SCHOOL RESOURCE OFFICERS IN IDAHO





Idaho Statistical Analysis Center Pass-Through Grants and Research Idaho State Police

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EXECUTIVE SUMMARY

The issue of school-based crime and the role and availability of school resource officers (SROs) has become a hot topic in recent years. In 2020, a group of state-level stakeholders in Idaho began a working group meant to support SROs statewide through access to training and networking opportunities, and by developing statewide best practices for SROs.

In 2022, the SRO working group approached the Idaho Statistical Analysis Center (ISAC) to conduct an exploratory study of SROs in Idaho. This report describes the current state of SRO programs, including the prevalence of SROs around the state, the nature of crime occurring on school grounds, the major roles and responsibilities of SROs, and whether school administrators' and school board members' perceptions of those roles and responsibilities match what SROs tell us they are and should be doing on campus.

What is the current picture of school crime in Idaho?

ISAC analyzed data from the Idaho Incident-Based Reporting System (IIBRS) to determine what types of crimes are being committed on school grounds, what areas of the state have a higher or lower percentage of offenses being committed at school, and the characteristics of those who commit crimes on school grounds.



- Statewide, just over 2% of all criminal offenses in 2023 were committed on the campus of an elementary/secondary school.
- Nearly two-thirds (63%) of offenses on school grounds in 2023 were related to drugs or assaults. Specifically, 24.3% of school-based offenses were simple assaults, followed by drug/narcotic violations (23.7%) and drug equipment violations (15.3%).
- The vast majority (89.8%) of offenders on campus in 2023 were juveniles, up from 82.7% in 2013. About one-third of juvenile offenders in 2023 were female (33.5%), nearly nine percentage points higher than 2013, when females accounted for about one-quarter (24.6%) of on-campus juvenile offenders.



Are crimes on school grounds being reported correctly to IIBRS?

In 2014, the FBI modified the National Incident-Based Reporting Program (NIBRS; IIBRS is Idaho's state-level version of the program) to allow for the collection of more granular data on school-based offenses. Prior to 2014, elementary and secondary schools were grouped together with colleges and universities under the same location code.



- While many law enforcement agencies in Idaho have adopted the new location codes that separate elementary and secondary schools from colleges and universities, 18% of all school-based offenses in 2023 were still coded under the old combined "school/college" location code.
- The continued use of the old location code somewhat obscures visibility into the true nature of crime that occurs at elementary and secondary schools, especially in the five counties where no law enforcement agency has made the switch to the new, separate codes.
- The prevalence of SROs in each county did not have an impact on the use of the new location codes in that county.



What effect, if any, do SROs have on juvenile crime in schools?

To examine the impact of SROs on juvenile crime on school grounds, ISAC compared data on the prevalence of SROs to the school crime data previously discussed.

Statewide, there are about 191 SROs working in 77 school districts.

Two-thirds (67%) of Idaho's public school districts had an SRO program in 2023, accounting for about 92% of Idaho's public school enrollment that year. This means that smaller districts with lower enrollment totals were less likely to have an SRO program than larger districts.

There was a weak, but statistically positive correlation between the percentage of offenses that occurred on school grounds in each county and the number of SROs working in that county. Counties with a higher number of SROs had a higher percentage of total criminal offenses that occurred on school grounds than counties with fewer or no SROs. However, it is unclear why that correlation exists. More research is needed to establish a causal link between SRO presence and the number of crimes occurring on campus.



How do SROs, school administrators, and school board members view the role of an SRO?

ISAC surveyed SROs to ask about the amount of time they spend in each of the three roles that make up the National Association of School Resource Officers (NASRO) Triad Model of School Policing and compared those answers to survey responses from school administrators and school board members regarding the amount of time they thought SROs *should* be spending in each role.

On average, SROs reported spending more time in their **law enforcement role** than school administrators and school board members thought they should, and less time in their **teaching/educating** role than administrators and board members thought was appropriate. SROs reported spending about the same amount of time in a **mentoring/counseling** role as administrators and board members thought they should.



- Survey respondents overwhelmingly reported holding strong positive views of their SROs and the impact the SRO has on the campus environment. More than 90% of school administrators and school board members agreed that SROs improve school safety, prevent and/or reduce crime on campus, and build and/or improve relationships between law enforcement and youth. SROs themselves reported that the most rewarding parts of their job include working directly with students and having a positive impact on youth, their families, and school staff.
- Respondents noted that some challenges to supporting SRO programs include a lack of resources (including funding), balancing core SRO duties with other needs of law enforcement agencies and schools, and a lack of uniformity around the state regarding SRO qualifications, training, and roles/responsibilities on campus.



The state should consider adopting the Utah model of providing school security in elementary and secondary schools.

Utah's H.B. 61 (the "School Safety Requirements" bill) was enacted in 2024. It created a statewide SRO program coordinated by a state-level coordinator and the state-level School Security Task Force. It also provides financial support in the form of grants to law enforcement agencies for SRO positions and training. Developing a similar program for Idaho would help address many of the concerns SROs, school administrators, and school board members reported seeing in their schools and school districts that relate to the SRO position.

School administrators and SROs should work together to find opportunities to increase SROs' time spent in the role of teacher/educator.

School administrators and school board members said that SROs should be teaching more often than SROs say they actually do. This presents an opportunity to balance out the SROs roles to include more teaching, with the caveat that SROs feel that they need more training specific to this role to feel comfortable with taking on more teaching.

Conduct additional research to determine the exact relationship between the presence of SROs and the percentage of total offenses that occur on school grounds.

There was a weak, but statistically significant, correlation between the number of SROs working in each county and the percentage of offenses in that county that occurred on school grounds in 2023. However, this study could not establish causality (i.e., it is unknown if a rise in school crime made it necessary to increase the number of SROs, or if an increase in SROs resulted in more detection of crime on campus). Additional research should be conducted to clarify this point, which will further enhance our understanding of the role and impact SROs have on their campuses.

BACKGROUND

A school resource officer (SRO) is a sworn law enforcement officer who is assigned to work collaboratively with one or more schools to provide safe learning environments, deliver resources to school staff, foster relationships with youth, and develop strategies to resolve problems affecting youth.¹ SROs emerged in the United States around the 1950s but grew in popularity in the 1980s and 1990s. SROs are now working in schools across the U.S., with approximately 23,400 sworn SROs employed for the 2019-2020 school year, 49% of those being employed primarily by local police departments.² SROs work in a variety of school environments, yet there are certain areas where SROs are more likely to be employed. The 2021-2022 School Survey on Crime and Safety (SSOCS) found that schools more likely to have sworn, full-time or part-time school resource officers include traditional schools (46.2%), high schools (62.4%), schools located in town areas (55.6%) or rural areas (49.5%), and schools in the southern region of the US (58.7%)³.

In recent years, school safety has been a topic of high public interest in Idaho. In 2021, a rural Idaho middle school experienced a shooting by a student,⁴ a historically rare event in Idaho. Beginning in 2022, school districts constrained by budget problems began looking to private security contractors as a less expensive means of providing for public safety on elementary and secondary school campuses.^{5,6} Meanwhile, Idaho's neighboring state of Utah passed the "School Safety Requirements" bill (H.B. 61) in 2023, which created a state SRO program.⁷ Among other things, the bill defines what an SRO is in Utah (there, called "school safety specialists"), creates a state security chief position at the along with the state-level School Security Task Force, sets minimum training requirements for SROs, and mandates that every primary and secondary school in Utah have an SRO assigned to it. The bill also appropriated nearly \$80 million to implement the new program, including \$75 million in grants to local law enforcement agencies.

It is in this environment that a state-level working group of those interested in school safety first convened in Idaho in 2020. The working group is coordinated by the Idaho Department of Juvenile Corrections (IDJC) and includes representatives from the Idaho State Department of Education (SDE), the Idaho State Board of Education (SBOE), the Idaho Association of School Resource Officers (IDASRO), and

¹ National Association of School Resource Officers. (n.d). *Frequently asked questions*. Retrieved from <u>https://www.nasro.org/faq/</u>

² Davis, E. J. (2023, November). *School resource officers, 2019-2020* (NCJ 307334). Retrieved from <u>https://bjs.ojp.gov/document/sro1920.pdf</u>

³ Burr, R., Kemp, J., and Wang, K. (2024, January). *Crime, violence, discipline, and safety in U.S. public schools: Findings from the School Survey on Crime and Safety: 2021–22* (NCES 2024-043). U.S. Department of Education. Washington, DC: National Center for Education Statistics. Retrieved from <u>https://nces.ed.gov/pubsearch/pubsinfo.asp?pubid=2024043</u>

 ⁴ Boone, R. (2021, May 6). Sheriff: girl shoots 3 at Idaho school; teacher disarms her. Retrieved from <u>https://apnews.com/article/idaho-rigby-middle-school-shooting-0f01cf5dc5aa04c3b2574a4c8379be9a</u>
⁵ KTVB. (2022, August 9). Twin Falls School District approves security guard contracts. Retrieved from <u>https://www.ktvb.com/article/news/local/twin-falls-school-district-approve-security-guard-contract/277-e5951641-55d0-4469-9201-59cb98fb22a2</u>

⁶ KTVB. (2024, August 12). *Caldwell School District hires private security officers*. Retrieved from <u>https://www.ktvb.com/article/news/local/caldwell-school-district-hires-private-security-officers/277-2a2411b2-257e-4b7c-b9a8-f09133f89591</u>

⁷ Utah State Legislature. (n.d.). *H.B. 61*. Retrieved from <u>https://le.utah.gov/~2023/bills/static/HB0061.html</u>

the Idaho Office of Drug Policy (ODP). The purpose of the working group is to fill a similar role to Utah's School Security Task Force, in that it supports Idaho SROs through developing state-level standards and practices, as well as providing networking and training opportunities for Idaho's SROs. To that end, the working group approached the Idaho Statistical Analysis Center (ISAC) in 2022 with a request to develop an exploratory study of SROs in Idaho, including their prevalence in Idaho's public school system, their role on school campuses, and their relationships with school administrators and school boards. This report addresses those questions through a review of national best practices, analysis of data from the Idaho Incident-Based Reporting System, and a survey of three stakeholder groups (SROs, school administrators, and elected school board members).

NASRO and The Role of SROs on School Grounds

The National Association of School Resource Officers (NASRO) was founded in 1991 and is a not-for-profit organization for school-based law enforcement officers, school administrators, and school security and/or safety professionals.⁸ NASRO provides multiple training courses, including Basic and Advanced SRO, School Crime Prevention Through Environmental Design (CPTED), and Adolescent Mental Health Training (AMHT), hosted in various locations across the U.S. each year. NASRO also holds the National School Safety Conference, providing more opportunities for training courses, networking, and hearing from keynote speakers on an annual basis.

The role of an SRO has changed over time and varies depending on multiple factors, including the environment they are working in. Understanding what should be expected of an SRO is a key element of their success in a school environment. This understanding must also be shared among the multiple stakeholders related to the SRO role. One widely accepted model of SRO responsibility comes directly from NASRO, the Triad Model.

The Triad Model of School Policing

The Triad Model was introduced by NASRO to define an SRO's role and responsibility on campus. The Triad Model divides an SROs role into three key areas: public safety educator, mentor/informal counselor, and law enforcement officer.⁹ In their educator role, SROs are generally tasked with teaching a wide array of law-related topics, which may include bullying, dating violence, gang violence, internet safety, and more. SROs can provide more context and real-world examples from their personal experience with the threats and consequences of such topics. In their informal counseling role, SROs should work to develop rapport with students, provide an attentive ear for student's concerns, and get involved in the daily lives of the students. SROs are also sworn police officers even when assigned to a school and work to provide school safety and respond to emergencies on campus.

