entering the 'School to Prison Pipeline' through the implementation of our Four Cornerstones of Redesigning School Safety: Restorative Justice, Youth Engagement, Community Involvement, and a Holistic Approach.

Guiding Principles

These principles reflect procedural priorities, shared processes, and the rules of engagement on how the Department will implement efforts designed to meet its desired objectives.

- Support a positive view of employees within the Department through community involvement.
- Show outcomes transparently and show follow through on decisions at all meetings.
- Focus on the best interests of students to improve their quality of life as students and community members.

- Develop partnerships by providing services and support to the community.
- Collaborate with the public through proactive and open listening in the community.
- Pursue and support accountability.
- Seek to achieve prioritized goals as a Department.
- Educate schools and the community on the roles of police officers and their responsibilities.
- Treat others as you want to be treated. Be open and honest with each other. Acknowledge and recognize good work.

Core Values

The Department believes that justice must be fair, justice must be transparent, and justice must be equal. The District is committed to our core value of “Safeguarding our Future” by providing a safe educational environment in order for students to graduate college -- career and community ready.

- Dependability
- Support for staff development and growth
- Open and honest communication
- Open-mindedness and curiosity
- Trustworthiness
- Respect for all
- Understanding of the chain of command
- Acceptance of input and differing opinions
- Honesty and transparency at all levels
- Interact with and support all community groups
- Consistent support and representation for school sites
- Support and encouragement for officers
- Consistent professionalism
- Teamwork and staff unity
- Common courtesies

- Support for public safety
- Mentoring for students and children
- Quality customer service

STATE OF THE DEPARTMENT

Staffing

During the five-year period of the Agreement, the District has experienced significant personnel changes in key positions responsible for the creation and implementation of policies and procedures essential to meeting Agreement objectives. Most notably, the District has transitioned through four Superintendents during this time period. Similarly, the leadership of the DPS has changed three times during the same period. Fortunately, Mayra Franco, the Chief of Police since 2022, has been significantly involved in a leadership role since the inception of the Agreement including working on key components of the Agreement while serving first as a lieutenant and then her subsequent promotion to captain. Chief Franco's direct involvement with Agreement tasks and her historical perspective has been essential in ensuring steady progress despite personnel changes at the executive level.

Although progress with Agreement tasks never ceased, DPS staffing reductions did contribute to delays in the development, implementation and training of policies and procedures designed to change the day-to-day practices of how the DPS conducts its mission, and the documentation and reporting of the results of these efforts. Notable reductions in staff included the elimination of the sole captain's position, and the only crime analyst—two positions initially envisioned as being essential to the successful completion of Agreement mandates.

In October 2023, the DPS brought forth an aggressive reorganization plan to address the staffing issues which was subsequently approved by the School Board. This plan includes the restoration of the captain position, a sergeant position, and the return of the Emergency Services Director under the auspices of the DPS. The reorganization is not narrowly intended to resolve staffing issues related to the Agreement—it is intended to provide initiative-taking efforts to enhance school safety—but the restoration of key staffing positions should allow for essential Agreement tasks to be more effectively and efficiently fulfilled.

The author expects that Agreement tasks initially intended to be performed or monitored at the captain level—consistent with their importance—will be brought back to this position as soon as possible (the

position at this time has not yet been filled). Two of these key tasks (which had been temporarily reassigned to other staff) include: (1) the captain convening a group of supervisors to review, on a regular basis, reported use of force incidents to identify performance issues and trends, and writing, when applicable, action plans for remediation and/or recommendations for modifications to current policies, procedures, and training and (2) overseeing compliance with the personnel complaint process and being accountable for lapses of this requirement.

