

SAFETY AND VIOLENCE IN ELEMENTARY AND SECONDARY SCHOOLS

HEARINGS BEFORE THE SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION OF THE COMMITTEE ON EDUCATION AND LABOR HOUSE OF REPRESENTATIVES NINETY-FOURTH CONGRESS FIRST SESSION

HEARINGS HELD IN WASHINGTON, D.C.
JUNE 18 AND 19, 1975

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CARL D. PERKINS, *Chairman*



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CONTENTS

	Page
Hearings held in Washington, D.C.:	
June 18, 1975	1
June 19, 1975	175
Statement of—	
Biaggi, Hon. Mario, a Representative in Congress from the State of New York	2
Bingham, Hon. Jonathan B., a Representative in Congress from the State of New York	175
Grealy, Joseph I., president, National Association of School Security Directors	217
Harris, James A., president, National Education Association, Washington, D.C.	123
Lucas, William, assistant superintendent, government relations, Los Angeles Unified School District	106
Sanders, Dan, vice president, American Federation of Teachers	180
Student Panel consisting of Charlotte C. Hutton, Eugenia Ellison, Rita Grant, Lloyd Hardy, Beverly Johnson, Brian Mitchell, and Derrick Newby	193
Toner, Hon. John J., presiding judge, juvenile court, Cuyahoga County, Ohio	98
Prepared statements, letters, supplemental material, etc.:	
Biaggi, Hon. Mario, a Representative in Congress from the State of New York, "Programs and Activities of the Office of School Safety Phase II—School Year 1974-1975," a report entitled	6
Blodgett, Dr. Michael W., assistant principal, Phillips Junior High School, Minneapolis, Minnesota:	
Letter to Congressman Quie, dated June 20, 1975	164
"Potentially explosive desegregating public schools and student violence," an article entitled	167
Grealy, Joseph I., president, National Association of School Security Directors, prepared statement of	204
Harris, James A., president, National Education Association on Safety and Violence in the Nation's Schools, prepared statement of	131
Kiernan, Dr. Owen B., executive secretary, National Association of Secondary School Principals, prepared statement of	159
Lucas, William L., Los Angeles City Unified School District, Los Angeles, Calif.:	
Letter to Hon. Mario Biaggi, dated June 30, 1975	109
Prepared statement of	112
O'Neil, James F., former vice president, Michigan State Board of Education, Livonia, Mich., letter to Chairman Perkins, dated June 25, 1975	172
Quie, Hon. Albert H., a Representative in Congress from the State of Minnesota, letter to Chairman Perkins, dated June 26, 1975	164
Sanders, Dan, vice president, American Federation of Teachers, prepared statement of	180
Toner, John J., administrative judge, Court of Common Pleas, Cleveland, Ohio:	
Letter to Chairman Perkins, dated June 25, 1975	158
Prepared statement of	103
Letter from Chairman Perkins, dated June 18, 1975	157

SAFETY AND VIOLENCE IN ELEMENTARY AND SECONDARY SCHOOLS

WEDNESDAY, JUNE 18, 1975

**HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY,
SECONDARY, AND VOCATIONAL EDUCATION
OF THE COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.**

The subcommittee met at 9:06 a.m., pursuant to call, in room 2175, Rayburn House Office Building, the Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present, Representatives Perkins, Lehman, Zeferetti, Mottl, Quie, Bell, and Goodling.

Staff members present: John Jennings, counsel; Patrick Murphy, clerk assistant; and Yvonne Franklin, minority legislative associate.

Chairman PERKINS. The subcommittee will come to order.

A quorum is present.

The Subcommittee on Elementary, Secondary, and Vocational Education is conducting hearings today and tomorrow on the safety in our Nation's elementary and secondary schools. From press reports and from several limited studies it seems that violence and vandalism is a growing problem obstructing the education of many thousands of our elementary and secondary students.

Yesterday, for instance, there was a press report that the Prince Georges County public schools are suffering a property loss in excess of half a million dollars a year. In addition to property losses, the school district reported that the rate of violence directed toward teachers and students is growing at an alarming rate. Other newspapers throughout the country have also carried similar reports from other school districts.

For that reason, the Congress last year in the Education Amendments of 1974 directed the Department of Health, Education, and Welfare to conduct a comprehensive survey of the public schools on the extent and nature of violence in the schools. The Department was also directed to analyze the most effective means to prevent violence and crime in our schools.

The results of this survey and study are to be submitted to the Congress no later than December 1, 1976. When we receive that comprehensive study, we will be better able to determine whether the Federal Government has any role to play in mitigating this problem.

In the meantime, however, it is important that we continue to direct national attention toward the problem so that organizations throughout the country can begin to think of solutions.

Before we begin today's testimony, I would like to take time to commend Congressman Biaggi, a veteran member of this committee, for requesting on a number of occasions that the committee conduct hearings in this area.

I would also like to commend a freshman member of the committee, Congressman Mottl, who has taken the initiative this year in urging the committee to conduct hearings on safety in schools.

From the evidence that we have been able to gather, especially referring to the Subcommittee to Investigate Juvenile Delinquency in the schools made by a Senate committee recently, the tremendous growth of crime, the increases of crime in the schools from 1970 to 1973 is alarming. For instance, homicides have increased 18.5 percent. Robberies increased 36.7 percent. Assaults on students increased by 85 percent. Assaults on teachers increased by 77 percent. Burglaries likewise increased. This has got to be a problem of tremendous magnitude and we have got to find some solution.

It is our hope that these hearings will have some impact and make the local authorities of the country recognize that something must be done that is not presently being done in the local communities in the way of better policing of the elementary and secondary schools. If some action must be taken from the national level at a later date, I am sure this committee will not be hesitant.

I am delighted to welcome the distinguished Member from New York here this morning as our first witness, Mr. Biaggi, who has long advocated that the Federal Government conduct hearings in this area in order to point up the severity of the crimes that have been taking place in our elementary and secondary schools.

Mr. Biaggi, we are delighted to hear from you at this time.

STATEMENT OF HON. MARIO BIAGGI, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. BIAGGI. Thank you, Mr. Chairman.

I would like to commend you for making these hearings possible. My only regret is that it was not possible to have them some years ago when I initially made the request. We will accomplish, I hope, the one objective of continuing to focus attention on the problem.

I don't require a study to determine whether or not there is violence in the schools. I don't require a study to determine whether or not it is spreading. I am in the streets, I have been there for the past quarter of a century. As a former police officer I know exactly what is occurring. I don't take the ostrich-like attitude that it is not happening because we have young people in the schools. One of the main problems with the school violence is we have hypocrisy and dichotomy and an ambivalence of position. Some major portion of the responsibility should go to the educators, those who administer the schools of our Nation who find themselves in a rather conflicting position. They would like to be tranquil and safe and yet they know they are exposed to daily peril. The statistics point this out—rapes, robberies, assaults. Every crime in the book is committed in the name of juvenile delinquency.

The poor young people. Whatever their reason, that they have a deprived youth, they don't know what they did—that is nonsense.

We are now talking about reality of today. Students are being victimized by students, teachers are being victimized by students, parents are being victimized by their children. The situation is not simply in the schools, it is in the peripheral areas of the schools.

The age old position taken by educators and by many other segments of the community is that the school is sacrosanct, it is outside the community, has long since proven to be untrue. The school is nothing but an extension of the streets as far as crime is concerned. Statistics and conditions point that out. Unless we have an honest—and I emphasize that—an honest attitude toward the school, violence, we will never correct it. I mean honesty on the part of all people—the police who would like to do the job and the educators, many of whom know a job is necessary but find themselves in the difficult position of reporting crime and having it reflected adversely on their administrative abilities and being caught in the vise of the structural hierarchy. There is hypocrisy being practiced in that area.

I know what the heads of the various boards of education say. They issue memos and say "We want all crime reported." That is what they put on paper. The fact of the matter is it is leaked down, "Keep your school reports down." As a result of that one of my suggestions is that it be unlawful for anyone to suppress a crime committed in the school system. That is one of our major goals.

Chairman PERKINS. You are telling the committee that the authorities in the school system, even though they make a public announcement that all crime is to be reported to policemen, they are in fact suppressing those reports in order to make it appear that the crime is not being committed to the extent that it is actually being committed; is that right?

Mr. BIAGGI. That is absolutely right. That is the kind of hypocrisy that I address myself to, the kind of ambivalent position that we find educators in. I think you will find that the representatives of the teachers will take a somewhat similar position and they may suggest that new administrators are taking firmer positions. My experience and observation from dealing directly with teachers and personnel in question in the educational system is that the condition has not changed.

Chairman PERKINS. Well, what is your suggestion at this point to alleviate this situation while we are on this topic, Congressman Biaggi? I know you have had tremendous experience as a police officer and as a great American citizen.

Mr. BIAGGI. There are a number of suggestions I have. One, to make it unlawful for any personnel of the education system to suppress the reporting of a crime.

Two, if a pattern of that suppression develops, then the school system in question would forfeit its local, State, and Federal appropriations. That should be sufficient an incentive to report whatever crime we have.

Then we talk in terms of young people. We are in a new age. When the age 16 was adopted almost a half century ago, young people were not that much involved in crime. Today more than 50 percent of the crime of our Nation is committed by people under 25 years of age. We read the papers daily and see that the most heinous crimes are committed by young people under 16. I would suggest a reduction

of that age. Several States have already done it. Illinois has the age 13. Florida, 14 and older. California is the same as New York State but the legislature in New York State is currently entertaining legislation to reduce it to age 15.

It is just a notion that the young people are unfortunate and deprived. They know full well what they are doing. I listened to some of the testimony before the subcommittee in the Senate. They had young people testifying yesterday and they are telling us that many of the crimes are drug related. They may well be and I am sure it is, but I really don't know what those hearings are pointing out except focusing attention on it because the problems that they are testifying to authorities know. I would suggest that you talk to police authorities who find themselves hamstrung in their efforts to suppress crime. Once they enter the school, they are restricted, rebuffed, and resisted.

Now, in the city of New York something has happened. They've established school guards, and now even police officers are in the schools. We have a new chief who will be leaving shortly, and I commend that man's report to this committee and I think it is essential that it be incorporated into the minutes of this hearing. That is the former assistant chief inspector, Sidney Cooper of the New York City Police Department who really took that bull by the horns and really dealt with the picture. They were employing guards who themselves had criminal records, who themselves contributed to the problem rather than resolve it. They committed crime and they almost jeopardized the entire school guard system.

Now, on the other side of that coin I don't want to give the impression that every school is a jungle. The fact of the matter is that is not true. That is what gives us the problem insofar as the method in which we should address ourselves. Some people suggest overall Federal legislation. I might suggest that the LEAA may be given this responsibility. In District 8 of my district we have a proposal which would provide a security system. That proposal has been approved, and on the selective basis based on the need of what I am fearful of is that in some legislation it will be universally applied, the same reaction. Every administrator will apply whether they need it or not, they will be spending money that will be of little meaning to the problem because in some areas they don't have the problem. But conversely in other areas we have critical problems. As it was characterized to me yesterday by Mr. Cooper, he said some of our schools are as tranquil as some of the best in the Nation and others are like jungles. Well, let's address ourselves to those jungles. Let's talk to the crime that is being committed and honestly resolve the situation.

Another suggestion is that all enrolled students who are juveniles on school grounds or surrounding environment including school buses who are in possession of a dangerous weapon or aid in its use or commit a serious misdemeanor are subject to full expulsion and redress and full consequences of the law. Again we must talk in terms of reality. Sometimes the crime is not committed inside the school, it is committed in the periphery of the school. On the buses assaults have taken place, robberies have taken place even on bus drivers. The police authorities find themselves providing personnel when they have difficult problems in an area using the school as a focal point and to the extent which the activity demands, when they have responded the condition has been alleviated somewhat.

I commend to the chairman what I think is the single most important factor, an honest approach to resolving a difficult problem. Eliminate hypocrisy, eliminate the ambivalence of position on the part of school administrators and deal with young people who commit crime as wrongdoers, as felons and adjust the law to fit the crime. Don't permit the obstreperous few to interrupt the educational process of the vast majority, who in the end suffer as a result of this type of activity; and the teachers themselves, absent that tranquility that is so necessary in the school system have a diminution of effectiveness in their teaching abilities. We have seen that reflected in the product that graduates from our school system and you can almost say it borders on a national disgrace.

I would like to thank the chairman for this opportunity to address myself to this problem.

Chairman PERKINS. Thank you very much.

I would like to put in the record your former assistant chief, Sidney Cooper's report on crime.

Mr. BIAGGI. I don't have it today, but I will furnish it.

Chairman PERKINS. All right.

Without objection, it will be so agreed to.

[The report furnished follows:]

JUNE 1975

REPORT TO THE DEPUTY CHANCELLOR

PROGRAMS AND ACTIVITIES OF THE OFFICE OF SCHOOL SAFETY

PHASE II - SCHOOL YEAR 1974-1975

SYDNEY C. COOPER, CHIEF ADMINISTRATOR

JOHN D. BROWN

OFFICE OF SCHOOL SAFETY, BOARD OF EDUCATION CITY OF NEW YORK

-11-

BOARD OF EDUCATION OF THE CITY OF NEW YORK
OFFICE OF SCHOOL SAFETY
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SYDNEY C. COOPER
 CHIEF ADMINISTRATOR

June 16, 1975

Dr. Bernard R. Gifford
 Deputy Chancellor
 Board of Education
 City of New York
 110 Livingston Street
 Brooklyn, New York 11201

Dear Dr. Gifford:

The attached document reports the activities of the Office of School Safety during the first nine months of the school year 1974-1975, and describes changes in the organization, practices and personnel of the OFFICE that have occurred since I assumed the position of Chief Administrator. It constitutes, in effect, my final report as Chief Administrator, since I will be leaving this Office on June 30, 1975. The following is a brief explanation of the factors involved in my choosing to leave this Office on that date.

Background:

When appointed Chief Administrator, Office of School Safety, in September, 1974, I looked forward to at least an 18-month tour in this position. My appointment marked the end of "Phase I" in the evolution of the Office of School Safety, a period that began with the establishment of the Office and included its growth into a large and important organization in the New York City School System. Using my experience, I planned to build upon the accomplishments of my predecessor in this Office. I would allow six months to familiarize myself with existing programs, problems, procedures, limitations and constrictions existing in the overall School Safety program - a program involving almost 1,000 schools and about one-seventh of the City's population - and then, during the second six months, I would initiate certain administrative changes in the Office of School Safety based upon the knowledge I had gained. These changes would constitute "Phase II in the evolution of the Office of School Safety. Among these changes have been to:

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Dr. Bernard R. Gifford
Deputy Chancellor

June 16, 1975

- Establish a decentralized administrative structure for the Office of School Safety, with operational offices at the Borough level;
- Examine and describe in detail in a Manual form the duties and functions of its personnel vis-a-vis the rest of the school community;
- Design a statistics gathering and evaluating program, including comparison of Police complaints reports with untoward incident reports from the schools;
- Establish clearly delineated tiers of supervision in the offices and in the field;
- Carry out a screening program for all new and existing personnel, taking advantage of new legislation permitting fingerprint checks;
- Design and implement a training program to upgrade the performance of all School Safety personnel, including those assigned to Community School Districts;
- Establish guidelines for a career path for School Safety Officers and Civil Service Supervisors of School Safety;
- To provide for a trained Mobile Reserve Unit that can respond to problems and disorders in schools.
- Identify and set up special security programs for problem schools; i.e. Franklin K. Lane H.S., New Utrecht High School and the Educational Park in the Bronx;
- Establish a working disciplinary program to upgrade performance of School Safety Officers and their Supervisors.

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-iv-

Dr. Bernard R. Gifford
Deputy Chancellor

June 16, 1975

The last six months of my period as Chief Administrator were to have included the beginning of "Phase III", when the changes initiated under "Phase II" would be examined and modified as necessary. Those that were found unworkable would have been modified and eliminated, and new programs would have been initiated to fill apparent needs. During these last six months, my successor as Chief Administrator would gradually assume my duties, and an orderly transition would be effected. "Phase III" would continue after my departure, and a long-term City-wide School Safety policy would result. Unfortunately, my timetable was unworkable.

Transition:

It was my expectation, and that of the Board of Education in appointing me, that the programs I might initiate as Chief Administrator would require several years of "field testing" and subsequent modification in order for the best School Safety program to evolve. As a disabled retiree in the New York City Police Pension System, I was fully aware that I could not be employed for more than 18 calendar months, and I so advised Dr. Gifford, and Mr. Regan. I therefore planned to recruit an experienced administrator, unencumbered by the 18-month limitation, from the ranks of retired Police Commanders who would assist me during my tour and then succeed me as Chief Administrator, ensuring an orderly transition and continuity in evolution of School Safety programs. Unfortunately, I have found it impossible to recruit such an individual - one who would meet my standards and who would be willing to accept the position, even with a two-year tenure. Without such a successor, I find myself in a "lame duck" position; that is, I must leave my position at a fixed date, and there is no guarantee that my programs and policies will be continued after that. As a "lame duck" I would become a "man of glass." Individuals and groups can outwait me rather than deal with what I might consider important issues. Two areas, for example, in which the Office of School Safety must become increasingly involved are:

- The assumption of greater authority and responsibility for the actions of School Safety Officers in the High Schools and those employed by the Community School Districts, and,

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-v-

Dr. Bernard R. Gifford
Deputy Chancellor

June 16, 1975

- Plant security for school buildings after the close of the school day - which would involve long and arduous negotiations with the Division of School Buildings and the Custodians' Union representatives before some accommodations could be reached.

Any attempts I might make to deal with these issues would hardly get off the ground before I would leave office. I therefore suggest that in your efforts to recruit a successor to head the Office of School Safety, you seek an individual unencumbered by the restrictions placed on service by a retiree from New York City Government. Such a person could serve as long as you may require him. Unlike myself, he would not be faced with the evaporation of authority that occurs when one's position as a "lame duck" is broadcast.

Termination:

The Office of School Safety is now at the end of "Phase II." It has been reorganized, a manual has been written, and a training program based on the manual has been implemented, all according to my standards and guidelines. Because of the limited time I have left, I would be compelled to relinquish control just as the changes resulting from "Phase II" were being put to test in the field in the 1975-1976 school year. My successor would then be thrown into a very difficult position, lacking experience in office and yet required to make important decisions. I therefore believe it best to leave my position as Chief Administrator on June 30th, at the end of one school year. The new Chief Administrator will then have the summer during which to familiarize himself with the proposed programs, and he may modify them to accord with his administrative orientation before schools open in September. Hasty policy decisions would be avoided, and the new Chief Administrator would have one or more school years to develop his own programs. School Safety programs should be flexible and of an evolutionary nature; they should be developed year by year, and not in haste. My remaining would require decisions and commitments that might result in constraints upon my successor, and therefore work to the detriment of evolution of the best possible School Safety programs for the City.

Respectfully yours,

Sydney C. Cooper
Sydney C. Cooper
Chief Administrator

SCC/dt

-vi-

S U M M A R Y

In the report that follows, we describe the problems that were encountered during the past school year and our effort to meet our primary responsibility - to improve the climate of safety within the New York City School System.

In Section I, "CRIME AND VIOLENCE IN THE NEW YORK CITY SCHOOL SYSTEM," we describe our efforts to identify conditions that our data either described or, sometimes, failed to describe: To validate and improve our data gathering; to identify our security problem; and to achieve some credibility for the statistics for which the Office of School Safety is responsible.

In Section II, "REORGANIZATION," we describe the restructuring of the Office of School Safety; the delineation of four areas of responsibility; the establishment of six decentralized Borough units, each area co-terminus with those of High School Superintendents, Community School Districts and the New York City Police Department Field Service Area Commands; the establishment of various levels of responsibility and the introduction of a manageable span of control. The structure is designed to fix responsibility and to provide more responsive service to fit the needs and policies of the various schools and community school districts.

In Section III, "POLICE LIAISON," we describe improved communication with all levels of the New York City Police Department, resulting from the establishment of an Operations Desk; the redefinition of areas of responsibility; and coordination of efforts with New York City Police Department units.

In Section IV, "ADMINISTRATIVE AND FISCAL," we describe the problems encountered in a relatively new organization staffed by untrained and inexperienced personnel, and the efforts made to improve procedures.

-vii-

In Section V, "MANPOWER," we describe problems encountered in recruiting and managing an organization of more than 2,300 guards, scattered among almost 1,000 schools, and we describe new programs undertaken to increase the effectiveness of the school safety program.

In Section VI, "ALLOCATION FORMULA," we describe our efforts to arrive at a practical method of assigning guards to high schools and community schools according to equitable formulae, employing quantifiable and acceptable parameters.

In Section VII, "TRAINING," we describe progress in improving training capabilities, and in designing courses to fit the special needs of supervisors, Special Patrolmen, Mobile Response Units and school guards; and we describe our experience in training over 600 C.E.T.A. Security Aides; the acquisition of a permanent training site, and the federally-funded training program for over 600 guards scheduled for this summer.

In Section VIII, "MANUAL," we describe the need to develop a body of written procedures and instructions covering the duties and responsibilities of all concerned with school safety, which would provide a vehicle for training, supervision and discipline.

In Section IX, "MOBILE RESPONSE UNITS," we describe the increased use and success of Mobile Response Units of school guards during the past school year, as well as efforts taken to design tactics and training for the coming school year.

In Section X, "GROUP LEADER," we describe the demonstrated need for "non-comm" type first-line supervisors to direct smaller units, and steps taken to fill this need by establishing the position of Group Leader.

In Section XI, "SPECIAL PATROLMEN," we describe our re-assessment of the former policy that every school guard be designated as Special Patrolman; and we describe new screening and training programs for a small number of guards to be designated Special Patrolman.

In Section XII, "BADGES, UNIFORMS OR DISTINGUISHABLE DRESS," we describe the need for some form of distinguishable dress for school guards and the dangers and consequent prohibition of the use of police-type badges by school guards.

In Section XIII, "THE C.E.T.A. PROGRAM," we describe the problems encountered and practices initiated in training and utilizing the services of over 700 federally-funded C.E.T.A. Security Aides and administrative personnel, and the demonstrated benefits resulting from training.

In Section XIV, "TECHNICAL AND SUPPORT SERVICES," we describe the functions of the unit responsible for planning and research, its experience in distributing and managing the use of 2,000 walkie-talkies throughout the school system, and its role in evaluating security hardware used in the schools.

In Section XV, "PHYSICAL PLANT SECURITY," we describe problems and frustrations encountered in attempting to use Office of School Safety personnel to provide protection for school buildings at times other than school hours.

ACKNOWLEDGEMENTS

This report could not have been prepared without the support and interest of all of the members of the Office of School Safety. We are particularly grateful to Philip W. Brady, who assisted us throughout every step of its preparation. We also benefited greatly from the methodological expertise of Mr. Peter Lempin and Mr. Joseph Schmidt in the analysis of statistics and the design of the Manpower Allocation Formula. Finally, we are indebted and thankful to Mrs. Deloris Thomas and to Mrs. Janet Schiavone for their assistance and contributions.

I N T R O D U C T I O N

This report is not intended to serve as the typical annual report, summing up the past years' activities, replete with tables and charts, pointing (with pride) to accomplishments, and confidently predicting solutions to future problems. Rather, it is the record of the things that were attempted by the outgoing Chief Administrator during the past school year. Tables and charts are used sparingly for illustrative purposes, with copies of our working tables for the past eight -- sometimes nine -- months of the school year 1974-75.

There were disappointments and frustrations resulting from the deliberate pace and delays inherent in a large bureaucratic organization, especially during a time of fiscal crisis. These delays were often compounded by a lack of familiarity on the part of the Chief Administrator and some members of his staff with the regular and orderly procedures of the Board of Education. There were occasional diversions from our primary task, when projects were undertaken which dealt only tangentially with school safety -- when, for example, the expertise of the Chief Administrator and members of his staff was employed in designing and implementing a fingerprint record program for new and incumbent employees.

However, the patience, guidance and good humor of the Chancellor, Deputy Chancellor, the Executive Director of Personnel and others, together with the cooperation received from other city agencies, encouraged us to make change -- if not progress. Some innovations have been introduced and many are scheduled for the new school year of 1975-76. These innovations and our new policies and programs are discussed in some detail in the body of this report. The school year 1975-76 will demonstrate whether or not

- 2 -

these policies and programs meet with success in the schools.

Ultimate Role

In the next several years the ultimate role of the Office of School Safety and its personnel should become apparent. The three possible directions for the Office would be:

1. The first alternative would be that the Office and its administrative and supervisory staff become increasingly involved in the deployment and performance of guards in centrally-controlled schools and, where invited, in the decentralized school districts. While allowing for the principal's ultimate responsibility and authority, and the independence of Community School Board administrations, certain guidelines and procedures that have been found to be workable would be accepted as part of minimum standards throughout the School System. In this way principals would have available, on a regular basis, the supervisory and back-up capability of the Office of School Safety staff in place of the present "on call" consultative service. The pedagogical and administrative staffs would be relieved of burdensome supervisory and administrative tasks relating to safety by experienced security personnel. The Office of School Safety, in addition, would become involved in providing some needed security service for school buildings, to supplement the present watchman staff employed by custodians, and could provide a mobile response unit to assist in checking and guarding schools or facilities subject to vandalism and burglary.
2. The second alternative would be to completely decentralize the school safety operations so that the Borough Units, formerly part of the Office of School Safety, would be transferred and be directly responsible to the individual High School Superintendents serving in each Borough. The School

- 3 -

Safety Borough Coordinators, the intermediate supervisors, and the several hundred guards would then be more responsive to the high school organizations of which they would become a part. We could deal in a similar manner with Community School Districts in that other supervisors could serve within specific school districts under the direction and control of the local Superintendent. Recruiting and screening would be accomplished on the Borough or local level, and the Office of School Safety would serve as a small service unit responsible for providing a training capability, gathering statistics for the Central Board, and for acting as a liaison between the operating units in the field, the Central Board, and other organizations and agencies.

3. The third alternative is to recognize fully that school security is part of a continuum of discipline and control exercised by the individual school principal. Once a stable force of school guards, trained in their duties and aware of their responsibilities, has been established, and once effective guidelines and procedures concerning school safety problems have been instituted, the school guards would become part of the regular administrative staff of the individual school principal. Responsibility for training and recruiting school guards would devolve upon the Division of Personnel, and the Office of School Safety would become a small statistical and liaison organization within the Office of the Deputy Chancellor.

Past Experience

In the course of the past three years, the Office of School Safety has grown from an organization with a budget of approximately \$1,000,000, to one with a budget of over \$8,000,000, plus \$7,000,000 provided for persons being trained under the C.E.T.A. program. The office staff, supervisors and even the Chief Administrator have been provisional employees engaged in developing new and experimental programs. Efforts of the Office

- 4 -

were occasionally misunderstood, resented and sometimes blocked by school administrators and heads of bureaus and divisions. A "don't make waves" attitude within the Office, resulting from such conditions, was understandable. Supervisors, staff members, and even some of the better school guards sought other occupations and left the school system. The guards found little fulfillment in an occupation as a low-level functionary with an undefined role, no tenure, limited responsibilities and almost no hope of advancement. Each year a new recruitment drive was necessary to replace some of the guards and supervisors who had departed in frustration. If the functions, responsibilities and manpower resources of the Office continue to increase with an accompanying increase in the financial resources, a more stable environment must be provided.

Career Path

The success of any of the above alternatives will be dependent upon a stable well-trained, motivated and disciplined work force of guards and supervisors. As a first step we recommend the selection of a Chief Administrator who could assume his position unencumbered by the limited tenure required of disabled retirees from New York City government. A permanent Chief Administrator could provide a sense of stability to the Office and insure continuity to its development. Such a person can be supported by permanent supervisors selected from a now existing civil service list. Ten such supervisors have already been hired, and can be assigned to ascending levels of responsibility. We are in process of identifying and selecting experienced school guards who will be promoted to the position of Group Leaders. The opportunity to advance to this first-line supervisory position, a "non-comm" leader of small school or tactical groups of about ten guards will end the present "dead end" status of the guards and will provide much-needed leadership in the field. While there is no need at present to seek an expensive annualization of all school guards, the summer gap in employment may at some time in the future be filled, when they may be employed in providing protection to school buildings and facilities against vandalism, thefts and arson - the incidence of which rise during vacation and holiday periods.

Trend toward Improved Reporting of Crime and Untoward Incidents

A study of Untoward Incidents, including crime, reported to the Office of School Safety during the first 9 of the 10 months of school year 1974-1975, when compared with those reported during the same period last year¹ indicate

- The report of assaults rose from 1,195 to 1,607, an increase of 34.5% - The increase in high schools was only 9.5%
- The reporting of robberies increased from 142 to 196, a rise of 38%.
- The reporting of sex offenses rose from 37 to 45.
- The reporting of trespasses increased from 489 to 688 incidents, a rise of 40.7%. However, the rise in high schools was 26%.

On the other hand, we find the gang fights decreased by 83%, demonstrations decreased by 40%, and disturbances decreased by 22%.

The reporting of all incidents, which would include petty thefts, fires of an accidental or mechanical nature, telephoned bomb threats, and other minor events rose from 3,698 to 6,137, an increase of 65.9%.

The categories of harassment, reckless endangerment, disorderly conduct and criminal mischief, which were only included for the latter months of 1973-74, but for all of the 1974-75 period, accounted for 1,093 of the total increase of 2,439.

We view such a dramatic increase with mixed feelings. We do not know whether this indicates an actual increase or if it demonstrates - as we suspect, and, in fact, have been striving for - an improvement in our own internal school system reporting practices.

Increase in Apprehensions, Arrests and School Discipline

We have increased the number of guards and security aides from about 1,900 full or part-time employees to almost 2,300, deployed throughout the high and district schools. They have been equipped with almost 2,000 walkie-talkies and 500 of the guards have received from two- to three-weeks' training, both in the New York City Police Academy and in our own newly-acquired permanent training site.

¹See note, Page 7

- 6 -

Our statistics may reflect this increase in security personnel in the schools. The number of apprehensions which resulted in arrests rose to 977 during the current 9-month period, from 622 in the comparable period last year. Summonses, issued in lieu of arrest, rose to 209 from 49, a 306% increase. Juvenile reports, also in lieu of arrest, increased by 136%. There was also shown a doubling of pupil suspensions resulting from reported school incidents.

Dangers Resulting from Misleading Statistics

When we release statistics indicating a 66% increase for a one-year period, the media and some political figures portray this as the result of a reign of terror in the schools. Every incident, from an accidental electric fire, a petty theft, and graffiti damage in the toilets, is added up and included by sensationalists in their total of serious incidents involving crime and violence. In the absence of credible statistics, fears and imagination run riot. Middle-class parents who can afford to, seek safe haven for their children in suburban schools. Our ghetto residents, raised in environments where crime and violence exist in the streets as a common occurrence, lose hope in their schools. Our inspection and experience show that some schools in New York City are dangerous. But, there are many which may be no more dangerous than the schools in our surrounding suburbs. There are some schools in New York City that are as safe as any in the nation.

Our statistics, unfortunately, do not permit us to distinguish between the school without problem and the one that refuses to acknowledge and report the existence of a safety problem. Sixty-seven per cent of our high schools report from three or fewer incidents per month. Twenty-three per cent report from four to seven per month. Only five high schools report over 12 incidents per month. In the junior high/intermediate schools, 95% report three or fewer incidents per month, and a total of 99% report fewer than seven incidents per month.

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Urgent Need for Complete Statistics

If this data is to be believed, we have a relatively crime-free school system. Beginning on page 8 of this report we detail our efforts to find some valid base-line with which to compare our statistics. In a sampling of all crime complaints filed with the New York City Police Department, involving all the schools in our system, during a 23-school-day period, we found 48% (68 of 140) of the crimes reported to the Police, apparently known to school authorities, were not reported to this Office. Such lack of reporting is inexcusable. School Board officials require accurate data in order to employ their resources more effectively. Communities are entitled to an accurate description of the problems which affect them, and legislators should be provided with accurate information when they pass on the funding and corrective legislation to deal with security in the schools.

We have been told by those engaged in nationwide surveys that this phenomenon exists throughout the Country. Like us, they feel if the data were accurately reported that a significant number of urban schools would be revealed to be as safe as any in surrounding areas, and that there are some schools in New York City which are as free from crime and disturbance as any in the Nation. Since we anticipate that there will be some State and/or Federal funding for school security programs, the need for complete and accurate information upon which to base such funding becomes more urgent.

Note 1: In attempts to improve our statistical analysis, we compared by school and by district the incident reports received this year with those on file for the same period last year. Although data had been released in the school year 1973-74 showing a total of 4,356 reported incidents for the first 9 months, in our search we could verify only 3,698 reported incidents for that period. Had we used the original statistics rather than our verified data we would have shown an increase of 41% rather than the 66% increase reflected as a result of our search. There are similar differences in almost all categories of incidents. Our reduced figures for last year resulted from inspection of each report, ruling out those incident reports erroneously counted because they did not occur on school grounds, occurred after school hours, had been misclassified, or could not be located. While we might have "taken credit" for showing smaller increase than reported above, our goal is to present credible statistics. This confusion is an illustration of the difficulties encountered in a change over from one system of collating and reporting data to another. These discrepancies led us to seek a more reliable and consistent base line by which to compare our current statistics. In Section I we describe in detail the progress and results of our efforts.

- 8 -

I

CRIME AND VIOLENCE IN THE NEW YORK CITY SCHOOL SYSTEM

Based on untoward incident reports¹ received during the first eight months of the current school year, the Office of School Safety has found:

- *The average elementary school reports one incident every four months;*
- *The average junior high/intermediate school reports one incident every month;*
- *The average high school reports three incidents every month;*
- *Two hundred of the 641 elementary schools reported no incidents;*
- *Twenty of the 178 junior high/intermediate schools reported no incidents (of these six reported no incidents during the past two years);*
- *Ten of the 109 high schools reported no untoward incidents, and four of these have reported no incidents during the past two school years;*
- *A survey involving all the schools in the New York City School System over a period of twenty-three school days disclosed that 71% of the crimes reported to the Police Department as having occurred in the schools during school hours were either unknown to the school administrators, or were not reported to this Office.*

The above data demonstrates why crime and untoward incident statistics released by the Office of School Safety lack credibility. No one familiar with

¹"Untoward Incidents" that must be reported by school administrators to the Office of School Safety in accordance with Chancellor's Special Circular No. 23 (1973-74) include 18 general categories of activity that most frequently lead to the disruption of normal school routine: assault, robbery, trespass, narcotics, sex offenses, weapons possession, gang fights, disorderly conduct, harassment, reckless endangerment, extortion, demonstration, disturbance, criminal mischief, larceny, fire, bomb threat, other. Some of these - demonstrations, fire, other - are not necessarily crimes according to the Penal Code definition.

-9-

conditions in the schools believes them. During the past school year, we have made every attempt to work within the guidelines of the Chancellor's Special Circular No. 23 (1973-74), which directs principals and other school administrators² to report all "untoward incidents" occurring in their schools, crimes included, by mail to the Office of School Safety, and by immediate telephone notification in serious cases.³

Compilation of Data:

Beginning with the 1974-75 school year, we revised the format of our monthly summary reports of school incidents. Now, in addition to including the number and types of incidents, we also show the identity of the victim, (either students or teacher), the sex of the victim, and descriptive data regarding the identity of the perpetrator (student, student intruder from another school, or a non-student intruder). We also show what action was taken, whether by Police (arrests, summonses), or by the school (suspensions, transfers). The revised monthly report format also allows for the comparison of incident types and numbers by month, and cumulatively for the school year, as well as for comparison with the previous school year. This information is compiled by individual schools, by school type, and by borough, and is then compiled on a city-wide basis. Our goal is to collect detailed information

² Chancellor's Special Circular No. 23 (1973-74), Section III, Paragraph A: "The principal or the person in charge of a school shall report all incidents which occur in or about the school premises and all incidents which occur in connection with school activities away from the school premises, using incident report forms provided by the Office of School Safety."

³ Ibid, Section III, Paragraph D: "The principal or head of school shall make an immediate telephone report (to the Office of School Safety) in accordance with the procedures set forth below in cases of serious criminal incidents, arrests, injury resulting from criminal acts or serious incidents or disturbance or confrontations. In addition to the telephone report, the principal must mail the completed incident report form."

that will allow us to compare incidents among schools, school types, etc. (horizontally), and within a school itself according to different period of the school year (virtically).

SAMPLE MONTHLY SUMMARY REPORT

REPORTED INCIDENT	NUMBER TOTAL OF NET INCIDENTS		Dur.	VICTIM						SEX OF VICTIM				PERPETRATOR				ACTION						
	Curr. Yr.	Prev. Yr.		S	T	C	M	F	UNK	S	M/2nd	F	O	UNK	ARREST	SUSP. FROM SCHOOL	T.D.	TRANS.	SUSP.	OTHER	UN-RECORDED			
																						S	T	C
ASSAULT	1	0	Durr.	1	0	0	0	1	0	1				0	0	0	0	0	0	0				
REBELL	1	0	Durr.	1	0	0	0	1	0	1				0	0	0	0	0	0	0	4			
TRESPASS	10	3	T.D.	1	0	0	0	0	0	0	10	1	0	0	0	0	0	0	0	0	4			
NARCOTICS	3	3	T.D.	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0			
SEX OFFENSE	2	2	T.D.	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0			
WEAPONS POSSESSION	3	3	T.D.	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0			
DISORDERLY CONDUCT	17	4	T.D.	0	1	1	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0			
MANAGEMENT	14	4	Durr.	0	1	3	3	1	0	0	0	0	0	0	0	0	0	0	0	0	0			
REVENUE ENFORCEMENT	16	4	T.D.	0	2	10	16	4	2	19	3	4	0	0	0	0	0	0	0	0	0			
DISSENTATION			T.D.																					
DISTURBANCE	0	0	Durr.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0			
ORIGINAL MISCONDUCT	3	1	T.D.	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0			
LARCENY	2	2	T.D.	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0			
FIRE	1	1	T.D.	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0			
ROB THREAT	1	1	T.D.	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0			
OTHER			T.D.																					
MONTHLY TOTALS	31	12	Durr.	3	2	4	4	5	0	27	10	1	0	4	7	5	6	11	17	3				
TOTALS	156	108	T.D.	54	6	20	37	40	3	85	33	11	14	58	16	14	13	37	43	30				

SCHOOL/DISTRICT

SCHOOL

Q

MONTH & YEAR

APRIL-1975

00101

Cross-checking Data:

Having compiled data in a form that lent itself to comparison and analysis, both in periods of time and among schools, it became apparent that we were not receiving incident reports from the schools that represented the true extent of their safety problems. We were compelled to turn to other sources of information that might describe the problems of crime and violence in the schools. In an attempt to correlate our statistics with a relatively reliable or at least consistent base line, we chose to compare our data with crime

-11-

complaint reports received by the New York City Police Department. We selected eleven high schools for our sampling effort, and compared Police crime complaints related to these high schools with untoward incident reports forwarded to us by the same schools. While Police crime statistics are sometimes suspect,⁴ especially with regard to crimes involving juveniles either as victims or perpetrators, they offer the most reliable base line against which to check our data. Many believe that school officials are reluctant to report crimes and untoward incidents that occur in their schools, fearing an adverse reflection on their performance as administrators. We had no idea to what extent underreporting existed until we compared our incident statistics with those collected by the Police.

TABLE I

COMPARISON OF CRIME COMPLAINT REPORTS RECEIVED AND RECEIVED BY THE NEW YORK CITY POLICE DEPARTMENT WITH INCIDENT REPORTS RECEIVED BY THE OFFICE OF SCHOOL SAFETY FOR SIX MONTHS PERIOD SEPTEMBER, OCTOBER, NOVEMBER, 1973 AND SEPTEMBER, OCTOBER, NOVEMBER, 1974

(1) Selected High School, crimes occurring on and around schools* required to be reported to Office of School Safety by Chancellor's Special Circular # 23 dated October 15, 1973)

HIGH SCHOOL - BROOKLYN	COLUMN A			COLUMN B			COLUMN C		
	RECEIVED BY THE OFFICE OF SCHOOL SAFETY AND N.Y.C. POLICE DEPARTMENT			RECEIVED ONLY BY THE OFFICE OF SCHOOL SAFETY			RECEIVED ONLY BY THE NEW YORK CITY POLICE DEPARTMENT		
	1973	1974	% Change	1973	1974	% Change	1973	1974	% Change
SCHOOL A - MANHATTAN	6	-	-100.0	16	4	-75.0	16	2	-27.58
SCHOOL B - BROOKLYN	2	1	-50.0	2	3	+33.3	10	13	+30.00
SCHOOL C - MANHATTAN	4	2	-50.0	24	1	-95.0	7	12	+71.43
SCHOOL D - BROOKLYN	4	6	+50.0	5	-	-100.0	6	11	+83.33
SCHOOL E - QUEENS	4	14	+250.0	50	77	+44.0	21	22	+4.88
SCHOOL F - BROOKLYN	-	23	-	20	50	+150.0	35	83	+137.14
SCHOOL G - THE BRONX	-	-	-	9	-	-100.0	7	8	+14.32
SCHOOL H - RICHMOND	-	2	-	3	3	-	6	2	-66.7%
SCHOOL I - MANHATTAN	4	2	-50.0	37	22	-40.5	3	6	+100.0%
SCHOOL J - QUEENS	8	2	-25.0	8	2	-300.0	6	5	-16.7%
SCHOOL K - THE BRONX	4	3	-33.3	25	6	-316.6	4	12	+150.0%
TOTALS	36	53	+47.2	148	158	+6.7%	321	387	+20.5%
*SCHOOL HOURS ONLY				36	53	+47.2	36	53	+47.2
POLICE TOTALS - COLUMN A + COLUMN C				235	221	-6.0%	157	235	+49.7%
OFFICE OF SCHOOL SAFETY TOTALS - COLUMNS A + B				235	221	-6.0%	157	235	+49.7%

⁴ New York Times, July 30, 1973: In an article reported that a Federal Bureau of the Census study resulted in the estimation that every five crimes committed in New York, fewer than two were reported to the Police.

