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This document is a summary of the findings of a study conducted by the National Criminal Justice Reference Service. It is intended to provide a general overview of the issues and findings of the study, and is not intended to be a substitute for the full report.

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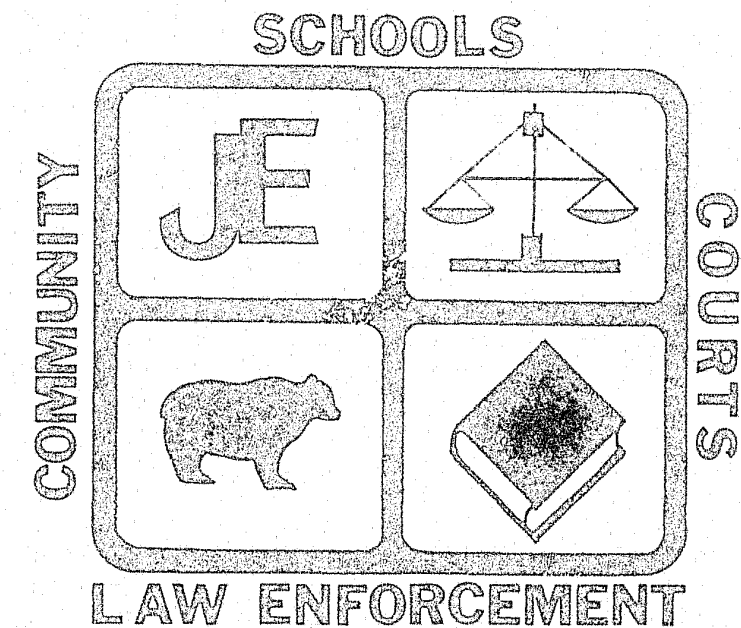
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FINAL REPORT
OF THE
*AD HOC COMMITTEE ON THE PREVENTION AND
MANAGEMENT OF CONFLICT AND CRIME IN THE SCHOOLS*
TO

EVELLE J. YOUNGER
ATTORNEY GENERAL

WILSON RILES
STATE SUPERINTENDENT OF
PUBLIC INSTRUCTION



CH 1975



EVELLE J. YOUNGER
ATTORNEY GENERAL

STATE OF CALIFORNIA



OFFICE OF THE ATTORNEY GENERAL

Department of Justice

3580 WILSHIRE BLVD.
LOS ANGELES, CALIFORNIA 90010

NCJRS

FEB 24 1977

Dear Justice or School System Official:

ACQUISITIONS

As you may be aware, following two statewide conferences on the problem of violence and crime in our schools jointly appointed by us and held in the spring of 1974, we appointed an Ad Hoc Committee on the Prevention and Management of Conflict and Crime in the Schools.

This committee, composed of a varied group of distinguished leaders in the criminal justice and educational systems, was charged to recommend both short, and to the extent possible, long-range approaches to the reduction of the incidence of school-related crime, conflict and violence.

This final report by the committee to us brings together the committee's findings and recommendations. Key recommendations involve interagency cooperation; model school crisis response plans; a look at school practices and climate; recommendations for a review of the juvenile justice system; and the establishment of a system of reporting the extent of violence and crime on local school campuses.

School violence and the disruption on our campuses is a complex problem rooted in a rapidly changing society; urban factors of population concentration, of poverty and ethnic impaction; inadequate schooling; and the deterioration of the family as a unit. These long-range problems we must all address over time. There are also immediate and short range steps to take as recommended by the committee. We will now evaluate these recommendations and initiate implementation activities as appropriate. In this connection, we will need the cooperation and participation of local officials and communities.

Our thanks to the Ad Hoc Committee for its expert and dedicated efforts.

Sincerely,

A handwritten signature in dark ink, appearing to read "Evelle J. Younger".
EVELLE J. YOUNGER
Attorney General

A handwritten signature in dark ink, appearing to read "Wilson Riles".
WILSON RILES
State Superintendent of
Public Instruction

THE AD HOC COMMITTEE

THE AD HOC COMMITTEE
ON THE PREVENTION AND MANAGEMENT OF
CONFLICT AND CRIME IN THE SCHOOLS

*BRENT ABEL, Esq., President, State Bar of California
ALLEN F. BREED, Director, California Youth Authority
HONORABLE JOSEPH BUSCH, District Attorney, County of Los Angeles
NATHANIEL COLLEY, Esq., Regional Counsel, National Association
for the Advancement of Colored People
R. FRED FERGUSON, Chief, Riverside Police Department
DR. EDWARD B. FORT, former superintendent of the Sacramento
Unified School District
JAMES GEARY, Sheriff, County of Santa Clara
MARGARET GRIER, Chief Probation Officer, Orange County Probation
Department
SETH HUFSTEDLER, former president of the State Bar of California
*MANUEL JIMINEZ, President, Association of Mexican-American
Educators
RON JOHNSON, President, Association of California School
Administrators
DR. WILLIAM JOHNSTON, Superintendent, Los Angeles Unified School
District
DR. OWEN KNOX, Deputy Area Administrator, Los Angeles Unified
School District, Area K; President, Council of Black
Administrators
DR. GUILLERMO LOPEZ, Superintendent, Washington Unified School
District
HONORABLE NORMAN MINETA, former mayor of the City of San Jose
ROBERT NICCO, Public Defender, City & County of San Francisco
ANTHONY L. PALUMBO, Executive Director, Office of Criminal
Justice Planning
MRS. ESTELLE PATCH, Vice President, National PTA
HONORABLE JOHN J. PURCHIO, Judge of the Juvenile Court, Alameda
County
REVEREND GEORGE SMITH, Member, Board of Education, San Diego
Unified School District
BRYAN STEVENS, President, California Teachers Association
MRS. RUTH SWENSON, President, California State PTA
ODELL SYLVESTER, Deputy Chief, Oakland Police Department
RAOUL TEIHLET, President, California Federation of Teachers
ROBERT UNRUHE, President, United Teachers of Los Angeles
MANUEL VILLALOBOS, former president of the Association of Mexican-
American Educators
HONORABLE PETE WILSON, Mayor, City of San Diego
CHARLES WOOD, former president of the California School Boards
Association

STUDENT MEMBERS:

ELIZABETH AGUILAR, Student Body President, Belmont High School,
Los Angeles
ERIC DOZIER, Student, John F. Kennedy High School, Richmond

*Replaced Seth Hufstedler, upon election
*Replaced Manuel Villalobos, upon election

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CONFRONTING THE PROBLEM

THE BEGINNINGS

Violence and crime in our schools pose serious problems for parents, students, teachers, law enforcement personnel, and school administrators. This intimidating environment has been and is interfering with the climate essential to the learning process. The cost of vandalism on school property is a heavy burden on the tax-paying public.

In the spring of 1974, responding to the urgent concerns of teachers, parents, students, school administrators, and criminal justice agencies, Attorney General Evelle J. Younger and Superintendent of Public Instruction Wilson Riles sponsored two major conferences on the "Management of Conflict and Crime in the Schools". Over 600 school administrators, other school personnel, and criminal justice agency personnel attended each of the conferences held in San Mateo and Los Angeles.

