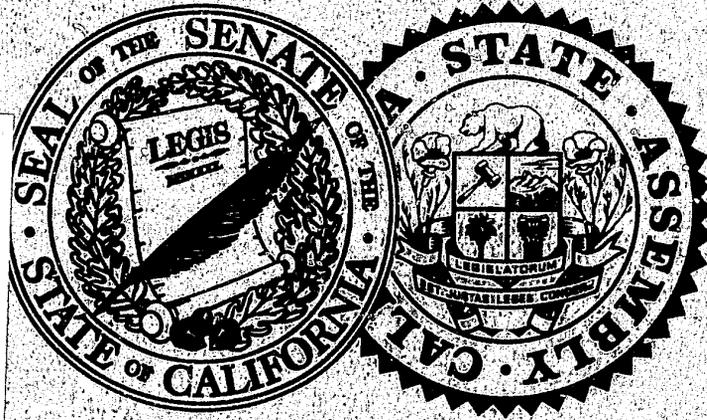


JOINT COMMITTEE
ON
REVISION OF THE PENAL CODE

HEARINGS
ON
SCHOOL VIOLENCE AND VANDALISM



48350

VOLUME I
THURSDAY, DECEMBER 8, 1977
455 GOLDEN GATE AVENUE
SAN FRANCISCO, CALIFORNIA

DAVID A. ROBERTI
CHAIRMAN

KENNETH L. MADDY
VICE CHAIRMAN

MEMBERS OF THE ASSEMBLY

RONALD CORDOVA
JULIAN C. DIXON
JOHN T. KNOX
MEL LEVINE

SENATORS

JOHN F. DUNLAP
JOHN A. NEJEDLY
ADAM ROBBINS

Edward R. Conen, Project Director
Ray LeBov, Staff Attorney

VICE CHAIRMAN
KENNETH L. MADDY

SENATORS
JOHN F. DUNLAP
JOHN A. NEJEDLY
ALAN ROBBINS

MEMBERS OF THE ASSEMBLY
RONALD CORDOVA
JULIAN C. DIXON
JOHN T. KNOX
MEL LEVINE

PROJECT DIRECTOR
EDWARD R. COHEN

STAFF ATTORNEY
RAY LE BOV

California Legislature

JOINT COMMITTEE FOR REVISION OF THE PENAL CODE

1116 NINTH ST., RM. 157
SACRAMENTO, CALIFORNIA 95814
(916) 322-3519

DAVID A. ROBERTI
CHAIRMAN

Hearings on
SCHOOL VIOLENCE AND VANDALISM

Thursday, December 8, 1977

455 Golden Gate Avenue
San Francisco, California

and

Thursday, December 15, 1977

Room 1122, State Building
107 South Broadway
Los Angeles, California

NCJRS

JUN 1 1978

ACQUISITIONS

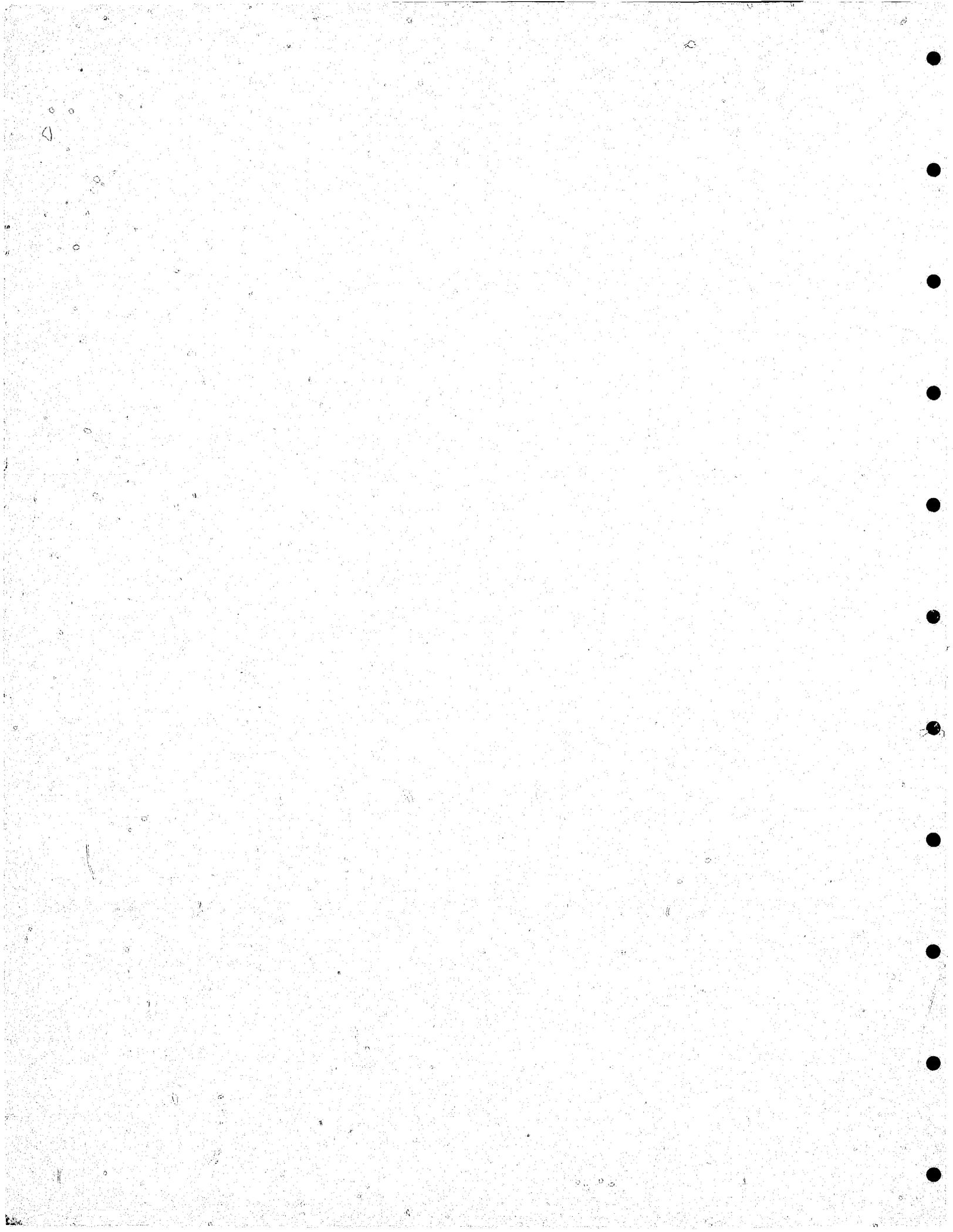
This volume contains the transcript of the San Francisco hearing

INTRODUCTION TO AND
SUMMARY OF HEARINGS

SCHOOL VIOLENCE AND VANDALISM

SAN FRANCISCO, CA - DECEMBER 8, 1977

LOS ANGELES, CA - DECEMBER 15, 1977



In recent years, increasing attention has been focused nationally on the problems of school violence and vandalism. The precise extent of school crime is not known but there is general agreement that it is intolerably high. Precious educational monies are being drained in an effort to combat violence and vandalism. But the costs are not merely financial; violence and vandalism and the fear they engender have a deleterious effect on teacher and student morale and destroy a proper learning environment.

After receiving expressions of concern from school administrators, teachers, parents and students about the gravity of school crime, Chairman David Roberti scheduled the Joint Committee to conduct hearings in San Francisco and Los Angeles, in December, 1977. The Committee solicited and received testimony on the nature and extent of school crime, and on programs for combating school crime.

Most of the witnesses agreed on two central points: that school crime is a very serious problem and that because of the inadequacy of the available data, we do not know its true nature and extent.

A number of witnesses stressed the importance of obtaining better information, pointing out that such information is essential if successful responses are to be found.

Current practices and methods for securing data were severely criticized for their lack of reliability. Local record-keeping practices must be upgraded, a more uniform system of reporting must be adopted and there should be more cooperation between law enforcement and educational personnel

in order to provide us with specific useful information concerning school crime.

Current information sources are mostly simple percentage increase studies intended to show the public the seriousness of the problem and are both unreliable and of very limited utility.

It was suggested, for example, that it is necessary to determine how many offenders there are:

Incident counts or count comparisons... do not tell us anything about the number of offenders involved.

...(w)hether acts of vandalism in the school district are the result of a small cohesive group, or a larger more amorphous group, is extremely important to dictating whether a broad-based or more targeted prevention effort is appropriate.

...Also, more knowledge of modus operandi... regarding similarity between incidents could help provide helpful hints to answer this question.

(Another important question is), where do potential vandals live in relation to target schools?

...There are obvious implications to prevention here since the potential offender who neither attends school nor lives in the immediate neighborhood of the school can be neither reached or affected by local community prevention efforts. Again, better information could help design and mold the scope, type, and responsibility for the prevention effort. (Testimony of Thomas Halatyn, Los Angeles hearing.)

Additional research funds are needed to insure proper descriptive study of the extent and nature of school crime.

Enhanced research would assist the establishment of prevention and intervention programs.

The Committee did receive some general statistics on the extent of school violence and vandalism. Bernard Greenberg, a nationally renowned consultant to school districts, told the Committee that "For the 1975 school year the (Los Angeles Unified School) District reported total (vandalism-related) losses of \$4 million, double that for 1972, with \$3 million being spent for alarms and \$5 million spent for some 300 security personnel, a staggering \$12 million costs related to vandalism and violence in the schools."

Mr. Greenberg also testified that this upward trend in California is in "sharp contrast to recent national findings."

Richard Green, Security Director for the Los Angeles Unified School District testified that during fiscal year 1976-77 the district, its employees and students reported 4500 burglaries, 2200 thefts, 800 assaults, 300 robberies and 134 arsons.

As troubling as these and similar statistics presented to the Committee are, the true situation may be much worse. Witnesses from law enforcement and others agreed that school crime is almost certainly under-reported. A number of reasons were cited including reluctance on the part of some school administrators to admit that their schools had problems.

Violence and vandalism seriously interfere with the learning environment in many schools. Hank Springer, President of the United Teachers of Los Angeles stated that "In all too many instances, the schools of Los Angeles have become armed camps, fortresses...fenced, chained, locked, secured by the third largest police force in Los Angeles County--the school district's police force. Given the siege mentality, little learning or teaching can go on."

The Committee heard vivid descriptions from other witnesses (teachers, students, and administrators) which corroborated Mr. Springer's view. For example, James Williamson, a student at Gardena High School told the Committee that when there is violence

"the teachers and the students are both uptight. And in the classrooms neither one pays attention to what's going on and that's why not too much is learned...And the school uses more security guards and more policeman and that just makes the students and teachers more uptight...(T)he junior high students begin to avoid going to that school entirely because they have a feeling of getting jumped or beaten up once they are in that school."

Dr. Alfred Bloch, a psychiatrist on the clinical faculty of the UCLA Medical School to whom many traumatized teachers are referred for treatment, testified that "teacher after teacher referred to (their school) as the 'combat zone'... (w)hat I was seeing was combat neurosis."

A variety of measures and responses have been tried with some encouraging results. Programs which foster student participation have been particularly successful.

Experience demonstrates that when students feel that they have a stake in what happens at their school that violence and vandalism can be reduced significantly.

Ken Nochimson, Director, and several student participants remarked on Open Road's Student Involvement Program. Some of the program's components include

- student-run communications networks for rumor control.
- student participation in selection of administrators, teachers, and security personnel.
- peer counselling.
- student murals on school walls.

John Kidder, Legislative Representative for the Oakland Unified School District agreed that the participation program has merit particularly in the area of peer discipline: "... (s)ite administrators (and) teachers are having difficulty dealing with problem students... maybe it's time to allow the students an opportunity deal with each other in some kind of student court, student government situation."

Alternative approaches to the use of law enforcement and security personnel have also shown great promise. San Francisco, for example, has hired community people in CETA-funded positions to work as "counsellors on-the-hoof." These counsellors are much better able to relate to the students than are police or the more traditional security personnel and through their presence many potential problems are prevented from occurring.

Some school districts in San Jose use off-duty police officers in non-uniform situations, in counselling and guidance

roles and citizenship programs.

Another San Francisco program was the Citizens Initiative to Protect Children. This program assigned one aide to each senior high school in San Francisco. The aides were able to identify outsiders who did not belong on campus and thus were able to reduce one of the major sources of school crime.

Both of the San Francisco programs demonstrated positive results but need funding to replace the Federal monies that provide their original financing.

San Francisco also employs the "pupil service team concept." Counsellors, teachers and parents can refer students to a prevention-correlated team of a psychiatrist, school psychologist, social worker, learning disability specialist and others.

Thomas Gaffney, Assistant Superintendent of the South San Francisco Unified School District testified about that District's innovative anti-vandalism program which has reduced repair costs from \$40,000 per year prior to 1972 to a current level of less than \$20,000 annually. Mr. Gaffney described the plan as follows:

We took out of the district maintenance budget an amount of money, one dollar per pupil, and it was assigned to each school in a credit. At midyear, the student committees, ... (in each) of the 21 regular schools, could determine how to expend half of the funds, and prior to the close of the year, they could expend the balance of it. Most of the projects that they expended their funds on were basically school beautification projects. ... We saw a turnaround in vandalism....

In the course of the past five years, the schools, through their students, have expended over \$27,000 to beautify their schools. We have saved annually \$20,000 over a five-year period in dollar savings, this is in excess of \$100,000 in vandalism cost savings to our school system. The belief by the PTA people who started this program, by our school administrators, is that the involvement of the students in terms of their pride in their schools helps you maintain a good school and it also assists them in such things as their beautification projects. I was principal of South San Francisco Senior High School for seven years. During that time...the students repainted all of the hallways with their projects. In the seven years I was principal, I never once saw a student mural vandalized by anybody. ...The projects that the students build themselves, or paintings that they put up, tend to stay, they do not tend to be vandalized. As a matter of fact, it really manages to instill a great deal of pride in our schools.

Wilma Wittman, Chairperson of the California Teachers Association's Profession Rights and Responsibilities Committee told the Joint Committee that in 1976 the Orange Unified School District's Board of Education responded to escalating vandalism-related costs by adopting a new prevention policy. The policy was implemented through a multifaceted program: the establishment of district-wide security patrols, creation of a 24-hour central emergency number, installation of new electronic warning devices, development of incentive programs as well as adoption of various approaches to building positive attitudes toward the school community, teaching, and learning. The results so far are most encouraging. All types of vandalism, except

theft, are down significantly. Overall, the number of incidents is down 21% despite reports of theft being up 12%. (NOTE: The increase in theft was attributed to a greater willingness on the part of teachers and principals to report instances than in prior years.)

Many witnesses expressed the view that existing penal legislation was probably sufficient to deal with the problems of school violence and vandalism, but that there were difficulties in enforcement. One of the most commonly stated explanations given was the lack of coherent, sensible organization of existing statutes. The fact that relevant statutes are scattered throughout numerous codes serves to confuse everyone involved: law enforcement, teachers, school administrators and students alike.

A related recommendation favored improving distribution of information concerning existing law. Students should know exactly what their rights and responsibilities are. School authorities, likewise,

...would like to know of legal changes before finding out in the courtroom when a case slides down the drain due to a lack of updated knowledge on the part of campus security.

Programs and policies which would enhance the descriptive study of the extent and nature of school crime were favored as means of providing the data necessary to shaping appropriate responses.

The Committee did receive some recommendations for specific changes in the law:

---The present requirement that only a victim or witness of a misdemeanor can arrest for that misdemeanor should be repealed for cases involving juveniles.*

---penalties for violations of Penal Code Section 594 and 594.5 (vandalism and defacing property) should be increased.

---the state should accept responsibility for losses above an amount relative to the size of each given school district for losses due to vandalism and arson.

---there should be minimum standards of selection and training for school security personnel. This should be accomplished by reclassifying such personnel from Penal Code Section 830.4 to 830.3, thus qualifying them for post-training. School security personnel should have twenty-four hour peace officer status.

---trespass sections should be strengthened to help keep non-students away from the schools.

Penal Code Section 653g (loitering about schools) should be amended to ease problems of proof (presently requires proof of loitering for the purpose of committing a crime.)

---Education Code should be amended to allow any school district to do its own fingerprinting (presently limited to districts with ADA of 50,000 or greater.)

*Lt. Arthur Knopf of the San Jose Police Department pointed out that under present law "either the teacher has to become the arresting party...(or) if there's a child that's a victim of another child, we have a citizen's arrest situation in which a child places another child in custody...(I)t seems...a rather untenable, destructive kind of situation to those relationships we are trying to build up in a school setting."

---legislation mandating restitution as part of sentences for vandalism should be passed.

---assaults on teachers and students in schools should be treated separately from the juvenile justice system. Any such perpetrator should be treated as an adult, regardless of age.

Although the witnesses generally agreed that some "hardening" is necessary to meet immediate security needs, many warned that if school districts follow only a maximum security policy it would not only be enormously expensive but would ultimately fail. The use of additional police and security personnel and surveillance equipment was criticized as being directed toward symptoms and not causes of the problems.

Programs directed only to specific aspects of the problems were also criticized. A specific program without an overview often leads to failure. Again, better information and more cooperation among districts would promote more appropriate intervention and prevention planning.

Interagency cooperation was stressed as a key method of vandalism and violence prevention and crisis intervention. This concept consists of representatives from social service agencies, probation departments and law enforcement operating as a team within schools and the community with an educator as coordinator in order to get services to students more immediately, thereby minimizing bureaucratic delay and buck-passing. The Center for Interagency Studies at Yerba Buena High School in San Jose was cited as an outstanding example of such a cooperative approach.

Jerry Mullins, Director of the Center for Inter-
agency Studies, proposed:

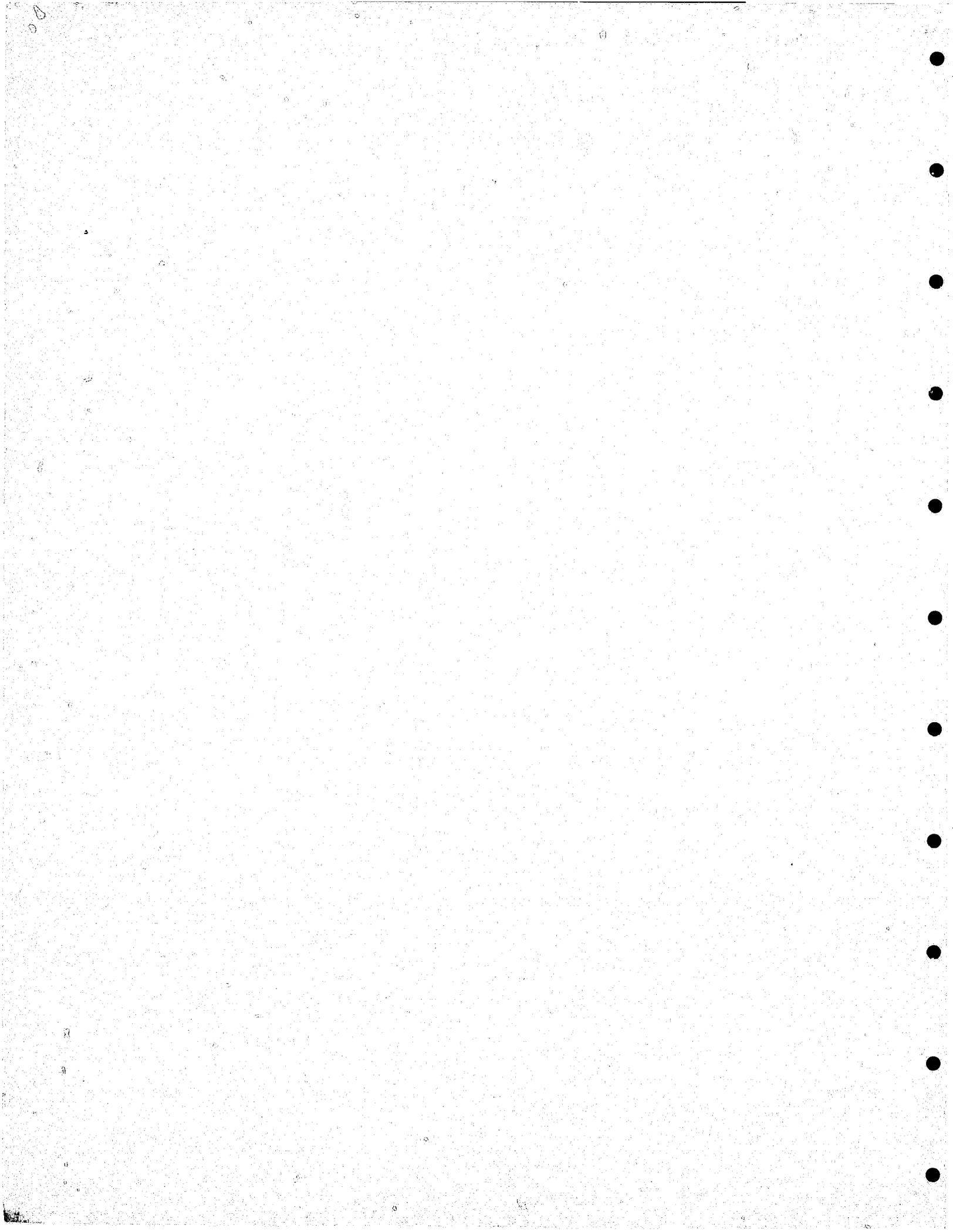
---retraining school administrators
in modern management techniques
with emphasis on team structure
and on school-community relations.

---decentralizing of major community
agencies, possibly housing them in
the schools.

---upgrading of school counselling
programs, professionalizing the
field by increasing counselor
flexibility through a reduction of
student loads.

---establishment of Parent Effective-
ness Training courses in every school
district.

---establishment of a central clearing-
house dissemination and training center
to facilitate the implementation of
these recommendations.



TRANSCRIPT

TABLE OF CONTENTS

<u>WITNESS</u>	<u>PAGE</u>
MR. BERNARD GREENBERG..... Systems and Procedures Consultant to various school districts in area of school vandalism.	2
MR. JULIAN JULIAN..... Teacher, Peterson High School, Sunnyvale	16
MS. GLENNA VIOLETTE..... Teacher, Menlo Atherton High School, Atherton	23
MR. KEN NOCHIMSON..... Project Director, Open Road Student Involvement Program	32
MR. DARRYL ADAMS..... Concerned Students Organization, Fremont High School, Oakland	35
MISS DIANE HERNANDEZ..... Concerned Students Organization, Gardena High School, Los Angeles	39
DR. JOHN J. GRIMES..... Acting Assistant Principal, McAteer High School, San Francisco	41
MR. JOHN KIDDER..... Legislative Representative, Oakland Unified School District	49
LT. ARTHUR KNOPF..... San Jose Police Department, representing California State Juvenile Officers and California Peace Officers Association	56
DR. ARTHUR PEARL..... Office of Juvenile Justice and Delinquency Prevention Schools Initiative Evaluation Project, Social Action Research Center; Professor of Education at University of Santa Cruz	65
MR. MIKE MATHIAS, Executive Director..... Children's Advocacy Center, Oakland	78

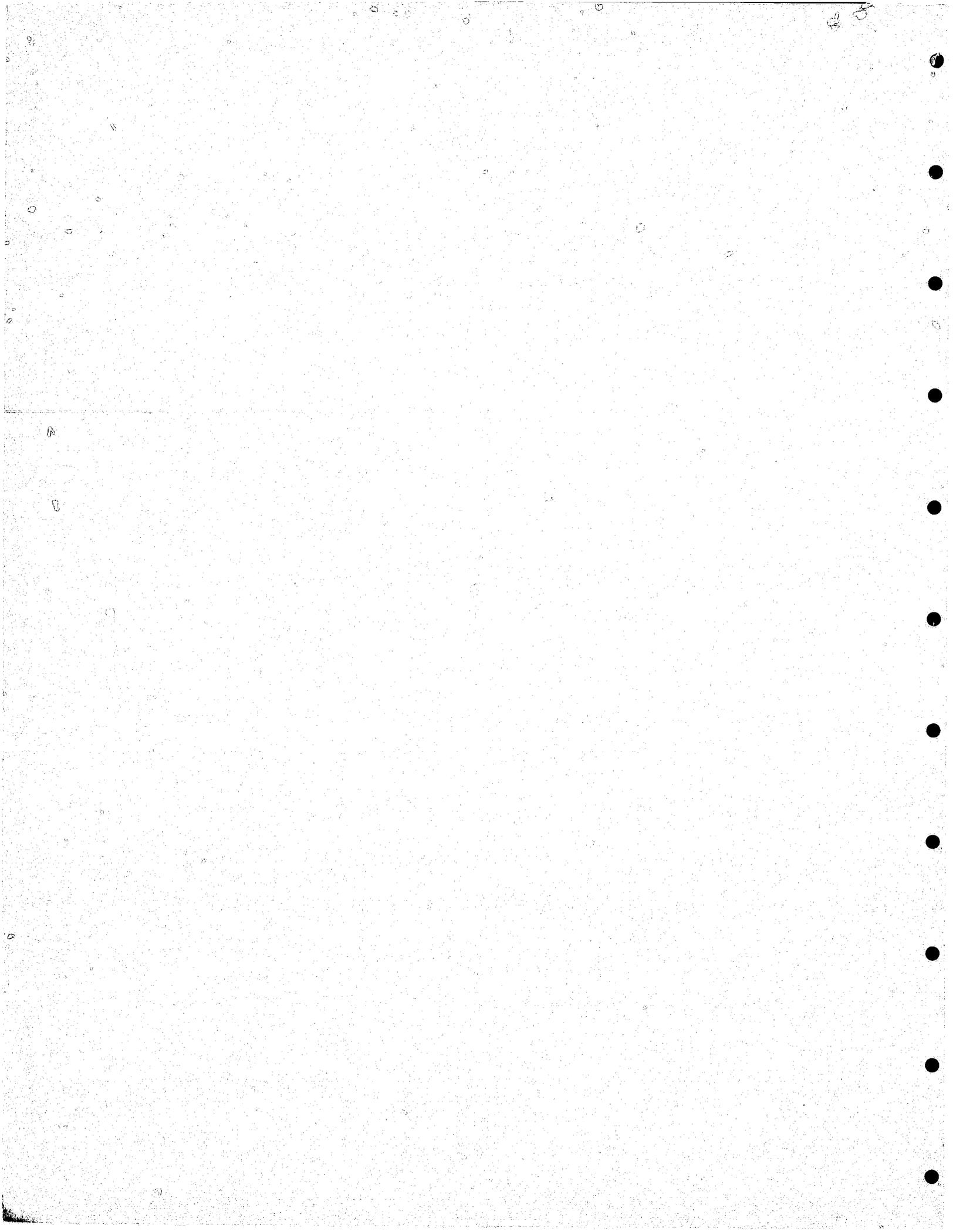
TABLE OF CONTENTS

(continued)

<u>WITNESS</u>	<u>PAGE</u>
MS. IOLA WILLIAMS..... California School Boards Association	83
MR. JERRY MULLINS..... Director of Center for Interagency Studies, Yerba Buena High School, San Jose	92
MR. THOMAS GAFFNEY..... Assistant Superintendent, South San Francisco Unified School District	102
MS. BARBARA HOLMAN..... President, San Francisco PTA	109
DR. WOODROW CLARK..... Research Anthropologist, Institute for Study of Social Change	113

APPENDIX

Oakland Public Schools - "Effective Vandalism Reduction Strategies"	a
Oakland Public Schools - Interdistrict Security Survey	f
Statement by Kenneth G. Nochimson, Director, Student Involvement Project	g
Statement submitted by Susan Jang, Director, Youth Services and Coordinating Center	k
\$1 per ADA = kids' incentives	m
The Yerba Buena Plan	s
Statement submitted by William Leikam, Palo Alto (from his forthcoming book, "The Boredom Bomb")	t



CHAIRMAN ROBERTI: I am Senator David Roberti, I am Chairman of the Joint Committee for Revision of the Penal Code, and the hearing today has been called to examine two very serious problems, school violence and vandalism. The costs to our society both fiscal and social are enormous, and no one knows the precise extent of these problems or their costs. What we do know is shocking, however. For example, the National Education Association has estimated last year that American school children committed a hundred murders, twelve thousand armed robberies, nine thousand rapes, two hundred four thousand aggravated assaults against teachers and other students. The implications are obvious. In many schools there is neither a proper nor healthy learning environment. There is instead a climate of fear. California school districts do not have the financial resources to waste on nonproductive activities. It is outrageous that, nationally, school vandalism related costs are draining more than \$600 million annually from district treasuries. It is particularly outrageous when we realize that that amount equals the amount we spent on textbooks as recently as 1972. Los Angeles, for

example, which is my district, spent over \$7 million on school vandalism prevention and control in 1974-75 at a time when the school system was already facing a \$40 million deficit. We will hear today a variety of viewpoints and perspectives about the extent and nature of these problems in California, and particularly in Northern California, their causes and what we should do about them. We will hear from teachers, students, law enforcement officials, school officials and administrators, and other people including representatives of students who are involved in programs designed to combat school violence and vandalism. We are appreciative that they have agreed to share both their experience and their suggestions for legislative action with the Committee, and we have a list of witnesses and I think we should start with our first witness, who is Mr. Bernard Greenberg, Systems and Procedures Consultant Analyst, and Mr. Greenberg is a nationally recognized authority in this area. Mr. Greenberg, would you like to testify?