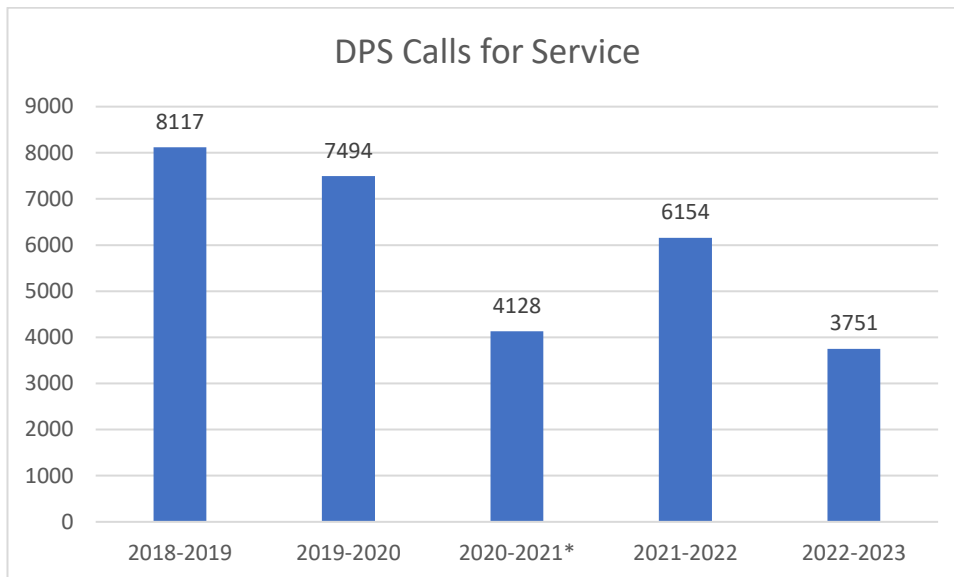
The return of the crime analyst position, and the addition of an executive assistant, are welcome changes that should improve the timely collection and dissemination of statistical data necessary to evaluate progress with Agreement requirements and the subsequent reporting of this data to stakeholders.

The reorganization plan required the conversion of existing positions to work within budget constraints. These included the conversion of a dispatcher to a fingerprint technician, and the conversion of a senior administrative assistant and an office assistant to fund two community services officers (CSO). The CSO position will provide local youth serving with the Department's Police Explorer program with a career path within the DPS.

The past school year saw the resignation of two dispatchers and the hiring of their replacements, two promotions to police sergeant and one to police corporal, the hiring of two new police officers, and the release of a probationary police officer after not successfully completing the field training program. At the time of this writing, the DPS has a vacancy for a dispatcher, fingerprint clerk, two CSOs, a police sergeant, six police officers, two lieutenants, and a captain. The DPS attended thirteen job fairs last year and has interviews scheduled for the above-listed vacancies.

Safety and Security

The DPS, in the 2022-2023 school year, received 3,751 calls for service (CFS), a significant reduction from the 6,154 in the prior school year. The current CFS numbers reflect an astonishing reduction from the 7,494 CFS the DPS received in the first school year (2019-2020) of the Agreement and are a testament to its positive impact. A significant number of CFS has historically come from referrals within the District itself, and the implementation of the Discipline Matrix and tracking of Unwarranted Calls for Service (see page 15 for further information) greatly changed how the DPS is used by school personnel to deal with problems on its campuses. The positive shift of the DPS from being the primary (if not the only) response to addressing school disciplinary issues to now responding only to those behaviors of a specified serious nature is evident.