The conferences were working sessions designed to help responsible school officials become familiar with the law relating to school crime and disruption, and to assist them in coping specifically with weapons, vandalism, violence, and disorder on school campuses. Participants received advance copies of the Attorney General's book Law in the School: A Guide for California Teachers, Parents, and Students and the State Department of Education's Report on Conflict and Violence in California High Schools. The conference format explored legal ramifications and "how to" program approaches to the resolution of school crises.

Following these conferences, Attorney General Younger and Superintendent Riles jointly appointed a statewide ad hoc committee to follow up the work of the conferences and charged the committee to study violence and crime in the schools and recommend legislation, policy changes, and programs to meet both emergency and long-range aspects.

GOAL AND OBJECTIVES OF THE COMMITTEE

The goal of the committee was to reduce the incidence of school-related crime, conflict and violence and to provide a positive learning environment in the schools, free of threat, coercion, and disruptive incidents.

The major objectives were:

1. to review state level statutes, policies, and programs relating to school-related crime and conflict and recommend modifications, eliminations, or additions;
2. to promote state level coordination and cooperation between all the various agencies that have an obvious role in reducing school-related crime and conflict; and

3. to encourage and promote cooperation and coordination between law enforcement, justice, and school personnel at the local level.

BASIC FINDINGS OF FACT

The Ad Hoc Committee held its committee meetings in June, July and September of 1974. The Interim Report was published in December, 1974. The final meeting of the committee was in January, 1975.

As the committee convened in June, 1974, it was apparent a crisis existed on many high school campuses in urban communities, and that most school districts, even in less urbanized areas of California, were beginning to have or were anticipating gang problems, vandalism, violence and general problems of discipline and control. The manifestations were many and varied: teachers were afraid to report incidences of assault or rape for fear of reprisals or lack of cooperation from administrators; students were afraid to use rest-rooms; vandalism costs were absorbing funds needed for better salaries and other educational costs.

It became apparent that little coordination exists between school and criminal justice officials until after a problem or crisis occurs. Schools generally had no crisis planning underway. Prevention efforts were almost non-existent. Most solutions proposed in the vandalism and assault area involved heavy expenditures of funds for sophisticated electronic hardware and communication devices. Funds for these are simply unavailable in most districts -- further, one researcher, Bernard Greenberg of the Stanford Research Institute, postulates that most hardware becomes quickly outdated by perpetrators who learn to outwit it.

What about actual statistics on school crime and violence? Data is not uniformly reported, if at all, by local school districts. However, every indication is that violence is on the increase each year, and the costs of school vandalism have risen each year for several years. There is an increase of weapons on campus and of assaults on teachers and students, including student deaths. Apparently, even smaller school districts in outlying areas are beginning to experience problems. However, large urban areas are experiencing difficulties of epidemic proportions. For example, in the Los Angeles city schools during 1973-74, there were 210 assaults against school personnel and 745 assaults on students. Total criminal incidents reported grew from 7,813 in 1972-73 to 10,041 in 1973-74 -- a rise of over 20%. Losses attributable to vandalism were \$1,821,000. Total loss in Los Angeles attributable to crimes of violence, including the cost of security equipment and personnel, runs to approximately \$7,000,000 a year. Furthermore, the increase of loss from vandalism in all California schools has risen at a startling rate since 1965, as well as nationwide.

Is gang violence related to school crime? As a special gang report to be included in the supplement to this report points out, gangs are very much a part of the school violence pattern. In Los Angeles, for instance:

1. Some of the gangs have existed for 75 years. Others have formed in the last 5 or 10 years, but the problem has escalated after a decline in the 60's.
2. In the past, gangs took over recreation centers -- now they are taking over schools.
3. Before 1965, gangs were larger with larger turfs -- since 1971-72, gang membership is smaller, but there are more groups.
4. Prior to 1965, there was an unwritten code of "no weapons"; but now gangs are prone to use weapons.
5. The main causes of increased problems seem to be:
 - a. greater availability of cheap weapons today;
 - b. introduction and ready access of drugs in schools; and
 - c. lack of jobs and economic opportunities for the future.

As the committee proceeded, it was clear that many school districts were anxious for suggestions and solutions. Additionally, law enforcement, other criminal justice agencies, community youth agencies, parents, students, and the business community were able and anxious to aid in problem solving, but few mechanisms for coordination and shared efforts exist at local and county levels.

ACTION: THE WATCHWORD

The committee agreed it could not just be another "talk" commission appointed to salve the anxiety and wrath of the public. The Attorney General and State Superintendent made it clear that they wanted solutions and actions on short range goals and study and research on longer range problems. The two constitutional officers pledged to implement the committee's recommendations.

COMMITTEE LISTS PROBLEMS AND STRATEGIES

The diversity and expertise in the Ad Hoc Committee became very apparent as it isolated short and long range problems and proposed suggested strategies to begin its work.

The following lists demonstrate the breadth of suggested problems and strategies as developed in the June and July meetings of the committee: (underlined comments in the "Immediate and Short Range Section" indicate the progress being made on action.)

IMMEDIATE AND SHORT RANGE ACTIONS SUGGESTED

1. Publish and distribute to school superintendents, police, and sheriff's departments the "best" of school-police programs. (Included in the supplementary report.)
2. Locate quickly several "good" models where individual schools are successfully integrating student, parent, community, justice, and school personnel in increasing the "value" of education and thereby reducing vandalism and assaultive behavior. Publish brief capsules of these models and find limited funds to send those school principals on one-day "consultations" to other interested schools. (Included in the supplementary report.)
3. Same as "2" where counties, schools, or municipalities are innovating in separating hard core and/or assaultive youths into alternative school/detention programs. (Included in the supplementary report.)
4. Survey of school campuses to update this committee's approach with current priority problems and input from administrators. (In progress.)
5. Institute and initiate a series of "first meetings" of local "ad hoc" committees to begin addressing these problems and ranking local issues. The local first meetings could be hosted and convened by local school boards and attended by at least one person or staff member of this committee on request. (Responsibility for this action assumed and carried out in November 1974 by the California School Boards Association.)
6. Brainstorm, select, validate, and publish for school districts and criminal justice agencies a series of immediate and optional first steps in reducing fears and the actual incidence of assaults and crime on or near campuses. Some suggestions offered were:
 - a. police and school checks for truants during the school day;
 - b. first steps in organizing a cooperative liaison between school officials, law enforcement, and community;
 - c. suggested guidelines and comments to students, parents, and school personnel regarding practical safety and prevention of violence and the importance of cooperative approaches; and
 - d. informing teachers of prior assaultive behavior of students currently in their classrooms.

(Several of these steps are included in the recommendations of the Ad Hoc Subcommittee on Crisis Response.)