The Police Department crime statistics employed in this sample of eleven high schools involved complaints of crimes committed inside the schools during school hours that should have been known to school officials. An examination of Table I indicates that when the first three months of school year 1973-74 were compared with the first three months of school year 1974-75 there was:

- o A 49.7% increase in crime complaints received by the Police Department;
- o A 6% decrease in incident reports (which should have included all crimes) received by the Office of School Safety.

This variance may be explained by a tendency of school officials to report incidents to the Police Department, but not to the Office of School Safety, by a tendency of students and their parents to report incidents to the Police Department, the details of which are not reported to school officials, or by a combination of both of these.

We did not know if the reporting in our sample was representative of all the high schools in the system, much less of all the schools in the system. In an attempt to determine this, we initiated a comparison study involving all the schools in the system for a one-month (23-school-day) period.

- 12 a -

T A B L E IICOMPARISON REPORT

CRIME COMPLAINT REPORTS RECEIVED BY THE NEW YORK CITY POLICE DEPARTMENT OF CRIMES COMMITTED ON SCHOOL PREMISES DURING SCHOOL HOURS COMPARED TO THE NUMBER OF CORRESPONDING UNTOWARD INCIDENT REPORTS FILED WITH THE OFFICE OF SCHOOL SAFETY FOR A PERIOD OF 23 SCHOOL DAYS - MARCH 15, 1975 THROUGH APRIL 25, 1975.

TYPE OF INCIDENT	TOTAL NUMBER OF COMPLAINT REPORTS RECEIVED BY THE POLICE DEPARTMENT	TOTAL NUMBER OF CORRESPONDING INCIDENT REPORTS FILED WITH OFFICE OF SCHOOL SAFETY
ASSAULT	20	6
TRESPASS	4	2
WEAPON POSSESSION	2	1
HARASSMENT	20	6
LARCENY	34	5
NARCOTICS	8	0
CRIMINAL MISCHIEF	10	1
ARSON	3	1
ATTEMPTED RAPE	2	2
ATTEMPTED EXTORTION	2	1
ROBBERY	7	2
BOMB THREAT	23	10
RECKLESS ENDANGERMENT	1	1
SEXUAL MISCONDUCT	1	1
KIDNAP RAPE	1	0
MENACING	2	1
TOTALS	140	40

Total number of 140 Crime Complaint Reports received by New York City Police Department. 71.49% not reported to Office of School Safety. See Table IIA for reasons offered by School Administration for non-report.

- 13 -

In our first survey (Table II) it appeared that 100 of 140 crimes reported to the Police Department as having occurred in all schools in the New York City School System during school hours and on school grounds were either unknown to the school administrators or were not reported by them to the Office of School Safety as required. At first this appeared to be a flagrant violation of the directive contained in the Chancellor's Special Circular No. 23, 1973-4, since all of the 100 incidents were considered serious enough by Police authorities to be classified as crimes.

We sent our supervisors to the schools involved to discover why the Office of School Safety had failed to receive such incident reports. In 68 cases there was knowledge of the incident. The following reasons were offered for the missing incident reports:

- o In 11 cases, the administrators believed the incident did not require an incident report;
- o In 22 cases, the failure was the result of administrative oversight;
- o In one case the reason given was "administrative error;"
- o In 11 cases the school administration could not or would not offer an explanation for the missing report;
- o In 23 cases a copy of the incident report was discovered on file at the school (but not at the Office of School Safety). A possible explanation for being missing from the files of the Office of School Safety was that it was lost in transit.

In the remaining 32 cases we found:

- o 17 crimes which occurred in the schools, during school hours, were reported directly to the Police, with the school having no record or knowledge of the incident;
- o 11 crimes, although school related, were not reported because

T A B L E II-A

REASONS GIVEN BY SCHOOL ADMINISTRATORS FOR NON-RECEIPT OF UNTOWARD INCIDENT REPORTS BY THE OFFICE OF SCHOOL SAFETY FOR WHICH CRIME COMPLAINT REPORTS WERE FILED WITH THE NEW YORK CITY POLICE DEPARTMENT IN THE 23 SCHOOL DAYS FROM MARCH 15, 1975 to APRIL 25, 1975.

CRIME	CONSIDERED REPORTING UNNECESSARY	ADMINISTRATIVE OVER-SIGHT	NO REASON GIVEN	REPORT IN SCHOOL FILE NOT RECEIVED BY O.S.S.	NO KNOWLEDGE OF INCIDENT COMPLAINT RECEIVED BY POLICE	OUTSIDE SCHOOL GROUND OR AFTER SCHOOL HOURS	TOTAL
ASSAULT	2	-	-	1	6	5	14
TRESPASS	-	-	-	1	1	-	2
WEAPON POSSESSION	-	-	-	1	-	-	1
HARASSMENT	2	2	-	5	1	3	13
LARCENY	3	9	5	4	6	1	28
NARCOTICS	-	2	2	1	1	1	7
CRIM MISCHIEF	1	-	2	4	1	1	9
ARSON	-	1	-	-	1	-	2
ATTEMPTED RAPE	-	-	-	-	-	-	0
ATTEMPTED EXTORT	-	-	-	-	-	1	1
ROBBERY	2	2	-	1	-	1	6
BOMB THREAT	2	6	2	5	-	-	15
RECKLESS ENDGMT.	-	-	-	-	-	-	0
SEX MISCONDUCT	-	-	-	-	-	-	0
KIDNAP-RAPE	-	-	-	-	-	1	1
MENACING	-	-	-	-	-	1	1
TOTAL	12	22	11	23	17	15	100

- 14 -

they occurred off school grounds;

o 4 crimes occurred after school hours.

Data Sources:

It is our opinion that school administrators, those persons directly responsible for the safety of students and staff in their buildings, are potentially our best source of data concerning crimes and other untoward incidents that occur in the City's schools. Our other sources include Police Department crime complaint reports, news items, United Federation of Teachers reports of incidents involving its members, and telephone reports received at the Board of Education directly from community groups or individuals. We have explored all these sources and have found, for example, that there are occasions when, although a school incident report states that a crime complaint was made to the Police and indicates the name and command of the receiving officer, our Office will not receive a copy of a Police crime complaint report because the reporting officer did not complete the caption directing that a copy be sent to the Board of Education. This is not an infrequent oversight. The reports we received from the United Federation of Teachers concern a narrow area involving assaults, robberies, sex offenses, etc., upon its members. News items and reports from community groups or individuals similarly do not offer the broad based data source required for a meaningful analysis of the problems of crime and violence in the schools. Incident reports forwarded to this Office by the schools should be our best data source, but the directives included in the Chancellor's Special Circular No. 23 (1973-74) appear to find but limited compliance among some school principals and administrators.

Attempts to Improve Compliance with Special Circular No. 23:

In connection with our data studies, representatives of this Office made numerous telephone calls to school principals and investigators were sent to the schools to verify data received from Police Department and from other

sources. Representatives of this Office, including the Chief Administrator, also met with school principals and other officials in order to impress upon them the importance of reporting every untoward incident occurring in their schools.

Reports of untoward incidents occurring in the schools during the current school year have risen dramatically over the number of reports received by this Office during school year 1973-74.

TABLE III
COMPARISON OF REPORTED INCIDENTS FOR EIGHT MONTH PERIOD
SEPTEMBER - APRIL 1973-1974
VS
SEPTEMBER - APRIL 1974-1975

TYPES OF SCHOOLS	TOTAL OF REPORTED INCIDENTS			%	C.T.D.	VICTIMS			SEX OF VICTIMS			DISPOSITIONS			
	1973-74	1974-75	CHANGE			S	T	O	M	F	100%	S	W	U	O
HIGH SCHOOL	2843	1214	-56.7%	C.T.D.	618	463	180	532	444	94	2014	375	254	27	1115
JUNIOR HIGH & INTERMEDIATE	1249	856	-50.6%	C.T.D.	326	495	51	404	322	68	1011	274	166	46	424
ELEMENTARY	1116	258	-100.4%	C.T.D.	190	433	112	293	407	45	666	31	57	151	426
TOTAL ALL SCHOOLS	5208	2328	-56.2%	C.T.D.	1134	1351	343	1329	1171	145	3691	676	477	70	1965

TABLE III(a)

TYPE OF SCHOOL	DISPOSITIONS																				
	POLICE ACTION						SCHOOL ACTION						UNKNOWN								
	74-75	73-74	CHG	74-75	73-74	CHG	74-75	73-74	CHG	74-75	73-74	CHG	74-75	73-74	CHG	74-75	73-74	CHG			
HIGH SCHOOL	560	348	+61.0	170	31	+44.0	240	90	+167.0	22	14	+57.0	477	212	+125.0	1898	442	+929.0	580	298	+27.3
J.H.S. INTER.	249	117	+113.0	8	9	-11.0	136	50	+172.0	8	4	+100.0	278	159	+74.0	1015	287	+253.0	256	342	-45.0
ELEM.	66	28	+153.0	4	2	+100.0	38	25	+44.0	5	0	+100.0	122	61	+100.0	879	269	+226.0	331	115	+187.0
TOTAL SCHOOL	875	543	+61.0	182	42	+333.0	412	165	+150.0	35	18	+94.0	872	432	+102.0	3792	998	+280.0	1667	1555	+31.5

Comparison of the disposition of the incidents reported yields a "body count" as verification of statistical data, and provides a gauge of the relative seriousness of the incidents. In cases involving schools, however, even disposition data is unlikely to result in an accurate indication of the extent of problems of crime and violence in the schools. Every attempt we have made to verify our data has resulted in the conclusion that many school administrators have neglected to report untoward incidents to this Office.

-16-

The disposition of the cases they do report cannot be considered a gauge of all the incidents that actually occurred.

Without reliable statistical data concerning crime and violence in the schools, we cannot say whether the 70.8% increase indicated in Table III, or the 61.1% increase in arrests, for example, indicated in Table III(a), offer a true measure of an increase of untoward incidents in the schools over the previous year. The greater number of incidents reported this year might have resulted from numerous telephone calls and personal interviews with principals in connection with verifying our data, and from word-of-mouth communications between school administrators about this Office's efforts to generate data concerning untoward incidents in the schools.

Use of Untoward Incident Data:

The knowledge gained as a result of a full statistical picture of the problems of crime and violence in the City's schools would allow us to deploy our resources to prevent, within our power, the reoccurrence of such problems. Lacking reliable statistics, we designed an allocation formula including various parameters for the assignment of guards to high schools, and assigned a relatively low weight to the number of incidents reported by the individual school. We are even less sure of the data supplied by schools within the community school districts (200 elementary schools reported no untoward incidents during the first eight months of the current school year), and we recommend that the relative number of incidents reported among the various districts be omitted from consideration in any allocation formula for the assignment of guard-hours to the districts. Without an accurate picture of the extent of crime and violence in the schools, we must allocate the manpower and equipment resources of this Office on the basis of educated guesses, at best. We have no reliable yardstick with which to measure the effectiveness of our programs, training, and tactics intended to deal with safety problems in the schools. With a full statistical picture of safety problems, we could better fill the

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-17-

needs of the schools by assigning guards where they were most needed, by implementing new training programs and tactics, and by deploying Mobile Response Units of guards to areas where statistics indicated they might be used most effectively. In addition, an accurate statistical picture of the problems of crime and violence in the schools would indicate the need for corrective legislation to combat these problems.

This overall view suffers not only because all incidents are not reported, but because school administrators, unfamiliar with Penal Law definitions, very often misclassify those incidents they do report. They might confuse, for example, extortion with robbery, harassment with assault, and many non-criminal violations might be included in "sexual offenses." We are also advised by school administrators that they are under pressure to classify any physical contact between a teacher and an unruly student as an assault.

School administrators avoid reporting some types of incidents. According to incident reports received by this Office, there was only one gang fight in or near a school during the first eight months of the current school year. There were just seven reports of extortion occurring in a population of approximately 1,000,000 students during the current school year.

Misleading Statistics:

When we release statistics such as those in Table III, indicating a 70% increase in incidents over a one-year period, news headlines and political opportunists portray them as the result of a reign of terror in the schools. Each incident, from an accidental electrical fire to a petty theft, is added to and included by sensationalists in their total of serious incidents involving crimes and violence. In the absence of a credible statistical picture of safety problems in the schools, fears, rumors, and the imagination of various groups run riot. Middle-class parents scan out of town real estate advertisements in search of a "safe haven" for their children; ghetto residents, who have been raised in an environment in which crime and violence are common-

-18-

place, become convinced there is no hope. Our inspection and experience indicate that some schools in New York City are dangerous, that there are many which may be no more dangerous than the "safe haven" schools in our surrounding suburbs, and that there are some schools in New York City as safe as any in the nation.

School officials require accurate statistical data in order to employ their resources more effectively; communities are entitled to an accurate description of problems that effect them; and it is imperative that legislators be provided with accurate statistical data in order to determine needs for funding existing agencies and programs, and for passing corrective legislation. Since we anticipate that there will be state and federal funding for school security programs, the need for accurate statistical information upon which to base such funding becomes even more urgent.

As a result of conferences with federal officials who are attempting to gather statistics throughout the nation, we believe that the failure by school administrators to report incidents of crime and violence in schools is a nationwide phenomenon. Federal officials have told us that many school administrators believe that fully reporting such data could only serve to increase middle-class flight from urban areas. Like us, they feel that if data was honestly reported throughout the nation, many urban schools would be revealed to be relatively free of violence, and to be as safe as any in the surrounding suburbs. In the New York City School System, underreporting subjects us daily to accusations of coverup and institutional dishonesty.

Recommendations:

We recommend that the Chancellor's Special Circular No. 23 (1973-74), the directive now requiring principals to report all crimes and incidents occurring in their schools, be restated and emphasized in a new Circular, and that the Office of School Safety -- or, if need be, the Auditor General's Office -- be charged with securing compliance with the Circular, under penalty of disciplinary action.

We further recommend that the New York State Education Law be amended so as to require the monthly filing by Police and/or school administrators of data concerning all crimes occurring in each of the schools within their jurisdictions. These also could include certain non-criminal but serious incidents which result in disruption or violence in the schools.

From this we would have a comparative picture of the nature and extent of safety problems in the New York City School System and of those in suburban areas. Although it has been said before, it is our opinion that there are many schools in the New York City system that have few or almost non-existent safety problems.

-20-

II

REORGANIZATIONMission of the Office of School Safety:

The Office of School Safety and its personnel, in its present form and under its previous organizational structures, has dealt primarily with providing a force of guards who are used to maintain a security presence within the schools during the normal school day. Its function is to provide a body of trained personnel, and to recommend procedures to assist the principal and other administrators in carrying out their responsibilities for the safety of students, staff and visitors in schools which he or she heads. It is the responsibility of the Chancellor to set minimum standards and provide services to community school districts and centralized schools, and to monitor such city-wide programs. It is the function of the Office of School Safety and its Chief Administrator, acting through the Deputy Chancellor, to be a primary representative of the Chancellor in matters of safety in the schools.

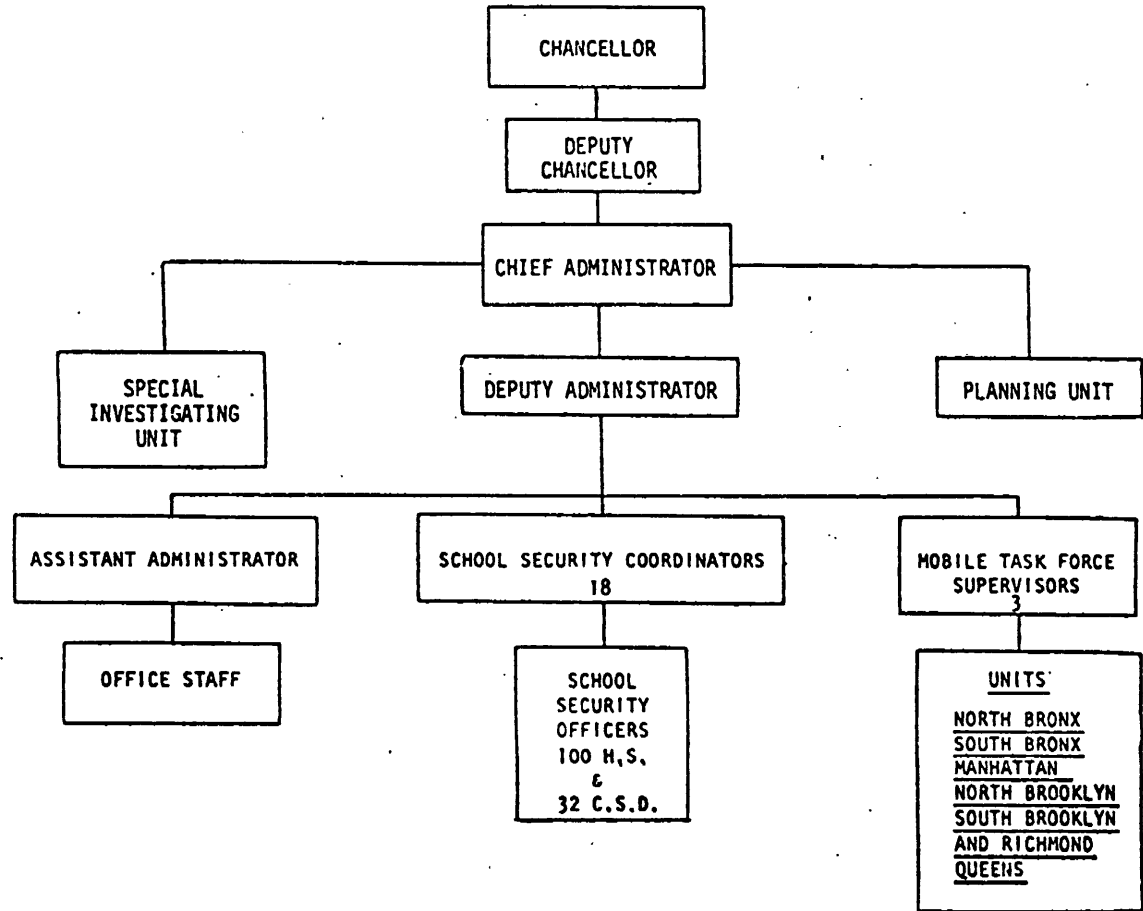
INADEQUATE STRUCTURE

Field Operations: The structure of the Office of School Safety as it existed in 1974 could no longer deal effectively with the variety of needs and demands for services of over 900 school organizations, both centrally controlled and also under the supervision of decentralized community school districts throughout the five boroughs. Lines of authority and the span of control involved 26 field supervisors operating either from their own homes or from the central office at 110 Livingston Street, reporting either in person or by telephone to a Deputy Administrator for final resolution by the Chief Administrator. There was no centralized operations desk for the collection and dissemination of information from schools, our own personnel or other agencies. Communications with supervisors, schools and outside agencies were handled with inadequate controls. This led to confusion and the lack of fixed responsibility.

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CHART I

PREVIOUS ORGANIZATION
SEPTEMBER, 1974



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-22-

Administrative and Fiscal Matters: Although there had been an administrative assistant responsible for administrative and fiscal functions, these duties were defined in general terms, and there were few competent personnel familiar with procedures to assist him in performing these tasks. Guards and low-level clerks were pressed into service as assistants for administrative and fiscal functions. Inadequate provisions were made to monitor the expenditures involved in a budget of almost \$9,000,000 and in some cases this resulted in chaotic practices and weak control.

Planning: Responsibility for planning, review of technical equipment, gathering and evaluating statistical data, and for training were assigned to a Planning Unit. The definition of individual duties were relatively vague, so that responsibility could not be fixed.

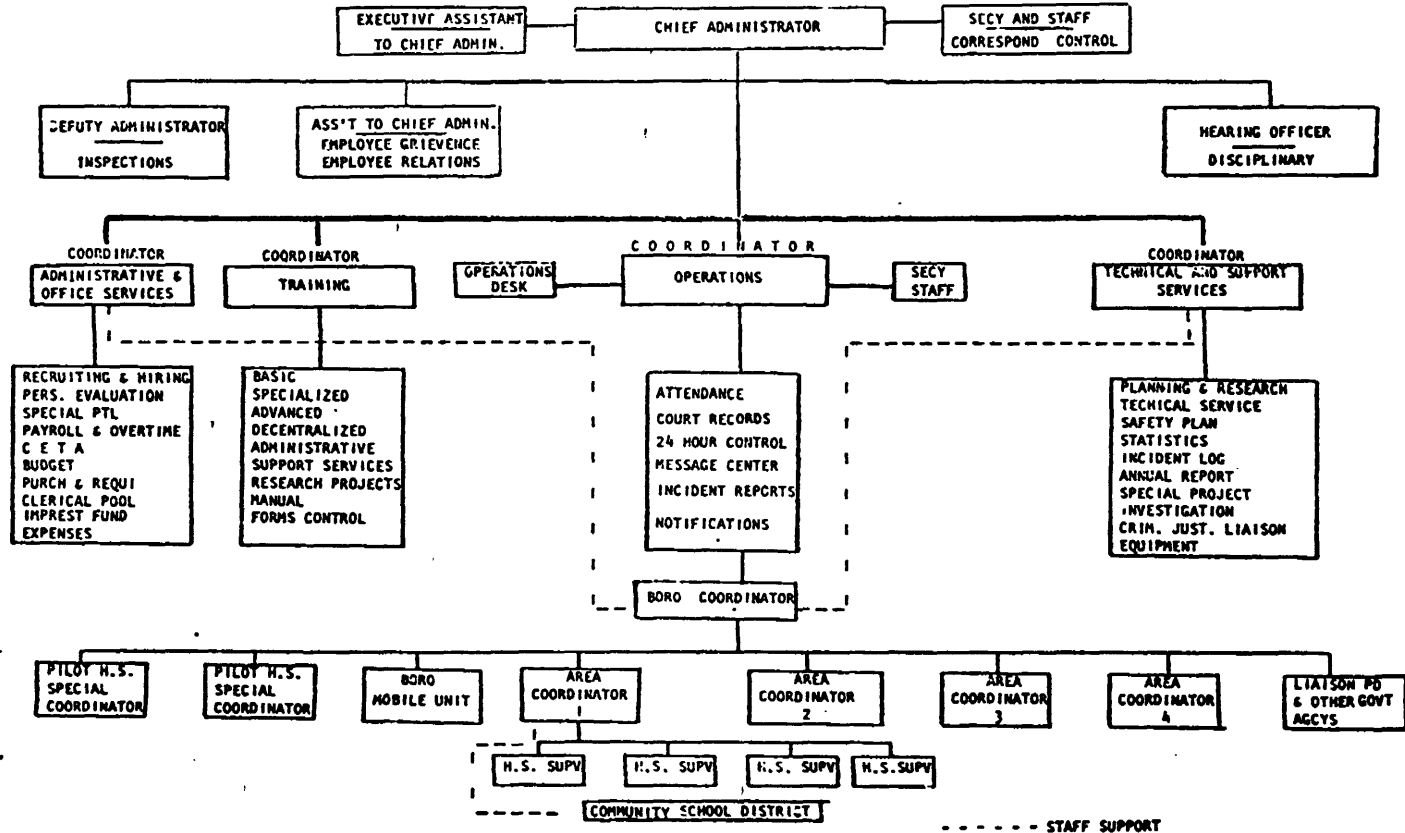
RESTRUCTURING

The reorganization of the Office of School Safety involved eliminating the position of Deputy Administrator, and breaking down the structure into four major areas of responsibility, each headed by a Coordinator reporting directly to the Chief Administrator.

Elimination of Deputy Administrator: The position of Deputy Administrator resulted in a "double-dome" structure. All business of the Office funneled through the single Deputy before reaching the Chief Administrator. Experience has shown such a "double-dome" structure to result in one of two situations: a weak chief, who abrogates his operational responsibility to his deputy and becomes only the nominal head of the organization; or, a strong chief who exercises all the operational authority vested in his position, thus rendering the position of the deputy unnecessary. In the Office of School Safety, it was found that the position of Deputy Administrator interposed an undesirable echelon between the Chief Administrator and his operational functions. The position was therefore eliminated. When certain routine managerial and

REORGANIZATION FUNCTIONAL CHART

CHART II



-23-

39

----- STAFF SUPPORT

-24-

housekeeping tasks can be delegated, they will be performed by an Executive Assistant of a relatively low managerial level. All other tasks will be handled through direct communication between the Chief Administrator and the Coordinators of Operations, Administrative and Office Services, Training, and Technical and Support Services.

Duties and Responsibilities of Coordinators:

Operations: responsible for day-to-day field operations of all Guards and C.E.T.A. personnel assigned to schools, for approving all overtime guard hours, for approving personnel transfers; responsible for the proper functioning of the Operations Desk, for the collection and recording of incident reports, for the notification of appropriate officials concerning serious incidents; supervises operations of the Borough Coordinators.

Administrative and Office Services: responsible for recruiting and hiring; for payroll, budget and fiscal matters; for personnel evaluation and record keeping; for supervising the clerical and administrative functions of the central office; for approving and supervising all purchases, requisitions and expenditures.

Training: responsible for the development and conduct of training programs for veteran guards and C.E.T.A. personnel according to the needs of different types of schools, and in keeping with our C.E.T.A. commitment; responsible for specialized training of Mobile Response Units, Special Patrolmen, Group Leaders and supervisory personnel as required; responsible for developing the most effective manual of instructions; responsible for forms control.

-25-

Technical and Support Services: responsible for planning and research; for the collection and evaluation of statistical data; for investigations, and for liaison with criminal justice agencies in keeping with the fingerprint screening program; responsible for establishing and monitoring Identification Card system; responsible for evaluating electronic and mechanical security devices funded under the Capital Budget; responsible for the review of all School Safety Plans.

Decentralization of Field Operations:

After conferring with the Deputy Chancellor, and by his direction, a more manageable structure was designed and put into operation. The field operation of the Office of School Safety under the Coordinator of Operations was broken down into Borough, or, in some cases, parts of Borough areas. These were conterminous with those areas supervised by a High School Superintendent and that of a Borough Command of the New York City Police Department. An intermediate level of supervision over the schools in a smaller area was established under the Borough Coordinator to provide for a more manageable span of control. In this manner, responsibility was fixed and an administrative structure more responsive to the need and policies of the schools and community school districts in the individual Boroughs was established.

Operations Desk:

A centralized Operations Desk, manned round the clock, seven-days-a-week, was established and an experienced supervisor was recruited to oversee its functions. The Operations Desk collects and records information from Office of School Safety personnel in the field, from schools, community school districts, and from other agencies, and transmits this information to the Chief of Operations, or if necessary to the Chief Administrator. It maintains liaison with Police commands, and collects infor-

-26-

mation regarding gang activities, drug sales, etc., that may affect schools. It serves as the nerve center of the Office of School Safety, receiving reports from the field and transmitting important information to appropriate administrators, to Board of Education agencies, and when necessary to the Police Department. The Operations Desk allows for immediate response to situations involving the schools, either by Mobile Response Units or when necessary by the Police Department.

Assistants to the Chief Administrator:

The visibility and complexity of the duties of the Office of School Safety require the Chief Administrator to meet with and to be responsive to the needs of school officials, community groups, the press, and representatives of employees unions. Once routine functions within the new organization of the Office have been established, the Executive Assistant and the Coordinator of Operations will handle many of the Chief Administrator's time-consuming tasks. There are certain tasks, however, which cannot be delegated and must remain functions of the Chief Administrator's office. Among these are: disciplinary hearings, employee relations, and a control that can only be exercised by a small inspectional unit reporting directly to the Chief Administrator. Assistants to deal with these tasks were therefore included in the re-organization of the Office of School Safety.

Hearing Officer: In the past, disciplinary hearings were conducted in an informal manner with little or no attention to procedural safeguards. With improved supervision and the strengthening of discipline, an increasing number of disciplinary cases lead to a recommendation for dismissal of the guard. In order to improve disciplinary procedures, a formal first

-27-

step "school discipline" provision was introduced to allow minor infractions to be handled at the local level. At a point where the misconduct involved, if proven, could result in the discharge of the errant Guard, additional procedural safeguards were necessary and were introduced to provide a record for review by the Personnel Review Panel. This formal procedure required a consistent and impartial policy at the top level. A "Hearing Officer", to oversee the formal disciplinary procedures, was therefore included as an assistant to the Chief Administrator in the new organization. At present, a member of the staff familiar with disciplinary procedures and safeguards acts as Hearing Officer, and reports his findings to the Chief Administrator for final determination in a case.

Employee Relations: The Chief Administrator is responsible for resolving problems involving over 2000 school guards and C.E.T.A. personnel under the direct supervision of as many as 700 different school principals or administrators. Many of these problems are unique and often involve sensitive or abrasive situations. They must be dealt with at the top level, often in an informal manner. Handling complaints from as many as four Unions representing different groups of employees occupied as much as 25% of the Chief Administrator's time. With the addition of C.E.T.A. Personnel, the demands for the Chief Administrator's time and attention to deal with employee problems increased to unmanageable proportions. An Assistant was therefore hired, who would devote full time to matters involving employee grievance/employee relations. As a result, a large number of employee complaints have been resolved, and on-going working relationships with the unions have been established. In addition,

-28-

union support has been obtained for the new training programs, for the new position of Group Leader, and for the many administrative reforms that have taken place within the Office of School Safety.

Inspection Unit: The Chief Administrator requires information about the environment within which his organization operates, about the reaction of personnel in his organization to the problems with which it deals, and about the response of decentralized subordinate units to his direction. It is essential that the Chief Administrator be provided with this information in order to maintain control of his large and diversified Office. This control should not be confused with that obtained through the normal inspectional functions incumbent in every supervisory position. One or two independent inspection personnel reporting directly to the Chief Administrator provide a means of control necessary and supplementary to that obtained by subordinate supervisors who must inspect within their own areas of responsibility. Two experienced individuals were therefore recruited to form the Inspection Unit. Their investigations have resulted in the uncovering of many fiscal and operational abuses, and the recommendation of controls that will not only tighten the operation of the Office of School Safety, but will also result in financial savings.

-29-

III

POLICE LIAISONNeed:

Instant communication with the Police Department concerning serious situations involving confrontations or violence in the schools is essential to the control and elimination of such problems. Response to serious situations by the Police as the threat to safety may increase, allows for a gradual escalation in skills and authority from the guards at the site, to a trained Mobile Response Unit of school guards, and finally, if necessary, to uniformed Police officers. Originally, provisions for interface and communication with all levels of the Police Department were informal and in the process of development. During the past year we have moved to institutionalize our relationship and lines of communication with the Police Department.

Improved Liaison:

After conferring with Police officials, the following steps were taken to improve our interface and liaison with the Police Department:

- o The Operations Desk was established, to provide for instant communication and exchange of information with the Police;
- o Borough-wide areas of supervision coterminous with Police commands were established under experienced Coordinators, who communicate regularly with Police officials concerning school safety matters in their areas;
- o Areas of responsibility in confrontation situations were agreed upon; school guards would deal with problems inside the school building, and Police would handle conditions outside the building; however, when conditions warrant, there is an orderly system for Police backup inside the building;

-30-

- o Those sections of the new manual which deal with arrests or court appearances have been written to conform to accepted Police and court procedures;
- o Police assistance in the form of facilities and instructions was obtained for our training programs;
- o Our Special Patrolman policy was reviewed with the assistance of Police officials, and a new screening and training program for Special Patrolmen will be undertaken this summer with the aid of the Police Department.

Improved coordination between the Police Department and the Office of School Safety allows for more effective response to school safety problems.

-31-

IV

ADMINISTRATIVE AND FISCAL

The Office of School Safety, a relatively new organization, has been faced with the task of establishing proper ongoing administrative and fiscal procedures. It is responsible for the pay of guards assigned to centrally-operated schools, and it monitors expenditures for guard hours by the community school districts. Except for overtime, however, the Office does not directly account for an individual guard's time on the job at a school; payroll clerks at the schools check the guards' time cards, and school principals approve them. This Office is therefore faced with unusually complex duties involved in controlling its own expenses and monitoring the expenses of others. Its administrative and personnel functions are also complex, involving the recruiting, hiring and record keeping for over 2,000 employees, including approximately 700 C.E.T.A. personnel. Further complicating these functions is the fact that there has been much personnel turbulence; guards quit or were terminated for various reasons, and had to be replaced. At the beginning of a school year, a large number of guards had to be hired to replace those who did not return to work after summer vacation. Recruiting and hiring practices varied, and at times were informal; large groups of individuals were hired as guards and placed on the payroll without sufficient attention to proper fiscal and administrative procedure. The complexity of the administrative and fiscal duties of this Office, combined with informal procedures, an inadequate number of staff positions, and poorly-trained personnel, lead to confusion and in some cases fraud.

Reorganization:

After reorganization, all administrative, personnel and fiscal functions of the Office were assigned to a single Coordinator of Administrative and Office Services, and a general review and revision of policy concerning these matters was undertaken. We found, however, that our personnel lacked

sufficient experience to complete these tasks. When we found active cases of fraud resulting from inadequate controls, we requested the assistance of the staff of the Deputy Chancellor. He assigned his Bureau of Audits to examine present and past fiscal and payroll records, and he assigned members of his Special Projects Team to work in conjunction with the Bureau of Audits and to address themselves to personnel and office administrative procedures. With their aid, improved administrative and fiscal procedures will be established.

OFFICE OF SCHOOL SAFETY - MANPOWER DEPLOYMENT

FUNCTION	QUEENS			BROOK			BRONX/NO.			ERLYN/NO.			MANHATTAN/NO.			WESTCHESTER/NO.			TOTAL		AVG				
	POS	EMPL	TOTAL	POS	EMPL	TOTAL	POS	EMPL	TOTAL	POS	EMPL	TOTAL	POS	EMPL	TOTAL	POS	EMPL	TOTAL	POS	EMPL					
HIGH SCHOOLS	123	58	181	147	68	215	173	164	337	116	53	169	77	25	102	79	22	106	34	20	54	249	315	1064	
DISTRICTS	202	24	226	180	14	194	150	125	275	180	57	237	72	25	97	73	18	91	38	9	47	895	172	1062	
MOBILE TASK FORCE	5		5	9		9	7		7	8		8	7		7	7		7	4		4	47		47	
PERSONNEL AIDES		3	3		5	5		4	4		4	4		4	4		3	3		2	2		25	25	
OFFICE ASSISTANTS		4	4		8	8		4	4		2	2		3	3		4	4		5	5		30	30	
TRANSCRIBERS		1	1		3	3		4	4		4	4		5	5		2	2			0		19	19	
TRAINING SUPPORT UNIT		7	7		11	11		7	7		10	10		7	7		7	7		4	4		53	53	
BOROUGH OFFICE		2	6		1	1			0			0		2	2			0			0		4	5	9
EVENING HIGH SCHOOLS *																									
65 COURT STREET								3	3													3		3	
66 COURT STREET (BI-LINGUAL SCHOOL)								2	2														2	2	
171 LIVINGSTON STREET								3	3													3		3	
PUBLIC SCHOOL #7 (Training)																									
Personnel Aides								7	7														7	7	
Office Assistants								4	4														8	8	
Transcribers								6	6														8	8	
Security Aides								6	6														5	5	
School Safety Officers								2	2														2	2	
Administrative								2	2														2	2	
Special Assignment								1	1														1	1	
Consultants								2	2														2	2	
CENTRAL OFFICE (Administrative)																									
Personnel Aides								5	5														5	5	
Office Assistants																									
Transcribers								7	7														7	7	
Security Aides								1	1														1	1	
Supervisors School Safety	2		2	3		3	2		2	1		1		1		1		1				0	10	10	
Administrative								2	2														2	2	
Special Assignment								3	3														3	3	
Consultants								8	8														8	8	
Consultants-Boro Coord.								2	2														7	7	
Supervisors School Safety								15	15														15	15	
TOTALS	337	99	436	340	110	450	373	152	525	306	130	436	158	71	229	161	61	222	76	40	116	1752	663	2415	

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-34-

v

MANPOWERNeed:

The number of guards in the City's schools increased from the original 350 in 1969 to approximately 1700 at the beginning of school year 1974-75. In January, 1975, when manpower became available under Title 6, C.E.T.A., the Board of Education requested that more than 700 of approximately 1500 persons allocated to the entire City be assigned to the school safety program, and this request was granted. Thus, by the spring of 1975 there were approximately 2400 guards and C.E.T.A. Security Aides assigned to the City's schools. Insofar as numbers were concerned, a 700% increase over a five-year period in the number of guards assigned to the schools is an indication of the Board of Education's concern with safety problems in the schools. Increasing the number of guards, however, is not an adequate solution to these safety problems; the increase has not resulted in a corresponding decrease in safety problems. Among the factors contributing to this are:

- o The guards were poorly screened and trained;
- o There was no clear policy regarding the functions and duties of the guards. School principals employed them in a variety of roles, sometimes using them as school aides, and occasionally relegating them to duty best described as that of a "human stanchion;"
- o Guards whose duties were never properly defined became disciplinary problems and suffered from low morale;
- o The guards were in dead-end occupations and had no hope for advancement;
- o Guards were not allocated to schools on a rational basis;

- o Data supplied by the schools in the form of untoward incident reports was incomplete and inaccurate, thus there was no clear picture of where the guards were needed most or least.

Given these deficiencies, the number of guards might rise indefinitely with little improvement in school safety. In fact, a poorly-trained, poorly-disciplined, haphazardly-lead force of guards might add to safety problems rather than help solve them. Especially now, in a time of budgetary cutbacks, the solution to school safety problems must be found in more efficient use of those guards presently employed. Relatively few motivated, well-trained, well-lead and disciplined guards can perform at least as effectively as a much larger number of individuals confused about their duties and responsibilities. The productivity of the individual guard in a school in terms of providing for a safe secure environment must be increased.

New Programs:

The following steps have been taken toward the goal of increasing the effectiveness of the school guard:

- o A manual has been written, outlining the duties and responsibilities of the guard, containing step-by-step procedures concerning his role, and designed to serve as the primary reference source for principals concerning school safety matters;
- o A training program based on the manual has been implemented -- 650 C.E.T.A. Security Aides have been trained, and 650 veteran guards will be trained this summer;
- o The Office of School Safety has been reorganized and experts have been recruited and placed in charge of the administration and supervision of school safety programs.

-36-

- 1) A permanent training site has been established under the supervision of a Coordinator of Training;
 - 2) Operations have been decentralized into "Borough" areas of responsibility, each supervised by an experienced coordinator;
 - 3) Supervisors of School Safety under the Borough Coordinators have been assigned specific areas of responsibility;
 - 4) Ten provisional Supervisors of School Safety have been appointed from the civil service list and are receiving professional training;
 - 5) An Operations Desk under the direction of an experienced supervisor has been established in the central office and is manned round the clock, seven days a week, providing for the receipt and rapid dissemination of information from the school, the Police, the neighborhoods; and,
- o An allocation formula for rational distribution of guards among the High Schools have been devised.

The following programs are planned:

- o Recruiting, screening, and training (or re-training, if they now hold the designation) guards to be designated Special Patrolman; increasing the number of guards designated Special Patrolman to approximately 250;
- o Recruiting, screening, and training guards as members of the Mobile Response Units (approximately 75) and as reserves for the Mobile Response Units (approximately 75);
- o Establishing a civil service title of "Group Leader;" the first step in a career ladder for guards, ending the dead end status of their jobs, regarding them for dedication and high performance

-37-

and thus motivating them -- Group Leaders will receive additional training to qualify them for designation as Special Patrolman, will act as recourse persons for school principals, and will perform first line supervisory duties similar to those of a sergeant over groups of approximately 10 guards.

- o Improving coordination and communications with levels of the Police Department; Police response provides for the escalation of authority, skills, and force in cases of serious confrontations and disturbances involving schools.