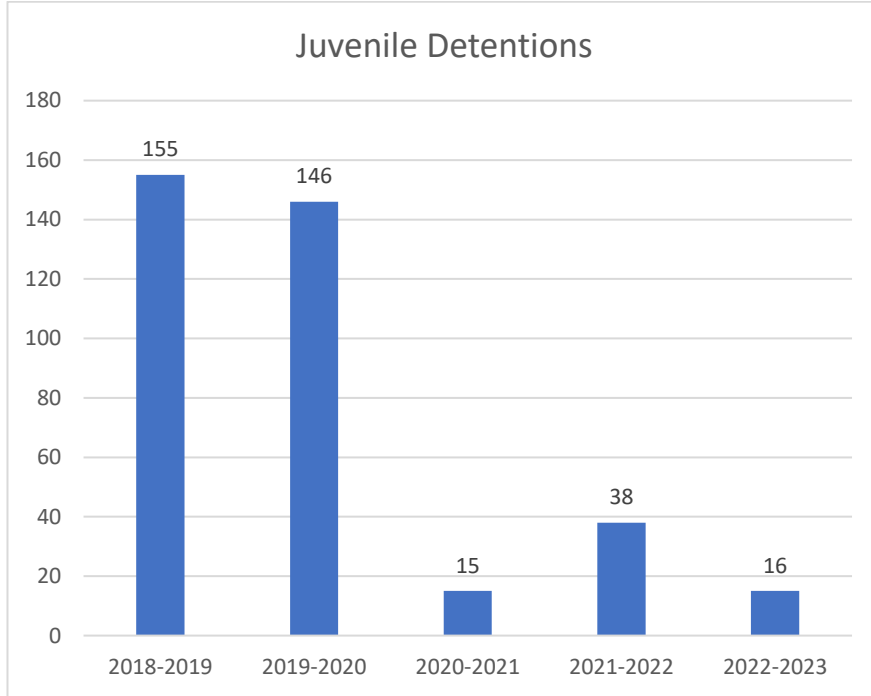


Besides being responsible for the safety of students and staff during school hours, DPS officers also patrol on and around school campuses after hours to safeguard District property. This includes responding to alarm calls which accounted for the highest level of dispatched activity with 824 activations of which 695 indicated a potential burglary. Officers substantiated ten burglaries and made six arrests. DPS officers arrested seventy-eight adults and booked twenty-four of them for criminal offenses. By far, the highest category of arrests (fifty-two) was for driving without a license or driving with a suspended license (a misdemeanor). Fifty-three adults were issued citations for traffic violations and one for a warrant. Sixteen juvenile detentions¹ (thirteen of which were students of the District) resulted in eight bookings: three for warrants, one for assault with a deadly weapon, two for battery, one for robbery, and one for a weapon. Eight citations were issued to juveniles: four for driving without a license, two for battery and two for weapons.

The Department referred twenty-two juveniles to diversion in lieu of detention or citation. The San Joaquin County Probation Department's Crossroads program provides diversion for juveniles referred by the DPS. Crossroads provides tailored services to delinquent youth ages 10-18 and their families. Services include counseling, life skills, parent support and referrals to community resources.

*The school years most impacted by the Pandemic which included the cessation of on-site instruction.

¹ In CA, juveniles are not "arrested" for crimes but are detained or "taken into temporary custody." All low-level criminal arrest records referenced are sealed to comply with juvenile arrest procedures.



Juvenile Detentions						
2022-2023 School Year						
SUSD Student	Age	Gender	Race/Ethnicity	Special Ed.	Dispo.	Offense Classification
Yes	17	Male	Hispanic	No	Booked	Warrant
Yes	15	Male	African American	No	Booked	Warrant
Yes	15	Female	Hispanic	No	Booked	Warrant
Yes	15	Male	African American	No	Booked	Assault with Deadly Weapon
Yes	16	Male	Non-Hispanic	No	Booked	Weapon Offense
Yes	15	Male	Hispanic	No	Citation	Weapon Offense
Yes	15	Male	Hispanic	No	Citation	Weapon Offense
Yes	17	Male	African American	No	Booked	Robbery

Yes	17	Male	African American	No	Booked	Battery
No	17	Male	Non-Hispanic	No	Citation	Battery
Yes	17	Female	Hispanic	Yes	Citation	Battery
Yes	14	Female	African American	No	Booked	Battery
No	17	Male	Non-Hispanic	No	Citation	Unlicensed Driver
Yes	16	Male	Hispanic	No	Citation	Unlicensed Driver
Yes	16	Male	Hispanic	No	Citation	Unlicensed Driver
No	15	Male	Hispanic	No	Citation	Unlicensed Driver

Resources

The DPS is expanding its capabilities with the following enhancements and resources:

Body Worn Cameras: Beginning in early 2024, the District will upgrade existing body worn cameras (BWC) to resolve prior issues of unreliable performance that occasionally resulted in the loss of data. The adoption of new equipment allows the DPS to meet current standards for BWCs to provide reliable recording of officer interactions to ensure transparency.