LONGER RANGE GOALS AND SUGGESTIONS

Liaison and Coordinated Efforts Between Schools and Elements of the Criminal Justice System, Municipalities and Community

Suggestions were:

1. standardize incident reporting criteria;
2. coordinate policies and follow through with individual youth (Youth Service Bureau idea);
3. standardize procedures with school and criminal justice system;
4. in-service training -- conflict resolution, mediation;
5. handling "hard core" and assaultive youth;
6. review current education codes and justice system policies to obtain an integrated approach; and
7. clear policy regarding weapons control.

Crimes Against Students, Teachers and School Personnel

(Assaults on students, teachers, administrators, and non-teaching personnel, e.g., bus drivers, custodians, security officers, clerical, etc. Thefts and vandalism directed at the personal property of students and school personnel.)

Suggestions were:

1. institute in-service training programs for teaching and non-teaching personnel on contemporary school problems and problem resolution;
2. the use of school resource officers;
3. courses for students in law, justice system, social control philosophy;
4. review school's security procedures on personnel property for appropriateness;
5. review current parent-teacher-student communications;
6. assess school failure regarding delinquent behavior;
7. assess learning and physical (neurological) disabilities regarding school failure and delinquent behavior;
8. school policies and training which provide firm, clear, protective methods and attitudes toward school personnel; and
9. sophisticated alarm devices where needed (separately funded).

Crimes Against School Property

(Burglary, vandalism, arson)

Suggestions were:

1. live-in security persons (trailers);
2. survey physical security devices (costs, effectiveness);
3. parent and community education and involvement in prevention;
4. student involvement in vandalism prevention;
5. parent patrols;
6. firm and coordinated handling of offenders by school, law enforcement, and court;
7. separate state funding for physical security from normal school budget;
8. interagency security task force (school, police, fire department and safety department);
9. anti-loitering ordinance; and
10. alternative schools for youngsters not adapting to regular schooling.

Crimes Related to Non-School Attendance

(Assaults near campus by students; assaults on or off campus by nonstudents. Crimes committed by truants during school hours off campus. Crimes against school personnel off campus by students and nonstudents.) Discussed elsewhere.

Review and Recommendations Regarding Procedures, Policies and Law Related to Juvenile School Offenders

Suggestions were:

1. integrate existing laws and codes (juvenile court law, education code);
2. separate holding and/or educational programs;
3. individual follow through regarding correction/rehabilitation;
4. diversion; and
5. youth employment.

The School, Family and Community as Partners in Education

Suggestions were:

1. community school models;

2. parent education;
3. early childhood education;
4. adjusting for cultural bias;
5. the school as a neighborhood center;
6. extensive tutoring;
7. no-failure systems;
8. coordinate suspension and school disciplinary policies;
9. improved school counseling;
10. local community needs assessment; and
11. early identification and intervention.

The Student as Client, Consumer and Main Focus

Suggestions were:

1. student rights and responsibilities;
2. the question of diverse "cultures" (gang, youth vs. older persons, crime culture, etc.);
3. courses and participatory experiences in the law, social control and the justice system;
4. class size -- school size;
5. participation in curriculum planning; and
6. grievance policies and procedures.

Broad Environmental and Social Issues

Suggested areas of attention were:

1. violence and the media;
2. zoning;
3. housing;
4. employment; and
5. community planning.

CRISIS RESPONSE: A NEED FOR IMMEDIATE ACTION

Students, parents, and school personnel have continued to express fear for safety of persons and property. At the September 1974 meeting of the Ad Hoc Committee, the Crisis Response Subcommittee of the Ad Hoc Committee recommended that all school districts take immediate first steps toward development of a written "Crisis Plan" for each local high school site. The process of development of the "Crisis Plan" should include participation by school staff, criminal justice agencies, community, parents, and students and should clearly identify steps to be taken and a role for each in case of emergency. This strong recommendation was highlighted in the Interim Report of the Ad Hoc Committee.

EMPHASIS ON PROGRAM MODELS

Because of the complex and critical nature of school conflict and crime with its resultant deterioration of a peaceful learning climate and the dearth of easy answers and quick solutions, the emphasis of the Ad Hoc Committee turned to locating any successful operating models which it could study and then publish as "guides" to local government and school districts. That search has been continuous since June, 1974. Though many are undiscovered, a great many have been located and will be listed and described briefly in the supplementary report. These models will be listed by category, described, and be accompanied with a source contact by name, address and phone in order to facilitate easy sharing of ideas on workable prevention and program solutions.

FURTHER ACTION

Schools and Community Involvement

The California School Boards Association proceeded on behalf of the Ad Hoc Committee to initiate action in an area of high priority of the committee -- that being community involvement and interagency cooperation at the local level.

On November 22, 1974, the California School Boards Association convened a statewide meeting for the county school superintendents, the presidents of county school boards, and selected leaders of statewide agencies in the criminal justice and human service fields. The purpose of this meeting was to request that county school boards and county school superintendents assist school districts to begin the organization of interagency and community committees to analyze school crime and violence problems, and provide on-going study and action to support the school. The chain reaction hopefully would then continue to each school site where a committee of school personnel, parents, students, neighbors, and criminal justice agencies would meet and plan regularly to organize prevention programs and interagency liaison.

The school administrator appeared to be a pivotal figure in much of the discussion. What should be done to assist him? In many cases, school administrators were not trained to handle the crisis of discipline they now face, and need assistance. Suggested sources of assistance are:

1. from parents to work actively to support and assist in discipline and order on campuses;
2. from community groups to provide volunteers to assist in classrooms, hallways, playgrounds, and to provide enrichment for youth through jobs, athletics, trips, etc.;
3. from teachers and other school personnel working as a team to provide safe and orderly school campuses;
4. from law enforcement and courts to provide cooperative, coordinated, and firm support for school campuses;
5. from students who should be guided to look upon their school as "their school" and to assist in improving the atmosphere of learning; and
6. from higher educational institutions to provide up-to-the-minute retraining for school administrators on "crisis management" and "open systems" approach to community involvement in solving school problems.

ACTION FOLLOW-UP

In order that this final report of the Ad Hoc Committee not be published, distributed, and then shelved to gather dust in company with other governmental reports, a series of action steps are being taken:

Distribution of the Final Report

Wide distribution of the report is being made so that decision makers in all levels of government, criminal justice, schools and community receive copies. They are encouraged to study the report and contribute additional suggestions. Each person who receives a copy is being urged to consider action steps and to share his copy of the final report with other professionals and citizens. A supplementary report will be prepared which discusses in more detail the issues raised by the recommendations of the Ad Hoc Committee.

Follow-Up Staff Team

A team of staff consultants from the justice and education systems, assisted by a small grant from the State Office of Criminal Justice Planning, has been employed as a follow-up team to visit school districts and local communities. Their function will be to highlight recommendations of the report and to initiate and facilitate interagency planning for implementation.

On-Going Consultation

Program consultation through the State Department of Education and the Attorney General's office will be available to schools and criminal justice agencies upon request.