The Role of the School Principal:

All of the programs implemented and planned by this Office cannot deal effectively with safety problems unless principals of both centrally-operated schools and those in the community school districts understand and support them. The new manual, upon which these programs are based, explains policies and procedures regarding school safety, and is intended to serve as a source book for principals. It is designed to be amended, and can only be improved upon as a result of the interest and suggestions of school principals. In addition, principals must cooperate with this Office by supplying complete and accurate reports concerning every untoward incident that occurs in their schools. Accurate statistical data will result in a true picture of school safety problems, and then action can be taken to solve them. The individual school principal is the person who can ensure that the guards assigned to his school are employed in the most effective possible manner. If the guards are used more effectively, it is possible that the number of guards presently employed in the schools can have a very significant effect on school safety problems.

ALLOCATION FORMULANeed:

Formulae for assigning guards to high schools and allocating guards to schools within the community school districts would provide for the effective use of personnel and for better control of security expenditures.

Effective Use of Personnel -- High Schools: The Office of School Safety has never followed one formula for distributing school guards among the various high schools. The assignment of guards to the high schools has been based primarily on the attendance figures of the schools, with additional guards assigned according to "special needs." Schools which demonstrated the greatest need for them were given extra guards, but at the expense of other schools. This practice resulted in numerous complaints from school administrators whose schools were "under quota."

Effective Use of Personnel -- Community School Districts: Guard hours have been allocated to the community school districts according to a formula chosen by the Consultative Council of the Community School Districts, which employed the following criteria:

- o Basic allotment ...60%
- o Total school enrollment ...25%
- o Number of reported incidents ...15%

The district is then free to allocate the guard hours to schools as it sees fit. While this is a politically sound practice, it does not ensure that the guards are assigned where they are most needed and effective. Reports from principals, community school district officials, and other experts, indicate that the need for guards in the junior high schools as a group is at least half that of the high schools, and in some cases is greater. Statistics based on

incident reports to this Office indicate that more than 60% of the incidents in the community school districts originate in the junior high schools. An allocation formula tailored to the needs of schools within the community school districts would aid in the assignment of guards to schools where they are most needed. Suggestions concerning the development of an allocation formula for schools within the districts follow the explanation of the high school allocation formula.

High School Allocation Formula:

Guards are assigned to high schools on the basis of a seven-hour day for one guard. Unless a representative of the Office of School Safety is present in each school, we have no way of knowing if schools are exceeding their guard-hour allotments, since payrolls are prepared by the individual schools. Some schools find it necessary to overspend their allotments in order to provide guard coverage for evening program, athletic events, and other extra curricular activities. Now, in a period of budgetary cutbacks, it is especially necessary to carefully allocate and monitor expenditures. A practical and rational allocation formula for the assignment of guards (guard hours) to the high schools will aid in distributing security expenditures in the most equitable possible manner. The school principal will then have the latitude to use the guards assigned by a fixed allocation of hours as he sees fit, and, if he chooses to use more than his allocation, will understand that the extra guard hours must be paid for out of other than Office of School Safety funds.

The following formula is far from perfect, and is not designed to produce the final allocation for every high school. A blank space is left in the matrix to allow for special conditions that may exist in any particular school;

-40-

i.e., an unusual number of entrances, unusual location, annexes, etc. After consulting the school principal, such special conditions will be assigned a weight and added to the formula so that additional security coverage will be provided. Occasionally, as a result of confrontations and other unusual situations, there will be a need for extra guards in a given school. To provide for such contingencies in both centrally-operated and community school district schools, Mobile Response Units composed of specially trained guards -- 10 ready, and 10 in reserve in the schools -- have been assigned to each borough and will respond in situations calling for additional guard protection. When not employed as a unit, they are assigned to schools with the highest security needs. This mobile reserve tactic is used by the police and other security agencies to respond to crisis situations and to reduce their overall manpower needs in the field.

Methodology:

The allocation formula for the assignment of guards to high schools was developed with the aid of certain high school principals, the High School Principals' Security Committee, and the High School Superintendents and their staff. It is based on criteria suggested by them, and by Office of School Safety field personnel. The formula is designed as a measuring device for the individual school's needs that will allow the equitable distribution of the guard force, no matter what its size. We anticipate that the size of the guard force available for assignment will decline in the coming school year due to budgetary reductions and the possible loss of C.E.T.A. Security Aides. The demand for the remaining guards will rise, and thus the need for the most rational and equitable distribution of guards will increase. This formula will be tested in the coming school year to allocate guards among the high schools, and in the

-41-

course of its use, it will be improved upon.

The formula is derived from a mathematical matrix utilizing criteria measured quantitatively and assigned weights according to z-scores (the z-score being the raw score minus the mean divided by the standard deviation). The standard deviation is by far the commonest and most useful measure of dispersion in technical work. The use of standard deviation theory accents the dispersion of the z-scores within the range of the mean, and highlights those schools with both high and low security needs. The formula provides a mathematical measure of criteria affecting the needs for guards in the schools, and thus allows for a rational and equitable allocation of guards according to need.

The criteria employed in the formula are:

- o Number of Reported Incidents -- an above average number of untoward incidents reported would indicate greater safety needs.
- o Percentage of Attendance -- a lower than average percentage of attendance would indicate a possible dangerous school. Students not attending school are possible loiterers outside, or might be intruders and trespassers in adjacent schools.
- o Student/Teacher Ratio -- an above average number of non-classroom teachers in a school would logically indicate a greater need for supervision, thus greater potential safety problems.
- o Average Class Size -- a school showing high average class size would indicate additional basic security needs.

-42-

- o School Hours in Session -- a school open longer than normal would need more guard hours allocated than schools open for a shorter period each day.
- o Rate of New Admissions -- a higher than average new admissions rate would indicate a proportionate loss of stability and additional turbulence within the student body.
- o Rate of Departures -- a higher than average rate would indicate that students were transferring or dropping out for reasons including fear for their personal safety.
- o Teacher Absence Rate -- a higher than average rate would indicate a greater proportion of substitute teachers on any given day, thus a weakening of supervision and discipline by personnel familiar with the unique problems of the school.
- o Total Enrollment -- a statistic reflecting basic school security needs.

The calculations in the formula are based on the assumption that each high school requires 5 guards to fill its basic safety needs. Upon first glance, this figure may appear high (especially when applied to certain schools reporting only minor safety problems), but it should be kept in mind that not all five guards will report every day. - Absence rates of guards can run extremely high; a 30% absence rate on the day following payday is not at all uncommon.

We began our calculations by subtracting the number of guards that would be assigned to the high schools if their safety needs were identical from the total number of guards assigned to the City's high schools (1100).

-43-

102 high schools x 5 (basic allowance) = 510

This left 590 guards to be assigned on the basis of need.

TABLE V

Allocation Formula Applied to High Schools in Queens

Borough-QUEENS	Rept'd Incident	Avg. Daily Attend.	Stud. Teach Ratio	Avg. Class Size	School Hours In Session	Rate of Admis- sions	Rate of Depart- ure	Teach. Absent- ance Ratio	School Enroll- ment	Total Weight	Project Allot- ment of Guards	Number of Guards presently assigned
HIGH SCHOOL	(.27)	(.05)	(.05)	(.05)	(.1)	(.05)	(.05)	(.05)	(.4)	(.05)		
Springfield Eds.	4	5	4	8	10	2	5	2	5	5.10	11	9
Martin Van Buren	8	3	3	9	8	2	2	10	6	6.40	12	8
William C. Bryant	8	5	5	9	9	4	6	3	8	7.30	13	7
Flushing	6	4	4	8	9	3	5	3	5	6.45	11	10
Far Rockaway	2	5	3	7	6	4	6	2	5	4.35	10	5
Aviation	3	2	2	6	8	1	2	1	4	3.70	10	6
Francis Lewis	10	5	4	8	7	2	4	3	5	6.60	12	12
Pleasant Hill	3	5	3	4	7	2	5	3	5	6.50	10	8
Jamaica	3	3	3	6	10	3	3	2	5	5.40	12	6
Deer Park	3	4	6	6	7	1	2	3	9	5.10	11	10
Andrew Jackson	3	5	2	6	7	3	2	4	5	6.60	10	12
Forest Hills	3	4	4	9	8	2	3	3	5	4.65	10	8
August Martin	3	2	3	7	7	1	4	3	3	3.00	9	11
Bohemia	7	4	3	8	8	2	2	2	5	5.05	11	6
Queens Vocational	5	2	2	5	5	2	2	4	2	4.15	10	4
Madison	3	3	4	7	9	3	5	1	7	5.6	15	9
Thomas A. Edison	5	1	2	7	8	1	4	4	4	4.35	10	4
Benjamin Cardozo	5	3	4	4	8	2	2	4	5	4.65	11	7
East Chatham	5	4	3	7	7	2	2	1	7	4.70	10	15
Flushing	2	3	3	7	6	2	3	3	5	4.75	10	10
John Bourne	6	5	6	6	8	3	5	3	7	6.70	12	11
John Adams	6	5	4	9	6	2	4	2	7	6.70	12	10
Lefferts Place	2	4	4	7	9	3	5	1	5	4.45	10	2

BASE OF GUARDS PER SCHOOL = 510 = 1100 TOTAL GUARDS = 590 GUARDS TO BE ALLOTTED

590 GUARDS ÷ TOTAL WEIGHT (513.50) = RATIO of 0.87
0.87 × INDIVIDUAL SCHOOL WEIGHT = NUMBER OF PROJECT GUARDS

We then assigned a percentage based on an arbitrary calculation of their effect on safety to each of the nine criteria used in the formula, and calculated a standard deviation from the mean for each school in each area. A weight from 1 to 10 was assigned to the school in each category according to where it fell

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-44-

in the range, with 10 being the highest weight. For example, high schools that fell in the highest range of reported incidents were assigned a weight of 10 in that category. The average of the weights was then calculated for each school, giving the school an individual weight.

We next divided the total number of guards (590) into the total weight of all the schools (513.50), arriving at a ratio of 0.87. This ratio multiplied by the individual school weight resulted in the number of additional guards from the available pool that would be assigned to that particular school.

Recommendations -- Community School District Allocation Formula:

We recommend that community school district officials, junior high school principals and elementary school principals, review our high school allocation formula with the objective of adapting it to fit their security needs. Their review should include an evaluation of the methodology employed, the criteria chosen, the importance assigned to these criteria as they affect safety, and possible alterations in the allocation formula that might be made so that it could be applied to the assignment of guards to schools in the districts. Among criteria that should be used in devising a community school district allocation formula are: the total enrollment in the district, the number of school buildings in the district, the number of incidents, and the number of junior high school incidents in the district.

Our experience, supported by reports from principals, community school district officials and other experts, and by incident reports to this Office, indicates that there should be a 50-50 split of the total number of guard hours available between the high schools and the community school districts. The

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-45-

rapid increase of reported incidents in the junior high schools indicates that their security needs as a group may approach or equal those of the high schools. An allocation formula tailored to community school district schools would allow for the assignment of additional guards to the junior high schools, where they are most needed.

-46-
VII
TRAINING

Need:

Proper preparation through training forms the foundation for the success of the individual guard in his task of helping to provide a safe environment in his school. Beginning in 1969, many studies were made by individuals or consulting firms concerning the role of the school guard, and occasionally the resulting recommendations were followed with training programs. The first 350 guards assigned to schools were given a one week training course at the New York Police Department Academy. It was then anticipated that all guards assigned to schools would be designated Special Patrolmen, and would possess arrest powers. In 1972, as the result of a study by the Academy for Educational Development, the role of the guard in the schools was redefined from that of a para-policeman to one as an intermediary between the school staff and student body. A two-week training program for guards resulting from this study placed heavy emphasis on human relations and even devoted some attention to guidance. By the beginning of School Year 1974-75, veteran guards, who had been exposed to several different concepts of their role, were often confused about their duties. In addition, school administrators were less than satisfied with the counseling/guidance role of guards in their schools. The existing training program for guards consisted on a loosely-drawn syllabus based on the recommendations made by the Academy for Education Development in 1972, covering one-week (30 hours) of instruction.

- o There were no lesson plans, no hand-outs of written material to support instruction, nor was there an approved body of instructions in the form of a manual, describing procedures and duties.
- o Instructors were drawn from Supervisors and from the ranks of the guards, many of whom had received no previous training themselves.

-47-

- o There was no testing to determine attentiveness and retention by student guards, and students were permitted to be absent for as many as two of the five days of training.
- o No provision was made for the students to make up the training thus missed.
- o There was no permanent training site, nor was there a permanent training staff.

New Training Program:

This training program was discontinued and attention was directed to clarifying the role of the guard, to writing a new manual with a format and language easily understandable to the guards and unambiguous to school administrators who would refer to it occasionally, and to developing a new guard training program based on the manual. School administrators, community school district superintendents, veteran Office of School Safety personnel, Police officials, and other experts were consulted concerning the role of the guard, the contents of the new manual, and the formulation of a new training program. In January, 1975, an administrator with extensive experience in security training was recruited for the position of Coordinator of Training, among whose duties would be to supervise the manual project and to direct the new training programs. Under his direction:

- o A new two-week training program for guards was designed;
- o Lesson plans were drawn and hand-out supportive material was printed;
- o New York City Police Academy facilities and instructors were obtained to aid in the program;
- o Examinations covering various areas of instruction were written;
- o A "Maturity Index" was determined according to the student's test scores, attitude, motivation, sex, and physical size, to aid in his assignment to school type.

This new program was quickly put to test when over 700 persons were hired by the Office of School Safety under the Comprehensive Employment Training Act (the "C.E.T.A." program) in late January:

- o Taking advantage of the recent amendment to the New York State Education Law, all C.E.T.A. personnel were fingerprinted and screened;
- o The C.E.T.A. personnel were then divided into two groups of over 300 each, and put through the new training program, where:
 - 1) Attendance was enforced;
 - 2) They were given examinations, and,
 - 3) Their school assignments were determined according to the Maturity Index.

After two weeks of training, it was discovered that as few as one-third of the C.E.T.A. personnel were ready to be assigned to schools, therefore a third or even a fourth week for remedial training were added, which then became a part of the regular training program. Standards were such that 120 C.E.T.A. personnel were eliminated during screening and training.

The outcome of this training experiment with new C.E.T.A. personnel was that:

- o Over 600 additional security personnel in the form of trained C.E.T.A. Security Aides (S.A's.) were assigned to the schools;
- o Deficiencies in the new training program were discovered and corrected;
- o School administrators reported that the screened and trained C.E.T.A S.A's. were generally superior to veteran guards in performance;
- o Teamsters Local 237, the union representing the veteran guards, then demanded that its personnel be given equivalent training.

Training Progress:

A permanent training site at 141 York Street (formerly P.S. 7) was obtained, and a training staff was formed of experts and trained C.E.T.A. Personnel Aides (P.A.'s.). Other training progress has been:

- o The formation of a Training Support Unit (T.S.U.) composed of 60 C.E.T.A. S.A.'s., to replace those guards withdrawn from schools for training;
- o Subsequent groups of S.A.'s. and one group of guards have been put through the training program at the New York City Police Department Academy and Public School 7;
- o The development of an intensive six-week professional training program combining New York Police Department Academy instruction, lectures at Public School 7, and on-the-job training for the new Supervisors of School Safety appointed from the civil service list (The new Supervisors of School Safety entered this program on June 2nd, and are now involved in it);
- o Taking advantage of "administrative time" during the Christmas and Easter school vacations, seminars for incumbent supervisors were conducted;
- o On-the job training for incumbent supervisors has been directed by experts in charge of each of the six Borough Offices;
- o A new manual defining the role and duties of guards containing step-by-step procedures, and unambiguous in format and language has been written.

This summer we plan an extensive and comprehensive training program for many veteran school guards and remedial training for certain veteran school guards and C.E.T.A. Security Aides.

SUMMER TRAINING PROGRAMS

A group of six hundred and sixty veteran school guards will be employed under the C.E.T.A. program during the school vacation this summer so that they will be available to participate in four training programs. These programs will be:

- o A two-week basic training course for all guards;
- o A Special Patrolman course for approximately 200 guards (those who, after screening, retain their designations as Special Patrolmen, and other guards selected during basic training);
- o A course of specialized training concerning Mobile Response Unit tactics for about 250 guards; and,
- o A course for approximately 100 guards selected to be Group Leaders.

In addition, a remedial training program stressing basic reporting and communicating skills is planned for both veteran guards and regular C.E.T.A. Security Aides who have demonstrated a need for it. When not in training, the guards will be employed in providing security for school-related summer activities.

Basic Training:

Most veteran guards have never received practical training in their occupation, therefore all will be put through a new two-week basic training program based on the new manual and developed and tested during the past winter and spring. All of the guards will receive identical training during the first week. The second week will include specialized basic training for guards employed in particular types of school. Guards employed in the high schools will be trained, for example, to deal with problems common to that school type, and will be instructed in tactics involving a group of approximately ten guards. Guards employed in the junior high schools will be trained in tactics involving three to five guards -- the number usually employed in

-51-

a junior high school -- and will receive training tailored to problems and situations common to junior high schools. Guards employed in the elementary schools will likewise receive specialized training during the second week designed to fill the needs of the single guard's role.

After basic training, a few selected guards employed in the elementary schools and the junior high schools who have been previously designated as Special Patrolmen will progress to the Special Patrolman training program. Selected guards assigned to the high schools and centrally-operated facilities will progress to Special Patrolman training, Mobile Response Unit training, and Group Leader training. By the end of the summer, the guards selected for Group Leader training (approximately 100) will have been trained in all four training programs.

Special Patrolmen:

During basic training, those guards designated as Special Patrolmen will be screened, and the designation will be removed from guards who are found unsatisfactory (physically unfit, irresponsible, etc.). Other guards not designated Special Patrolmen will be selected during basic training to go through the Special Patrolman training program; thus the Special Patrolman training program will include persons who are already designated and others who are candidates for designation. It is a commonly accepted practice in security programs of governmental agencies that some personnel be trained in the use of and possess arrest powers of regular Police Officers, but the legal duties and responsibilities that accompany designation as Special Patrolman require that such individuals be carefully selected and trained.

The Deputy Commissioner in charge of the Division of Criminal Justice of the New York Police Department will provide assistance in designing the instruction program. It will include exposure to the entire process of arrest, complaint, and court appearance. There will be instruction in duties and responsibilities outlined in depth in the new manual, and police instruction

-52-

in booking procedures, Miranda warnings, arrest procedures, etc. The program will also include field instruction at precincts in each of the boroughs.

The need for School Safety personnel with arrest powers and attending authority of a regular Police Officer in the schools will increase as budgetary constraints force the withdrawal from the schools of many of the regular Police Department Police Officers now assigned to them. After training, the guards designated Special Patrolman will serve both as resource persons for the school administrators concerning their powers and duties, and as an arresting officer in cases where regular Police cannot respond.

Mobile Response Units:

It is not likely that the normal number of guards assigned to a school will be capable of handling all possible contingencies, therefore a group of selected and specially trained guards must be available to be dispatched to any school -- centrally-operated, or within a Community School District -- to control situations with which normal complement of guards is unable to deal or where uniformed Police presence might aggravate the situation. The use of Mobile Response Units is common to the Police Department and other emergency service agencies, and the Office of School Safety has used them with some success in the past. This summer, approximately 250 guards (those now members of M.R.U's., others selected during basic training, and candidates for Group Leader training) will be given intensive training in Mobile Response Unit tactics and duties. These persons must be among the most able and mature of the guards, and must be thoroughly trained in such subjects as:

- o Discipline -- they must learn to maintain restraint in confrontation situations where they may encounter racial slurs and other taunts;

-53-

- o Communications and Tactics -- they must learn walkie-talkie procedures and hand-signal techniques so that they can respond quickly as a group to developments in crisis confrontation situations;
- o Unarmed Crowd Control -- the M.R.U's are not a para-police formation; they are unarmed, and lack Police crowd-control equipment; they will be trained in lock-arms techniques, doubleline formations, and other methods of unarmed crowd control.

Group Leaders:

Approximately 100 of the guards who have successfully completed all three of the preceding training programs and who have demonstrated leadership traits, will receive an additional program of specialized training as Group Leaders. Group Leader candidates will be trained in elements of first-line supervision and in leadership skills, in the functions of the various pedagogical and administrative levels within the Board of Education, in time-keeping procedures and monitoring, in the functions and organization of the Office of School Safety, and in details such as the deployment of a group of about 10 guards in a school, incident reporting, etc. After training, the Group Leaders will be assigned a first-line supervisory role similar to that of a "Non Com" over a group of approximately 10 guards in a school or in a Mobile Response Unit. Group Leaders will receive the most intensive training this summer, with the object of preparing them to be first-line supervisors and resource persons for their school principals.

Conclusion:

The basic and specialized training programs planned for this summer will result in the upgrading of professional skills for over 600 Office of School Safety personnel. The aim of all this training is to produce tiers of skills that will enable the Office to provide an effective service in matters of School Safety, even with a reduction of guard personnel required by

-54-

budgetary constraints. These training programs are necessary, and conducting them this summer will reduce the need to withdraw guards from the schools for training during the coming school year. With trained, disciplined, well-lead personnel, and with the full support of the school administrators, the Office of School Safety may be able to deal effectively with the problems of crime and violence in the city's schools.

-55-
VIII
MANUAL

Need:

There were attempts to develop a body of written procedures and instructions covering the duties and responsibilities of Office of School Safety personnel, but, after review by the Deputy Chancellor, school administrators, and other experts, the resulting manual was found to be inapplicable in language, format, and scope. At the beginning of school year 1974-75, lacking a satisfactory manual, there was no body of instructions and procedures upon which to base training and the exercise of discipline, and to which the school principals could refer concerning the functions and duties of their school guards. It was therefore necessary to write a new manual that would serve as a basis for training and discipline, and would be a source book for school administrators concerning matters of school safety.

New Manual:

Producing a new manual was basic to the development of all other Office of School Safety programs, therefore an expert was placed in charge of the manual project and a general review of the proposed contents of the manual was undertaken under his supervision. School principals, community school district superintendents, and veteran school guards were consulted concerning how the proposed manual could best serve their needs, and were shown various manuals designed by progressive police departments and by other security agencies. As a result, the manual was written with a format and style easily understandable to school guards, and unambiguous in language to school principals who would need to refer to it only occasionally.

The manual includes:

- o Step-by-step procedures outlining the various duties of the school guards;

-56-

- o Instructions concerning the minimum standards a guard is expected to meet, and outlining disciplinary and grievance procedures;
- o Detailed instructions concerning the duties and responsibilities of guards designated Special Patrolmen;
- o Outlines of the roles and duties of supervisory personnel; and,
- o Organization charts of the Office of School Safety, of the typical high school, junior high school, elementary school, and of the typical community school district.

Amendments:

The new manual has proved to be a valuable training guide. It will be distributed to all school guards and school principals prior to the beginning of the coming school year and thus will be tested in the field. Included in the manual is a note to principals, urging them to present proposed revisions of the manual to the Office of School Safety so that the manual can be tailored to fit special conditions that may exist in any particular school. The manual is designed so that sections may be modified, added to, or deleted. The new manual is not a rigid document, and after field testing and experience in the coming school years, it will evolve to reflect the best possible school safety policies and programs.

-57-

IX

MOBILE RESPONSE UNITSNeed:

Mobile Response Units of guards have been utilized by the Board of Education and the Office of School Safety since 1969 to respond to and deal with confrontations and disturbances occurring in the schools. Since it is almost impossible that the number of guards assigned to a school will be able to handle every contingency, the Mobile Response Units provide a means of supplying "instant guards" when they are needed at troubled locations. Experience has shown that the response of large number of uniformed Police to disruptions often aggravates the situation, rather than quiets it. Mobile Response Units of school guards are not para-police units, but in many situations they can be as effective as uniformed Police. They are unarmed; their appearance and actions do not constitute threats; they can appear quickly at the scene of a disturbance, and largely by virtue of their low profile, can "smother" or calm it. Their introduction can quiet a potentially dangerous situation, or end a confrontation or disturbance before serious problems occur. Their use provides for a gradual escalation of trained manpower and authority, from the original guard force in a school, to members of a Mobile Response Unit, to uniformed Police officers, and thus allows for a flesible response to disturbances and confrontations.

Experience:

Mobile Response Units were heavily involved in controlling confrontations and disturbances that occurred in several community school districts and high schools during school year 1974-75. While their advantages were demonstrated, the need for developing special tactics, for special training, for stronger discipline, for tighter leadership, and for improved means of deployment became apparent:

- o In the absence of special transport, guards were compelled to respond to a scene in their own automobiles, by public transportation, or in emergencies even by taxis;
- o Some members of the Mobile Response Units were unclear about their authority, responsibilities, and duties; some appeared overly aggressive, to a point that might have exacerbated the situation, and many were unclear about the arrest powers of a Special Patrolman as opposed to the citizen's powers of an unsworn guard;
- o In crises situations, leadership often devolved to the more experienced guards, rather than the nominal supervisors; there was a need to formalize the position of a small unit leader, a "Group Leader;"
- o There was no reserve pool of guards to replace members of the Mobile Response Units, or to reinforce the units, when a situation required round-the-clock, seven-day-a-week security protection.

This experience resulted in tripling to 70 the number of guards assigned to the Mobile Response Units. These guards were divided among the Borough Offices, and when not employed in Mobile Response Unit duties, are assigned to both centrally-operated and community school district schools that face chronic safety problems. They are also available to provide security at local community school district meetings and at public hearings conducted by the central Board of Education. Four ten-man vans were obtained to provide a means of rapid transportation for the Mobile Response Units to sites where they were needed. In addition, our experience resulted in establishing a very practical manner of interface with Police forces. Tactics were devised and operations procedures were established so that Mobile Response Units and Police forces were able to work as a team, each according to their experience and authority.

Summer Program:

Our experience, and the demonstrated need for Mobile Response Units, indicate that the number of guards assigned to the units should be increased, and that the members of the units should be specially screened and trained. An important part of our training program this summer will therefore be selecting 150 of our best guards to be members of the Mobile Response Units, and giving them specialized training in unarmed crowd control tactics and in discipline. Tactical training will include:

- o Lock-arm line formations, double line formations, hinge movements, hand signals and other means of communication;
- o Discipline -- working as a unit, and responding to the commands of the Group Leader, who will call the signals for his group of ten guards;
- o Theory -- the importance of avoiding 1-to-1 confrontations which might lead to fights or acts of violence; the "smothering effect" that results from the discipline and teamwork of a trained unit.

The goal of the training program will be that each guard understands his role and his authority, and understands his importance as a disciplined individual in the group called upon to execute a given tactical maneuver. Members of the Mobile Response Units will face taunts and racial slurs, and must exercise the skills and discipline required to control or eliminate the disturbance or confrontation, not to participate in it.

Increasing Need:

Due to budgetary constraints and manpower reductions in 1975-76, we may anticipate that the New York Police Department will place a comparatively low priority on response to confrontations and disturbances involving the schools. The need for well-trained and well-equipped Mobile Response Units of school guards will therefore increase. The Mobile Response Units are the "ultimate tool" the Office of School Safety may employ to deal with confrontations or disturbances in the schools.

-60-
X
GROUP LEADER

Need:

There is a need for first-line supervisors of guards in the schools, to fill the gap between the pedagogical staff and the guards. Even the position of Supervisor of School Safety, at a salary in excess of \$12,000, does not provide the "school savvy" and expertise required. The position of Group Leader will fill this need, providing first-line supervision of a group of about ten guards - similar to a non-commissioned officer in the military. In addition, the position of Group Leader opens a career path for the guards, rewarding dedication and exceptional on-the-job performance with additional responsibility and a raise in pay, thus ending the present "dead end" status of their job. This opportunity to advance will increase the morale and motivation of the guards, and the addition of first-line supervisors in the schools will increase the effectiveness of the entire School Safety Program at the grass root level.

Past Experience:

Since 1969, when guards were first introduced into the schools, there has been a serious lack of first-line supervisors. By 1972, certain "natural leaders" among the guards were given the in-house title of "Group Leader" and were assigned as "non-com" supervisors over groups of about ten guards. In 1972, the Office of School Safety recruited provisional Supervisors of School Safety who assumed a first-line supervisory role. Most of those recruited had no previous experience in school safety matters, and during the next two years the Office found it necessary to resume the selection and designation of

-61-

"Group Leaders" to provide experienced leadership in crisis situations and to handle small details of incident reporting, deployment, etc.

During the fall of 1974, in disorders at Franklin K. Lane High School, at Community School District #1, and at other locations, we discovered that many of our then Supervisors of School Safety were unwilling or incapable of providing responsible leadership, and that "Group Leaders" and other natural leaders among the guards provided far more effective on-the-scene leadership than some of those "supervisors" assigned to direct them.

Many principals have also found leaders among their guards, and have delegated supervisory responsibility to them. Taking advantage of this "natural selection" process, and by additional selection and screening during "basic training", those guards found with exceptional leadership potential would be trained as first-level supervisors and designated "Group Leader".

Group Leader - Training, Requirements and Compensation:

The position of "Group Leader" would reward exceptional on-the-job performance by a guard, and should be accompanied by some negotiated raise in pay, after a probationary period, to accompany the additional responsibilities. A "Group Leader" will be trained in management and leadership skills, in crime and incident classification and reporting procedures, and will be trained and designated as a Special Patrolman. As such, he will serve both as a first-level supervisor with Police powers of arrest and as a resource person for the school principal. We recommend that requirements for the

position of Group Leader include:

- o At least two years of exceptional service as a guard;
- o The recommendation of his principal or his Borough Coordinator;
- o Aptitude for responsibility and leadership;
- o Successful completion of Special Patrolman and Group Leader training programs.

Screening:

Representatives of the school principals, of the Office of School Safety, and representatives of Local #237 of the International Brotherhood of Teamsters Union, would form a screening panel that would review applications for the position of "Group Leader".

"Group Leaders" would fill a need for experienced first-level supervisors in the field that has existed since 1969.

-63-
XI

SPECIAL PATROLMAN

Need:

In all School Security Programs it is a well accepted fact that either some or all of the school guards should be trained in the use of and possess arrest powers of regular police officers. In New York City such powers are provided by having the Police Commissioner designate employees of public and private agencies as Special Patrolmen. These Special Patrolmen possess all arrest powers of a New York City Policeman while on duty in connection with their employment. As such they are authorized to make arrests, swear to court affidavits and testify as arresting officers.

The need for such trained and responsible Special Patrolmen in the schools, not only to exercise their special powers, but also to serve as resource persons for the school administrators, will increase as manpower cuts in the Police Department reduce the police ability to respond to crisis situations and require the eventual withdrawal from the schools of the uniformed police officers assigned to them.

Past Policy:

We have changed the policy in effect since 1969 requiring all school guards to qualify as Special Patrolman as a term of their continued employment. Past Chief Administrators found this policy impossible to follow. The record shows that of about 600 applicants processed since September 1972, only 200 were approved as Special Patrolman and were so designated.

-64-

The Police Department requirements for designation as Special Patrolman are: New York City resident for at least one (1) year; United States citizenship; a background check that will indicate a good moral character, and a background clear of criminal offenses, especially those involving "moral turpitude" and crimes of violence.

In some cases involving petty offenses, or even a single past felony conviction that could be explained (i.e., car theft as a teenager), grounds were found for disqualification of the individual for Special Patrolman designation, and theoretically for employment as a school guard. Many of those rejected had performed satisfactorily as guards for many months before notice of disapproval was received. The Office of School Safety retained several hundred of these rejectees, and most proved to be satisfactory as guards. Those whose criminal background showed a history of violent crime, major crimes involving narcotics, or sexual offenses involving children, were discharged.

Our reasons for changing the Special Patrolman policy were twofold.

(1) The Police Department background standards for Special Patrolman, while less stringent than those of a regular Police officer, provided limited avenues for appeal and explanation. Within the Police Department, there are tiers of personnel panels that review a regular Police Officer Candidate's background before he is finally rejected.

The Police Department could not afford to provide similar in-depth and time consuming review procedures for Special Patrolman candidates.

(2) The amendment to Section 1, Subdivision 20 of Section 2590 - h of the New York State Education Law, as added by Chapter 330 of the Laws of 1969, allowing fingerprint checks of Board of Education Personnel as a prerequisite for their licensure and/or employment, allowed us to obtain a complete criminal record check of all our personnel so that the service of Special Patrolman processing by the Police Department was no longer our only method of obtaining background check on our guards. Most important, however, is the fact that it is not necessary that all of the school guards be designated as Special Patrolmen because this designation carries with it certain restrictions and obligations.

A guard who is also designated Special Patrolman has all the arrest powers of a New York City Police Officer while on duty in and around school system facilities. If he fails to carry out his duties or exercises his authority improperly, both he and his employer (the individual school principal and the Board of Education) might be found criminally or civilly liable. Therefore, we will not change our policy that before making an arrest a Special Patrolman school guard will confer with and obtain the approval of the principal. While the presence of Special Patrolmen with arrest powers in the schools is desirable, it is equally necessary that the man selected be an exceptionally responsible guard who has undergone a rigid training and screening program.

-66-

A review of the Special Patrolman program within the Office of School Safety disclosed that:

- o Most Special Patrolmen had no other special qualification than clear background;
- o Many were untrained, and most did not understand their powers and obligations under law.

The designating of guards as Special Patrolmen was therefore discontinued, while a new Special Patrolman Program was developed. The foundation of this program is the fact that Special Patrolmen must be chosen from among the best guards, and must be thoroughly trained in their duties and responsibilities. The new program will include the following:

- o All guards presently designated as Special Patrolmen will be screened, and the designation removed from those found unqualified. (physically unfit, irresponsible, etc.).
- o We will be highly selective concerning those guards who retain the designation, and those who will be considered for it.
- o After screening, all present and future Special Patrolmen will be trained and tested in order that they will understand their awesome duties and responsibilities, and so that they may act as resource persons concerning their duties for school administrators.
- o Our goal is to train and designate a total of about 250 guards as Special Patrolmen, assigned to certain schools and as members of the Mobile Response Units.

-67-
XII

BADGES, UNIFORMS OR DISTINGUISHABLE DRESS

Need:

There has been a long-standing need for school guards to wear some form of dress or identification distinguishing them from the rest of the school population and to provide the deterrent effect of visibility. Armbands, identification plates, or cards provide but limited visibility; as do badges. Badges have a built in liability when misused by some of our personnel, resulting in arrests for impersonation of Police Officer. We believe police-type badges are not necessary.

Proposed Program:

We propose as a pilot project to equip about 100 of our personnel -- those in the Mobile Response Unit, and in one or more high schools -- with identifiable dress. We have requested \$20,000 in our 1975-76 budget for this purpose. We are exploring the rental or purchase of low cost blazers, shirts or blouses, and slacks or skirts, with the appropriate identification patches in lieu of badges. In our uniform selection we intend to avoid the type of dress that smacks of a para-military or para-police organization.

Comments:

The New York City Commission on Human Rights, in its report on the December 1973 disorders at Madison High School in Brooklyn stated:

"As it functions now, Madison's security guard force is not being used in the most effective manner to provide good security and assist in human relations. Because the guards are all minority members and dress in an informal way, they are often confused with students. Their lack

-68-

of visibility, supposed to improve their ability to relate to students and also to provide a kind of plainclothes camouflage, may in fact deter their usefulness, as they lack specific identification when needed in an emergency."¹

Experience during the past several years has shown that permitting the predominately youthful force of guards in the schools to dress informally according to their individual tastes interferes with effective performance. Some schools have therefore adopted jackets, windbreakers, or blazers -- paid for out of school funds -- as distinguishable dress for their guards.

There are many drawbacks and relatively few benefits resulting from a "plain clothes" guard force in the schools. Their task is not to make surreptitious observations and to sneak up on violators of school rules, their main task is prevention and protection. In disorder situations, guards must be distinguishable from students to perform their tasks effectively, and to be easily recognizable to agencies responding to the scene. Earlier in this report we referred to use of Mobile Response Unit personnel to bring additional guards to bear at crisis situations. A distinguishable form of dress would permit them to be identifiable as guards both to participants in the confrontation or disorder (the "smothering effect") and to agencies responding to the scene.

¹ AFTER INTEGRATION: PROBLEMS OF RACE RELATIONS IN THE HIGH SCHOOL TODAY,
by: The New York City Commission on Human Rights, pp. 54-55, 1974.

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Description of Proposed Dress

We recommend that School Safety Officer attire include:

- o A blazer jacket and light turtleneck shirt, or a white shirt with a "breakaway" tie;
- o Uniform slacks or skirts, and shoes -- in place of sneakers, sandals, etc.;
- o A belt, supporting cases for a walkie-talkie, and memo book.

Displayed on the blazer would be:

- o On the right breast, the School Safety Officer's Identification Card;
- o On the left breast, a Board of Education logo patch, including the title of the wearer -- "S.S.O." (School Safety Officer), "S.A." (School Aide), "G.L." (Group Leader, etc.

Individual school colors would not appear, nor would any badges other than the uniform itself be necessary.

-70-

XIII

THE C.E.T.A. PROGRAM

Since January, 1975, more than 700 persons have been assigned to the Office of School Safety under the Comprehensive Employment Training Act (C.E.T.A.). Personnel hired under the Federally funded C.E.T.A. program must receive specialized training in order to upgrade their skills and increase their opportunities for future public or private employment. The Office of School Safety therefore gave all C.E.T.A. personnel two-weeks of training and screening, and provided a third or even a fourth week of remedial training for those persons who demonstrated a need for it. In addition to this basic training program, those persons who had secretarial and office skills were given additional training. Those persons who had been hired as Personnel Aides and possessed college degrees qualifying them for a broad range of specializations, were given up to six weeks of additional formal training in administrative and supervisory skills by the Board of Education and other New York City agencies.

On the Job Training: As a result of the C.E.T.A. program, the Office of School Safety has been able to utilize the services of over 700 persons, while providing them with on-the-job-training in their various areas of specialization. After basic training, approximately 650 C.E.T.A. Security Aides were assigned to centrally-operated and community school district schools, where they perform security duties similar to those of regular school guards. Those persons with office and secretarial skills were assigned to the central office or to offices in the boroughs where they have received professional on-the-job training, and the thirty-eight C.E.T.A. Personnel Aides with college degrees have been assigned to supervisory or administrative positions where their particular skills can best be utilized.

-71-

Screening and training standards were such, however, that before the on-the-job-training phase, 120 persons were discharged, but were replaced by other C.E.T.A. candidates.

Summer Program: It is anticipated that under Title VI, C.E.T.A., we will be able to undertake the training of 660 veteran guards this summer as well as upgrade the classroom and on-the-job training of those C.E.T.A. personnel presently assigned to this Office. All of these guards will receive the basic training program, and selected guards will progress to Special Patrolman, Mobile Response Unit, and Group Leader training programs. As part of the on-the-job training phase under the C.E.T.A. program this summer, not only will we be able to provide additional security personnel for the Board of Education summer facilities and programs, but will aid in the success of these summer activities.

Progress: Personnel joining the Office of School Safety under the C.E.T.A. program have augmented all levels of the new organization. More important, they have all been trained and are employed according to their skills. Reports from supervisors and school principals indicate that C.E.T.A. Security Aides in the schools perform their duties at least as well and often in a manner superior to veteran guards, due to their enhanced skills and higher motivation resulting from the training program.

TECHNICAL AND SUPPORT SERVICES

Prior to the reorganization of the Office of School Safety, a "Planning Unit" was responsible for training of personnel, collecting and evaluating statistical data, the review of security hardware and alarm systems funded under the Capital Budget, and the examining and approval of School Safety Plans. The staff of the planning unit was inadequate, both in number and expertise, to handle these tasks. As a result of the reorganization of the Office, the training functions of the Planning Unit were assigned to the new Coordinator of Training, and the remaining functions were placed under the supervision of a Coordinator of Technical and Support Services. This Coordinator oversees separate groups in charge of planning, technical support, and screening and investigations. He also supervises the distribution, maintenance, and servicing for license purposes, of over 1,800 walkie-talkies in use throughout the school system.

Planning and Research:

The duties of the planning and research group include collecting and evaluating statistical data based on untoward incident reports from schools, and making recommendations based on this data concerning improved methods of deploying and training personnel. A trained researcher and a C.E.T.A. personnel aide were assigned to these tasks. As a result of their efforts, the daily and monthly statistical report formats were revised to include breakdowns according to incident type, the sex and identity of the victim, the identity of the perpetrator (student, student intruder, intruder, etc.), and the disposition (arrest, summons, transfer, suspension, etc.) for each school in the system. The revised report formats also allow for the comparison of incident types and numbers by month, and cumulatively against the past school

-73-

year. Based on an evaluation of these statistics, the planning unit devised a reasonably practical allocation formula for the distribution of guards among centrally-operated schools, and made recommendations concerning an allocation formula for the distribution of guards by the community school districts. In addition, as a result of research and interviews with school administrators and veteran guards, the planning unit has been able to predict the needs for school guards for particular school types, and for different periods of the school year. For example, based on statistical data and interviews, the planning unit suggested that during Regents Week in June, the need for guards in the high schools would decrease, but there would be an increased need for guards in the junior high schools and elementary schools due to an increase of intruder incidents in these schools resulting from "visits" by former students dismissed from high school classes.