Communications: The outdated radio system, which is no longer repairable, is being replaced with a new dispatcher console essential to providing day-to-day and emergency communications to include interfacing with local allied agencies.

Vehicle Communications: The updated communication system extends to the field units and replaces outdated terminals with those capable of meeting current demands and expectations.

Visitor Management System: As part of the reorganization plan and shift by the DPS to adopt new strategies to protect students and staff on campus, a single point of entry will include a screening process to scan visitor identification to compare against a database of known sex offenders. Approved visitors will be issued a temporary visitor identification badge to monitor access and provide accountability.

Campus Access Control: School sites are being equipped with video technology to allow staff to visually screen visitors prior to opening exterior doors.

Crime Prevention Through Environmental Design (CPTED): DPS officers are being trained in the principles of CPTED to assess school design and conditions that might increase their vulnerability. In turn, officers will make recommendations to harden the target and deter threats to the safety of students and staff.

School Vulnerability Assessment (SVA): The District has contracted with a vendor to train specified staff to conduct SVAs on District campuses. Working in conjunction with principles of CPTED, recommendations will enhance safety at school sites.

Emergency Management System: A new communications system will provide real-time communications during an emergency to include notifications, classroom accountability and threat assessment.

Anonymous Tip Reporting System: The Sandy Hook Promise is an online and app-based system developed by parents of students who lost their lives during the Sandy Hook school shooting. The system provides a platform for students to report threats, suicidal thoughts, or potential criminal activity that threatens school safety.

Camera Safety Upgrade: Provides for the evaluation of existing security cameras at school sites and where needed provides for their replacement and/or expansion.

Community Outreach

DPS officers and staff participated in the following community events during the past school year:

- **Police Activities League (PAL):** In partnership with the District's Expanded Learning Opportunities Program, DPS officers coached, mentored, and played alongside students in a variety of sports at six school sites. The League teaches sportsmanship and personal discipline to local youth.
- **Toy Drive:** Walmart supported the annual holiday event to provide thousands of toys to local families in need. Seven DPS officers and three Explorers distributed toys to over one hundred families.
- **Trunk or Treat:** DPS partnered with the Stockton Police Department and local community resources to sponsor the annual Halloween event. With support from the entire DPS staff and its Explorer program, over 5,000 community members enjoyed candy and positive interaction with school and city police personnel.
- **DEA National Takeback Event:** Provided the community with the opportunity to safely dispose of unwanted or expired prescription medications.

- **National Night Out:** DPS staff and their Explorers staffed this event at Fremont Square Park to promote positive police and community partnerships. Over 1,000 members of the community attended the event.
- **Back to School Event:** Working with Walmart and the San Joaquin County Lowrider Council from Chavez High School, free school supplies were provided to approximately 1,000 students.
- **PAL Pitch, Hit, and Run Activity:** DPS officers held a baseball competition at Edison High School for twenty-five students.
- **Boxing Program:** Three DPS officers worked with the McKinney Community Boxing program to hold boxing workouts for local students.