MR. BERNARD GREENBERG: Mr. Chairman, distinguished legislators and guests, I have prepared a paper which I have just given to Mr. LeBov that I apologize for reading but I think it will keep me on track within the limit of time. The title of the paper is "School Vandalism and Destruction: A Statement of the Problem." I am privileged to have been asked to provide background information on the extent of vandalism and violence existing in the California school

systems. My discussion will largely be concerned with vandalism, and perhaps should be entitled, "A Report of Exposé, Prophecy, Frustration, and What Do We Do Now?" Nearly a decade ago my research activities were turned toward concentration on the enormous social and concomitant crime problems having arisen in the turbulent 1960s. My initial attention back in 1968 was directed to a local newspaper article revealing that an insurance fire rating bureau was increasing premium rates by 40 percent to all California school districts. The article went on to relate that vandalism and arson losses in the public schools were so severe that the insurance industry could no longer afford to underwrite school districts...

CHAIRMAN ROBERTI: Excuse me, I think we're going to have to have a little quiet, and if there's a conversation maybe you had better go outside, because we can't quite hear Mr. Greenberg...

MR. GREENBERG: The arson losses in public schools were so severe that the insurance industry could no longer afford to underwrite school districts as preferred risk categories. The industry retreated from the once-favorable school insurance market and would selectively underwrite policies containing loss deductibles varying to \$100,000 and greater to the highest risk institutions. The crisis was subsequently precipitated throughout the state, in that the Education Code, Section 15802, placed a loss deductible ceiling of \$1,000 on

policies written for the schools. The late 1960s, you may recall, were marked by severe student riots at the college and university level, following the riots in many cities that resulted in much destruction.

But my questions were, why are the primary and secondary grade schools being hit so severely? Who are the offenders? What are the primary causes? What is the magnitude of the problem, if indeed there is a problem? What is being done to control the problem? My inquiry to find the answers to these self-posed questions led to publication of a study that I conducted entitled "School Vandalism: A National Dilemma." Allow me to quote several excerpts from this 1969 publication that appear to generally relevant today.

"Vandalism has always been a problem in the community, and particularly in the schools, but in recent years, with the increase in racial tensions and violence and student activism throughout the nation, (which is not particularly true now,) the rate of incidence in the schools has reached alarming proportions. ...The severity of the economic loss is clearly reflected in the actions of the insurance industry whose individual carriers have been increasing payments, premiums and loss deductible exclusions substantially for those school districts that are hardest hit. ... In many cases school districts have been faced

with outright cancellation of policies and refusal to cover. The total dollar cost to the nation is not known. Conservatively we would place the total cost of school vandalism, including security costs, at between 100 and 200 million dollars, current annual rate.

(This was in 1969,) Accurate accounting records on losses and costs to control vandalism simply do not exist in a vast number of school districts. Our research has shown that a host of anti-vandalism measures are being undertaken throughout the country. But it has not been possible to evaluate their effect on the rate of vandalism. The soaring national crime rate has resulted in a plethora of vendors who are marketing alarm systems. Many school districts have installed extensive electronic intrusion and fire detection systems. In the largest unified districts, fairly elaborate security departments have been established, and some facilities have been literally hardened to resist penetration.

"Although much literature is available on juvenile delinquency and its relation to the criminal justice system, only fragmentary information has been reported with respect

to juvenile delinquency at the school. The concept that the school may be delinquent in meeting its responsibilities for preparing the pupil for his role in the community raises some serious questions as to the adequacy of the school plan and its administration, as well as the relevancy of the educational curricula to the current and future critical needs of students and the community. The inference is that the school itself has a vital role in the community. Consequently its physical integrity must be protected, and its image and contribution to the community needs must be enhanced."

The very fact of the convening of today's hearings indicated that there still is a malaise on eight years following the widespread distribution of the just-quoted report. Not only is there an evident malaise but the problem appears to be more severe than this early study had found in some sectors of the country. Some sources have estimated annual national school vandalism losses as running between \$500 million to one billion dollars. A current study estimates the losses to be around \$200 million. There does not appear to be a consistent and reliable method to secure this data. The loss history over the past ten-year period in California has

been proportionately dismal. Statistical surveys conducted generally have been unsatisfactory, basically due to the districts' poor record keeping practices. For the 1965-1966 school years, one hundred districts out of a total of just over a thousand reported losses rose from \$1,700,000 to \$3,000,000. The uninsured losses rose from \$700,000 to \$1,200,000. The premiums paid during this same period rose from \$1,400,000 to \$2,100,000. Unfortunately, I do not have more current statewide figures. But if the Los Angeles Unified School District is used as a baseline comparative example, the rise in economic costs ascribed to vandalism and destruction is startling. Note that I say costs, not losses. For the 1965-68 three-year school period, the L.A. schools reported losses of nearly \$2.1 million. For the 1972-73 school year the District is reported to have spent \$2 million for security agents and an additional million dollars for intrusion alarm systems. For the 1975 school year the District reported total losses of \$4 million, double that for 1972, with \$3 million being spent for alarms and \$5 million spent for some three hundred security personnel, a staggering \$12 million of costs related to vandalism and violence in the schools.

These figures are in sharp contrast to recent national findings. It has been reported in several major urban districts around the country that the rise in incidents had peaked in the mid 1970s with signs that a downturn has

appeared. This does not appear to be the case in the fairly benign environment existing in the mid-San Francisco Peninsula. In my hand is a Palo Alto Times article datelined December 5, 1977, just this Monday. The headline says "Baron Park School Hit in Sixth Fire." This school is in the Palo Alto Unified School District and it was not hit six times, but it was the latest and most costly, about \$500,000 estimated damage, the most costly incident of six serious arson fires in this mid-peninsula area occurring within a period of the past four weeks. The total losses estimated to these fires were over \$800,000. There has been a definite trend of increase in vandalism in suburban communities across the country. Incendiary fires of suspicious origin, plainly arson, have become an enormous problem in the nation, particularly in distressed business establishments, and in deteriorated housing units. Schools also have been hard-hit. But surprisingly, a recent study on school vandalism and destruction found that the incidence of arson nationally was statistically insignificant. Allowance was made, however, that there certainly have been serious fire losses but their number was too small to be measured by the sampling technique employed. There may be a question as to the validity of that finding.

The latest federal effort to obtain a comprehensive understanding of the nature and extent of the problem is embodied in a Congressional-mandated safe school study soon to be released. Prior to this survey, extensive hearings were

conducted by the U.S. Senate Subcommittee to Investigate Juvenile Delinquency. Two weighty volumes were published in 1975, entitled: "The Nature, Extent, and Cost of Violence and Vandalism in Our Nation's Schools" and "Models and Strategies for Change."

Following the passage of funding legislation, the Law Enforcement Assistance Administration, Office of Juvenile Justice and Delinquency Prevention, had funded the U.S. Office of Education in 1976 for several million dollars to train and assist school resource personnel in an experimental program across the country to develop vandalism and violence control programs within their individual schools. This program marked the first national commitment to support such interventions at the local level. The impact has yet to be measured, however.

Despite earlier inability or reluctance at the California State Departments of Education and Justice top administrative levels to undertake active measures to control the problems in the state, there was recognition in the mid-1970s that something had to be done to contain the high level of incidence. Over a two-year period in 1974-75 a series of statewide conferences were held by an ad hoc committee sponsored jointly by the Attorney General and the State Superintendent of Public Instruction. A final report was issued in 1975 by the Ad Hoc Committee on Prevention and Management of Conflict and Crime in the Schools in which a series of recommendations were

made by the several subcommittees. Of particular interest to this Joint Legislative Subcommittee may be the recommendation to consolidate and correlate statutes with reference to juveniles contained in the following:

1. Welfare and Institutions Code (particularly Juvenile Court Law)
2. Penal Code
3. Education Code
4. Administrative Law
5. Health and Safety Code

The 1975-76 California Legislature passed Assembly Concurrent Resolution No. 85 requesting that the Department of the Youth Authority undertake a vandalism study and report on the findings by October, 1977.

I regret that I do not know the results nor impact of these late California efforts may have had on the vandalism and school disruption problem. But from my periodic observation on these problems and findings from recent criminal investigation research that I have conducted, I submit that there is a severe juvenile crime problem that has led to major Federal Department of Justice funded programs concerned with juvenile and status offenders and habitual offenders. How much of these problems can be traced to difficulties arising in the educational system environment, and the manifestations appearing in violence directed at school plant, personnel and students are contentious issues.

Polarity of view as to remedial measures can be found in the literature and in conferences that I have attended. Each constituent segment of the school operating staff and administration, law enforcement, and research communities takes strong positions. Educators see their role as to the need to teach basic skills in a benign, non-hostile setting. Counselors see their role as a need to determine problem cause and effect relationships in order to develop better "treatment" programs. Security conscious staff see the need for greater physical protection measures and legislation to prosecute offenders. Law enforcement, already burdened with legislation and confounding court decisions, undoubtedly would not welcome additional non-clarifying Penal Code legislation. The research and analysis community with which I identify insists that appropriate process and impact measurement procedures be instituted to ascertain the costs and benefits derived from whatever measures are implemented to abate the complex problems. Regrettably too few programs instituted have been adequately and objectively evaluated so that policy and decision-makers can make use of findings and procedures.

This forum is convened today not to hear a lecture, but to ascertain objective facts. By my concluding remarks are more in the way of counsel concerning the necessity to involve all constituent stakeholders, including the juvenile. The juvenile is frequently overlooked by the adult authoritarian world intent on imposing solutions. Furthermore, as I have

stated in a solicited article by the Attorney General for publication in Crime Prevention Review entitled, "School Vandalism: Its Effects and Paradoxical Solutions," "...if school districts follow only a maximum security policy, this approach will not only be extremely costly but in time will fail." To this I might add that additional punitive legislation, unless of a clarifying nature, probably would be ineffective when it is realized that the vandal, as opposed to the interpersonal violence offender, is largely undetected. Apprehension rates are extremely low.

It appears to me that a constructive, albeit controversial approach, might be the one that calls for reexamination of the role and obligation of the educational system to teach basic skills in an atmosphere of fear and disruption. Possibly what conventionally may be considered as "basic skills" may require broadening or redefining in order to deal with the severe problems existing in certain school districts. Thank you.

CHAIRMAN ROBERTI: Thank you very much, Mr. Greenberg.

First I might point out that we have been joined by Senator John Dunlap, Chairman of the Senate Education Committee.

Your analysis, Mr. Greenberg, dealt primarily with school vandalism. As far as school violence is concerned, would you say that there is any need for additional legislation?

MR. GREENBERG: I haven't looked at school violence to the degree that I have in vandalism because in the early

years it didn't seem to be that much of a problem, despite the federal level legislation, looking at legislation. My feeling about legislation in this area there may be sufficient legislation on the books to take care of assault, and if that is the primary problem, then I don't see any more need for that. The problems in what we call violence, in many cases, and I've talked to a number of educators around the country and I have had the privilege of seeing the study soon to be released, is the unruliness that exists in the school system, better termed as disruption. Now, whether that comes under the Penal Code or the Education Code, I submit to you that that is the Legislature's...

CHAIRMAN ROBERTI: Your suggestion was, however, that as far as school vandalism is concerned, the sections dealing with juveniles in school should be placed together, as far as the five...

MR. GREENBERG: I have looked at the Codes that are scattered throughout--yes, it is difficult for an administrator to understand what are the appropriate legislations, what is appropriate legislation that they can resort to, and so on...

CHAIRMAN ROBERTI: I think that may be a very good suggestion, then, for the various committees of the Legislature dealing with the separate jurisdictions to probably come up with some kind of clarification. Senator Dunlap, do you have any questions?

SENATOR DUNLAP: I was interested

in your last statement, and it related to a school I visited in an area nearby to yours and I might ask you whether that perhaps relates to what you are thinking about, I mean, nobody needs to prove to me that the problem is to the extent that it is major, and I guess the question is, how do we solve it, or more properly, what several approaches do we take to solving it? I'm sure there is more than one, can you relate it to the fact that in teaching basic skills--I don't remember the word you used regarding the environment...

MR. GREENBERG: Hostile.

SENATOR DUNLAP: Yes. Perhaps somewhere along the line there was some need to redefine...to some extent. I had the good fortune to visit a school in the San Jose Unified a few years ago, probably one or two years ago. It was in a basically mixed neighborhood but largely Chicano, and it had had a series of vandalism incidents that were rather catastrophic, including a major fire that had destroyed a large part of the school. Subsequently, they undertook a community program which involved getting both the adults and young people of all ages working on redecorating the outside of the school and doing the courtyards with mosaics and stuff like that and whether it was total coincidence or not I don't know but the vandalism as far as number of incidents and dollar values was greatly reduced after this. I don't know exactly what was going on in all of the educational programs on a five day a week basis but a large part of this activity was going on on

weekends, with the whole community coming in and working on weekends on the projects. Basically what I saw this doing was creating in the community respect for, you might even say, love of the school. You don't destroy what you love. Well, we get all mixed up and psychiatrists are going to tell us that sometimes husbands and wives do this to each other, but basically we don't ordinarily do this. Is that kind of what you were thinking about? I'm not trying to put too many words in your mouth, I hope...

MR. GREENBERG: Senator, you couldn't, because that was my first observation a decade ago, and I have seen a film on the San Jose program that you talked about, of the mosaic. The soon to be released study will make this statement of the problems. The largest problem as seen lies in the governance of the schools, the leadership. I have seen models of schools that have had a complete turnaround in terms of incidents because of the leadership that somehow there was macho, machismo love of the school, community involvement, having it become part of the community, rather than as something of the establishment, to which they had no interest or responsibility or what have you. That is a very important finding that you have had. How do you legislate it, is the question that I submit to you? That's why I look not to these physical measures, but to some of these other aspects...

SENATOR DUNLAP: We tried a little bit, perhaps, in the so-called restructured programs in AB 65 providing for

community site councils. It may be a weak step in that direction, I don't know, do you have any reflection on that?

MR. GREENBERG: No, I am not familiar with that. There are a lot of things that are going on, unfortunately the message hasn't gotten across to many of the districts, where the message need work...

CHAIRMAN ROBERTI: Thank you very much, Mr. Greenberg.

Our next witness will be Mr. Julian Julian and Ms. Glenna Violette. Mr. Julian is a teacher at Peterson High School in Sunnyvale, and Ms. Violette is a teacher at Menlo Atherton High School in Atherton.

MR. JULIAN JULIAN: Good morning, Senator, and panel, I am happy to appear here today as a classroom teacher and as a member of CTA.

MS. GLENNA VIOLETTE: I am Glenna Violette from Menlo Atherton High School, and Sequoia Union High School District.

MR. JULIAN: The calamitous recitation of statistics touching upon vandalism and violence given to the Committee this morning by Mr. Greenberg is stupefying and I would suggest, I believe, very troubling. And while I have difficulty in processing it, taking in the scope of the violence to which our schools are now exposed, I subscribe passionately to his concluding observations. If the Chairman will indulge me in some philosophic observations to begin with, I will quickly clear that aside and get to something specific that might be

of some greater interest to the Committee. I am going to suggest, gentlemen, that the problem of violence and the problem of vandalism is, first and foremost, a problem in the schools, and therefore in my careful suggestion here primarily a problem facing the educational community rather than government. And I am going to suggest to you also that the solution to these problems that are so troubling be left in the hands of educators, first and foremost, and at some distance in our public men in Sacramento and Washington.

Let me make a general statement here. I reject the following popular explanations of the cause and etiology of violence, and I also reject the kinds of explanations that are offered and solutions offered that have their root and foundation in these philosophic principles. First and foremost, the Marxist position, the suggestion that by removing the tools of production from private hands and put it in the public agency would be the ultimate and final solution to the causes of violence and vandalism in our schools I think is specious nonsense. Secondly, I reject all those explanations that come under the caption of "behavioristic philosophy," that is, modification of the environment will produce good people. I reject that. The deterministic notion that by some natural depravity found in some people that this is the cause and reason that they are violent, I think the doctrine of natural depravity is extremely fragile and I would reject that outright. But more importantly is the sociological explanation offered,

that people who are violent, people who commit acts of vandalism and mayhem as a result of racism, war or poverty or from some disadvantaged position in society, I think is specious at best. Let me just point out that men who mugged me are now being paid to be good chaps, they are being paid to go to school. Their hands are in the public till. They are being paid a certain sum of money to abide by the law. Think of the following situation: That if at the present time they should mug another teacher, what are we going to do? Raise the ante twice over? I suggest that course of action is not only enormously expensive, but has very, very limited long-term solutions.

I do affirm the following, and would suggest to you, gentlemen, that the answer to vandalism, a useful answer to the problem of vandalism and violence in our schools rests with what I call humanistic proposition. I think there should be some far-reaching changes in the curriculum. This is not a measure that is going to cost an arm and a leg, but it's going to take retraining of teachers, it's going to take some new textbooks, but above all else it's going to ask the school districts and classroom instructors to consider the propositions called "humanistic philosophy." There's a technical term for this, call it existentialism, call it a phenomenological approach to the problems of violence and vandalism. What specifically does this humanistic philosophy entail? Let me come right to the point, show my hand. It suggests, ladies and gentlemen, the following: It suggests and argues the

following case: That young people, those young men and women in our schools now, be exposed to a course of study that shows them that the foundations of action rest not in the mechanistic, external influences that chart their lives, but rather that they are first and foremost an agent of free will. Once that perspective is maintained, from this flows responsibility. And it is a mutual relationship between instructor and student, once this perspective is entertained, it becomes part of the curriculum, far-reaching changes will come about in one's personal perspective of oneself, of one's social responsibilities. I think the climate for learning will be advanced by the changes that I propose.

Secondly, I think prompt administrative action in cases of violence and vandalism must be certain and sure. Let me just recite how my school district, Santa Clara Unified School District, responded to my particular case of mugging. The students involved were immediately suspended. They were given a hearing, and they were expelled. And this in a very short space of time. They did have due process, but the student body knew and the community knew and the media knew that there was going to be no over-psychologizing on this problem, that there was going to be no ducking of this problem, no specious explanation that, well, they were disadvantaged and therefore they were not responsible for their actions. No, our school district, specifically my superior, Mr. Pasantino, and my Superintendent, Mr. Gaddy, they took the bull by the horns,

to use a colorful term of speech, they united the staff, both organizations, the CTA and the AFT, closed ranks behind us, and the long-term effect of this prompt administration action to expel these people from school had a most salutary effect on students, on teachers, on the learning climate, and the community.

Third,...

CHAIRMAN ROBERTI: You said, however, that the students that mugged you are...but then you were complaining, or I don't know whether you are complaining or not but they are being paid..., what does that mean?

MR. JULIAN: They are now receiving public disbursements in another school district, another school, to come to school and maintain peace, and take some education.

Now, my third recommendation is that the students who are expelled from school should not be pawned off on other high schools, other school districts. I am not saying this is an absolute all-time solution to the problem, but at least a six-month period of complete separation from the school system for some kind of reflection on the part of the people who commit these crimes, I think would be a step in the right direction.

The fourth point that I am going to suggest to you is that in all of these cases of violence and mugging, of vandalism and mayhem, that the press be the active witness to all these events. There has been discretion shown by the

press in coming out and going into all these disagreeable cases. It doesn't make the front pages all that interesting. I would like to see the press and the media take a more active role in propagating what is going on in our schools and showing the kinds of solutions to the public, the taxpaying public, such that there is a flow of communication between parents, teachers, students, and the general population. I thank you for your consideration.

CHAIRMAN ROBERTI: Thank you very much, Mr. Julian. Senator, do you have a question?

SENATOR DUNLAP: Perhaps that..., where would you put them for six months? The students that committed that violent crime, you might put them in jail..., but you've got to do something with them, they don't vanish just because they are not in school.

MR. JULIAN: I disagree with you, sir. These people are their parents' responsibility. To put them in prison is to simply put them in a school for crime. No effective rehabilitation goes on for young people and as public men you know that to be the case.

SENATOR DUNLAP: I was just wondering what you would do...

MR. JULIAN: There are all kinds of useful things they could do. I think they should find those things themselves first. I don't believe a person of sixteen, for six months, would do absolutely nothing. I tell you where they

do absolutely nothing, it's in some of our classrooms. And perhaps out of the classroom they might accept the challenge and so something useful...

SENATOR DUNLAP: Although in some cases I think that might work, I am a little reluctant to let them decide themselves what they are going to do for six months when they have already made a decision that is a result of an overt antisocial behavior...

MR. JULIAN: I don't understand that position. Why can't they make these decisions?

SENATOR DUNLAP: I'm just worrying about what they may continue to do elsewhere than in the school, and that's what I am not concerned about for them, but for the rest of society.

CHAIRMAN ROBERTI: I..., just briefly, I agree with much of your analysis, that people have free will to make their own decisions, however, along the lines of what Senator Dunlap is stating, is that maybe the schools have been a little bit remiss in teaching a person's responsibility for his own actions, but on the other hand there are an awful lot of people who I suspect know they are responsible for their own actions, accept their free will, and they jolly well do the wrong thing, willfully. And I think that is the problem when you allow somebody without any supervision, except from parents, who may have been remiss in giving the proper supervision in the first place, six months out of his own devices. It is a problem,

and that's what we're trying to find out, what the solution is.

...Ms. Violette.

MS. VIOLETTE: Yes, I want to sketch here the kind of district that I come from and a little bit about my background so that my remarks are in that context. I have been a teacher in the Sequoia Union High School District, had 11,000 high school students, ninth grade through twelfth grade, and we receive from seven feeder schools that are independent districts, so that we don't have control over these elementary students coming to us. They come from a variety of elementary districts. I have been in that, in one single school, Menlo Atherton High School for twenty-five years, so I have seen a tremendous evolution from the same vantage point. I saw us go from a highly college prep area to a place that had the dubious distinction of having the first really massive student riot on a high school campus and were featured in all the best magazines of the time. That was back in the 1960s and the press, the TV cameras, and all of that were there. So we went through that, we have had two subsequent riots, hopefully we're beyond that. One doesn't know. But I was the dean during--I became the dean a few days before one riot occurred. So I went through one riot in a deaning job because they had run out of deans and I happened to have the right credential, and it's not my thing. My thing is the classroom, teaching. I like it, I was only out of it that one year, and I am very happily back in it. I came here today to appear before you leaving a Basic Skills class

that I teach in a big team situation, 65 students and several teachers; so I am a classroom teacher, proud of it, and that's what gives me my kicks in life, not finding how to escape. I've had lots of attractive offers to do other things outside the classroom, but I've always chosen to stay in the classroom. Going from a situation, the year I was dean I got a tremendous perspective. I chased students around the campus repeatedly asking why aren't you in English class, why aren't you here, why aren't you there? So after many months of that I came to some real--I formulated some ideas about what was going on with some of these students.

First of all, I believe we get tremendous numbers of students into the high schools who read second through fifth grade level. You can't have youngsters spending nine years in elementary school and have them coming into a high school situation without feeling hostile about it. I would be very hostile if I thought that I went to school nine years and the payoff for me was reading second-grade...

CHAIRMAN ROBERTI: Let me just ask you a question, Ms. Violette. You say you teach at Menlo Atherton, and just so I get some perspective of the makeup--current make up of the school, it strikes me as that it would still be relatively affluent? Or is it?

MS. VIOLETTE: Well, you haven't kept up with the...

CHAIRMAN ROBERTI: I'm from Los Angeles, so you have got to tell me...

MS. VIOLETTE: There are 28 percent minority in our school district and it's running 33 percent at Menlo Atherton. One of our six high schools went to 90 percent black, so we closed the high school. We said we did it for economics, but actually it was an unmanageable, no-end situation into which we were pumping tremendous--two and a half times as much money as our other five schools, so we closed that school.

CHAIRMAN ROBERTI: Would you say that the violence and vandalism is related to low income?

MS. VIOLETTE: I don't like to relate it to low income as much as low academic achievement. The youngster who can achieve, and some of the many students, not most, but some, from low socioeconomic levels, can achieve. I think it has to do with a one-on-one, how you feel about yourself. And I am sure that each one of us has been put under enough pressure that we feel hostile about something. Someone sells you some shoddy merchandise, you feel hostile, you want to get back. It seems to me it's that sort of thing, and it's a one-on-one. I don't think you can say, you know, they are all hostile because they don't have any money. There are children who are doing brilliantly, they don't have any money. I grew up in a family with no money, and made it. And feel good about myself. But maybe if I hadn't made it, I wouldn't. I have brought along the vandalism report, it's so bad in our high schools that we do it now monthly; we are one of the ones that was spoken about here where the insurance companies have dropped us.