Technical Support:

An experienced engineer was recruited to research the most effective interaction between security provided by school guards and security provided by mechanical means (locks, alarms, etc.). He reviews security hardware and alarm systems funded under the Capital Budget, and provides a separate viewpoint from the Division of School Buildings. Included in his duties are evaluating and preparing reports concerning Teacher Personal Alarm Systems, Delayed Fire Alarm Systems, Audio Intrusion Alarm Systems, and various door locking systems. Also included in his duties is examining school safety plans for the various types of school buildings. The engineer looks through the "salesman's fluff" concerning security hardware funded under the Capital Budget, and he is a resource person for centrally-operated schools and those in the community school districts regarding security for the school buildings.

Screening and Investigations:

The screening and investigations group has established the fingerprint screening procedure for all personnel employed by this Office, and as a result has established close working relationships with the New York State Division of Criminal Justice Service, and the F.B.I. Identification cards for all personnel were distributed after screening. This group has also distributed over 1,800 walkie-talkies to guards in both centrally-operated and community school district schools, and has established operating, maintenance and monitoring procedures for these radios. The Coordinator of Technical and Support Services also conducts special investigations in cases of serious incidents that may involve crime, such as fraud, assault, sexual misconduct, etc., involving Office of School Safety personnel. In addition, he investigates contributing factors to serious incidents occurring in the schools, such as rape, arson, crimes committed by intruders, etc., and examines existing equipment and procedures to determine where they failed or could be improved upon. As such, the Coordinator of Technical and Support Services and his staff respond to both centrally-operated and community school district schools.

Continuity:

The Technical and Support Services Division of this Office is involved in ongoing programs of screening, planning, and review, that will extend over several years. At present its staff consists mainly of temporary employees; Consultants, and persons who joined this Office under the C.E.T.A. program. To provide for continuity for ongoing programs, there is a need for a permanent staff of supervisors who possess appropriate backgrounds and titles.

-75-

XV

PHYSICAL PLANT SECURITYNeed:

Limited budgets available to school custodians often prevent them from supplying watchman services sufficient to protect the schools from burglaries, arson, and vandalism. The resulting theft of equipment or damage to the building costs money to replace or repair and disrupts the school's normal operations. In most cities throughout the country, "school security" means primarily physical plant security. While the present contract with our employees' union restricts the employment of school guards to hours when the schools are in normal operation, we are attempting to devise a program that would allow some of our school guards to provide "watchman services" during the summer vacation period and other holiday recesses when instances of vandalism, etc., are most likely to occur.

C.E.T.A. Personnel:

School custodians recognize the need for increased "watchman services," and we are attempting to arrive at a rationale allowing us to provide such services without violating existing agreements. Under the C.E.T.A. program, the Security Aides assigned to the schools are considered "watchman trainees." One possibility that should be explored is assigning C.E.T.A. Security Aides to the Office of School Buildings during school vacation and recess periods to form a pool of "plant security" personnel. These Security Aides could then be "loaned" to school custodians to augment their own staff of watchmen.

Chairman PERKINS. Mr. Mottl.

Mr. MOTTLE. Mr. Chairman, I just would like to compliment my colleague, Mario, for the outstanding statement he gave to the subcommittee this morning.

Mario, may I ask one question. You are stating that 14-year-olds and older should be treated as adults as far as criminal prosecution. Is that your point?

Mr. BIAGGI. I am suggesting a reduction from 16.

Mr. MOTTLE. To 14 or 13, which one?

Mr. BIAGGI. In New York State we are advocating 15. It is a substantial reduction. I don't know which we will get but certainly we should look into that area and find out how far we should come down. I don't think—and I am sure the public agrees with me on this score—anyone should be given blanket amnesty simply because they are of younger years when they commit the most heinous offenses—murders, rapes, assaults of devastating nature and they laugh, and we have seen them laugh when arrested, because they knew the law of juvenile delinquency in the State of New York at least and they knew they could not be subjected to any heavy penalties. If there was one among them that was over 16, his case was treated as an adult. It just isn't right when the others may have participated in equal status in the commission of the crime.

Mr. MOTTLE. So it should be something less than 16 in your opinion?

Mr. BIAGGI. There is no question. We talk in terms of the younger generation getting involved. There is no question that they are involved in every facet of our life; and it is only natural they get involved in the criminal picture. The statistics sustain that. It is not new, I think it has risen some 243 percent in the past 13 years and authorities have remained oblivious to this fact looking at the juvenile picture of the young people and saying. "Well, they are young people." Either that or they just chose not to deal with it because it may be too sensitive and subject them to editorial criticism. You know, we had the phrase, "law and order," not too long ago and it was cloaked with a mantle of nonrespectability; but finally realization has come to America and law and order—call it what you will, tranquillity, peace in the schools, streets, the ability to walk the streets, any phrase you want—what we are talking about in the underlying intent is that we are able to live in safety.

Finally, there is a realization that these young people are criminals. We find hordes of them marauding, if you will, in the mass transportation facilities of New York. People refuse to ride on those facilities because—unprovoked—these young people will make an attack on people and kill them while they are riding the subway or a bus. It is the fact that we must look upon the commission of crime in its realistic light and if the young people want a piece of the action, they will get a piece of the action in every way and I think the law should respond to this type of unlawful activity on their part.

Mr. MOTTLE. Thank you, Mr. Chairman.

Chairman PERKINS. Mr. Zeferetti.

Mr. ZEFERETTI. Thank you, Mr. Chairman.

I would like to compliment your colleague for his extensive report and I would like to associate myself with some of his remarks in connection with our youthful offenders and using the criminal justice system as a revolving door.

Mario, there is one question, though. What is your suggestion as to the type of security force we should have within the confines of the school system in the area of whether there should be peace officers in that particular area or whether they should just be an auxiliary part of the police department or a separate system all by itself? In other words, should they have the authority to make arrests and have the authority to work and function right from within?

Mr. BIAGGI. Well, let me respond to that in a general fashion and then I will get into specifics. One, the illness is a grievous one and must be provided with the appropriate remedy. Let the authorities in the various cities evaluate their situation. Now, as a professional, let me deal with it. I spoke again to Mr. Cooper yesterday and he does compliment, by the way, the CETA program. He is employing people from that program on an 8-week training period. He calls them very serious workers. Diligent investigations have been made of their past and they are not, as they were in the past, put on helter-skelter regardless of criminal records.

Now, that accomplishes part of the purpose. It puts the uniform guard, and that is what they are at that point—a uniformed guard—in the school system. That serves as a deterrent partially. The training is good; again it is a partial answer. The ultimate, of course, would be to have a police officer who is more adult. I think that is vital. Young people vested with the authority that is given them in this instance have a way of overreacting. That could cause a problem. Maturity is an invaluable characteristic in the sense that the police officer or the mature individual could become a friend of the student and still accomplish his purpose rather than be represented as the ogre.

Of course, professionally trained police officers would be the ultimate. Reality tells me that we cannot afford that, hence we go to the second-best choice which would be a guard system as is established in the city of New York. It is being revised and reorganized: I am confident it will be done properly and most effectively under the guidance of Mr. Cooper. Unfortunately he will be required to leave soon, but he has already got it under way. I am sure you are familiar with the bitter experience we have had in the past with the early guard people.

Mr. ZEFERETTI. Well, that was my own concern and the concern of knowing whether or not these people are qualified, and what kind of background they have I think is essential if they are going to function within our school systems, and I agree with you on that.

Mr. BIAGGI. Your concern is my concern and I am sure it was Chief Cooper's concern because he has been around a long time and he is famous for his ability to rock a boat. He will not only rock a boat, he will virtually sink it in order to save the ship. The school system will benefit as a result of his work and he is to be commended for it. I would like to put him on record as commending him for his remarkable activity in this area despite official resistance. There again we have it. The memo is offered, the memo was issued, the statements are made clear and loud but the message that really comes across is "Keep it down, fellows; keep it down." That is why I like to put official responsibility on educators who live in their own world, who don't know which seat to sit on. They want to maintain that the image of the ivory tower citadel of education is impervious and sacrosanct on one side and they are frightened as hell on the other side.

Mr. ZEFERETTI. Mario, one other thing. You have had extensive experience with what I call gangs and we know that most young people are influenced one way or the other and can be pressured especially in an area like a school. In the city do you think the gangs that are working within the schools have some sort of control over the activities and some of the mayhem that has been caused? Do you think it is gang oriented or do you think it is an isolated or individual type of case?

Mr. BIAGGI. I would respond there are individual cases, little groups of one, two, or three and then you have gang orientation, no question about it. As a matter of fact, the increase in gangs in our city has been meteoric. There has been some assignment of police personnel in that area. They did it once before. They realize we almost reached crisis stage in New York City and there was a massive response on the part of police authorities and it worked. The gangs were disseminated but it is like everything else, once the ailment disappears you stop providing the medicine and when you stop providing the medicine the illness reoccurs and that is what happened here.

In limited fashion police authorities are responding but there is no question that the gangs are functioning in that area. They take the position that that is the sphere of their influence and whatever occurs within that sphere is theirs and they shakedown, they assault, they rob, they coerce, they rape, and they ravage. I would like to emphasize that when they do it on an indiscriminatory basis, at least they learn about equal opportunity. Everyone gets a fairshake of being taken and that is vital. So sometimes people say when you talk in terms of this they are hypersensitive and say, "Well, to whom are you directing remarks?" I am directing my remarks to the wrongdoers in the business of law enforcement.

People are color blind. It should be you are a wrongdoer. It is of no moment who pulls that trigger—a black finger or a white finger or a yellow finger. The one who pulls that trigger is a bum in violation of law and should be dealt with accordingly. So those who advocate that possibility, that reasoning, are performing a disservice to themselves, to the community, to the cause, and are deluded.

Mr. ZEFERETTI. Thank you very much, Mr. Chairman.

Chairman PERKINS. Mr. Goodling.

Mr. GOODLING. Yes. I have to take issue with a few statements, of course. I think we are overemphasizing and oversimplifying the suggestion that educators should be punished, if they don't report a crime that takes place. I say that simply because we have to realize that they have been burned so many times, either by a school board not backing them or a court not backing them.

In the sixties parents gave up all responsibility—many parents for disciplining their own children. Not only that, each one then had a lawyer to take issue with any discipline that anyone tried to provide within the school. I speak of one who for 8 years ran the school system as a principal. The teachers and the students both knew that they were in a heck of a lot of trouble if they crossed the path of the high school principal if they had done something out of line, but I had the support of the parents at that particular time and the board. The sixties changed that pretty much. So if you get burned time and time again in trying to do something about discipline problems, you are

rather inclined to say, "What is the use, why bother." That is the only part that I would take issue with.

Mr. BIAGGI. I would like to respond.

Mr. GOODLING. I am not familiar with big city operations, I am familiar with the smaller city.

Mr. BIAGGI. Would you suggest then that we just leave it alone?

Mr. GOODLING. I would suggest that the emphasis has to go in two directions: One to the law enforcement agencies and the courts and, second, to the parents. Until we reverse that trend I don't see how we are going to be able to do very much to help the teacher or the administrator in the school.

Mr. BIAGGI. Let me respond to that. I don't disagree with you but I will not exclude the educators. I will not exclude them by any circumstance. Obviously it does not include every educator. You and I know that there are some who fought a valiant fight and have lost it and have arrived at that sense of humility, but I would suggest in the light of the circumstance that they don't abandon the cause, it is their obligation not to.

As far as discipline is concerned, there might have been some abandonment but we still have discipline in my home. We still have discipline in the homes of millions of Americans with relation to their children. There are some people who have abandoned that disciplinary responsibility and I am sure they will pay the piper unfortunately. It gives me no pleasure to say that but we have witnessed that.

As far as the support is concerned, that is exactly why we should have a law because right now you don't have a law and right now you have a principal who would try who was not supported and might be for it. But if you have a law, who would suggest that he not comply with the law?

The point is, and I am not so sure that the law is this way but there should be some compulsion, it should not be an individual discretion to be exercised by a principal or an educator or in whether or not he reports or she reports the crime. The fact is today, again in the city of New York which is a pretty extensive operation, we don't have total figures. The school system has some figures. The police authorities have some figures. They don't necessarily relate to one another and that is one of the problems, and it is a suggestion that I make that there be a uniform method of reporting the statistics of incidents in the school and that will be included in the report, Mr. Chairman.

Mr. GOODLING. May I ask you one more question then.

Mr. BIAGGI. Sure.

Mr. GOODLING. Now, you have reported all these incidents. Now what happens? I don't know the case in the city of New York but how do you remove someone from school who is a disrupting influence not only to himself and the teachers but everybody else around him because again the trend has gone the opposite direction.

Mr. BIAGGI. I agree with you 100 percent and I am sympathetic to that. I think it is terrible that a few disruptive students can interfere with the total educational process. That should not be permitted.

Now, some people have suggested a 600 school where they might be put and I would advocate that or whatever other constructive suggestion that is made. The point is, recognize the problem, refuse to accept anything less than a tranquil state in a classroom, and those responsible should be removed.

I know the problems with the courts and I agree with you 100 percent. I have been a very vigorous critic of that trend.

We find that with the passage of time we maintained a steadfast position. The world is turning around where we are today. At the outset the teachers, the educational system were the most vigorous in resisting the entrance of any police authority of whatever form in the schools. They were the strongest opponents. If you have not already heard Mr. Albert Shanker you will find him one of the strongest advocates. My position was always that way; it was common-sense, it was logic, but you were required to fight people who had doctrine positions. The school is a citadel of sanctity; it is not part of reality, not part of life.

I tell you it is an extension of the streets, and where the streets are a jungle the schools are jungles. You must recognize that in order to deal with it. I could not agree with you more in your observations, and happily and hopefully the country will turn around and deal with this problem.

Mr. GOODLING. I have no other questions, Mr. Chairman.

Chairman PERKINS. Thank you very much.

Mr. Lehman.

Mr. LEHMAN. Thank you, Mr. Chairman.

I appreciate my good colleague, Mario Biaggi, coming to this meeting. Certainly he knows from his own experience the violence in the schools which is in a sense only the reflection of our society at this time. As a teacher in a big public school system in a big city school system in the sixties and as a member for 6 years of a big city school board, I am certainly no stranger to violence and disruption. I have proposed a method and even seen it work to reduce violence and crime in the school system that I would like for Mr. Biaggi to react to. But, I am afraid it is so simple and so inexpensive that it will never be fully implemented.

Mr. BIAGGI. It won't be because I would not support it, I tell you, Bill.

Mr. LEHMAN. We had to begin mainly in the junior high schools. We found that some of the greatest violence was in the junior high schools but not necessarily only in the junior high schools. Security guards didn't work. Even uniformed policemen who, by the way, in most school systems do not enter the building without the consent of the building principal. Expulsion certainly does not work. It just turns the disruptive kid to the street where he can cause more disruption.

We found that one building principal was able to get during a temporary period of attention some parents in from the neighborhood on a volunteer basis. This was all right for a week but of course in the low-income neighborhoods the parents could not afford to give up that kind of time. So in the last couple of months of the year when I was school board chairman we paid neighborhood parents to come in.

It seems like the late spring is when you have most of your outbreaks and disruptions and crime as the kids get more restless. We brought parents in basically on the same level as you do on a part-time basis. You do have cafeteria workers. I think we were paying the minimum wage, \$2.20 an hour, maybe up to \$3 an hour. We based these parents on the buses and where the buses were loaded, in the washrooms, in

the corridors, on the staircases, and it was very effective in reducing crimes for several reasons.

One, is these people came directly out of the neighborhood. They knew the difference between the bad kid and the mischievous kid. They knew the parents of these kids. The people were employed with parents of kids in that school and they had a vested interest of the tranquility of that school.

I have seen a 90-pound mother from the neighborhood intimidate a 200-pound crazy kid, when a uniformed security person would only be a challenge and even cause, sometimes more problems than they could solve. This 90-pound mother said, "If you don't shape up, I am going to tell your mother," or his grandmother or somebody in the family who was a direct threat to this kid. They knew how to handle things and they came right out of the neighborhood.

The security officer comes from as far away as 40 miles. They come in as an invasion force from outside and don't know anything about the school. If you could just go ahead to get a Federal order to implement paraprofessional parents and let them volunteer but don't accept the volunteers unless a certain part of the school staff can screen them but to go ahead and call from the volunteers the kind of stability parents that would make a contribution, could police these halls, do know these kinds, have known them since they were babies, you could put those kinds of people in the school and we did and reduce almost to a negligible point the amount of disruption in those schools.

I can give you names of building principals that have used this and have found it to work, but we get opposition from the security department of the school, we get opposition from many other people that feel like that this is an unnecessary expense and it is going to reduce the amount of money we can spend directly on education. Believe me, I think that this is the one way we can really deal with the problem at the grassroots level and make it work.

Mr. BIAGGI. Let me respond to that. In some measure and some circumstances that program works. We have some of that in New York on a volunteer basis.

Mr. LEHMAN. Well, that is where it does not work.

Mr. BIAGGI. No, Bill. In some places it works on a volunteer basis.

Mr. LEHMAN. All right.

Mr. BIAGGI. Now, I have pretty much spelled out the circumstance in which that functions. I have an idea that that community is stabilized and that everyone knows each other. Well, it is not that way all over the country. It is not that way in New York. We have tremendous school populations. I don't think that program by itself could be effective. I suggest that program, selectively implemented, could be effective. I agree they should be employed—not at great wages—but enough to give them some inducement to come to school and to the job. Yet reality tells me that when you have these groups coming into the schools that is another factor.

You talk about invasions. I will tell you where the invasions occur and by whom they are committed. They are committed by bands of lawless young people who come into the school and you may get a 90-pound feisty woman who would stand up and fight with this 200-pound young man (and she may very well do that with her husband too), but how many 90-pound feisty people do you have?

I will give you the other side of that and show you 9 out of 10 will be intimidated by the very size of the individual. So in the instance you point out, I appreciate there are people like that and there are circumstances like that. However, if you get groups that come in to maraud, I will tell you the one will engage this parent in conversation and two or three or four others will start going through the hall. That is the particular situation. You say something that the police officials were not permitted in the school. If they are not permitted in the school, how can you keep them out? We have marauding groups going into the schools themselves, they are not students. These are additional problems. Your program, your suggestion is good, it works under certain circumstances and in certain areas.

Chairman PERKINS. Let me interrupt the witness to say we are not cutting you off but we have a caucus this morning and I certainly want to invite the distinguished gentleman from New York, Mr. Biaggi, to be with us here tomorrow for any further statements and to sit up here with us today while we are here. We want you to come on up here.

Mr. BIAGGI. Thank you, Mr. Chairman.

Chairman PERKINS. In order to conserve time, we are going to have the other witnesses come up as a panel. They are Mr. James A. Harris, president of the National Education Association; Dr. William L. Lucas, assistant superintendent, government relations, Los Angeles Unified School District; the Honorable John J. Toner, presiding judge, juvenile court, Cuyahoga County, Ohio.

Come around, Judge Toner and get by this microphone right here.

I intend to let a distinguished member of this committee introduce you at this time, Congressman Mottl from Ohio who suggested you as a witness.

Congressman Mottl.

Mr. MOTTL. Yes. Thank you very much, Mr. Chairman. I have known Judge John Toner for many years through my practice of law in Cuyahoga County. He was a former law partner before he went on to the bench in Cuyahoga County where he distinguished himself as one of the great jurists in juvenile court.

He was a law partner of Charles Vanik, Congressman from the Cleveland area, so he has had a very long and distinguished reputation in the practice of law before he went on to the bench in juvenile court, and he is probably one of the finest juvenile court judges we have in the country. We are honored and pleased to have him testify before our committee on violence in the schools and what he thinks we can do to remedy the situation at least on the Federal Government level.

So without further ado I would like to present to the subcommittee the very distinguished John Toner, head of the juvenile court in Cuyahoga County, which is greater Cleveland.

STATEMENT OF HON. JOHN J. TONER, PRESIDING JUDGE, JUVENILE COURT, CUYAHOGA COUNTY, OHIO

Judge TONER. Mr. Chairman and members of the Subcommittee on Elementary, Secondary, and Vocational Education, I want to apologize for my lateness but I saw a lot of Washington from the air this morning, much more than I had planned. I am sorry that

I didn't have the benefit of the witness that just preceded me, who apparently was from New York and in the educational field.

I certainly want to commend this subcommittee for their interest and the time that they are taking to attempt to find solutions to the problems of violence in the schools.

I assume that there is little question about the problem itself. In Cleveland last year there were 40 youngsters expelled for carrying concealed weapons, almost all of which were carrying guns. There were 264 teacher assaults in Cleveland and I believe that there were over 70,000 assaults on teachers nationally and 100 murders committed in schools.

Now, last year in Cuyahoga County our population was a little over 1,600,000. Our juvenile court jurisdiction ends at age 18. We had 29 youngsters that were charged with homicides and a majority of them were either in school or outside of the schools. Our general business is unfortunately booming. We are up 40 percent in filings on youngsters in the last 28 months. The number of school complaints that have been filed increased some 17 percent in 1974 over 1973 and that is by boards of education alone and that does not tell the full story because that does not include the number of complaints filed by the police department that have been called in after violence has occurred in the schools in our community.

I think it is most unfortunate. Mr. Lehman was discussing some possible resolution of assaults but in the Cleveland school system alone they spend a little less than \$2 million just to provide security. They have 100 armed policemen in their schools every day that they are open. That costs a little more than \$1 million.

Now, in addition to that, they have a night force trying to cut down on the vandalism and also assaults in and around the school for night activities that cost the school system \$750,000. Now, this of course is money that is diverted from the educational process.

Now, I know that there are certainly reports that may be more serious. I brought the Plain Dealer down this morning. I see that the headline is "School for Scandal". Nine out of 10 pupils getting high on drugs. An Akron graduate told the Senate panel I believe down here yesterday, I think it was Senator Birch Bayh's committee, claims that 9 out of 10 pupils at this one particular school get high on marijuana and other drugs and many drink beer and wine to sustain the drug's effects. There are more horror stories perhaps than what I have told but it is severe. At one school, John F. Kennedy, on the east side of Cleveland, they feel they cannot operate unless they have a minimum of three armed guards in the hall in addition to guards at almost every entrance throughout the school. They may be parents but generally they are school personnel trying to keep those that should not be in the school out of the school.

Now, what are the causes of these? Well, without question I am sure that this very able committee is aware of the economic, social, and perhaps the moral problems that perhaps underlie all of these. Right now the unemployment rate is high. We have inadequate and overcrowded housing. There is no question we have the problem of drugs although honestly I cannot say that I see a tremendous number of addicts. My jurisdiction ends at 18. Maybe in Akron, Wayne County, and Detroit, where Judge Lincoln told me he had 5,000 addicts at one

time might be true. It is a problem. Drugs and alcohol is a problem in the schools, and in Ohio you are not able to buy liquor or use it except with your parents' consent to age 21. You can buy 3.2 beer at age 18 but these kinds are not getting high on 3.2 beer.

I believe that unfortunately I will inject some of my own personal philosophy. I have to be bound by the law when I sit on the bench regardless of my personal philosophy or moral principles but I feel that the erosion of the family unit in Cuyahoga County and I think nationally certainly has played a problem in the instability that youngsters are showing in school. Racial and certainly religious discrimination is a problem. The decline of influence of the church I feel is another problem. But more than that, yesterday I read where we had a great distinction, the city of Cleveland being labeled the murder capital of the world. Yesterday, early in the morning, we had the 151st homicide since January 1. This is just the city of Cleveland. The youngsters carry guns and one of their excuses is "to protect myself."

When you analyze it, in some of these areas there is an element of truth. I remember one youngster had a beautiful leather coat that cost in excess of \$150. I don't know how to spell it but he called it a "Shet" and he had to carry a gun to protect that garment with the unusual label. I think there is an element of truth to it.

Someone attempted to get that coat off him. He had a gun—it was unloaded. He thought that might be adequate protection, but he was shot and killed and his coat taken.

Now, I don't know about the educators here but it has bothered me to some extent. I wonder what image the teachers are giving these children. For example, we have had quite a few teacher strikes in Cleveland in the suburbs in Cuyahoga County. I remember Dr. Briggs, our school superintendent, after a strike when the court ordered the schools to be reopened and various unions to go back, and Dr. Briggs got on television for four consecutive nights pleading, just telling the parents, "Go back tomorrow, the schools will be opened." They weren't opened.

The same thing happened in Brecksville. I know in Lake County, the adjacent county, and several other school boards in our immediate area, the teachers didn't have to obey the court order. Then when they come in and asked me to enforce the school laws, this kid is not going to school or he is a problem, enforce the law. Well, the kids wonder, you know, where is the law going to be enforced. I just wonder what image does this give the youngster who has to obey the law? The kids? Is that all? Or maybe do us adults have to obey the law?

I think maybe unfortunately we are raising our kids in an environment where I think we are preoccupied with violence, sex and crime and they are being loaded with it. I think, too, the image of the judiciary as well as the administrative branch of Government and the legislative, gentlemen—I think our kids have seen something in the last few years that they might wonder about, too; people on every level of government. I know judges have been put in the penitentiary and rightly so. These people that have assumed tremendous responsibility, that have taken an oath and it has meant nothing to them. This is the culture that I am raising my children in and that I am somewhat responsible for.

Now, in Ohio we have a mandatory school attendance of 18. We are only I guess one of six States. I think Hawaii, Utah, Washington, Oklahoma, Oregon, and Ohio have the mandatory school age at 18. Perhaps that is a problem. Maybe there are many—and I am sure there are—many youngsters in school that have no reason to be there. School can offer them nothing but they must stay there. Now, I am not sure. I am sure the educators here have ideas on what is best. Should we exclude them? I know if you exclude them down to maybe age 18 we will have no problems in our schools. There are very few. That is not the answer, but it should be 14? Should it be 14 or 16? If you drop the age limit down to 14 in Ohio or 16, what are they going out to? I don't think this is an idea job market to go out to.

Then are we putting them on the street? I think the educators tell us these kids that are out on the street that are not going to school are the ones hanging around this neighborhood. The city councilman in Cleveland has now introduced many ordinances to get the kids off the streets, those that should be in, and maybe those that have been excluded for one reason or another are hanging around the schools perpetrating many serious acts of delinquency in and out of the school.

So I am not sure, gentlemen. That is one of the problems, I believe and the resolution of it. Perhaps the educators who have testified before you can give you a better idea of just what that should be. Maybe in Ohio we are making a terrible mistake. We hear both sides, that some of these kids have no reason to be in and maybe they are getting nothing out of it.

Now, I believe that the teachers, the educators are in an unusual position. I think they are the one remaining institution because this does not happen to the churches any more, it used to but this is one institution that sees every kid and every parent or at least their contact. Maybe unfortunately they don't see the parents and I think that is one of the problems, but at least they have an opportunity to contact every kid that is born and every parent.

Now, I think many youngsters present problems in kindergarten or before that and it seems to me that the percentage is too high, regardless of what it is to stay in school. They are presenting problems. Nothing is done about the problem. Perhaps age advancements are made. They are promoted onto a greater efficiency and there is failure after failure after failure.

Finally they get up to 16 or some place when they can finally be excluded and they are out or they would come to the court after the kid becomes a primary behavior problem and disrupting the educational process entirely. Then they come to the courts and we are expected to perform a miracle. Now, we blame the school system. The school system looks to the courts or for some miracle to happen after a child that has been a terrific problem for years and years finally comes in. I asked the educators—you are experts—why does he not go to school. Why is he hostile and aggressive? You are an expert. The schools say, "We have tried everything." Many of them have good programs. They have attendance workers that are trained social workers. They say they have done everything they can but they want to continue the educational process, bring them to us. Now, what are we going to do?

Well, we can stack them up like cord wood and certainly defeat the purpose of the juvenile court system or maybe we can attempt to find a solution to a problem that has been in existence for 10 years. I am not faulting the education system for this because I don't think they have the resources but I think that in Ohio we have adequate laws with one exception—the unpopular gun law.

Now, there was one of your subcommittees, gentlemen, I think had hearings in Cleveland yesterday and I think Monday, too, and I think the constituents of the 23d Congressional District in Ohio thought that there has to be some control with guns, as unpopular as it might be. But kids are carrying guns, they are available to them, and I think somehow some way we have got to get these instruments of destruction and death out of the hands of these immature, irresponsible youngsters.

Now, what can be done about this. Well, I am sorry I missed the testimony of the gentleman from New York but I think maybe the courts, the schools, the police, the communities have to get together and try and find some immediate solution. It might mean additional police, unfortunately. Where the money will come from, I suppose it will have to be diverted from the educational system. But somehow we have got to find an immediate answer for this. Maybe we should examine ourselves, the courts.

I mentioned our business is up 40 percent, I think we have 11 or 12 good institutions that the State operates in Ohio. Gentlemen, they are filled. In one institution alone, I am ashamed to say, we have 1,100 kids in there, 1,100 boys. I don't think they are going to be cured and these are pretty hardcore delinquents. In Cuyahoga County we are paying the private treatment centers for the cost of 250 youngsters attempting to find treatment for their various problems at a cost of some \$1.3 million a year and it is totally inadequate. I think maybe the courts have to assume a greater responsibility for this. We are going to have to give them the tools and the facilities and the personnel necessary to meet the problems that these serious offenders are presenting.

I feel, too, gentlemen, that maybe we have to examine the curriculums that the schools have. Until just recently some of the kids we sent to the State schools were training in farming and how to milk cows. Well, believe me, gentlemen, there are not too many cows in the crowded areas in Cleveland, particularly in our city, but these kids were sent back with this great talent. I wonder, are we training kids for jobs that are available?

I think the educators perhaps will have to examine their curriculums and see whether or not we are training kids for jobs they can perform. I think we should check whether or not we are training kids for college that will never get to college for more than for economic reasons.

Then, too, I wonder about the continued extension of rights of children without consequent responsibility, so much so that teachers are now fearful of examining a locker—and I don't think they should—to look for weapons. They are fearful of lawsuits, and I don't blame them. If something happens in the school, disregard it.

I believe I am taking more time than I should, Mr. Chairman, so I will conclude by saying that I feel we must relate the instructional material to the economic conditions and needs of the industrial community.

Now to accomplish this we must review and revise our present programs particularly to meet the needs of students who cannot benefit from advanced education or who because of economic conditions will be unable to attend college. The schools should continue to intensify their effort to develop cooperation between the students and their communities; and in order to accomplish this, gentlemen, financial support will have to be available with the necessary personnel and equipment. Our communities must provide the schools and the courts with the treatment facilities required to meet the various needs of our children if they are to become relatively productive citizens.

Congressmen who are members of this very powerful and resourceful country, we must provide the motivation, the programs and the funds necessary to meet the continued problems of violence if our nation is to survive. I certainly commend you gentlemen. I know how busy you are, the problems that are overwhelming this country that you are trying to meet, but that you would find time in the interest and the dedication to try and resolve this problem so that the youngsters in Cleveland and certainly the whole Nation will get the opportunity to develop whatever God-given talents they have received and not become a statistic in the juvenile court and unfortunately later in the adult criminal system.

Gentlemen, your task is overwhelming. I certainly pray that you will be successful.

Thank you, Mr. Chairman.

[Prepared statement of Hon. John J. Toner follows.]

PREPARED STATEMENT OF JUDGE JOHN J. TONER

Mr. Chairman, Members of the Subcommittee on Elementary, Secondary and Vocational Education. I want to express my gratitude for the opportunity to appear before you to discuss the problems of safety and violence. The members of Congress are to be commended for your efforts to attempt to find the answers to these overwhelming problems that have plagued our schools and communities to an alarming degree.

I come before you as a Judge who has served in the juvenile justice system for fifteen years. I am presently the Administrative Judge of the Cuyahoga County Juvenile Court, the Chairman of the Ohio Youth Services Advisory Board, the father of seven children, a concerned, interested citizen, and a constituent of an Honorable member of your subcommittee, Ronald Mottl.

Although violence has to some extent always existed in our community and the nation, it appears to have reached crisis proportions. Our community, and every large urban area in our country, is plagued by person-to-person crimes that have instilled fear and trepidation into anyone attempting to walk on our streets. This situation is now found in our schools with both pupils and staff being the victims of physical aggression by a comparative handful of these violently-oriented individuals. The Cleveland Board of Education has been forced to hire over one hundred security guards to patrol the corridors of schools while classes are in session in an effort to protect life and limb and property at a cost in excess of one million dollars. Vandalism and night guards necessitate the expenditure of an additional three quarters of a million dollars, sums which are diverted from the educational process.

During the past year, the Cleveland Board of Education suspended forty students for carrying, and frequently using, guns, knives and other weapons. Two hundred sixty-four teachers were assaulted and there were countless thefts and assaults on other school personnel, as well as students. The filings in the Cuyahoga County Juvenile Court have risen forty percent in the past twenty-eight months. We are now seeing an increasing number of hostile, aggressive youngsters who have committed more serious acts of violence than in the 75 year history of our Court.

In 1974 the filings by the Public School Systems increased by nearly seventeen percent, from five hundred sixty-seven cases in 1973, to six hundred sixty-two cases. This does not truly represent all of the filings for vandalism and violent offenses, as the Cleveland and suburban police departments file individually, and teacher assaults are filed by the individuals involved. With the decline of the population in the city of Cleveland, the population in the suburbs has substantially increased and, with it, the incidents of violence and vandalism. Vandalism increased twenty-five percent in the school year just completed in contrast to that of the previous school year. The number of homicides committed by children under eighteen in Cuyahoga County in 1974 reached twenty-nine, many of these occurring in or around school property.

As noted above, the school systems in Cuyahoga County continue to expend increasing sums of money in an effort to maintain an educational climate. Youngsters appearing in our Court charged with crimes of violence attempt to justify their actions by claiming it is necessary to carry weapons for their own protection, and usually an examination of all of the facts seems to substantiate this contention. Regrettably, Cleveland has at least one homicide a day and in last Sunday's Plain Dealer we were given the title of "The Homicide Capital Of The Nation". In an effort to attempt to reduce this figure, Cleveland last week passed an ordinance outlawing small handguns.

I am sure that the members of this subcommittee are aware of the economic, social, and moral problems that exist in our nation. The continued erosion of the family unit, unemployment, overcrowded and inadequate housing, poverty, racial and religious discriminations, and the decline of influence of the church are only some of the conditions and forces that bear responsibility for our children pursuing illicit patterns of behavior that tend to develop hatred and hostility.

Ohio has a mandatory school age of eighteen, with some provisions for children to leave school at sixteen if they have a job. Without question, this law necessitates the presence of youngsters in our school system who are unable to achieve and are not receiving any preparation for future employment, but are continual behavior problems and greatly involved in the incidents of violence and vandalism in the school environment. In addition, they disturb the educational process of those who want and can benefit from it. Many of these youngsters now enrolled in school have no more reason to be in school than an atheist wearing a St. Christopher medal.

While the school systems attempt to provide courses that will prepare children for employment with various work-training projects, as well as courses in vocational training, they fall far short of meeting the individualized needs of the students. Children are still being trained for jobs that do not exist or the equipment or method used is outmoded. More importantly, age advancement of children who are deficient in various subjects, especially reading, is creating and compounding the existence of an individual who will early become frustrated and hostile by his continued failures. Truancy usually follows with increased time for acts of delinquency, too often taking the form of violence.

The citizens of this nation have looked to the Courts, particularly the Juvenile Court, for a solution to this problem. The state and local institutions, at this moment, are actually filled. Our Court, in addition, uses some thirty private schools to treat over two hundred fifty of our youngsters, and also has many individualized treatment programs, many of which are being provided by federal funds. In spite of this, the incidents of violence and vandalism continue to increase. An examination of the youngsters coming to our attention, in nearly all instances, indicates that they demonstrated serious problems at an early age, and although they may have been observed by school personnel, help was not forthcoming. These children appear to have been tolerated in the school system until such time as they and their problems were dumped in the Juvenile Court where a miraculous cure is expected.

I am aware of the limitations and failures of the Juvenile Courts. Perhaps we will finally see our federal government and our local communities provide us with the resources—the people and facilities and concern—necessary to permit us to realize our potential and to prevent the trend of sending youthful violators to the jungle of the adult criminal system; where we can finally provide for the needs of the child too long ignored by our communities and educational system. Our Court is currently suing the County Commissioners in an effort to secure funds needed to treat the children that are our responsibility, and who have the right to expect help. Most Courts do not have the finances to provide the programs needed to meet the problems of children brought before them.

The educators are perhaps the only social agency, particularly with the decline in church enrollment and attendance, that have contact with every child and his parents. If the resources were available, early detection of behavior problems could be observed and treatment instituted so that the potential destructive, hostile and aggressive youngster would not be developing to plague our educational facilities and our communities. Prevention should begin at an early age with an intensive school social work program immediately available to work with the acting out youth or the obviously passive youngster, and their parents.

I believe that Ohio has adequate statutes and ordinances to bring transgressors before the bar of justice, except for the possibility of enacting the unpopular legislation that would control weapons now readily available to both children and adults.

I previously mentioned that Cleveland passed an ordinance outlawing handguns. Most of our homicides and acts of violence involve quarrels and arguments among family members, friends and acquaintances, and often do not involve criminal design. To meet the problems of weapons in school, we need effective federal legislation to control weapons and at this time a committee of your colleagues are considering such legislation.

In speaking to P.T.A.'s and P.T.U.'s I find that parents are not desirous of involving themselves in the educational process. The parents must become involved in curtailing the disorder in our schools and neighborhoods that result in violence.

Some educators feel that the compulsory school attendance age should be reduced in an effort to meet this problem. If jobs were available, a paycheck would undoubtedly provide a child with a feeling of importance and usefulness and make him a constructive member of our community. Many of our youngsters enrolled in school do not participate in the educational process and are truants, with excessive time to perpetrate unlawful acts. I am aware that educators are not convinced that reducing the school age will of necessity solve the problem, particularly if jobs or alternative programs are not available.

If violence is to be curbed, then the basic problems of our society must be solved. This is a most imposing challenge. However, I have noticed that our children are given responsibility for making judgments in spite of their immaturity and impulsivity.

I heard one of the first long hair cases back in 1967. Un upholding the dress regulation of the Board of Education, it was my opinion that the Court does not have authority to control regulations, unless there was an abuse of discretion, and that the Court should not substitute its judgment for that of the Board of Education in a matter the Board is authorized by law to determine. I was quickly reversed, and now only eight years later, most all restraints on dress and hair have been held unconstitutional. The *Parens Patriae* Doctrine has been variously interpreted so that teachers are not only fearful of imposing any restrictions on the children, but fearful of a lawsuit if they attempt to discipline the children.

Are our children mature enough to decide whether or not they should attend school; or marry at age ten; or come home at night, if at all; or participate in sex with a consenting ten-year old? These are status offenses that may be eliminated from any sanction by any Court. Again, I trust that the needs of these immature children will be met by some agency and that their educational needs will be met. The new Juvenile Delinquency & Prevention Act tends to remove status offenses from the Juvenile Court. Perhaps our children today are better for the unlimited amount of violence, sex and crime that is the primary preoccupation of our society.

Our children have seen those in the highest positions in our government admit, or be convicted, of crimes. They have seen our biggest corporations admit to bribery and other criminal acts. They have seen their teachers defy and openly disobey the law and yet insist that their students obey the letter of the law. What poor images we have been to our children.

As an immediate solution to the problem of violence we, the Courts, the parents, the police, our whole community, must face our responsibilities and use every resource at our command to separate the violent child from the educational system and attempt to treat him. Unfortunately, we must increase security in and around schools at once to meet the immediate problems of violence.

We must relate the instructional material to the economic conditions and needs of the industrial community. To accomplish this, we must review and revise our present programs particularly to meet the needs of students who cannot benefit from advanced education, or who, because of economic conditions, will be

unable to attend college. The schools should continue to intensify their efforts to develop cooperation between the students and their communities. In order to accomplish this, financial support must be available for necessary personnel and equipment. Our communities must provide the schools and the Courts with the treatment facilities required to meet the various needs of our children if they are to become relatively productive citizens.

Congressmen, we are members of a powerful and resourceful country. We must provide the motivation, programs and funds necessary to meet the continued problems of violence if our nation is to survive. I commend you for your interest and dedication to the resolution of this problem, so that the youngsters in Cleveland and our nation can have the opportunity of developing their God-given talents and not be a statistic in our Juvenile Court, and later an inmate in a correctional institution. Your task is overwhelming. I pray that it will be successful.

Chairman PERKINS. Let me thank you very much for your testimony, Judge Toner.

Mr. Bell has to leave and he has asked that Dr. William Lucas testify next from the Los Angeles Unified School District.

Is that OK with you, Mr. Harris? Are you pressed for time? Do you have to leave?

Mr. HARRIS. I am pressed for time. I have a speaking engagement that I am supposed to meet at 1 o'clock.