Ongoing Programs

- **The Police Explorer Program:** DPS officers provide local youth with instruction, mentoring, and coaching to develop the desirable traits and skills for a career in policing. This formal program has eighteen members that meet weekly with DPS staff to study curriculum related to leadership, discipline, and police-based tasks. Explorers participate in competition with those from allied agencies to demonstrate the application of the knowledge and skills taught in the program. The goal of the program is to provide Explorers with a solid foundation to move into a career within or outside of law enforcement. Currently, three DPS Explorers are attending Delta College, and one was recently accepted into the United States Army.
- **Anger Management Program:** This program provides third and fourth grade students with the skills necessary to manage anger and to deal with problems without resorting to violence. The DPS held a competition to name a police vehicle and the winners—students at McKinley Elementary—attended a pizza party hosted by twelve DPS officers.
- **Volunteer Crossing Guard Program:** In partnership with the National Safety and Transportation Board, DPS officers provide training and equipment to parent volunteers to become school crossing guards. Twelve parent volunteers have completed the program and DPS is training six more.
- **Traffic Safety:** Using longstanding and tested components of effective traffic management—Education, Engineering, and Enforcement—the DPS collaborates with school staff and the community to provide solutions to the challenges associated with vehicle traffic around schools. This includes the study of traffic patterns and infrastructure to produce recommendations to improve safety. The DPS effort includes providing visual education and awareness of speed zones

near schools via the use of radar signs, and where necessary, with the issuance of traffic warnings or citations.

Training

Timely, effective, and recurring training is essential to ensure police personnel can safely, effectively, and lawfully perform their duties. Specific training for DPS personnel is mandatory per the Agreement, the District, and the California Commission on Peace Officer Standards and Training.

DPS training during the 2022-2023 School Year included:

- **Basic School Resource Officer.** Presented by the National Association of School Resource Officers. One officer attended.
- **Youth Mental Health.** Presented by the SUSD Mental Health Department. Seventeen officers attended.
- **Student Disabilities.** Presented by the SUSD Special Education Department. Twenty-one officers attended.
- **De-Escalation in Schools.** Presented by the Los Angeles County Regional Training Center. Twenty-two officers attended.
- **Search and Seizure.** Presented by the DWK law firm. Eighteen officers attended.
- **Cultural Competence and Racial Bias.** Presented online by Keenan and Associates. Twenty-one officers attended.
- **Crisis Intervention Training.** Presented by the Alameda County Behavioral Health Services and the Oakland Police Department. Two officers attended.
- **Tactical Medicine Training.** Presented by TMS TacMed Servies LLC. Two officers attended.
- **Field Training Officer Course.** Presented by the South Bay Regional Training Center. One officer attended.
- **Driving Instructor School.** Presented by the South Bay Regional Training Center. One officer attended.
- **2023 Campus Safety Conference.** Presented by Campus Safety Magazine. Six officers attended.
- **2023 National School Safety Conference.** Presented by the National Association of School Resource Officers. Six officers attended.
- **2023 Safe Schools Conference.** Presented by Dave Long and Associates. Three officers attended.

As noted in the prior State of the Department report (for school year 2021-2022), the DPS has had difficulty with the efficient tracking and documentation of training attended by their personnel. The report included the recommendation that the DPS implement a plan to identify, track, and train personnel to ensure compliance. The recommendation included ensuring that officers who miss training due to illness, injury, or change of schedule or assignment, attend a training course as soon as possible, and within mandatory periods. The Department indicated at the time of the report that a Training Information Management System (TIMS) would soon be in place. Unfortunately, efforts during the past year did not bring about significant improvements in the tracking of training or the implementation of TIMS.

The DPS does now have the TIMS system, but implementation is still in progress. The two new executive assistant positions created by the reorganization plan will assume responsibility for TIMS as part of their duties. An effective TIMS system should provide up-to-date information regarding each staff member's training history, compliance status, and advanced notification of upcoming training needs. This tracking should include detailed and legible training rosters which record dates of training, names of attendees, the training presenter(s), hours of instruction, and where applicable, testing results and certifications.

This report repeats a recommendation from last year that DPS managers and supervisors (including those in interim positions) receive training in the policy, procedures, and objectives of the Agreement (and other mandates) to ensure proper behavior by those they oversee.