There is a tremendous hostility being levied against our schools; we had a librarian severely beaten right at the beginning of this school year, so the violence is there. So I'd like to address my remarks to what I think can be done to alleviate that. I am not very concerned about once they have done the act, then, what? I am sure there are people sitting here who want to deal with that. I just don't want to. I want to try to have them not get to that spot, I want to head it off sooner. It seems to me, when I look at the list... Oh, I failed to tell you that when I chased students around I found that they were being put into classes with the poorest teachers, with the least political clout, and when I checked out the schedule, I thought, I couldn't, myself, in good conscience, go to that set of classes that that student is supposed to be in. So at that point I began to say, "Hey, why not the best teachers teaching these kids?" That's where the talent is needed, the creativity, the pazazz to do a fine job. And then I began to see that we had put twenty of them in and we said, "Gee, they've got little classes, they've got only twenty in there." Well, every single one of them was a fantastic problem of underachievement, so twenty was a no-win situation. And teachers that had tried it got worn out, asked for something else. We are now, with government funds, and I have practiced at this two or three times now, we decided that when you get very severely educationally disadvantaged youngsters, you have to have one adult and one top-notch adult,

not just any old adult, and it doesn't have to be totally teacher--if you find good aides, and have it in a team situation as we do--we are convinced you cannot do this on more than about a one-to-six ratio; that's money, but we feel that if you achieve your goal you'll save all the untold costs for the rest of the person's life. We would like to see, as high school people, we would like to see that happen in the elementary schools so we didn't have to be in that business. But since it isn't, and one of our high schools feeds us such a huge number of second to fifth grade readers, we simply have to be in the business of doing something about it, instead of crying around that it wasn't done earlier. I think the Legislature in its wisdom tries to legislate and they want a good job, and you are well-meaning people, but I think so much of the legislation ties hands and makes it so tight that you can't do the things you'd really like to do. Plus, when the money is given to us--the program I am proposing is simply--it won't win any prizes. If I wrote my idea on a piece of paper and sent it to Sacramento to get funds, it would be tossed out in an instant because it would be on a half a sheet of paper. It would say, "I would take an excellent teacher, one that everybody recognizes as outstanding, and I would put him with five students," and I would say, "It's your job to get these kids learning, to teach them basic skills." Okay, that wouldn't win. To win in Sacramento our district hired what I call a fiction writer to come in with the trio approach, the prescription writing

approach, and all of that. That's nonsense. Those are people that are building an empire for themselves and they want to tell the teacher how to do it. The teacher knows how, if you give them a winning situation. But a winning situation is expensive, and people don't want to hear some simple-minded approach like, sit five kids down and teach them with a good teacher. That doesn't win the prize, the way it's set up. And I'm saying, I don't think there's any other way to win the prizes. You can put on all of the labs, you can have all of the consultants, you can counsel them to feel good about themselves, you can send them out for consciousness raising and all of that, but you aren't fooling the kid. He knows that if he can't write a sentence, if he can't spell even little words like cheer or yesterday or today, any of those, he can't feel good about himself no matter what you tell him; he has to be able to perform on his own.

Another thing we are faced with, when I came into teaching warm bodies were welcome anyplace, because I came when there were so many children you just had to get teachers. Okay, now, those teachers are about my age, and we have a lot of them, and they weren't quality screened. I had three jobs in a day because we came into the system when we were just trying to get a body in with a group of kids in those days. Okay, those people now are about fifty to fifty-five years old or older, and we are trying to have those people deal with youngsters in a very difficult period of time when we know the whole social

situation in our whole nation and our whole social fabric is changing. You get people who are at the end of their career and say, "Come on, really, deal with this." Most jobs you can quit and you win the top retirement prize at thirty or twenty years. I will be teaching forty-five years before I win the top prize because teachers come into the field at about twenty-four. Already I've been at it thirty years, you know, and I'm fifty-five years old, and I'm delighted to still be with it. But most of my colleagues of my age are not thrilled that they see students every day and they just moan and tell you how horrible it is because they don't have the zip or the get up and go or whatever it takes to go in there and do it. Plus, we burden them with all of this what I call paperwork jungle--because we spend most of our time--you give us categorical aid, lots of it, but it's all in tight little compartments. So, if we see that this is what needs doing, no, I'm sorry, Guideline 79(a) won't let you do that. So you cannot really sit down and say, "Hey, that makes good sense." You've got to say, "How do you get the money?" I'm very familiar with AB 65. So now we have to manage to find parents and students and sit down and figure out what's sensible with them and convert all of them to the way of thinking. That's the way you win the prize there. That takes time away from preparing your lessons and sitting down and giving you all to the classroom. So it seems to me that when you give money, I know you are afraid it will be wasted, but I don't think it's possible in Sacramento

to write a bill so grand that it will make sense when it goes out in the field and gets interpreted. Then you have to have a lot of people that do the paperwork. They want to look good. So who fills out the paper, where does the buck stop with the classroom teacher? So just yesterday I had some reports to make out before I could come to this meeting because they were due in at noon today, because somebody up the line needed it by noon today, regardless of what I needed to do with my time. So, I'm saying that the aid program is so structured that so much of it is drained off on paperwork and endless meetings, we meet and meet and meet; I say free us up of a lot of that, let us teach the kids directly and stop building up an empire. I could build you charts of how each program is administered, and it's terrifying, and who gets the least money out of it? The teachers in the classrooms get the least money. If you can manage to be the administrator of the thing or the coordinator or something else, you get more money. So naturally lots of teachers, lots of talented ones, escape and go that route. I happen to have the money that I can quit any day. I am independent financially, so I don't have to worry about that, but if I had kids and a family to support, then I would be like them. I would be looking at how do you escape, where do you win the top dollar? It isn't teaching the kids. So as long as that kind of a setup prevails, I don't think there's an answer. I think you have to get love and caring very simply delivered to a kid in a classroom by a great teacher,

and then I think you won't have all of this vandalism and all of this, "Hit the teacher stuff." I think there's something very exciting on the horizon, we're in an era now of declining enrollment. I never thought I'd live to see the day. We used to just be trying to get a roof over them and now we're selling buildings. I think bigness is bad. I think anonymity is bad. In my district in fifteen years we will go from 12,000 to 6,000 students. That puts us down to one-half of the students we did have. Now all the school boards are saying, "Who wants to buy a school?" I say keep them and reduce the size of them. I have been at Menlo Atherton at one point when it had 1,200 and one when it had 2,600, and just about every number in between. There's no substitute for my knowing you. You three get in a fuss, if I know your name is John Dunlap, I can say, "John, what's with this?" But if you're three people I never laid eyes on before because there's two thousand kids in my school, you know, it was the guy with the brown suit. So I think that we have a marvelous chance if we don't get so dollar-happy that we keep these marvelous plans, we let programs spread out into two rooms if need be, and we can enjoy the luxury of having the plan and bringing the numbers of students on a campus down. There was no other reason that our school district went to having 2,000 kids in a building than that we had to get them housed. We thought that we shouldn't go over 1,500 and we thought that was too many, but then here came the kids so we forgot about principle and said get them under

the roof. And we drew out a few more rooms and said, now we're 2,000. This probably to you seems like a simple-minded approach, but to me there isn't any other way. It is not cheap, and I would suggest that the Legislature have as its role seeing that quality results. If you get a school district and they are getting umpteen dollars and the kids come out of there not reading, that is when I think you say, "Hey, just a minute." But if they come out not reading and you have given your money in all these little categories, and they said with that sort of a jigsaw puzzle we can't build the winning case, who do you blame? We blame you, you blame us, and that doesn't do any good. Thank you.

CHAIRMAN ROBERTI: Thank you, Ms. Violette. Our next witness is, I think we'll hear them together, are Mr. Ken Nochimson, Project Director of Open Road Student Involvement Program, Mr. Darryl Adams, Concerned Students Organization, Fremont High School, and Ms. Diane Hernandez, Concerned Students Organization of Gardena High School in Los Angeles.

MR. KEN NOCHIMSON: I'd like to make a brief comment and introduce our primary witnesses. My name is Ken Nochimson, I am the Director of the Open Road Student Involvement Project. We come here today not to just talk about the problem but to offer a solution, one solution that we think is cost-effective and is student centered. We think--Open Road thinks, that the problems of school violence and vandalism can be dealt with by existing resources. We think that school administrators,

teachers, non-certified staff, and students, and especially students, can deal with the problem of school violence. We believe that additional police and additional security personnel, electronic equipment, surveillance equipment, cannot adequately deal with the problem. They only deal with the symptoms of the problem and they can only contain the problem, and they are never really dealing with what actually causes the problem.

CHAIRMAN ROBERTI: Let me give you a question..., what if a proposal were made that we should have more police on campuses where you had a severe violence problem, would you say no, or would you say it would be depending on each individual school?

MR. NOCHIMSON: I don't think there's any question that in certain instances you do need police to protect the people who are in the school, and in my conversations with principals, the seven of them who are participating in this program, indicate that often the problem comes from people coming onto campus rather than students themselves, and I certainly see the need for security in those cases, and there are certain schools where the problem has gotten out of hand and there is a need for security. But, again, you are only talking about a reaction to the problem, rather than dealing with the underlying problem itself. At the seven high schools and junior high schools that Open Road is participating in, students have formed Concerned Students Organizations, and

they are dealing effectively with the problem. They are developing strategies based on issues that they see are critical problems--why they are turned off and why their peers are turned off because of problems at the school. They are seeking the help of the other people in the school, the administrators and other staff people, to deal with those problems, they are not working alone. Examples of accomplishments that they have been able to develop include a student-run communications network. That network helps curb rumors which often cause more problems than the incidents that the rumors are about. They have also participated in the selection of principals; they participated in the selection of the principal at Hans Hamilton Junior High and they will be participating in the selection of the new principal at King Estates Junior High in Oakland. They are working to develop peer tutoring and peer counseling programs, because so many of them have complained that high school counselors do not spend enough time with them to deal with both their personal problems and their educational problems. More important than the specific project that we are developing is that we are reaching out to students who have not normally been involved in school activities and bringing them together with students who have been involved and are concerned about the problems and they are discussing the problems and the administration is listening to them, and because of what they are doing, there is a sense of pride and a sense of social responsibility that they have been able to develop and impart to

other students which has caused the tension levels to be reduced at those schools and according to the principals, a reduction in violence and vandalism.

Senator Dunlap has asked the question about murals and its impact on vandalism. Murals have been painted at Santa Barbara High School and also at Gardena High School, the principals have indicated that vandalism and graffiti have been reduced at those campuses. The students have taken pride in the school buildings themselves, and other schools that we are in are planning development of murals. I could go on about the programs but that's not why we're here today. I am here today to present two students who are actually involved in the program and can tell you about it and explain what we are doing. You have given us the opportunity to speak next week in Los Angeles and at that time I plan to present a set of recommendations which we think are cost effective and relate to student involvement as a solution to school violence. So with that I'll introduce Darryl Adams, who is a student at Fremont High School, and Diane Hernandez, a student at Gardena High School, who will talk to you about the impact of the program at their high schools. Why don't we start with Darryl?

MR. DARRYL ADAMS: My name is Darryl Adams, and I am a junior at Fremont High. In the past few years I have been concerned with black students and the problems of black students in school; this is one thing that led me to Open Road. I have been involved with it since September of 1976 when I first

came to Fremont. When I first went, we tried to do two main things, one of them was to get a system that, by the time a coordinator leaves Fremont we'll be able to continue without one; right now we have a coordinator, Mr. Jesse Mason. I believe he has earned the respect of the faculty, administration, and the students. Some of the things we're doing: We've established a communications network. Like Ken said, we have a leadership class and peer counseling. I feel these things will help, that they will reduce any vandalism problems we have at Fremont, although we don't have any. In the communications network we have thirty-eight students and they go around to the classes and any problems or anything that affect us, they'll let us know, because before that we had a communications gap between the administration and the students. Because some of the teachers weren't reading bulletins, so we weren't really informed that well. But with the communications network we're usually informed well because they'll come to the classes and anything that affect us, they'll let us know about.

CHAIRMAN ROBERTI: Very good. Thank you very much, Mr. Adams. Miss Hernandez.

MISS DIANE HERNANDEZ: My name is Diane Hernandez and I am a junior at Gardena High School in Los Angeles. For the past few years I have been concerned about the lack of communication between the students, teachers and administrators. Also I have been concerned with the problem of

violence, vandalism and harassment in our schools. I feel that when incidents occur on our campus that the students begin to fear, and they get tense, and they leave the campus or they call their parents to come for them. They feel threatened and the pride in our school is lost, that's what we're trying to regain. We're trying to make the students get together and work together so that we can lose this fear that they have and have a better education together in our school. These are the reasons which led me to participate in the Open Road Student Involvement Project. I have always thought that the students were not heard, that they had no voice in what happens in our school, and we have to live by the rules and regulations in our school, I feel that's not right. I feel we should have a part in giving suggestions for the rules and regulations. Since my participation in student Involvement we have worked together to find solutions for many problems that have arisen in our school. We are putting together projects like the mural project which will show that the students together can put murals on our wall of their cultural background; they can get education from it from learning about their past and the people who have come to help us, the Mexican, the white, the black, all of us will have our murals up there and we will show that we are part of the school. That's what students need, to show that they are part of the school, because without that they have a feeling of insecurity and they go home to their parents and

tell them, "We don't like that school because we're not a part of it, we have nothing to say there and when we do say something nobody listens to us and we want people to listen to us so that we, the students who go to the school, and we go there to learn, and we want to learn something that's worthwhile for our future." and that is the reason that we have the student involvement, to show the faculty that we can work together to reach our goal, and while we are reaching our goal we can all be together. The students are united and determined and they don't care what the color or cultural background of the other people are, they want to work together to reach the goal to make our school a better place. Thank you.

CHAIRMAN ROBERTI: Thank you. I guess all three of you are saying what I've heard from some of the other witnesses, and that is, I think that right now some of the schools have a lack of identity with the membership of the student body and as far as a long-range solution to the problem that we're trying to discuss, that may be partially one of them. Let me ask you another question since you're students, do you find drug use on your campuses and do you think there is a relationship between that and violence? Or vandalism?

MR. ADAMS: Well, they use drugs a lot. I don't mean hard drugs, just like marijuana, weed, and I don't think it affects violence. Most of the people that I know that are

violent or that vandalize are not the people that use drugs, I guess they just couldn't stand it anymore or something. One of the problems of vandalism is, some of the students don't feel a part of the school, it's just that you come to school, and you go home, and you're really not part of the school. So it's a way of getting back at the school, saying, "I guess I'll do this and that," where they take it out on the school, and I don't think drugs has to do with that.

MISS HERNANDEZ: In our school I haven't seen drugs used in our school. I mean, I know students use drugs but I don't see that on the school property that they're used. Violence, it comes about from being tense. I mean, they're not a part of the school and that's what we want for all the students to feel that they are involved in the school and that they come to school to learn and they'll have a future in our school. I want the students that are coming to our school to come to our school to a better place.

CHAIRMAN ROBERTI: In your schools, do they teach, or is there any teaching of Mexican-American or Black culture or history?

MISS HERNANDEZ: Yes, we have separate classes of Mexican-American history, Black history, and Asian history.

MR. ADAMS: At Fremont we have Black history, Afro-American literature, and U.S. History. I'm not sure if we have anything for Chicanos or not. We most likely do, I'm not sure.

CHAIRMAN ROBERTI: Okay, thank you. Senator Dunlap...

SENATOR DUNLAP: Just one thought I might pass on, I don't know whether it would be useful to you, I gather the Open Road schools are involved with the Los Angeles, Oakland and Santa Barbara Schools. I just happen to know of one student involved in the violence at a high school in Santa Cruz County, you might be interested in it and you might not, what works in one place doesn't necessarily work in another. The students at Soquel High School conducted an evaluation of all of the teachers from the standpoint of the students, and from the standpoint of, were they hard to understand, were they helpful, did they grade hard, did you learn something, things like that. They evaluated all of the teachers in the school that wanted to be evaluated, they didn't do it if the teachers didn't want to be, but most of the teachers did, and they published a little book on it and I have a copy of it.

MR. NOCHIMSON: Some of our students have talked about teacher evaluations, it's a touchy subject to many teachers but it's a way of getting feedback, and better than having the students complain to me when I talk to them; letting a teacher know, in a constructive way, they are talking about constructive criticism, not picketing this teacher or try to get him thrown out, but to tell him what he or she is doing wrong. I might add, you mentioned Santa Cruz, this Saturday

we are presenting a panel to the California Association of School Administrators, the State Association, and several students and principals from our project are conducting a panel to discuss the problem, assembling information about what we are doing and also to pick up information about other programs. I think the lack of communication just doesn't happen at the school level, it happens at school-to-school level. We find out when we bring principals together from the seven schools, they have a lot to learn from each other, and they can discuss problems together. That's one of the recommendations we are going to be offering to this Committee. It seems there simply has to be more coordination, more exchange of ideas among schools so that they can learn from each other and use positive ideas that are working.

CHAIRMAN ROBERTI: Thank you very much. I appreciate your coming and look forward to seeing you in Los Angeles.

Our next witness will be Dr. John J. Grimes, Assistant Principal at McAteer High School, San Francisco.

DR. JOHN J. GRIMES: Good morning, Senator. Possibly it would be apropos to give a little background. I have been a classroom teacher, a dean, or a counselor first, a dean and now acting assistant principal at McAteer High School. I have also done consultancy work; am doing consultancy work in violence and vandalism programs. I believe that legislation is not the answer as the previous witnesses have stated, but taking pride in the schools and pride in oneself. I think when

we look to several things--50 percent of the students who enter high school today, nationwide, do not graduate; to me that is a shocking statistic. Vandalism has become cultural. Last year, as you recall I am sure reading in the paper, there was an arrest made in New York for vandalism in the subways. Those arrested were two community college instructors. Last year I attended a conference in Los Angeles on violence and vandalism in which a businessman, a very successful businessman, admitted that he painted his logo on a public building because it made him feel good to see this logo on his way to work. I think it comes to the question of that--I see it in two ways. What can we do in education and what can you do to assist us? And as the others have said, I believe one thing is that what we can do is teach. That is what we're hired for, that is our obligation. Beyond that, I think there are specific things that can help, and others have mentioned things that I will also mention, but one thing that we have been developing, and it is not developed yet, is maintenance courses within the schools to assist, not to take away the work of a carpenter, painter, or anyone else, but to take care of minor things that cannot be taken care of quick enough by employed staff, such as statements written on walls and so forth, where they can be blotted out before 400 or 1,000 students walk in through that door and see that message. I might also add that in recent years, vandalism has changed, and if there can be anything good about it, the one thing I

would say is that we do not see that hatred in the vandalism that we saw several years ago. You will find now that logos may be painted on doors, there may be ethnic statements put on, but usually in a positive manner, not of hatred, positive in the sense that a person is saying, Black power, white power, Chicano, rather than the hatred messages that we've seen in the past. We don't find the teachers' names written on the walls with hate messages. It's interesting but there has been a cultural change in graffiti, let's say, and maybe as I say, if anything can be thought of as positive, that would be it. Art programs in the school are another thing that has been mentioned, but I'll reiterate it. That of paintings on walls for the students to see, something positive and not thinking of destroying the school but seeing that they are destroying another student's work. More alternative programs as was mentioned with the Open Road program, because as long as we feel that we are all things to all people, we're taking a very narrow view. We realize that everyone is an individual, and certain programs will work for certain people and they do not work for others.

Now, what can you do to help us? I see several things. One is, in San Francisco we have begun a program known as the Pupil Service Team Concept. I see that this has been of tremendous help in reducing not only violence and vandalism but putting forth a positive atmosphere in the schools. Before the problem arises, before the teacher is assaulted, before

there is a fire, that professionals can be called in and we can address ourselves to the problem. Now we have a team basically--and you are going to have a speaker near the end of your agenda, Mr. Howard Blonsky, who happens to be a member of this team I am referring to. But we have had on it in the past a psychiatrist, social worker, school psychologist, learning disability specialist, and I could go on; there could be others, it depends on the particular need. We meet once a week at the school; the counselors, the teachers, parents, can refer their student, their child, to this team, and we sit down and attempt to come up with some answers. Where the Legislature can help here is that we all know the problem of funding, and if funds can be made available for this type of concept--it's preventive and it works. Another area we've heard this morning, the idea of police on campus. I don't think that any of us want to make our schools armed camps. I have had the good or bad fortune to visit schools in Chicago where I have walked through the door and there's a metal detector; there's an armed police officer at the door. I am talking to the assistant principal who wears a beeper on his belt. He's going from one floor to the other, with armed police on every floor, breaking up fights. And as we walked, I said, "What type of problems do you have?" He looked and he said, "We don't have any problems." This man had become so accustomed to it, he did not see that as a problem.

In San Francisco we hire community people. You are familiar I am certain with the Comprehensive Employment Training Act, the CETA aides. These people do a tremendous job. They are community people that work not as police and not as guards in the school, we refer to them as "counselors on-the-hoof." They do not have offices; they walk the halls; they are in the courtyards; they are in the cafeteria. These people relate with the students, and many of our problems are resolved because of their help. Because of their help, we do not have to call the police on some items where we would have had to in the past, because they prevent the problems. Yet every year we have seen cutbacks. This is a federal program, maybe you are aware. We have seen cutbacks, now recently we have gotten a few more aides recently hired. But when we can bring in--and this program started in 1958, in San Francisco, at the time of the riots at Mission High School. There were parents who walked the halls, and some of these parents today are the aides that we have hired. We have another program, Citizens' Initiative to Protect Children, also another federal program; this came out of the Mayor's office. There was one aide assigned to each of the senior high schools in San Francisco, unfortunately, funding was cut back and those who resigned were not replaced. Now these people were basically outside security. This is a little different concept than the community on-the-hoof counselor, but by having these people outside, they could identify outsiders

that did not belong on campus. That was recently mentioned in your hearing that this is one of the major problems. We have had adults many times come on campus, commit crimes, and flee. By having one or more of these people who can know our students and relate with them, many times these people will not attempt to come on the campus because they know they will be identified. So if monies can be put forth for community people to be hired to work in schools, it would be a tremendous step forward.

One of the biggest problems and my last point, is attendance law. As you are aware, in California in 1975 the Student Attendance Review Board was established, known as SARB. The concept of SARB is an excellent concept. This goes along with my previous statement of community involvement in the schools, and looking at the problems before they become problems. However, there is one big problem. SARB in San Francisco hears--heard last year 104 cases. Now, as you know, the San Francisco schools are a fairly large district with 50-60,000 students. In one school, one could refer 104 cases. On SARB, to familiarize you with who sits on SARB, by mandate a parent, a juvenile court official, a social service official, and the County Superintendent of Schools or his designee. In San Francisco to this group we have added community district representatives. One from the Mission, one from the Hunters Point area, one from Chinatown, one from OMI, and one community agency entity in the Sunset District. I profess that we should

continue with this program, but when this was set up it took away the juvenile court's right to work directly with a student, so we have come a good step in one sense but I think we have made an error in another. In San Francisco we held informal hearings without petitions being filed, not by the judge but by the traffic and truancy hearing officer, and this formalized setting, even though it was an informal hearing, did much good in getting back some of our student population. AB 3121 changed the referral process, and now one can only confine a student during school hours. One of the reasons for this law change, I am certain, is that one did not and we certainly do not want to stigmatize students and so to speak get them into the criminal system because he did not attend school, but on the other hand, we want students attending school, and I have said that I feel that we must take responsibility for this, in fact, of curriculum and the other things that I have said. But the common complaint that I hear today is, why can't my child be made to go to school? And we do not profess that we can make anyone go to school, but I feel the general public, the parents of San Francisco, and I am sure the parents in other areas, feel that when they have taken every step possible and they resort to the juvenile system and find that the juvenile justice system cannot hold the student at the parents' request, that the student can walk right back out and can only be held during school hours--and in San Francisco we do not do that even.

CHAIRMAN ROBERTI: Do you have any problem with the truancy laws? Are they too complicated?

DR. GRIMES: That is what we're having the problem with. No, I don't feel that they are too complicated, I feel though that we should continue with SARB, who review the cases of non-attendance and attempts to make referrals to agencies or deal directly with the problem. But I believe that the juvenile justice system should also be able to have more power working with say, the SARB board. The major complaint, as I say, that I hear from parents is that we, after we have taken all the steps we can within the schools, that yet there is nothing beyond that; so in practice the student cannot attend school and unless we can cure the problem in some manner the student is free to walk the streets and this hasn't changed.

CHAIRMAN ROBERTI: So assuming that say, a student is expelled or suspended or something of that nature, what would you propose that we do?

DR. GRIMES: Well, that is a different area now, that is not the attendance problem, but...

CHAIRMAN ROBERTI: I understand that, but the complaint is...

DR. GRIMES: As far as what I propose on that is, in San Francisco we have recently developed a proposal of counseling education centers where instead of the student being suspended and out on the streets, that the student

partake in a diagnostic testing type of environment and a learning environment before he is placed back into the school. I see no benefit in suspending a student. We sometimes have to suspend by State law or for safety reason, but suspending them and putting them out of school for four days and then having them come right back in, that's not the answer.

CHAIRMAN ROBERTI: Thank you very much.

Senator Dunlap.

SENATOR DUNLAP: I am just curious, where is McAteer High school, which area?

DR. GRIMES: In San Francisco, it's in the Diamond Heights area of San Francisco, Mira Loma Park. It's the newest high school in San Francisco.

CHAIRMAN ROBERTI: Thank you very much, Dr. Grimes.

Our next witness will be Mr. John Kidder, Legislative Representative of the Oakland Unified School District.

MR. JOHN KIDDER: Senator Roberti, Senator Dunlap-- I have some material here. Last year in Oakland we embarked on a program to reduce vandalism in the schools. We have been somewhat successful, and I would like to share with you a couple of things. One thing is this little document, this inter-district survey. Before we began our program we looked at other districts, the major districts in the state, and the kinds of things that they are doing; the list is quite extensive. We found for the most part that these were attempts to control student behavior, certain student behavior; we

built on that, we formed a committee to review all of the different kinds of activities and to come up with some recommendations of the kinds of things that we felt should be done. The committee came out with four basic areas of activities, school site plans which are compatible with what is designed in AB 65, district-wide activities in support, actually having some meetings with principals and managers, and vandalism goals. Interestingly enough, in all of the strategies that we came up with, changes in the Penal Code were not among them. There was some concern that perhaps there should be a little more authority on the school department's part to be able to collect damages from a parent perhaps by putting a lien on the property if necessary or something of this nature, but other than that it was rather conclusive that there was enough law, and indeed I reviewed the law as regards both student behavior and discipline and vandalism and it is quite extensive. And we do have a great deal of authority. The important thing though is that a lot of the things that we did worked. And our results show that by the end of the 1976-77 school year we had experienced a 21 percent reduction in vandalism. In fires we had experienced a 59 percent reduction. So we were quite pleased with it. We looked at the reasons for it and on your list, the second sheet, we put together the kinds of things that were actually done in the schools. There were 56 items on that list of the kinds of things that were actually implemented, and most of which

deal with leadership of the individual site principal in bringing about a greater feeling of community, of support for the school, and a respect for the institution. We are continuing the program this year, we are also instituting this year a discipline committee to actually look into what can we do to assist young people in getting a better grip on the whole identity crisis and how that translates into their behavior in school, so that we can even further reduce the vandalism problem. I was looking at Public Law 9515 the other day and I assume that your Committee is reacting to that also in terms of the federal government's concern about doing something in this field and again looking at the specific area of violence, as to what can happen in terms of public law, and I am left at a bit of a loss. I guess the real problem from my perspective is, do we want this to really reflect the real world, and if so, they may be doing it, and if not, to what degree do we go to make schools an isolated institution whereby young people can learn through science rather than suffering and perhaps avoid some of the worldly experiences which harden a lot of us and institutionalize a lot of others. I really don't have an answer except that I think that we have to find some common ground, and the comment made by one speaker earlier this morning about the basics, I think one of the basics that seems to be lacking is a basic appreciation for the fact that our public institutions are really provided at great expense to the individual

taxpayer, and we don't seem to be teaching any kind of appreciation. Someone once mentioned that the "three Rs" should also include rights, responsibilities, and respect, but you can't legislate that, it's something that has to be developed individually. We are trying to do it by developing a greater sense of school spirit, a greater sense of community, a greater understanding of what really makes life worthwhile. It's not just reading, writing and arithmetic, but it's the interpersonal relationships, it's the arts, the humanities, and the things that kind of put the cream on the pudding. So we are looking at that perspective in our schools, try to bring about a greater level of appreciation and understanding and hope that will detour at least to a degree the idea that there really isn't any difference between the alley and the hallways of the schools. We want there to be a difference; we want the students to be safe, to feel a sense of comfort in the school, so we are working in that direction. Unless there are any questions, that is the end of my testimony.