Chairman PERKINS. Where is your speaking engagement?

Mr. HARRIS. It is at the NEA Building.

I will certainly yield.

Chairman PERKINS. Mr. Bell, you have to leave in how long?

Mr. BELL. I have to be at my office, Mr. Chairman, by 11:15.

Chairman PERKINS. Well, that will give Mr. Harris time.

Go ahead then.

Thank you very much, Mr. Harris.

We will accommodate Mr. Bell.

Mr. BELL. I would like to take this opportunity to introduce to the committee Dr. William Lucas, assistant superintendent, government relations, Los Angeles Unified School District.

Bill is a long-time friend of the committee and has been instrumental in formulating legislation of great interest and benefit to the schools of Los Angeles and those throughout the Nation.

Bill is recognized as an outstanding leader in the field of education and in the development of our fine school system in California, particularly Los Angeles.

It is a great pleasure to have Dr. Lucas with us today and to be able to hear his comments on this important issue.

**STATEMENT OF WILLIAM LUCAS, ASSISTANT SUPERINTENDENT,
GOVERNMENT RELATIONS, LOS ANGELES UNIFIED SCHOOL DISTRICT**

Dr. LUCAS. Thank you, Congressman Bell, for those kind remarks.

I appreciate the opportunity to appear before the committee this morning in order to provide information that may be helpful.

I have submitted my written statement for the record and in the interest of time will highlight some of the elements of it in order to provide emphasis.

My statement is organized into two sections, a description of the problem in our district and in a more positive sense a survey of the efforts of the Los Angeles Unified School District is making to pro-

vide solutions. The problem can be described in terms of its costs and in terms of the incidents involved.

First the human cost attributed to the problem is immeasurable. Although much of the criminal activity in our schools is perpetuated by outsiders, this fact does not lessen the impact on the school environment or the capability of maintaining an atmosphere in which learning can occur. Unless parents can send their children to school with some assurance of their safety, unless teachers can conduct educational activities without having to keep their classroom doors locked for the protection of themselves and their students, unless students can attend school free of the apprehension that destroys comprehension, then they have failed miserably in our national mission to educate each child for constructive, productive participation in our society.

Secondly the cost of education is intensified. When related to the economic conditions facing school districts, especially those specific large urban areas of our Nation such as New York, we are well aware of their budgetary complications currently.

In the Los Angeles Unified School District we are in the process of cutting \$41.4 million from our educational budget due primarily to an inflation factor that is in our newly reformed school finance bill. It does not recognize the extent to what inflation is costing our district.

Since 1968 the Los Angeles Unified School District has suffered property loss due to burglary in the amount exceeding \$11 million. This year's losses in that category will exceed \$3.5 million.

Three years ago we gave up our insurance program that would protect the taxpayer for this and we currently now are self-insured; it is a more economic situation that way. If we add such costs for security personnel and compensation to personnel for damaged property, the total impact will approximately be \$10 million this year.

The magnitude of the problem can also be described in terms of incidents reported. Criminal incidents involving out students have increased from 7,813 in the 1972-73 year to 10,041 in the 1973-74 year, an increase of over 20 percent in our particular district.

In 1973-74 there were 251 assaults on teachers, administrators and other personnel. In 1974-75, this year up until April 30, there have been 232.

Our statement further describes the problem in terms of examples of extreme traumatic instances such as murders committed on campus during school hours, nonfatal shootings on campus during school hours, rapings of teachers and school personnel, including an elementary teacher recently who was accosted by an assailant who held a knife at her throat and forced her to disrobe and proceeded to rape her in front of her second-grade class. So we have an overwhelming problem incidental to narcotics.

The balance of the statement attempts to describe the district's effort's to provide an array of solutions directed at solving this problem which is reaching an alarming proportion. Some of these programs and practices actually have indications of being promising.

We have employed security measures. We, too, have 300 security officers with 100 support personnel. We have the third largest police force in Los Angeles County exceeded only by the LAPD and the Los Angeles Sheriff's Office.

A moment on our security officers. They are trained as our county sheriffs are trained at the same academy. Their pay scale is the same as LAPD. They do carry arms. Their chief is also a precinct chief from our LAPD that is also now a school district employee.

We have been asked before how we select our security officers or how the local school selects our security officers. I think you would be interested in the process. A panel of security officers or a list, if you will, of security officers that are eligible are submitted to the school's student council. This student council, along with the administration, interviews the security officers. I should add parents. The students along with the administration and parents of that school community make a determination who will be their security officer. We think this is important. We would like to have our security officers as an augmentation of the educational program. In many schools they sit with the student council as an adviser.

We have an intrusion alarm system where in California we are subjected to a State law that says we will have all of our children out of our schools that were built before 1933, the earthquake, or they will be in buildings that have been built after 1933. Hence, we have invested millions of dollars in our physical facilities.

When we do build new plants or renovate a plant, we install an intrusion alarm. Our district has found that these systems are 90 percent effective. We have a personal alarm system that might be described as a pencil-like device whereby school personnel, in most cases teachers, can trigger the device and the central office or the security can locate where that teacher is momentarily for assistance.

Mr. BIAGGI (presiding). Excuse me for interrupting. I have a quorum at a Democratic caucus. My colleague, Mr. Quie, will take the chair.

I read your statement and I want to compliment you for the magnitude and the broad approach. The statistics and experiences are pretty much commonplace, they are consistent in most of the areas. The testimony has been consistent in this area.

What attracts my attention are two things. First, the intrusion alarm system where you address yourself to vandalism. Vandalism is a tremendous problem. There has been some cost of \$500 million which is more than we paid for textbooks in 1972 in this Nation, and you say that as a result of this intrusion alarm system you have had a reduction of vandalism by some 90 percent. That is exciting to me and I would like to listen to you but I must go. For the benefit of the committee, if you would submit a memorandum in connection with this type of system and your experience with it and make it as detailed as possible, because there is no doubt that this is an important area and must be addressed and apparently you have had some success.

Would you do the same thing for the personal alarm system? Now, you said something about pencils. Is that the one the teacher carries about?

Dr. LUCAS. Yes.

Mr. BIAGGI. Would you spell that out for us and your total experience with it. As I have testified earlier, there are funds being given by LEAA affecting certain security systems and we would like to have that information for the committee.

I want to thank you for your statements.

Mr. Quie will take over.

[Information referred to follows:]

LOS ANGELES CITY UNIFIED SCHOOL DISTRICT,
Los Angeles, Calif., June 30, 1975.

Hon. MARIO BIAGGI,
Member of Congress, 10th District, N.Y.,
House Post Office, Washington, D.C.

DEAR CONGRESSMAN BIAGGI: As a result of my testimony on Juvenile Delinquence on Wednesday, June 18, 1975 before the Subcommittee on Elementary, Secondary, and Vocational Education, Committee on Education and Labor, United States House of Representatives, you requested additional information concerning our Intrusion Alarm System and Personnel Alarm System.

At the present time, the Los Angeles Unified School District has installed intrusion alarm systems, either partial or total, at 175 locations. Of the 175 systems, 90 are defined as total systems which provide protection for 75% of a given site in the form of door switches which activate the system and motion detection equipment (radar) for classrooms, offices and halls.

Sites:	Estimated cost per site
Elementary schools (75)-----	\$12,000 to \$15,000.
Junior high schools (20)-----	\$25,000 to \$30,000.
High schools (31)-----	\$35,000 to \$50,000.
Child care centers (33)-----	\$2,000 to \$4,000.
Warehouses, administrative offices, etc (16)-----	\$1,500 to \$15,000.

In round figures, the cost per room is \$300 plus a \$1,000 telephone hook-up unit on each site.

Documentation maintained by our Security Section substantiates the fact that damage due to burglary, vandalism, arson, and other criminal activity on sites protected by a total system has been reduced by an average of 90%.

Intrusion alarm equipment is a standard item and can be obtained throughout the nation from any number of manufacturers of these systems.

In addition to the above expenditures, there are also the costs of central office equipment in the amount of \$28,000, telephone line charges, maintenance and upkeep, and field personnel to respond to alarms. There is no question that in our experience intrusion alarm systems are the most effective means of providing protection for the real property of the district.

We feel that the Personnel Alarm System currently being installed in six of our high schools under a federally funded grant at an approximate cost of \$700,000 offers potentially the same degree of success for the security of personnel as the intrusion alarm systems offer for property.

The Personnel Alarm System consists of a small transmitter similar to a wrist watch which can either be worn on the wrist or on a pendant around the neck or in a pocket by school staff members, which, when activated, transmits a signal to the central receiving station on each site which records the precise location of the incident. This system will not be in full operation until September, 1975 and therefore we have had no opportunity to conduct any kind of evaluation under actual operating conditions.

This system can be obtained from Kanare Security Systems, located in Santa Monica, California, and Compugard Security Systems in Pittsburg.

A similar system utilizing a pencil shaped transmitter, referred to as "Scan" is produced by a subsidiary of the Purolator Company at a comparable cost.

For additional information, I am also enclosing copies of materials which illustrate and describe the various types of equipment available for intrusion alarm and personal security systems.

I sincerely hope this information proves helpful.

Sincerely yours,

WILLIAM L. LUCAS.

Mr. QUIE [presiding]. Dr. Lucas, you may proceed.

Dr. LUCAS. Mr. Biaggi, before you do leave, you mentioned about the educator being on the horns of a dilemma whether to report cases or not. In California we have a State statute that says it is a misdemeanor for an administrator not to report an assault on a teacher, and we don't make enough money where we can pay that misdemeanor fine very often so we diligently report those incidents not only because of that but because of the moral obligation.

Mr. BIAGGI. I am glad you made that contribution in response to my suggestion. Obviously the statute was in order to deal with this particular dilemma, as we call it. We appreciate the response.

Do you find as a result of that statute that the educators are reporting crimes?

Dr. LUCAS. Yes, they do. And as you know, when that type of incident was perpetrated on a teacher, immediately the parents are there begging the administrator to work with this child, they will spank him or something like that. Of course now if you spank him it cost me \$200 and it is a way for the administrator to recognize it.

Mr. BIAGGI. Do they report the crimes committed on the students?

Dr. LUCAS. Yes.

Mr. BIAGGI. They report all crimes?

Dr. LUCAS. But that does not come under that particular statute.

Mr. BIAGGI. Are they compelled to report crimes on students?

Dr. LUCAS. Yes; administratively compelled.

Mr. BIAGGI. I think that should be helpful. Thank you very much.

Dr. LUCAS. Besides the security measure that we have installed, we have programs to reduce juvenile crime and delinquency and we believe that these have a greater potential significance than the allocation of personnel and mechanical devices.

In California to a large extent in our particular district we have continuation schools. These are schools within a school designed for those students that have irregular attendance habits. It offers individualized instruction generally on a contract basis between the individual student and teacher. At my last delving into this we had 8,000 10- and 17-year olds in this particular program. We have Project Furlough which is a dropout prevention program, it is guidance oriented and it required special legislation. I will go into that later.

We have a citywide city affairs council. These are student bodies that represent the particular schools, and their administrators' views. In Los Angeles we have 12 administrative areas. There is one student body representing the other student bodies present. They, in turn, elect one member who sits with our board of education every Monday with the full board meeting, and believe you me this student takes his toll in deliberations and debating that goes on every Monday and Thursday. His presence is very well known.

We have opportunity schools. These are special schools for attendant behavior problems again offering individualized instruction directed toward turning students back to the original program. It is not a terminal program. It is to get them equipped and readjusted to they can turn back to the regular program.

We have what we call the CARD program, concentrated approach to reduce delinquency. It is designed for students displaying maladaptive behavior. It provides opportunity rooms in several of our schools, rap rooms, special counselors, rumor control unit.

We also have Project Outreach which provides intensive social services to pupils in six elementary schools and their families designed to improve attendance behavior and increase parent participation.

Through community involvement we have school community advisory councils, not only in our title I schools but now mandated by the board in all schools. These councils, by the way, are composed of a majority of parents who are elected by parents within the school

community. They are there to advise the principal and the staff of the educational program on the needs of that school.

I think our legislative efforts in Sacramento and back here are of a hallmark nature.

I have mentioned Project Furlough. This was a piece of legislation that was sponsored by our particular school district and it provides for students that might drop out tomorrow a way out of his dilemma. He can come to a counselor on the school campus and indicate that he is going to leave school. The counselor can rap with him, asking such questions as "Where are you going to get a job?" "What are you going to say when your potential employer is going to ask you your status?" The counselor provides maybe a dilemma for that student getting him to think about his situation.

In Project Furlough this student can go out into the community with the assistance of that counselor then who will help him seek a job. The counselor is available to this student momentarily. The counselor keeps track of the student through weekly or biweekly visitations. At the end of his furlough—and that is on a contract basis, too; generally a half year, some of them are on it a year—they return for an assessment of their experiences. We found that many of them can actually receive credit toward their high school diploma for the experience that they have had in the so-called commercial world.

We sponsored legislation last year that provided an alternative to arresting students found absent from school without legitimate cause. Before this particular statute, if a student was spotted in the community during school hours without legitimate reason, mandated arrest was to be applied. This legislation will allow the police officer or attendance worker or a teacher or a parent even to counsel that student on the spot and assist him back to the school or some attendant centers we have around the area.

We have a general fund which we call reading, writing, and arithmetic money in Los Angeles.

We have support for a State proposed bill that would allow State apportionment for programs to expel students. Once a student is expelled in California, no longer can the school apportionment money be spent on him.

We have many divergent programs in mind that we would like to offer and work with a juvenile justice system for these particular students through the school apportionment program.

On the national level, we were pleased to be part of the effort that led to the Safe School Study Act, which subsequently was incorporated into H.R. 69. Currently, we are working with the National Center for Education Statistics and anticipate similar involvement with the National Institute for Education in an effort to compile the data necessary to help to define for Congress the dimension of the prevalent problem of juvenile crime, and to identify those programs which have proven to be effective in the amelioration of a situation which is so destructive of the human potential of our youth.

The Los Angeles Unified School District looks forward to working cooperatively with our Representatives in Congress in the development of constructive programs to help stem the tide of violence and vandalism in our schools, and assure more constructive, self-fulfilling futures for the youth of this Nation through our efforts.

There are excellent Representatives on the committee, Congressman Bell and Congressman Hawkins.

Thank you.

[Prepared statement of Dr. William J. Lucas follows:]

PREPARED STATEMENT OF DR. WILLIAM L. LUCAS, ASSISTANT SUPERINTENDENT,
GOVERNMENT RELATIONS, LOS ANGELES UNIFIED SCHOOL DISTRICT

Mr. Chairman, members of the committee, I appreciate the opportunity to appear before the committee today on behalf of the Los Angeles Unified School District to provide some information for your consideration as you deliberate the issue of violence in the schools of this nation. I shall attempt to describe the problem as we perceive it in Los Angeles, and to share with you some of the efforts being made in this district to restore a climate conducive to the educational process.

THE PROBLEM

Almost daily, the metropolitan newspapers bear witness to the escalation of crime and violence in the urban areas of the United States. The situation is particularly acute where conditions of poverty, transiency, high unemployment and substandard housing exist. Since an alarming proportion of the crime is perpetrated by youth, the schools, as would be expected, are frequently a focal point for anti-social and criminal behavior. In many of our inner-city schools, the problem has grown in magnitude to such an extent that the ability to provide or acquire an education is severely jeopardized.

At a recent conference of the Council of Great City Schools, which has representation from all of the largest school districts in this nation, the subject of crime on campus was a priority item on the agenda.

Although much of the criminal activity in our schools is perpetrated by outsiders, this fact does not lessen the impact on the school environment or the capability of maintaining an atmosphere in which learning can occur. Unless parents can send their children to school with some assurance of their safety, unless teachers can conduct educational activities without having to keep classroom doors locked for the protection of themselves and their students, unless students can attend school free of the apprehension that destroys comprehension, then we have failed miserably in our national mission to educate each child for constructive, productive participation in our society.

At a time when school districts throughout the country, and particularly those encompassing large urban areas, are suffering the impact of inadequate and inequitable funding, it is unconscionable that any of these scarce resources should have to be diverted to the consequences of vandalism, arson and burglary. Yet, since 1968, the Los Angeles City Schools have suffered property loss and damage from such causes in an amount exceeding \$11 million. We anticipate that this year's losses in these categories will exceed \$3.5 million. If we add such costs as those for security personnel, intrusion alarms and compensation to employees for damaged property, the total impact of crime and violence in the Los Angeles City Schools during this year will be approximately \$10 million. Let me note that our Security Section, comprised of 300 peace officers, constitutes the third largest police force in Los Angeles County, exceeded only by the Los Angeles Police Department and the Los Angeles County Sheriff's Department.

The total reported criminal incidents involving our students increased from 7,813 in 1972-73 to 10,041 in 1973-74, an increase of over 20%. There was a similar material increase in the incidence of crimes committed by students against other students, teachers and security agents in the 1973-74 school year as compared to previous years. In 1973-74, a total of 251 assaults were committed against teachers, administrators and other school staff. Assaults on security agents totaled 108, while assaults by students against students total 517. During this school year, 1974-75, from July 1, 1974 to April 30, 1975, we recorded 232 assaults against school employees, including teachers and administrators, 338 assaults against students, and 60 assaults against security agents.

As a result of the Los Angeles Unified School District's firm policy that does not tolerate possession of firearms or other deadly weapons on campus, the number of total expulsions of students this year will be the highest in the School District's history. Last year, 1973-74, we expelled a total of 222 students, 76 of which were for the possession of guns, three times the previous year's amount. To date this year, we have expelled 194 students, and 92 cases are still pending final action.

Keeping in mind the fact that the area of the Los Angeles Unified School District is more than 50% greater than that of the city of Los Angeles, the Los Angeles Police Department cites the following statistics relative to juvenile crime in the city itself:

Last year some 35,000 juveniles were arrested, of 12,000 were for serious offenses including homicides, robberies, and aggravated assaults.

Juvenile arrests made up 35% of all arrests in the city of Los Angeles.

Juvenile arrests for possession of deadly weapons increased 51% in 1972, and an additional 84% in 1973, when over 1,000 juveniles were arrested for possession of deadly weapons.

In the past 10 years juvenile arrests have increased by 200%.

Gang activities

The dramatic upsurge of violent juvenile gang activity in Los Angeles has generated serious concern on the part of the community, law enforcement agencies, and those institutions which are engaged in youth welfare programs. Gang activity, particularly violent gang activity, is not a new phenomenon to Los Angeles, but it has escalated to a degree not previously experienced and some of its contemporary manifestations are much more serious than in the past. As an example, we cite the high incidence of shootings on or near school campuses.

In the past, gang activity surfaced in a given geographic area, but presently, practically the entire city is feeling the effects of this antisocial behavior. In the 1940's solid gang structures existed primarily in the eastside communities, and these gangs were especially active during the late 1950's and early 1960's. Some of the gangs now operating in south and southeast Los Angeles have been in existence for many years, but their activity had declined in the 1960's. In the last few years a few small, well organized and efficient gangs have appeared in north central Los Angeles, apparently offshoots of older, powerful gangs in San Francisco. After a decade of relative inactivity, gangs have resurfaced recently, with resultant outbreaks of violence.

It is believed that the larger number have formed recently and are responsible for a number of violent homicides.

There are a number of theories to explain the resurgence of violent gang activity in the 1970's. One generally accepted theory postulates that many ghetto or barrio youngsters who in the 50's or 60's would automatically join a violent gang became members of quasi-political militant groups, which no longer enjoy the status they once did. As a result, some youths have now chosen the street gangs as an alternative. This theory does not, however, explain why the violence and crimes committed by the new gangs have been directed primarily against their own ethnic groups.

There are other theories which suggest inadequate school adjustment, limited recreational programs and facilities, lack of job opportunities, low motivational levels, and lack of proper guidance, as factors contributing to the existence of gangs.

It is inevitable that gang activity would make a significant impact on schools, since most gang members are of school age. The school site provides a natural base for operations including recruitment, meetings for planning and information sharing, and criminal acts against peers. The effects of gangs on the educational process at the secondary school level are not quantitatively measurable, but it is reasonable to conclude that staff and students are intimidated severely by the presence and actions of gang members on and around campuses in some parts of the District.

With few exceptions, the ages of juvenile gang members presently active in Los Angeles range from 11 through 25 years. There are indications that elementary age children have formed sub-gangs of some of the larger gangs in south and southeastern Los Angeles. These are found at the elementary and junior high level with the primary gang operating at the senior high school level. Eastside gangs are composed primarily of juveniles, but often include a number of young adults.

A conservative estimate is that gangs are responsible for more than half of the vandalism in our schools. It would be a prudent guess that they are also greatly involved in the theft of school property. There have been instances where a school has received new equipment during the week, which was stolen a few days later.

Gang assaults and other activities have caused schools to cancel or change the date and location of athletic contests and other school-sponsored activities because of the possibility of confrontation by or against gang members.

Approximately 143 gangs have been identified as being currently active or subject to reactivation at any time, within the geographic area served by the Los Angeles Unified School District. Their antisocial activities include party crashing, gang fights, narcotics, thefts, murder, statutory and forceable rape, auto theft, burglary, assaults with a deadly weapon, stabbings, shootings, possession of weapons, purse snatching, extortion, forgery, car-stripping, and hostility toward law enforcement personnel. (See Exhibit No. 1 for names of gangs, areas in which they are located and estimated membership.)

Police officers knowledgeable about gang youth feel strongly that the crucial period relative to joining a gang is the junior high school age. They are convinced that if youngsters are able to resist the appeal of gangs at this point, they may be diverted into more acceptable activities. Some of our efforts in this regard will be described later.

Typical examples of campus violence

The following are some examples of the more extreme or traumatic incidents which have occurred during the past two years. The psychological impact upon the morale, attitudes, and anxieties of students, staff, and community is immeasurable. (See Exhibit No. 2, Activity Index, Report of Incidents by Type, Firearms Activity, and Knives and Other Weapons Activity for 1972-73 and 1973-74.)

In spite of the measures employed to maintain confidentiality regarding certain acts of violence, information does spread, as is evidenced by expressions of fears for one's physical wellbeing on the part of students, teachers, classified personnel, community aides, parents, and members of the immediate community.

Murders.—An eighteen-year-old student at Locke High School was shot to death while running on the track of the athletic field on January 22, 1974. The shots were fired by an assailant in an automobile outside the school grounds. The assailant, a gang member, was apprehended and detained for thirty days prior to his trial, was convicted of first degree murder and sent to the Youth Authority. He remained there from February to July, at which time he was sent to another camp. He was released in the middle of August after approximately six months of incarceration. Ironically, he was later shot and killed as a result of another gang-related altercation shortly after being released.

Members of a notorious youth gang entered the campus of Manual Arts High School on December 18, 1974, and fired two shots at students attending the school, one of whom died as a result of the gunshot wound. One of the assailants had been arrested four times for robbery, three times for burglary, once for grand theft, and for several misdemeanors. Another of the assailants had a record of seven previous arrests and the third had a record of six previous arrests. All suspects were members of the Harlem Crips Gang.

In March, 1975, a Cooper High School student was shot after leaving the school bus. An argument had taken place on the bus between the victim and another student while the bus was en route to Cooper High School. Upon leaving the bus, the assailant pulled a weapon from his pocket and shot the victim one time. The victim subsequently died of the gunshot wound.

A student at Kennedy High School died on March 18, 1975 from multiple gunshot wounds received on March 10, 1975. The victim, while working at a gas station, was approached by two males and two females who took money from him, forced him into a vehicle, transported him to a location not far from the gas station, pushed him from the vehicle, and shot him five times. The primary suspect, age 17, was a student at Sylmar High School. The accomplices were a school dropout, age 17, and two girls, age 15, enrolled at Northridge and Sun Valley Junior High Schools.

Other shootings.—Members of a youth gang fired a shot into a classroom which was occupied by students and a teacher. The suspects later opened fire on passing vehicles in which alleged members of another gang were riding, hitting one of the youths in the left shoulder. Other rounds were fired, hitting the ground in front of the intended victims and the fence behind them.

As a result of verbal confrontations between members of two youth gangs, the "Crips" and the "Park Boys," shots were fired in the Locke High School area. Juveniles in the vicinity were injured by gunfire.

Rapes.—A thirteen-year-old junior high school student was accosted on her way to school by a 25-30-year-old male who threatened her with a machete. She was taken to a freeway underpass and raped.

A 54-year-old female custodian was forceably raped in the faculty lounge in the building in which she was working, after she was grabbed by the neck and forced to disrobe.

A female bus driver employed by the District was accosted in her bus as she was waiting to pick up students. She was forced to indulge in oral copulation and subsequently raped by the assailant.

An elementary school teacher was accosted in the classroom by an assailant who held a knife to her throat and forced her to take her clothes off in front of the students and proceeded to rape the victim in front of the elementary school class.

A junior high school teacher was abducted from her car parked on the school campus prior to the beginning of the school day and was taken to a nearby apartment where she was molested, robbed, and subjected to rape. She was released and returned to school.

An elementary school teacher was accosted by an intruder into the bungalow in which she was conducting a class and taken at gun point from the classroom down a corridor to a nearby restroom where she was raped and all of her clothes, rings, and wrist watch were taken.

A youth Services Director was locking up the school at 3:30 p.m. when the suspect approached and asked to see a teacher. When informed that the teacher had left for the day, he asked to use the restroom. The victim accommodated him him by unlocking the men's restroom, whereupon she was subjected to lewd sex practices and raped.

Stabbings.—As a result of an altercation between students waiting in adjoining lunch lines in front of the cafeteria, two students received knife wounds inflicted by another student with a 2½" paring knife.

Two male junior high school student gang members were stabbed as a result of an altercation on the school grounds at Markham Junior High.

The school custodian at an elementary school, as a consequence of his request to unauthorized persons to leave the campus, was attacked, beaten up and stabbed in the back five times with an ice pick.

Narcotics.—In December of 1974, 11 Los Angeles Police undercover agents enrolled as students at 24 of our high schools for periods of one week to four weeks at each school. As a result of their work, over 200 students were identified as drug pushers—as sellers of narcotics. Although almost all of the arrested students were released almost immediately by the Probation Department, due process was pursued and approximately one-half of the students involved were subsequently expelled. In May of this year, four undercover agents were similarly involved in seven senior high schools, resulting in 33 arrests for similar reasons. (See exhibit No. 3 for an edited version of a typical weekly report from our Security Section.)

EFFORTS DIRECTED TOWARD SOLUTIONS

As stated above, these are examples of traumatic incidents which have been occurring at an accelerating rate within our schools. The impact upon students and staff morale is devastating.

Our school district is making monumental efforts to cope with this rising tide of juvenile violence and crime in and around our schools. The following practices and programs are among those which we have instituted to protect persons and property and to prevent juvenile crime.

Security measures

Security section.—Comprising some 300 peace officers and almost 100 support personnel, this section's principal daytime function is to assist school administrators in maintaining an educational atmosphere on school campuses. The nighttime program is primarily one of property protection. The total budget for this section is now \$6 million, including \$1 million for employee fringe benefits.

Intrusion alarm system.—In the past three years, \$3 million have been spent to install intrusion alarms on schools and district facilities. This program is highly successful in diminishing burglary, arson, and vandalism rates. The installation of intrusion alarms on any given site has the capability of reducing vandalism on that site by at least 90%.

If we had passed our 1974 bond proposal, we were prepared to invest an additional \$3 million in intrusion alarms. Failure of another capital outlay ballot measure last month further postpones expansion of this effective program.

Personal alarm system.—We received a federal grant for over \$600,000 to install personal alarm systems in six of our high schools located in high crime impact areas. This system is partially operational now and is expected to be completely operational by July 1, 1975.

Programs to reduce juvenile crime and delinquency

With severely limited resources, we have developed and instituted a number of constructive programs which are, we believe, of greater potential significance than the allocation of personnel and installation of mechanical devices to protect persons and property. These programs are designed to prevent or ameliorate the conditions which contribute to the incidence of criminal activity on our campuses, to help meet the needs of divergent youth and provide alternatives to behavior which is destructive of both self and others. Our district is conducting a number of promising programs, limited in scope by the lack of adequate funding, but not by lack of commitment or concern.

Continuation schools.—During the 1974-75 school year, 8,000 students were referred to our continuation education programs, which offer 16- and 17-year-old students who cannot otherwise function in regular high school an opportunity to continue their education by means of an individualized instruction program where they work at their own pace. The most frequent reason for referral is irregular attendance, a characteristic of the students most likely to be involved with violence and vandalism.

Working with a variety of public and private agencies to provide individualized instruction in a supportive and understanding atmosphere, our continuation schools have a better attendance record than the schools from which the pupils were referred. Students generally work under a "contract" method, and are encouraged to achieve their high school diplomas in this program, which is keeping young people off the street, in school, and pursuing positive goals.

Project furlough.—The primary goal of Project Furlough is to offer a program for dropout prevention that extends the educational program of the senior high school by providing a positive and profitable alternative educational experience to students who may need and/or desire to leave the regular school program and also to facilitate the subsequent return of these students to the regular school program. Permitted by legislation sponsored by the Los Angeles Unified School District, this is an experimental dropout prevention program for senior high school students who, because of a lack of motivation or economic necessity, have sporadic attendance, low academic achievement, or unacceptable adjustment to school. Selected students may be placed on a guidance-oriented, planned furlough program in order to maintain a student/school relationship, and the potential for graduation from high school. The full-time educational furlough may not exceed a period of one year, at which time, upon the student's return to school, the student's voluntary or paid experience shall be evaluated by a committee of the school district and credit toward graduation requirements shall be authorized for those experiences that are directly aligned with the school district's curriculum.

City-wide student affairs council.—Composed basically of student body presidents representing each of the twelve administrative areas in our school district, this council meets biweekly to discuss issues and projects with administrators, the Board of Education and others. With a representative as a nonvoting participant in our Board of Education meetings, the concerns of these school leaders are brought to the attention of the policymakers, program implementers and the community.

This council has provided input in the development of policy regarding suspensions and expulsion procedures, opportunity transfers, control of drug abuse on campus, handgun control, educational alternatives for expelled students, and related issues. It has also been responsible for the Student Coordinated Vandalism Reduction Project, which utilizes student leaders as student counselors to work with elementary pupils, security personnel, school staffs and the Police Department in a teacher-coordinated effort for which the students receive "community service" credits toward graduation.

Opportunity schools.—Special schools to meet the needs of pupils with severe attendance and/or behavior problems involve small classes and individualized instruction to permit sufficient improvement for return to the regular school program.

CARD (Concentrated approach to reduce delinquency).—The primary purpose of CARD is to provide a framework through which services to schools and additional personnel can be channeled. Aimed at students displaying chronically maladaptive behavior and those who are excessively withdrawn and non-involved are such programs as opportunity rooms, rap rooms, transition counselors, elementary counselors and rumor control.

Project outreach.—This program provides intensive social work services to pupils in six elementary schools and their families to improve school attendance and behavior, provide protective services and improve parent participation.

(In addition to this partial list of our diversion and delinquency prevention programs, many others are in the proposal stage, and could be implemented if funds were available.)

Community Involvement.—In addition to having established pacesetting community advisory councils in our federally-funded programs, our Board of Education has mandated the establishment of school-community advisory councils at every school in the district, with a majority of members to be parents elected to their council seats. Closer communication with and participation of parents and community members is intended, among other purposes, to help reduce the destructive, divergent activity prevalent in so many areas of our city.

Legislative efforts

Our school district has provided technical assistance and appeared before state legislative committee hearings on a myriad of bills relating to the juvenile justice system. Our cooperative efforts with the State Assembly Criminal Justice Committee have been particularly gratifying. In addition, we have been involved with specific items of legislation, such as the following:

Authorizing legislation for Project Furlough, described above, was successfully sponsored by our school district.

The Los Angeles Unified School District sponsored successful legislation last year to provide an alternative to arresting those students found absent from school without legitimate cause. Such students may now be picked up by law enforcement or school officials and returned to either their schools or their home in an effort considered more constructive than mere apprehension and exposure to the law enforcement process.

In this year's legislature, our district is sponsoring a bill which would permit the levy of an additional tax of 10¢ per \$100 assessed valuation, to be used for security purposes such as the installation of protective warning devices and intrusion alarms, and other measures for the protection of pupils, personnel and property.

Our district is supporting legislation to permit school districts to receive state apportionments for programs involving youngsters who have been expelled from the schools.

Cooperation with other governmental agencies

We are involved in constant communication and coordinated activity with the Juvenile Courts, the newly established School Attendance Review Boards, the Probation Department, California Youth Authority, Superior Courts, Municipal Courts, the City Attorney's Office, the District Attorney's Office, the Public Defender's Office, the Department of Alcoholic Beverage Control, the Police Department, the Police Commission, the Sheriff's Department, the Department of Public Social Services, the County Mental Health Department, the County Superintendent of Schools and the State Superintendent of Public Instruction.

On the national level, we were pleased to be part of the effort that led to the Safe School Study Act, which subsequently was incorporated into H.R. 69. Currently, we are working with the National Center for Educational Statistics and anticipate similar involvement with the National Institute for Education in an effort to compile the data necessary to help to define for Congress the dimension of the prevalent problem of juvenile crime, and to identify those programs which have proven to be effective in the amelioration of a situation which is so destructive of the human potential of our youth.

We look forward to working cooperatively with our representatives in Congress in the development of constructive programs to help stem the tide of violence and vandalism in our schools, and assure more constructive, self-fulfilling futures for the youth of this nation.

CONCLUSION

The fear of violence, both physical and psychological, is reflected in students' inability to concentrate on classroom activities due to apprehension and anxieties regarding incidents which have and may take place in the halls, on the campus, and to and from school.

Many teachers must work behind locked classroom doors for fear of intruders. They are intimidated by students in and out of the classroom. They risk molestation in buildings and in going to and from the parking lot. These constraints make it extremely difficult to get teachers to accept assignments to core-city schools.

Administrators are compelled to spend a disproportionate amount of their time "keeping the lid on" at the expense of the educational program.

It becomes evident that without intervention, the violence and vandalism taking place in our urban schools will continue to expand at a rate which can only be described as catastrophic.

Much of what we are doing today is in the form of quick and temporary repairing of the "dikes" which we have built out of necessity in our early efforts to stem the tide of rising youth delinquency.

Efforts in this area must be continued and even added to while additional and more long lasting approaches are developed and expanded.

There is a temptation to suggest that the "trouble maker" and the "non-interested student" should be permitted or forced to leave school rather than waste their time and the time of interested students. However, since no agency is prepared to take the responsibility for those released, the public schools are forced to develop a positive environment to promote self-worth, create enriching experiences, establish diagnostic techniques, offer comprehensive counseling and guidance services, provide individualized and remedial instruction, and furnish alternative programs.

The challenge we face is, essentially, that of providing meaningful educational programs to students who come from homes in which there is unemployment, a high rate of transiency, little or no outside support and additionally find themselves in an environmental milieu of gang violence, intimidation, extortion, narcotics, and intruders on school campuses. The wonder is that boys and girls are able to function with any degree of normalcy under these conditions.

Continued support for existing programs is imperative. We cannot allow the dikes which are holding back the tide to be eroded away because of our indifference or lack of information with respect to the critical nature of present conditions.

Support must be found to allow for the expansion of programs for divergent youth that have proven successful. Experimentation must continue with respect to the development of new programs or the escalation of youthful violence and destruction will reach proportions which this nation can ill afford.

GANGS AROUND SENIOR HIGH SCHOOLS

	<i>Size</i>
Belmont:	
Dogtown.....	30
Alpine.....	50
Temple Street.....	150-200
Diamonds.....	100-125
Westside 18th St.....	200-300
Frogtown.....	50-75
Clantons.....	150-200
Vikings.....	50
Lincoln:	
Dogtown.....	30
Clover.....	150
Cypress Park.....	75
Happy Valley.....	54
East 18th Street.....	400
Wilson:	
(few) Happy Valley.....	54
East 18th Street.....	400
Roosevelt:	
Primero Flats.....	100
Cuatro Flats.....	100
Varrío Nuevo.....	50
White Fence.....	45
East Side 3rd's.....	50
Hoyo Soto.....	30
Marshall:	
Frogtown.....	50-75
Rebels.....	50-75
Banning:	
Harbor City.....	150
Harpys.....	200-300
San Pedro:	
Wilma's.....	200

GANGS AROUND SENIOR HIGH SCHOOLS—Continued

	<i>Size</i>
Locke:	
Denver Lanes.....	30
Bounty Hunters.....	30
Figueroa Boys.....	?
Washington:	
Crips.....	400-1000
Park Boys.....	20
Fremont:	
Cripps.....	400-1000
Wallnuts.....	30
Jefferson:	
Pueblos.....	30
(few) Vikings.....	50
Jordan:	
Rat Pack.....	30
Bounty Hunters.....	30
4-5-6.....	20
Crenshaw:	
Van Brims.....	500
Exterminators.....	50
Manuel:	
Exterminators.....	50
Van Brims.....	500
Venice:	
Los Santos.....	70-100
Hollywood:	
Rebels.....	50-75
San Fernando:	
Brand Ford Park.....	75
Indickas.....	50
New Revivals.....	30
The Group.....	75
New Generation.....	50

ACTIVITY INDEX AND COMPARISON

Activity	1973-74	1972-73	1971-72
Cases reported and investigated.....	10,085	7,813	7,581
Cases cleared.....	3,025	2,646	2,156
Apprehensions.....	6,528	4,823	3,361
		1973-74	1972-73
Reported incidents by type:			
Robbery.....		410	314
Assault battery.....		893	558
Sex offenses.....		86	53
Burglary.....		4,185	3,881
Theft.....		1,776	970
Malicious mischief.....		1,275	943
Arson.....		113	122
All narcotics.....		745	518
Loitering trespass.....		602	454
Total		10,085	7,813
Firearms activity:			
Handgun in locker or vehicle on campus.....		6	2
Shotgun or rifle in locker or vehicle on campus.....		1	2
Handgun on person (on campus) concealed.....		64	42
Shotgun or rifle on person (concealed) on campus.....		24	6
Handgun displayed on campus (threatening).....		49	9
Shotgun or rifle on campus displayed (threatening).....		15	3
Firearm discharged on campus (no injury).....		6	1
Firearm discharged on campus (nonfatal injury).....		32	17
Firearm discharged on campus (fatal injury).....		1	0
Incident involving firearm(s) school related, occurred off campus.....		22	12
Total		220	94

ACTIVITY INDEX AND COMPARISON—Continued

	1973-74	1972-73
Knives and other weapons activity:		
Knife in locker or vehicle on campus.....	19	7
Other weapons in locker or vehicle on campus.....	2	2
Knife on person on campus (concealed).....	67	32
Other weapons on person (concealed) on campus.....	6	1
Knife displayed on campus (threatening).....	25	10
Other weapons displayed on campus (threatening).....	5	1
Assault with weapon on campus (no injury).....	19	5
Assault with weapon on campus (nonfatal injury).....	14	2
Assault with weapon on campus (fatal injury).....	0	0
Incident involving weapon(s) school related, occurred off campus.....	30	13
Total.....	187	73

SECURITY SECTION WEEKLY ACTIVITY REPORT—WEEK ENDING MAY 11, 1975

Significant activities

On 5/7/75, at approximately 0135 hours, in east Los Angeles, another gang-related shooting ended in the death of an innocent victim. The children of one family had been involved in a running feud with another group of teenagers in the area. On the above date, the three other teenagers involved came to the family's home firing into the house. The shots struck, fatally wounding the father. The three suspects have been taken into custody and were charged with murder.

On 5/1/75, at approximately 1925 hours, two east Los Angeles gangs were involved in a shootout in which a member of one gang was shot and wounded with a shotgun. On 5/5/75, at approximately 1250 hours, in retaliation, a gang fight broke out on the campus of an eastside school. This incident resulted in three teenagers being hospitalized and three other students being taken into custody by the Sheriff's Department. One high school student was stabbed in the stomach, and another was stabbed in the side. A student from another high school was struck in the head with a tire iron. As a result of this incident, additional agents were placed on campus, and extra patrol in the immediate vicinity was provided by our Security Section and the Sheriff's Department for the remainder of the week. Due to pressure from a segment of that community surrounding one of the high schools, the school administrator is suggesting that the Security personnel on campus take less than an active roll in future confrontations. A meeting has been requested with the school administrator on the subject of Security.

On 5/6/75, at approximately 1220 hours, in the immediate vicinity of a south central high school, two gang members were standing in a record shop when two cars occupied by members of another gang pulled to the curb. Two suspects exited one of the vehicles, walking into the record shop, where six rounds were fired from a 2" .38 caliber revolver. One bullet passed through the shirt collar of a high school student, grazing his neck.

The other intended victim was an "opportunity transfer" from one high school to another. One of the assailants is reported to be a student at a third high school. The investigation is continuing.

Gun incidents continue to plague a south central junior high school. On 5/9/75, one of the District's bus drivers observed a young male standing in front of the junior high school holding a shotgun. The student was subsequently identified as a seventh grader at the school. Subsequent investigation determined that he had given the weapon to two other boys, one a ninth grader at the school. The investigation is continuing.