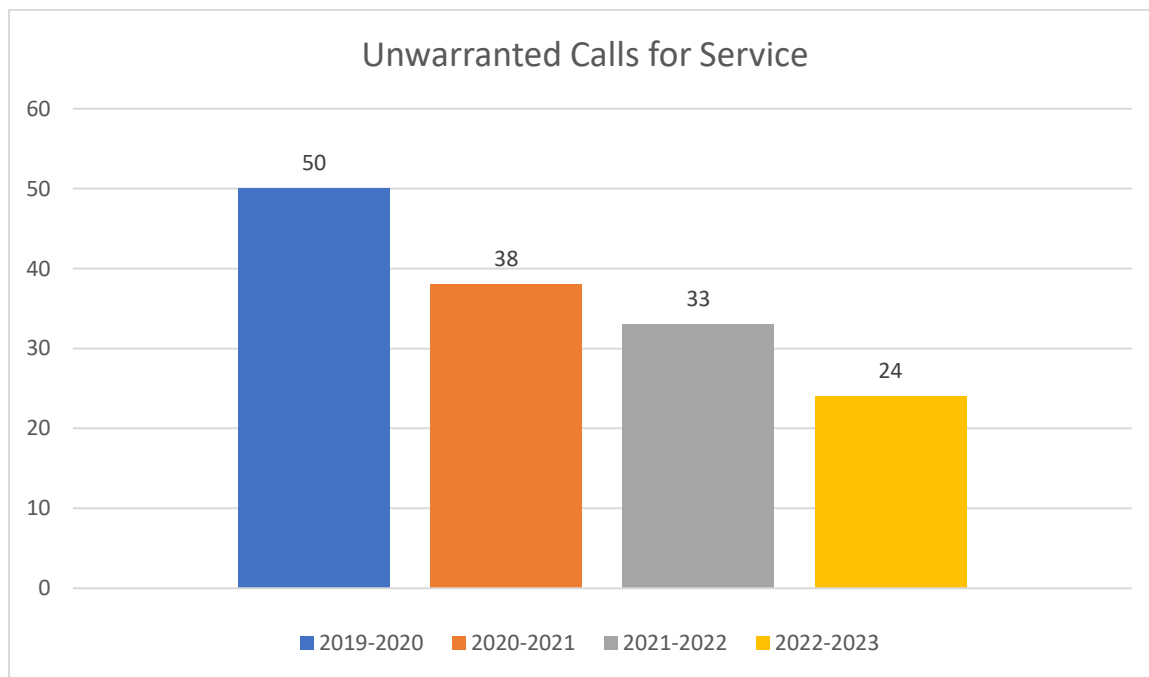
AGREEMENT STATUS

The 2019 Agreement between the District and the California Department of Justice (DOJ) required corrective actions that were subsequently organized as seventy-four specific "tasks," each of which have specific due dates within the Agreement's five-year period of oversight. Forty of these tasks fell under the purview of the Department. As used in this report, the term "task" refers to an internal designation used by the Department to organize Agreement requirements and is not a designation found in the Agreement itself.

As outlined in the 2023 State of the Department report, the DPS had accomplished its assigned Agreement tasks by the end of 2022; however, a significant District task, the Development of a Disproportionality Plan, which required coordination with the DPS, remained incomplete and overdue. The District and DPS earnestly tackled the Disproportionality plan during the past school year. The plan's intent is to reduce disproportionalities in referrals by school administrators to law enforcement who in turn reduce disproportionalities in citations and bookings. A key objective of the Agreement is to stop

the practice of using law enforcement—most notably the DPS—to manage low-level disciplinary offenses by students, and instead, to use administrative resources to address these problems.

The District and the DPS developed a protocol (known as the Discipline Matrix), to identify a broad range of low-level offenses that school administrators were subsequently prohibited from requesting a response from law enforcement. The District in 2019 provided training for its administrators and DPS staff and a tracking mechanism was put in place to identify those making “unwarranted calls for service.” Violators of the referral protocol received remedial training to deter future violations. Further, the DPS produced a School Request for Assistance report to allow stakeholders to monitor compliance. The effect of the referral protocol was an immediate and continued decline in unwarranted calls for service. The protocol was the foundation for expanded efforts to further reduce systemic disproportionalities.