Multiple studies have examined SROs' roles and categorized them based on the Triad Model. SROs mostly report perceiving their central duty as law enforcement, and they usually spend the most time on law enforcement related activities.¹⁰ The role reported by SROs as the next most important, or the one they

⁸ National Association of School Resource Officers. (n.d). *About NASRO*. Retrieved from <u>https://www.nasro.org/main/about-nasro/</u>

⁹ National Association of School Resource Officers. (n.d). *About NASRO*. Retrieved from <u>https://www.nasro.org/main/about-nasro/</u>

¹⁰ Carpenter, S. (2013). *Perceptions of the roles and responsibilities of the school resource officer in traditional Texas secondary schools: Do funding sources make a difference?* [Unpublished doctoral dissertation]. Texas

spent the second greatest percentage of time on, is the role of counselor. Finally, teaching was indicated by SROs in a few studies as the least frequent role.¹¹

Perceptions of SROs and SRO Training

While NASRO works to organize and implement training that helps to better unify and define the role of an SRO with police, there are other key stakeholders that are not part of these groups who may hold a different opinion regarding SROs' role on campus. In the school environment, parents, teachers, school administrators, school boards, and students may interact with and have different perceptions of the SRO and their role. These perceptions have been examined through multiple academic studies that were brought together in a recent systemic review published by Almanza et al. in 2022¹².

Across multiple studies, SROs were found to view cooperation with school staff or admin as important¹³, particularly cooperation with principals¹⁴. SROs stated that one of the issues in such relationships was the lack of clear understanding of their role and how they should be utilized by school administrators.¹⁵ Almanza et al. (2022) stated that the biggest point of contention between SROs and administration found across studies was often related to enforcing school regulations.

While there are differences between SROs and school administrators in each group's understanding of the SRO's role, Almanza et al. 2022 note that principals and school administrators generally have positive

A&M University-Commerce.; Gottfredson, D. C., Crosse, S., Tang, Z., Bauer, E. L., Harmon, M. A., Hagen, C. A., & Greene, A. D. (2020). Effects of school resource officers on school crime and responses to school crime. *Criminology* & *Public Policy*, *19*(3), 905–940. <u>https://doi-org.libproxy.boisestate.edu/10.1111/1745-9133.12512</u>; Gravitt, S. H.

^{(2017).} The school resource officer: An analysis of school security, safety and climate [Unpublished doctoral dissertation]. University of West Georgia.; Shuler, C. A. (2011). Perceptions of the school resource officer program in South Carolina's high schools [Unpublished doctoral dissertation]. Capella University.; Wolfe, G. (2014). Relevancy of school resource officers' presence in reducing deviant behavior in suburban middle schools [Unpublished doctoral dissertation]. Northcentral University.

¹¹ Gottfredson, D. C., Crosse, S., Tang, Z., Bauer, E. L., Harmon, M. A., Hagen, C. A., & Greene, A. D. (2020). Effects of school resource officers on school crime and responses to school crime. *Criminology & Public Policy, 19*(3), 905–940. https://doi-org.libproxy.boisestate.edu/10.1111/1745-9133.12512; Gravitt, S. H. (2017). *The school resource officer: An analysis of school security, safety and climate* [Unpublished doctoral dissertation]. University of West Georgia.; Shuler, C. A. (2011). *Perceptions of the school resource officer program in South Carolina's high schools* [Unpublished doctoral dissertation]. Capella University.

¹² Almanza, M., Mason, M., & Melde, C. (2023). Perceptions of School Resource Officers: Protectors or Prosecutors? Criminal Justice Review, 48(3), 318-338. <u>https://doi.org/10.1177/07340168221113352</u>

¹³ Barnes, L. M. (2016). Keeping the peace and controlling crime: What school resource officers want school personnel to know. *The Clearing House: A Journal of Educational Strategies, Issues and Ideas, 89*(2), 197–201. https://doi.org/10.1080/00098655.2016.1206428; Bennett, J. (2016). *Combatting school violence: School resource officers' perceptions of reactive response plans* [Unpublished doctoral dissertation]. Northcentral University.; Gravitt, S. H. (2017). *The school resource officer: An analysis of school security, safety and climate* [Unpublished doctoral dissertation]. University of West Georgia.

¹⁴ Bennett, J. (2016). *Combatting school violence: School resource officers' perceptions of reactive response plans* [Unpublished doctoral dissertation]. Northcentral University.; Rante, B. A. (2018). *A multiple case study on the efforts of law enforcement and educators to build school safety* [Unpublished doctoral dissertation]. Northcentral University.; Wolfe, G. (2014). *Relevancy of school resource officers' presence in reducing deviant behavior in suburban middle schools* [Unpublished doctoral dissertation]. Northcentral University.

¹⁵ Barnes, L. M. (2016). Keeping the peace and controlling crime: What school resource officers want school personnel to know. *The Clearing House: A Journal of Educational Strategies, Issues and Ideas, 89*(2), 197–201. <u>https://doi.org/10.1080/00098655.2016.1206428</u>

perceptions of SROs and their impact on improving safety in schools. A few studies have asked school administrators what they consider to be SROs main role, with some finding law enforcement was considered the main role of an SRO, followed by counselor and then educator.¹⁶ While there has been less direct research on the perception of SROs as teachers, one study found that principals considered teaching to be an ineffective use of an SROs' time.¹⁷

Overall, Almanza et al. (2022) found that one of the traits stakeholders viewed as most important for SROs to promote safety on campus was to be visible and available to students and staff. In relation to the Triad Model, most studies indicate that teachers, principals, and SROs all rate the role of law enforcement as the most common use of SROs' time and the role of educator as the least common. The lack of use as an educator is influenced by multiple factors, such as SROs and stakeholders primarily viewing themselves as law enforcement, SROs' perception that school administrators did not know how to utilize them as educators, and a lack of training in this area for SROs.

Nationally, there seems to be a lack of consistency regarding SRO training requirements and availability, with little research examining the topic.¹⁸ While there is guidance available from organizations such as NASRO on this topic, variation at the local level makes it difficult to measure in any systematic fashion The lack of knowledge surrounding SRO training leaves open the opportunity to examine and implement standardized training requirements at the state or local level.

School Crime Data

The Federal Bureau of Investigation's (FBI) National Incident-Based Reporting System (NIBRS) is utilized by law enforcement agencies in the U.S. to collect and report data on crimes.¹⁹ NIBRS captures the location or premise where each offense in an incident took place, including those taking place on a school campus. "School/college" has been an available value for offense location since at least 1991.²⁰ In an effort to improve data quality and specification, more location codes have been added over time. In 2012, the FBI adjusted NIBRS location code options from a single "School/College" option to two options, "School – College/University" or "School – Elementary/Secondary". The two new codes were intended to replace the older option, which should be phased out of use. While these new codes were available for use beginning in 2014, changes in NIBRS codes are generally slow to be implemented across all agencies. When the FBI makes changes to NIBRS, the lag time for implementation by individual agencies can be due to a lack of education or training time, record management systems' capacity and/or willingness to

¹⁶ Gravitt, S. H. (2017). *The school resource officer: An analysis of school security, safety and climate* [Unpublished doctoral dissertation]. University of West Georgia.; Shuler, C. A. (2011). *Perceptions of the school resource officer program in South Carolina's high schools* [Unpublished doctoral dissertation]. Capella University.; VonDenBosch, N. (2019). *Administrator perceptions of school resource officer effectiveness in a rural public school system* [Unpublished doctoral dissertation]. Wilmington University.

¹⁷ Shuler, C. A. (2011). *Perceptions of the school resource officer program in South Carolina's high schools* [Unpublished doctoral dissertation]. Capella University.

 ¹⁸ Javdani, S. (2019). Policing education: An empirical review of the challenges and impact of the work of school police officers. *American Journal of Community Psychology, 63*(3-4), 253–269. <u>https://doi.org/10.1002/ajcp.12306</u>
¹⁹ Bureau of Justice Statistics. (2022, August). *National Incident-Based Reporting System (NIBRS)*. Retrieved from https://bjs.ojp.gov/national-incident-based-reporting-system-nibrs

²⁰ National Archive of Criminal Justice Data. (n.d.). *V2011: Location type*. [Data set]. Retrieved from https://www.icpsr.umich.edu/web/NACJD/studies/25109/datasets/0005/variables/V2011?archive=nacjd

change, or other issues. This study will partially examine the shift in the school location code to the two new codes in the state of Idaho.

SROs in Idaho

In Idaho, the Boise School Resource Officer program began in 1970.²¹ This appears to be one of the first SRO programs in the state and was established before the larger wave of SRO program growth in the 1980s and 1990s. Since then, SRO use has grown to include schools across the state. Currently, there are approximately 200 SROs in Idaho in a variety of levels and types of schools across rural and urban areas. Up to this point, there are no clear standards, defined roles, or required experience for SROs across the state of Idaho. Instead, these are generally determined from place to place by the agencies and schools the SROs work for and with.

As of August 2024, there are 38 states listed as having their own active state SRO association,²² including Idaho. Many of these state associations also hold their own annual conferences to connect state SROs to local resources, training, and networking. The Idaho Association of School Resource Officers (IDASRO) was started in 2014 and provides resources on upcoming training opportunities. In June 2024, IDASRO partnered with multiple state entities to hold a conference that covered topics such as threat assessment, smoking/vaping, seatbelts, minimal facts interviewing, restorative justice and diversion programs, fentanyl, and legislative updates. While this training is available to all SROs across the state, it is not mandatory.

There has been at least one previous study of SROs in Idaho, which was conducted by ISAC in 2015.²³ SROs were surveyed along with school principals and asked about multiple parts of their job, including their perception of their roles and the Triad Model. Idaho SROs reported spending 36% of their time on law enforcement, 40% on mentoring, 18% on education and 6% on other duties. About 45% of SROs identified their primary role as law enforcer, another 38% as mentor and 10% as educator. These findings echo those of other studies across the country.

As part of that same study, 62% of SROs told ISAC that their agency required some sort of training or experience for the position and more than 90% of SROs had received training specific to their role, although the amount of training and the topics covered in that training varied. The top five SRO specific training topics in 2015 as reported by SROs were school-related law (85%), active shooters (84%), school-based threat assessment (79%), school-based emergency planning (78%), and bullying (67%). Findings from the 2015 survey are the most complete and recent data available specifically examining the role of SROs in Idaho.

²¹ City of Boise. (2024). School resource officers. Retrieved from

https://www.cityofboise.org/departments/police/specialty-positions/school-resource-officers/

²² National Association of School Resource Officers. (n.d). *State association – contact information*. Retrieved from https://www.nasro.org/aboutnasro/state-association-contact-information/

²³ Swerin, D. & Kifer, M. M. (2016, September). *School-based law enforcement in Idaho*. Retrieved from <u>https://isp.idaho.gov/pgr/isac/</u>

RESEARCH QUESTIONS AND METHODOLOGY

This study is intended to update knowledge around SROs in Idaho and explore the extent to which the more granular NIBRS offense location codes for schools can be used to examine criminal offenses committed on primary and secondary school campuses. Specifically, ISAC sought to answer the following research questions:

- What is the current picture of school crime in Idaho? What proportion of crimes on campus are committed by juveniles versus adults, and what types of crimes are being reported to NIBRS?
- Are crimes on school grounds being reported correctly through NIBRS?
- What effect, if any, do SROs have on juvenile crime rates in schools?
- How do SROs, school administrators, and school board members view the role of an SRO? Do those views differ depending on the individual's job, and are those views in line with best practices put forth by NASRO?