The Creation of a Long-Term Commission

As the Ad Hoc Committee proceeded with its work, the gravity, extent, and complexity of problems in school districts throughout the state made clear the need to establish an on-going, long-term officially constituted commission on problems of school crime and violence. While the work of the short-term Ad Hoc Committee has been of great value, particularly in the area of short-term recommendations to the Attorney General and State Superintendent and in the identification of areas needing long-term solutions, the committee perceived its work to be only a beginning. The members urged the importance of continuing the present joint cooperation and leadership of the statewide constitutional officers of the justice and education systems.

Therefore, the Ad Hoc Committee passed a motion recommending that the Attorney General and State Superintendent of Public Instruction arrange for the introduction into the legislature of a concurrent resolution creating a joint commission on prevention and management of crime and conflict in the schools.

Among the duties of such a commission would be:

1. to continue and expand the work of the Ad Hoc Committee;
2. to make an analysis of basic sources and causes of school related crimes;
3. to centralize, coordinate, and disseminate information on successful programs of local agencies;
4. to provide staff support to local agencies in developing necessary curriculum models for instruction in the American legal system, the operation of the juvenile and adult criminal justice system, and rights and duties of citizens;
5. to provide assistance and models for cross-training for the criminal justice and school personnel; and
6. to develop and coordinate a statewide program for interagency and citizen cooperation at the local level to reduce school related crime.

RECOMMENDATIONS

This section contains the full recommendations of the Ad Hoc Committee. It is designed to provide easy access to the recommendations categorized by the sub-committee from which they originated.

I

AGENCY COOPERATION

The Committee Recommends That...

...legislation be introduced, sponsored by the committee, which mandates and provides for a Commission on School Safety Accreditation under the jurisdiction of the California Department of Industrial Relations' Division of Industrial Safety or other appropriate state agency. The accreditation committee would be charged with the responsibility, by state law, to see that every school in California demonstrates that students, teaching staff, administrative staff, and maintenance staff are functioning in an environment that is free from unreasonable danger to their physical and mental health, safety and welfare. Such a safe school environment would allow the learning program in every California school to function without the restraints caused by unsafe conditions in the plant.

...the committee sponsor legislation which provides for processes and funding of interagency cooperation in California, relative to the agencies charged with primary responsibility for the prevention and management of conflict and crimes in the schools.

...the committee sponsor legislation which provides for a central facility for preventive cooperation, where needed, within each school district in each county, to be known as the Juvenile Assistance Center.

...the committee sponsor legislation which provides for the development of decentralized juvenile justice centers which allow for the coordinated early intervention of the several public agencies.

II

CRISIS RESPONSE PLANS FOR SCHOOLS

The Committee Recommends That...

...a written plan for management of crises during conflict and violence be mandated by state legislation for each school or school district and that each school district implement the state legislation by board policy.

...the school or school district's plan for crisis response be widely publicized in the community through the use of an inter-agency communications network and the public news media.

...description and evaluation of programs of crisis management which now exist be distributed to all school districts in California.

...information on available safety aids (such as electronic warning devices) related to school violence be distributed to all school districts by the State Department of Education.

...a handbook containing the state laws and local board regulations regarding student and parental responsibilities and rights be prepared and distributed by each school district.

...a rationalizing process be conducted to consolidate and correlate the statutes, with reference to juveniles, contained in:

1. Welfare and Institutions Code (juvenile court law)
2. Penal Code
3. Education Code
4. Administrative Law
5. Health and Safety Law

...the state legislature provide funding to school districts for the purchase of personnel and materiel related to the control of violence. An option should be allowed in the use of these funds for school districts to develop preventive programs as well as for the purchase of electronic warning devices and security personnel.

...the local written plan for crisis response be cooperatively developed by representatives of agencies concerned with youth, such as police, probation, other juvenile justice system agencies, school administrators and parents.

...the report of the Ad Hoc Committee include suggested procedures for interagency cooperation at the district and local school level.

III

SCHOOL CLIMATE AND PRACTICES

The Committee Recommends That...

...a continued study be made of the use and distribution of student records with special attention to the influence of HR 69.

...since there is a high correlation between lack of achievement and violence and vandalism, that a study be conducted and recommendations made on the extent to which pressures for cognitive (more specifically reading) achievement and lack of alternative areas for the achievement of success for every child contributes to the incidence of school failure.

...the Ad Hoc Committee encourage the involvement of the total community in establishing school objectives and programs.

...the Ad Hoc Committee publicize the importance of instruction in civic responsibility and democratic procedures within the school, using existing models of law-related education such as Law in a Free Society, and others that may be developed.

...there be awareness that there are many conditions in the community outside the school climate which foster violence and crime and that the problems caused by such conditions can only be attacked by other agencies working in cooperation with the schools.

...there be encouragement of early preventive programs that reinforce positive learning patterns through early counseling with school and parents in providing for the needs of young children -- thereby offsetting school failure.

...a study be conducted which would look into the feasibility of changing the law to provide for an absolute limit on class size -- 25 for high school, 26 for elementary.

IV

REVIEW OF THE JUVENILE JUSTICE SYSTEM

The Committee Recommends That...

...there be a reform of the Juvenile Court Act to deal only with the 602 category (acts committed by children which would be unlawful if they were adults). A suggested version of the preamble to specific changes would read as follows:

"The purpose of this chapter is to reduce juvenile crime -- to ensure the public safety, maintain the integrity of the substantive law proscribing unlawful behavior, and develop individual responsibility for lawful behavior -- these purposes shall be pursued through means that are: fair and just, recognize the unique characteristics and needs of juveniles, assure just punishment for illegal behavior, promote the correction and rehabilitation of juveniles who engage in illegal behavior, and provide advance knowledge of the consequences of prohibited conduct."

...there be an expansion of temporary shelter care facilities oriented toward resolving family-centered problems (diversion).

...a "differential treatment" facility be designed specifically to meet the needs of the minor and family; a creative, model intake program to identify and segregate:

1. dependent
2. runaway -- incorrigible
3. protective services -- potential victim of assault
4. security -- escapees and violence prone offenders

Program shall include education and opportunity to improve social adjustment.

...group homes and foster care placements should not be used without maintaining high standards to assure minor's health, welfare, protection, and opportunity for development. There is an essential need to improve quality of services, e.g., staff training for foster parents and care of disturbed minors.

...immediate attention be given to Public Law 43-915 (Juvenile Justice and Delinquency Prevention Act of 1974) and its impact upon the juvenile justice system. Within two years, "Status Offenders" must be segregated from those youths requiring secure detention facilities. A continued and expanded emphasis on diversion as alternative to the existing system should be a priority to coincide with the Delinquency Prevention Act.

...there is a need for more consistent detention and treatment policies based upon a good classification system.

...there is a need to review present operation of the juvenile court -- respecting its position and efficiency. Examine space and person-power needs (judicial and staff) in conjunction with the contemporary setting, e.g., include office space for district attorney and public defender staff, counseling rooms for private attorneys, and law library. Detention facility should be located in close proximity to juvenile court to reduce transportation time and expense, et cetera.

...special treatment services be required for in-patient care of the emotionally disturbed children.