CHAIRMAN ROBERTI: I agree with you. I am trying to think, what do we do in an immediate situation? If you have a school where there is an immediate problem of chronic violence or what not, what do you suggest we do with the student? Is expulsion the answer, which I guess is the norm right now. In the long-range things I really do agree with you but I am trying to think, what do we do in the short-range level?

MR. KIDDER: In the list of strategies one item that was pointed out was an immediate response by the administration and suspension and expulsion is in the law and that is a legitimate course of action to take. In terms of what happens then, and it was discussed earlier in the meeting, do the students go out in the street, do you send them to another school? I think we have to begin looking at the school as a city, especially with the levels of density that we are now experiencing in some of the high schools, that there really is no place to go, that our problems have to be dealt with directly and head-on right there at the institution, and we have to provide the mechanisms to do that. I have been listening to the Open Road people on a number of occasions, and I think there is some merit in their concept, especially to the degree that some students themselves could develop a program to the extent of perhaps providing the peer discipline within the schools to curtail and to assist in some of these problem areas. I think that we have gotten to the point now where site administrators, teachers, are having difficulty dealing with problem students, and maybe it's time to allow the students an opportunity to deal with each other in some kind of a student court, student government situation. Perhaps that's an area that could be explored further.

CHAIRMAN ROBERTI: Okay, thank you. Senator Dunlap.

SENATOR DUNLAP: Yes, could you reflect on--I have heard it expressed that philosophically, and I tried it sometime

to be fair with my offspring at home, thinking in terms of requiring them to bear consequences as opposed to punishment; it's hard to do, and of course what are the consequences in part, I'm the consequence, how I react, and what they do? But I have wondered from time-to-time and it has been suggested to me by some school administrators that in certain instances with certain types of vandalism as an appropriate remedy, they just be required to correct the problem that exists, or a similar problem, or do something beneficial to the school, in other words, perform physical work at school. I said physical, it might be painting, might be planting the garden, it might be repairing a window, I don't know. Obviously, that runs into problems with classified school employees and with perhaps labor unions, perhaps the California School Employees Association, I don't know, but I would just like for you to comment on that subject in general, if you could, John.

MR. KIDDER: There are numbers of ways of going with that, Senator. One is to actually provide some kind of a work-punishment mechanism, where say, if a student paints some graffiti on a wall they would then be asked to go back with the same bucket of paint and paint the rest of the wall. But if we give credibility, and I think it's appropriate to your statement earlier that people will not destroy that which they love, and we say that this kind of punishment would create a dislike in that wall, then they are going to come back a second time or a third time and destroy it. On the other

hand, if that were channeled in a different direction, if we were to say that there was an opportunity for that student who has demonstrated some skill with a paintbrush to be given an opportunity to express himself not in a punishment context but rather in an exploration context, saying, you were able to paint a very accurate swastika on that wall, perhaps we could get you in a design project to come up with a logo for the school. Now, that takes a great deal of love and understanding and patience, and a lot of very talented administrative skill, but I think there is that kind of an opportunity that we can exercise and in your own report that came out from the Legislature a couple of weeks ago on principals, there was a statement there that indeed principals do, in many cases where leadership is demonstrated, have an impact on student performance. And I think that where there is the proper kind of sensitivity and understanding in leadership, I think these students, who in many cases are very bright and very talented and somewhat frustrated, can be redirected. And if that can happen within the school I think that's what we should strive for. I think we are a little bit hasty in punishing severely a problem which may present itself for the first time in the conduct of a certain student. I think we all have our moments where either for misdirected reasons or identity reasons or something we do, something a little bit out of the norm. And whether that's converted into a lesson or whether that's converted into a tragedy in our life

is a very important consequence.

CHAIRMAN ROBERTI: Very good, thank you very much.

Our next witnesses will be Lt. Arthur Knopf of the San Jose Police Department and Lt. Mike Healey of the Berkeley Police Department.

LT. ARTHUR KNOPF: Lt. Healey apologizes, he was caught up in some activity this morning...

CHAIRMAN ROBERTI: You can handle it then, whatever...

LT. KNOPF: I haven't prepared a speech this morning, and incidentally I might say that I represent the California State Juvenile Officers, as well as the California Peace Officers Association here today, as well as my own Department.

I find it difficult to disagree with any of the things that were presented here this morning. I think, however, that it is important to--and I think this has been an under-current of what I've heard--to distinguish between those things that are rather long-term kinds of activities that we ought to be engaged in and those that are short-term, to deal with the immediacy of certain kinds of problems. And as we pointed out this morning, the causes are many, hostility being just one of them, learning disabilities, feelings of self-worth, the things that haven't been brought out in that particular area are studies that have been made regarding home problems, home situations.

There was an interesting study out of the University

of Missouri a few years ago that I never really saw expanded and that related on a computer-based program the incidence of real difficulties, crisis situations in homes, with subsequent vandalism and assaults against property in the community by the young people who were earlier, a few years before, involved in a dysfunctional home situation. And so I think that all of these things--of course, the child who is abused, grows up to be an abuser, also one that attacks the social institutions and people around him. All of these things tie into this. I think we shouldn't lose sight of the fact also, that fun is also an element that's present. Some people break windows because they like to hear the glass tinkle and there is some fun in this, some challenge. There is also peer pressure, we also hear about negative peer pressure. It was good to hear some young people today talk about how positive peer pressure can be developed in a program to do something about turning around young people who have only seen support in a negative way in the past for doing some of this. Now, I don't think the law enforcement community by any stretch of the imagination is interested in making schools an armed camp. In fact, the fewer calls that they would receive from schools I think it would thrill them immensely. However, I think that there are some immediate needs, some problems that have been expressed by many people in districts, and the larger the urban areas the more the problem seems to be there. I think that the responses,

however, can be positive as opposed to the illustration of the Chicago type of scene. I think that the law enforcement people on campus can approach more the school resource kind of officer model that has been used in many communities across the country, and in fact, in the City of San Jose, a few school districts have gotten into using off-duty police officers in non-uniform situations that would involve themselves on the campus not only in the enforcement aspect of those from outside the campus that came on the campus and they'd take care of problems there, but also would find themselves in the counseling and guidance roles and citizenship programs and so forth. And I might add that the Eastside High School District--and incidentally, Mr. Jerry Mullins who is back there from Yerba Buena High School, is scheduled to speak a little later, he can attest to this, that in this very large high school district with a substantial minority population which I can recall not too many years ago we spent a tremendous amount of time responding police officers to that district based on reported incidents or what might happen, and spent hours waiting around for things to happen and often they didn't, that I can count on the fingers of one hand the amount of responses that a city of 600,000, which isn't exactly small any longer, devotes to that problem today. And this is after two or three years of this kind of program. The San Jose Unified School District, a large school district, I just was talking to them this morning and to talk about a program they've instituted on one of their campuses

and the vice principals and the deans said, "We have nothing to do any longer, we just sit in our office because the campus is quiet, good things are happening." And of course what they also did was to devote some monies to patrol function. They did hire some police officers in the same status, I believe as the State Colleges and so forth have hired officers to patrol their campus. And they have found that during these nighttime hours and weekends in which these particular people patrol their campuses, they've reduced tremendously the incidence of vandalism on those campuses. Of course this has been a help to the police department to have these people supplement whatever other patrols were out there. So I think these programs can be positive, we can have positive intervention of law enforcement on campuses without the armed camp kind of approach. I think that something was brought up with respect to legislation and generally I always have the feeling, and most of us have the feeling that we have enough law on the books, and let's do something with the things that we have and make them work. I think that I might point out two particular areas that I have a concern with respect to--incidentally, Assemblyman Maddy introduced one of these bills, who is a member of this committee, and Assemblyman Dixon another one. And to go to the one that has the most recent application for someone up here, the gentleman from San Francisco mentioned something about the advent of AB 3121 and some of the problems that it caused. I also sit on our county SARB and I think

that there is some reason to feel that because of the inability now of a juvenile court judge to make orders that he can enforce in the area of young people who have difficulty in school, either truancy beyond control of the school and so forth, or beyond control of their parents, that there are some real problems in terms of this organization which is very meritorious and I think can do a great deal to resolving some of the school problems having a bottom line to it; in other words, saying that after we have looked at all of these problems, we've worked with the school, we've worked with the parents, all this intervention has not succeeded. Now, if somehow we don't get you folks together to solve this problem we are going to have to make a referral to the juvenile court. And someone else may have to make some orders concerning that. And ironically, under 3121, the juvenile court judge may make orders concerning the parents and their involvement in a program that he might set forth, but correspondingly the child standing right next to the parent in the courtroom may not have any order made to him that he can enforce. And I think this is a dichotomy in the law that is really destructive of some of the things that have happened in a small percentage of cases. But it is just like a teacher, and I see many of them back here, constructing a test question that has the response, always or never. I think this is what 3121 did. These are false responses, invariably because things just don't work out that way. So AB 958, as Assemblyman Dixon has instituted,

would correct a little bit of that slack that is in there right now, and I think that it would be a great deal of help in these kind of situations. Another one is Assemblyman Maddy's AB 2057 and that is the bill that would repeal Section 625.1 of the Welfare and Institutions Code, and without going into that that has been in there for a number of years but was inoperative based on an attorney general's opinion. The Supreme Court came back and said it had been the intent of the Legislature to have the same rules apply to the taking of young people into custody that applied to adults in misdemeanor cases. Before that time reasonable cause could be applied to both the misdemeanor situation and the felony situation, all being 602 cases within the meaning of the W & I Code. Well, what this has...this doesn't cause a real problem, a tremendous problem out in the street, these things are fairly well remedied; however, the one problem I do see happening is in the school area. Now any number of situations involving less than felony kinds of situations, battery, assault cases, are sufficiently aggravated on a campus to make it necessary or appropriate that the child be removed from the campus. And that doesn't necessarily mean that you have to house him in juvenile hall, but you ought to be able to take him off the campus and at least take him home to mother or take him to the police department and have someone come down and deal with this thing. You are prohibited from taking into custody young people who have not

committed this kind of an offense in your presence, today. What that means is that if this occurs on a school campus and the school calls you regarding this and wants to have something done and it's appropriate that something be done, not only for this child but so that the other young people see that there is some immediacy to the response, two things have to happen. Either the teacher has to become the arresting party, and I don't think that any of us want teachers to become more like police officers, I certainly subscribe to the idea that teachers ought to do better at teaching and be allowed to do the job of teaching, I don't think they should be put in that adversary situation at the same time of having to place a child in custody. The other way this can be approached, is if there's a child that's a victim of another child, we have a citizen's arrest situation in which a child places another child in custody. Again, it seems to me a rather untenable, destructive kind of situation to those relationships we are trying to build up in a school setting. And again, it's more appropriate that the juvenile officer or police officer responding to that kind of a situation, evaluating the information, take that kind of action that is most appropriate. And so I think that those two bills really have some real effect on what we're talking about here and would clean up some of the problems, albeit not major problems to law enforcement in relationship to the rest of the community, but it does focus in on the problems relative to the school, and that is

sufficiently urgent, I think, to merit some attention with respect to that. But basically this is my presentation. I want to keep it short. I will be happy to respond to any questions from the standpoint of my personal opinion or what law enforcement statewide might think. I will be happy to remain for the rest of the session in case any questions come up. I didn't see anybody else back here from law enforcement and there might be some questions that I could respond to.

SENATOR DUNLAP: I gather that what this last item you are referring to, the authority to make an arrest, but a police officer is never present when it takes place and comes in later and the misdemeanor of course requires the presence and the presence wasn't there so somebody else has got to make the arrest, to wit, a kid or school personnel.

LT. KNOFF: That's right.

CHAIRMAN ROBERTI: That's a good point. From another perspective, because normally I guess a number of legislators immediate concern would be not to have the officer on campus, and yet the alternative may be less desirable.

LT. KNOFF: That's right. Everything is a question of balancing the kind of response, it's a measured response to what you need to do. And perhaps it would be nice if we never have to take anyone into custody, but I think that's probably unrealistic and so the best way to do that would be to involve police in that as opposed to the other people.

CHAIRMAN ROBERTI: Do you sense in your area of jurisdiction a greater problem as far as violence or vandalism is concerned from gangs or from individuals? What do you find to be...

LT. KNOFF: Well, the gang problem, I know from my colleagues throughout the state, is an increasing problem and it moves in cycles. I think we've seen in San Jose in the last year or so the advent of some more gangs where we've had a period where at least they seemed they didn't have any real structure or organization. Even today it's a rather loose kind of a thing but I'm sure in your testimony down in Los Angeles they will illustrate to you that this is a fantastically real problem that's been many years in creation and they just really almost don't know how to deal with this thing. When the gangs do exist, however, this is a direct relationship to the violence on campus. I found very few gangs that exist for simply social reasons, and the basic peer pressure, the movement, is in the direction of turf, having the territory, fighting, gaining stature, and this is how you gain stature and status. This, of course, might relate to those things we talked about in terms of young people not having that sense of self-worth that bolsters them individually but rather causes them to move into this kind of an area and seek the gang as the socializing structure in which they can operate. You know, these are things that we've probably known for years and years. It's just kind of difficult some times to find the tools or

the methods to deal with this, and deal with it in a positive way, so that we come out a little better than we did before.

CHAIRMAN ROBERTI: Thank you very much, Lieutenant, we appreciate your comments. Our next witness will be Dr. Arthur Pearl, Office of Juvenile Justice and Delinquency Prevention, the Schools Initiative Evaluation Project, and Social Action Research Center. Doctor.

DR. ARTHUR PEARL: I come to you with two hats, Senator Roberti; one, I am also a professor of education at the University of California at Santa Cruz--I'd like to take a couple of seconds just to introduce myself--I have been with this problem for many, many years, both in the area of working with delinquent youth, kids who are involved with drugs, but also in trying to talk about school reform. The citation from the Soquel School that Senator Dunlap referred to was one of our projects that we have been working on there. We have as vice president of a non-profit corporation--we have a responsibility to evaluate efforts to reduce school crime and fear of crime, and while we don't have much in the way of evaluative data, we do have a lot of what schools are trying to do. I'd like to talk a little bit about that and most importantly about what they are not doing and what kinds of promising leads we have. I don't think, by the way, that I am speaking in favor of any major changes in the Penal Code, except I think I'd like to see, probably slightly different than the previous speaker, more specification of youth rights, rather than less

in the Juvenile Code. But essentially, when we look at what we're trying to do in our community we really emphasize--and some of the previous speakers have already talked about them--of how we improved school security and therefore maybe deter school violence and vandalism; we improved the nature of school counseling and the ability of teachers to communicate; the improvement of school organization; emphasis on remediation and building relationships with community activities. There may be some promise in all of the above but I think they have been overstated and with the minimal return, I think, the basic promise, and that which I think we have the most chance to gain, but which we have done the least to do something about, is some of the activities that were mentioned earlier today by some of the student witnesses. The notion of the importance of building youth participation into school programs--and I would like just to talk about that and talk about it in different ways, because one is a way in which those students talked about it, which is essentially volunteer. Being involved in their own schooling but not being involved in such things as attempting to deal with rumor control and building some sense of school spirit toward positive things and I think that should be done, but there is, I think, additional forms of youth participation that need to be considered, and those that not only encourage youth to participate but pay for their participation. Here I think the state could play a considerable amount of leadership role, particularly in facilitating the kinds of relationships between

what goes on in schools and what can be done under CETA under the new Youth Employment Act, where essentially the bottleneck is in the areas of the state's coordination of those activities, and makes it exceedingly difficult and really puts what I think is an impossible situation toward repeating the problem of forcing the students to either be students or workers, not to be both and not to integrate them in some sort of a meaningful but also a long-range perspective. Not that we have to get away--one of the problems we have is that we still think of schools as preparation for life when we have to begin to think of them as participation in life. One major form of participation are those kinds of participations for which you get financial reward. I don't think we can ignore the most fundamental statistic that goes hand-in-glove with the problem we have, and that's youth unemployment. That while unemployment in the country seems to be going down, the statistics seem to clearly indicate for young people they're going up, particularly minority young people. In October, for example, the Department of Labor pointed out that black teenagers found it harder to find jobs; their unemployment rate rose 1/2 percent to 37.5 percent. Well, it's an impossible situation to talk about remediation or learning to read or things of that nature; worse, even than that, in terms of trying to deal with the problem, is that while we could show some statistics that the gap in educational achievement between blacks and whites has been narrowed over the recent years, the gap in ability to

earn money has widened. And that whereas over the last five or six years the average white young person managed to increase their earning power by \$1.00 an hour, the average black managed to increase their earning power \$.45.

CHAIRMAN ROBERTI: For what period of time?

DR. PEARL: Over the last seven years. I'll give you the exact statistics.

CHAIRMAN ROBERTI: That's just about keeping up with inflation, or even...

DR. PEARL: But no, you see, it's not, because according to the statistics, the gap increased tremendously. That while young people who had worked for six years as of 1967, they earned about \$3.30 an hour, and the average hourly rates for blacks was only about \$2.40 an hour. So the gap is increasing, not decreasing, and the inflationary gain for whites, which seems to me to lead inevitably to one of the sources of conflict and violence in the school and that's the interracial conflict, and it can't be anything other than that if there's no place to go. Basically, what I'm trying to say and probably not well, is that if we are talking meaningfully about dealing with the problem, there have to be alternatives. And the alternatives have to not only be for the immediate, but there has to be some logically long-range perspectives, the ability for people to invest over a period of time. Harry Hopkins once told Franklin Roosevelt, which seems to me should be quite obvious but nonetheless seems to be forgotten by

elected officials, that people have to eat every day. (laughter from audience) It doesn't particularly help to employ people for a year just to throw them back into unemployment, in fact, I would suspect it has just the opposite effect.

CHAIRMAN ROBERTI: Are you aware of a bill that we passed in the Legislature that will take effect the first of the year that will create a State Youth Employment ...by Assemblyman Lockyer..., what do you think of that bill, is it enough or not enough or...

DR. PEARL: Well, at the same time I was authoring a different kind of legislation--no, I don't think very much of that bill because it's talking about increasing employment without money, and it's very hard to increase employment without money. It also tries to argue that the places to expect the improvement of employment is in the private sector--and it is the season to believe in miracles, but it's not going to happen. It's just not going to happen that the private sector of the economy is going to generate jobs for young people. The only jobs that the private sector of the economy is generating at this time for young people is in fast foods. That is hardly the kind of a job that is going to be a viable alternative to violence. It has very little long-range rewards, you don't have much of a career orientation, it doesn't deal with what seems to me --let me just limit my last few remarks on that and then hopefully be able to answer any questions you have. But I really feel it's imperative that we look at the quality

of what we're asking people to do if we expect them to give up things we don't want them to do. If the gratifications of being involved in violence and vandalism is greater than being involved in what socially constructive behavior is, then we do not have a viable alternative. And we see that there are considerable amounts of gratifications in antisocial behavior. We need to build those same kinds of things into a positive behavior; we need to be able to provide people so they have a sense of usefulness. That means the work has to be one in which they feel that they are contributing to the society. It can't be something that they're just doing something, they have to have a sense of competence, that they feel that they are really gaining and mastering the things that are important so they can invest themselves psychologically. It has to have a sense of belonging, it has to have social organization that is at least as powerful as the antisocial organizations that we see now available. It has to have excitement and it has to have hope. We have seen programs in the past that were willing to put that kind of emphasis into it. I directed a program for a group of young people about ten or twelve years ago where we involved them in paid activities in exciting functions doing research, working in child care, working in recreation, doing some of the things that, for example, we have been trying to do at Soquel High and some of the other things those students did there, in addition to evaluating teachers, to get the school board to approve a bill

of rights for students which I thought was a pretty exciting activity on their part. They also did some other very interesting things: They interviewed candidates for school boards and produced some changes in school activities there; they went to a prelude to trying to determine who would be good and bad school board members; they tried to find what were a number of problems that the students experienced and found that the single greatest problem that the students had at the elementary school was the school lunch program. So they went to interview the administrator; the administrator assured them that the food was of superior quality from a nutritional standpoint, and then they asked, the one who was a second-grader, a seven-year-old boy, asked the superintendent, "How could it be so good nutritionally if nobody ate it?" (laughter from audience) There is a change in the school lunch program at the elementary school as a consequence of youth participation. One of the biggest problems they had there was food fights. The point, nonetheless, that we have to begin to build those programs, build those gratifications into those programs, and I can't foresee that we can do that without really talking about it in terms of work. The Lockyer bill really talks about helping to integrate somewhat the existing legislation. I think to that extent it's helpful. I think we need also to be looking at the extent to which we can really build in alternatives to the way we talk about schooling in relationship to work, and the idea that school is integrated

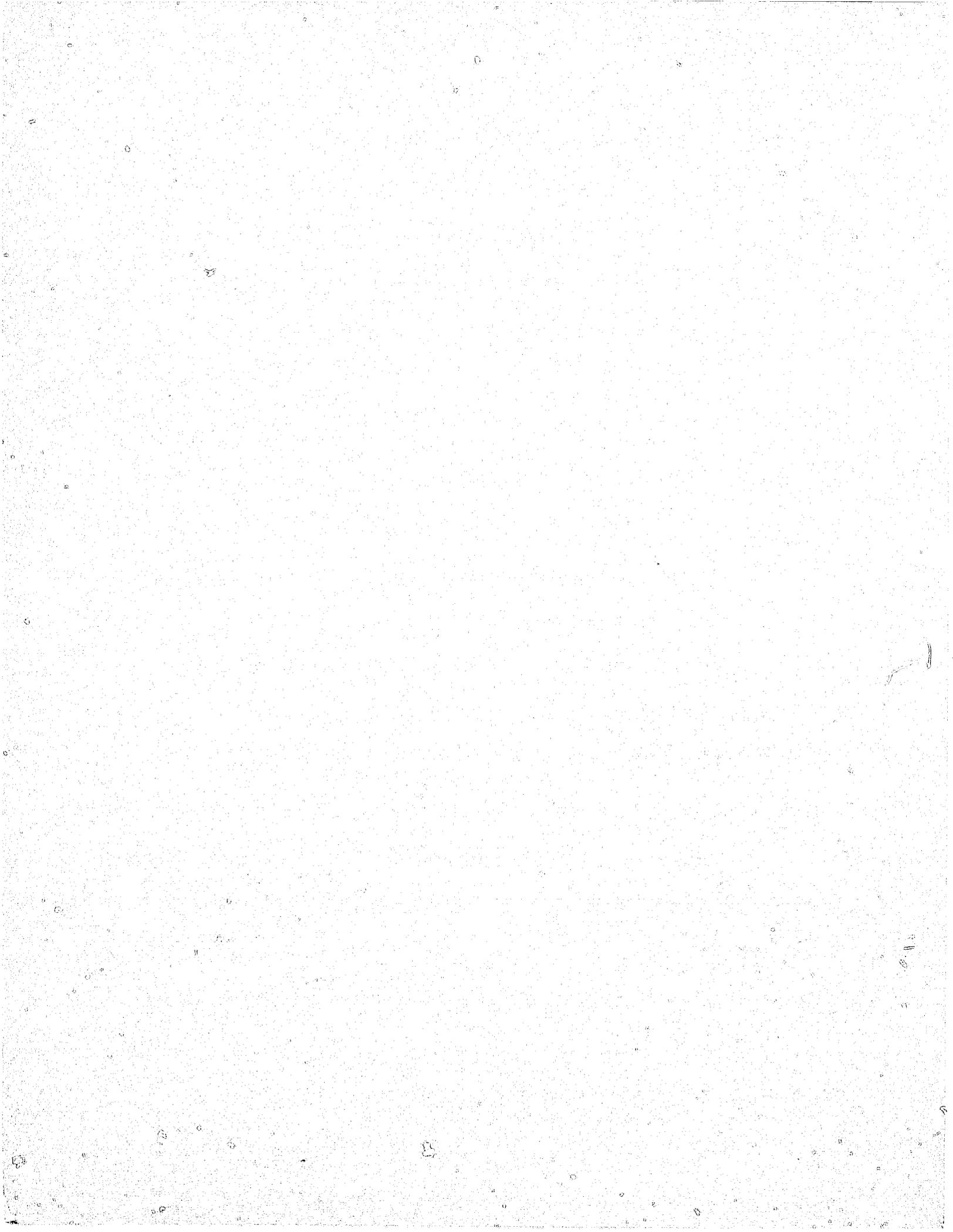
with that work rather than being done supplementary or extra-neous, and that we give a lot of credit for the kinds of knowledges that are learned on those kinds of work activities.

A couple of other points, I am certain that we should consider whether we should have more police on campus, but in every instance it's a zero sum consideration, at what cost? What do we have them take out of the school in order to have that and do we get better return for that kind of investment of our scarce energies than for the investment of at least that amount of money in youth employment activities? Again, I believe that teachers should teach, I am just concerned, about what? And if what they're teaching is irrelevant to life, maybe they should teach different things. And on looking at what do we do with status offenders, I think it's imperative rather than looking at how we get the juvenile justice system back into it, that we talk about creating alternative places for people to be functioning where it doesn't have the stigmata attached to the juvenile justice system. And here again I think there's a lot of alternatives that could be generated that could have youth again involved in significant leadership roles.

CHAIRMAN ROBERTI: On the youth unemployment situation, I tend to agree with you, however, let me throw this out. Most students, at least in elementary school, and I would suspect probably most at one time or another in high school never had jobs when they were going to school. So, if we do supply them

with jobs, what makes you feel that that would create a reduction in antisocial behavior?

DR. PEARL: I'm not basing it on a sort of subjective feeling, I'm basing it on considerable amount of experience with young people. I don't want to create jobs, I have always been hostile to jobs, I have always tried to talk about careers. And I think it's a very important distinction, it's the idea of being able to invest oneself into one's future. For years, sociologists tried to argue that the basic difference between the antisocial behavior that they found in low-income people compared to the lack of such behavior in the middle-income persons was because one had more future orientation. Well, today, I think you are finding that kids from all classes of life are finding it difficult to have a future orientation, and it's not the jobs we are talking about, it's the prospects for future, it's the ability to try to see what the future holds. Right now I work in a university and there is a large-scale alarm among the students of the university that once they have invested all those years to get a college degree there may not be a job available for them. And there are large numbers of persons who are getting credentials in a variety of activities for which at this particular moment their prospects are quite bleak. So the issue is not merely a job, the issue is being able to be socially useful in a way that you can see a continuity to, a logical future to, a logical consequence, to use the term that Senator Dunlap



CONTINUED

1 OF 2

used earlier, that this has to be perceived. I cannot impose that. I cannot go to a young person--my credibility like everybody else's is suspect. I can't say, "Stay in school, work hard, keep your nose clean, do all those good things and you'll thank me for it years ahead." I think they have evidence that's counter to that and they are relatively good social scientists. I don't know if that answered the question...