Three data sources were used for the analyses in this report. First, ISAC pulled data from the Idaho Incident-Based Reporting System (IIBRS). IIBRS is the state's version of NIBRS, and this data set contains the most complete and consistent criminal incident data available for the state of Idaho. These data are reported and published yearly in the Crime in Idaho report series,²⁴ and are available for quick, custom visualizations on a dashboard maintained by ISAC.²⁵ For this report, ISAC pulled IIBRS data for offenses that occurred on school property (coded as the single "School/College" option or the two newer options, "School – College/University" or "School – Elementary/Secondary), or were committed by an offender under the age of 18, between 2013 and 2023.

The second data source was a census of SROs in Idaho conducted by the state's SRO Support Coordinator in the fall of 2023. This data set includes information on the number of SROs at each law enforcement agency and which school districts each agency serves.

Finally, ISAC surveyed three groups of stakeholders: SROs, school administrators, and elected school board members. The SRO survey was included as part of a larger Idaho criminal justice survey ISAC was conducting in the spring of 2024.²⁶ The SRO survey was appended to the end of the broader survey and SROs were directed to the additional questions if they indicated they spend at least some of their time as an SRO. SROs were further targeted through reminders from ISAC and the state SRO Support Coordinator. ISAC received 104 responses complete enough for analysis, including SROs from 29 of Idaho's 44 counties.

The school administrator and school board surveys were sent out during the spring of 2024 with the assistance of the Idaho School Boards Association. The school administrator survey received a total of 134 responses from administrators in 97 of Idaho's 115 public school districts. The school board survey received 64 responses from elected board members representing 54 school districts.

²⁴ The full library of *Crime in Idaho* reports, along with other pre-configured analytical tools, is available at <u>https://nibrs.isp.idaho.gov/CrimeInIdaho</u>.

²⁵ The Crime in Idaho Data Dashboard is available at <u>https://isp.idaho.gov/pgr/cii-dashboard/</u>.

²⁶ The results of the general law enforcement survey are included in ISAC's report, 2024 Idaho Justice System Stakeholder Survey. That report is available in the ISAC Publication Library at <u>https://isp.idaho.gov/pgr/isac/</u>.

RESULTS

Prevalence of SROs in Idaho

Law Enforcement Agencies

As of the fall of 2023, there are 191.25 SRO positions across Idaho. 67 of Idaho's 105 local law enforcement agencies (64%) have at least one officer that functions as an SRO. In 20 of Idaho's 44 counties, every local law enforcement agency in the county has at least one SRO position, while there are 10 counties where no local agency has an SRO (see Figure 1).²⁷ The average number of SRO positions per agency ranges from 0.2 in Adams County to 14.7 in Ada County (see Figure 2 on page 15), with a statewide median of 1.0 SRO position per agency.

Figure 1. Percentage of law enforcement agencies per county with at least one SRO. Percentages range from 20% (light blue) to 100% (dark blue). Counties with no SROs are shaded in gray.



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²⁷ Full data tables for each map in this section are available in Appendix A.

Figure 2. Average number of SROs per law enforcement agency per county. Numbers range from 0.2 (light blue) to 14.7 (dark blue). Counties with no SROs are shaded in gray.



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Most local agencies (49) provide SRO services to a single school district (see Figure 3). However, 18 agencies provide SROs to multiple school districts, with one agency serving five districts at once.





School Districts

77 of Idaho's 115 public school districts (67%) have at least one SRO assigned to them. At the county level, there are 24 counties where every school district has access to at least one SRO, while there are 10 counties that do not have any SROs (see Figure 4).

Figure 4. Percentage of school districts per county with at least one SRO. Percentages range from 25% (light blue) to 100% (dark blue). Counties with no SROs are shaded in gray.



Powered by Bing © GeoNames, TomTom Districts that have access to an SRO accounted for 92% of Idaho's public school enrollment in 2023.²⁸ However, smaller school districts are less likely to have an SRO program. The median enrollment of districts with an SRO program in 2023 was 1,371 students, compared to just 242 for districts without an SRO program (see Figure 5).

Figure 5. Average (dark blue) and median (green) student enrollment of districts with and without SRO programs.



As previously noted, the most common arrangement between law enforcement agencies and school districts is a one-to-one relationship. However, there are eight school districts in Idaho being served by two different law enforcement agencies, and four districts being served by three agencies (see Figure 6).





Criminal Offenses on School Grounds

The total number of criminal offenses on school grounds each year stayed relatively stable from 2013 through 2023, except for a sharp dip during 2020 (see Figure 7 on page 18).²⁹ This was expected as students and staff were not on campus for most of that year due to the COVID-19 pandemic, and Idaho's stay-at-home order was in effect from mid-March through the end of April 2020.

Regarding the new ability to differentiate between types of schools where offenses are committed, the new NIBRS codes for "college/university" and "elementary/secondary" are being used increasingly frequently, but the transition remains ongoing. The new codes were introduced by the FBI for use beginning in 2014 and a few Idaho agencies coded elementary/secondary offenses from 2014 to 2016. In

²⁸ This does not necessarily mean that 92% of Idaho students have access to or regularly see an SRO on their campus, as the level of service can vary by district and by school.

²⁹ Full data tables for each figure in this section are available in Appendix B.

2017, adoption of the new codes expanded. The college/university code was first used in Idaho in 2017, with 127 on college/university campuses and 206 offenses were reported on elementary/secondary campuses. In 2023, 555 offenses (18%) committed on a school campus were still coded using the old, combined code (school/college).

Figure 7. The number of offenses coded with the new NIBRS location codes for "college/university" and "elementary/secondary" schools has increased, but in 2023, 555 offenses committed at a school were logged under the old "school/college" code.



Figure 8 (page 19) shows the percentage of offenses that were coded using the old code ("school/college") by county in 2023, with the darker shades indicating a greater percentage of schoolbased offenses coded with the old code. While the percentage of offenses reported using the old code is low statewide (18% in 2023), that number varies widely between counties, ranging from 0% to 100%. Figure 8. Percent of school-based offenses coded with old school code ("school/college") in 2023. Percentages range from 0% (light blue) to 100% (dark blue). Counties reporting zero school-based offenses in 2023 are shaded in gray.



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ISAC used a Spearman's rho correlation to test whether the existence of an SRO program was related to law enforcement's transition to the new location codes. However, results show that there is no statistically significant difference between counties with and without SRO programs. An average of 30% of school-based offenses were coded using the old code in counties with at least one SRO, while an average of 33% of school-based offenses were coded using the old code in counties without SROs (r(44) = .050, p> .05).

The percentage of total criminal offenses that occurred on school grounds from 2013 to 2023 did not rise above 5% in any county (see Figure 9 on page 20). Latah County had the highest percentage of total offenses that took place at schools, with 4.4% of all reported offenses occurring on school grounds, followed by Bingham County (3.7%), Twin Falls County (3.1%), Fremont County (3.0%), and Bannock County (3.0%). In 39 of 44 counties, the percentage of offenses that occurred on school grounds was less than 3%.

Figure 9. Percentage of total offenses that occurred on school grounds, 2013 – 2023. Percentages range from 0.2% (light blue) to 4.4% (dark blue).



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To further understand the types of offenses that SROs would be most likely to encounter while at school, offenses occurring at elementary/secondary schools in 2023 were examined more closely.³⁰ This analysis revealed that in five counties, the percentage of total criminal offenses that occurred on elementary/secondary school grounds was above 4% (see Figure 10 on page 21). These counties include Franklin (5.8%), Gooding (4.8%), Lewis (4.5%), Fremont (4.4%), and Canyon (4.3%).

³⁰ 2023 was chosen for this analysis because it was the year with the highest number of agencies using the two separate NIBRS school location codes.

Figure 10. Percentage of total offenses that occurred on elementary/secondary school grounds, 2023. Percentages range from 0% (light blue) to 5.8% (dark blue). Counties reporting zero school-based offenses in 2023 are shaded in gray.



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To determine whether the number of SROs at the county level is related to the percentage of juvenile offenses reported at school at the county level, ISAC utilized a Spearman's rho correlation. Results show that the number of SROs was significantly and positively related to the percentage of juvenile offenses reported at school (r(44) = .322, p < .05). This means that as the number of SROs in a county increases, so does the percentage of juvenile offenses on campuses; however, the correlation coefficient indicates that the relationship is weak.

Turning to the types of offenses committed on campus, simple assault was the most frequently reported offense on school campuses in 2023 (see Figure 11 on page 19). In nine of the 11 years between 2013 and 2023, simple assault was the most frequently reported offense per year. In 2014 and 2022, simple assault was the second-most frequent offense.

Figure 11. Simple assault was the most frequently reported crime occurring on school grounds in 2023, with 740 offenses reported.



Regarding offenses committed by juveniles (under age 18) specifically, there were two offenses that occurred more frequently on school grounds than off-campus in 2023. Figure 12 shows the top five juvenile offenses committed on school grounds as determined by the percentage of those offenses that occurred on-campus in 2023. The offense with the highest percentage of occurrences on school grounds was weapons law violations, with nearly 66% of juvenile weapons law violations occurring on school grounds,³¹ followed by intimidation (57%), drug/narcotic violations (48%), drug equipment violations (40%), and theft from a building (39%).

Figure 12. Most weapons law violations and intimidation offenses committed by juvenile (under age 18) offenders in 2023 took place on a school campus (minimum 100 total offenses³²).



³¹ Although about two-thirds of juvenile weapons law violations occur on school grounds, this could be an outlier because weapons are typically not permitted on elementary/secondary school campuses.

³² This chart does not display two offense types that had one occurrence each, and that occurrence took place at a school.

Offender Characteristics

Juvenile offenders (under age 18) have accounted for at least 80% of all offenders on school grounds each year from 2013 to 2023, reaching a high point of 90.2% in 2022 (see Figure 13).



Figure 13. Since 2013, juvenile offenders have accounted for more than 80% of offenders on school grounds each year.

Males accounted for the majority of juvenile offenders on campus each year from 2013 to 2023. However, the proportion of male offenders has been slightly decreasing, while the proportion of female offenders reported in schools has increased by about 10 percentage points since 2016 (see Figure 14).

Figure 14. Since 2013, the percentage of juvenile offenders on school grounds has been **mostly male**, but the percentage of offenders who are female has been increasing.



Survey of SROs, School Administrators, and School Board Members

Respondent Demographics

ISAC sent surveys to three groups of respondents: SROs, school administrators, and elected school board members. The surveys covered all covered the same topics, but the specific questions were customized to each group. ISAC received responses from 104 SROs, 134 school administrators, and 64 school board members, for a total of 302 responses (see Figure 15).

Of the 104 responses from SROs, 86 responded to the demographic questions. The majority were male (87%), white (68%), and had completed some college courses (43%). Of the 102 SROs who indicated how long they served in their current role as an SRO, the average tenure was 5 years, with a high of 27 years and a low of less than one year. SROs also reported having an average of 14 years of experience in law enforcement, with a high of 36 years and a low of one year. Most SROs reported spending 36 hours or more at school (66%), wearing patrol uniforms (74%), and being assigned a patrol car (80%).

Of the 134 responses from school administrators, 98 responded to the demographic questions. The majority were male (54%) and white (98%). Administrators reported an average of 12 years of experience as a school administrator, with a low of one year and a high of 34 years.

Of the 64 responses from school board members, 50 responded to the demographic questions. The majority were male (55%) and white (88%). Board members reported an average of about 5 years of experience as a board member, with a low of less than one year and a high of 21 years.