...further study be given to the advantages of implementing a decentralized juvenile court and justice center as proposed in Los Angeles County. This plan is expected to improve the coordination of component parts of the juvenile justice system, e.g., improve communication, reduce transportation problems, and curtail court continuances.

...the development and utilization of cross-training between the police, probation, district attorney, public defender, juvenile court, and education personnel be expanded. Agency personnel must learn more about each other's function, e.g., the social and legal aspects of the case.

...a study of the possibility of establishing provisions in the juvenile court law enabling the court to exercise authority to insure that parents will meet their responsibility for the control, welfare, protection, and personal development of their children be conducted.

...delinquency prevention services be expanded and enlarged, e.g., delinquency prevention services at the elementary school level.

...accountability in the juvenile justice system be developed. Explore specific cases or a group of cases, e.g., school offenses, violent offenders, cases involved in plea bargaining, to improve communication, accountability and understanding between the schools and the juvenile justice system.

STANDARDIZED DATA COLLECTION

The Committee Recommends That...

...legislation be changed to reflect that the State Board of Education require school districts to report, through their local county boards of education, the extent of violence and crime on local school campuses and in programs and activities in which any school is engaged.

...school districts collect information on a monthly basis and submit quarterly reports to their local county school boards of education regarding the extent of crime and violence on their campuses and in related school activities.

...the State Board of Education define the terms and areas in which schools will be required to report.

...the county boards of education compile reports from their respective school districts and forward them to the State Board of Education on a quarterly basis.

...the State Department of Education, in cooperation with the Office of the Attorney General, undertake the responsibility to develop materials and information that would guide and support school administrators in understanding the juvenile justice system and its processes.

THE WORK OF THE SUBCOMMITTEES

This section summarizes the issues and discussion of each of the subcommittees. (Note that the actual recommendations of each subcommittee are listed in the separate section on recommendations immediately preceding this section.)

At its July 1974 meeting, the Ad Hoc Committee divided its membership into five subcommittees to facilitate the development of the recommendations requested by Dr. Riles and Mr. Younger.

The subcommittees named were:

1. Subcommittee on Agency Cooperation
Convenor - Robert Unruhe, President, United Teachers of Los Angeles
2. Subcommittee on Crisis Response
Convenor - Dr. Owen Knox, President, Council of Black Administrators; Deputy Area Administrator, Los Angeles City Unified Schools, Area K
3. Subcommittee on School Climate and Practices
Convenor - Ron Johnson, President, Association of California School Administrators
4. Subcommittee on Juvenile Justice
Convenors - Brent Abel, Esq., President, State Bar of California; and Honorable Joseph Busch, District Attorney, County of Los Angeles
5. Subcommittee on Standardized Data Collection
Convenor - Gordon Trigg, Administrative Coordinator, Student Auxiliary Services Branch, representing Dr. William Johnston, Superintendent, Los Angeles Unified School District

Guidelines given to the subcommittees were:

1. to develop recommended legislation;
2. recommend models for interagency efforts, cross training and community involvement programs;
3. suggest additional information sources for interested agencies;
4. identify all agencies which should be involved at city, county and state levels;
5. recommend policy/practice changes in local schools and criminal justice agencies; and
6. propose strategies for follow-up.

(A Legal Review Subcommittee was appointed in December 1974 to assess legal and legislative implications of the recommendations of the Ad Hoc Committee. Convenor - Ron Apperson, Legal Advisor, Los Angeles Unified School District.)

SUBCOMMITTEE ON AGENCY COOPERATION

COMMITTEE MEMBERS

Convenor: ROBERT UNRUHE, President, United Teachers of Los Angeles

ELIZABETH AGUILAR, Student Body President, Belmont High School
HONORABLE JOSEPH BUSCH, District Attorney, County of Los Angeles
ERIC DOZIER, Student, John F. Kennedy High School
R. FRED FERGUSON, Chief, Riverside Police Department
MARGARET GRIER, Chief Probation Officer, Orange County Probation Department
RON JOHNSON, President, Association of California School Administrators
DR. WILLIAM JOHNSTON, Superintendent, Los Angeles Unified School District (represented by GORDON TRIGG)
DR. OWEN KNOX, President, Council of Black Administrators; Deputy Area Administrator, Los Angeles City Unified School District, Area K
DR. GUILLERMO LOPEZ, Superintendent, Washington Unified School District
ANTHONY L. PALUMBO, Executive Director, Office of Criminal Justice Planning (represented by BOB TRIBE)
FREDERICK D. SMITH, Esq., Chief Deputy Public Defender, City & County of San Francisco
MRS. RUTH SWENSON, President, California State PTA
HONORABLE PETE WILSON, Mayor, City of San Diego (represented by ELLSWORTH PRYOR)
CHARLES WOOD, President, California School Boards Association

MAIN THRUSTS AND CONCERNS

1. Training of all school personnel in the laws and related responsibilities pertaining to school discipline and juvenile justice
2. Parent orientation in responsibilities under the laws relating to school discipline
3. Concern about incident reporting procedures between teachers, administrators and law enforcement agencies (new federal and state laws may need modifying)
4. Lack of coordination of school, teacher, parent, court and law enforcement regarding individuals after the incident occurs

5. Programs for police and probation officers on campus as staff or teachers
6. Selection and training of police officers patrolling school areas
7. Expulsion as a joint failure of student, school and community
8. Early identification of school in children who exhibit problems so that assistance with educational and social development can be given
9. Localized interagency juvenile justice centers
10. Correlation between daytime burglaries and truancy

SUBCOMMITTEE ON CRISIS RESPONSE

COMMITTEE MEMBERS

Convenor: DR. OWEN KNOX, President, Council of Black Administrators;
Deputy Area Administrator, Los Angeles City Unified
School District, Area K

ELIZABETH AGUILAR, Student Body President, Belmont High
School
HONORABLE JOSEPH BUSCH, District Attorney, County of Los
Angeles
ERIC DOZIER, Student, John F. Kennedy High School
RON JOHNSON, President, Association of California School
Administrators
DR. GUILLERMO LOPEZ, Superintendent, Washington Unified
School District
ROBERT UNRUHE, President, United Teachers of Los Angeles
(represented by HANK SPRINGER)
CHARLES WOOD, President, California School Boards
Association

The task of the Subcommittee on Crisis Response was to examine existing programs used by school districts in responding to crisis situations on or near school campuses. After such examination, the subcommittee completed a planning framework for a prototype incorporating the most effective components of those successful programs presently in use.

MODEL CRISIS PLAN FRAMEWORK: A PROTOTYPE

An examination of the programs for crisis response indicated that no one program now in existence is applicable to all other school districts. Therefore, the subcommittee is recommending that the

following framework be used by local schools and school districts in developing a plan. This framework should be presented to local districts by the State Department of Education as a guide for developing the local/district plan.

The Planning Team

The planning team to formulate the crisis response plan should include representatives of affected groups and agencies.