CHAIRMAN ROBERTI: Well, you gave me a good perspective from your point of view. It's just my thought that for long-range--I agree with you, especially when a person's out of school or immediately contemplating his career, that youth unemployment is tremendously related to this problem. I would suspect that maybe in prior days or maybe I'm gilding what I think the old times used to be, but people didn't have jobs, went to school, often were from poor families, and there wasn't a relationship between lack of a student's job and violence. I would agree with you that the closer you get to career contemplation there's a relationship. I hate people giving their own experiences and saying, "Ah, this is what it is, but my family wasn't exactly wealthy, I didn't work when I went to school and most people that were my peers at the time didn't work when they went to school." I don't think there was this conceptual feeling or orientation toward violence so you may be very, very definitely right, but I don't know if that necessarily jibes with all past experience.

DR. PEARL: No, I'm not trying to say that it does,

but I think we have to analyze all experience in the context of their time. I, too, grew up when poverty was very democratic and it was pretty well distributed among all of us, and I did work while I was going to school, but then my mother ran a boarding house in San Francisco and I had no choice. But the situation was fundamentally different. One must understand that the notion of people going to school for a long time prior to get to work is very, very new in this country. In 1900, six percent of the people in this country graduated from high school. That meant that the vast majority of the people went to work before they completed high school. So the whole organization of schools was organized around a work concept, and vacations were not vacations, they were the opportunity to release people to work in the fields. And you will notice that that was the logic of why it was that we organized the school year the way it was. But now we are faced with a fundamentally different time. It isn't the time in which we are talking about the prospects of going to school and the other things would sort of naturally unfold. We are facing a time when there is a lot of lack of faith both in our system and in the people who run it, and we have had some reasons to understand why that took place, but also a tremendous amount of doomsaying among enlightened opinions about whether or not there will be even the ability to absorb you at some future date. I can't think of any time in our history, including the depression, when the President of the United States said

it would be his ambition to be able to reduce unemployment to about six percent at the end of four years in office. And then others in important positions such as the head of the Federal Reserve System, saying that you're being overly optimistic, and that's not possible. Remember, a six percent unemployment rate generally is four or five years that rate for young people. We are not really talking about school people, we are talking about immediately after school, because you will get testimony, and it's correct, that one of the major sources of violence in school are not the people who are currently in school, but those people who may be recently graduated, or maybe who didn't graduate but who were asked not to come back, who could not find another places to legitimately be, and they therefore become a continuous source of problems for the school. I was listening to an interview outside by one of the witnesses here talking about how they were trying to deal with the people who are not in school, but who are coming back to school to cause problems, so that that issue is not only dealing with who are currently in school, but the next group of people between ages of 20 and 24 where there is a tremendous amount of violence, and then again, they in turn see within the school populations opportunities to make livings doing illegal activities. And unless we can deal with that in a positive way I am afraid we are going to be spending an awful lot of money trying to curtail the negative ones.

CHAIRMAN ROBERTI: Senator Dunlap.

SENATOR DUNLAP: What you are saying reminds me of what a friend of mine who is a psychiatrist said and that was, that "the future is not what it used to be." (laughter from audience)

DR. PEARL: And it never was.

SENATOR DUNLAP: You know, that's partly a cop-out, too, because society does have something to say about what the future is, and those of us who are in a decision-making position, although neither Senator Roberti or I can do very much all by ourselves, our paddles do have some effect upon the course the steamship takes, I think, but not as much as we'd like, but a little. One thing I wanted to ask you is, I'm suspicious of the fact that Soquel may be, having driven through Santa Cruz County, an upper socioeconomic area or at least medium. Is that right?

DR. PEARL: No, but it's almost all white, and therefore I am very much concerned. Having worked with schools in a variety of places, some of the schools--some of them being here, some in San Jose, and Oakland, but I think you're right, I think that the issues become far, far more critical the closer we come to the inner city. And that's also where the disparity and the opportunity to move out of certain kinds of traps are the greatest. I don't think we should discount whatever we find in one place, I think we ought to test it in other places.

SENATOR DUNLAP: Could be. Maybe not transport it bodily but adapt it.

DR. PEARL: Well, just the idea--I think we're really searching for ways to go, and ways not to go, and I suspect the way not to go is to try to return to the past, and I think some of the testimony that if we would emphasize more and more the teaching of basics, this problem would go away, I think that is wrong. I think the basics are dull, and boring, and that the real problem in our society is the application of knowledge, not to try to gain it in some sort of vacuum. Also, I don't believe that test scores measure very much anyhow.

SENATOR DUNLAP: If one were to translate the term "basic" to mean motivation and desire to learn, that might be better than the three Rs.

DR. PEARL: Oh, yeah, well, what I was trying to talk to you was about the three very important motivations, the feelings of competence, the feelings of usefulness, and the feelings of belongingness, and I just don't think we can do that, and it's very hard, but I think if we can provide appropriate rewards and also some way of seeing how that can move into the future, that we will reduce the size of the problem, and that I think is basically all we can hope for, is to reduce the size of problems.

CHAIRMAN ROBERTI: Thank you very much, Doctor.

Our next witness will be Mr. Mike Mathias, of the Children's Advocacy Center in Oakland.

MR. MIKE MATHIAS: Senator Roberti, Senator Dunlap, members of the committee, my name is Mike Mathias, I am the Executive Director of the Children's Advocacy Center in Oakland. We work in the Oakland schools to help parents and students implement existing legal rights through their own efforts, educate parents to what their rights and responsibilities are on behalf of their children in the schools, and we work to ensure that equal educational opportunities are followed by the schools and that parents have access to decision-making and contributing to guaranteeing that their children receive educational services. We are working primarily in neighborhoods. We are an action-oriented program, and in this context we come into contact with a great number of people and problems related to the schools, and we have an orientation that comes more from the community and from the neighborhood than perhaps people who are a little farther removed.

My own experience, I've been an inner-city teacher, I've seen violence in classrooms, I've worked with high risk children, I've seen the dynamics of violence, I don't always understand it, but I have certain views, and I have seen certain things happen and I have also dealt with many frustrated parents and students. We cannot tolerate violence in our schools. At the same time, we must clearly understand some of the causes which have turned many of our schools into potential trigger situations and have broken and disrupted learning in many others. There are two basic facts related to school violence and vandalism

that I would like to talk a little about today. The first is that there is a tremendous amount of anger and distrust in inner-city schools, schools surrounded by neighborhoods, by people who are frustrated, who are angry to see their kids going into the schools and returning without a good education. Whether we agree with this or not, it's a fact of life in the inner city. Children pick up on this anger, on this frustration, and on this wall which surrounds the school, and many times go into schools and act in ways that are less than responsible and are encouraged by parents who do not feel that the schools are in any way living up to their mandate to educate their children, and in many cases this is true. Children in school many times are afraid to achieve because they would be required to do work by their more violence-prone comrades. They will be forced to do homework, to take tests with other kids whom they are afraid of. I think that's a very critical thing on a dynamic that's important to understand. One basic fact of violence is the fact that there is not a lot of communication in many situations between the schools and the neighborhoods, and this breeds distrust and in the kids it breeds a lack of responsibility. The second thing is that conditions in the schools consistently reflect the conditions which exist outside of the schools, and that the inner-city culture is clearly exemplified within the schools themselves, and we're not doing anything to break this pattern down. There is a disintegrating reality in life in the neighborhoods, and our public schools are more and more reflecting

this disintegration. Many children and youth in the public schools exhibit diverse behavior for a number of reasons. Some of these reasons are: there are no parents in the family, or they are living in an extended family, also there are young children who are literally taking care of households, caring for even younger brothers and sisters, poor nutrition, boredom and frustration, anxiety, fear, cultural disparity, perhaps unyielding high spirits, overcrowded classrooms, inadequate educational resources, lack of books and crayons and unconcern and at times even hostile teachers are all contributing factors to children reacting and youth reacting in violent ways within the schools. Under stressful situations, values learned on the street, at times in the homes, and always reinforced by the violent hero ethic of contemporary television, help to bring violent destructive behavior into the classroom. There is good evidence to suggest that low achievement and failure which in the inner city are so strongly linked to a child or youth's perception of his own worth, will encourage violence as a common way to deal with situations. Low achievement and disinterest are also a key factor in truancy, which is a factor in street crime related to youth. All of this is understood in a context that in many cases the punishment for truancy is suspension. So as we push children out of school, we create situations where they continue to reflect violent ways to deal with situations. All of these are complex realities which exist in our inner-city schools and there are no direct answers that I know

of. I do know that each day I deal with parents who care, with parents who want their children to have better things, with parents who work all day and are willing to give up evenings to contact us, to be in touch with us, and try and resolve critical issues within the schools. They come to us for help but they are not getting this in the public schools. We work with people--parents can develop a sense of worth, a sense of power, through knowing that they have alternatives, that when they are shut off by school authorities who may not be concerned with what's going on in the neighborhood, that they have recourse, and in many cases this sense of power is channeled down to the kids to develop a sense of worth and concern. It's our recommendation to this committee that whatever revisions of the Penal Code you undertake, that careful attention be spent on the role of the school as a contributory factor in creating violent situations. Our greatest concern and fear is that by having penal authorities seek more effective ways to deal with children and youth who have acted violently, that they don't help create a situation where it makes it easier for the public schools to pass off those students they are not reaching, and at the same time fail to confront the conditions which the schools have created to contribute to violence. I think that would be our concern, that in any sense the schools are failing. They are not providing the services, they are helping to create violent situations, and our greatest fear would be that this committee would recommend stricter penal involvement, juvenile

justice involvement and take away the kids, but don't deal with the situations that have created violence and the role the school has played in that...

CHAIRMAN ROBERTI: Let me just assuage your fears a little bit. The title of the Committee is Revision of the Penal Code, not necessarily intensification. (laughter) And we're just trying to explore all situations, first by fact finding and then see if legislative remedies are relevant, necessary, and if so, how they should be dealt with?

MR. MATHIAS: I was under the impression that you would have received contributions which would be contrary to that suggestion.

CHAIRMAN ROBERTI: Well, I think we want to hear everybody. I am sure there are people who might not share your attitude and would like to intensify some areas of remedies that we have right now, and I surely want to hear them, too. I don't think anybody's notions on a very serious problem like this are absolutely correct. Unfortunately, we cannot pinpoint legislation or legislative solutions for each individual case. The best we can do are general laws, that hopefully can help most people, generally.

SENATOR DUNLAP: I am very sympathetic with what the witness has said.

CHAIRMAN ROBERTI: Okay, very good. Thank you very much. The next witness is Ms. Iola Williams, California School Boards Association.

MS. IOLA WILLIAMS: Good morning . I am Iola Williams, and I chair a dual committee for the School Boards Association. This committee is called Student Needs and Minority Education. We handle all of the issues that pertain to the needs of students as well as the issues that are of minority concern. Within this committee violence and vandalism is one of the issues that we handle under student needs. And we have spent at least the last three or four years doing something in the area of violence and vandalism. One of the first things that we did was to participate in the ad hoc blue ribbon committee that was set up by the Attorney General and the State Superintendent of Education in 1974. This committee was to look at violence and vandalism in the schools and to have hearings throughout the state and to find out exactly what was happening and what needed to happen. From these hearings, the information went into another committee that was established. The second committee we participated in. This committee's job was to come up with something constructive that could be done about the information that was accumulated during the hearings by the ad hoc committee. The ad hoc committee had school people, it had people who were in the criminal justice system, I understand that there were some mayors and other people, I guess about twenty-five or twenty-six people on this committee. These recommendations were written up, became volumes, and are now sitting in the Bureau of Inter-group Relations at the State Department of Education. And always when I come before hearing panels representing the

School Boards Association I come away with the feeling of, "Oh, I'm going through that again." And I would hope that this committee would somehow or another pick up those recommendations and see what needs to be done. When I have inquired of these things, the State Department people have told me, "Oh, we don't have any money to do these things with." I think that's one of the things maybe you need to look at, and see what has come out of the hearings and things that have been held up and down the state by people right here in the state who are in the schools and in the criminal justice system. In other words, my first concern is, what is going to be done about all of the things that we know need to be done, that have been looked at by both systems and we have recommendations on, some of the things that we have done in the School Boards Association?

Following these hearings and things, we found some things in there that we thought were very, very good, and should be articulated to school districts, so we set up a manual, a resource book, and we published it, and published it, and published it. We now feel that we need to update this book. And our updated booklet will be coming out possibly in another couple of months. In these books we identify good programs, good practices, good kinds of things that should be happening in school districts to prevent violence, reduce conflict, and to reduce vandalism. The book that we published was purchased by school districts all over the country, it was that caliber of book. So there are some ideas that are available for those

school districts that are interested in looking at things that are being done up and down the State of California. And a lot of that information came from the hearing sessions that were held in the State of California. We identified everything from the practices of using off-duty police officers through changing some of the management techniques in schools to facilitate good communications between students, staff and administration, things of this sort. The updated book will have far more things in it because we feel that over a period of years we have accumulated an awful lot of more information, we have much more details about what should be happening in school districts to eliminate some of these problems.

Another thing that we found, you've heard all sorts of testimony about the scope of violence, the scope of vandalism, and these sorts of things. We have not been able to find a compilation of these kinds of materials. We have found no research project done in the State of California that pulls all of this material together so we can really look at violence, vandalism, and conflict and see what is happening. There are county school boards, or county office of education boards, that have put out these. We have looked at some of those, and we found that a lot of the things that should be in those are definitely not in them because they were done at the local school level and because the school custodian does it it isn't counted as vandalism, and these sort of things. So the reports

that we have looked at we feel are really incomplete, so we feel that we don't really know what the extent of violence and vandalism and this sort of thing really is in the State of California. So one of the things that we took upon ourselves as a committee, the School Boards Association, and believe it or not the California Teachers Association worked cooperatively on certain kinds of projects.

CHAIRMAN ROBERTI: Some areas we can always agree on.

Ms. WILLIAMS: Right. So CSBA and CTA have a deal where they work with a group called CARE, California Association for Research and Education, I believe, and each of us fund the program. We have contracted with CARE to do a research project on violence and vandalism in California schools. We are looking at the scope and the problems of violence and vandalism. We are particularly interested in the extent of violence and vandalism, what kind of violence and vandalism is going on, and at what level? When we looked at the report from one large county we found that there had been one murder in that year at a high school, and there had also been a murder on a campus on a junior high school. So we want to know, where are these kinds of things happening? And who's doing it as far as violence and vandalism? Are the students in the school committing violence on other students? Are they outsiders? Are they adults? What is the extent? These are the kinds of things that we are looking at. When is the

vandalism happening? Is it happening in the evening, is it happening during school time, is it happening on holidays, who is doing the vandalism? Are they students who are in the school? Are they students who have dropped out of school? Are they people who are coming in from someplace else doing these kinds of things? Is it gang activity? We are interested in this kind of data. What happens when the individual who has committed vandalism or violence is apprehended, and if the person is convicted, what happens? We are interested in these kinds of things so we can kind of get a handle on really what is happening and get to the real extent of vandalism and see where we need to put some real effort. Some of the things that we are looking at is, what are the elements that are within the district that have low incidents of violence and vandalism? We feel that we really need to look at not just that they have these things, but what kind of elements are there that are...

CHAIRMAN ROBERTI: You mean comparative data... between either those that don't have a problem or have solved it?

MS. WILLIAMS: Yes. And then identify those elements and good programs and promote those kinds of programs. We are interested in the relationship as it was mentioned earlier of punishment and the kinds of punishment and types of convictions, and the decrease in vandalism and violence. We want to know, you know, we have the Education Code that

says a parent can be forced to pay up to \$2,000. We want to know in districts where they are saying that if the youngster commits an act of vandalism the parents pay. Is that a deterrent, or are we just spinning our wheels and doing a lot of paperwork when we do these kinds of things? We have about come to the conclusion that schools simply mirror the community. When it comes to fires in schools, I have sort of been looking at things like, when we have fires in the school, what's happening in the community? In the past two weeks in Santa Clara County there were "five cases of arson" in schools, likewise there were three office buildings that were burned, and the same kinds of things that go on in the schools seem to be happening out in the general community. We found the students lived with violence and that students are learning violence, you know, seeing violent acts very, very early in life. We feel that this is reflected in the need for shelter for battered families. We are just getting all sorts of county requests for shelter for families, for kids, for mothers, even now for the fathers, for battered fathers. So youngsters are living with violence, and we are seeing that this is coming out in the schools. If a youngster lives with violence and he comes to school, it's not going to just go away. That youngster has been involved in violence. Police records of child abuse--this is something that we are seeing that our youngsters are involved in violence, and it's not just the school, it's a community-wide thing. Television's

portrayal of violence is something that youngsters are seeing, the number of robberies in communities, the number of murders that are in a community. A reference was made earlier to unemployment and the things that are happening with that. So we are saying that the violence and things that we are seeing in schools are not simply a problem of the schools, they are a reflection of what is happening out in our community, and I am of the opinion that we are attacking the problem in schools, and by attacking the problems in schools without looking at the root causes of it is sort of like taking a big cancer sore that is leaking and putting a Band-aid over it. The only thing you're going to do is cover it up and it's going to continue to leak and you're going to have to cover that Band-aid with another Band-aid. Our committee has supported many of the projects and the programs that you have heard about here. The Yerba Buena program that Jerry Mullins will be talking about is one of the programs that we identify with because of the effect that it was having in reducing violence and vandalism. Mike Mathias who testified just before, was commended for the efforts of his group in spreading the word to parents and making sure that parents know what parents' rights are and what the schools' responsibilities are. We have commended programs in peer tutoring and peer counseling, all of the kinds of things that you have heard about today, and we are saying that these things need to be done. But we also see the problem as needing to be attacked at the very

roots, because we are just treating some of the symptoms rather than treating the real problem itself. And we are saying that not only the schools need to be looked at, but all of the agencies need to sit down, schools, probation, police, social workers, mental health people, all of us have to sit down and make the maximum use of the resources that we have in order to be able to combat the problem because it is not just the school problem, it is a societal problem that we have. The colleges, the universities, must cooperate and I am throwing those in because our administrators and our teachers receive their training and their recycling or whatever, through the institutions. They have to know what the current kinds of problems and things are so that they can be able to give administrators and give teachers the kinds of skills that they need in order to be able to work with the community, with the agencies in combating the problems that we have. And I contend that you can legislate intent but what about attitudes? And we can only remedy attitudes when we sit down and talk...the police department points its fingers at the school, the school points its fingers at the social services, the social services point its fingers at the police department, and the police department points at you people in Sacramento. Only when we sit down together and attack this problem with interagency cooperation, will we finally get to the bottom of it. And I am suggesting that you look at all of us working together to combat crime, violence, conflict, to reduce conflict and vandalism. Thank you.

CHAIRMAN ROBERTI: Thank you very much, Ms. Williams, we appreciate your comments.

Our next witness will be Mr. Jerry Mullins, Director of Center for Interagency Studies, Yerba Buena High School in San Jose.

MR. JERRY MULLINS: I'd like to begin by reading a significant portion of a speech that was given by Wilson Riles, our State Superintendent of Public Instruction. It was given in San Francisco on September 26 of this year. I believe this reinforces quite strongly what Iola Williams from CSBA was talking about. "Over the years we have built many institutions, Welfare, Social, Health, and Mental Services. We have created the Criminal Justice System with police, courts, parole, and probation, but all of these are separate from the schools and disconnected from each other. Often the parents of a child with a problem will travel all over town to different agencies. The parents seek help and they are lost in the crowd or caught in the trap of the referral game. A major obstacle in solving the problem of delinquency is the fragmentation and disarray of youth services. There is an urgent need for improved cooperation between the agencies that deal with the children. I believe we need to take a hard look at our city, county and state structures for providing services to people and ask how the services can better relate to local communities, to students and schools. We need to ask whether the structures serve adult organizational needs rather than the needs of children and

families in the community. Perhaps a reform of the schools can be the catalyst for developing new ways of delivering service through the reform of city, county agency structures."

Former U.S. Commissioner of Education Terrell Bell, stresses the importance of the school as a force within the community. He believes the time has come for the neighborhood school to become a delivery mechanism for social services into children's homes. The school is often the only common denominator in a neighborhood, and the people will go to the school when they will not go to welfare or the police. The school has contact with a child for many hours each day, and has the best opportunity for observing problem behavior. But once the school has identified a problem, the other services should be ready and available to take over and work with the child and the parents. Part of the school property, or an adjacent property could be used as a base for combined community services. Professionals from all the services could work as a team out of that location. They would be paid and assigned by their individual agencies, but work with the school coordinator. And that's certainly what we think is the crux of the problem, that's where we began six years ago in the Yerba Buena program.

First of all I should mention, there's a good deal of reinforcement of this viewpoint. The Junior League of San Francisco in fact came out with a 288 page report on San Francisco's future, a study of youth resources. And the major problem that they identified was the fragmentation of these

services. They were in fact, a contributor to the problem of delinquency. We have asked ourselves two, no, three questions in relation to the Yerba Buena program, when we started (inaudible) ...it has to be one of the major problems in a big school. We are no longer in a little red schoolhouse where you have forty families in the village and one person handling that schoolhouse; they have the moral authority of people, they could operate, they could get the reinforcement they needed to handle those kids. You come into a modern-day school today where you maybe have two thousand students in the high school and a hundred people on the faculty. Then you've got a problem of unification. You've got a problem of unifying the vast operation, which has got to be one of the most important industries here in the State of California. How do you do it? Unfortunately, I am afraid, for a long period of time we have been operating on that kind of horse and buggy method where you have one man at the top and the others are there as his subordinates. So we are still trying to operate along the lines of the little red schoolhouse when we probably should be operating on more modern management techniques in relation to the school. I have taught in both private schools and public schools, eight years in the public school system and three years in the private schools. And one thing that the private schools do have, they've got structure. At the time I completed my three years in the private school system, I felt I was on my way out, I wasn't sure that I wanted to go on in the field of education. Coming

into the public school system, I have come into contact with people who I thought were top-notch professionals, but there was one problem that always bothered me, how do you put structure into this kind of a system so that you can give the kids the kind of consistency and continuity they should have? This question we had to ask in relation to building the Yerba Buena program. The second thing that happened, I was in an overfilled high school in the East Side Union High School District for about eight years, we had a good program going for about three years, then the whole thing began to break down. It was interesting because this was one of the fastest growing districts in the area. People who were on the staff began to move to other schools. There were no mechanisms for maintaining this kind of unity that we are talking about, and as a result, the unity within the school began to break down. There were no mechanisms between the school and the community. We had a riot, we had some bloodshed, and we had a lot of vandalism, and so when we went to Yerba Buena and began to establish some sort of a program there we asked this second question, "How do you achieve basic unity between school and community?" It was even more interesting that after that riot everybody's brother came on the campus to tell us what a terrible job we were doing. That included the militant, the agency professional, the parent who probably hadn't probably associated herself with the campus as much as she should have. So this question that came up, how do you build professionalism into your counseling department?

This was really a counseling-oriented program, and we felt that in order to build some kind of an action-oriented program at the school to deal with the crises that were constantly coming up in our area, we had to improve our counseling program. We had to reduce the loads, if possible, and we had to get the counselors away from overwhelming paperwork and put them in a position where they could begin to do some professional kinds of things with the students. Yerba Buena is an interesting school--it's the number one poverty school in the county, 49 percent Chicano, 14 percent Black, and the remainder white. Fifty percent of the families are on some form of assistance, and there are large numbers of fragmented families; in fact, we lead the nation in the number of physically fragmented families. One of the highest juvenile referral areas in the county, and it was at that time, at district bottom in reading and math skills. We did a survey to find out what the teachers were thinking in terms of this problem. I'll just mention a couple of questions that were there. One, estimate as closely as possible the number of problem or crisis students that you have in your classes? At that time we had a faculty of thirty-two, and twenty of these were returned. Ten to twenty hard-core crisis types. And we asked them on a scale of one to ten to point out the priorities, the kinds of problems that they felt the student experienced, and where they were related? Number one, of course, was poor family situation; two, was...success; three, poor self-image; and four, the school. And down here

under question nine, can you estimate the percentage of time you lose in the classroom because of problem students? Fifteen to twenty-five percent of the time. Now, that's a lot of time, and I know that sometimes we hear beefs from teachers, many times, in fact, that they are babysitters, probation officers, corrections people; well, sometimes maybe as teachers we complain too much, but I am afraid that there is a great deal of truth to that. I am afraid that they don't have the alternative services on the campus other than the disciplinarian to take care of some of those hard-core problems. And they wind up in a quandary, how do we handle these situations? We asked the kids in a simple survey what they felt their problems were? We asked a hundred and fifty young people and we used the need indicator, and the majority of the need indicators were in the twos and threes, a problem is serious and a problem is very serious. These were their priorities: First, that you don't get along with your parents. That was number one in their problem area. Two, you don't have enough money. Three, you need a job; these would be natural for our kids. Four, a self-image problem, you feel dumb and stupid. These were giving us some ideas about what we had to do in that program. We went to the City Planning Commission, we asked them to break the neighborhood down by census tracts, and generally we were aware of these problems, but this gave us more specific knowledge of what some of the problems were. We were able to see the large number of one-parent families,

and many of those are headed by women. And, really, what we created in those neighborhoods to assist those women or give them the kinds of reinforcement that they need for those kids-- and many of the problems that are coming into your schools are coming from that one problem right there. After we went through all of this we looked at the whole community, we felt that there has got to be something more, and in building an action-oriented program we knew that we had to look to the community. This is what we found--organizational failure, we are talking about the central agencies, we are talking about the smaller agencies. We are working in separate worlds, we are apart from one another; I am afraid federal funding has created just a million and one different agencies that may have great justification but somehow we are not coming together, somehow we are not unified. We are not giving the kids the kind of consistent answers they should get. Somehow we felt that it had to be pulled together. So our solution was to come up first of all with a coordinator in the school who could bring together an agency support system, agency representatives who could give us the kind of support that we needed immediately to deal with the crisis problems that would arise at Yerba Buena High School. And we asked them to come to the school, there were eighteen to twenty of them; we asked them after they approved the program to make commitments to the Yerba Buena program in the form of an official letter, and these are the kinds of commitments they made. Now you can build the support

ad infinitum, by identifying as many organizations and agencies that might be available in the neighborhood or in the larger community. Some of the letters that came back were interesting and I think this is in relation to a twenty-four hour center that the police officer who was in our team suggested we apply for through county revenue sharing funds . Dr. John Stevens handled one of our first cases, and he makes an interesting comment here. I put this up here because it should be noted. "I am especially excited about the proposed twenty-four hour crisis intervention service. I know you are aware that adolescents are notoriously reticent to avail themselves of conventional mental health services. It has been my experience in working with high school age adolescents especially that they are much more receptive to psychiatric help when it is provided in their own territory. Providing such help in the non-stigmatized setting of a high school should alleviate this very difficult problem of non-utilization."