Figure 15. Demographics of survey respondents.

Respondent Group	Average Age	% Male	% White	Average Experience
SROs	42.0	87.2%	68.3%	SRO - 4.8 years Law Enforcement - 14.3 years
School Administrators	50.6	53.5%	97.9%	11.9 years
School Board Members	52.5	54.9%	87.5%	5.4 years

SROs: n = 86; School Administrators: n = 98; School Board Members: n = 50

Eligibility for SRO Positions and SRO Training

Training and eligibility to be an SRO varies between law enforcement agencies. About 55% of SROs (n = 101) indicated their department has some sort of experience requirement to be eligible for the SRO position (Figure 16). The most frequently reported requirement was two years in law enforcement (27%), followed by having completed their entrance probationary period (21%).

After being hired into their position, 66% of SROs (n = 99) reported being evaluated in any consistent way. Their own agencies were reported as the main evaluator by 40% of SROs, and both agencies and schools were reported as evaluators by 26% of SROs (see Figure 17). A few SROs mentioned that they would appreciate a more formal evaluation, including feedback from their agency more specific to their role (instead of the general evaluation all officers are subject to) and from their schools.

Figure 16. Just over half of SROs indicated their department has minimum experience requirements to be eligible for an SRO position.



Figure 17. Two-thirds of SROs report being evaluated by either their agency or by both their agency and the school(s) they work for.



n = 99

Training received by SROs also varied, but there were a few topics that were widely covered across the state. About 70% of SROs (n = 97) reported receiving training specific to their role as an SRO on topics such as school-specific emergency response plans, procedures for handling juvenile offenders, de-escalation strategies and techniques, and mental health issues (see Figure 18 on page 26). The training types reported by the fewest SROs were positive school discipline (26%), truancy intervention (21%), and training related to gangs (16%).

When asked what training topics might be beneficial, SROs (n = 64) mentioned drug use or drug identification (23%), social media (16%), mental health (16%), working with students with disabilities (8%), and juvenile interview techniques (5%). Barriers to training mentioned by SROs (n = 68) largely centered on a lack of resources, including funding (50%), staffing (34%), and time (25%). With these resources, they seemed willing to attend more training, but simply felt that there was little time, money, and staff to cover their time away. A few suggested making training accessible in some sort of video or online platform so SROs could complete it remotely when they have extra time.

Figure 18. Types of SRO-specific training received by Idaho SROs.



n = 97

Funding for SRO Positions

School administrators were asked about how their SRO positions are funded. Most were not sure or did not respond to the question. Of those who did respond (n = 61), many indicated that all or part of their SRO funding comes from an individual law enforcement agency (67%) and/or the school district (63%). Some also indicated that all or part of the funding for their SRO positions comes from a levy (18%) and/or a state or federal grant (8%).

The Triad Model

All three groups were asked questions about the Triad Model of school policing. SROs were asked about their duties and roles in their position, while board members and administrators were asked what they believe the SRO's roles should be. See Figure 19 for the breakdown of responses by group.

SROs (*n* = 88) indicated spending about 45% of their time on law enforcement, 41% of their time on mentoring/counselling, and 16% of their time on education/teaching. These percentages reflect the average of all responses, but range of responses for all three areas was wide. For the law enforcement role, the lowest percentage reported was 5% of their time and the highest was 95%. For mentoring/counseling, responses ranged from 5% to 90%, and for education/teaching, responses ranged from 0% to 80% of their time.

School administrators (n = 96) and school board members (n = 45) indicated they believe SROs should spend about 32% to 35% of their time in their law enforcement role, 39% to 40% advising/mentoring, and about 27% to 28% on education/teaching. The biggest difference in these beliefs and what SROs report actually doing with their time is in the education/teaching role. SROs reported spending less time (about 10 percentage points less) as an educator/teacher than school board members and school administrators said they should.

Figure 19. School administrators' and school board members' beliefs of how SROs should allocate their time among the **law enforcement**, advising/mentoring, and **education/teaching** roles differ from the average percentage of time SROs report spending on each role.



SROs: n = 88; School Administrators: n = 96; School Board Members: n = 45

Although SROs reported spending most of their time on law enforcement duties, most SROs (54%, *n* = 89) said they believe their primary role on campus is the mentor role (see Figure 20), with an additional 39% identifying mentor as their secondary role. The most common combination of primary/secondary roles was law enforcer/mentor (36%), followed by mentor/law enforcer (32%). Educator was the least picked response for both primary and secondary roles, aligning with responses indicating that SROs spend the least amount of time on teaching tasks.

When asked what tasks or duties they perform within each of their roles, a few common themes emerged. In reflecting on their law enforcement role, a specific task mentioned by about 20% of SROs was writing citations. Another common theme was enforcement in



Figure 20. Most SROs identified mentor as their primary role on campus.

general. Some SROs mentioned specific types of incidents they respond to, including vaping, fights, drug use, and bullying. When discussing their mentoring role, SROs mentioned talking, listening, and counseling (65%). Some also mentioned maintaining visibility in their schools and participating in extracurricular activities to build rapport and relationships with students. Tasks related to their teaching role were often reported as educating students and/or staff about law (29%) or safety (15%). SROs also mentioned educating students about drug use (28%). A few stated that this role was not relevant to them, or they had no teaching-related tasks. One SRO stated they "haven't been asked to teach anything", which could be one reason SROs reported that their percentage of time spent teaching was lower than the other two roles.

SRO Tasks

SROs were asked how frequently they perform certain duties during the school year. They were asked to select whether they complete tasks daily, a few times per week, weekly, monthly, a few times per year, or never. Figures 21 through 23 (pages 29 and 30) outline the top five daily, monthly, and weekly tasks as reported by SROs (n = 92). Figure 24 (page 30) shows the tasks that SROs most often said they never do.³³

Three areas identified by over 40% off SROs (n = 72) as duties they believed they were not able to do enough were training/educating staff, teaching/student education, and school safety drills. SROs largely agreed (70%) that they were doing all other duties mentioned above an appropriate amount.

There were some key differences in the expected frequency of duties by school board members and school administration versus the frequency with which SROs reported completing them. About 39% of SROs reported attending after school events a few times per school year, while 37% of school board members (n = 46) indicated they should never attend such events. On the other hand, school

³³ Detailed survey data for most of the figures in the remainder of this report are available in Appendix C.

administration largely agreed that SROs should be attending after school events a few times per year (34%) as was reported by the SROs. Around 38% of SROs reported communicating with parents about student behavior weekly, while 22% of school board members and 21% of school administration (*n* = 98) believe they never should. About 25% of SROs reported addressing delinquency weekly, while 30% of school board members and 36% of school administration believed they should be doing this daily. Finally, 58% of SROs reported teaching students only a few times per school year, while 35% of school administration believed they should be doing this monthly and 33% of school board members agreed that is should be a few times per year.

Figure 21. Top daily tasks reported by SROs.



n = 92

Figure 22. Top weekly tasks reported by SROs.



n = 92

Figure 23. Top monthly tasks reported by SROs.



Figure 24. Top tasks SROs reported never doing.



n = 92

School Safety Concerns

To better understand the types of incidents SROs are responding to on their campuses, SROs were asked to evaluate each item on a list of potential school safety concerns as not a problem, somewhat of a problem, or a major problem at their school(s). Of the 85 SROs who responded to this item, 96% identified social media as at least somewhat of a problem in their schools, with 71% identifying it as a major problem. Over 80% of SROs also rated each of the following concerns as at least somewhat of a problem: smoking/vaping violations, bullying/cyberbullying, threats/intimidation, and drug use (see Figure 25 on page 31).



Figure 25. School safety concerns identified as major or moderate problems by SROs.

n = 85

School administrators (n = 98) and school board members (n = 63) were presented with an abbreviated set of concerns to rate similarly. They largely agreed with the SROs' responses, with a few differences in what each group considered to be concerns in their schools (see Figure 26). Truancy, bullying, and disorderly conduct topped both school administrators' and school board members' list of concerns, while gang activity and threats were near the bottom of both lists.

Figure 26. School safety concerns identified as major or moderate problems by school administrators and school board members.



School administrators: n = 98; School board members: n = 63

School board members were asked if they are contacted by their constituents about school safety and if so, how often? A large percentage (42.2%) stated that they were never contacted about school safety issues (n = 64). About 27% stated they were contacted yearly, 30% monthly, and 1.6% weekly. Board members were then asked what issues their constituents brought up in these contacts. Of the 40 school board members that wrote in a response, the most frequently reported issues were bullying (27.5%), building security (27.5%), and student drug use (20%). Other less frequent issues that were mentioned by at least 2 different school board members include theft (5%), guns in schools (10%), and response time (5%).

Perception of SRO Impact

All three groups (SROs, school administrators, and school board members) were asked a series of questions about what they considered to be the impact of an SROs presence on campus. Specifically, each group was asked whether they believed the presence of an SRO increased, decreased, or had no influence on several types of incidents that may occur on campus. SROs generally agreed that their presence on campus decreased multiple incident types (n = 84; see Figure 27). The two items for which the majority stated their presence had no impact included gang activity and attendance issues/truancy.





School administrators were less sure about the impact of SROs on these incidents, with some indicating they had nothing to compare it to because their schools have had an SRO for as long as they had been there, or that the SRO was not on campus enough for them to assess the impact. Other administrators also noted that while it was difficult for them to assess the impact on these types of incidents, they felt that the SRO makes a "huge difference in culture and feelings of safety." Even with these hesitations, more than 60% (n = 67) believe the SRO's presence on campus led to a decrease in drug-related violations, physical fights, and disruptive or disorderly conduct (see Figure 28).

Figure 28. Percentage of school administrators who believe that the presence of an SRO at school decreases these types of incidents, and percentage who are unsure of the SRO's impact.



n = 67

School board members were even less sure about the impact of SROs on campus but did note that they believe the SROs have excellent interactions with the students and greatly aid the school. Other board members mentioned that the SRO may not spend enough time on campus or that they had not been in their board member position long enough to answer these questions. Since many respondents felt unsure about their answers, only 22 school board members responded to this set of questions.

Figure 29. Percentage of school board members who believe that the presence of an SRO at school decreases these types of incidents, and percentage who are unsure of the SRO's impact.



School administrators (n = 99) and school board members (n = 50) were asked four general questions about their perception of the impact of SROs on campus. Both groups agreed that having an SRO at their schools has a larger positive effect on school climate beyond the specific incident types previously discussed, while only a few believe that having police officers on campus results in more youth entering the juvenile justice system (see Figure 30).

Figure 30. Perceptions of school administrators and school board members on SROs' impact on overall school climate.



School administrators: n = 99; School board members: n = 50

School administrators were overwhelmingly positive in their comments about SROs. Multiple administrators stated they were an asset to the school and those who did not have an SRO expressed that they wished there was funding for one in their school(s). Some expressed that they wish their SRO could spend more time at their school and not be pulled away for other duties.

School Administrators' Perception of SROs

"I would not work in a school district that does not value and support SRO's"

"...Community members and students love our SRO and appreciate the SRO's presence at school."

"I believe that their presence in schools has an **overall positive impact** on students. Unfortunately, most schools are unable to afford a fulltime SRO and are required to share a deputy at multiple locations in one county. I would love to see additional funding to have a greater presence of SRO's in the schools."

"Our SRO is invaluable. I really wish she didn't get called away from the school to deal with county patrol situations that don't pertain to the school in any way. This happens a lot."
School board members were also positive in their comments about SROs in school, stating they believed that SROs are a positive influence in schools. A few suggested that the effectiveness of an SRO in schools depends on the individual who is doing the job. Board members also suggested that they wished all schools could have access to an SRO and that there was more funding available.