1. Faculty
2. Students
3. Administration (central or local school)
4. Community
5. Parents
6. Administration of justice agencies
 - a. police, sheriff and fire services
 - b. probation
 - c. district attorney and public defender
 - d. courts
7. Non-certificated personnel
8. News media representatives
9. Other locally determined representatives

The Planning Process

The planning process should be of sufficiently long duration to allow for full participation of selected agencies and groups and yet be ready for implementation before the start of the school year.

1. The superintendent (or area superintendent in decentralized districts) will convene the planning team. In a large urban area, the principal of a secondary school may have the responsibility of convening a local team.
2. The plan should be completed by the team within three months after being notified of the mandate, or ten days before the beginning of school, whichever is earlier.
3. Review of the completed plan should be done annually by the planning team. Earlier review may be necessary if in a crisis situation, the plan is found to be inadequate.

The Crisis Plan

The content of the action plan for crisis response should contain practical consideration for implementation.

1. Crisis identification system

- a. The site administrator should develop communication channels internally (teachers and students) and externally (community and police) to identify crisis or potential crisis.
- b. A crisis may be identified as any incident that may potentially escalate into a major problem which affects the normal function or operation of a school.
- c. Four general types of conflict have been identified as:
 - (1) situational conflict -- disruption and violence associated with specific local issues such as student regulations, dress codes, student organizations and sports events;
 - (2) intergroup conflict -- discord related to discrimination, exclusion and denial; disputes among students of different ethnic origins; and other conflict associated with the alienation of minorities;
 - (3) student activism -- organized demonstrations and protests (antiwar demonstrations, reaction to the assassination of a national figure), often political in nature; and
 - (4) crime -- assaults, theft, possession or sale of drugs, vandalism and similar offenses.

2. School alert system

- a. Internal: A method of communicating with personnel on the school site should include bulletins, signal system, electronic devices and use of key personnel.
- b. External: Two-way communication between police and the school will be facilitated if each agency identifies the person who is to make the contact, such as vice-principal of school and community relations officer of the police department.

3. Definition of roles

It is not enough to say that it is important to recognize the necessity of a participatory team approach for responding to crises. In times of crisis, the responsibilities are collectively shared. The boundaries of the schools do not define the boundaries of responsibility of either the school personnel or the police. The crisis response plan should clearly define the expected activities of the school personnel, the law enforcement agencies, and the students.

4. Rumor control system

There should be a designated person located at the school responsible for answering questions regarding the crisis. Depending on the size of the school district, there could be a publicized phone number to call for information and/or to report information regarding the crisis.

5. School staff training

Response to a crisis requires the assumption by a school staff of responsibilities for which he was not trained and for which he is often unprepared. A team approach to staff training is needed. Three essential categories for staff training should be considered:

- a. laws relating to schools, student conduct, their rights and responsibilities;
- b. methods of identifying and avoiding conflict; and
- c. preparation for court.

6. Provision for communication

The teaching staff, the students, parents and the community should be advised of the local school or district plan for crisis response. When the plan is formalized, the local news media should be notified and requested to give publicity to the plan. Each representative on the planning team should have the responsibility for reporting details of the plan to the agency which he represents. The crisis response plan of the secondary school should be communicated to the principals of the neighboring elementary or middle grade schools.

SUBCOMMITTEE ON SCHOOL CLIMATE AND PRACTICES

COMMITTEE MEMBERS

Convenor: RON JOHNSON, President, Association of California School Administrators

BRENT ABEL, President, State Bar of California

ELIZABETH AGUILAR, Student Body President, Belmont High School

NATHANIEL COLLEY, Esq., Regional Counsel, National Association for the Advancement of Colored People

ERIC DOZIER, Student, John F. Kennedy High School

R. FRED FERGUSON, Chief, Riverside Police Department

DR. WILLIAM JOHNSTON, Superintendent, Los Angeles Unified School District (represented by GORDON TRIGG)

REVEREND GEORGE SMITH, Member, Board of Education, San Diego Unified School District

BRYAN STEVENS, President, California Teachers Association

ROBERT UNRUHE, President, United Teachers of Los Angeles
(represented by HANK SPRINGER)
HONORABLE PETE WILSON, Mayor, City of San Diego (represented
by ELLSWORTH PRYOR)
CHARLES WOOD, President, California School Boards Association

MAIN THRUSTS AND CONCERNS

1. Influences of school climate on school violence are:
 - a. facilities, design of building, class size, school size, equipment;
 - b. teaching techniques; and
 - c. morale.
2. Parent and community involvement in school planning
3. Counseling in primary and junior high schools
4. Alternative educational modes
5. Instruction in the law, its philosophy, and the criminal justice system
6. Outside influences on school climate, i.e., media violence, parental abuse, neighborhood disputes, gang violence
7. Non-student problems, i.e., loitering, unauthorized persons on campus
8. Use and abuse of student records
9. Consideration of physical and psychological handicaps to learning and effective school adjustment
10. School failure, self image and delinquency
11. Re-entry of justice offender into school programs
12. Intersystem orientation, i.e., school personnel, criminal justice agencies

SUBCOMMITTEE ON JUVENILE JUSTICE

COMMITTEE MEMBERS

Convenor: BRENT ABEL, Esq., President, State Bar of California

ALLEN F. BREED, Director, California Youth Authority
HONORABLE JOSEPH BUSCH, District Attorney, County of Los Angeles
R. FRED FERGUSON, Chief, Riverside Police Department

DR. EDWARD B. FORT, Superintendent, Sacramento Unified School District
 MARGARET GRIER, Chief Probation Officer, Orange County Probation Department
 DR. WILLIAM JOHNSTON, Superintendent, Los Angeles Unified School District (represented by GORDON TRIGG)
 DR. GUILLERMO LOPEZ, Superintendent, Washington Unified School District
 ANTHONY L. PALUMBO, Executive Director, Office of Criminal Justice Planning
 MRS. ESTELLE PATCH, Vice President, National PTA
 HONORABLE JOHN J. PURCHIO, Judge of the Juvenile Court, Alameda County
 FREDERICK D. SMITH, Esq., Chief Deputy Public Defender, City & County of San Francisco
 REVEREND GEORGE SMITH, Member, Board of Education, San Diego Unified School District
 BRYAN STEVENS, President, California Teachers Association
 ODELL SYLVESTER, Deputy Chief, Oakland Police Department
 ROBERT UNRUHE, President, United Teachers of Los Angeles (represented by HANK SPRINGER)

In order to address the problem of crime and violence in the school system, a look at the juvenile justice system was necessary. Further division into task groups was made as follows:

1. Task Group A - Juvenile Court Law - Allen F. Breed, Chairperson
2. Task Group B - Manpower Needs - Mariana Pfaelzer, Chairperson
3. Task Group C - Facility Needs - Margaret Grier, Chairperson
4. Task Group D - Attitudes Toward the System - Chris Adams, Chairperson