The second key concept that we wanted to build, and this was where we ran into some difficulty, was to invite representatives from the major agencies, social services, probation, and police, to operate within the school with an educator as coordinator, to operate as a working team within the school and within the neighborhood so that we could cut through any of the red tape that might be involved and immediately get services to the young people that we were working with. Ultimately, what we wanted to do was create a total

crisis intervention and prevention program. We wanted to stop this kind of thing, the referral game; I think all of us are aware that this happens, it happens to adults as well as young people, maybe not maliciously, but this is the way the system is set up. We get overloaded sometimes, and sometimes we push the student on to another person or another agency. And what we wanted to do was pick the problem up within the school, within the neighborhood, and make sure that it stopped right there, so it wouldn't get through the larger community. Also, students are intelligent, they are smart, and if they see that adults don't have their act together, then they can very easily manipulate the system. And I think the majority of students really know how to do that. They can play the parent against the school, they can play one teacher against another teacher, and they can even play the probation officer against the counselor. So the idea was to get some kind of teamwork, some kind of comprehensive planning into operation so that we could stop that kind of thing and begin to concentrate on giving the adults the kind of control they should have so that the young people could get the kind of answers they need.

I'd like to suggest maybe a couple of things: I think we ought to encourage, if possible, through legislation the retraining of school administrators in modern management techniques with emphasis on management and the team structure, school-community relations, methods for broadening the base of decision-making in the school. I think we should encourage

the decentralization of the major agencies, possibly housing them in the schools. I think we should encourage the upgrading of every school's counseling program, professionalizing the field by first of all increasing counselor flexibility through a reduction of student loads; secondly, eliminating or at least reducing meaningless paperwork that interferes with professional counselor's duties; and, third, encouraging greater involvement in teacher training, parent education, program development, interagency teamwork, evening counseling, public relations, etc. I think we should encourage Parent Effectiveness Training courses; they should be set up in every school district throughout the State of California. And maybe more important than even legislation of these kinds of things is a possible mandating of the establishment of a central clearinghouse dissemination and training center to facilitate the implementation of these kinds of things. I have had the privilege of being able to go around the state, give presentations of this program throughout the country, and I find that this organizational problem is a problem all over, and the kinds of things that I just mentioned here are problems all over. I have also been able to meet people who have been in a position to offer good expertise and good training in this regard. And somehow or another we don't have all of that together, and I think that if money were made available, or if the center were available, where we could pull together this expertise, we might be in good shape. Some fifty programs have been set up around the State of California just

through one year really, well more than that, one year of actual dissemination, but the past two-and-a-half years of going around and giving presentations on this particular kind of program, and one of the latest programs that might be looked into is in the Portland area where we conducted a workshop in Salem this last January, and out of that came a project in the Portland Public School System called "Project Care: Cooperative Agency Rehabilitation Effort". They put \$175,000 into this project. They got \$40,000 through Title IV funds, \$133,000 of their own money; so I think it can be adopted in fact, that was adapted to the elementary schools, I am talking from a high school orientation here.

CHAIRMAN ROBERTI: Thank you very much. I appreciate your slides and I appreciate your presentation. ...is Mr. Howard Blonsky, Psychiatric Social Worker. Mr. Blonsky is not here. Our next witness is Mr. Thomas Gaffney, Assistant Superintendent of the South San Francisco Unified School District.

MR. THOMAS GAFFNEY: Good afternoon, Senator, members of the Committee, I would like to thank you for the opportunity to appear before the Committee. I will keep my remarks very brief, I have been most interested in hearing the comments of the speakers before me, and I share their concerns with regard to school violence and school vandalism. Our school district is a good deal smaller than I think some of the ones that have spoken before the committee this morning, but I think some of the things we may have to say may possibly be of value to you.

Let me just give you a rundown briefly on myself and then on the school district.

I have been in our school district for twenty-two years, I have been a senior high school principal for seven years, vice principal, director of secondary education, supervisor of child welfare, and teacher for eight years. Our school district is composed of twenty-two schools, fourteen elementary schools, four junior high schools, two senior high schools, a continuation school and one adult school. Our enrollment at the time we began this particular effort was 13,500 and it has since declined this year to 11,200. Our district community, the City of South San Francisco, is about 55,000, the school district we serve is approximately 75,000. We have like everyone else, a very strong concern about vandalism in the schools. Our annual costs prior to 1972 were about \$40,000 per year in repairs to buildings, lavatories, repainting, and a very, very expensive glazing bill each year. Since the start of this program in 1972, our annual costs have been below \$20,000. Let me just briefly tell you how the program started, and how it operates. One of our junior high schools was sustaining a great amount of vandalism. It was almost that each Monday they had to go back and rebuild the school. Many windows were busted on the weekends, lavatories were torn up, graffiti on the walls; in general, the place was a mess. A subcommittee of the PTA, and I didn't hear anyone hear this morning mention an organization called PTA, and I do

think it's an organization that has very great value, and I think it's contributed tremendously to the schools of California and certainly to our school district. A subcommittee of this on school vandalism, chaired by Mrs. D'Amico, came up with a very, very simple idea. Why do you spend all the money on school vandalism repairs, why don't you give the money to the students that you would normally expend on vandalism repairs and see if this in some way with a program set up, won't stop vandalism or won't at least halt it to some extent?

CHAIRMAN ROBERTI: How did you do that?

MR. GAFFNEY: The way we did it was this. We took out of the district maintenance budget an amount of money, one dollar per pupil, and it was assigned to each school in a credit. The school, as an example, a school of 100 such as the continuation high school had an annual credit of \$100 if they wished to, and if it was not expended for repairs they could carry it from year to year. A large senior high school, I say large, at least large for us, 1,800 pupils, would have an annual credit of \$1,800. At midyear, the student committees, and this is all of the 21 schools, all of the 21 regular schools, could determine how to expend half of the funds, and prior to the close of the year, they could expend the balance of it. Most of the projects that they expended their funds on were basically school beautification projects. We saw a turnaround in the program. We saw a turnaround in vandalism. Let me just give you some figures so that what I am telling you is validated.

It's something that has worked for us. In 1973 we budgeted \$13,400 for the project. In that same school year we returned \$10,175 to students for school projects. In 1974 in a full year we budgeted \$13,258, but that year we returned only \$5,800. The following year it declined slightly to \$4,900, this current year, past year I should say, 1976 when we closed the books, \$6,276. Major fires are not charged against the schools, they are not charged against this budget. In the course of the past five years, the schools, through their students, have expended over \$27,000 to beautify their schools. We have saved annually \$20,000 over a five-year period in dollar savings, this is in excess of \$100,000 in vandalism cost savings to our school system. The belief by the PTA people who started this program, by our school administrators, is that the involvement of the students in terms of their pride in their schools helps you maintain a good school and it also assists them in such things as their beautification projects. I was principal of South San Francisco Senior High School for seven years. During that time we managed to repaint all of the hallways--let me restate that, the students repainted all of the hallways with their projects. In the seven years I was principal, I never once saw a student mural vandalized by anybody. And I think you'll find this true pretty much throughout the state. The projects that the students build themselves, or paintings that they put up, tend to stay, they do not tend to be vandalized. As a matter of fact, it really manages to instill a great deal of pride in

our schools. I think if you can see what I've given you, we do have, we think, an effective program. Over a five-year span of time it's been good for us and our student body, it's a relatively inexpensive project, it does take a good deal of time on the part of the school principals, and it does require the involvement of the students themselves, even at elementary schools. In fourteen of our elementary schools we've had projects started, most of them dealing with painting, most of them dealing with such things as benches and so forth, the purchase materials. It's unlimited in the areas in which they can expend their money.

Just briefly a couple of comments if I may, I wish the Joint Committee would give some consideration to clearing up some areas that at least to me are of concern. One area, for example, it is a violation of the Penal Code for a student to possess or purchase tobacco, and yet a year and a half ago under Senator Gregorio we have permission on school campuses at age 16 and above for students to smoke. So would someone please tend to that one and see if you can at least get the Codes in some kind of order. The limit of fines as set forth in Penal Code Section 594 and 594.5 I think is too low, it relates to the destruction of property and I have heard others here and I think the Committee should look at it in terms of the fine that can be imposed by a judge. Penal Code Sections 451(a) and 452, possession of flammable materials, explosives or

combustible materials, I think the Committee should examine, again in terms of the limits that are imposed upon judges. Let me just cite for you a couple of things--in our school district in the last three years we have had two fires of major significance. One fire was at the Children's Center House which we had just left, it was burned, cost to the insurance company was some \$40,000; a year and a half ago we had one of our elementary school wings burned, cost to the insurance company \$110,000 and a year ago in one of our junior high schools two classrooms burned out, cost to the insurance company \$90,000. Just quickly, fire insurance premiums, South San Francisco Unified School District, prior to 1976 our annual premium was \$50,000 in fire insurance alone. in 1976 it stayed at \$50,000. In 1977 we are now with our third insurance carrier in our school district, cost per premium this current year, approximately \$87,000. That's for fire insurance alone, on a school district whose plants are now estimated to be valued at \$40 million. And I think you'll find if you listen to your testimony throughout the state you'll find the real problem in terms of insurance coverage is because of fires to school buildings. Let me just finish with this. You are here I know to hear evidence relevant to the Penal Code of the State of California. Codes affecting education in California, briefly, there are fifteen codes that affect us in our operations of schools and in operations with minors, just to list a few for the committee--Business and Profession Code, California

Administrative Code, Title V, California Jurisprudence Code, Civil Code, Code of Civil Procedures, Education Code, which is now in four volumes and we are not sure whether it was revised or not the last time, we are still looking for the index on that one; Evidence Code, Government Code, Health and Safety Code, Labor Code; your code, the Penal Code; Probate Code, Military and Veterans Code, Vehicle Code, Welfare and Institutions Code. We do think we have a great deal of legislation, we would like to see some of it brought into a little better order, and I know that isn't charged to your Committee, but we would hope you would make some of it.

I would recommend to the Committee, to its staff members--and I don't sell books, it's not my thing; we purchase this through a private agency each year--if you have not seen it, you might want to look at it, at least one of your staff members might, it's an attempt annually to bring together new laws relating to minors. The new one will be out in the Spring of 1978. We work with all cooperating agencies, police departments and others, and they too find this a very valuable tool, because as I started looking at all the codes we have to deal with, I was somewhat appalled to find out it was more than 15. I didn't count the building codes that are involved in the schools.

Someone else just before mentioned school burnings-- if you did not see it, I'll leave it before the Committee, this is the San Francisco Examiner, Wednesday, December 7, this says,

"...cops find pattern, but no proof in school fires..." This is on the burnings of the schools in the Santa Clara area. This is the one I believe that the representative from CSBA pointed out to you.

I have no further comments, Mr. Chairman, if you have any questions you wish to ask of me, I would be more than happy to stay and answer them.

CHAIRMAN ROBERTI: No. I appreciate very much your testimony, and we will look into your suggestions. Could we have a copy of that article? We will continue with our final two witnesses.

MS. BARBARA HOLMAN: Thank you. I am Barbara Holman and I am president of the San Francisco PTA. I was delighted to hear that in South San Francisco the suggestions of the PTA are not only given but also followed. We are very free to give advice and it's almost a surprise when--the San Francisco PTA hasn't conducted any study, we can't give you any statistics, neither has the school district, and I gather from this morning neither has anybody else really, so I guess...

CHAIRMAN ROBERTI: That's one obvious thing, we're all very short on data...

MS. HOLMAN: So as long as everybody's giving their opinions and sharing impressions, I'll do the same. I have been working with the PTA in San Francisco for about seventeen years, and three of my five children have gone through the school system and two of them are already in the system. And I think as a

result of my own experiences and talking with parents, teachers and administrators, everyone would agree that in San Francisco today there is less violence and vandalism in the schools than there was six, eight years ago. I think that no one knows exactly why this has happened, so my guess is probably as good as anybody else's, but I would like to share with you something that I have not heard anyplace else and I think it is something that perhaps needs to be studied. When we integrated our schools in 1971, it was done with a court order to equalize educational opportunities and we now have 75 percent minority children in our schools, about 25 percent white. Our integration plan involved elementary schools first and then secondary schools, and it was almost amusing to go to junior highs after the second or third year of integration and have the junior high principals go, "Wow, the seventh grade, isn't this good, I can't understand, they are all together, blah, blah, blah," and I said, "Gee, do you think it's the fact that they were integrated two years ago?" "Oh, well, gee, I hadn't ever thought about that." But my own children and other students have said to me, that previously we had isolated schools. Isolated Latino schools, Chinese schools, Black schools, white schools, and at the moment we have almost no racially identifiable elementary schools or secondary schools, which means that students have a chance to meet other students at an age when other tensions aren't quite so high, kindergarten, first grade, when they get into junior high they no longer have the experience they used to have of suddenly not being faced

just with adolescents with junior high school, with the racial differences of children, styles, the way people act, they have gone through that, so they get into junior high and all they have to face is being adolescents with other adolescents. And there seems, you know, again, I cannot prove it, but I know from things I have heard from children, and from students, that there is no question that the racial tension in our secondary schools is very much less than it was in the years that we were segregated, whatever you call it, isolated. And I think that the school district has done nothing to study this, I doubt if anybody else has. This is parents' opinions and students' opinions. There is no question also that we have violent episodes in schools; my own child was thirty feet away from a shooting. I said, "Gee, doesn't that scare you?" he said, "No, why should it? They weren't aiming at me, they were outsiders." (laughter) And the atmosphere in his school was not one of violence, the atmosphere of the school was cool. He accepted an incident of violence as simply something that could have happened waiting for the bus, it could have happened downtown shopping, it was outsiders, they came into the school, they did something. I think that most anybody can walk into a school and tell whether the atmosphere is one of violence. And I think in San Francisco public schools it has been reduced, and I really--someone could come and say, well, someone was mugged yesterday; well, I believe it, it isn't out of it, it isn't eliminated; but I think that this is a side effect of integration.

People need to understand when a school is integrated, as I think they do in San Mateo, at the high school level, then the bringing together students can create violence because that is a very poor time to have students get to know each other.

CHAIRMAN ROBERTI: In other words you are saying, the earlier the better, is of importance here?

MS. HOLMAN: Absolutely. It's a very heavy trip to lay on kids at that age. Part of our success has been that it started at a lower age level and children get to understand that there are "punks" and "good guys" of every race, creed, religious persuasion.

The other thing I would like to say is, we have to kind of identify between inside vandalism and outside vandalism. Vandalism in the school is probably caused by the students who attend the school. The vandalism outside the school can be from burglars, can be from nice Catholic school kids, can be from neighbors, can be from graduates, can be from adults. We have the Sunset in San Francisco which is a nice white middle-class neighborhood has a lot of cases of exterior violence to public schools. It is not necessarily done by the public school students who attend that school, it's, you know, "Saturday night, what shall we do, throw rocks at the local school?" And I think we also can't isolate it with how kids feel about themselves and how they feel about their school. I guess I had this brought home to me once, I was having a little meeting with the principal at my child's school, that lady put me down and humiliated me

and I was close to tears. As I was walking out of the school I thought to myself, if I had less self-control and there was a rock on the sidewalk, it would have gone right through that window. Until you are in that personal kind of situation you can understand the violence can be created by the school, by the administrators, and how they react to kids and how they react to parents. But I wanted to share with you which is perhaps a different perception, it has nothing to do with the Penal Code...

CHAIRMAN ROBERTI: It's all interrelated...

MS. HOLMAN: That's right, and I think that's what we hear from everybody, it's reading, it's everything, but in any case I felt I wanted to share with you some of San Francisco's problems.

CHAIRMAN ROBERTI: I appreciate very much your testimony. I might point out that the reason we are in San Francisco is not because of an indictment of the school district by any stretch of the imagination, but because this is where you come in Northern California to have a hearing. (laughter) Okay, thank you.

Finally, we have Dr. Woodrow Clark, Research Anthropologist, Institute for Study of Social Change.

DR. WOODROW CLARK: I just wanted to say a couple of things. I have been listening to the whole proceedings and had some thoughts and reflections about some of these testimonies and other things that were given. I would also like to mention that there is research data out there, including a book that

I have just put together and is being considered for publication on the issue of violence in public schools, two chapters of which are survey data, one from the Oakland public schools and another from the Richmond public schools of about ten or fifteen years ago, so there is kind of a longevity in terms of information that's available.

I would like to address a few of the comments that have been made today almost in a summary sense as well as suggesting things specifically for the Penal Code. I have had a chance to go through the information that the Committee gave out earlier and I thought that might be helpful and perhaps we might have a dialogue after this at some point in another setting without microphones and the distance of tables, etc.

One of the first things I'd like to say is that I think a clear distinction has to be made, a definition if you will, of what violence is and what vandalism is. Unfortunately, they are not clearly defined and are often intermixed with one another and are considered or then brought to a more political, or let's say, advocacy or a kind of rhetorical level. For example, there's a very clear distinction between vandalism, which is the destruction of property, and violence, which tends to be in two areas, one is physical violence, that is the destruction or the injury of person-to-person relationships, if you and I got in a fight or a series of us got in a battle with one another, we might call it a riot. On the other hand, there is also psychological violence. By that I mean there are things that happen to people

which is psychologically damaging to them. The previous speaker just before me gave an excellent example of where she was psychologically damaged by her interaction with someone at the school site which then almost led her to take physical action against the school such as picking up a rock. Let me give an example specifically with the Penal Code. I'm just picking out page 16 of your handout in reference to No. 13557, and also in reference to 13559. If we take those sections and read them, and I'll just talk about the latter, "Upbraiding, Insulting and Abusing Teachers." There is obviously a misdemeanor, according to this code, if any person, a parent, guardian or other, insults or abuses any teacher in the public schools in the presence or hearing of the pupils, it's a misdemeanor. Well, if you take the kind of conception of violence that I was suggesting, there is the possibility, and I'm not saying it's always true, that teachers and administrators at school in fact, abuse parents and students, and in the case of students, do it quite consistently through a variety of ways which often lead to a stigmatization on their part, that is, the student becomes possibly tracked, records are kept on him that lead through the rest of their career within school, all the way from the elementary school to high school, and possibly into college or beyond. My suggestion would be that these kinds of Codes would also be applicable to school staff personnel, not just directed at parents, at guardians, or at students. In other words, what I am suggesting is a reframing of the Penal Code itself so that

it does not focus in and concentrate just on students, not only are they the victims oftentimes of violence from other places such as from teachers and from administrators within schools, and I have evidence to show that. What I would like to suggest, in other words, is that we recast the kind of thinking that has gone into the Penal Code and begin to think of it in a different way, instead of restricting or limiting or narrowing the space in which young people can interact, that we begin to open up space, that we begin to think in terms of other alternatives and options available to these people. Another example sort of occurs to me, again, through the hearings. A suggestion was made by at least one, maybe possibly two speakers, the relationship to AB 65, the recent legislation; it seemed very appropriate that the Penal Code reflects some of the new thinking about programmatic ways to change and improve school environments. A very clear example would be in that particular legislation, there is an emphasis on school site councils. What does the Penal Code say or could it say in reaction to those councils, such that for example, if a council makes a decision, monetarily or otherwise, will they be in fact subject to legal prosecution? The other end of the coin is, if they take action, what are they going to subject themselves to? And I think that has to be considered. Another very clear example is the issue of smoking on school campuses. I think one speaker mentioned at the time the contradiction in that regard. I think that's extremely important because that is an issue that may seem minor to us,

I am personally a non-smoker, but it is a very hot issue on many campuses, yet young people are persecuted in many ways for even thinking about the idea of having that space available to them.

Let me just mention two other things that I think should be a part of or that you might consider in this regard. I think that there are court cases that have shown or at least have raised the issue about records that are kept on young people and that the problems this causes young people not only in the present but also in their future careers. Somewhere in our thinking about revision of codes we might consider what kinds of revisions would be applicable to not allowing or providing open access to these kinds of records.

The second one simply is the issue of student rights, parent rights, and others. This, again, tends to come through the courts, and it might be an appropriate time to be thinking about what legislative action can be taken in a constructive and a positive way that in effect provides some sort of student behavior codes or student rights and responsibilities codes. And these things--I know the Department of Education in the State has just come out with a legal interpretation of that as a draft, it's a suggestion, it's a handbook, it's basically something that is in draft form. What might we do in a legislative way is also rather important.

Then I'd just like to say a couple of other things and some questions. I had a whole series of comments, but maybe just one or two other points. One is, I think you've heard from a

lot of people about different kinds of programs and possibilities. There clearly needs to be an evaluation done of those possibilities to talk about preventive measures of school violence and vandalism. We simply don't know besides personal testimony, from opinion, from in some ways ideological kinds of attractions. The other thing is that there is also very clear that there is no systematic research that has been done in this area. There was mentioned a study done by the State Department of Education, hearings were held throughout the state, this was in 1973. Much of the data and methodology for that primarily had to do with hearings such as this, in newspaper articles such as you have received. I would argue that those are only partial degrees of evidence and research. I think you need to know a great deal more than that. I don't want to take up too much of your time, I know you're under time constraint. I have other points that I could make but I think maybe, if you have some questions, I might...

CHAIRMAN ROBERTI: I think the first and most important thing is any data that you have to help us with the compilation is very important. I think in line with what one of the prior witnesses stated and that is who commits violence, where is it committed, from students or off campus or all that sort of thing, I don't we have any kind of information on that, so anything that you could help us with in that area I think is important.

The other thing is, what are your observations? On a recurring theme through the whole testimony, generally people all

stated that the lack of identity with the school, or a lack of identity with one's own personality seems to be a problem that everybody universally agrees--so what are your comments or observations on that?

DR. CLARK: Let me just offer a couple of things that are sort of kind of summaries from data and from research on this. The first is that there is an obvious difference between a home culture and a school culture, and you might have multiple home cultures and multiple school cultures, but one of the obvious differences can be racially or ethnically oriented, and another one is class-oriented. In other words, there's a very definite difference between teachers to tend to have middle class incomes and many times urban school students who don't have that kind of ability. The point is that schools then set up series of rules and procedures to abide by. Those are often not set up in conjunction with or in league with or even in cooperation with students. They are sort of done in a different sphere of influence entirely. The Oakland public school survey that I mentioned earlier has very graphic data pointing to that, where almost everyone from the student, from the parent, and from the staff perspective, attributed rules to generating from the central office in the school district as well as from the school board itself. Now, I would submit that creates a great deal of problems and conflict and certainly leads to it.

Another point that I would like to make is this issue of identity. There is a very clear issue of young people today

maturing much more rapidly than they have in the past. The twelfth-grader today is much more mature than the twelfth-grader of yesteryear, including when I went through school, or some of your colleagues as well. A sixth-grader of today is probably more akin to the twelfth-grader that I knew at one point. And I would submit that that raises other kinds of issues, often violence and vandalism are to be looked at at the high school level, when in fact a great deal of it is occurring at the junior high school level and I would even argue at the elementary school level. I think you saw some news clippings that sort of suggest that. That raises other kinds of questions. With the maturing of young people at a more rapid rate we need to be thinking about what ways we can allow them to participate and actively encourage them to participate in the decisions that affect them seven hours out of every day. And I think that's a very important issue. Likewise, the issue of how do you begin to talk about parent and teacher participation in those same kinds of decisions because they have just as equal an amount of stake in what happens in the education process. So I think that's part of it. And I think that one of the things that seems to me to be at the core of all of this is what I would call the politics of schools, and I don't mean the electoral politics of school boards. That within the schools you have groups of people that become very involved with political kinds of factionalism and other rewards that they get for different power and authority they may have in certain areas. And I think that again, AB 65 may address some

of these things, but we need to have legislative and other kinds of assurances that some of this will occur, and people will deal with it in an open way that we can resolve some of the conflicts and push ahead with solving the problems. So that's the kind of thing that I would suggest, and I think that it leads to the end result of students and staff having pride in their school or things we've heard about earlier, about having responsibility for their school, or having some vested interested in their school, and I think this is not happening today, it's very clear. I would say that statistically you could show that in many school districts violence is reduced somewhat but it's still there. For example, the San Francisco Chronicle reported recently in 1970 there was a series--I guess they reported 8,000 instances of violence or vandalism or issues around that area, where in 1972 they were down to 5,000, now, that's a decrease. We might applaud that, and we may not be familiar because the press tends to pick up an amplify certain aspects of those things. What's interesting is the categories that they had suggested for violence or vandalism in schools, the number one category is defiance of authority. The number one category, with 3,000 cases in 1970 and almost 2,000 cases in 1972. Now that's very interesting, because that defined as a category could lead to other things, to other categories--fighting, theft, vandalism, and others. And that's the kind of thing that I think we need to be very aware of, and what that generates, and what that means in a day-to-day operation of a public school, and what it could result in terms of people

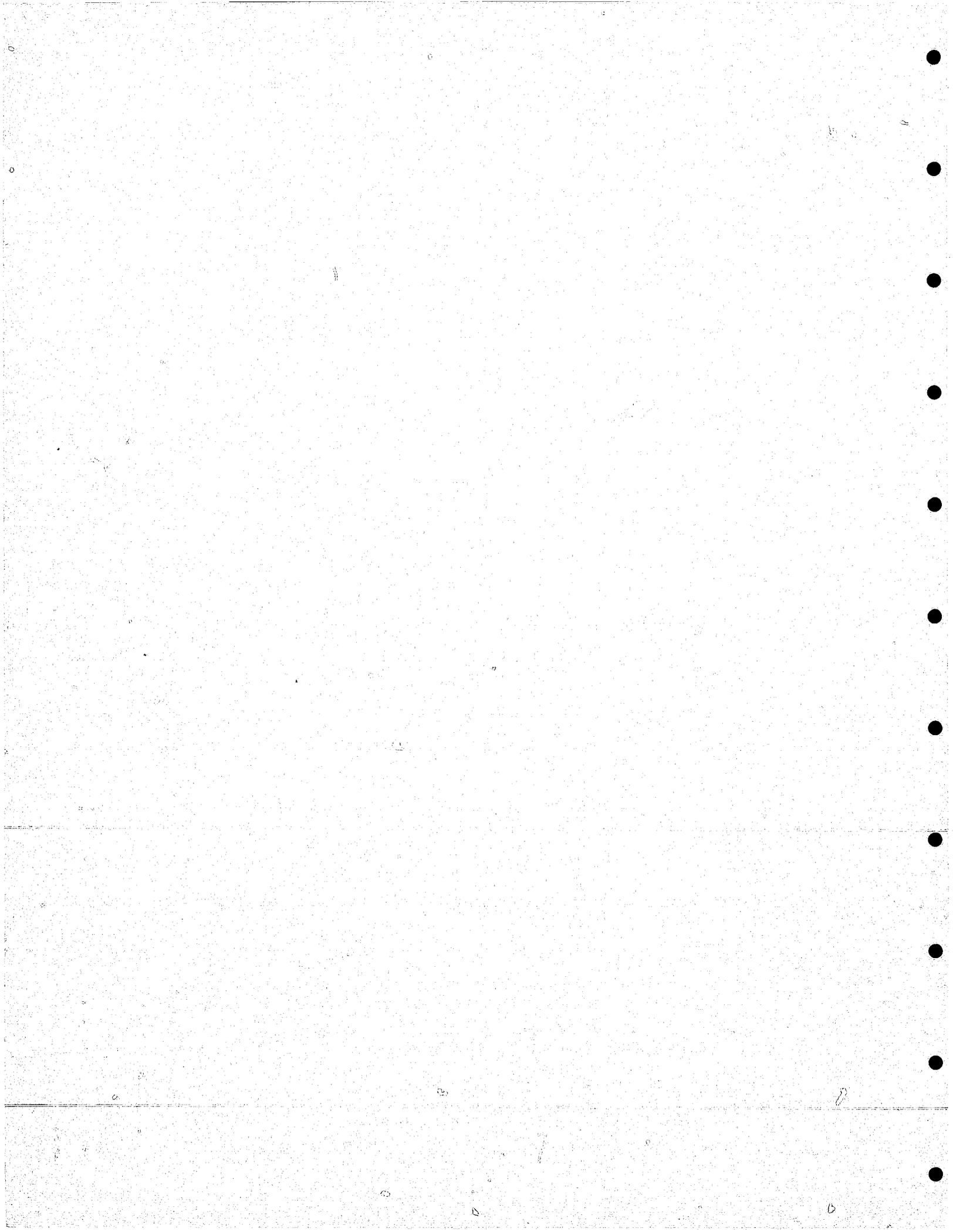
becoming delinquent and then moving into other kinds of institutional setting, which I would argue and I think you would agree are non-productive for our society and certainly costly. That's the kind of thinking that I've had and come to the conclusions that after researching this issue for about seven years, starting with a riot in a public school in Illinois, so I got my feet wet early--but I would certainly welcome further dialogue.