School Board Members' perceptions of SROs

"An absolute must. Makes a safe and welcome environment for our most precious assets- our children."

"Whether an SRO is a net positive or a net negative is solely dependent on the person filling the role."

"I believe that officers establishing a caring relationship with students from an early age is key to building trust with law enforcement."

"I love having them in our schools and so does a large majority of our community!

"We are in desperate need of an SRO but are in **need of funding** to get one into our school."

"SRO's can and do play a very important role in school security."

Juvenile Diversion Programs

SROs were asked about the types of diversion programs that are available for youth who commit an offense during school or at a school event. Of the 85 SROs who indicated some form of diversion is offered, the most common types were prosecutorial diversion (75%), school-level diversion (60%), county-level diversion (41%), court-level diversion (29%), and department-level diversion (14%).

When asked what factors influence an SRO's decision to use formal sanctions, about 88% of responding SROs (n = 85) stated applicable laws, rules, and regulations are very important, along with the severity of the alleged misbehavior (see Figure 31 on page 38). SROs do not consider the perception of how the child's parents will respond to the misbehavior to be an important factor in decisions to use formal sanctions (49%) and about 34% stated the need to ensure the student is punished for misbehavior is also not important.

Figure 31. Factors influencing SROs' decisions regarding use of formal sanctions.



n = 92

Rewards and Challenges of the SRO Position

SROs found many aspects of their position rewarding, and there were a few key themes that stuck out in their responses. The top themes mentioned included helping kids, changing lives, and making connections with the students. SROs also enjoy being a positive role model in the lives of students and being able to improve the public's perceptions of police in their role on campus.

What do you find most rewarding about being an SRO?

"Getting to work with kids and see that you serve a major role in their life. It's the best job."

"The opportunity to make a **positive difference** in the lives of students, parents, and staff."

"The connection with the students."

"Knowing that I am hopefully making a difference in these kids' lives and giving them a positive outlook on law enforcement officers." SROs also identified some challenges, with many mentioning parents as their largest challenge. SROs mentioned the challenges of balancing duties or caseloads outside of school with SRO duties, and a lack of understanding from school administrators about the SRO role. A few SROs mentioned not being able to connect with all the students in their schools, as they serve a school with a large student body, they spend most of their time with students who were in trouble, or a combination of both factors.

What do you find most challenging about being an SRO?

"Balancing being pulled from school for law enforcement items such as training not related to SROs."

"Having a lot of expectations from schools that are not always feasible."

"It is very emotionally draining and sometimes the biggest problem is the parents."

Recommendations from SROs

SROs were asked if they suggestions or recommendations that would improve the job of SROs statewide. Of the 52 SROs who wrote in recommendations, about 31% mentioned more training and about 29% stated more funding for their positions or to make additional positions. When asked specifically if they felt there was a need for more SROs in their area, 85% said yes (n = 87). A few SROs brought up topics related to standardization or consistency for training, approaches, or programs statewide (13% of the 52 write-in responses). Almost 10% brought up the need for greater understanding between the SRO and school administrators about the expectations or responsibilities of an SRO. A few respondents included suggestions directly to other SROs to collaborate and use a network of peers, as well as SROs needing to build relationships with the district and school administrators.

What suggestions or recommendations do you have that could improve the job of SROs statewide?

"More **education to school districts** of what SRO role is and their responsibilities. Work with the school, not for it."

"Make funds available to get us to training. This not only improves our skillset but allows us to share information face-to-face with other SROs."

"School and Police Department leaders and administrators being exposed to **national best practices** of an SRO's role as not being a disciplinarian. Them having a better grasp on NASRO's triad approach to the role."

CONCLUSIONS AND POLICY RECOMMENDATIONS

The number of SROs in Idaho has increased from about 150 SRO positions in 2015 to about 191 in 2023. However, the prevalence of SROs varies from county to county. About 67% of public school districts have at least one SRO, with smaller districts being less likely to have an SRO program. The number of school districts covered by each law enforcement agency also varies. Agencies generally cover one district, but there are some agencies covering multiple districts, with one agency serving five districts. There are also instances when multiple agencies provide SROs to a single school district, up to as many as three agencies.

Crime in Idaho's schools is largely made up of simple assaults and drug violations. The number of offenses on campuses has seen only slight variation from 2013 to 2023, apart from a large dip in 2020 due to COVID-19 response. Juvenile offenders are largely responsible for crimes on school grounds, making up more than 80% of reported offenders since 2013 and close to 90% in 2023. While most juvenile offenders on school grounds are male, the percentage of offenders who are female has risen nearly 10 percentage points since 2013 to more than 33% in 2023.

The change in NIBRS location codes has improved our understanding of where school crimes are taking place (elementary/secondary schools versus colleges), but there are still some law enforcement agencies using the old code. About 18% of the crimes reported on campuses in 2023 were reported under the old code, limiting our ability to fully separate out college campus crimes from crimes that SROs would be responding to. That fact notwithstanding, IIBRS data clearly shows that most school crimes in Idaho occur on elementary/secondary campuses.

In examining whether the presence of an SRO had any impact on the number of reported crimes at schools, there was weak evidence that the two are positively related. This could be due to multiple factors, including increased detection of drugs and firearms or increased response to fights due to the SRO's presence on campus. It could also be possible that an increase in offenses led to the need for an SRO on campus. The analyses presented here do not measure causality, meaning we cannot determine which came first, the presence of an SRO or the commission of crimes on school campuses. It is also important to note that a reported offense in NIBRS does not always mean a juvenile went on to a juvenile detention center. About 82% of SROs reported that some form of diversion is available for juvenile offenders, with the most common being at the prosecutorial (75%) or school (60%) level. Relatedly, about 90% of both school administrators and school board members who responded to the survey believe that having an SRO on campus does not result in more youth entering the juvenile justice system.

SROs, school board members, and school administrators differ slightly in their view of the roles of the SRO. School administrators and school board members both expected law enforcement to spend most of their time (about 40%) on mentoring activities. While SROs did report spending about 41% of their time on mentoring activities, this was not their highest reported role. SROs largely see their time as being spent on law enforcement (45% of their time) but do see their primary role as a mentor (54% identified mentor as their primary role). This differs from prior findings in other settings, as well as the prior version of this study, which commonly find SROs view law enforcement as their primary role.³⁴ SROs reported

³⁴ Almanza, M., Mason, M., & Melde, C. (2023). Perceptions of School Resource Officers: Protectors or Prosecutors? Criminal Justice Review, 48(3), 318-338. <u>https://doi.org/10.1177/07340168221113352</u>; Swerin, D. & Kifer, M. M. (2016, September). *School-based law enforcement in Idaho*. Retrieved from <u>https://isp.idaho.gov/pgr/isac/</u>

spending the least amount of time in their educator role (16% of their time) and the educator role was the role least selected by SROs as either their primary or secondary role on campus. In the previous version of this survey conducted in 2015, SROs in Idaho responded similarly, reporting spending 36% of their time on law enforcement, 40% on mentoring/counseling, and 18% on education/teaching. This also aligns with prior research findings that SROs report spending the least amount of their time in the teaching role.

Overall, survey results indicate strong support for the SRO position in Idaho. However, there was a noted lack of resources and consistency in multiple facets of the SRO position across the state. Funding, which may not be fully understood based on the lack of responses to this survey, seems to largely come from individual law enforcement agencies and/or school districts. This could be why smaller districts struggle to fund an SRO position. While some school board members and administrators of more rural areas expressed that their need for an SRO may not be urgent, many expressed the want to have an SRO or to have their current SRO be able to spend more time in the schools. Multiple respondents suggested that the state should assist localities in funding SRO positions. SROs also expressed the wish for more funding, standardized training, and better understanding from schools about what their role is and how they should be used.

Based on the findings presented in this report, ISAC makes the following recommendations:

1. The state should consider adopting the Utah model of providing school security in elementary and secondary schools.

Starting a state-coordinated SRO program such as the one created in Utah by H.B. 61 (the "School Safety Requirements" bill) would address two main issues highlighted in this report:

a. SRO position requirements, training, and roles/responsibilities on school grounds should be standardized across the state.

Survey results indicate that the SRO role can vary widely across the state. Further, many respondents indicated that the success (or lack thereof) of the SRO position is heavily influenced by ensuring that "the right person for the job" has been selected. Defining and standardizing these three key aspects of the SRO position across the state would increase the level of professionalism of the SRO position in Idaho and ensure that all of Idaho's primary and secondary school students receive the same level of service from their SROs regardless of where they live.

b. The state should financially support local law enforcement agencies and/or school districts in starting and/or expanding SRO programs.

Smaller school districts are less likely to have an SRO program at all, likely due to resource constraints. In districts where there is an SRO program, survey respondents often said that the SRO can get called away from the school frequently to deal with other duties not related to their SRO position (such as responding to calls for service off-campus). Some districts that previously had SRO programs have had to scale them back or eliminate them completely due to budget constraints. Local budgets are increasingly unable to absorb the expense of an SRO program. This creates an opportunity for the state to step

in and support districts or local law enforcement agencies financially so that they can create, re-establish, or expand their SRO programs.

Utah's H.B. 61 addresses both issues by creating a state-level SRO program with a coordinator that is a state employee, tasking a state-level working group with creating statewide standards for SRO roles and training, and establishing a grant program to support law enforcement agencies that need the funding to stay in compliance with the new standards. Idaho's SRO working group, with support from the Idaho Legislature, could create a similar program.

2. School administrators and SROs should work together to find opportunities to increase SROs' time spent in the role of teacher/educator.

Although all three groups surveyed (SROs, school administrators, school board members) agreed that SROs should be spending about a quarter of their time in the teacher/educator role, on average, SROs reported only spending about 16% of their time on that role while lamenting that they were not spending as much time teaching as they would like. This could partly be due to the resource constraints mentioned previously (i.e., if an agency needs their SRO to leave campus to respond to a call, that would cut into time that they could spend teaching), a lack of training (evidenced in both national research and in this report; some SROs said that they felt like they were not trained enough to be an effective teacher), or a lack of opportunities created by school administrators for SROs to step into this role more often. However, since all parties are on the same page in that they want SROs to spend more time in this role, SROs and administrators should come together to find ways to both get SROs the training they need to feel more comfortable in the teacher/educator role, and then create more opportunities in their individual schools for SROs to engage in this role more often than they currently do.

3. Conduct additional research to determine the exact relationship between the presence of SROs and the percentage of total offenses that occur on school grounds.

There was a weak, but statistically significant, correlation between the number of SROs working in each county and the percentage of offenses in that county that occurred on school grounds in 2023. However, this study could not establish causality (i.e., it is unknown if a rise in school crime made it necessary to increase the number of SROs, or if an increase in SROs resulted in more detection of crime on campus). Additional research should be conducted to clarify this point, which will further enhance our understanding of the role and impact SROs have on their campuses.

APPENDIX A – SRO PREVALENCE DATA TABLES

Table 1. Number of SROs at law enforcement agencies, 2023.