In late 2023, the District completed a comprehensive Disproportionality Plan that included efforts to address disproportionalities within the District’s response to students experiencing mental health crisis and students with disabilities. This includes policies and training for school staff to provide prompt de-escalation, and where warranted, the use of safe restraints to reduce referrals to law enforcement. As stated in the plan, “The more effective school staff is at executing safe restraints, there is a much reduced need to involve law enforcement, therefore reducing disproportionalities in referrals by administrators to law enforcement.”

The extensive Disproportionality Plan includes input from a wide range of stakeholders including that gathered from presentations at community forums and from the Community Advisory Group (CAG). The DOJ approved the plan, and on January 30, 2023, the plan was subsequently approved by the School Board.

Throughout the period of the Agreement, the DPS provided the DOJ, via the Monitor, and the CAG documentation including required quarterly reports regarding specified complaints, the use of force, calls for service, juvenile diversion, and staffing. This data provided stakeholders the opportunity to voice opinions and recommendations for how the DPS accomplished Agreement requirements and to monitor their progress and effectiveness.

With the Agreement between the District, its DPS, and the DOJ scheduled to end in February 2024, it was uncertain whether the entities would continue to share information regarding their adherence to Agreement requirements. The District and the DPS clarified their commitment to ongoing transparency and the continuance of adopted reforms by placing, within the approved Disproportionality Plan, the following:

Finally, pursuant to the request of the DOJ, the District agrees to continue to specifically collect and report to the CAG and Transformative Justice subcommittee (and the police expert) on a quarterly basis, the disaggregated and anonymized data of use of force, law enforcement contacts, citations, arrests, and calls or assistance as well as complaint summaries.

CONCLUSION

This fifth annual State of the Department report concludes the formal reporting period required of the 2019 Agreement between the District/DPS and the CA DOJ. Throughout this long and often challenging process, neither entity waived from their respective commitments to ensure a safer, fairer, and more supportive environment for SUSD students.

The DPS is today substantially more accountable and transparent in their routine functions as well as with their response to critical incidents and the use of force. Law enforcement contacts by the DPS have consistently shown impressive reductions in arrests and citations. The DPS no longer responds to low-level disciplinary offenses that school administrators are now properly addressing, thus sparing young people from the unnecessary, unwarranted, and long-term consequences associated with entry into the criminal justice system. The DPS modified or created numerous policies and procedures to ensure Agreement reforms became part of the DPS organizational culture. This revision process included input from community stakeholders, who were also able to monitor the implementation of policy and procedures via published reports and community meetings.

The District and DPS often exceeded the original reporting requirements of the Agreement by providing additional reports, modifying reports to make them more efficient and easier to understand, and presenting reports and findings to the Community Advisory Group (CAG). Over the years, District Superintendents, DPS Police Chiefs, and key staff have been regular, enthusiastic, and responsive attendees of the CAG quarterly meetings as well as hosting additional meetings for time-sensitive issues. The DPS Chief and staff also participated in local community forums related to Agreement issues.

The result of the five-year Agreement is evident: The DPS is a better police department with a clear and systemic mission to safeguard and serve the diverse needs of their student population. Modeling and mentoring have replaced overuse of arrests and citations to curb disruptive student behavior. DPS officers are now able to focus their time and resources to respond to serious criminal offenses, and their responses—especially those involving the use of force—are better managed, examined, and documented. DPS officers now routinely reach for the tools of de-escalation and non-enforcement resources when facing challenges posed by students experiencing mental health crisis, and the specialized needs of students with disabilities. The DPS has implemented strategies to protect students and staff on the front end by using smarter and stouter methods to limit unauthorized access to school campuses and to improve their response (including critical communications) to serious incidents that arise.

With the District's public commitment to continue adherence to the reforms and spirit of the Agreement, and to continue the sharing of data which allow stakeholders to assess these commitments, it is evident the five years of their often hard-won accomplishments will become a lasting and ongoing legacy of their dedication to today's children and tomorrow's future.

Note: Statistical data provided by the SUSD DPS.