On 5/9/75, at approximately 1300 hours, an "opportunity transfer" from one high school to another was observed crossing out the writing of a certain gang on a wall. He was subsequently challenged by a student from his school who is also a member. The second student struck the first, whereupon the latter pulled a sharpened screwdriver from his clothing. Due to verbal pressure from a group who had gathered he discarded the weapon and the fist fight resumed. During the course of the confrontation, as the first student began to lose the fight, he pulled another screwdriver, which he had secreted under his belt, and stabbed his opponent numerous times in the back area. He then fled the scene, and the victim was transported to the hospital for treatment. Investigation is continuing.

On 5/6/75, at approximately 1810 hours, a 25-year-old Senior Clerk-Typist at a junior high school was in the ceramics room of the school working on a project when she was accosted by a male, approximately 28 to 30 years of age, who at first was interested in her purse. However, he subsequently committed an act of rape upon the victim. In spite of the victim's screams for help, the act was consummated, and the suspect successfully fled the scene.

Subsequent investigation disclosed that the victim had previously been enrolled in a ceramics class given by an adult school at the junior high school campus. The class normally commenced at 1830 hours; however, the victim, having acquired a key to the classroom, entered the classroom early for the purpose of working on a project.

The Police Department is handling the criminal aspects of the investigation; however, the victim has elected not to meet with investigators of the Security Section to discuss the case further.

On 5/8/75, at approximately 0810 hours, a junior high school student, while walking through the alley at the rear of a building, was approached by an adult male who forced her into an apartment at that location and criminally assaulted her. The victim departed the scene after the suspect had left to go to the store. The police were summoned, and the suspect subsequently taken into custody. The investigation is continuing as there is some indication the suspect is known to the victim.

On 5/6/75, on a junior high school campus, six male students physically dragged a female student (age 13), onto the grass playing field behind the gym where attempts were made to disrobe her, and one of the suspects attempted an act of rape. All suspects have been taken into custody and the investigation is being handled by Venice Detectives. The subsequent investigation indicates that petitions have been filed on all six for child molesting. Five of the suspects have been given "opportunity transfers" from that junior high school, and the sixth suspended pending medical exclusion.

Problems and solutions

On 5/8/75, the Principal and Assistant Principal of a junior high school were threatened with a knife during a gang confrontation. Extra patrols have been added to this area to assist the Agent on campus. A known gang is involved. During that confrontation, Security personnel recovered numerous weapons from shrubbery on the campus. One of the weapons recovered was a mace-type weapon consisting of three-foot strands of chain attached to an eight-inch sap-type handle. The handle had a metal spike on each end.

On 5/6/75, two gangs joined forces and attacked four students. As a result, there were six parent conferences scheduled, and three suspensions and opportunity transfers. The administration has taken a strong stand to discourage such activity.

On 5/8/75, at approximately 1445 hours, during a sports event at a junior high school, a racial confrontation occurred wherein some of the students armed themselves with ball bats. As a result, there were two arrests made for assault with a deadly weapon, and two for disturbing the peace. The problem continues to grow in this area. To assist the administration, an Agent has been assigned on a temporary basis.

A gang involved in this confrontation is known to be spreading to other schools.

Mr. QUIE. I yield to Mr. Bell so that he may ask Dr. Lucas some questions. I will withhold my questions until Mr. Harris has completed his testimony.

Mr. BELL. Thank you, Mr. Chairman.

As you said, Dr. Lucas, Congressman Bingham from New York and myself first introduced this legislation. I think that we have all come to realize the extent of this problem—how great it is throughout the country and how difficult it will be to solve.

My first question is, does today's school curriculum have any relationship to violent juvenile crimes? For example, in our hearings we found that some of the crimes were actually stirred up by the curriculum itself. The curricula in so many of our schools are often too advanced in some cases, or uninteresting in others; consequently, students become frustrated. Such frustration often leads to malcontent and discipline problems. Do you find this to be true and if so, have you done anything about trying to correct this situation?

Dr. LUCAS. Yes, Congressman, I think there is a relationship. I don't know whether it is in the curriculum or maybe in methods of instruction. I perceive the learning process an instructive process in the same terms as I would the techniques used by the medical profession. I don't think that our techniques are uniformly applied to all patients. It depends on the needs of the particular patient or student in this case. Here I am directing my attention to individualized instruction. We would like to give more individualized instruction. We have to ascertain what type of instruction appeals to that particular student.

Then we get into the area of resources, mainly financial resources. Individualized instruction is expensive instruction. When we modulate our instruction or standardize it, it is the cheap way out and I think as a consequence as we do have students that are turned off because maybe the program is irrelevant to them—not the subject matter so much as the methods that are used to instruct them.

Mr. BELL. Could you in a thumbnail sketch tell us what you believe are the primary causes of school violence and vandalism?

Dr. LUCAS. I was interested in what the judge had to say about that, he is involved with it to a larger extent than I personally. Reports in our staff would indicate some of the same elements. It may be irrelevant curriculum or instructional procedures used as I indicated, the economic situation, crowded conditions, population that might be turned off with the establishment, people seeking peer attention. Then you get into your whole gang activity, people that are students that just can't relate to the school situation and it is just natural for them to seek some other social life, in this case antisocial life.

Mr. BELL. You mentioned, pursuant to a question from Mr. Biaggi, that you have been successful in curtailing vandalism and crime in the schools in Los Angeles. I believe you used a figure close to 90 percent.

Dr. LUCAS. Ninety percent.

Mr. BELL. What do you attribute that to? Are the new security programs helping to make this so? What do you attribute your success to?

Dr. LUCAS. It is just one segment of our security system and that is the intrusion alarm system that we have installed in our new buildings, and those buildings have been renovated under the field act. Here again we have 660 schools. Those buildings that have been renovated or are new ones we have installed this system. There are several approaches to this system or styles of the system. All of them, though, trigger our security system, either the mobile security system or the headquarters downtown security system. We can immediately tell if a school has been broken into and actually where in that school the persons are, and because we do have 300 security officers all out in the field mobilized it does not take them long to arrive on the site when there has been a break-in. Our police department also is plugged into this particular system.

Mr. BELL. This is mostly during the time when school is not in session?

Dr. LUCAS. That is right.

Mr. BELL. I see.

I am sure that you do have some disruption during school hours but, I assume you also have some kind of a system that tends to alleviate such problems.

Dr. LUCAS. I referred to the personal alarm system. That would be for the teacher that was assaulted similar to the one that I unfortunately had to describe. The district feels that the cost incident to that type of crime—because it is a crime when you disrupt the school—is more costly than the monetary costs of firing a bungalow or breaking a window because you disrupt the educational process, you disrupt that environment, you disrupt that moment of truth between teacher and student and that is what it is all about and you do not recapture that through an insurance program or self-insurance program; it is gone, the teacher has to start all over again.

Mr. BELL. Just one more question, Mr. Chairman.

Dr. LUCAS, if you had adequate funds to do the most you possibly could do to arrest the problem of crime in the schools, particularly in your area, what approach would you use to achieve this?

Dr. LUCAS. I would think that the board and the superintendent would decide that we will continue to assess those programs that we are now using to determine the most successful ones and if we receive financial resources, Federal or from the State, we would apply them to those particular programs to alleviate the general fund. All of this is coming out of the general fund now.

I referred to reading, writing, and arithmetic money. We would continue to seek and identify new programs. We would be working through the Council of Great City Schools with large school districts and lifeguards to see if we cannot identify programs that are successful in those areas. I think we would offer many more divergent programs different from the regular school type program—again individualized instruction, again a costly way of doing business in the schools.

Mr. BELL. I want to compliment you for a very excellent and enlightening statement.

Thank you again.

Dr. LUCAS. Thank you, Congressman, for your continued interest in this particular problem.

Mr. QUIE. Thank you, Mr. Bell.

Mr. LUCAS, if you will wait until Mr. Harris is finished, the rest of us will continue with you.

Mr. HARRIS, you may proceed now.

STATEMENT OF JAMES A. HARRIS, PRESIDENT, NATIONAL EDUCATION ASSOCIATION, WASHINGTON, D.C.

Mr. HARRIS. Congressman Quie, I have a statement which has been given to the committee. I realized you are pressed for time.

Mr. QUIE. If you would like to give the highlights of that statement, we will make it a part of the record.

Mr. HARRIS. I could. I was hoping I would get a chance to testify.

Mr. QUIE. You may give it all or summarize it. I will permit you to make the judgment.

Mr. HARRIS. The dilemma that I find myself in, Congressman, is this. I find so much of what has been given that I have real problems with this. I am of the opinion that our problem is far greater, not in

terms of the number of offenses but far greater in the number of students that are involved, et cetera, for us to talk about building other kinds of institutions and speeding up the court system. We are talking about one-fourth of all of our students, 23 percent of them dropping out, another large segment having tremendous problems that cause them to graduate as functional illiterates.

Mr. QUIE. You are using a 23 percent drop-out rate now. Is that a national figure?

Mr. HARRIS. That is a national figure. It is much higher in some specific instances. I think that when we talk about dealing with the person that commits a crime as a way of solving the problem, it is to overlook the fact that many children share the same frustrations that don't commit crimes and they become withdrawn, they stick it out to the bitter end, et cetera. I think we have to do some things that are much more fundamental and basic to what education is all about than the kinds of things I have heard from previous testimony, and I would hope that I had a chance to deal with some of the questioning that had preceded and respond to some of that. I think that, and I feel that the fact that individuals are not present, and that everybody is pushed for time, and this is a busy morning, et cetera, that I would like to come at a time when more people did have time and could be present.

Mr. QUIE. Mr. Harris, I don't blame you for feeling that way, but the Democrats have a caucus this morning. I understand, therefore, that none of them can be present. At another time, possibly some of us could not be present with you.

Would you be willing to continue and give us your reaction of the statements that have been said before and to some of the statements that have been made? I would then talk to the chairman and see if he could bring you back to talk to the other committee members who aren't here.

So little has been done. I talked to the U.S. Office of Education and NIE about what they have done on the school violence situation. It is a severe problem to the people in your association. So little has been expended in money, time, and energy for it that I think we are just beginning a national awareness of something that you have groped and grappled with for a long period of time. It is about time that we do address ourselves to it.

So I would be appreciative if you would proceed for the three of us here. Hopefully, others can come at another time if your schedule permits.

Mr. HARRIS. Well, I certainly will yield to your wishes with just this final comment. It bothers me that those Congressmen who were present earlier heard the other side of the story to the extent that they did without hearing from teachers, and there is no one else that you have scheduled that speaks for the majority of the teachers in this country—in fact, I would say there is no one else that you could schedule that speaks for the majority of the teachers in this country. I would hope that they had an opportunity to hear both sides of the story.

There is no point in my going through statistics and attempting to establish the magnitude of the problem because certainly we are all very much aware.

I would underline one or two things that were said earlier. I don't think we have any notion really to the extent that the problem exists or the grade level at which it starts. I know of a case that happened right here in the district this past week where a fourth grade student threatened to murder one of his fellow classmates and attempted to do so and left the child with a side of his face completely cut open. This child lost the hearing in one ear and very, very nearly lost his life. This is a fourth grade student.

When we talk about reducing age requirements for schooling and this kind of thing as an approach, I insist that that is totally unrealistic, that we have got to have the kind of undergirding of the entire school system that will make us take another look at what it is we are all about and what our means are for meeting the needs of students and not just when they commit a crime but long before that type of thing is necessary.

I have problems with the idea of elaborate programs just to get kids back into what it was that they walked away from because I feel that the problems are there. If we were failing to the extent that we are with anything else that we do in this Nation, in which we were failing one-fourth of the time—if one-fourth of the highways were buckling or one-fourth of the buildings were falling in, or one-fourth of the food on the store shelves was decaying, we would consider it a national emergency. We are failing one-fourth of the students of this country.

When we talk about the court system being speeded up or getting some place to get groups of them out of school or providing teachers with these emergency kinds of things, that is to avoid getting at the basic solution to it. I recognize the fact that all of these things are emergency and they are necessary at the moment, whatever we found necessary in providing police in the halls and alarm systems for teachers and dealing with people that have really committed major crimes that the court recognizes must be dealt with and so on. But if that then focuses attention away from the fact that we are doing very drastic things right today that will make us even less capable of meeting the needs of students, then it seems to me this is to miss the point.

We have frustrated teachers that know that they are not adequately meeting the needs of kids, they could do better. We have frustrated the schools that realize that there are services that are pinpointed as necessary in very early grades. We have all types of neglected schools surrounded by excellent schools and excellent schools surrounded by schools that have been neglected.

When we talk about one-fourth of the kids' needs being met, we have areas where 60 and 80 percent of the children are dropping out of school consistently with the migrant children—80 percent of them are lost and were the children of first American parents and many of the children with bilingual problems and so forth. We have lost 60 percent of them. In fact, some of them kind of do society a favor by walking away from the school rather than venting their frustrations and so forth that make up some of the statistics that we are talking about.

So I think that the problem as has been hinted at is greater than what we are talking about. I am not terribly impressed with elaborate systems to gather more statistics. It is true that we don't know the full extent of the problem and we can gather more statistics and we say

more accurately that rather than 200,000 cases of a particular incident there may have been 357,000 cases of it or something like that and feel that that is more accurate, but I feel that we are wasting time if we don't provide the kinds of funds, the support, the kinds of things that will increase our capabilities to deal with students on an individual basis. I worked in an inner-city school that had some very serious problems where we decided to see what we could do about it and we put together a team effort that was composed of the police department, the parents in the community, the students themselves, the teachers and other people, business people that felt that they had a part of the answer, and certainly everyone does have a part.

By the way, I think it is sort of a foolish game to start deciding who to blame. It is very easy for the police department to say the schools are not doing something and for the judge to say that somebody else is not doing what should happen, and we would pick out some instances of people not really performing their job as we feel that they should be, but I think that rather than that we ought to be looking at what each has to offer and pull together in some team work kinds of effort.

We did this in the particular community school that I am referring to and the one that I am on leave of currently has experienced one drop out in the last 4 years since putting together a program. It was necessary that we get additional funds and we got it from the business community because we felt any other process was going to be far too slow.

Mr. QUIE. Mr. Harris, let me just interrupt. I think Mr. Goodling wants to ask a question.

Would you prefer to finish what you are saying, or do you mind if a person interrupts you and asks you to elaborate further. Would the latter be acceptable?

Mr. HARRIS. Yes, that would be fine.

Mr. QUIE. I would say that to my colleagues. If you want to interrupt Mr. Harris at any time during his comments, I think it would be more profitable if, at that time, you would ask a question.

Mr. GOODLING. I did have another meeting and I did want to ask Mr. Harris a question on the topic of safety and violence in our schools. Now, could you very specifically—bang, bang, bang—1, 2, 3, 4, 5—tell me what you think the role of the Congress of the United States should be in dealing with this particular topic, some very specific things that you think that the Congress should be doing?

Mr. HARRIS. No. 1, I think Congress could play a part in helping us as a Nation have a commitment to our schools in general. I don't think we have ever had a commitment to provide the top quality education for all young people. I think we have been selective in this. I think that the Federal Government—

Mr. GOODLING. May I interrupt just a minute? Are you saying that the Congress has not had this commitment? Now, I have only been here 6 months but I noticed in those 6 months the Congress seems to be zeroing in on handicapped and emotionally disturbed children, et cetera. Are you saying the Congress or the Nation has not had that kind of commitment?

Mr. HARRIS. I think that I have not seen evidence from any one who has anything to do with education the types of activities that would suggest that we have that full commitment. To provide a top

quality education for all young people in this Nation. When we would elaborate a little bit, I think that is when the war ended. Recently we had a group of people come to this country and we realized that we had to do some emergency things. They had some immediate needs so right away we appropriated money and said what can we do to see that they can move into society and take their rightful place.

I have no criticism of that because we should have done that as a Nation, but I suggest we have large hordes of people whose needs have not been met for many years—some of them are Indians on reservations, some of them are migrant children in the field with their parents, some of them are children in inner-city areas, some of them are in the hills of Appalachia, and so forth, where we have never demonstrated the same kind of urgency about their needs.

I would suggest that the Congress with the kinds of appropriations that they make, et cetera, could bring this about. As you say, there is more of a response recently—

Mr. GOODLING. I was going to say don't you think their batting average has been better, say, in the last 10 years?

Mr. HARRIS. But when we can traditionally say like an 8-percent unemployment rate which definitely has to do with what the schools are all about and what is available in the community, et cetera, that is the kind of thing that we consider intolerable for the Nation and yet we know that those people have lived with consistently 60 percent unemployment and we will veto legislation that would provide some kind of assistance to them and fail to override a veto that would allow the Congress to act if the President didn't and that kind of thing. That is what I interpret as a lack of real commitment for the concerns of all people, all children in a nation as we do have for some.

In addition to this kind of thing, I think that there has to be, as was mentioned earlier, the kind of general aid grants that would provide education the kind of funds that would let us reduce class sizes, hire additional teachers, make facilities what they ought to be. We still have people teaching in schools that were constructed before the 1920's. We found one group of buildings in this country that are still being used as schools that were condemned as uninhabitable in 1926, and in places like that we still have schools being closed and teachers being fired and programs being eliminated which means those schools are less able to meet the problem of meeting the students rather than the fact that some kids are just bad and want to do bad regardless of what you do for them.

I recognize the fact that I am an inner-city ghetto product and once upon a time way back somebody decided that I was going to get better than the kind of chance that ordinarily would have been available to me, and as a result—to pinpoint this—I was the first person in my family to ever think about going to college and as a result everybody since then—my brothers and sisters who were working on other jobs—quit their jobs and went back to school and are now involved in some kind of professional job. My sons, one is a college graduate and one is entered in the University of Colorado, their highest student 2 years ago. College is a way of life now. There was enough money provided that we could break the pattern that was in existence. I suggest that we have to get into the schools with the kinds of funds that will allow us to break the patterns that currently exist.

I had a chance to be in Pennsylvania recently where they are anticipating firing a thousand of their higher education teachers this fall. Thirty percent of the students in their higher education program are the first students in a family to go to college, and to fire a thousand teachers means that they are going to lose a large number of these students.

I suggest that this is very short-sighted and the Federal Government could play a role if the kinds of general aid grants were provided that would allow States and locals to have the money to do what they should and to keep from draining off more money for alarm systems and security officers and the other kinds of emergency things that we are taking money away from the regular school program.

Mr. GOODLING. May I carry it one step further now?

Mr. HARRIS. Surely.

Mr. GOODLING. A lot of the testimony that I have heard would indicate that a large part in fact of the violence, et cetera, is happening from without; in other words, not involved with the school system. Now, again we have to look at it then from the other angle. What do we do about that problem?

Mr. HARRIS. I think that we have to begin to take a long-term view and decide why that child is without; and if we reduce the age requirement as was suggested by the first person giving testimony, there will be even more without. To do what he suggested has been predicted would push an additional 2 billion improperly young people on the job market vying for jobs and we would have to add additional officers in the schools in order to keep them out which would take more money away from the regular program, et cetera.

I think that we have got to start providing kindergarten. One-third of our States fail to provide public kindergarten for our children. We have to provide early education. We have to restore many of the programs that have been cut out. We have to add programs in places that have never been added. We found that with some students in the school where I was working we had to reduce the class size to four for a maximum class size with a teacher and an aide in order to take these junior high students that as yet never learned to read to break this pattern with them; and if we did, we realize that they were headed for the same kind of failure that many other students were.

Mr. GOODLING. Would you also agree that in school systems you can do that type thing but you could also in some instances have 40 in the class and a single teacher?

Mr. HARRIS. No question about that.

Mr. GOODLING. In other words, we have to make sure that we don't get to the point either in negotiations or anything else where it becomes a hard and fast rule because in many instances we should not have more than four but in other instances we could have 40 in the classroom.

Mr. HARRIS. In terms of research in this area it has been demonstrated that the most optimum class size is 15, that up to 23 there is very little decrease in learning that would take place but after 25 there is an immediate drop off.

Mr. GOODLING. Isn't there also an age involved here? For instance, kindergarten, first, second, third grade particularly as far as reduced

size is concerned, but isn't there a difference as the youngster gets older?

Mr. HARRIS. There is a difference as the youngster gets older but many times it is not that the older he gets the more people you can crowd together.

Mr. GOODLING. Depending on the makeup of the class. I am only saying it can be any age and you may only be able to handle four but there could be a certain age in the makeup of the class where you could handle 40 rather efficiently is what I am saying.

Mr. HARRIS. We have never found class sizes of 40, though we recognize that they do exist, not as being ideal for much of anything, not even taking them on a field trip or letting them out for recess. If you take that many out and they are undersupervised, you are opening up for some trouble.

I brought a group of students here to Washington, I had 1 chaperon for every 4 students and I found that to be a better working group than if I had brought the 40 alone. I was not really trying to teach them anything. They had been instructed ahead of time all they had to do was observe.

Mr. GOODLING. Let me make one other observation. If you had your druthers and you had only so much money, would you not rather try to work where you needed 1 on 1 or 2 on 1 and 3 on 1; and if you had to go 40 to 1, would you not rather do that than give up the possibility of helping those who need the most help because you stuck pretty closely to a rigid 18 in the class or 10 in the class or whatever that number?

Mr. HARRIS. If I had my druthers, what I would druther is that we had the kind of commitment to providing a top quality education for all young people so that we can break some of these negative trends that are taking place. We are increasing welfare rolls, we are increasing crime rates, we are doing less for kids, et cetera.

I consider it the kind of emergency that we would have if we were losing that percent of our young people on a battlefield some place and would decide that we needed to do what was necessary in order to stop it. I think that we can stop it and we can get those young people into the condition to where they are wage earners and taxpayers and contributors. I don't think that this Nation is so poor or in so much trouble that it cannot do for its young people the same kinds of things that we could do in Vietnam or for the Vietnamese or someone else.

Mr. GOODLING. I agree with your comments. My whole philosophy has been to break the cycle. However, I think we are also realistic to realize that certain teachers could have one on one and it would be a terrible experience for the youngster. You know, I think you will admit that is true and I have to admit that is true.

Mr. HARRIS. If what you are suggesting is that we have some teachers that should not be teaching, we have no problem.

Mr. GOODLING. That is what I am suggesting.

Mr. HARRIS. We don't hire them and we don't fire them. We only take the blame for what somebody else has done.

Mr. GOODLING. You get the blame for keeping them.

Mr. HARRIS. Yes.

Mr. QUIE. Mr. Harris, do you want to proceed with what you had to say?

Mr. HARRIS. Why don't I read my concluding statement here.

Mr. QUIE. All right.

Mr. HARRIS. What is necessary is a complete reassessment of our national educational goals and values, and a redirection of our national resources to insure that no child will receive an inferior education because of his or her race, ethnic group, language, economic status, religion, or cultural background. It is necessary that we remember that the fundamental purpose of the schools is to increase educational opportunity rather than to restrict it. New efforts are necessary.

Six billion dollars was mentioned. Measured by input and output these losses to the economy far exceed the estimated \$40 billion needed to provide a high school education for that group of men. Therefore, to encourage budget cutting as a means of combating inflation is to trade off a prolonged economic disequilibrium in society for an illusory short-term economic advantage. Therefore, we strongly encourage a substantial increase in the level of Federal funds to meet the unmet needs of the Nation's youngsters.

As one step toward the elimination of violence in the schools we support the proposed Federal Handgun Control Act. The handgun is too easily obtained, too easily concealed, and too easily used to kill. Passage of effective legislation is imperative. Too many schools across the Nation are paralyzed by fear and conflict. It is virtually impossible for teachers to teach and for students to learn in an atmosphere where one's safety is compromised.

National efforts to eliminate educational neglect must recognize that it should be not only compulsory for children school, but compulsory for schools to attend children. Too many schools attempt to mold children to fit the institution rather than adapt to their needs. Instead of excluding children from the schools, school boards and the State officials should have a mandatory responsibility to provide a free appropriate education for every child in this country.

Students who commit crimes and other violent actions should be provided programs designed to keep these students in an educational environment. The programs should attempt to help these students identify their goals through counseling, individualized instruction and field-based experiences. A variety of learning options both in the school and in the community should be offered. Students who find school to be a place where they can grow and receive encouragement and guidance are less likely to commit acts of vandalism and violence, and are more likely to become responsible and productive members of society.

Federal support should be made available to train teachers in new approaches toward school disruption, discipline, students' involvement, and especially human behavior and crosscultural education. Such support could come in the form of the National Defense Education Act, which offered subsidies to selected teachers for advanced study in areas determined to be in the national interest. This Nation has no greater national interest than our children, and I ask for your support to help our Nation's teachers to do their job even better.

The NEA obviously has many concerns over the incidence of violence in the schools. We stand ready to join in a national effort

with the U.S. Congress to eliminate violence and disruption in the schools through positive approaches which will help every child obtain the best kind of education that he or she needs and deserves.

And in finishing, Mr. Quie, and other members of the panel, I would like to point out that I know you have at least one other education leader that will speak to you and we disagree in our approach to solving the problem because he, as was pointed out by the gentleman earlier, will advocate speeding up the court system, building places to put youngsters, and he may even advocate reducing the minimum age requirement.

I would simply point out to you that exclusively he speaks for approximately 200,000 teachers and that I speak for approximately 1,700,000 and I would like for you to keep that in mind as you hear his testimony.

[Prepared statement of James A. Harris follows:]

PREPARED STATEMENT OF JAMES A. HARRIS, PRESIDENT, NATIONAL EDUCATION ASSOCIATION, ON SAFETY AND VIOLENCE IN THE NATION'S SCHOOLS

Mr. Chairman and members of the Subcommittee, I am James A. Harris, President of the National Education Association. NEA represents nearly 1.7 million teacher-members in all states and school districts throughout the nation.

We commend this Subcommittee for holding these hearings. School violence and vandalism are matters of increasing concern to our members, and we welcome this opportunity to discuss this problem with you.

Information available to the National Education Association indicates a greater public awareness and concern about school violence and disruption than at any time during the past several years. Incidents of physical assault have increased dramatically; vandalism and destruction of property are even more awesome; and many schools are required to tax already strained resources to meet exorbitant costs of school insurance.

The term school security is relatively new, because until recently it has been assumed that the schools provided a safe educational environment for the students. Now, the problem is serious and school security has grown to include not only protection of students, but also protection of all school personnel, facilities, and equipment. Prevention of deliberate, as opposed to accidental, injuries and losses is the primary consideration in school security.

Many schools are not safe for students and teachers. This is true of both urban and suburban schools and is perhaps somewhat less true in rural schools. It is impossible to accurately determine the extent of crime in American schools today, and attempts by the federal government to compile such statistics have been hindered by the failure of school systems and state boards of education to record instances of criminal activity. Some teachers have not reported violent incidents in their classrooms, and some principals do not report the events because they feel it may reflect on their competence. Also, news media coverage of the event may lead to a panic reaction of parents and pupils.

The primary function of an educational system is to provide quality education. However, to carry out this function the safety and security of students, personnel, facilities, and equipment should be guaranteed.

They are not being guaranteed as evidenced by the statistics being compiled and the grim stories related through the news media each day.

Moreover, the statistics gathered by the Senate Subcommittee on Juvenile Delinquency indicate that violence in our schools affects every section of the nation and, in fact, continues to escalate to even more serious levels. Not only has school crime increased, but the nature of the crime has changed, becoming increasingly vicious. A preliminary survey by the Senate Subcommittee found that in the three years between 1970 and 1973:

1. homicides increased by 18.5 percent;
2. rapes and attempted rapes increased by 40.1 percent;
3. robberies increased by 36.7 percent;
4. assaults on students increased by 85.3;
5. assaults on teachers increased by 77.4 percent;
6. burglaries of school buildings increased by 11.8 percent;

7. drug and alcohol offenses on school property increased by 37.5 percent;
 8. dropouts increased by 11.7 percent; and
 9. weapons (knives, clubs, pistols, and sawed-off shotguns) confiscated by school authorities had risen by 54.5 percent.

Studies and projections by the National Association of School Security Directors indicate that in 1974 the fiscal losses due to school violence and vandalism turned sharply upwards from the \$500,000,000 level, soaring to \$594,100,000.

Burglary accounts for \$243 million of this. Fire loss is now estimated at \$109 million as opposed to \$99 million in 1973. Vandalism is \$102.1 million (or more) and other related offenses \$40 million.

1974 offenses are estimated at 12,000 armed robberies, 4,000 aggravated assaults, 9,000 forcible rapes, and 270,000 burglaries.

The primary cause of the destruction of school equipment and buildings is vandalism, which is defined generally as the malicious and deliberate destruction or defacement of property so as to render it unusable.

Another form of criminal activity affecting schools is theft. With the recent acquisition of expensive portable equipment, such as electric typewriters, movie projectors, television equipment, and tape recorders, schools have become an attractive target for burglars.

As a result of these destructive activities, insurance premiums have reached astronomical levels, and many policies are being cancelled or flatly rejected irrespective of whether the particular school district has experienced vandalism or burglaries. Some insurance companies believe it is simply too great a risk to insure schools today.

STUDENT VIOLENCE AGAINST TEACHERS

In a recent 1975 nationwide opinion poll of public school teachers, NEA Research asked this question: "Have you as a teacher been physically attacked or have you had your personal property maliciously damaged by a student this school year?" Two and four-tenths percent of the sample reported that they had been physically attacked. In other words, from the opening of school in September 1974 to early February 1975, when the questionnaire was sent to the teachers (half the school year), about 40,800 had been physically attacked by students. No doubt some of these teachers required medical attention and lost time away from school for recuperation.

In the past decade, there has been a significant increase in the number of injuries to teachers. While in previous years most teacher injuries were the result of accidents such as falling on staircases or improperly lifting heavy objects, today many are due to assaults, rapes, and other kinds of physical attacks. As a protective measure, many teacher organizations are negotiating security clauses into their collective bargaining agreements.

Student violence against teachers also is exhibited in malicious damage to teachers' personal property. In 1975 10.5 percent of the teachers, about 178,500, had their personal property maliciously damaged by students. Repair and replacement of damaged property mean out-of-pocket expenses for teachers, but no studies of the actual costs have been made.

STUDENT VIOLENCE AGAINST OTHER STUDENTS

This type of violence covers assaults and intimidation, stealing, damaging or destroying other students' personal property, and riots. In 1975 NEA Research asked teachers in the opinion poll if student violence was a problem in their schools: 22.4 percent replied affirmatively, 3.7 percent reporting that it was a major problem. Teachers offered the following suggestions as solutions to the problem of violence in this poll:

1. support of parents, 20.2 percent;
2. support of courts and law, 11.4 percent;
3. more innovative curriculum, 7.8 percent;
4. stronger administrative rules, 34.9 percent;
5. additional personnel, 5.4 percent;
6. no solution, 3.6 percent;
7. other, 16.6 percent.

However, no nationwide data on the types of violence, numbers of students involved, etc., are available.

The volume of criminal activity in school directed against both persons and property has increased dramatically since 1970. Since that year, there has been an 81 percent increase in drug-related crime, a 117 percent increase in robberies, a 58 percent increase in assaults, and a 62 percent increase in sex offenses.

Aside from its immediate consequences, school-related violence conveys a serious message regarding students' hostility toward school. Many students who commit these crimes view the school as alien territory, and believe the education which the system is attempting to provide is meaningless. Moreover, school violence indicates the students' lack of pride in the place where they spend most of their time. Dr. Bruno Bettelheim, a noted child psychologist, has said that violence is a short cut toward gaining an objective. Whether or not it will be used or avoided depends entirely upon alternative solutions open to a person facing a problem.

Not all violence is caused by enrolled students. Frequently, suspended students and dropouts participate in violent activity. Some observers believe these individuals return to their old school to destroy it because they harbor deep fury against the institutions which rejected them.

The losses resulting from the overall impact of violence and vandalism should not be measured only in terms of dollars. The immediate and long-term effects on the education of children resulting from fear generated by these conditions have not been measured. Many hours of education are lost because of false fire alarms, bomb threats, and other chaotic situations. Educational programs are jeopardized when classroom windows are broken, teaching materials destroyed or stolen, and schools damaged by fire and other acts of vandalism. When students and teachers are frightened of going to school—terrified by assaults and other acts of personal violence—a healthy environment for learning is lost.

SECURITY MEASURES

In the past, the most common method of school security was the hiring of guards. While these personnel attempted to deter and break up disruptions and violent activity, problems often arose when a difficult situation occurred, since the guards were unable to deal with certain problems because of their lack of ability and/or experience. Some schools, however, have found that by hiring more qualified security personnel some of their safety problems have been alleviated.

Other schools have chosen more sophisticated security measures. For example, an ultrasonic device adapted as an alarm system allows a teacher to silently summon assistance when an incident arises. While the system is effective, it is also expensive. Installation costs at least \$50,000, and personnel must constantly monitor the system.

Other security measures include the use of closed-circuit television, walkie-talkies, and multi-strength windows (with various new types of tempered glass, acrylics, and polycarbonates). Guard dogs have been utilized, but there has been much controversy about them and there may be adverse legal repercussions.

Incidents of vandalism, violence, and other destructive acts lower both student and teacher morale and create an atmosphere of suspicion. The resulting strained relationships cause an undue emphasis to be placed on repressive measures.

These repressive policies, along with the various security devices being employed, are but short-term solutions to the overall problem of school-related crime.

There has been a growing dependence on short-range measures, such as corporal punishment, suspensions or expulsions, police in the schools, and detention/isolation. While such measures sometimes are necessary in specific situations, to provide immediate relief, reliance on them decreases the opportunity for efforts to reform disciplinary practices and to deal with the underlying causes of disruptive behavior. Insistence upon such practices without offering positive alternatives is self-deluding and can only contribute to what we view as gross neglect of the real needs of millions of American students.

The fact is that many traditional methods of school disciplines are no longer appropriate. Schools which rely on them in isolation are traveling on a different path than young people today, and the gap between the institution and the students is widening because communication in such situations has become virtually impossible.

CONCLUSION

What is necessary is a complete reassessment of our national educational goals and values, and a redirection of our national resources to insure that no child will receive an inferior education because of his or her race, ethnic group, language, economic status, religion, or cultural background. It is necessary that we remember that the fundamental purpose of the schools is to increase educational opportunity rather than to restrict it. New efforts are necessary.

(a) As one step toward the elimination of violence in the schools we support the proposed federal Handgun Control Act. The handgun is too easily obtained, too easily concealed, and too easily used to kill. Passage of effective legislation is imperative. Too many schools across the nation are paralyzed by fear and conflict. It is virtually impossible for teachers to teach and for students to learn in an atmosphere where one's safety is compromised.

(b) National efforts to eliminate educational neglect must recognize that it should be not only compulsory for children to attend school, but compulsory for schools to attend children. Too many schools attempt to mold children to fit the institution rather than adapt to their needs. Instead of excluding children from the schools, school boards and state officials should have a mandatory responsibility to provide a free appropriate education for every child in this country.

(c) Students who commit crimes and other violent actions should be provided programs designed to keep these students in an educational environment. The programs should attempt to help these students identify their goals through counseling, individualized instruction and field-based experiences. A variety of learning options both in the school and in the community should be offered. Students who find school to be a place where they can grow and receive encouragement and guidance are less likely to commit acts of vandalism and violence, and are more likely to become responsible and productive members of society.

(d) Federal support should be made available to train teachers in new approaches toward school disruption, discipline, students' involvement, and especially human behavior and crosscultural education. Such support could come in the form of the National Defense Education Act, which offered subsidies to selected teachers for advanced study in areas determined to be in the national interest. This nation has no greater national interest than our children, and I ask for your support to help our nation's teachers to do their job even better.

The NEA obviously has many concerns over the incidence of violence in the schools. We stand ready to join in a national effort with the U.S. Congress to eliminate violence and disruption in the schools through positive approaches which will help every child obtain the best kind of education that he or she needs and deserves.

DANGER—SCHOOL AHEAD: VIOLENCE IN THE PUBLIC SCHOOLS

INTRODUCTION

Educational neglect is shown in many ways. Underlying all of them is a massive failure to concentrate on the central purpose of the schools—helping students to learn. When students recognize this root of neglect, violence is one result.

The NEA Project Neglect team studying violence in the schools was invited to Compton, California. Compton's schools are not the most violent in the nation, nor are California's. But Compton was a rewarding place to visit because its problems, growing out of unplanned change, unfamiliar challenges, and lack of communications, are common to cities throughout the country that are struggling to provide decent schools. Too often, such problems make people forget the students who are in the school now.

Compton was rewarding, too, because the team met some of those students, and some of the people who have not forgotten them. Parents, school staff members, and community leaders—as well as students—all gave the team some parts of answers to the problems of educational neglect.

"WE JUST SURVIVE."

Statistics on violence in the schools show that in the past four years, assaults increased 58 percent; sex offenses, 62 percent; drug-related crimes, 81 percent; and robbery, 117 percent. The statistics are only estimates. But even if they were accurate, they still couldn't express the effects of violence. When violence becomes a known and accepted part of the school experience, everybody in the school community is a victim. Not only the people who suffer violence, but everyone who witnesses it, everyone who is aware of it, loses the confidence to walk the halls without caution. Preoccupation with personal physical safety drains away some of the alertness and energy that should go into learning and teaching. The young men and women who extort, who beat, who kill, have been damaged, too—they have become callous to some kinds of pain.

California's schools are only the ninth most violent in the nation. Yet in California during every month of 1973, there were about 28 assaults on school professional personnel, 9 on peace officers—and 74 on students. Every month, students were caught with guns, knives, or bombs 120 times; vandalism or theft occurred 1,379 times. In Compton, just outside Los Angeles, a student was shot to death in 1974. Most recently, a student was killed in a Los Angeles high school.

Visit an English class in Compton High School. It may be like classes in your school—if so, you know it. Or maybe there are classes like this somewhere else in your district, and you don't know it. . . . You pass the guard at the school door with a nod and a smile and no questions asked, because your appearance is respectable. A few of the students in the big, echoing corridor stare openly at you; most, talking and hurrying, ignore you. Echoes clatter against the dun, gleaming walls of the staircase that leads to the basement. Near the bottom lounge three young men. They seem exceptionally large and they stare at you; they aren't hurrying, they have nowhere to go. You don't quicken your pace, but you're glad to get inside the classroom with the teacher and the students. The teacher persuades the student to be quiet enough so he can tell them: Here's someone who wants to ask about violence in the schools. But the classroom wall is thin and it doesn't reach the high basement ceiling—you still hear the laughing and shouting in the corridor.

What are the most common kinds of violence in the Compton schools? A dreadful question, but it must be answered. And the answer isn't unexpected: extortion and assault. Almost a third of the students have been victims of assault; more than two-thirds have been witnesses. Elementary school pupils have been especially subject to extortion.

It isn't unusual to find a student carrying a weapon, concealed or unconcealed. Student lockers have been permanently wired shut so bombs and guns can't be kept there. In the district's most affluent high school, some parents are said to provide their children with guns for self-defense. They carry them in their attache cases. That's the only school where "hard" drugs are a real problem, but wine and marijuana are used throughout the district.

It's the combination of weapons and extortion that caused the killing at Compton High. A regular extortion victim was informed that he'd have to pay more in the future. When the day came and the collector approached, the victim, at the end of his resources, in desperation pulled out a gun and shot him.

The act became a statistic of school violence. People whose schools are free of killing can shake their heads at it. Criminologists can try to classify it: manslaughter? premeditated murder? self-defense? temporary insanity? All of these—or none? Responsible members of the school community will instead examine its meaning for students in school now.

Much of the violence in the Compton schools is attributed to organized groups, often called "gangs." Some of the groups are Afro-American, some are Chicano—fighting is mostly within, not between the two groups. There aren't any white "gangs," probably because only 1 percent of Compton's student population is white (about 85 percent are Afro-American, 14 percent, Chicano).

The bulk of the students refer to their peers who commit violent acts as "them." "They just act crazy." "They come to school sometimes, but they don't go to class." How do most students survive? By acting confident, unafraid—or inconspicuous. By being quick-witted and resourceful. The choice of strategy depends on individual personality and on alignment in the school hierarchy. A member of the intellectual elite acts differently from an ordinary student, who may just try to be invisible.

A representative of one organized group sees the situation in practical, not sociological terms: "If I ask you to give me a dollar, you can either give me the dollar or tell me where you're coming from. If you're not afraid of me, and tell me where you're coming from—suppose you need that dollar for something—you might not have to give it to me." Teachers see little point in reporting violence. While an incident is taking place, a teacher dare not leave the class alone long enough to go for help—and often, in the Compton schools, the intercom doesn't work.

Teachers and students both say that a student who is reported to the administration or even picked up by the police is likely to return next day as a hero. At one point, students who were found outside school during school hours were taken to jail. A young person could decide every morning whether to go to school or to jail. Students thus had the chance to learn their way around the jail without having to serve a long sentence. In any event, the "correctional" institutions,

local or state, hardly ever correct. The situation young people face on the outside doesn't improve, either. Those students who serve time once are likely to do it again and again.