		•	% LE Agencies with
County	(in FTEs)	per LE Agency	at least 1 SRO
Ada	44	14.7	75.0%
Adams	0.2	0.2	100.0%
Bannock	11	3.7	100.0%
Bear Lake	1	1.0	50.0%
Benewah	0.5	0.5	100.0%
Bingham	11	3.7	100.0%
Blaine	2	2.0	20.0%
Boise	3	3.0	50.0%
Bonner	2	1.0	50.0%
Bonneville	13	6.5	100.0%
Boundary	2	1.0	100.0%
Butte	0	0.0	0.0%
Camas	0	0.0	0.0%
Canyon	28	4.7	100.0%
Caribou	1	1.0	50.0%
Cassia	1	1.0	100.0%
Clark	0	0.0	0.0%
Clearwater	0	0.0	0.0%
Custer	0	0.0	0.0%
Elmore	1.1	0.6	100.0%
Franklin	2	1.0	100.0%
Fremont	2	2.0	33.3%
Gem	1	1.0	50.0%
Gooding	1	1.0	25.0%
Idaho	0	0.0	0.0%
Jefferson	5	2.5	100.0%
Jerome	3	1.5	100.0%
Kootenai	22	4.4	100.0%
Latah	2	1.0	100.0%
Lemhi	0.75	0.8	50.0%
Lewis	0	0.0	0.0%
Lincoln	0	0.0	0.0%

County	# SRO Positions (in FTEs)	Average # SROs per LE Agency	% LE Agencies with at least 1 SRO
county	(111120)	per LL Ageney	
Madison	6	3.0	100.0%
Minidoka	2	1.0	66.7%
Nez Perce	3	3.0	50.0%
Oneida	0	0.0	0.0%
Owyhee	1.25	0.6	100.0%
Payette	1	1.0	33.3%
Power	1.5	0.8	100.0%
Shoshone	2.2	1.1	50.0%
Teton	1	1.0	100.0%
Twin Falls	12.5	2.5	100.0%
Valley	0	0.0	0.0%
Washington	1.25	0.6	100.0%
Statewide	191.25	2.9	63.8%

 Table 1 (continued). Number of SROs at law enforcement agencies, 2023.

	# Districts with	% of School
County	at least 1 SRO	Districts
Ada	3	100.0%
Adams	2	100.0%
Bannock	2	100.0%
Bear Lake	1	100.0%
Benewah	1	50.0%
Bingham	5	100.0%
Blaine	1	100.0%
Boise	3	100.0%
Bonner	2	100.0%
Bonneville	4	100.0%
Boundary	1	100.0%
Butte	0	0.0%
Camas	0	0.0%
Canyon	8	100.0%
Caribou	1	33.3%
Cassia	1	100.0%
Clark	0	0.0%
Clearwater	0	0.0%
Custer	0	0.0%
Elmore	3	100.0%
Franklin	2	100.0%
Fremont	1	100.0%
Gem	1	100.0%
Gooding	1	25.0%
Idaho	0	0.0%
Jefferson	2	100.0%
Jerome	2	100.0%
Kootenai	4	100.0%
Latah	6	100.0%
Lemhi	1	50.0%
Lewis	0	0.0%
Lincoln	0	0.0%

 Table 2. Number of school districts with at least one SRO, 2023.

County	# Districts with at least 1 SRO	% of School Districts
Madison	2	100.0%
Minidoka	1	100.0%
Nez Perce	1	33.3%
Oneida	0	0.0%
Owyhee	2	50.0%
Payette	1	33.3%
Power	1	33.3%
Shoshone	1	25.0%
Teton	1	100.0%
Twin Falls	6	75.0%
Valley	0	0.0%
Washington	3	100.0%
Statewide	77	67.0%

 Table 2 (continued). Number of school districts with at least one SRO, 2023.

APPENDIX B – SCHOOL CRIME DATA TABLES

Table 3. Offenses on school grounds by location type and year, 2013 – 2023.

Year	School/College	College/University	Elementary/Secondary	Total
2013	2,947 100.0%	0 0.0%	0 0.0%	2,947
2014	2,598 100.0%	0 0.0%	1 0.0%	2,599
2015	2,473 100.0%	0 0.0%	1 0.0%	2,474
2016	2,388 99.6%	0 0.0%	10 0.4%	2,398
2017	2,358 87.6%	127 4.7%	206 7.7%	2,691
2018	2,228 83.7%	142 5.3%	292 11.0%	2,662
2019	1,620 61.7%	181 6.9%	823 31.4%	2,624
2020	640 48.2%	95 7.1%	594 44.7%	1,329
2021	538 24.2%	168 7.5%	1,521 68.3%	2,227
2022	645 22.0%	179 6.1%	2,106 71.9%	2,930
2023	555 18.3%	168 5.5%	2,317 76.2%	3,040

County	Sch	ool/College	Colle	ge/University	Elemen	tary/Secondary	y Total
Ada	3	0.4%	54	7.3%	682	92.3%	739
Adams	0	0.0%	1	16.7%	5	83.3%	6
Bannock	7	2.9%	15	6.2%	219	90.9%	241
Bear Lake	2	100.0%	0	0.0%	0	0.0%	2
Benewah	0	0.0%	0	0.0%	8	100.0%	8
Bingham	24	33.8%	0	0.0%	47	66.2%	71
Blaine	0	0.0%	3	11.5%	23	88.5%	26
Boise	10	83.3%	1	8.3%	1	8.3%	12
Bonner	44	93.6%	0	0.0%	3	6.4%	47
Bonneville	197	76.1%	2	0.8%	60	23.2%	259
Boundary	0	0.0%	0	0.0%	14	100.0%	14
Butte	0		0		0		0
Camas	0		0		0		0
Canyon	77	11.8%	13	2.0%	562	86.2%	652
Caribou	0		0		0		0
Cassia	0	0.0%	1	5.6%	17	94.4%	18
Clark	0		0		0		0
Clearwater	0	0.0%	0	0.0%	1	100.0%	1
Custer	1	100.0%	0	0.0%	0	0.0%	1
Elmore	11	68.8%	0	0.0%	5	31.3%	16
Franklin	2	11.1%	0	0.0%	16	88.9%	18
Fremont	0	0.0%	0	0.0%	27	100.0%	27

 Table 4. Offenses on school grounds by location type and county, 2023.

County	Sch	ool/College	Colle	ge/University	Elemen	tary/Secondar	y Total
Gem	10	31.3%	1	3.1%	21	65.6%	32
Gooding	0	0.0%	0	0.0%	29	100.0%	29
Idaho	4	80.0%	0	0.0%	1	20.0%	5
Jefferson	0	0.0%	0	0.0%	26	100.0%	26
Jerome	0	0.0%	1	2.3%	43	97.7%	44
Kootenai	75	25.0%	22	7.3%	203	67.7%	300
Latah	16	18.4%	25	28.7%	46	52.9%	87
Lemhi	1	100.0%	0	0.0%	0	0.0%	1
Lewis	0	0.0%	0	0.0%	5	100.0%	5
Lincoln	0	0.0%	1	11.1%	8	88.9%	9
Madison	0	0.0%	0	0.0%	4	100.0%	4
Minidoka	0	0.0%	0	0.0%	20	100.0%	20
Nez Perce	20	32.8%	7	11.5%	34	55.7%	61
Oneida	0	0.0%	0	0.0%	6	100.0%	6
Owyhee	2	66.7%	0	0.0%	1	33.3%	3
Payette	0		0		0		0
Power	0	0.0%	0	0.0%	13	100.0%	13
Shoshone	12	100.0%	0	0.0%	0	0.0%	12
Teton	7	100.0%	0	0.0%	0	0.0%	7
Twin Falls	21	10.9%	16	8.3%	155	80.7%	192
Valley	9	52.9%	2	11.8%	6	35.3%	17
Washington	0	0.0%	3	33.3%	6	66.7%	9

 Table 4 (continued). Offenses on school grounds by location type and county, 2023.

County	On-	Campus	Of	f-Campus	Total
Ada	7,945	2.6%	295,789	97.4%	303,734
Adams	24	1.0%	2,437	99.0%	2,461
Bannock	2,482	3.0%	79,423	97.0%	81,905
Bear Lake	80	2.6%	2,971	97.4%	3,051
Benewah	113	1.7%	6,669	98.3%	6,782
Bingham	1,052	3.7%	27,668	96.3%	28,720
Blaine	168	1.8%	9,032	98.2%	9,200
Boise	99	2.4%	3,993	97.6%	4,092
Bonner	511	1.7%	29,887	98.3%	30,398
Bonneville	1,944	2.2%	85,770	97.8%	87,714
Boundary	129	2.8%	4,534	97.2%	4,663
Butte	3	0.5%	633	99.5%	636
Camas	3	1.6%	189	98.4%	192
Canyon	4,323	2.7%	152,991	97.3%	157,314
Caribou	33	0.9%	3,537	99.1%	3,570
Cassia	308	2.3%	12,967	97.7%	13,275
Clark	9	1.2%	734	98.8%	743
Clearwater	77	1.8%	4,177	98.2%	4,254
Custer	13	1.1%	1,217	98.9%	1,230
Elmore	337	2.1%	15,808	97.9%	16,145
Franklin	100	2.9%	3,390	97.1%	3,490
Fremont	191	3.0%	6,111	97.0%	6,302

Table 5. Percentage of total offenses committed on school grounds, 2013 – 2023.

County	On-	Campus	Of	f-Campus	Total
Gem	208	2.3%	8,993	97.7%	9,201
Gooding	167	2.8%	5,744	97.2%	5,911
Idaho	53	0.8%	6,617	99.2%	6,670
Jefferson	205	2.9%	6,983	97.1%	7,188
Jerome	299	1.8%	15,877	98.2%	16,176
Kootenai	2,070	1.5%	135,248	98.5%	137,318
Latah	905	4.4%	19,719	95.6%	20,624
Lemhi	22	1.1%	1,909	98.9%	1,931
Lewis	37	2.3%	1,551	97.7%	1,588
Lincoln	45	2.2%	2,021	97.8%	2,066
Madison	199	1.9%	10,278	98.1%	10,477
Minidoka	349	3.0%	11,345	97.0%	11,694
Nez Perce	767	1.8%	41,493	98.2%	42,260
Oneida	35	2.3%	1,474	97.7%	1,509
Owyhee	86	1.4%	5,940	98.6%	6,026
Payette	41	0.2%	21,527	99.8%	21,568
Power	123	2.6%	4,695	97.4%	4,818
Shoshone	116	1.0%	11,628	99.0%	11,744
Teton	54	1.4%	3,784	98.6%	3,838
Twin Falls	2,007	3.1%	62,693	96.9%	64,700
Valley	121	1.3%	9,129	98.7%	9,250
Washington	57	1.0%	5,582	99.0%	5,639
Statewide	27,910	2.4%	1,144,157	97.6%	1,172,067

Table 5 (continued). Percentage of total offenses committed on school grounds, 2013 – 2023.

County	Elementary/Secondary		All Ot	All Other Locations	
Ada	682	2.8%	23,690	97.2%	24,372
Adams	5	1.8%	276	98.2%	281
Bannock	219	2.9%	7,316	97.1%	7,535
Bear Lake	0	0.0%	163	100.0%	163
Benewah	8	1.9%	407	98.1%	415
Bingham	47	2.0%	2,330	98.0%	2,377
Blaine	23	2.1%	1,094	97.9%	1,117
Boise	1	0.3%	360	99.7%	361
Bonner	3	0.1%	2,627	99.9%	2,630
Bonneville	60	0.8%	7,523	99.2%	7,583
Boundary	14	3.1%	435	96.9%	449
Butte	0	0.0%	67	100.0%	67
Camas	0	0.0%	2	100.0%	2
Canyon	562	4.3%	12,622	95.7%	13,184
Caribou	0	0.0%	58	100.0%	58
Cassia	17	2.8%	592	97.2%	609
Clark	0	0.0%	8	100.0%	8
Clearwater	1	1.2%	84	98.8%	85
Custer	0	0.0%	148	100.0%	148
Elmore	5	0.5%	1,022	99.5%	1,027
Franklin	16	5.8%	261	94.2%	277
Fremont	27	4.3%	594	95.7%	621

Table 6. Percentage of total offenses committed on elementary/secondary school grounds, 2023.