THRUSTS AND CONCERNS

Task Group A - Juvenile Court Law

1. Handling of 601's and 602's under the Welfare and Institutions Code (WIC)
 - 600 - a person in need of supervision and/or care and protection
 - 601 - a person who is beyond the control of parents, guardians, or school authorities or who is in danger of leading an idle, dissolute, lewd, or immoral life
 - 602 - a person who has violated an order of the Juvenile Court, or who has committed a crime
 - a. Separating out of the juvenile justice system 600's
 - b. Utilization of more diversionary alternatives in 601 cases
 - c. Utilizing the courts for 602 cases

2. Making parents more responsible in juvenile court process
3. Establishment of statewide standards in the classes of offenders
4. Study of re-definition of juvenile court philosophy and procedures
 - a. Adversary system vs. protective (parens patriae)
 - b. District attorney and public defender vs. probation officer role in determining legal adequacy of cases

Task Force B - Manpower Needs

1. Question of all parts of the system understaffed
2. A basic lack of system goals
3. Local needs considered
4. The use of judges vs. referees
5. The use of a caseload standard to assure counseling
6. Utilization of properly trained para-professionals in all areas of the system

Task Force C - Facility Needs

1. Expansion of temporary shelter care concerning family-centered problems
2. Development of a standard for foster care for the disturbed child
3. Segregation of the "status offender" from the 602's
4. Utilization of alternatives, i.e., diversion units
5. Design better functioning court facilities, e.g., utilization of space
6. Locating detention facilities in close proximity to court facilities
7. Availability of in-patient care for the disturbed child

Task Force D - Attitudes Toward the System

1. A need exists to re-evaluate the mandatory school attendance age
2. Schools have become de-individualized
3. Family counseling must be undertaken
4. Participation in the decision-making process by parents and students should be expanded.

GENERAL CONCERNS

Certain concerns of this subcommittee did not fit within any specific task group, however are presented for a more complete picture:

1. The juvenile courts are looked upon as a "step child" in the system.
2. System coordination for processing cases and adjudicating matters is lacking.
3. School personnel require preparation for case presentation:
 - a. reporting and evidence preparation; and
 - b. appearance as a witness.
4. Change in the provision of the law relating to the detention of minors is needed.
5. Change in the provision of the law lengthening the time allotted for the completion of investigation procedures
6. Change in the provision of the law relating to the handling of the 16 and 17-year old age group re serious crimes
7. Change in the provision of the law to include the responsibilities of youths

SUBCOMMITTEE ON STANDARDIZED DATA COLLECTION

COMMITTEE MEMBERS

Convenor: DR. WILLIAM JOHNSTON, Superintendent, Los Angeles Unified School District (represented by GORDON TRIGG)

RON JOHNSON, President, Association of California School Administrators
ROBERT UNRUHE, President, United Teachers of Los Angeles (represented by HANK SPRINGER)
HONORABLE JANET HAYES, Mayor, City of San Jose
MANUEL JIMINEZ, President, Mexican-American Educators Association

MAIN THRUSTS AND CONCERNS

1. Not enough data exists to do adequate planning.
2. Few districts keep records.
3. Planning and resources are lacking.

- a. Funds and personnel are unavailable.
 - b. Many school districts lack capacity to keep detailed data.
4. Many incidents go unreported.
- a. Police not notified although it is a misdemeanor not to do so in case of law violation.
 - b. There is a lack of standard definition of reporting categories.

RECOMMENDED LEGISLATIVE CHANGE

In order to begin and mandate a standardization in the requirements for reporting school disturbances, the subcommittee proposed that the following legislative change in the Education Code 12103.1 be made:

Present Legislation

- E.C. 12103.1 The county board of education of any county may establish regulations requiring the reporting of information related to crime, violence and disruption on campuses or in programs and activities in which any school is engaged. Any board may establish a uniform reporting system and may periodically require the filing of reports by any or all of the public schools of the county. Such reports may include, but need not be limited to, the reporting of murders, assaults on personnel, assaults on pupils, possession of weapons, vandalism, and arson, provided that no pupil shall be individually identified in any report. Results of reporting required by this section may be made available to the school districts and to other public and private agencies for use in developing programs of delinquency or crime prevention.

Recommended Legislation

- E.C. 12103.1 The State Board of Education shall establish regulations requiring school districts, through their local county board of education, to take the responsibility of reporting incidents related to crime, violence, and disruption on campuses or in programs and activities in which any school is engaged. The State Board of Education shall establish a uniform reporting system and shall periodically require the filing of reports by any or all of the public schools of the state. Such reports may include, but need not be limited to, the reporting of murders, assaults on personnel, assaults on pupils, possession of weapons, vandalism, and arson, provided that no pupil shall

be individually identified in any report. Results of reporting, required by this section, may be made available to the school districts and to other public and private agencies for use in developing programs of delinquency or crime prevention.

LEGAL REVIEW SUBCOMMITTEE

COMMITTEE MEMBERS

Convenor: RON APPERSON, Legal Advisor, Los Angeles Unified School District

WILLIAM D. DOBSON, Legal Advisor, State Department of Education

DAN C. DOYLE, Administrative Advisor, California Youth Authority

ELIZABETH PALMER, Assistant Attorney General, Office of the Attorney General

PURPOSE OF THE SUBCOMMITTEE

Members of this subcommittee are attorneys assigned by their agencies to review proposed legislative recommendations in the final report of the Ad Hoc Committee. We hereby express our thanks to the members and respective agencies for their service.

MISCELLANEOUS

SPECIAL THANKS TO THOSE PERSONS AND THEIR ORGANIZATIONS WHO
ATTENDED SUBCOMMITTEE MEETINGS AND ASSISTED IN DEVELOPING
RECOMMENDATIONS AND MODELS...

ALDO ACCORNERO, Coordinator, Juvenile Court Relations, Los
Angeles Unified School District
CHRIS ADAMS, California PTA
DORA ARZOLA, Community Coordinator, Program for Information and
Community Services, Los Angeles County
DR. WANDA BAKER, Consultant, Assembly Office of Research
MARIAN BERGESON, President, California School Boards Association
JOHN CARUSONE, Oakland Unified School District
MARJORIE CHILDS, Juvenile Court Referee, City & County of San
Francisco
RICHARD C. CLARKE, Associate Director, Law in a Free Society
SGT. KEN COLEMAN, Youth Unit, Fremont Police Department
JERRY CUMMINGS, State Department of Education
SPENCER DAVIS, Consultant, California Teachers Association
DR. GEORGE DIBS, Assistant Superintendent, Rowland Unified School
District
WILLIAM D. DOBSON, Esq., Legal Advisor, State Department of Education
ELAINE DUXBURY, California Youth Authority
JULIO ESCOBEDO, Consultant, Bureau of Intergroup Relations,
State Department of Education
MARSHALL FELS, Management Information Center, State Department
of Education
BRUCE FERGUSON, Juvenile Court Referee, San Diego
JOHN S. GEE, Community Schools Coordinator, Sunnyvale School
District
DR. THOMAS GORDON, Effectiveness Training Associates
OWEN GRIFFITH, Regional Director, California School Boards
Association
ALEX GUNN, Consultant, Bureau of Intergroup Relations, State
Department of Education
LOUIS GUZMAN, Board Member, Rowland Elementary School Board,
and California School Boards Association
GERALD R. HAINES, Principal, Pioneer High School
DON HALLSTROM, Orange County Probation Department
DR. CLAUDIA HAMPTON, Office of Urban Affairs, Los Angeles Unified
School District
MARY HARRISON, Consultant
HONORABLE JANET GRAY HAYES, Mayor, City of San Jose
QUINTON J. HEGNER, Crime Studies Analyst, Bureau of Criminal
Statistics, Department of Justice
DR. MARCELETT C. HENRY, Consultant, Special Education, State
Department of Education
CAPTAIN AL HOWENSTEIN, President, California State Juvenile
Officers Association
THOMAS HUXLEY, Teacher, Barstow Unified School District
JERRY P. INGLIS, Los Angeles County Department of Community
Services
MELANIE C. INGRAM, Office of the Attorney General
D'ARVIL JAMES, Alameda County Probation Department