"THE WHITES RAN AWAY. WHEN IT GOT TO BE TOO MUCH FOR THEM, THEY TURNED IT OVER TO US. AND WE'RE LEARNING JUST AS FAST AS WE CAN."

Let's look at the city of Compton. Many of its handsome, roomy, two-story houses are boarded up. Some of the owners couldn't pay their taxes; others have just closed up their houses and gone to live somewhere else. Federal agencies own 5 percent of Compton's housing. Big corporations have moved in, attracted by a low tax rate. Compton needs jobs—the overall unemployment rate is 10 percent. For young people, it's far higher. And jobs are very important to them, both for money and for self-respect. But the corporations haven't brought many jobs, because what they're building is warehouses.

Compton would be a fine place for people from Los Angeles to live in high-rise apartments—it's close, and there's a freeway. But the people who live in Compton now like their one-family houses, their yards and wide streets. They don't intend to be cleared away to make room for apartment dwellers from the city. Compton's city government points to signs of progress—last year the major crime rates fell between 12 and 22 percent. Federal resources are being sought out. And Compton has survived a lot already.

In 1965, around the time of the rebellion in Watts, across the Los Angeles city line, Compton's population was 80 percent white. The "first wave" of Afro-American citizens had arrived in the 50's, bought houses, settled down. Watts and other events of the middle 60's brought the pressure of national issues to bear on Compton. White citizens looked across the boundary at Watts, not with compassion, but with a shudder. People who lived in Watts needed more room; many of those who could, moved over into Compton. Within two years, Compton's population was mostly Afro-American. By 1974, it was mostly young as well—the median age was 19.

More of Compton's citizens were school-age, and they were of a new kind. The schools weren't prepared to teach students from Watts. Change came, but the teachers and administrators didn't change. It was 1968 before the first Afro-American high school principal was appointed.

Before they could adjust fully, the schools were further disoriented by the consolidation in 1969 of four systems to form the Compton Unified School District. Unification brought more money, temporarily, as the four budgets were combined and old, long-standing bills were paid. But the affluence didn't last long. The new district never got beyond the "provisional" organizational structure it started out with, but state support for that structure ended in 1971. Some people in Compton think that structure is expensive and full of redundancies—no administrative positions were cut.

Many readers will recognize these problems—students and school hierarchies thrown hastily together, without the right kind of planning and preparation, confused, hostile. Each is tempted to blame what is alien to him or her, or to blame the process—to say consolidation (or integration, or redistricting) is just unworkable. In fact, the process hasn't been given a fair trial.

Finally, since 1972 some of the highest offices of both the city and the school district have been filled by new people. The city has a new mayor and three new school board members. The school system is led by an acting superintendent. All these people are learning their jobs rapidly—but they haven't yet learned to pool information, ideas, and objectives.

"WE'D LIKE TO TALK TO THE (SCHOOL BOARD, CITY GOVERNMENT, TEACHERS, STUDENTS, PARENTS, JUVENILE AUTHORITIES)—BUT WE DON'T."

Compton share a major problem of many school districts in the United States. Different groups of people may want the same things to happen, may be working to accomplish the same things—but each group is working in isolation. For example, the Parks and Recreation Department may want to set up an after-school program. They'll do it on their own, without discussing it with the schools the kids will be coming from. Or the city may have the money for a vocational program—to train the graduates and the dropouts the schools hadn't the facilities to train. Maybe the police will sponsor a course in juvenile law—but students will have to go outside the schools to get it. In Compton, a halfway house for young people released from detention is funded directly by the state. The city government and the schools have nothing to do with it—in fact, they're said to be hindering it.

The teachers and the school administration both want good education, but the teachers are full of mistrust. Why is the central administration so big? Why are there so many vice-principals? What are their duties? How are they selected? They see plainly that the more professional staff leave the classroom, the more students are left for them to teach. As for students—"It's disgusting," said one teacher when a colleague ate lunch with her students. As far as the students can see, with very few exceptions "none of the adults cares anything about what we do or what happens to us. We're only killing ourselves. They only get upset when we burn something down." "They're just using us"—to earn a living, gain power, achieve prestige. A parent was a little more optimistic—"It's about 50-50. About half of us care." Would those who care work together to help all students? One mother, with a family of boys anyone could be proud of, responded this way: "Let's say I'm with you thick and thin. When the going gets thick, I thin out. I'm going to think of my children first." It's hard enough to raise one family with confidence and self-respect.

"I HAVE JUST 6 MONTHS UNTIL I GRADUATE. THEN I'LL HAVE TO SUPPORT MYSELF SOMEHOW. I COULD LIVE OFF MY PARENTS, BUT THAT'S NOT RIGHT. BUT HOW CAN I GET A JOB?"

The person who said this is probably a member of one of those organized groups called "gangs." He and his colleagues are asking for three kinds of things.

First, they're asking for usable vocational education in the schools: "[Like many other Compton students,] I used to go to school in LA. They started to teach us computers. Then we moved here, and there was no class, no equipment, nothing. I wanted to know about computers so I could get a job. We asked for a course, but they turned us off."

Compton doesn't have an adequate work-study program. "All of the job applications ask about experience," one young woman pointed out. "But how can we get experience if we can't get a job without it?" A young man wondered, "What do you say when they ask if you've ever been arrested? If you say yes, you don't get the job, but if you say no, they fire you for lying."

The only work experience available to many Compton students is in extortion. They can learn about that occupation any week on the evening news, in stories about the police, governments at all levels, politicians, major corporations. It's not respectable, but it brings a good living. It's power politics, old-fashioned but effective and well-publicized. It doesn't require training, experience, references, or capital. No wonder some of the students who have seen few benefits from respectability give it a try.

The second thing the students want is education they can apply, in an environment where they can learn. Many students spoke of the need for consistent, fair discipline. After all, some of the students are running disciplined organizations themselves—why can't the school administration do as much? Some of these students said they could get the violence out of the schools, but they don't believe the schools offer anything to replace the violence. They don't see how the curriculum relates to their lives. Things that happened long ago and far away—no one explains how they can help a person live now in Southern California. Too often, teachers "expose" students to "material" as if they were so many pieces of film—except that film gets "developed" after it's exposed. What relation does a leader of an organized group in Compton have to Beowulf fighting the monster in Anglo-Saxon England? "They don't ask on a job application, 'Who was Beowulf?'" The school has a responsibility to help students find the relationship—or to teach something more obviously "relevant."

The students are asking, finally, for something to do after school, in the evenings, on weekends. "There used to be a little gym where we could go and lift weights," said one, "but they closed."

"We have to meet our friends in school," another pointed out. "There isn't anywhere else"—but it doesn't leave much time for going to class. Extracurricular activities? The teachers won't hold them after school, and the students won't come to them before school. Anyway, most of the students who once joined clubs have moved away, without recruiting anyone to take their place. Six tickets to Compton High's football games were sold last fall. "Who's going to go to a game when there's no band?" Who's going to take bank when they have to take turns with the instruments? The students themselves had plenty of ideas. "The city has all those boarded up houses. Why can't we have one of them where we could give dances?" In fact, several of the students showed a strong desire to try their hand at business. When they got a Project-Neglect team member alone, they asked very practical questions about grants, proposals, management—how to get things done.

“THE SCHOOLS ARE THE BATTLEGROUND WHERE SOCIETY FIGHTS ITS BATTLES”

From its observations in Compton, the Project Neglect team drew several conclusions that may help other communities concerned about violence in their schools. Violence in the schools isn't an isolated and bewildering phenomenon. Nor is it just “something in the air,” a contagious societal disease which students can catch like anyone else. The schools need not reflect *every* aspect of society. Attacking educational neglect, with determination to teach and determination to learn, has a chance of making the violence of our society irrelevant to the schools. Violence in the schools has specific causes, which specific groups of people can remove, each with their own kind of resources.

Good communication between the groups increases the effect of their efforts; they need to make sure they're all working towards the same goal, and to avoid duplication of effort. But lack of communication is no excuse for inaction.

Parents and their institutions

People of school age need attention—the right kind of attention—from adults. They need people who respect them enough to set reasonable standards for their behavior. They need people who care enough about them to take the time to see that they observe these standards. Years ago, you might steal an apple on the corner—but by the time you got home, your grandmother would be waiting on the porch to speak to you about it. It's not a sign of love or respect to turn a 14-year-old loose to make all her/his own moral decisions. This is especially true in a nation where young people are systematically excluded from responsibility. The exercise of responsibility takes practice.

Many parents feel a bit desperate—“I can't do it all alone.” They don't have to. After all, it was other people in the community who told your grandmother about that apple. Nowadays, grandmother may be in an old people's community or a nursing home. Even if she is, parents still can get help.

The Church.—If they go to church, parents can make sure their church provides space and supervision for young people's activities—and not just social activities. Some people don't have a good place to study at home; the church can provide space for studying, and sponsor a tutoring program, too. It can enlist young people in doing the work of the church—helping old people, visiting people in institutions, cooking the church's Sunday dinner. Clubs and other community organizations can help parents in similar ways. The main thing is to ask questions and make suggestions and try things out until you find out what kind of activities the young people want, and how they want them organized. They may just want space for a project of their own, they may want transportation, they may want instruction or supervision. Then what they want has to be hammered out against what the church or club is able and willing to provide. After a trial period, the whole thing may have to be renegotiated. Instant success is common only on TV and that's a good lesson for both young people and well-meaning adults.

Public Officials.—Most parents are eligible to vote, too, so they can work to elect candidates who will help them. School board and city elections have the most obvious effect on the kind of place children will grow up in.

What the schools teach, the physical and mental comfort of school buildings, the quality of books and equipment, the standards of conduct and type of discipline, the degree of democracy and student responsibility in the schools, the availability of credible work-study programs—all can be determined by school board policy. Unfortunately, school boards don't always concentrate their efforts on these issues. They sometimes assign priority to saving money, or keeping the tax rate down. In these cases, the results of miseducation raise the costs of other city services, such as law enforcement and public assistance. However, because the school board isn't held responsible for those budgets, it continues to hold its own budget down.

A city government can do several things to let young people grow up with confidence and sound ideas. It can establish standards of honesty, responsiveness to citizens, and public service. It can ensure that streets are safe and clean; that parks are pleasant and conveniently located, and that they have the staff and facilities for games. It can establish equitable tax policies that make business pay its fair share of the costs of city services. It can enforce the law fairly, avoid harassment and brutality, make sure offenders are punished, work with other governments at all levels to create correctional institutions that encourage inmates to abandon crime—and help them do so after their release. A city can even take steps to get local industries and businesses to cooperate in work-study programs.

State and national officials have less immediate effect on the neighborhood and the school, but state laws can affect curriculum, textbooks, teaching conditions, or student rights; laws that affect money can be passed at either level.

Parents can urge all these officials to actions they think will help them raise their children to be competent, confident, and responsible. When the officials do badly, parents can question the candidates in the next election, get (and write down) promises—maybe run candidates of their own choosing. That's a lot of work—but the chance of better government isn't the only repayment. Young people will see their parents putting in some time and hard work because they care about them. They'll learn something, too, about the democratic process—and probably about perseverance in overcoming failure. Students in Compton have already recognized the power of the ballot. They've started their own voter registration drive—and they've already gotten some opposition. Somehow their registration volunteer can't get enough registration forms for them. Compton's parents have an unusual chance to support their children by fighting beside them for the voter education drive.

Parents *can't* do it all alone. Sometimes they'll back the wrong candidate or the wrong proposal. Sometimes they'll lose, even when they're right—about an election or a school policy or a household rule. But they can make a difference, and it can be the decisive difference, to their own or someone else's children.

School system staff

Within the limits of school board policies, available resources, and the law, the school system staff is responsible for what happens to students while they're at school. This responsibility takes different forms for administrators and teachers.

Administrators, from the superintendent to the assistant principal, have to be aggressive to get what they need for their schools. Too often, they, like school boards, concentrate on other goals—making the schools look peaceful, getting a good reputation, securing a promotion. Administrators who are afraid to let the quality of their leadership speak for itself attract community suspicion. "These folks just drain our time and money and drag us down," said one community spokesperson. Administrators' real responsibility lies in securing the essential resources of education:

Courses that will teach students what they must know—in order to earn a living, to understand the histories and cultures that affect their lives, and to use humanity's experience in making their decisions.

Textbooks and materials that will interest students and give them a true picture of the world. Administrators may get those books and materials through the school board, the federal government, private foundations, cookie sales, or writing and duplicating their own—so long as they get them.

Modern laboratory facilities—not just for science, but for career education courses—whether they get them from established school sources, the Chamber of Commerce, the Lions Club, or the corporation branch in the industrial park.

Teachers who are dedicated to teaching the students in their classes and are able to teach them. This means administrators must build teachers' morale. For one thing, they must recognize and support teachers who inspire the respect of their students, especially of their "difficult" students. Their assignments and promotions and other personnel decisions must be obviously fair and based on competence and performance. A teacher strike in Compton was followed by concentrated petty harassment of education association and strike leaders. If they're driven out of the system, the morale of all teachers will be driven lower.

Administrators' directives must be precise, so that teachers and students know exactly what the rules are. They must back up teachers' just complaints against students—and students' just complaints against teachers. They must work out, with teachers, procedures for incidents of violence, accident, or school disruption, and make sure every teacher knows those procedures. In Compton, as in other schools across the nation, these procedures should include a list of people who can talk to students and parents who are fluent only in Spanish, or, say, Japanese, or Tagalog. Teachers who aren't bilingual have to have that kind of support for emergencies.

Administrators must give teachers the means to improve their teaching when that's necessary. The education association can help them plan the courses or counseling that teachers need.

Among administrators, a principal has a particularly heavy responsibility. She/he sets the tone of the school, lets teachers and students know what to expect and what is expected of them. One Compton secondary school changed a lot when it got a new principal this year. All the teachers now teach reading—the reading that students need in order to learn their subject. Different grade levels "own"—decorate and look after—different areas of the school. A student advisory council

meets with the principal whenever they have something to discuss. Students who are persistently disruptive or break rules in other ways go to a special room where they do their classwork in a small, closely supervised group. Violence? The Project Neglect team didn't hear about any serious violence in the school—another change from last year.

Teachers find it a challenge just to keep on trying. It's tempting to blame the school board or the central office or the principal for everything—how can an isolated teacher make up for all their shortcomings? It's very tempting when there are fights every day in your class, and last week you took a knife away from a student for the eleventh time since September. But a teacher who wants to really teach, not just get paid for teaching, has to do more than just try to survive six periods a day.

The Project Neglect team got ideas from some of the teachers in Compton. "Violence? No . . . there hasn't been any in this class all year." That's right, said the students. No violence in this class. What is it about these particular teachers? Various students of theirs, questioned in an undertone, all came up with variations on one old, sentimental-sounding answer: "She cares." In Compton, that's a very practical answer. The teachers who care seem to be the only ones who are able to teach anything.

Just caring is not enough unless the students know about it. They know about it in Compton when a teacher spends time with them outside of class, without being paid to. That teacher could be relaxing or earning needed extra money or going to San Francisco for the weekend. Instead, she/he is working with students on their school problems, personal problems—whatever they bring.

Students praise one teacher who has overcome the limitations of a dry and obsolete text. Her tools are a duplicating machine and fine teaching style. She shows she's serious about teaching, so students know she cares.

Another part of caring seems to be recognizing the different personalities and backgrounds of the students. Students notice which teachers recognize each student as an individual, which teachers take the trouble to learn about their students' cultures. Long-time Compton teachers have been asked to teach first middle-class whites, then middle-class and poor Afro-Americans, and now Chicanos, Mexicans, and Samoans. The school system hasn't given them the information and support they need in order to teach those students. Nevertheless, some teachers have gotten that information themselves; they get support from their students; and they teach well.

The teachers who care expect students to meet certain standards of behavior. There's a shade of surprise in the answer "Violence? No . . ." That teacher never expected any violence in the classroom. Maybe her students have too much respect for her and for themselves.

Caring—in the conventional sense of being an enthusiastic defender of everything young people do—isn't the answer. The answer in Compton seems to be doing things that show respect for students and determination to teach them.

Every teacher doesn't know by instinct how to do these things. Overcoming isolation in the classroom is a first step; teachers can get help from one another. Through the education association they can decide on standards and set out to bring all the teachers in the system up to those standards. They can put pressure on the school system to get the kinds of training they need. Any teacher who can learn to teach the students in her/his class must have ample opportunity to do so. On the other hand, the teacher who can't or won't use that opportunity does not belong in the classroom.

Students, like the adults in the schools, can easily talk themselves out of responsibility. Excuse is plentiful.

Students have teachers and parents and maybe the police all causing them various kinds of trouble.

Our society gives them examples. High school seniors can't remember a time before the Cold War; sixth-graders were born with the first Kennedy assassination and grew up with Vietnam on TV.

The economy was bad for most of these students years before the media—let alone the President—admitted it was bad for the nation. The unemployment rate for young Afro-Americans is usually about the same as the national rate during the Depression of the 1930's.

Morality? Values? Look at Watergate. Look at corporate tax rates. Look at the CIA.

In short, the argument runs, why should students have higher standards than national public figures? Standards won't get them a job; there are no jobs. Even a job just means probably paying a higher tax rate than your employer—and being

more honest than some members of the government that gets those taxes. This line of reasoning has been followed by many disillusioned people in the past few years. Young Americans, just because they are young, are even more likely than other Americans to want instant results for every effort they make. Or else.

Or else what? The only threat within their power is the threat of wasting their own lives—through violence, drunk driving, drugs, just living to buy things, doing nothing at all.

To make that kind of threat, people have to be desperate. They also have to believe that they, personally, aren't worth saving. Desperation must have canceled the will to survive, the belief that they can have lives worth fighting for. Frustration—*always* facing impossible odds—must have worn away the self-respect that can say, "The President—or the principal—has low standards; I have high standards."

Clearly, however, students don't have to give up; they *don't* all give up. The students who talked with the Project Neglect team in Compton haven't given up. It helps to have strong support from parents, but some survive without it. It helps to have the encouragement of a teacher or a pastor; it's very difficult indeed if no adult shows care. Sometimes friends keep one another struggling on. A young person has to be very strong to survive with nothing but unshakeable faith in her/his own ability. Even that happens.

Surviving, saving oneself, means getting different kinds of skills. For one thing, there aren't enough jobs for everybody who wants one, although there should be. But there are jobs for those who have more skills than the others who want those jobs. Part of surviving is getting the skills to get a job. In getting job skills, people will probably have to practice other kinds of skills—resourcefulness, practicality, planning, persistence. The same kinds of skills, combined with many kinds of information, can be used to start a business.

When they have the skills to survive, young people may start to want to do more than survive. They can save time by learning from other people's experience as well as their own. Resourcefulness, persistence and the rest will help them get at the usable information that's coded in the world's history, literature, science, philosophy. It's easier if the school, or just one teacher, or a librarian helps. It's possible with just public and institutional libraries.

Young people can also use their survival skills to help their younger sisters and brothers respect themselves and live. This chain of teaching and learning begins with the young people in school now, but it will have to go for a long time. One student summed up the situation in Compton: "It's not so much the violence we're afraid of; it is the future."

BACKGROUND READING

More reports, articles, and court decisions on school violence and student rights are appearing every week. These are a handful of the readings available at the present time:

California State Department of Education. *A Report on Conflict and Violence in California High Schools*. Sacramento: the Department, 1973. 30 pp.

Institute for Development of Educational Activities. *The Problem of School Security*. Dayton: the Institute, 1974. 24 pp.

National School Public Relations Association. *Vandalism and Violence: Innovative Strategies Reduce Cost to Schools*. Washington, D.C.: the Association, 1971, 57 pp.

Today's Education. "Teacher Opinion Poll [Student Violence]." *Today's Education*, September-October, 1974, p. 105.

PROJECT NEGLECT INQUIRY TEAM

Carol Ann Cole, Photographer, Recent Graduate, Compton Schools, Compton, Calif.

Helen Diaz, Classroom Teacher, San Diego, Calif.

Ellen Logue, Classroom Teacher, Richmond, Calif.

Georgia Maryland, Compton Education Association Compton, Calif.

Charles Tyler, Youth Counselor, Omaha Public Schools, Omaha, Nebr.

Tom Walker, California Teacher Association, Los Angeles, Calif.

National Education Association Staff Assistants, Jane Power and Dale Robinson.

Mr. QUIE. Thank you, Mr. Harris.

I would like for you and Dr. Lucas to give your reactions to this. One of the things that has bothered me for a long time is that in our

education system we have shifted from what was once regarded as a protestant ethic being taught in our schools to what we try to be a neutral one. I recognize that the NEA has concerned itself with that and has done some work on the whole moral aspect of teaching in the schools.

I gather from talking to the members of your association, Mr. Harris, that more and more of them are moving away from the feeling that you can be neutral to one in which values are established. We know there is plenty of controversy with the value of clarification of any moral development and behavior in this country.

But look at what the Soviet Union is doing, while their values may be different than ours, they are preaching and demonstrating and trying to inculcate in their young people a set of moral values. When I visited Korea, right from the very beginning, I found that same thing in the schools—moral training. I see it in Japan. I recognize that you cannot leave this entirely up to the schools because the parents are important, but do you think that there is anything that can be done in terms of moral training that would bring young people along from those earlier years to what would become more a part of their life, that is, the social mores would hold them in place in a way that we don't find right now?

Mr. HARRIS. We certainly recognize the desirability of what you are saying and are making efforts in that direction. However, I think when you consider the contrast between the two climates and the kinds of things that are permissible in this society and the kinds of things that are constantly before the children on TV and in the theaters that are completely absent from the communities that you are describing, you recognize the fact there there is a much more difficult job for the schools to have any kind of impression of on the youngsters in this arena and yet we recognize the need for it and are working toward it. I think it would be unrealistic to expect to see in our young something other than a reflection of what the total society advocates in this regard.

Mr. QUIE. What is your reaction, Dr. Lucas?

Dr. LUCAS. I think the judge alluded to this with the incidence of strikes in Cleveland and the teachers' posture in that particular situation. We have been doing something about this. Our board has recognized the need for this. We have also had morals and values in our curriculum, whatever that would mean, when the teacher could apply it to the daily program. The superintendent had a clerical committee initiated 2 years ago to work with our curriculum department in establishing maybe a basis for this.

Another incident to show how high the mountain is that we have to climb in this respect, our State legislature passed a bill this year that makes it permissive. The board has its choice to have smoking on our high school campuses in a designated area. They put the monkey on the board's back.

Juxtaposition to that is a statute that says it is unlawful for an 18 year old to buy tobacco. So what is the student to perceive from this? If the State legislature is a representation of society from what he springs—and I alluded to our student body council with the members on that particular board. Now, they are just today studying an experimental program to become involved in this but here the schools

are in a position if the board accedes to the demands of the students and segments of our population in our district. Here are other students really breaking the law on our high school campuses by board edict that was given to them by the State legislature. It is something we should all be well aware of but it is a high mountain to climb for a school district to handle.

Mr. QUIE. Mr. Harris.

Mr. HARRIS. I have to respond to two points. He mentioned one in effect, what effect teacher strikes have upon this whole business.

Mr. QUIE. I had hoped you would come to that sometime, gentlemen.

Mr. HARRIS. I think no one would like to see the elimination of that any faster than would teachers and teachers leaders and that is why we advocate a national collective bargaining bill that would establish an orderly process for people sitting down and discussing their differences and an impasse procedure for handling those things that are not resolved at the table so that such things as strikes would be much less necessary. I think that you could remove teacher strikes and it would have a very little dent on the number of strikes and work stoppages and so forth that take place in the society, and I think that that gets right at one of the fundamental beliefs.

Mr. GOODLING. Don't we have a law like that in Pennsylvania?

Mr. HARRIS. Some States do and some States do not.

Mr. GOODLING. We still have strikes in Pennsylvania.

Mr. HARRIS. The absence of a law or the presence of a law does not determine whether or not there are going to be strikes. When people become sufficiently frustrated and they do not have a chance to discuss those concerns, then we can expect them finally as a last resort to withdraw their services.

There was another point that was mentioned, smoking in the schools. I think that if we sincerely have an interest in students and whether or not they smoke, one of the best ways to find out the size of the problem would be to establish a smoking area in the school and then run an antismoking campaign and work with students on an individual basis. Provide a place for them to smoke if they still chose to do so and you could see if you were getting any results. If you simply express a concern for the building and you say, "It is against the law to smoke at school and if you are going to smoke, get out of here," they will get out of there and they will hide and smoke and you have no idea of the size of the problem and it certainly does not demonstrate an interest in the younger person.

Therefore, I don't see this as being one of advocating more permissiveness or encouraging smoking or anything, I think it gives you a chance then to really deal realistically with the problem.

Mr. QUIE. There comes to my mind an experience in one of the rural schools. One of the witnesses indicated that the problems are more severe in the cities, but they are not absent in the rural areas entirely. In this case the smoking was usually going on behind the boilers in the boiler room. The janitor, instead of kicking them out, started working with them. From his experience with the young men they developed a greater understanding of themselves and society. He was just a phenomenal individual, someone that you should have as a principal, I guess, or as a janitor with such a relationship. I guess it was that he cared for those young men as themselves. He

was not out for some goal that they would eventually obtain somewhere else.

Mr. GOODLING. Should you not teach them the law first before we teach them to break it?

Mr. QUIE. Yes.

You mentioned that commitment in your answer to Mr. Goodling's question. I got the impression that that commitment was money. When we look at the money increases we have given to schools in the last 20 years, it is greater than the increase in the gross national product, greater than the increase in inflation and greater than the cost of living. It is greater than the increase in enrollment over those 20 years, but it is leveling.

Now, you made the comment that it was hard for you to overcome the other forces in society and you mentioned television particularly. I have heard it said that a young person by the time he has finished high school spends more hours in front of the television set than before a teacher in school. I recognize that is an enormous impact. Don't you think we ought to establish at least recognizable goals of what we want to achieve for our young people before they finish high school? Then the rest of society would play a part so that, for instance, television would not be tearing down what you are trying to achieve in the schools, to say nothing about the other forces in our society. When we talk about the commitment to schools, should it not be a larger goal? Then what we are doing is not only appropriating money for schools but affecting all the rest of society and all the rest of society impinges on the young people, a pretty sizable proportion of our population.

Mr. HARRIS. Yes, very definitely and I think the idea of pulling all of the forces together is a kind of thing that we are toying with really for the first time in our organization.

We held a national conference this year dealing with educational neglect and we invited 150 other organizations to participate in that conference with us, some 80 of them did, which was just one of the steps of a whole series of things that we are doing in this arena trying to get people more aware of the problem and wanting whole teams on a local level in order to do something about it.

Our approach was that we were not identifying problems on the local level to say who was to blame but to bring all those people together who had a part of the answer. I think we can help by getting TV's cooperation and I think that there is some response even here, and by getting the response of churches and the law enforcement agencies and so on. I think it is going to take more of that, including Congress' role which has to foot the bill because local tax sources have had about all that they can stand and if we are really going to move on it, I think we must.

Mr. QUIE. Let me also ask you about the tendency we have in education to move students quite some distances. Now, I recognize that we are dealing in an area where the red flags on busing in neighborhood schools are raised and you can conjure up all kinds of emotion, but since I have voted for all the civil rights bills and against the antibusing one and because of your race, perhaps we could discuss this without raising all the other emotional questions.

In what you are saying, bringing in the other forces of society to help with the schools, do you see any problem with the movement of students long distances as is now occurring in some cities under court order or undertaken voluntarily in order to bring about better racial balance or better opportunities or even in schools where students go quite a distance outside of their community as such?

Mr. HARRIS. I would like to make two comments. I think number one it is unfortunate that our society is such that the neighborhood school concept does not work. When we use the the neighborhood concept today in most of our communities it results in segregation because the neighborhoods are segregated for all the reasons that we are all familiar with. As long as the schools are segregated it opens the door for mischief, and some of it that we are talking about is a result of the fact that when you have children isolated into pockets then it is very easy to deal with one group in one way and another group in another way.

We have found that transporting children to where they can get the best education is almost like apple pie and baseball in our society; we have done it for many, many years. We have some heartwarming folklore stories about how far some of our early pioneers traveled in order to get to school and that was good.

We know all the stories about how children were bused when the goal was to segregate schools and that was tremendously effective and got the job done. Throughout the Midwest we found out we could consolidate and we used buses to do it and that was effective. Now we recognize the fact that some children are being shortchanged and if we do get children together for some kinds of experiences that they would make for a better education and we could get children from where funds are not available to where they are available and this kind of thing that would improve the education.

Therefore, I have real problems with the notion that busing is an effective important, even though temporary, tool that we have to deal with if we are realistic about hoping for all children what we do for some.

Mr. QUIE. Do you think there is any validity to the comments we have been reading about that this may be causing some violence or disruption in the schools and the neighborhood forces cannot come to play on it? That is really what I was asking.

Mr. HARRIS. I think if we want to make the statement that some people have used busing as a reason or as a trigger for venting their hostilities, then we would have to agree with that. If we want to say that the fact that you have a child that travels 2 miles to get to school rather than 2 blocks means that the child is going to be violent, I think that that is unrealistic.

It has not been true when he was transported for other reasons and there is no reason for that to be true today. But if the outside forces in society are going to use that as an opportunity then to zero in on the schools and to stand outside and say what is not going to happen on the inside, then we find some comfort in trying to hide the real reasons.

I think it is unfortunate and interesting that when other sections of the country, and particularly in the South, were forced to deal with the problem that we are talking about and they had to transfer

students, we didn't have too many examples about insisting that they do that and that was very popular.

Mr. QUIE. Those of us north of the Mason-Dixon line.

Mr. HARRIS. Yes, and today that we are talking about integration and desegregation, we have problems even identifying the issue and we would suggest how far the child travels to school or how he gets there rather than what the real basic issue is.

I have to admit that since there is the reaction from some of the community, especially that that does that praise and some of these things that have been installed by certain parents, it becomes an occasion for more violence in the schools.

Mr. QUIE. Mr. Chairman, I have two questions to ask.

One, Dr. Lucas, what do you actually report and what sort of activities do you report when someone shot someone and a report has to be made? How far do you go in reporting antisocial activities?

Second, how do you report it? Who do you report it to and so forth?

Dr. LUCAS. Campus incidents are reported by the personnel supervising that area in which it was perpetuated or should be supervising that particular area to the principal. Of course, if it is a reportable crime, he reports it generally to the security officer on the campus. If not, he calls the police force. We have no problems in calling the police force in our particular district. We work very close to them, we need them, we recognize that. There is also the jostling in a cafeteria line, the jostling in a classroom. I would have to admit that the teachers handle that in an educational process.

Of course, weapons on campus, that is mandatory expulsion in our district and my statement will indicate the frequency of that.

Also sale and purchase of narcotics on campus, that student or those students are expelled. I applaud the efforts of the Office of Education in their study of this particular problem because the NCES as you know is surveying only the reportable incidents. NEA will go out and talk to the parents, the students, the administrators and the teachers to try to get a handle on what the problem is from their end because they recognize that there are probably incidents that are not reported.

I would again like to applaud the committee and possibly the staff maybe by design. I have quite an array here of interest. I am happy to hear what Mr. Harris is saying in kind of a global sense. I am in complete accord as an educator with his statement. I am an uptight school administrator who is working with dikes trying to hold back this tide of vandalism and I have run out of fingers fast. The intrusion alarms and the personal alarms are these dikes and the holes in the dikes that I am talking about.

We had the judge here that works with the same clientele that Mr. Harris and I are concerned with in a different pursuit outside the school environment but I think all three of us are saying we must work together.

Mr. QUIE. In your State laws there is a uniform system for reporting under regulations that have been written by your California Department of Education?

Dr. LUCAS. No. Under our Attorney General there are reportable crimes that we must conform to and comply with and with our security officers being trained as police peace officers, actually policemen, side

by side with county sheriffs. We have no problem of ascertaining what is a reportable crime and what is not. School administrators might have that particular problem.

Mr. QUIE. Mr. Harris, my last question to you, you mentioned the bargaining bill that is before the Congress. There has developed an interest in giving students a voice in bargaining as well. What is your reaction to that?

Mr. HARRIS. I think that students have a part of the answer and students have needs that need to be met and insights that teachers may not necessarily have or parents or other people in the community, and I think that anything that establishes an orderly process for hearing what people have to say is good and contributes to the kind of thing that we are after. In our organization we don't just talk to students, we give them five seats on our board of directors and a seat on our budget committee and a seat on our executive committee, et cetera, because we want the input of students and if that happens on a local level, then I think it would be to the advantage of that school or that school district and I think they would be making a mistake to exclude them.

Mr. QUIE. Thank you very much, Mr. Chairman.

Mr. BIAGGI. Mr. Harris, thank you for your statement. I was not here to hear it all but I read it in the interim. I am sure you know that this committee, which I have been a member of for some 6 years now, is charged and has behaved in a fashion to provide as many programs and as much funding as possible for the educational facilities throughout our Nation. This hearing today is dealing with the element of violence and crime in the school systems which we feel has an adverse effect on the total educational process.

Just to paraphrase it, we are concerned that our dollars spent in the advocacy of a better school system throughout the country is not producing as much as we would like because of this element and to that end we are having these hearings.

I could not agree more with your first paragraph in your conclusion. This committee has consistently proceeded in that direction. We want a school system that will not be inferior in one place contrasted to another. We want it to be equally administered. I think the conduct of this committee has very clearly demonstrated that historically but we recognize the old arguments of talking in terms of social deprivation, economic difficulties and they have been considered in the promulgation of all of these programs.

Something obviously is going awry because we don't believe that the dollars spent are producing all of the results that we would like. One of the reasons is violence in the schools. Your statement states that there are virtually too many schools across the Nation paralyzed by fear and conflict. It is virtually impossible for teachers to teach and for students to learn in an atmosphere where one's safety is compromised.

On that we agree. It is the committee's objective to deal with those circumstances that produce this result and I am sure it is your objective to arrive at a solution that will resolve this situation.

Mr. HARRIS. May I respond to that, sir, before you go on because I am not saying precisely what you were paraphrasing.

Mr. BIAGGI. Sure.

Mr. HARRIS. I have problems with the statement that suggests that the students who are committing the crimes are having an adverse effect upon the system. I am suggesting that the system is having an adverse effect upon the students.

Mr. BIAGGI. That is where you and I disagree. I would suggest, Mr. Harris—

Mr. HARRIS. If I could finish, sir.

Mr. BIAGGI. OK. Go ahead.

Mr. HARRIS. If we were talking about 2 or 3 percent of the students I could buy your argument but we are not talking about 2 or 3 percent of the students, we are talking about one-fourth of the students and nothing else in this country fails one-fourth of the time without us considering the reason for it.

When automobiles were developing mechanical difficulties we decided there were some things that had to do with the manufacturing of that automobile and we just didn't tell the man driving the car to "go get your car fixed," we started recalling those cars and taking a look at the manufacturing process.

I suggest that some of the students do us a favor and they simply just withdraw and don't learn and sit there and graduate illiterates, and if we only dealt with the ones that hit teachers or broke windows we would only be getting to a part of them and many times the student who does not disrupt has the greatest need and is sitting there and we would still ignore his needs because he didn't hit the teacher and so therefore if we consider the process itself we have a chance of doing a better job for all students. If we continued with what you are suggesting, sir, the students were the kids committed the most problems would get the most money and so therefore a principal who didn't have what he needed would tell the kids, "tear up the place and we will get some money." Instead if the principal can keep things down and he still knows that his school needs money and his children need help, he ought to be just as entitled to that as the one where the problem has gotten completely out of hand.

Mr. BIAGGI. I think we have provided more moneys across the board to the entire education system.

Mr. HARRIS. When?

Mr. BIAGGI. Please. I disagree with you completely when you tell me that the violent individual, the one who commits crime, does not have an effect adversely on the educational system.

Mr. HARRIS. I didn't say that.

Mr. BIAGGI. That is the impression you gave. You said we should address ourselves to the ones who don't, I agree. I thought we had established some programs in that area. However, we have had some 20 years of opportunity. Your association, the educational structure, had 20 years of opportunity to address itself to that problem. Now, where has it failed? Right in it there is a forum for that. At this point we are dealing with one element, the disruptive and violent student—the criminal aspect in the educational system. That is what we are talking about. I suggest by your very statements that it has an adverse effect on the educational process.

If you feel, as you have stated, that there are other areas where we should address ourselves to, I agree. There is no quarrel on that score but I don't want our basic objective, the element we are dealing

with today, to be obscured by other issues. Those issues are not proper in this forum. You have a forum. The committee is meeting for one purpose and it is difficult to deal with that element.

You have made some suggestions. Your first suggestion is that if we were dealing with handguns that we have a Federal Handgun Control Act. I am not going into the merits of that issue at this point, but let me suggest that New York State has the strongest gun control act in the Nation, absolutely the strongest in the nation, and if there were to be any Federal gun control act I would suggest that that would be the one to be applied. Yet notwithstanding that you have heard, and I am sure you are aware of, the amount of violence that we have in New York schools.

You say further, "Students who commit crimes and other violent actions should be provided programs designed to keep these students in an educational environment."

Perhaps you and I don't disagree on that. The question I put to you is, don't you think they should be subjected to the due process of law by virtue of their action?

Mr. HARRIS. I think part of our problem is created by something I pointed out in your absence.

Congressman Quie will substantiate the fact that I wanted to wait until people were present because I did know that there was disagreement with some of what was said and especially with some of the things that you had said and those things that I wanted to offer. I am not suggesting that people who have committed crimes should not be prosecuted and I stated that.

Mr. BIAGGI. I didn't hear you.

Mr. HARRIS. You were not present.

Mr. BIAGGI. Would you state that again?

Mr. HARRIS. The point that I said, at no time did I advocate that we should not prosecute people who committed crimes.

Mr. BIAGGI. I asked the question based on that.

Mr. HARRIS. My point is that just as New York's handgun law, the strictest in the Nation, does not solve the problem and just as a speeded up court system—I don't know who has the fastest in the Nation, but I would suggest that that has not solved this problem. I don't know who has the most people in detention homes but I would suggest that they have not solved the problem of crime and violence in the schools and any other one thing that you want to advocate, who ever has the most elaborate alarm system and so forth.

I have to suggest that they have not solved this problem of crime and violence in the school.

My point is that we have got to take a basic fundamental look at what schools do to students and their capabilities for meeting the needs of young people and dealing with it in an across-the-board manner if we are really going to make substantial progress. My point is precisely as yours as far as what obscures only you are saying you would not like to have us concentrate on the total program because it would obscure the fact that one-fourth of the kids are committing crimes.

Mr. BIAGGI. Excuse me, Mr. Harris. I didn't say——

Mr. HARRIS. I allowed you to finish.

Mr. BIAGGI. You have interrupted me when I spoke so now I am going to take you right in point. I did not say that. I said that in

this forum you were injecting issues which have a tendency to obscure the issue for which we are meeting. That is precisely what I said. The other issues we have dealt with and will continue to deal with in the committee in a constructive fashion, but I would like to deal with this issue isolated from the other issues. That is exactly and precisely what I said.

Mr. HARRIS. May I respond to that?

Mr. BIAGGI. Sure. Of course.

Mr. HARRIS. Now, if I didn't consider the things that I am referring to as being directly related to the issue, then I would not have mentioned them and that is the point. I am of the opinion that you don't deal with the student for the first time in this regard when he gets the teacher. You deal with him in the kindergarten when you first get indications that the child maybe needs some kind of special help or you may even deal with him in preschool or when you recognize the fact that here is the kind of home environment or neighborhood situation that may not be one that is constructive and therefore if we can get to children with the right things early enough, then I am of the opinion there will be fewer people hitting teachers.

Mr. BIAGGI. We don't disagree.

Mr. HARRIS. Fewer people hitting each other.

Mr. BIAGGI. We don't disagree.

Mr. HARRIS. Therefore, this is not enough to cause the committee to address itself to something that is not here. I am of the opinion that this is one of the direct causes.

Mr. BIAGGI. No. 1, we don't disagree on that approach.

Let me ask you, what would you suggest we do specifically that you have not recommended or the educational institutions have not recommended in the 20 years that just went by? A great many programs have been advocated and adopted.

Mr. HARRIS. I would suggest that you are correct that there have been some things that we have been advocating for 20 years that have not been carried out. We yet don't provide kindergarten for ~~one-third~~ of the children in this Nation and we have talked about that for at least 20 years. When we talk about the tremendous increase of the Federal Government's participation in the local school situation, the Federal Government now pays approximately 7.2 percent of the local school dollar when it should be paying approximately one-third according to most people who deal in this area, and so to say that there has been a tremendous increase in the Federal Government's participation is not totally accurate. It is an increase over zero but it is not in terms of being realistic about the size of the problem.