County	Element	ary/Secondary	All Ot	her Locations	Total
Gem	21	2.4%	852	97.6%	873
Gooding	29	4.8%	578	95.2%	607
Idaho	1	0.2%	635	99.8%	636
Jefferson	26	3.9%	635	96.1%	661
Jerome	43	3.0%	1,369	97.0%	1,412
Kootenai	203	1.7%	11,465	98.3%	11,668
Latah	46	2.8%	1,569	97.2%	1,615
Lemhi	0	0.0%	94	100.0%	94
Lewis	5	4.5%	107	95.5%	112
Lincoln	8	3.1%	250	96.9%	258
Madison	4	0.5%	743	99.5%	747
Minidoka	20	2.2%	888	97.8%	908
Nez Perce	34	1.0%	3,409	99.0%	3,443
Oneida	6	4.0%	145	96.0%	151
Owyhee	1	0.3%	352	99.7%	353
Payette	0	0.0%	2,022	100.0%	2,022
Power	13	2.8%	453	97.2%	466
Shoshone	0	0.0%	1,113	100.0%	1,113
Teton	0	0.0%	425	100.0%	425
Twin Falls	155	2.9%	5,212	97.1%	5,367
Valley	6	0.8%	717	99.2%	723
Washington	6	1.1%	534	98.9%	540
Statewide	2,317	2.4%	95,246	97.6%	97,563

 Table 6 (continued). Percentage of total offenses committed on elementary/secondary school grounds, 2023.

Offense	Number	Percent of Total
Simple Assault	740	24.3%
Drug/Narcotic Violations	720	23.7%
Drug Equipment Violations	465	15.3%
Destruction/Damage/Vandalism of Property	214	7.0%
Weapon Law Violations	213	7.0%
All Other Larceny	154	5.1%
Intimidation	120	3.9%
Theft from Building	98	3.2%
Aggravated Assault	66	2.2%
Pornography/Obscene Material	40	1.3%
Burglary/Breaking & Entering	36	1.2%
Fondling	35	1.2%
Shoplifting	17	0.6%
Rape	15	0.5%
Theft of Motor Vehicle Parts or Accessories	15	0.5%
Theft From Motor Vehicle	14	0.5%
Motor Vehicle Theft	14	0.5%
Credit Card/Automated Teller Machine Fraud	13	0.4%
False Pretenses/Swindle/Confidence Game	11	0.4%
Sexual Assault with an Object	8	0.3%
Stolen Property Offenses	6	0.2%
Arson	5	0.2%
Robbery	4	0.1%
Kidnapping/Abduction	3	0.1%
Counterfeiting/Forgery	3	0.1%
Sodomy	2	0.1%
Pocket-picking	2	0.1%
Purse-snatching	2	0.1%
Impersonation	2	0.1%
Theft From Coin-Operated Machine or Device	1	0.0%
Identity Theft	1	0.0%
Statutory Rape	1	0.0%
All Offenses on School Grounds	3,040	100.0%

Table 7. Types of offenses committed on school grounds, 2023.

Offense	On-Campus		Of	Off-Campus	
Theft From Coin-Operated Machine or Device	1	100.0%	0	0.0%	1
Impersonation	1	100.0%	0	0.0%	1
Weapon Law Violations	191	65.6%	100	34.4%	291
Intimidation	102	56.7%	78	43.3%	180
Drug/Narcotic Violations	659	48.0%	713	52.0%	1,372
Drug Equipment Violations	419	40.0%	628	60.0%	1,047
Theft from Building	44	39.3%	68	60.7%	112
Simple Assault	641	37.5%	1,068	62.5%	1,709
Pocket-picking	1	33.3%	2	66.7%	3
Theft of Motor Vehicle Parts or Accessories	4	28.6%	10	71.4%	14
Pornography/Obscene Material	29	25.0%	87	75.0%	116
Aggravated Assault	61	21.9%	218	78.1%	279
Credit Card/Automated Teller Machine Fraud	12	21.1%	45	78.9%	57
All Other Larceny	56	20.4%	219	79.6%	275
Counterfeiting/Forgery	1	16.7%	5	83.3%	6
Sexual Assault with an Object	6	14.6%	35	85.4%	41
Destruction/Damage/Vandalism of Property	100	14.6%	585	85.4%	685
Kidnapping/Abduction	1	14.3%	6	85.7%	7
Fondling	29	14.2%	175	85.8%	204
False Pretenses/Swindle/Confidence Game	5	10.9%	41	89.1%	46
Arson	3	10.0%	27	90.0%	30

 Table 8. Percentage of juvenile offenses committed on school grounds by crime type, 2023.

Offense	0	n-Campus	0	ff-Campus	Total
Robbery	2	8.3%	22	91.7%	24
Stolen Property Offenses	4	7.4%	50	92.6%	54
Burglary/Breaking & Entering	11	6.5%	159	93.5%	170
Rape	4	5.2%	73	94.8%	77
Motor Vehicle Theft	6	3.5%	166	96.5%	172
Shoplifting	15	3.0%	486	97.0%	501
Sodomy	1	2.6%	37	97.4%	38
Theft From Motor Vehicle	1	0.7%	137	99.3%	138
Embezzlement	0	0.0%	15	100.0%	15
Wire Fraud	0	0.0%	8	100.0%	8
Animal Cruelty	0	0.0%	7	100.0%	7
Statutory Rape	0	0.0%	5	100.0%	5
Negligent Manslaughter	0	0.0%	3	100.0%	3
Purse-snatching	0	0.0%	3	100.0%	3
Identity Theft	0	0.0%	3	100.0%	3
Incest	0	0.0%	3	100.0%	3
Prostitution	0	0.0%	3	100.0%	3
Purchasing Prostitution	0	0.0%	3	100.0%	3
Hacking/Computer Invasion	0	0.0%	2	100.0%	2
Extortion/Blackmail	0	0.0%	2	100.0%	2
Murder and Nonnegligent Manslaughter	0	0.0%	1	100.0%	1
All Juvenile Offenses	2,410	31.3%	5,298	68.7%	7,708

 Table 8 (continued). Percentage of juvenile offenses committed on school grounds by crime type, 2023.

Year	Juveni	ile Offenders	Adu	lt Offenders	Total
2013	1,861	82.7%	389	17.3%	2,250
2014	1,671	82.1%	365	17.9%	2,036
2015	1,613	82.5%	342	17.5%	1,955
2016	1,612	81.0%	379	19.0%	1,991
2017	1,846	84.1%	348	15.9%	2,194
2018	1,907	84.7%	344	15.3%	2,251
2019	1,959	85.6%	330	14.4%	2,289
2020	933	83.5%	184	16.5%	1,117
2021	1,718	88.6%	222	11.4%	1,940
2022	2,370	90.3%	256	9.7%	2,626
2023	2,446	89.8%	279	10.2%	2,725

Table 9. Percentage of offenders on school grounds who are juveniles, 2013 – 2023.

Table 10. Sex of juvenile offenders on school grounds, 2013 – 2023.

Year		Male		Female	Total
2013	1,399	75.2%	458	24.6%	1,861
2014	1,230	73.6%	433	25.9%	1,671
2015	1,216	75.4%	390	24.2%	1,613
2016	1,231	76.4%	378	23.4%	1,612
2017	1,367	74.1%	478	25.9%	1,846
2018	1,406	73.7%	498	26.1%	1,907
2019	1,430	73.0%	528	27.0%	1,959
2020	656	70.3%	277	29.7%	933
2021	1,196	69.6%	521	30.3%	1,718
2022	1,647	69.5%	720	30.4%	2,370
2023	1,623	66.4%	819	33.5%	2,446

APPENDIX C – SURVEY DATA TABLES

Table 11. Frequency of SRO tasks, as reported by SROs.

Survey question: Please indicate how often you typically participate in the following duties as an SRO.

		Several times p			A few times per	
Task	Daily	week	Weekly	Monthly	school year	Never
Address conflict among students or students and staff	15.2%	10.9%	22.8%	22.8%	19.6%	5.4%
Address delinquency (illegal acts at school)	16.3%	22.8%	22.8%	22.8%	13.0%	0.0%
Assist with crimes involving youth that occur outside of school	2.2%	8.7%	44.6%	44.6%	26.1%	2.2%
Attend after school events as an SRO (e.g., sports, dances, plays, concerts, etc.)	0.0%	7.6%	32.6%	32.6%	39.1%	1.1%
Collaborate with community agencies to help a student obtain services/resources	2.2%	3.3%	22.8%	22.8%	51.1%	8.7%
Communicate with parents about student behavior or misbehavior	5.4%	8.7%	20.7%	20.7%	27.2%	0.0%
Counseling/mentoring students	28.3%	18.5%	13.0%	13.0%	10.9%	0.0%
Enforcement of student Code of Conduct (school rules)	14.1%	9.8%	9.8%	9.8%	30.4%	25.0%
Investigate or identify cases of child abuse or neglect	2.2%	4.3%	31.5%	31.5%	51.1%	2.2%
Monitor student areas or school grounds	66.3%	14.1%	2.2%	2.2%	4.3%	1.1%
Refer youths or parents to community resources	2.2%	8.7%	34.8%	34.8%	31.5%	6.5%
School safety drills	0.0%	2.2%	37.0%	37.0%	56.5%	4.3%
Searches of lockers or students	1.1%	4.3%	12.0%	12.0%	43.5%	26.1%
Teach/student education	0.0%	3.3%	17.4%	17.4%	57.6%	18.5%
Train/educate school staff	0.0%	1.1%	16.3%	16.3%	68.5%	12.0%
Truancy or attendance enforcement	2.2%	2.2%	29.3%	29.3%	42.4%	17.4%

Table 12. Perception of ideal frequency of SRO tasks, as indicated by school administrators.

Survey question: In your opinion, how frequently should an SRO perform the following duties in school?

	Several times per A few times per					
Task	Daily	week	Weekly	Monthly	school year	Never
Address conflict among students or students and staff	10.2%	7.1%	15.8%	9.2%	38.8%	17.3%
Address delinquency (illegal acts at school)	36.1%	9.3%	21.6%	10.3%	20.6%	0.0%
Assist with crimes involving youth that occur outside of school	14.6%	4.2%	16.1%	22.9%	36.5%	4.2%
Attend after school events as an SRO (e.g., sports, dances, plays, concerts, etc.)	4.1%	11.2%	26.0%	20.4%	33.7%	2.0%
Collaborate with community agencies to help a student obtain services/resources	8.2%	2.0%	23.2%	36.7%	25.5%	2.0%
Communicate with parents about student behavior or misbehavior	6.1%	5.1%	13.9%	12.2%	39.8%	21.4%
Counseling/mentoring students	26.5%	10.2%	24.1%	15.3%	19.4%	2.0%
Enforcement of student Code of Conduct (school rules)	18.2%	5.1%	6.4%	8.1%	34.3%	27.3%
Investigate or identify cases of child abuse or neglect	12.4%	5.2%	9.4%	24.7%	42.3%	5.2%
Monitor student areas or school grounds	69.7%	9.1%	8.3%	2.0%	8.1%	2.0%
Refer youths or parents to community resources	10.1%	11.1%	15.6%	34.3%	24.2%	3.0%
School safety drills	0.0%	1.0%	5.5%	59.0%	33.0%	1.0%
Searches of lockers or students	3.2%	2.1%	5.8%	21.3%	51.1%	16.0%
Teach/student education	12.2%	6.1%	14.8%	34.7%	26.5%	4.1%
Train/educate school staff	4.1%	1.0%	4.6%	31.6%	57.1%	1.0%
Truancy or attendance enforcement	14.3%	7.1%	18.6%	29.6%	19.4%	9.2%

Table 13. Perception of ideal frequency of SRO tasks, as indicated by school board members.