CHAIRMAN ROBERTI: Well, I certainly wish you would keep in touch with us and any data, if it seems that some kind of legislation is necessary, I'd like to discuss it with you. Maybe no legislation is necessary and just encouragement, but we'll see.

DR. CLARK: I think there is some legislation necessary.

CHAIRMAN ROBERTI: Thank you very much. I think that concludes our hearing. I want to thank everybody for coming, and we'll have another hearing in Los Angeles, December 15. Thank you.

APPENDIX



OAKLAND PUBLIC SCHOOLS
Office of the Superintendent

October 27, 1977

To: Board of Education

From: Ruth B. Love

Subject: Effective Vandalism Reduction Strategies - 1976-1977

During 1976-1977, the Oakland Public Schools achieved a 21 percent reduction in vandalism costs over 1975-1976.

The strategies listed on the attachment were extrapolated from reports from schools which had the most effective vandalism reduction programs last year. These activities were instrumental components of the vandalism reduction program at these sites.

The strategies indicated will be shared with principals in the immediate future so that all schools can utilize these measures, as appropriate, during the current 1977-1978 school year. The effective implementation of these measures should help schools throughout the City achieve the districtwide goal of a 25 percent reduction in vandalism costs during 1977-1978.

RBL:ej

Attachment

OAKLAND PUBLIC SCHOOLS
Office of the Superintendent

October 27, 1977

STRATEGIES EFFECTIVE IN REDUCING VANDALISM

Presented below are vandalism prevention strategies which proved to be effective during 1976-1977. The measures listed were extrapolated from reports by principals and have been compiled under various categories.

Principal and Staff

1. School principal does considerable "foot work" in patrolling problem areas, etc.
2. Principal has issued a Student (Rule) Handbook which has been instrumental in quoting the specific rules for reducing vandalism.
3. Cooperation of all concerned is stressed by the principal.
4. Principal has told students that when vandalism costs occur their funds for athletic equipment, books, and other important items are decreased.
5. Custodians have proven helpful by making sure that all areas, windows, doors, etc., are securely locked.
6. Extra personnel have been assigned to vandalism patrol duties, including instructional assistants and several counselor interns - all of whom are close to student activities and trouble areas.
7. Principal announces that he is "pushing for excellence" in reducing vandalism, with an appeal to student pride as a motivating factor.
8. Principal talks to each offender, with the frank statement that their parents will be billed for the damage caused by the student.
9. Year-round custodians, with the same people serving in this capacity is considered helpful, since they know the problem areas, students, etc.
10. Staff and students are called upon to investigate vandalism acts, with the theory that "there is always another kid that knows about it."
11. Principal has created a humanistic learning environment, so that students will (hopefully) not have time for vandalism efforts.
12. Custodial staff has proven most helpful in "policing" the school.
13. Selected teachers and administrators were sent to a special seminar at Mills College re reduction in school vandalism.
14. All teachers have been informed by the principal that they are responsible for helping students develop an anti-vandalism attitude.

Principal and Staff (Continued)

15. Custodians have proven most helpful with their excellent rapport with students.
16. Teachers' methods of student contact on the subject of vandalism has proven very effective with good rapport on both sides.
17. Principal considers their custodian as "outstanding" in his efforts to prevent vandalism. He constantly talks with the students and has even contacted parents to prevent serious vandalism problems.
18. Few items subject to theft or vandalism acts are ever left exposed.

Parents and Community

19. Letters have been written to parents to inform them of the rules and/or infractions.
20. Printed information has been circulated to neighbors giving the telephone number to call when vandalism is witnessed, what to do, etc., with no personal identification being necessary. On the reverse side of the card that bears this data is a note from Dr. Love which reads: Dear Neighbor - Seeking cooperation from neighbors. Signed by Police Chief Hart and Dr. Love.
21. Students, parents, and neighbors are made aware of the concentrated efforts being made to reduce vandalism, enlisting their support.
22. City Park and Recreation personnel are located adjacent to the school, and work closely with all school personnel.
23. Students are informed that parents will be billed for vandalism costs for which they are responsible, with action taken to Small Claims Court for collection, if necessary.
24. Principal has written an open letter to parents, enlisting their support over conditions beyond the school's ability to control - weekends, nights, and other periods when normal efforts are not possible.
25. City of Oakland has proven cooperative in helping to keep nearby areas free of debris, which is unsightly and a proven hiding place for vandals.
26. Community Council and nearby churches have committed themselves to help where possible.
27. Neighboring families have willingly supported the school's efforts to eliminate vandalism.
28. School has a definite plan which involves SAC and parents of students who live in the area, all of whom conduct a program of watching the campus.
29. Community Center, conducted by the City Recreation Department, is used by both students and parents - no vandalism concerns in this area as yet.
30. Evening recreation programs are conducted which are closely supervised. It is this plan which keeps the children off the streets, gives them a planned activity, and parents/teachers know where the children are.

Parent and Community (Continued)

31. Letters were sent to the entire community regarding vandalism costs, dangers, remedies, etc.
32. Neighbors in the school area are most cooperative and have good communication with the schools.

Students

33. A very active Student Council has made good rules and assists in enforcing them.
34. The students have taken unusual pride and interest in their school since it is a new structure.
35. Students report vandalism incidents without revealing their name.
36. Student patrols carry walkie-talkie sets, which has proven a very positive deterrent to vandalism attempts.
37. Complete orientation of 9th grade students is presented.
38. Special course material is a part of the curriculum from September through January.
39. Group discussions are held with comments and suggestions encouraged.
40. Students' pride in their school is a frequent topic.
41. Frequent student meetings are considered of great value.
42. Some schools have organized a "Mad Improvement Club" (MIC), complete with lapel buttons, worn by all who are working on the program.
43. Regular assemblies are held for the presentation of vandalism matters, with use of visual aids to emphasize the facts.
44. Principal works directly with students in vandalism prevention.
45. Student Council is completely involved in a program to reduce vandalism costs, with round table discussions held regularly. After school and weekend patrol is needed - This is a current project.

District Action

46. The school has a security alarm system (silent), which has been revealed to students.
47. The Department of Buildings and Grounds have been most helpful. School grounds were made attractive and neat, with an appeal to the students to assist in keeping them that way.
48. All portables were painted which appealed to the students sense of pride.
49. Windows have been replaced with plexiglass inserts, which are unbreakable.
50. Windows are very high, which discourages attempts at breakage.
51. Extra lighting has been installed.
52. Every item in the school that would attract vandalism acts has been adequately marked to identify it as school property.

District Action (Continued)

53. All audio-visual equipment is kept under lock and key.
54. Schools have a night patrol by security forces.
55. School security force does the best possible job.
56. The intrusion alarm system has proven most effective.

OAKLAND PUBLIC SCHOOLS
 Department of Building Operations
 February 11, 1976

INTERDISTRICT SECURITY SURVEY

Security Measure	San Francisco	Peralta Colleges	Stockton	Sacramento	Fresno	San Diego	Los Angeles	Oakland
* 1. Security lights	Yes	Yes	No	Yes	No	Yes	Yes	Yes
2. Fencing	Yes	No	No	Yes	Yes	Yes	No	Yes
* 3. Watch dogs	Yes	No	No	No	No	No	No	No
* 4. Mobile homes on campus	No	No	Yes	No	Yes	Yes	Yes	No
5. Bolts, locks, astragals	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
6. Window guards	Yes	No	No	No	No	Yes	Yes	Yes
7. Evening shift custodians	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
8. Graveyard shift custodians	No	Yes	No	Yes	No	No	No	Yes
* 9. Security watchmen	No	No	No	Yes	No	-	Yes	Yes
10. Custodian watchmen	No	No	No	Yes	No	No	No	Yes
11. Silent intrusion alarms	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
12. Audible alarms	No	No	No	No	No	No	No	Yes
* 13. Personal security alarms	No	Yes	No	No	No	-	Yes	Yes
14. Teacher protective alarms	No	No	No	No	No	No	Yes	Yes
15. Central stations	No	Yes	No	Yes	No	Yes	Yes	No
16. Intercom systems	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes
17. Door viewers	No	No	No	No	No	Yes	Yes	Yes
18. Trained security officers	No	Yes	No	Yes	No	Yes	Yes	Yes
19. Campus supervisors	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes
20. Restitution for property damage	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes
21. Community assistance cards	Yes	No	No	Yes	No	Yes	No	Yes
22. Marking of property	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
* 23. Student incentive program	Yes	No	No	No	Yes	-	No	No
24. Acrylic glazing	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes

*Notes:

- Item 1. Los Angeles----Reduced security lighting.
- Item 3. San Francisco--By contract. Security man with dog for protection of transportation facilities only.
- Item 4. Stockton-----At a quiet location.
 Fresno-----Three installed. No results yet.
 San Diego-----Tried one in middle class area. Loss increased.
 Los Angeles----One installed on selected quiet campus at insistence of board member.
- Item 9. San Diego-----Security watchmen used on occasion.
- Item 13. San Diego-----Use of personal security alarms just starting.
- Item 23. San Diego-----Student incentive program for educational purposes only.



STATEMENT BY KENNETH G. NOCHIMSON
DIRECTOR, STUDENT INVOLVEMENT PROJECT
AT THE JOINT SUBCOMMITTEE ON REVISION OF THE PENAL CODE
CONCERNING SCHOOL VIOLENCE AND VANDALISM

My name is Kenneth G. Nochimson. I am Director of the OPEN ROAD/STUDENT INVOLVEMENT Project. My previous experience includes teaching in an urban school, directing the unit which investigated prison conditions in adolescent and adult facilities in New York City and serving as Executive Director of the New York City Youth Board. I am also an attorney.

My work experience has given me an opportunity to examine the criminal justice system and the school system. I am certain you are aware that there have been many comparisons made between schools and prisons. Though such comparisons are obvious, a striking difference to me is the fact that while school administrators have increased school security personnel and equipment to deal with violence and vandalism, modern penologists have implemented alternative approaches to reduce tensions and conflict within prisons. Taking officers out of uniform, establishing inmate councils to address institutional problems, and allowing the community to enter and participate in running programs are but a few examples. Also, except for the officer at the gate, correction officers are not permitted to carry guns within their institutions. I can tell you from first hand experience that jails and prisons which have initiated such measures have less conflict and operate far more humanely than institutions that rely solely on security.

With few exceptions, schools have not been as progressive. While security measures have increased, other alternative approaches have not surfaced. I am not stating that security personnel are not needed. At certain schools, security officers are needed to maintain order. At other schools, officers are needed to keep undesirable individuals off campus. I have been told by a few principals that these officers are vitally needed to assure the safe operation of their schools.

What I am stating is that we cannot rely exclusively upon security personnel and expensive electronic surveillance equipment. The cost would be astronomical. Joseph Grealy, President of the National Association of School Security Directors recommended that Congress allocate 100 million dollars to deal with school violence and vandalism. Even if such funds are allocated, they would address only the symptom of the problem rather than the problem itself. If given enough

security personnel and equipment, school administrators could maintain control of their school. But is control what we are ultimately seeking? I trust not.

I suggest that conflicts arise when critical issues which affect the school environment are not addressed. One such issue is the lack of communication among administrators, faculty and students. Violence and communication are mutually exclusive terms. A second reason is that many students, especially those excluded from school activities, do not feel a part of their school. They have not been asked to explain their perspective of problems on campus let alone assist in developing strategies to resolve those problems. They remain an untapped resource. When students are left out of the mainstream of school life, they often retaliate or lose interest and drop out.

The OPEN ROAD/STUDENT INVOLVEMENT Project is premised upon the belief that students, working closely with administrators, faculty, non-certified staff and the community, could play a major role in creating a better atmosphere for learning and thereby reduce tensions and conflict.

The Project, with the strong support of the Oakland and Los Angeles Unified School District, has been implemented at 6 schools.* A seventh school, Santa Barbara High School, has initiated its own Project with our technical assistance. At these schools, Concerned Students Organizations have been formed and these young people are identifying problems, developing strategies and presenting solutions to administrators to improve the school environment.

Let me give you one example of how students have improved the school environment. At several schools, rumors of conflict were causing more problems than the actual conflicts. To curb these rumors, students developed a Rumor Control-Communications Network. When an incident occurs, the Principal meets with a group of students who have been selected and trained to operate the Network. They discuss the incident with the Principal, develop a fact sheet explaining what occurred and then fan out to classrooms to explain the situation to all students. This method assures that all students are briefed about the incident and are given all available information. The Network has proven invaluable in preventing additional incidents which might have resulted from misinformation. The Principals have also used the Network to disseminate other important information. Students can often explain such information to their peers far better than it can be delivered over a public address system or through mimeographed sheets.

Rumor Control is but one project of the Concerned Students Organization. James Williamson will tell you about others. In my remaining time I wish to summarize a list of recommendations which will encourage student involvement in school decision making.

I have reviewed the relevant sections of the Penal Code and find adequate sanctions for those persons who deface buildings, carry weapons on campus or create disturbances. But to be effective, those sanctions must be enforced. Perhaps the Committee should monitor such enforcement.

I am a firm supporter of restitution as an alternative sanction and would like to know if Section P.C. 594.5, which allows the court to compel a person who defaces a school structure to repair the damage, has been enforced and if not, why not? Of course the Penal Code does not apply to most school age persons. Therefore the Section on restitution would not be applied to students below 18 years of age. Perhaps the Juvenile Court has the power to compel such restitution and I would favor such a sanction as a viable option to a fine or incarceration.

The following are other recommendations the Committee should consider in developing its final report.

- 1) Programs which are specifically targeted to the prevention of violence and vandalism should be mandated to seek student input in developing long range strategies and solutions.
- 2) Both students and administrative staff should be included on a review panel or selection committee for security personnel at each particular school.
- 3) It has been suggested that highly sophisticated security systems, while effective in reducing crimes against property, may hinder the learning process. More research should be done regarding the psychological impact on pupils and staff when security devices are installed at school.
- 4) The Committee, working through the State Department of Education, should encourage each County Superintendent of Schools to schedule meetings where exemplary models of student involvement can be made available to teams of students, parents, teachers, administrators, etc. representing each school district within that county.
- 5) The Committee should support the Education Committee in requesting a review of the current teacher, counselor and administrator preparation programs to ensure that appropriate exposure is provided in those programs to the concept of student involvement as a viable means of dealing with school problems.
- 6) The Committee should request from the State Department of Education, a progress report of the effectiveness of current practices of implementing

Education Code, Section 13344 - 13344.4, Article 3.3 Chapter 2 of Division 10, dated July 1, 1974. After said review, the necessary legislative steps be taken to improve this much needed approach to human relations in the schools of California.

- 7) The Committee should recommend that a monitoring system be established to enforce the provision of the recently enacted school finance bill (AB 65) that requires the establishment of school site councils for school improvement planning so that students and parents are represented and meaningfully involved.
- 8) The Committee should recommend to the Accrediting Commission For Schools that necessary steps be taken to enforce the criteria of accreditation that requires student involvement in a meaningful way.
- 9) The Committee should urge the Committee on Education to review the current status of student rights and responsibilities as well as student grievance procedures in the schools of California and submit the necessary recommendations to make these a required part of the procedures in each school.
- 10) The appropriate legislative Committee should request from the State Department of Education a review and subsequent report of the ways in which students and parents are involved in substantive decision making in each school.
- 11) The Committee should recommend that the Association of California School Administrators, the California Personnel and Guidance Association, the California Teachers Association, the California Association of Student Councils and the California Parent Teacher Association organize workshops for their membership dealing with the involvement of students in the reduction of violence and vandalism as well as decision making.

None of the above recommendations are costly. All of them encourage the use of existing resources, especially students. If implemented, the results will be an improvement in the quality of education, less conflict and a more highly motivated body of students who take pride in themselves and in their school.

* Fremont High School, Hamilton Junior High, King Estates Junior High - Oakland
Fremont High School, Van Nuys High School, Gardena High School - Los Angeles

華 埠 青 年 中 心

YOUTH SERVICES AND COORDINATING CENTER

250 Columbus Avenue • San Francisco, California 94133

Telephone: 433-7163

December 12, 1977

To: Senator David Roberti
Committee on the Revision of the Penal Code

From: Susan Jang, Director

Re: Testimony on Violence in San Francisco Schools

Because your December 8th hearings conflicted with another meeting that was related to our funding, we were unable to speak before your Committee. Therefore we are submitting this statement, in hopes that this will become a part of your written records.

Due to the nature of our agency's experience, we will speak only to the type of school violence encountered by Chinese secondary school students. One form of school violence that is the most difficult to document is physical assault or harassment. For the victim, the fear of retaliation prevents reporting a fellow student. Teachers often fail to report assaults because they may be blamed for provoking the attack or for failing to maintain discipline. Likewise, administrators will not report such incidents since they do not wish to alarm the community or jeopardize the reputation of their school.

As a result, students will arm themselves against perceived danger. With the easy availability to deadly arms, more and more students are carrying guns, knives and other weapons to and from school. The school building and yard are not the only place where physical assaults occur—streets leading to and from school are also unsafe. Originally intended for protection, we have heard of cases in which the student uses it to attack another student or school staff. If a student had not had a weapon, the altercation would have been a fist fight or verbal exchange of abuse. Thus the potential of serious violence is greatly increased by the mere possession of weapons.

Another problem area is that school is no longer neutral territory where gang activity will not take place. Certain San Francisco secondary schools are identified by students as "territory of a certain group". Secondary schools have become a natural base for operations. Recruitment of new members (often through intimidation and threats) and extortion or collection of protection money against assault are common occurrences. When fighting or shooting occurs, school attendance drops and there is an increase of requests for school transfers.

When personal survival becomes more important than education, students may often join a group for safety. This is not to say that most Chinese students become gang members. With the recent increase of shootings and homicide among San Francisco Chinese youth, we can, like many school officials unable to control school violence, conclude that Chinese students who misbehave are members of such-and-such a gang.

The result of this unfair and unjust conclusion is that many "troublesome" Chinese youth are expelled because of "gang embership". Once that label has been applied, it is difficult to erase. School transfers then become impossible since a student's "rep" travels fast among school officials. "Enforced idleness" because they are denied an education for several months and angry because they have been treated unjustly, it is common to find innocent students getting into trouble with the law.

A vicious cycle is created; one violent action may lead to another. Fear of violence causes students to carry weapons for protection. Intimidation and assault causes others to join groups for safety. Need for control causes many school officials to stereotype "troublesome" Chinese youth as gang members.

Violence among students and between students and school personnel cannot be isolated from the wider pattern of social conflict in American society. Clashes and confrontations among racial, social and ethnic groups in the schools is no different than those among adults in the wider society. Assaults, murders and rapes of students or staff on school premises are no different than what happens in the world outside of school. Nor is gang violence very much different from organized crime among adults. The increase in the possession of deadly weapons is due to their availability. The pervasive climate of fear in schools is no different from the climate that existed after the Golden Dragon shooting or Zebra killings or the recent rapes and murders in San Jose and Los Angeles or during Daniel Berkowitz's rampage in New York.

Because violence in society contributes to violence in the schools, government will have to identify those causes and allocate resources to resolve these conflicts, and simultaneously, provide direction and assistance to local communities or school districts. Ideally, programs designed to reduce school violence should

1. develop a composite view of patterns of conflicts which effect each other and exacerbate the problem (eg. conflicts between parents-staff, staff-students, student-student, students-facility, curriculum-behavior code, neighborhood-student, and student-family);
2. reflect the unique needs and conditions of individual situation;
3. consider many different approaches because security systems and law enforcement techniques will not suffice (nor will counseling nor re-organization of curriculum); and
4. incorporate borad based community involvement in planning and implementation.



Vandalism

This destructive enemy claims about \$200 million a year in school property. Armed with ideas though, the brethren are doing battle.

\$1 per ADA = kids' incentives

Three broken windows. Paint sprayed on an outside wall. Two storeroom doors scarred by would-be thieves.

The vandalism list each morning at Alta Loma (Calif.) Junior High, was long and painful. Unhappily, it was also fairly typical of the 29 other buildings within South San Francisco's Unified School District. Vandalism was costing the district about \$40,000 a year, exclusive of loss and damage due to fires.

Not anymore. In September

1972, the district launched "\$1 Per ADA," a program to reduce vandalism by giving students a financial stake in its prevention. Basically the plan involves a special school fund that students can spend at the end of the school year. Each act of vandalism reduces the amount in the fund.

District officials don't need to say the program's been successful — they simply point to 1972-73 vandalism costs of approximately \$7,000, a \$33,000 reduction.

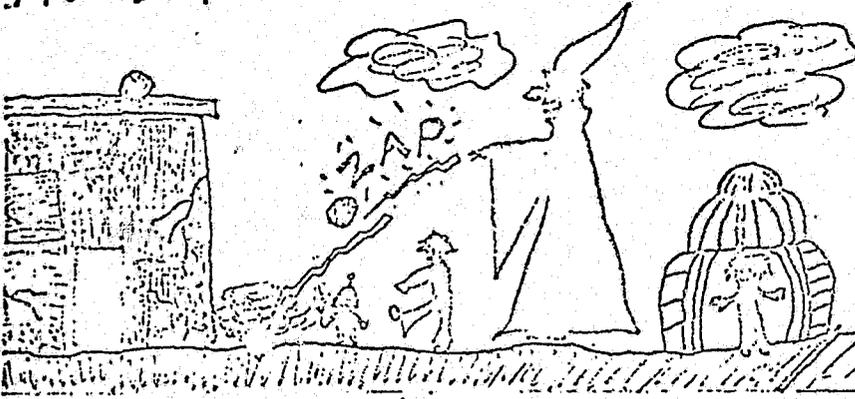
Here's how the district's "\$1 Per

ADA" incentive program operates:

Each school starts the academic year with a kitty equal in dollars to its average daily attendance. The money, about \$13,500 in all, comes from district general funds.

During the second semester, the dollar cost of each school's vandalism is deducted from the kitty at each school. Whatever's left is spent by student committees, usually working in cooperation with principals and faculty advisers, on school improvements. So far, outdoor benches, small landscaping

DONT LET OUR
MONEY BE ZAPPED AWAY



PREVENT VANDALISM

Skyline student's creative poster: incentive exemplified.

projects, and audiovisual aids have been the most popular choices.

For accounting purposes, the district designed a special "damage" form that each school fills out monthly. Cost estimates are put in by Stan Haney, director of buildings, grounds and engineering, and administrator of "\$1 Per ADA."

"The idea," says Haney, "is to give students a more concrete concept of the cost of vandalism and get them involved in stopping it. We feel students have a better chance of influencing the behavior of other students."

Fire costs are not deductible since a single blaze could wipe out a student kitty entirely, effectively destroying the program's appeal. For the same reason, says Haney, costs of vandalism that occurs during summer vacation are not charged against the Kitty.

Student incentive has been extremely high at schools like Alta Loma, a somewhat isolated campus that had been a costly target for vandals. Alta Loma's starting

kitty was \$845. Near the end of the school year, pupils were able to spend \$680. "If one of our pupils sees someone destroying property," says Principal Elmo Da Prato, "he'll say: 'Knock it off. You're costing us money.'"

Kids at another school, Skyline Elementary, took to the program so well they wanted all classmates to be conscious of vandalism. So Skyline parents sponsored a poster contest, and young artists drew pictures — like a stop sign to "stop destroying our school" — and used photos of broken windows to depict vandalism in a negative light.

Mrs. Jolene Tyrell, mother of two Skyline students and an early promoter of "\$1 Per ADA," believes such efforts have a greater chance of success than those which place primary emphasis on stricter security and tougher law enforcement. "I think emphasizing security only increases the students' anti-authoritarianism," she says.

Haney and others point out that

"\$1 Per ADA" has other advantages. For one, it has encouraged students to inform officials and custodians when they witness acts of vandalism. This in turn has led to an increase in restitution payments by students and their parents. And restitutions cancel out deductions from the kitty. Haney estimates that about \$1,000 in such payments were made last year.

"It helped a lot when the whole school found out about the money we could save," says Joey Perez, a sixth-grader at Skyline and member of the school's first vandalism committee. "Besides," he adds somewhat impishly, "now kids know they can't have the fun of wrecking our stuff without paying for it."

Architect says schools issue an invitation to damage

Know who's guilty of causing more than half of all school vandalism?

Architects and educators, that's who. So says Harvard's John Zeisal, after putting a magnifying glass to destructive acts in the Boston public schools and other Eastern big-city systems.

But before you picture your assistant superintendent sneaking around with a can of spray paint, take a look at Architect Zeisal's preliminary findings from a year-long study of the problem.

After examining schools in New York, Baltimore and Washington, D.C., as well as Boston, Zeisal found that more than half of what is reported as school "vandalism" is really non-malicious in intent, and caused primarily by bad school

VANDALISM REPORT March 1976 thru February 1977

The table below indicates funds to be returned to schools under the \$1.00 per A.D.A. program.

SCHOOL	A.D.A. and Budget Allocation	Vandalism Charges	Balance Returned to School
AVALON	660	\$ 736.	\$ 0
BURI BURI	573	1,137.	0
EL RANCHO	406	437.	0
FOX RIDGE	402	319.	83.00
HILLSIDE	334	470..	0
JUNIPERO SERRA	517	41.	476.00
LOS CERRITOS	424	38..	386.00
MARTIN	353	253.	100.00
MONTE VERDE	391	100.	291.00
PONDEROSA	347	0	347.00
SERRA VISTA	360	892.	0
SKYLINE	590	183.	407.00
SPRUCE	483	1,258.	0
SUNSHINE GARDENS	492	644.	0
ALTA LOMA	702	1,217.	0
PARKWAY	863	177.	686.00
SOUTHWOOD	698	295.	393.00
WESTBOROUGH	866	307.	559.00
EL CAMINO HIGH	1446	175.	1,271.00
SO. S.F. H/S	1601	431.	1,170.00
DADEN & SAM	107	0	107.00
DISTRICT TOTALS --	12,615	\$9,110.00	\$6,276.00
PREVIOUS YEAR TOTALS --	12,958	\$11,665.00	\$4,977.00

VANDALISM REPORT 3/1/75 to 2/29/76

The table below indicated funds to be returned to schools under the \$1.00 per A.D.A. program.