RICHARD JANOPAUL, Deputy Public Defender, City & County of San Francisco
 NORMAN JOHNSON, Liaison Citizen Program, Los Angeles
 STANLEY KISTNER, California Teachers Association
 ARTHUR E. KNOFF, San Jose Police Department
 JULIUS LIBOW, Senior Referee of the Juvenile Court, Los Angeles County
 DANIEL H. LOCHTEFELD, Director, Guidance Services, San Diego Unified School District
 ARCHIE MACAULAY, California Teachers Association
 TONI MAGAN, California Teachers Association
 B. D. McCAULEY, Los Angeles Unified School District
 KEN MILLER, Effectiveness Training Associates
 J. KENNETH MORAN, JR., State Bar of California
 GERALD MULLINS, Yerba Buena High School
 ROSALIO MUNOZ, Director, Pupil Services & Attendance, Los Angeles Unified School District
 CHRISTINA L. NEAL, Junior Staff Analyst, Crime Prevention Unit, Office of the Attorney General
 CAPTAIN ROGER NEUMAN, Operations Division Commander, Fremont Police Department
 CONRAD OHLSON, California Teachers Association
 ERNIE ONO, Pupil Services & Attendance, Los Angeles Unified School District
 EARL OSADCHEY, Head of the Juvenile Division, Los Angeles County District Attorney's Office
 MARIANA R. PFAELZER, State Bar of California
 RUTH PRITCHARD, California School Boards Association
 ELLSWORTH PRYOR, Mayor's office, San Diego
 H. H. ROSSBACHER, State Bar of California
 WILLIAM RUTH, Director, Division of Administrative Services, Attendance & Welfare, Office of the Los Angeles County Superintendent of Schools
 SGT. NORM D. SCHILTZ, Youth Services, Riverside Police Department
 JAMES J. SHEA, Deputy District Attorney, Los Angeles County District Attorney's Office
 BARBARA SHIRLEY, Orange County Probation Department
 LILLIAN SHREVE, State Department of Education
 FREDERICK D. SMITH, Chief Deputy Public Defender, City & County of San Francisco
 AVIS SNYDER, Consultant, California Teachers Association
 HANK SPRINGER, Teacher, San Fernando High School
 PALMER STINSON, Office of Criminal Justice Planning
 DR. THOMAS TAGLIANETTI, Consultant, Special Education, Office of the Los Angeles County Superintendent of Schools
 DAN TOWLER, Member, Los Angeles County School Board
 GORDON TRIGG, Chairman, Student Auxiliary Services Branch, Los Angeles Unified School District
 SGT. GARY TYLER, Community Relations, Fremont Police Department
 RUBY TYSON, Head Counselor, Central City Occupational Center, Los Angeles
 RALPH UNGERMANN, Director, Special Services, Conejo Valley Unified School District
 THOMAS WALKER, Human Relations Consultant, California Teachers Association

RICHARD WEINTRAUB, Constitutional Rights Foundation
RABBI ALFRED WOLF, Wilshire Boulevard Temple, Los Angeles
KARLA WURTHMAN, Deputy District Attorney, Los Angeles County
District Attorney's Office

STAFF OF THE AD HOC COMMITTEE

STERLING J. BOYER, Regional Administrator, Crime Prevention Unit,
Office of the Attorney General

DR. KENNETH WASHINGTON, Assistant State Superintendent of Public
Instruction

Special Staff Consultants

MERVIN D. FEINSTEIN, Lieutenant, Riverside Police Department
PATRICIA ANN TOLIVER, College Educator

Administrative Assistant

CAROLYN ANN HARCUM

DISTRIBUTION OF THE FINAL REPORT

Several thousand copies of this final report of the Ad Hoc Committee are being distributed widely to school administrators, city and county government leaders, legislators, criminal justice agencies and libraries. Still, complete coverage is impossible due to the costs involved. Your cooperation is needed to pass your copy to other professionals and citizens within your agency and community.

A SUPPLEMENTARY REPORT

A supplement to the final report will be prepared and distributed. It will contain:

1. Special Gang Report
2. Models for Prevention:
 - abstracts and descriptions of prevention program models now in operation in California
3. Law Education Models:
 - abstracts and descriptions of teacher training and student instructional programs regarding the law and operation of the criminal justice system in our society
4. Program Resources:
 - films, articles, books, tapes (available with sources) listed for use by schools, criminal justice agencies and other community agencies in training and prevention programs
5. Additional Suggestions for Program and Prevention:
 - highlights from mail received during the committee's work

OFFICES OF THE STATE SUPERINTENDENT OF PUBLIC
INSTRUCTION AND THE STATE ATTORNEY GENERAL

The information below will assist those wishing further information
and program assistance:

STATE DEPARTMENT OF EDUCATION

Bureau of Intergroup Relations
721 Capitol Mall
Sacramento, California 95814
(916) 485-5272

Ples Griffin, Chief
Ruben Burton, Assistant Chief

Alex Gunn, Consultant
Morris Schneider, Consultant
Julio Escobedo, Consultant
Elaina Wong, Consultant

Charles Godoy, Consultant
Wilmer Leon, Consultant
Fred Gunsky, Consultant
Ted Neff, Consultant

OFFICE OF THE ATTORNEY GENERAL
Crime Prevention Unit

Mrs. June Sherwood, Director

Los Angeles Field Office

3580 Wilshire Boulevard, 9th floor
Los Angeles, California 90010
(213) 620-3286

Sterling J. Boyer, Regional
Administrator
James Norris, Field Deputy
Charles Sierra, Field Deputy
Christina L. Neal, Junior Staff
Analyst

San Diego Field Office

110 West "A" Street, Suite 792
San Diego, California 92101
(714) 236-7757

A. Ken Morales, Field Deputy

Sacramento Field Office

1315 Fifth Street, Room 411
Sacramento, California 95814
(916) 322-2574

Sidney K. Chew, Regional
Administrator
Anthony Francis, Field Deputy

San Francisco Field Office

350 McAllister Street, Room 1096
San Francisco, California 94102
(415) 557-1150

Chester Beverly, Field Deputy
James Hulin, Field Deputy

END

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