Survey question: In your opinion, how frequently should an SRO perform the following duties in school?

		Several times pe	er	A few times per		
Task	Daily	week	Weekly	Monthly	school year	Never
Address conflict among students or students and staff	21.7%	10.9%	15.2%	15.2%	23.9%	13.0%
Address delinquency (illegal acts at school)	30.4%	6.5%	13.0%	21.7%	23.9%	4.3%
Assist with crimes involving youth that occur outside of school	15.6%	6.7%	13.3%	24.4%	24.4%	15.6%
Attend after school events as an SRO (e.g., sports, dances, plays, concerts, etc.)	6.5%	10.9%	28.3%	17.4%	0.0%	37.0%
Collaborate with community agencies to help a student obtain services/resources	17.4%	13.0%	17.4%	28.3%	13.0%	10.9%
Communicate with parents about student behavior or misbehavior	13.3%	11.1%	15.6%	6.7%	31.1%	22.2%
Counseling/mentoring students	22.2%	28.9%	11.1%	17.8%	17.8%	2.2%
Enforcement of student Code of Conduct (school rules)	17.4%	4.3%	15.2%	10.9%	23.9%	28.3%
Investigate or identify cases of child abuse or neglect	23.9%	10.9%	19.6%	15.2%	19.6%	10.9%
Monitor student areas or school grounds	58.7%	13.0%	10.9%	6.5%	6.5%	4.3%
Refer youths or parents to community resources	17.4%	13.0%	19.6%	28.3%	17.4%	4.3%
School safety drills	0.0%	0.0%	2.2%	33.3%	60.0%	4.4%
Searches of lockers or students	0.0%	4.3%	13.0%	26.1%	39.1%	17.4%
Teach/student education	11.1%	0.0%	13.3%	28.9%	33.3%	13.3%
Train/educate school staff	2.1%	0.0%	6.4%	42.6%	46.8%	2.1%
Truancy or attendance enforcement	10.9%	2.2%	28.3%	13.0%	19.6%	26.1%

Table 14. SROs' ratings of school-related concerns.

Survey question: Please rate the following school-related concerns based on their prevalence in your school(s).

		Somewhat of a		
ltem	Major Problem	Problem	Not a Problem	Don't Know
Social Media	71.4%	25.0%	2.4%	1.2%
Smoking/Vaping Violations	70.6%	24.7%	4.7%	0.0%
Bullying/Cyberbullying	42.4%	51.8%	5.9%	0.0%
Threats/Indimidation	23.5%	65.9%	10.6%	0.0%
Drug Use	21.2%	67.1%	11.8%	0.0%
Drug Dealing	10.6%	60.0%	29.4%	0.0%
Vandalism	7.1%	63.5%	28.2%	1.2%
Assaults among Students	7.1%	62.4%	30.6%	0.0%
Alcohol Use	8.3%	60.7%	31.0%	0.0%
Sexual Harassment	4.7%	57.6%	36.5%	1.2%
Graffiti	5.9%	43.5%	50.6%	0.0%
Weapons	2.4%	45.9%	51.8%	0.0%
Chewing Tobacco/Nicotine Pouch Violations	8.2%	36.5%	51.8%	3.5%
Gangs	3.5%	36.5%	60.0%	0.0%
Cultural Conflict	2.4%	36.5%	61.2%	0.0%
Loitering	4.7%	21.2%	74.1%	0.0%
Assaults with Weapons	1.2%	20.0%	78.8%	0.0%
Assaults Against Teachers	0.0%	20.0%	80.0%	0.0%

Table 15. School administrators' ratings of school-related concerns.

Survey question: Please rate the following school-related concerns based on their prevalence in your school.

		Somewhat of a		
Item	Major Problem	Problem	Not a Problem	Don't Know
Truancy	45.9%	49.0%	4.1%	1.0%
Bullying	6.2%	79.4%	13.4%	1.0%
Disorderly Conduct	7.1%	70.4%	21.4%	1.0%
Assaults	3.1%	56.7%	39.2%	1.0%
Drugs	9.2%	45.9%	43.9%	1.0%
Thefts	1.0%	50.0%	45.9%	3.1%
Vandalism	2.0%	49.0%	46.9%	2.0%
Alcohol	1.0%	36.7%	60.2%	2.0%
Threats	0.0%	30.6%	67.3%	2.0%
Weapons	2.0%	25.5%	69.4%	3.1%
Gang Activity	1.0%	9.2%	84.7%	5.1%
<i>n</i> = 98				

Table 16. School board members' ratings of school-related concerns.

Survey question: Please rate the following school-related concerns based on their prevalence in your school district.

Somewhat of a						
Item	Major Problem	Problem	Not a Problem	Don't Know		
Bullying	11.1%	68.3%	15.9%	4.8%		
Truancy	27.0%	50.8%	19.0%	3.2%		
Disorderly Conduct	13.1%	54.1%	24.6%	8.2%		
Drugs	6.3%	60.3%	20.6%	12.7%		
Alcohol	0.0%	42.9%	49.2%	7.9%		
Assaults	6.6%	31.1%	52.5%	9.8%		
Thefts	0.0%	27.0%	42.9%	30.2%		
Weapons	0.0%	24.2%	58.1%	17.7%		
Threats	0.0%	22.6%	62.9%	14.5%		
Vandalism	1.6%	19.4%	62.9%	16.1%		
Gang Activity	1.6%	3.2%	83.9%	11.3%		
<i>n</i> = 63						

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Table 17. SROs' perception of their own impact on school-related concerns.

Survey question: In your experience, how has your presence as an SRO influenced the frequency of the following offenses at your school(s)?

	Significantly			Significantly	
ltem	Decreased	Decreased	Increased	Increased	No Influence
Physical fights/assaults	20.2%	53.6%	2.4%	0.0%	23.8%
Disruptive or disorderly conduct	13.3%	60.2%	1.2%	0.0%	25.3%
Alcohol-related violations	17.9%	53.6%	0.0%	0.0%	28.6%
Drug-related violations	14.3%	56.0%	3.6%	0.0%	26.2%
Threats against the school	15.7%	50.6%	3.6%	0.0%	30.1%
Thefts	10.8%	53.0%	1.2%	0.0%	34.9%
Vandalism	12.0%	50.6%	0.0%	0.0%	37.3%
Tobacco or e-cigarette violations	11.9%	48.8%	4.8%	0.0%	34.5%
Weapons related violations	14.5%	43.4%	1.2%	0.0%	41.0%
Bullying/harassment	8.3%	45.2%	0.0%	0.0%	46.4%
Gang activity	10.8%	25.3%	1.2%	0.0%	62.7%
Attendance issues/truancy	3.6%	19.0%	2.4%	0.0%	75.0%

Table 18. School administrators' perception of SRO impact on school-related concerns.

Survey question: In your opinion, how has your presence of an SRO influenced the frequency of the following offenses at your school?

	Significantly			Significantly		
ltem	Decreased	Decreased	Increased	Increased	No Influence	Don't Know
Drug-related violations	9.1%	57.6%	0.0%	0.0%	25.8%	7.6%
Physical fights/assaults	14.5%	50.7%	1.4%	0.0%	24.6%	8.7%
Disruptive or disorderly conduct	11.3%	49.3%	0.0%	0.0%	32.4%	7.0%
Bullying/harassment	7.2%	49.3%	0.0%	0.0%	37.7%	5.8%
Alcohol-related violations	9.1%	40.9%	0.0%	0.0%	40.9%	9.1%
Vandalism	7.5%	41.8%	3.0%	0.0%	38.8%	9.0%
Thefts	5.9%	39.7%	0.0%	0.0%	39.7%	14.7%
Weapons related violations	9.0%	34.3%	0.0%	0.0%	43.3%	13.4%
Threats against the school	5.9%	27.9%	1.5%	0.0%	50.0%	14.7%
Gang activity	7.5%	23.9%	0.0%	0.0%	46.3%	22.4%
Attendance issues/truancy	1.4%	29.0%	1.4%	0.0%	60.9%	7.2%
C7						

Table 19. School board members' perception of SRO impact on school-related concerns.

Survey question: In your opinion, how has your presence of an SRO influenced the frequency of the following offenses in your district?

	Significantly			Significantly		
Item	Decreased	Decreased	Increased	Increased	No Influence	Don't Know
Physical fights/assaults	17.4%	43.5%	4.3%	4.3%	13.0%	17.4%
Drug-related violations	8.7%	52.2%	8.7%	0.0%	8.7%	21.7%
Alcohol-related violations	8.7%	43.5%	0.0%	0.0%	26.1%	21.7%
Disruptive or disorderly conduct	9.1%	40.9%	4.5%	0.0%	22.7%	22.7%
Bullying/harassment	4.5%	45.5%	4.5%	0.0%	27.3%	18.2%
Thefts	4.5%	40.9%	4.5%	0.0%	18.2%	31.8%
Weapons related violations	18.2%	27.3%	0.0%	4.5%	18.2%	31.8%
Threats against the school	18.2%	27.3%	4.5%	0.0%	22.7%	27.3%
Vandalism	9.1%	31.8%	4.5%	0.0%	18.2%	36.4%
Gang activity	9.1%	22.7%	0.0%	0.0%	36.4%	31.8%
Attendance issues/truancy	4.5%	9.1%	0.0%	0.0%	63.6%	22.7%
<i>n</i> = 22						

Table 20. School administrators' perception of SRO impact on school climate.

Survey question: Please rate your level of agreement with the following statements.

ltem	Strongly Agree	Agree	Disagree	Strongly Disagree	Neither Agree nor Disagree
The SRO position helps improve school safety.	81.8%	15.2%	0.0%	0.0%	3.0%
The SRO position helps prevent and/or reduce crime in schools.	65.7%	26.3%	1.0%	0.0%	7.1%
The SRO position helps build or improve relationships between law enforcement and youth.	79.8%	19.2%	0.0%	0.0%	1.0%
The SRO position results in more youth entering the juvenile justice system.	4.0%	5.1%	42.4%	33.3%	15.2%

Table 21. School board members' perception of SRO impact on school climate.

Survey question: Please rate your level of agreement with the following statements.



Table 22. Factors in SRO's decisions regarding when to use formal sanctions.

Survey question: Please rate each of the following factors based on their importance in your decision to use formal sanctions (e.g., petition, arrest).

ltem	Very Important	Moderately Important	Not Important
Item	very important	Iniportant	Not important
Applicable laws, rules, and regulations	88.2%	8.8%	0.0%
Severity of the alleged misbehavior	87.1%	9.6%	0.0%
Quality of evidence	68.2%	22.8%	1.2%
The student's history of misbehavior	41.2%	42.1%	2.4%
Expectations of whether the student will continue to misbehave	49.4%	32.5%	7.1%
The student's attitude when approached about the alleged misbehavior	37.6%	38.6%	10.6%
The wishes of school administrators	17.6%	57.0%	5.9%
The potential consequences of the student's involvement in the juvenile justice system	28.2%	42.1%	15.3%
The wishes of teachers	5.9%	50.0%	27.1%
The need to ensure the student is punished for misbehavior	11.8%	37.7%	37.6%
Perception of how the child's parent(s) will respond to the misbehavior	17.6%	24.6%	49.4%



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