SCHOOL	A.D.A. and Budget Allocation	Vandalism Charges	Balance Returned to School
AVALON	702	\$1,558.00	\$ 0
BURI BURI	615	836.00	0
EL RANCHO	436	277.00	159.00
FOX RIDGE	397	808.00	0
HILLSIDE	328	401.00	0
JUNIPERO SERRA	530	65.00	465.00
LOS CERRITOS	388	23.00	365.00
MARTIN	402	101.00	301.00
MONTE VERDE	431	299.00	132.00
PONDEROSA	436	55.00	381.00
SERRA VISTA	386	851.00	0
SKYLINE	599	159.00	440.00
SPRUCE	491	1,406.00	0
SUNSHINE GARDENS	542	1,285.00	0
ALTA LOMA	773	437.00	336.00
PARKWAY	885	401.00	484.00
SOUTHWOOD	712	249.00	463.00
WESTBOROUGH	844	468.00	376.00
EL CAMINO HIGH	1,404	502.00	902.00
SOUTH SAN FRANCISCO	1,541	1,443.00	98.00
BADEN & S.A.M.	116	41.00	75.00
DISTRICT TOTALS	12,958	11,665.00	4,977.00

TO THE BOARD OF TRUSTEES FROM THE SUPERINTENDENT

March-73
Feb.-74

Vandalism Report

The table below indicates funds to be returned to schools under the "\$1.00 per A.D.A." program. Schools were charged for two semesters vandalism this year.

SCHOOL	A.D.A. and Budget Allocation	Vandalism Charges	Balance returned to School
Avalon	662	\$636.00	\$ 26.00
Buri Buri	757	345.00	392.00
El Rancho	327	252.00	275.00
Foxridge	363	247.00	116.00
Hillside	379	340.00	39.00
Junipero Serra	551	0	551.00
Los Cerritos	448	14	434.00
Martin	419	14	405.00
Monte Verde	464	524.00	(60.00)
Ponderosa	392	0	392.00
Serra Vista	390	399.00	(9.00)
Skyline	530	125.00	405.00
Spruce	568	596.00	(28.00)
Sunshine Gardens	586	68.00	518.00
Alta Loma	826	855.00	(29.00)
Parkway	926	179.00	747.00
Southwood	633	108.00	525.00
Westborough	858	284.00	574.00
El Camino	1,365	1,047.00	318.00
South San Francisco	1,529	1,415.00	114.00
Baden S.A.M.	105	0	105.00
DISTRICT TOTALS	13,258	7,448.00	5,810.00

TO THE BOARD OF TRUSTEES FROM THE SUPERINTENDENT

Sept-72
Feb-73

Vandalism Report

The table below indicates funds to be returned to schools under the "\$1.00 per A.D.A." program. Schools were charged for first semester vandalism only, this year. The next fiscal year distribution of these funds will reflect on entire year's experience.

1/2 School Year

SCHOOL	A.D.A. and Budget Allocation	Vandalism Charges	Balance Returned to School
Avalon	618	57.17	560.83
Buri Buri	817	34.62	782.38
El Rancho	577	51.00	526.00
Foxridge	403	343.12 <i>160.76</i>	59.88 <i>242.24</i>
Hillside	401	184.14	216.86
Junipero Serra	499	-0-	499.00
Los Cerritos	439	112.16	326.84
Martin	461	68.71	392.29
Monte Verde	521	99.40	421.60
Ponderosa	400	189.81	210.19 <i>400.00</i>
Serra Vista	353	110.86	242.14
Skyline	526	18.63	507.37
Spruce	607	143.80	463.20
Sunshine Gardens	629	107.58	521.42
Alta Loma	848	170.14	677.86
Parkway	950	576.50	373.50
Southwood	602	83.80	518.20
Westborough	814	206.48	607.52
El Camino	1315	179.88	1135.12
South S.F.	1563	521.03	1041.97
Baden	77	10.14	66.86
S.A.M.	24	-0-	24.00
DISTRICT TOTALS	13,444	3,268.97	10,175.03

The neighborhood school: Can it be a nexus for human services?

By Gerald Mullens,
Project Supervisor

For the past two years Yerba Buena High School of the East Side Union High School District has attracted a good deal of state and national attention as the result of a new and unique school - community strategy which has been practiced at the school for the past four years. The project has been recognized by Title IV as one of the state's most innovative and successful educational programs. The California School Boards Association is encouraging implementation to the project in schools across the state. A state Ad Hoc Committee on the Prevention and Management of Conflict and Crime in the Schools, sponsored by Evelle J. Younger, Attorney General, and Wilson Riles, State Superintendent of Public Instruction, has recommended adoption of the project's major concepts. Articles have appeared in both state and national publications including the "California School Boards Magazine," "Crime Prevention Review," and the national education journal, "Phi Delta." Presentations have been given throughout the state to educators, as well as representatives from the major agencies.

At the heart of the Yerba Buena strategy is a "school-based interagency team concept" and it carries with it some important implications for Santa Clara County and the manner in which the county's major human service agencies relate to education and deliver services to people. It addresses itself to the weakness of a centrally based human service system, as contrasted to the potential strength of a county-operated, neighborhood human-service system utilizing the school - the established institution in the neighborhood - as a proper, practical and feasible base of operation. It encourages a new relationship between the educator and the human service professional, suggesting that a working partnership between the two would create a much more efficient, comprehensive and consistent approach in dealing with the problems of young people and their families. Out of it would come a new unity that would lead to meaningful cooperation and shared information, as well as shared responsibility, respect for one another's professional role differences and mutual support in devising crisis intervention and prevention strategies for school and neighborhood alike.

In so far as is practicable, social workers, probation officers, police officers and health professionals would be stabilized in the neighborhood under the roof of the school acting both as a support

system for the entire educational process and as a stabilizing agent for the neighborhood. With interagency teams established at strategic schools in a given neighborhood, and regional management teams appointed to oversee the operation, the prospect would be improved communication, a singleness of purpose and plan in dealing with critical problems at the school and neighborhood level, more effective and continuing needs assessments and greater accountability as well.

Within constraints of the present human service system, Yerba Buena High School has put together an "interagency team" that has contributed greatly to the strength of the school's position in the neighborhood and larger community. Socio-economic and academic conditions in the neighborhood are such that serious campus problems could have developed; yet, since the project has been in operation, there has been no violence, virtually no vandalism and school-community relations are excellent. The academic environ-

ment has improved to the extent that Yerba Buena High School is fulfilling and even exceeding state expectancies in reading and mathematics.

From the school's efforts to develop a single track community-school communication and problem solving system, the following components have evolved:

1. An "Early Identification" program directed towards reaching out and working with crisis-prone students at the 6th, 7th and 8th grade levels. These students are given special attention. Some of them suffer from learning disabilities, so we coordinate with the feeder school and bus them to Yerba Buena for a daily two and a half hour session in intensive reading and math. Besides the availability of reading and math consultants, each youngster is assigned to a model high school student who acts as his special tutor. When the grade school student has reached a normal reading and math level, he is phased out of the program. An added value of this approach is that the student, before he enters Yerba Buena High School has develop-

ed loyalty and respect for the school. The parents appreciate our efforts and so we have their loyalty as well. The potential for future problems has been reduced and the feeder school and the high school develop a mutual concern for solving joint problems.

2. **Special Educational Prescriptions**-this is achieved by prescribing special courses and teacher models for the student in crisis. If there is a rejection of the normal structure of classes, then the student can be placed in an opportunity class which is under the control of one teacher; courses are individualized, and when the teacher and the student feel that he is ready to move back into the normal school structure, he is permitted to do so. Follow-up on the student is continued.

3. **24-Hour Services for Young People and Their Families**- This is done by establishing a 24-hour crisis line

5. **Parent Education**- Any parents identified as having severe problems in their relations with their children are referred to the team psychiatrist or the parent training specialist, or both. After the problem is clearly identified the objective is to show the parent how to regain control of the family situation and how to manage his child in a more realistic way; if nothing else, it alerts the child that the parent and the school are dead serious about putting some order into his life.

6. **Peer Counseling**- students who have experienced crisis, survived it and are now investing in the educational system are probably in the best position to have some positive influence on those youngsters still in a state of crisis. At Yerba Buena, peer counseling is becoming a very important part of our program. Some former crisis students are now engaged in counseling other students who find themselves in a similar set of circumstances.

The Yerba Buena Plan

through the school providing professional services on a walk-in and outreach basis. Twenty-four volunteer professionals are assigned on-call duty throughout a given month. The objective is to intercept and resolve a crisis in the neighborhood where it arises before it becomes a problem for the larger community and, more specifically, for the criminal justice system. The happy effect is a reduction in the number of problems that probation and the Juvenile Court system must deal with.

4. **Teacher Training**- teachers can reduce many of their problems in the classroom by going through special crisis training. They can help create a good environment on campus by learning better techniques in dealing with young people, but especially with the crisis-prone. At Yerba Buena, on-going teacher training is a necessary element in helping to keep the peace and establishing some kind of unity on basic disciplinary philosophy and methods.

The real crisis in our local communities may very well be a traditional, centralized organizational structure that, due to its size and its distance from the neighborhoods, is no longer sufficiently responsive to the needs of the people. The second major crisis may be the failure to unite with the educator in a meaningful way to develop a combined strategy of crisis intervention and prevention, with the ultimate intention of upgrading the neighborhood and preserving our educational system.

The Yerba Buena project suggests a rearrangement of the traditional structure with careful consideration given to a new structure involving the school, neighborhood and the interagency approach. Due to the network of neighborhood schools in our county and across the country, the potential for setting up a decentralized human service system is great, and the potentially good results from such a system are even greater. The school would become a unifying factor within the neighborhood and the

larger community acting as a catalytic force pulling together the loose ends of the community. It would be the center of an attempt to achieve a professional harmony that would produce greater consistency, accountability and unity in reducing the problems of conflict and crime in the schools and neighborhoods. This may have been what the American Correctional Association had in mind when, in its booklet "Juvenile Diversion — A Perspective", it addressed the need of a school-based program in the following way:

"Outside of the family, perhaps the most strategically placed social institution is the school. It has contact with the child for more hours each day and thus has more opportunity for observation of the social interaction and behavior characteristics of its charges than any other community organization. Consequently, the school is an ideal focal point for delinquency prevention and juve-

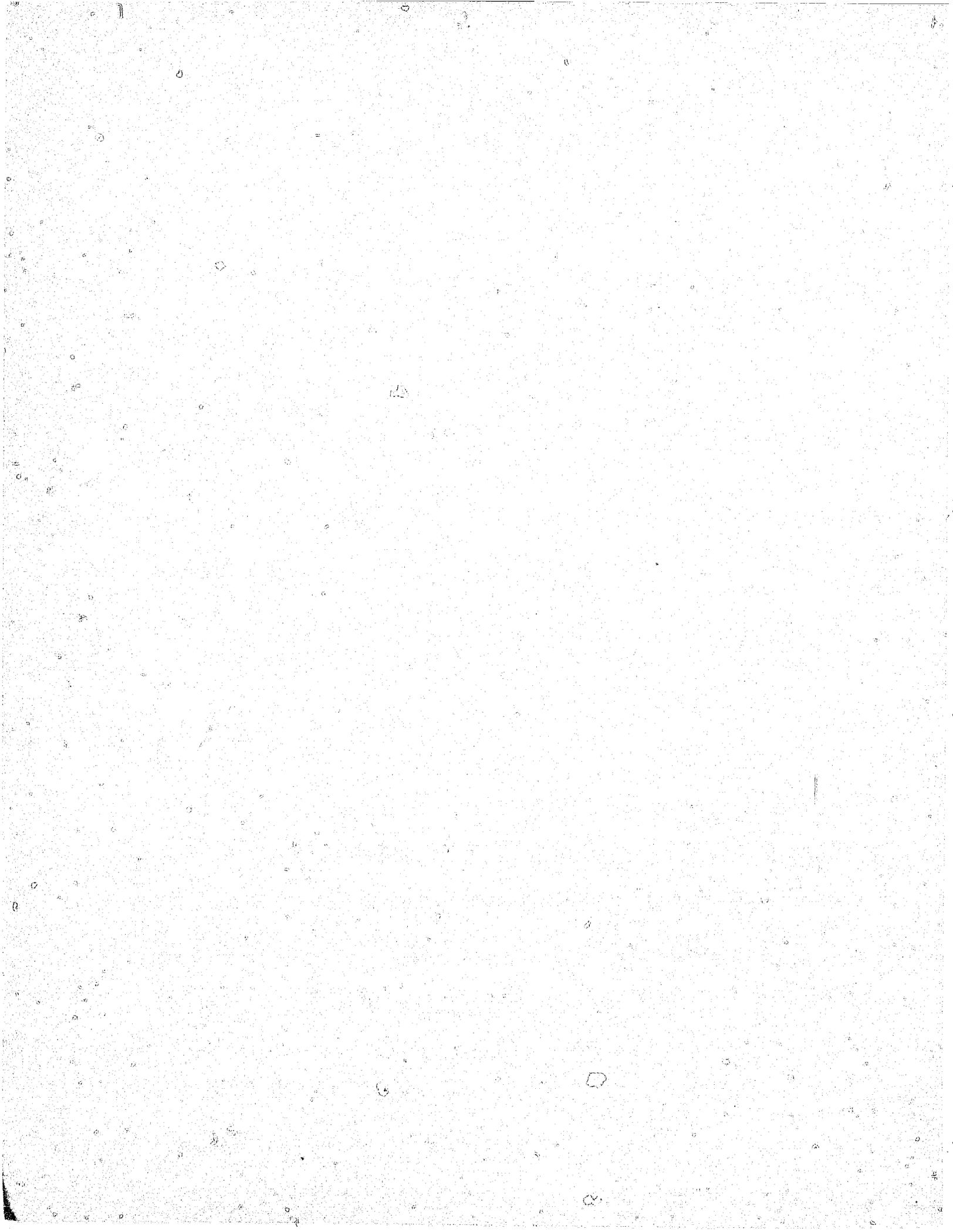
nile diversion efforts — especially when it is recognized that many of the delinquent acts for which children are referred to juvenile author-

ities are school related (e.g. truancy, incorrigibility) or occur in school environs (e.g. petty theft, vandalism)."

... the real crisis in our local communities may well be a traditional, centralized organizational structure

The Yerba Buena plan offers a structure that deserves careful study by County Administrators and more speci-

fically by Criminal Justice Planners. One school, through a limited interagency approach along with a serious concern for the socio-economic needs of its people, has established a peaceful academic environment. Crime, violence and vandalism have been virtually eliminated at a school that serves a neighborhood which has been termed by the Probation Department as one of the highest juvenile referral areas in the county. Increase this kind of school-based interagency operation across the county, reinforce it with the components that have made the Yerba Buena plan successful, and wouldn't we then begin to see a dramatic reduction in some of the major problems that we as educators, criminal justice representatives and agency professionals have had to put up with for far too long?



Statement submitted by William Leikam, Palo Alto
from his forthcoming book,
"THE BOREDOM BOMB"

What then does this flight from boredom result in? "Some students simply stay at home and watch television." Apparently even television is more involving than their classes --- or at least what they expect their classes to be. However, as many of these students admit, even the television becomes boring and then they find other things to do. A juvenile division supervisor of a large city in California recently states, "There is a corelation between crimes against property --- particularly day-time burglaries and kids out of school." One student admitted that he and his friends commit petty neighborhood burglaries. He said, "We go into garages and rip off anything that is \$10.00 or more so we can buy a lid [of marijuana]. Something you can party with." For students, parties are the most stimulating of all the activities and environments according to our study. And parties are no longer reserved for a Friday or Saturday night. They happen anytime, anywhere a group of students get together and smoke marijuana or drink beer. They often cut school to do it. And it is these students who some teachers find drunk or high on dope in their afternoon classes.

FLIGHT

Sex also competes with high school classes. It comes in many forms. A boy and his girl friend might cut a mid-morning class and lunch, go to one or the other's house while parents are away at work and have sex. Prostitution is another means of making money and having sex. This begins early for some students. In a large California junior high school, whose student population came from middle to upper middle class families, a prostitution ring was recently discovered. The students met in a small creek that bordered the school to have sex when the classes were too boring. As one student stated, "Sex beats an old teacher getting down on your case because her class is so boring."

Rape is also on the increase in high schools. It has risen by 40.1% over the past five years. Here again we have the fusion of both the violence and sexual drives exhibited in severely bored high school students.

Those students who simply cut some of their classes are the selective truants. That is, they cut some classes and attend others. For many of these students it is a matter of priorities. Cindy is typical of the bright-but-bored student. Recently she missed twenty-six classes over a three week period. "Sometimes I go home and bake cookies or sew. But usually I study. It is more important to study for a math test than to go to a speech class and be bored." Students like Cindy are generally under pressure from school authorities to conform to the system, to attend classes instead of tailoring a course of study and method of learning that would be more conducive to their needs.

Nationally, about seventy-five percent of the school systems

FLIGHT

surveyed by the National School Boards Association reported that truancy is the most frequent problem. The report also cites statistics that show robberies and burglaries in junior and senior high schools jumped nearly fifty percent in the past five years. Assaults on students went up eighty five percent.

The problem of violence in the schools is a nationwide problem which cuts across all ethnic and socioeconomic lines. In the British study on boredom in the schools, W. P. Robinson pointed out that, "The position of the pupil in the family, whether the parents were employed full-time, part time, or not at all, where parents were married, divorced, widowed or single, age of parents, were severely irrelevant," to whether the student was severely bored. Robinson continued, "Very high income provided no immunity against, and very low income no propensity for high boredom." It is impossible to tell who the bored-violent person will be simply by appearance. And so, the following statistics were generated by both the children from wealthy families as well as the poor. From 1970 to 1973 school violence increased in the following amounts:

Homicide	18.5%
Rape	40.1%
Robbery	36.7%
Assaults on Teachers	77.4%
Assaults on Students	85.3%
Burglaries and Theft	11.8%
Weapons Seized	54.4%
Drugs and Alcohol	37.5%

These are only the reported incidents. Many people are of

FLIGHT

the opinion that the true figures are much higher. When Senator Birch Bayh's committee investigated the problem they found the following:

1. Lack of uniform reporting,
2. Lack of true reporting by schools so they would not look bad,
3. And large numbers of unreported incidents due to fear on the part of the assaulted parties.

There is a strong feeling that less than 10% of crimes committed on school property are reported, especially those against students.

Although it is not possible to know how much of the above increases in crime and violence have to do with boredom directly, I believe that it is possible to suggest that there is a high correlation, given the increases of boredom generally throughout the society.

With such statistics, extreme measures are being taken by school authorities, so as to "thwart vandals, arsonists and loiterers," and thus make the school more secure. Such measures include security guards who are, "armed with night sticks, pistols and mace to patrol campuses during class hours." In one school district in California there are guards posted at each entrance of the school campus for the sole purpose of keeping those students who are on campus there and to keep all others out. In many other school districts they have installed extensive burgler alarm systems, equipped teachers with walkie talkie or other communications systems in case there is trouble. In some cases teachers have armed themselves.

This all adds up to a tremendous physical and emotional pain for both students and adults within the school system. However,

FLIGHT

the greatest material toll is being exacted from the physical structure of the schools themselves. Recall that it is the physical structures that severely bored people, be they students, assembly line workers, or men wintering in antarctica will first attack. In the 1975-76 school year alone the national cost for repairing vandalism was 600,000,000 dollars. Add to this the costs of all other security systems that schools have had to institute to make the schools secure against the ravages of exploding youth and the total estimated cost is nearly one billion dollars. This is what it costs the taxpayers to simply maintain the status quo in our public schools.

Boredom cannot be separated from this issue. Erich Fromm states that, "Harold Esler has observed a number of young people in an institution for juvenile delinquents. Those adolescents seem to have acted criminally because it was the only way to overcome their boredom and to experience their existence, to "make a dent...." And further, the need to make oneself felt and known in the environment is of critical importance. As boredom increases in degree and depth, this ability becomes more and more difficult. For the student, he may have been seen by friends, teachers and parents as a quiet "nice boy." But suddenly there is the explosion of the boredom bomb. Fromm continues, "that a previously well-behaved and seemingly normal young person [will kill]. It seems that uncompensated and extremely painful boredom was at the root of the unexpected behavior." This may occur on or off campus, but with the growing statistics shown above, boredom and its violent effects on campus must be recognized and dealt with immediately.

FLIGHT

In some parts of the country, schools are nothing less than an armed camp. In the past, many of those students who are today so very bored and are acting out their aggressive feelings, were able to gracefully drop out of school. In a long range study conducted by the American Institutes for Research, Project TALENT, 43% of all students who dropped out of school in 1960 did so because of boredom. As W. P. Robinson states, "...leaving school as soon as possible finalizes escape." Boredom was the highest single reason that male students in grades nine through twelve dropped out.

However, in the past several years there has been a growing attempt to school 100% of the population and thus counteract the drop-out problem. At the same time education has come to cost the taxpayers more and more. More students are enrolled which brings to the schools, at least in California, more money. In 1960 when Project TALENT was begun there was still the possibility that a student could find an adequate job even if he dropped out. Yet, today, as one student put it after dropping out and then returning to school, "They [the business community] don't want sixteen year olds out there."

Our children are being boxed into an impossible situation. On the one hand they want to be productive members of the society, they need to escape the boredom in schools, but on the other hand there have been very, very few programs designed so that the student can eliminate the moderate to severe boredom and thus learn to be a productive member of society fulfilling his potential. Additionally, the measures used by schools to combat the rising violence on campuses are little more than bandaids, given by nearly everyone.

FLIGHT

Administration, teachers and parents are operating under the illusion that if the problem cannot be seen, then it is somehow solved, or if the problem can be suppressed by force, then the problem is solved. This, of course, is absurd. However, if this suppression is successful the violence will be "bottled up" until later at a party, for instance, or it will explode somewhere else in the society; in mass killings, or as Erich Fromm suggested, in Manson-like killings. Fromm said that after reading the transcripts of the Manson murder case, "I have the impression that one of the main motivations for the stabbings was the sensation of making oneself feel alive in the act of killing, a feeling that was connected with sexual excitement for one of the girls." Fromm lays the root cause at boredom's feet. What school officials and teachers alike have failed to understand is that the patient does not suffer from a minor cut or scratch. Instead students are suffering from heart failure.

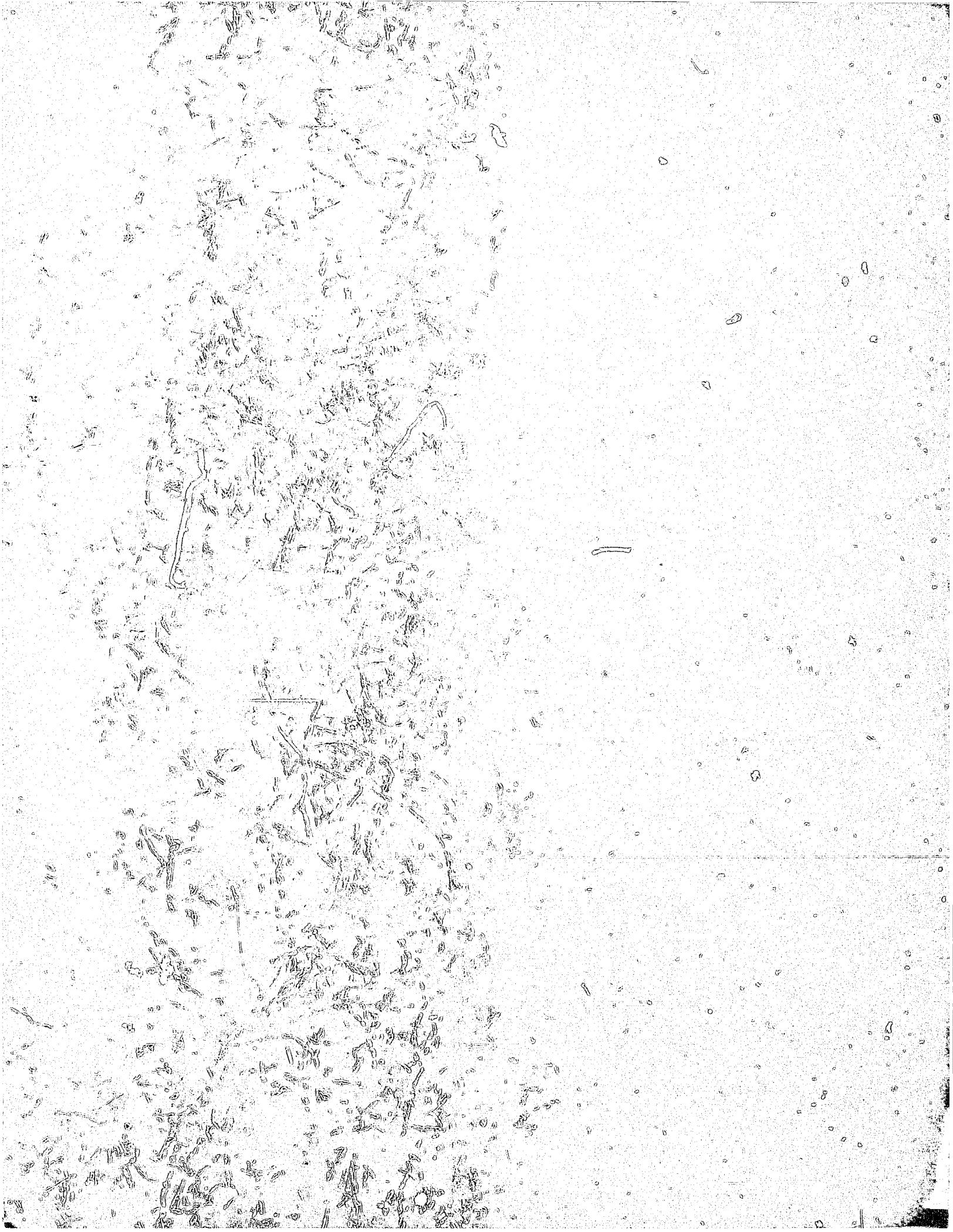
PART III - Considerations for Legislation

In regards to schools the State Legislature has, through recent legislation, promoted this flight from boredom with the intent that declining average daily attendance will promote change within the institution. It has increased this impetus with the passage of AB 530 and AB 65. These laws are probably the most important pieces of legislation ever passed regarding public education in California. They should go far to alter those basic structural conditions in our schools which have imposed boredom upon millions of our children. Violence and crime in schools should decrease once these changes are in place.

Because boredom has such deliterous effects upon people. I believe that as future legislation is being considered and drafted that the boredom factor in both schools and in the penal code be assessed and taken into major consideration. We can no longer ignore boredom in any sphere of our society. It is real. It is a menace to people and our institutions. Eliminate boredom producing environments and boredom producing demands upon people and we shall go far in creating a healthy society.

Respectfully submitted to the Joint Committee on Revision of the Penal Code,

William C. Leikam
William C. (Bill) Leikam



END