I am of the opinion that we have a national crisis and that it ought to receive the same kind of attention that a major crisis would have when in the Vietnam war we spent \$50,000 per kill. Well, we are not spending \$50,000 here in our schools and those children would have an opportunity of returning. I would like to see us exert the same kind of urgency about the problems in our schools as we did about the problems in Vietnam.

Mr. BIAGGI. I agree that we have a national crisis. The crisis I see though is the quality of the product of the educational system. I think it leaves a great deal to be desired.

You made reference to an alarm system, an offhanded reference. What would your comment be on Dr. Lucas' statement for the installation where there is 90-percent vandalism?

Mr. HARRIS. I again feel that there are all kinds of emergency efforts that must be exerted. If a teacher is being beaten or students are being beaten and children are having their heads cut half off as this little fourth grader did in the District last week, it is not early childhood education that you want to talk about that day to that teacher or to that child. You have to get help to that teacher and no one can furlough that.

My point is that if we focus purely on the emergency effort and take attention away from the basic kinds of things that keep us from having to increase even larger the security forces and to add more alarm systems and so on, we will need them where they are not currently needed today. If we focus on installing them where they are necessary, and so forth, we will finally have to have them everywhere and I am suggesting that that is only a part of it, a very necessary part, at this time but that the basic approach is what we are going to have to have, it seems to me, if we are going to make headway.

Mr. BAGGI. I am glad you said at least we should deal with the emergency and I agree and we have other committees that continue to consider the programs that are necessary, subcommittees in this Education and Labor Committee, and I don't find any conflict there.

The fact is we are dealing with an emergency. There should not be universal application of these alarm systems. I think I made that point in my testimony. I know there is a fear of that happening. Once there is a program every administrator applies for the moneys to have it, that is exactly what we should be careful to avoid.

In my judgment, that is a waste of money. I think, in the areas where there is a proven need, they should be applied. I asked Dr. Lucas to submit a memorandum on that for the committee's consideration.

Dr. Lucas testified that in California they have a statute that makes it a misdemeanor for an educator not to report a crime. What would your reaction be to that?

Mr. HARRIS. I think people will report crimes in proportion to the kind of response they get as a result of reporting the crime. If they report a crime and it simply makes somebody's statistics more accurate; and they can expect some reprisals from the community, and so forth—I spoke at Dr. Foster's funeral in California and his death was hinged upon this very kind of thing, the kind of cooperation that he was giving with the police department.

Now, not many people are interested in how accurate somebody's records are if they don't get the kind of response as a result of reporting it that is encouraging to them. There are teachers that will tell about being called in on cases that they have reported, et cetera, and the students get back to school before they do and this is not very encouraging to them.

I heard a policeman here in the District at a meeting tell me about the fact that he had picked up the same child for being out of school three times in the same day and so on. I think that if that call produces results, then right away people are going to respond to it. Now, as far as making it a crime, again I don't think that that is the approach to the problem. I think the approach is to respond when the call comes and then more calls will come.

Mr. BIAGGI. How do you deal with the very real situation where the administrator is reluctant to have crime reported because it appears that it reflects adversely on him?

Mr. HARRIS. If we continue to say the kinds of things that would cause it to reflect unfavorably on them, pass the buck, the teachers and superintendent would like to have their school receive scholarships and field trips and this kind of thing that they would not want any kind of negative image to affect that.

Again if we recognize the fact that nobody really gains if we look for somebody to blame and we figured out how in the world we work together in order to solve these problems and people are encouraged to cooperate because other people are going to cooperate, then I think there will be a different atmosphere.

Mr. BIAGGI. You are talking about the ideal and we don't disagree on that score.

Mr. HARRIS. I don't think the teacher has anything to gain to hide something.

Mr. BIAGGI. Or the administrator.

Mr. HARRIS. Or the administrator.

Mr. BIAGGI. That is the question.

Mr. HARRIS. If an administrator can get a building where learning is taking place and things are going as they ought to go, I think the administrator is going to do the things that would aid that. If he is going to be told, well, you had so much crime that maybe we need a new administrator or maybe you need a lesser job—and that kind of thing could result—then I think it would only encourage other administrators to distort the picture at their school.

Mr. BIAGGI. Except that in the real world, in my experience talking to principals and members of the educational system with whom I have great acquaintance, the unofficial message is to keep the lid on. It is unfortunate because they don't like that, they would rather have an honest presentation. The closer you get to the top, the more politically sensitive you become and that is unfortunate because I think it affects the total picture.

Mr. HARRIS. If I was in charge of the law enforcement and crime was increasing and it indicated that we needed a new police chief or something, I think I would have a tendency like somebody to want to keep the lid on and I don't think I would approach it simply by stepping up the system or gathering statistics so that we can show that every year that I have been chief that the crime has increased by 15 or 20 percent and I don't think a principal would be any different in that regard if people are going to take reprisals as a result of it.

Mr. BIAGGI. Well, I am not talking about the principal. Ultimately you are talking about the head of the school system who generally relates to the political people in that town or city and they are concerned about presenting a picture of violence, an unfavorable picture of violence, where crime permeates their school system. That happens to be a real fact of life and they reflect it downward.

I know it has worked its will on the various principals. Some principals just won't hold still and they will report it, others are less strenuous and they will succumb; it is human and I understand it. What we are trying to do is take the discretion away. It is unfortunate because you can't deal with the problem unless you know the whole scope of it.

What is your reaction to Dr. Lucas' statement when he said anyone arrested for a crime or for a crime involving weapons or narcotics on campus is expelled?

Mr. HARRIS. I am not sure. If expelled means then that he goes to a program that has some potential for being effective and he has committed a crime and so on, then nobody could argue with that. I think that after a person has shot someone or is carrying a gun so that he could shoot someone, et cetera, then that has to be handled in a realistic, immediate kind of way to get that gun out of his hands and to see what is causing him to think the way that he does, et cetera. So if there is more to the story than just expelling him, then I could find some comfort there but if it simply means we finally get to the situation where there is nobody causing any problems at all in the school and we just get rid of the kids through an expulsion system, then I don't see that as a realistic approach.

Mr. BIAGGI. Let me ask Dr. Lucas. You have heard Mr. Harris' comment. Aside from expelling, do you have any follow-up action?

Mr. LUCAS. Well, as I indicated, it is mandatory expulsion but we do have a due process procedure involved in that. There is a committee of our board that sits in with this student, his teachers, administrator and parents and some of his costudents to try to ascertain exactly what the background of the situation was. We are quite adamant about this and this of course comes from our community. It is the board reflecting the desires of the community that they want their schools safe and we are just not going to tolerate weapons, guns or narcotics on campus.

In my testimony I alluded to the diverse programs that we are now involved in. One of them has to do with expelled students where the district is in a very real sense working with some of these students in conjunction with the police department and industry. Industry is very much interested in this and is certainly trying to do its part. Our problem is that we really should not be involved because we can't use State apportioned funds to offer programs to expelled students. Hence, our support for the legislation is going through our statehouse now that will allow us to use these funds. We are going out trying to get private grants and get someone to administer this program for these boys and girls but it is right, once they are expelled then if it is a crime such as weapon on campus they are exposed in the juvenile justice system and there are many things that have to be done with the juvenile justice system.

We are studying ourselves. There are bills that say that students 16, 17-years-old that commit a heinous crime—and it is identified in the statute—they will be brought before the magistrate as an adult and that judge will make a determination of this student or this juvenile will be tried as an adult or a juvenile. If he wants to certify him back to the juvenile court, fine and dandy.

There is another one, believe it or not. Our district attorney cannot come into juvenile court unless the judge requests him to come in or he is invited in. So whereas the people are in a particular case like this, this particular bill that is going through would say that the district attorney can be on the juvenile court defending the people, watching out for the people's rights.

Mr. BIAGGI. One last question, Mr. Harris. I am surprised that it is present, but it is curious. You say guard dogs have been utilized. I have not heard of that in schools.

Mr. HARRIS. I didn't hear you.

Mr. BIAGGI. On page 6 you say guard dogs have been utilized. I have never heard of that.

Mr. HARRIS. Guard dogs in the schools?

Mr. BIAGGI. Right.

Mr. HARRIS. Oh, yes.

Mr. BIAGGI. Can you tell me where? I have never heard of that. While the children are present, while they are in session?

Mr. HARRIS. I don't know whether the dogs are in the halls in schools but dogs have been brought into schools. Well, yes, I do know of cases where dogs have been in the schools.

Mr. BIAGGI. Will you please tell us.

Mr. HARRIS. In fact, an article that I wrote was published not too long ago and the picture that they used in illustrating it—and I don't know the source of the picture—showed the guards lined up in the hallways with their dogs. Now, I didn't ask the writer or the editor of the magazine where he got the picture but he used that as an illustration of an article that I had written. Dogs are certainly used at night in patrolling grounds and this kind of thing.

Mr. BIAGGI. I can almost understand doing it at night but I certainly can't understand it during the day while children are present. That is the thing that puzzled me. That offends me. If you can give me any more information in connection with that, I would appreciate it really if there is any way of finding out.

Dr. LUCAS. Construction people use dogs.

Mr. BIAGGI. I know and they use them in department stores, too, but—

Dr. LUCAS. In our area in California.

Mr. BIAGGI. That is a terrible revelation as far as I am concerned to have guard dogs in schools.

Mr. HARRIS. I think there are some other kinds of revelations in all this. You know, it might be interesting to find out how much teachers have had to carry weapons for their protection.

Mr. BIAGGI. OK. I understand that. That is the consequence. I think Judge Toner made an analogous statement where the young people were carrying weapons to protect themselves. He said there was an element of truth in that. Well, that is exactly the point. That is why we would like to deal with the total picture.

Mr. HARRIS. No teacher can walk the hall alone. When school is over and teachers went to their parking lot at night, they would go in clusters of four or five and they would all get in the first car and drive to the second car and that teacher would get out and get in and lock the doors.

Mr. BIAGGI. That is a sad commentary.

Mr. HARRIS. Yes, it is a sad commentary.

Mr. BIAGGI. That is exactly why we are addressing ourselves to this problem.

Mr. LUCAS. I think it is sad we have to use these personal alarm systems. That is a means of protection in a school situation, a learning situation, an educational situation whereby they have a device with

which they can call and get instantaneous help to thwart an assault by one of their students.

Mr. BIAGGI. The fact that they are required indicates we have a problem. I hope the studies and the complete report will indicate that it is not a universal condition. I don't believe it is a universal condition at least in its acute stages. I think you will find in certain parts of the country that various educational systems will have some acute situations. That is why it is essential that instead of applying the hundreds of millions of dollars that universal application of these systems will require, that we do it in a selective, need basis. That would have to be properly and thoroughly evaluated.

Mr. HARRIS. Mr. Biaggi, I hope that nothing that I have said suggested to you that I would think that even on a temporary basis this type of system, et cetera, should be applied wholesale across the Nation.

Mr. BIAGGI. No, you didn't.

Mr. HARRIS. In fact, I would suggest the opposite. I would think that we should have general aid grants that would allow people to do what they feel is appropriate on the local level, and if each local had a chance situation, had a chance to do what it felt was appropriate, in some cases, they would put an alarm system in and in other cases they might put in a library.

Mr. BIAGGI. I want to thank you very much for your statement. I have no further questions, but I think my colleague, Mr. Goodling, has been waiting patiently and I was not aware of that and he will excuse me for it.

Mr. GOODLING. Yes, I have a couple of comments and a couple of questions in relation to what Mr. Harris has said.

We don't have any problems philosophically, I think we could get along very, very well. I think the finest ESEA program in the United States happens to be in the Spring Grove Area School District because it is a program that has dealt with 3- and 4-year-olds who would have no chance whatsoever by the time they got to first grade unless we had gone out into the homes and developed this program.

However, when I arrived on the scene that is not the ESEA money that was used, it was used as a cultural program. What it really meant was we were going to have a summer band under it or summer library where we were getting more books but the youngsters we were dealing with could not read them anyway.

I think where you and I have a problem is, in my estimation, an oversimplification that money, money, money will solve this problem and that you don't hire them and you don't fire them. My observation in 23 years, is that of the one-quarter that you are talking about, a lot of their frustrations that are now manifesting themselves as they get older were brought about by those teachers in those classrooms.

Many teachers in those classrooms have good income, good home situations, are outstanding teachers but could not cope with or help youngsters who were having difficulties that they weren't used to. All the money we poured in to educate them has not helped them. All the money we poured in to reduce the size of the classroom—if I only had fewer students, but I don't have time to work with those youngsters. Many of those youngsters will learn in spite of them or with them and many of them in there could help others in the classroom and you could cut them down to 15 and they would still not

support those youngsters, they would be critical, they would point out the flaws in it and the shortcomings, and of course they became frustrated and had to take it out on somebody.

So my problem is this. I think we should concentrate some of this money that we spend as a Federal Government. I don't know how to solve the problems of 8th, 9th, and 10th grades and so on. I know that we spent millions and billions of money to try to reach them to try to read and we have a pretty bad record for the amount of money we have spent. I think we should concentrate to solve this problem down with that preschool program for those in need.

I think it is wrong for your association, which is my wife's association and which used to be my association, to not be critical of some of those who are in that association when it comes to meeting the needs of youngsters.

I think we put too much emphasis on the fact that if we had more money, if we had smaller classes, we could do all these things. I still think it comes back to an emphasis on you have got to learn how to deal with human needs even though you didn't grow up that way. I think here is where your organization could be really helpful in solving this problem because I really do think you hire them and I really think you do fire them more or less.

I think your organization has a real critical role when it comes to negotiations time and time again. I would say to the staff now whatever you do, come in and have your homework done before you get there so you don't embarrass my profession, and above all don't send in people who don't have any respect in the community yet I see it happen over and over again.

The teacher who does a poor job in the classroom, the teacher who does not relate well to youngsters who are having problems ends up being someone who comes in to negotiate.

I really think that I would like to throw a challenge to your organization because I think besides classroom size and money you can help us solve this problem particular when it comes to attitude in working with youngsters who are causing the problems because they become very frustrated people and we have caused it—and when I say “we” I am talking about educators.

Mr. HARRIS. I would like for you to consider the fact that our organization is financed entirely by teacher dues.

Mr. GOODLING. I realize that and I realize the job you have.

Mr. HARRIS. We have an annual budget of approximately \$40 million which is just a drop in the bucket when we consider the kind of problems that we are talking about here. We could spend \$40 million on this problem and make very little headway because we are talking about the kind of concern here that we exhibited when we wanted to get to the Moon where we were advocating billions of dollars rather than \$40 million.

Mr. GOODLING. And I can appreciate that, Mr. Harris. Let me interject. My only concern is I don't think it would take much money to zero in on all your publications time and time again—notes, statistics, research, and so on—that would indicate that, Hey, we teachers have caused a lot of this one-quarter's problem because of our lack of sympathy and lack of understanding rather than just saying, well, we know that if you had more money and if you had

smaller classes all these problems would go away because you do a much better job. I don't think that is quite fair although I realize that that has to be part of your thrust.

Mr. HARRIS. We have combined effort. We are concerned with teacher welfare and we are concerned with the improvement of instruction and we spend a large amount of our limited budget on this matter of improvement of instruction. We do it in a positive way because that is the only handle that we have. We hold conferences and workshops, we set up teacher centers. We are helping to operate teacher centers. We are helping to operate teacher centers around over the country where we can get the kind of assistance to teachers that they need in dealing with problems. We are dealing with curriculum of the training institutions so that teachers can be better prepared in order to deal with some of those problems.

In the final analysis, though, the point that we don't hire or we don't fire is a fact. We could not dismiss one teacher if we desired that——

Mr. GOODLING. But you can make it tough for anybody else to dismiss a teacher.

Mr. HARRIS. That is a part of our role, to see to it that teachers have due process. We would not defend a teacher that should not be in the classroom. We would defend the right of that teacher having due process which means that, well, we all know what due process means just as the person who has committed several murders is entitled to a trial.

So to say that we defend the person is not totally accurate, we are defending that person's right to a trial or a right to due process, not upholding his trying to teach something that is immoral in the classroom or somebody that is abusing students.

In the final analysis somebody has to take the action. The best that we can do is just withdraw membership from that person or the privilege of membership which has very little effect upon that person's ability to get a job or to continue working.

Mr. GOODLING. I have no other questions.

Mr. Biaggi. Thank you, Mr. Harris, Dr. Lucas, for your testimony and your presence.

The meeting stands adjourned.

[Whereupon, at 12:09 p.m., the subcommittee adjourned.]

[Material submitted for inclusion in the record follows:]

JUNE 18, 1975.

HON. JOHN J. TONER,
Presiding Judge, Juvenile Court, Cuyahoga County,
Cleveland, Ohio

DEAR SIR: Thank you very much for the excellent testimony which you presented today to the Subcommittee on safety and violence in our elementary and secondary schools. Your testimony will be very beneficial to the Committee in its deliberations on this issue.

Since you unfortunately had to leave early to make plane connections back to Cleveland, the Subcommittee members were not able to question you concerning your testimony. Consequently one of our members, Congressman Albert Quie, has requested that we send you this letter asking you to respond to the following questions for the record:

1. Do you believe that juveniles ought to be treated the same as adults when they have committed serious offenses?

2. In particular, do you believe that rules forbidding the publication in newspapers or the announcement on radio or TV of a juvenile's arrest and involvement in the judicial process ought to be revised?

The basis for Mr. Quie's second question is whether or not social pressures to deter juvenile delinquency will result from such publications and announcements.

We would appreciate your prompt response to these questions. Thank you for your cooperation.

Sincerely,

CARL D. PERKINS, *Chairman.*

COURT OF COMMON PLEAS,
JUVENILE COURT DIVISION,
Cleveland, Ohio, June 25, 1975.

HON. CARL D. PERKINS,
*Chairman, Subcommittee on Safety and Violence,
House of Representatives, Washington, D.C.*

DEAR CONGRESSMAN: Thank you for your very kind letter of June 18, 1975. I checked with someone on your staff about a hearing later in the afternoon, but was told that there would not be further hearings to answer the questions of the members of the Subcommittee. I appreciate the many courtesies by you, your staff, and the other members of the Committee.

You stated that Congressman Albert Quie requested response to the following two questions:

(1) *Question.* Do you believe that juveniles ought to be treated the same as adults when they have committed serious offenses?

Answer. No, with some qualifications. The Juvenile Court is charged with the responsibility of attempting to assist immature, youthful law violators to overcome their problems, whatever they may be, and become constructive members of society. The Juvenile Court was established to rid the prisons of our country of immature children who should have been provided with care, protection, and mental and physical therapy rather than being placed with confirmed criminals. Although few courts have the personnel and facilities necessary to accomplish this end, if they were provided, we could achieve the original purposes of the Juvenile Court.

The Court has the additional responsibility of protecting the public from acts of delinquency where the safety and rights of the public are being violated. Therefore, the Court frequently needs authority to treat an older adolescent as an adult who is free of mental problems, is not mentally retarded, but who is not amenable to care or rehabilitation in any facility designed for the care, supervision and rehabilitation of delinquent children; and the safety of the community may require that the child be placed under legal restraint for a period extending beyond his majority.

Most states have provisions for treating older delinquents who have been charged with serious crimes by binding them over to the criminal courts where they are treated as adults.

(2) *Question.* In particular, do you believe that rules forbidding the publication in newspapers or the announcement on radio or TV of a juvenile's arrest and involvement in the judicial process ought to be revised?

Answer. No. Names of adults have always been printed and I see little or no evidence of the adult criminal rate being reduced by the imposition of so-called "social pressure." Furthermore, children are castigated and separated from society when their names are printed and rehabilitation becomes extremely difficult. However, I am aware that there are impressive authorities who disagree with this position. I know of no one who has requested that I release to the news media the name of their child when they appear before me.

I know that this is increasingly practiced in various jurisdictions of the country. However, I have yet to see that there has been a reduction of delinquency as a result. I personally would like to feel that in most instances the child violates the law, and we provide some constructive program for him. Also, they say, "draw the curtain" on the incident and not have him branded for life. There is no law in Ohio forbidding the publication of names of children coming to our court. However, the news media in this community have agreed with our position on the matter and have voluntarily withheld publication of any names of children appearing in the Juvenile Court.

Very truly yours,

JOHN J. TONER,
Administrative Judge.

PREPARED STATEMENT OF DR. OWEN B. KIERNAN, EXECUTIVE SECRETARY,
NATIONAL ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS

Mr. Chairman and Members of the Sub-Committee: It is a privilege to appear before the distinguished members of this Committee to discuss the increasingly critical problems of vandalism and violence in our schools. I am appearing today as the official representative of the NASSP, a 35,000 member organization of secondary school administrators who in turn have responsibilities for 20 million American youth. Most of these young men and women practice responsible school and community citizenship on a daily basis. Unfortunately, the percentage of those who do not is increasing alarmingly. In January 1974, at the request of the Chairman, the NASSP presented documented evidence of this increase to the Senate Sub-Committee.

Violence and vandalism have moved, just in one decade, from being an ancillary and occasional problem in the life of the secondary school principal to a position of oppressive and everpresent dominance. Events are forcing the school principal to devote increasing amounts of time and energy to resolving problems of crime among the student body. This concentration of effort takes him away from duties he was employed to perform, i.e., to improve the academic program and the quality of instruction. As a result the students are short-changed.

Violence and vandalism in the secondary schools was once confined to a very few "Blackboard Jungle" schools found in the central cities. But now incidents of student crime appear throughout the nation. As you have already found in your earlier study, hundreds of thousands of pupils are assaulted each year and the property losses exceed half a billion dollars.

Let me give you an example of the frightening growth of the problem in a large suburban high school located in the State of Illinois. This institution would be on anyone's list of the best 100 high schools in the nation. You would not, however, recognize any excellence in these data on violence and vandalism:

SUMMARY OF INCIDENTS, LARGE SUBURBAN HIGH SCHOOL, STATE OF ILLINOIS

Category	1970-71	1973-74
Larceny.....	26	105
Fighting.....	29	47
Assaults.....	12	11
Trespass.....	22	30
Locker break-in.....	90	167
Vandalism.....	27	71
Bomb threat.....	4	6

Reports through March 30, 1975, show a continued rise of incidents for the current year. Another major city high school must time its dismissal bells to coincide with the arrival of police cruisers that proceed slowly along adjacent streets to keep rival gangs on opposite sidewalks from colliding in open warfare.

Each year the National Association of Secondary School Principals polls its membership on a number of issues in school administration and curriculum. Responding to the poll of April 1974, the secondary school principals of this nation reported five problems to be of "rising frequency or concern." These were:

- (1) student vandalism and violence
- (2) defiance by students, ignoring rules
- (3) lack of time (or wasted time, neglect of studies)
- (4) smoking

(5) absenteeism (A just completed NASSP study will be appended to this testimony.¹ The subject relates closely to the issues of vandalism and violence.)

This poll establishes for the Association some clear distinctions. First, the "old" problems of the principalship—those of the late 1960s—are not the new problems of the principalship. Questions of student expression, student dress, and student activism no longer have central stage. Second, the growing incidence of crime in school seldom centers around student-adult conflict. Third, the crime spree of the Seventies is flourishing despite school reforms made in response to student and parent demands for more freedom. And fourth, the principal feels inundated by a sea of demands, with vandalism and violence representing the latest and highest wave.

¹ Note to readers: The study referred to here is reported in *The Practitioner*, Vol. 1, No. 1, Mar. 1975, "Student Attendance and Absenteeism."

For those who assume that these unfortunate acts are confined to the later years of high school and early adulthood, I call the Committee's attention to two pipe bomb makers apprehended in a Midwestern community just three weeks ago. They were selling these crude but lethal bombs to classmates at 35 cents each. Their ages? 12 and 14!

Schools do not glorify assault. They do not teach violence. The ideal of the common good and of the rule of law is represented in the administration of the school, in the teacher's classroom, in the content of the curriculum, and in student activities. What, then, is the problem? What are the causes of these problems in schools? What are the sources of aggression? And, more importantly, what remedial actions might be implemented?

The immediate task facing the principal is to maintain the safety and welfare of students. This requires, in these new times, greater supervision over cafeterias, hallways, stairwells, restrooms, and the exterior grounds than formerly was necessary. Consequently, an entirely new staff position has appeared in the typical secondary school, that of student security officer. In 1965 probably no more than 25 school systems employed such personnel. Today, school security personnel are typical. More large secondary schools (1,000 or more students) employ them than do not employ them. Over 15,000 non-uniformed, school-employed security personnel are serving schools during the current school year. The growth has been geometric, reflecting the seriousness of the problem, and no section of the nation has been excluded. Within the past month I observed school budget preparations in Anchorage, Alaska. For the first time in the city's history, \$400,000 was being requested for security purposes—money which most assuredly could have been put to better educational uses.

The long range objective of the principal is to change the situation, to erase the climate of fear, and to make schools once again safe for learning. To reach this objective the principal is dependent upon the larger society as well as upon circumstances within the school.

The contributing factors to school crime are as complex as society itself. We know them all: (1) breakdown of the family and family control, (2) glamorization of violence on television and film, (3) street crime by youth which spills into the school, (4) drug abuse, (5) anonymity in the neighborhood and school, (6) a philosophy of self-serving expediency with little concern for others, (7) subgroup solidarity, with no allegiance to the larger society, (8) contempt for the value of personal and public property.

Other contributing factors, perhaps seen more clearly by the secondary school principal than by other citizens, are these:

1. *Lethargic Courts.*—The actions of the courts are often delayed or equivocal, encouraging students to consider themselves "beyond the law" and causing a feeling of helplessness among the victims. Typically it takes two months to get a ruling on a simple case of trespass. More serious cases take longer to adjudicate. By calling for a series of continuances, the defendant's attorney can delay decisions for months. A male teacher of English, who was threatened by a student with a broken bottle because the teacher had reported the student for being on campus after being suspended from school, was required to leave his teaching post and make three court appearances over a period of nine months. In each instance the case was continued without testimony. The teacher, meanwhile, received telephone threats upon his life. He moved to another apartment and used an unlisted telephone number. Ultimately, despairing of any positive court action, he applied to another school district, was employed, and resigned his tenured position in the old district. The effect upon the morale of his fellow teachers was devastating. Under current procedures, many courts do not provide enforcement of the laws adequate to protect the safety and welfare of students and teachers on campus. This problem is compounded by the tendency of judges—occasionally described as both soft hearted and soft headed—to sidestep the problem and refer the student back to schools for custodial purposes to "keep them off the streets."

2. *Openness of Schools.*—One factor in the increased tide of violence and vandalism in the schools is the increased openness and lack of controls placed upon young people today. This change is not limited to the schools, of course, but applies to American youth and their behavior generally in the society. It should also be recognized that the mention of this change in society's treatment of youth is not intended as a criticism, no less a lament.

In many ways, the current attitude toward youth—and the freedom conferred upon them—is a good thing in our opinion, not only for the young people themselves, but for society as a whole. Recognizing the general merits of this change

should not blind us, however, to the adverse side effects that may result, and I believe have resulted, from the new freedom of youth. A certain proportion of young people just have not been able to use their freedom constructively and positively. Coupled with their health, strength, and energy, this freedom has made it possible for a relatively small percentage of young people to cause serious injury to persons and great damage to property. As we, and others, will testify, this damage has been greater nowhere than in the schools. In one major Eastern city the superintendent has indicated that necessary instructional equipment, e.g., film projectors, typewriters, microscopes, band instruments, etc., seldom will last a week without damage or theft. The resulting academic program is currently in a shambles.

3. *Student Rights*.—There is room for argument as to how large the group may be which is abusing its freedoms. Argument can also exist—and does—as to the amount of protection due the rights of young people both in and out of school. There would seem little basis for disagreement, however, that society at large, and indeed the large majority of young people who do not abuse their freedom, deserve to be protected in *their* rights.

Because of the nature of our political system, and particularly the judicial part of the democratic process, very often the rights of the majority get far less attention than do those of the minority accused of abusive actions. Speaking on behalf of some 35,000 principals, I want to strongly reaffirm our support of "student rights" however that much-abused term may be defined. But I would respectfully remind this Committee and the judiciary that such rights must be balanced by responsibilities and that primary among them is the duty to respect the rights of others. Primary among those rights is the security of one's person and property.

To many of our members—and to many teachers as well—this right of the majority of students and school staff alike has all too often been overlooked in the desire to accord fair treatment to those accused of violence, vandalism, or disruption of the school and community. Recent decisions of the U.S. Supreme Court show a careful and well-reasoned effort to attain the difficult but necessary balance between these two interests. We fully support those decisions and will do our best to see that they are followed in spirit as well as letter. But we would urge this Committee and the Congress to keep this need for balance well in mind in any deliberations on programs involving school conduct; and, whatever actions might be taken to accord greater opportunity and freedom to youth, that the necessary power to protect the school and its students be retained by the school system and its building principals. Without such power, the public schools cannot stand, and the loss will not be the principal's; it will be society's.

4. *Teacher Apathy*.—The teacher who takes an interest in all dimensions of a student—in his attitude and behavior outside of the classroom as well as inside of the classroom—seems to be a vanishing breed. A strong trend among teachers has developed to guide and direct students only in the classroom, leaving the responsibility for controlling misbehavior elsewhere entirely up to the "administration." The employment of security personnel, unfortunately, may encourage teachers further to drop a responsibility for student behavior, generally. All members of the teaching and administrative teams must carry responsibilities for students wherever they may be. Otherwise, the disruptive student will exploit this reduced supervision to steal, to vandalize, and to congregate in the washrooms or elsewhere for gambling, extortion, drug peddling, and similarly tragic ventures.

5. *Parent Ignorance and/or Indifference*.—One of the most appalling features of this nation-wide problem is the lack of knowledge on the part of far too many parents as to the whereabouts of their children, day or night. In some cases this can be traced to pseudo-sophisticated attitudes dealing with the "mod" or permissive society. Apparently they have forgotten Alexander Pope's admonition, "Just as the twig is bent, the tree's inclined." Allowing children to run the streets unchecked and unsupervised is the perfect formula for producing the irresponsible young citizen and potential vandal. Adult education courses are in the "must" category for these careless parents with sponsorship from the school system and all segments of the media. It goes without saying that Congressional support will do much to lighten the load for already overburdened school districts as they attempt to inaugurate such programs. Concerted efforts on the local, state, and national levels should return substantial dividends.

6. *Collateral Curriculum*.—Students in school and out of school are taught by many curricula. As Dr. Laurence Cremin, President of Columbia's Teachers College, has pointed out:

"The Children's Television Workshop has a curriculum. The advertising departments of the Ideal Toy Company and Love's Lemon Cosmetics have curricula. The *Encyclopaedia Britannica* and the *World Book Encyclopedia* have curricula. . . .

"It means, as James Coleman and Christopher Jencks—and one should probably add Plato—have pointed out, that the school never has *tabulae rasae* to begin with, that when children come to school they have already been educated and miseducated on the outside, and that the best the school can do in many realms is to complement, extend, accentuate, challenge, neutralize, or counter."

The opportunities for education or miseducation are burgeoning throughout society. We must all take seriously the fact that we are all taught by radio and television, peer groups and advertising agencies, and by magazines and museums. As Joseph Sorrentino, a juvenile court judge in Los Angeles County has noted, "TV will have to recognize its contribution to violence, and we must stop glorifying the negative and obscuring the positive." In summary, the environment of youth is a totality. Youth's attitudes and behavior are a reflection of all curricula, the nonschool and the school. It is imperative that this totality desist from glamorizing crime and violence against persons.

Finally, it should be emphasized that the rise in youth crime is not primarily due to poverty since it exists in the affluent suburbs; it is not due to lack of opportunity to learn or to participate in school activities; and it is not caused by a restriction of alternatives. Students today enjoy more options for learning and for earning credit than at any time in the history of the American public school.

SOME RECOMMENDATIONS

Given the serious nature of the problem, and given that students are an attitudinal microcosm of the larger society, what actions might be taken to improve the situation?

First.—Since the crime motive is carried onto the campus, and since school administrators cannot devote full attention to the single task of protecting student life and property, additional school personnel will be needed. These personnel should operate as members of the school staff, directly under the control of school personnel. Their training should be planned jointly by school personnel and by the juvenile officers of the departments of local police. We strongly recommend enactment of legislation similar to the Safe Schools Act introduced in the Congress last session. Such legislation should provide monies for the proper training of school security officers as well as for their employment on a matching fund basis. School districts should also receive federal assistance to install appropriate security devices to protect school buildings and adjacent playgrounds.

Second.—Prompt attention by the courts to acts of alleged crime in schools is imperative. Delays and continuances should not be granted except for the most compelling reasons. The attitudes and morale of thousands of students and hundreds of faculty members may turn upon a single case involving two students or one student and one adult. Courts are one dimension of the collateral curriculum as well as being determiners of justice. The courts must accept this broader role and must act rapidly as well as fairly. We recommend with a sense of urgency that means should be sought to reform the judicial process so that undue delays no longer can occur.

Third.—Curriculum reform can play a part in redirecting negative student attitudes. The increased enrollment of youth in school has brought with it broader heterogeneity in the student populace. In many instances, this broader student base includes students who read poorly and write incoherently. Nathan Caplan of the Institute for Social Research at the University of Michigan has found that one major distinction between delinquents and non-delinquents is a belief by the delinquents that their chances of finishing high school and of getting a job were poor.

Another feature of curriculum reform involves what NASSP refers to as Action Learning. The popularity of such practical learning grows daily. One of the clear trends in secondary schools during the 1970s has been the significant expansion of work experience, community service, and other forms of action learning.

Interest in the integration of work and school goes beyond that of the student, teacher, and parent. President Gerald R. Ford, in a commencement address at Ohio State University, emphasized the educational value of close relationships between the classroom and the working world. He urged schools to work with business and labor to "create a new community of learning across the nation" and challenged the graduates to "show us how work-study programs can be a part of the on-going educational process."

Many administrators today are in the process of abandoning or modifying the school's custodial role. Students are being allowed to learn at appropriate posts in the community as well as within the school building. Real experience on the job and with public service agencies is bringing to youth new insights intellectually as well as a deeper appreciation of the interrelationships of all age groups and occupations in a community.

Fourth.—Student involvement in any and all programs is imperative. In a recent study by I/D/E/A (the educational affiliate of the Charles F. Kettering Foundation) it was pointed out that we must start with students at a point where they can accept the fact that they have a *vested interest*. They may not be able to identify with the school lavatory, but when it's their locker or car that is broken into it becomes the real thing. I/D/E/A cites an actual instance at a high school in the Northeast.

The biggest single security problem . . . was the theft of tape decks, batteries, tires, and even cars from the school parking lot. The system's security director held an assembly for everyone who drove to school. Three hundred students showed up and after the assembly, 293 volunteered six at a time to patrol the parking lots. "When I say patrol," the director commented, "what we ask them to be are observers and reporters of incidents. We do not want them to take any overt action. When they see a car come on to the campus that does not belong there, the observers call the security officer or investigator-counselor and let them know about it. We have cut larcenies from automobiles from about 35 a month to almost nothing at that senior high school. The students were involved. They did it, not my security people. The more that I involve the students in the program, the greater opportunity we are going to have for success."

Fifth.—Innovative programs of value (examples).

(1) The South San Francisco schools "staked" the students to a budget equaling the cost of repairing vandalism. The monies left at the end of the year went to student body projects. This cut costs of vandalism in half.

(2) Reduction of school size to the house plan (school within a school) or the development of sub-schools to reduce anonymity and the sense of not belonging have met with success in several sections of the country. Architects should refrain from recommending the large factory type or monolithic institutional giants which place too many students under one roof. Architectural improvements can also be designed to greatly improve internal security systems.

(3) Borrowing from the assignment of a hausmeister or head custodian who lives on the campus of the German *gymnasium*, several California schools are placing "trailer watchers" on school grounds. Last fall *Education U.S.A.* reported as follows:

"The Elk Grove Unified School District near Sacramento harks back to the days when teachers lived near the school. In the modern version a trailer site is built on each school grounds and a family with a trailer lives there rent free. Elk Grove began using "trailer watchers" 5 years ago, expanded the program to 9 schools last year and will have it at all 17 schools this year. The district has had only two incidents of vandalism at schools with trailers and one trouble-maker was caught by the "trailer watcher," says school official Mearl Custer, who conceived the program. It costs the district \$3,000 to construct each trailer site but the system's vandalism bill used to be \$20,000 annually. The district also pays the electricity at each site "which means you get a built-in watcher for about \$10 a month per school," Custer says. Two other districts near Sacramento are also building trailer sites; the Modesto schools plan to; and a police official in Los Angeles is urging that district to try the idea in the Watts area."

A number of other innovative approaches could be included at this time but I believe the point has been adequately covered. The National Association of Secondary School Principals offers continuing assistance to this Committee and the 94th Congress in examining promising new practices and alerting all school systems as to their value.

Mr. Chairman, the seriousness of the present situation cannot be overstated. A too-little and too-late approach will cause irreparable harm to what has been regarded as the world's finest system of education. The magnitude of the problem is such that it cannot be handled by the states and local school districts alone. They are already hard pressed to meet the day-to-day demands in the training of America's children and youth. My colleagues in secondary education join with me in urging your full and serious consideration of substantial federal support programs which will stem the tide of vandalism and violence.

Thank you.

RELATED NASSP PUBLICATIONS

1. Ackerly, Robert L. *The Reasonable Exercise of Authority*. Washington, D.C.: The National Association of Secondary School Principals, 1969.
2. Bailey, Stephen K. *Disruption in Urban Public Secondary Schools*. Reston, Va.: The National Association of Secondary School Principals, 1970.
3. Clement, Stanley, L. "School Vandalism: Causes and Cures." *NASSP Bulletin*, Vol. 59, No. 387, Jan. 1975.
4. Ertukel, Dec. "School Security: A Student Point of View." *NASSP Bulletin*, Vol. 58, No. 384, Oct. 1974.
5. Grealy, Joseph I. "Criminal Activity in Schools—What's Being Done?" *NASSP Bulletin*, Vol. 58, No. 382, May 1974.
6. McGowan, William N. "Crime Control in Public Schools: Space Age Solutions." *NASSP Bulletin*, Vol. 57, No. 372, April 1973.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., June 26, 1975.

Hon. CARL PERKINS,
Chairman, Elementary, Secondary and Vocational Education Subcommittee, House Education and Labor Committee, Rayburn House Office Bldg., Washington, D.C.

DEAR MR. CHAIRMAN: Dr. Michael Blodgett recently completed his doctoral thesis on violence in desegregating schools.

He has written me a letter summarizing his thesis, which I am enclosing. I would appreciate having this letter incorporated in the hearing record on the two days of hearings we held on this subject. Upon receipt of the letter, Dr. Blodgett was requested to supply some additional information, which I will forward to the Subcommittee upon its receipt. I would also appreciate having it made part of the record.

With every good wish, I am
Sincerely yours,

ALBERT H. QUIE
Member of Congress.

Enclosure.

PHILLIPS JUNIOR HIGH SCHOOL,
Minneapolis, Minn., June 20, 1975.

Hon. ALBERT QUIE,
Rayburn House Office Bldg., Washington, D.C.

DEAR REPRESENTATIVE QUIE: I have recently completed research into 1.) the amounts and causes of violence in desegregating public schools 2.) the need for effective responses to violence by school staff members. The major impact of the research rests upon what can be done by staff members in individual school buildings to effectively address the needs of students while at the same time working to accomplish integration.

The research entitled "Student Violence, Status Maximization and Anonymity as Factors Subject to Staff Control in Potentially Explosive Desegregating Public Schools," was carried out in a metropolitan school district during its first year of court-ordered desegregation. A summary of the research would include these six areas.

I. *Question.* How much violence was occurring in these desegregating public schools?

Answer. As part of the student questionnaire which was administered to a representative sample of approximately 10% of the students, a ranking of types of violent incidents was developed which represented agreement as to the relative seriousness of each type of incident. About 85% of the students agreed in ranking these incidents in the following order, from most serious to least serious: Use of a weapon; physical assault; threat with a weapon; threatening physical assault; extortion; and verbal abuse.

The top three items were considered as the most serious and data indicating the frequencies of such violent behaviors was collected during a five week period in the spring of 1974. Based on the more than 330 completed questionnaires, approximately 3.9% of the students reported a weapon used against them; 7.7% reported one or more threats with a weapon; and 9.3% reported being physically attacked during the five week period of the study.

II. Question. What relationship did desegregation have to violence?

Answer. The research was carried out in three desegregating junior high schools because many authorities report a peaking of adolescent problems associated with the 7th, 8th and 9th grade years. Students at these three schools represented a broad cross section of socio-economic, attitude, and achievement and ability factors as well as previous involvement with desegregation. Although all three schools were involved with court-ordered desegregation, only three grades were specifically the focus during the first year of the court-ordered plan. The three grades were the 7th grade at School A, the 7th grade at School B and the 9th grade at School C. While these grades accounted for 74.4% of the total of serious violence reported by students, they included only three of the seven grades of students attending the three schools. Thus approximately three-fourths of the total violence reported by students took place in those grades that were primarily involved in desegregation efforts.

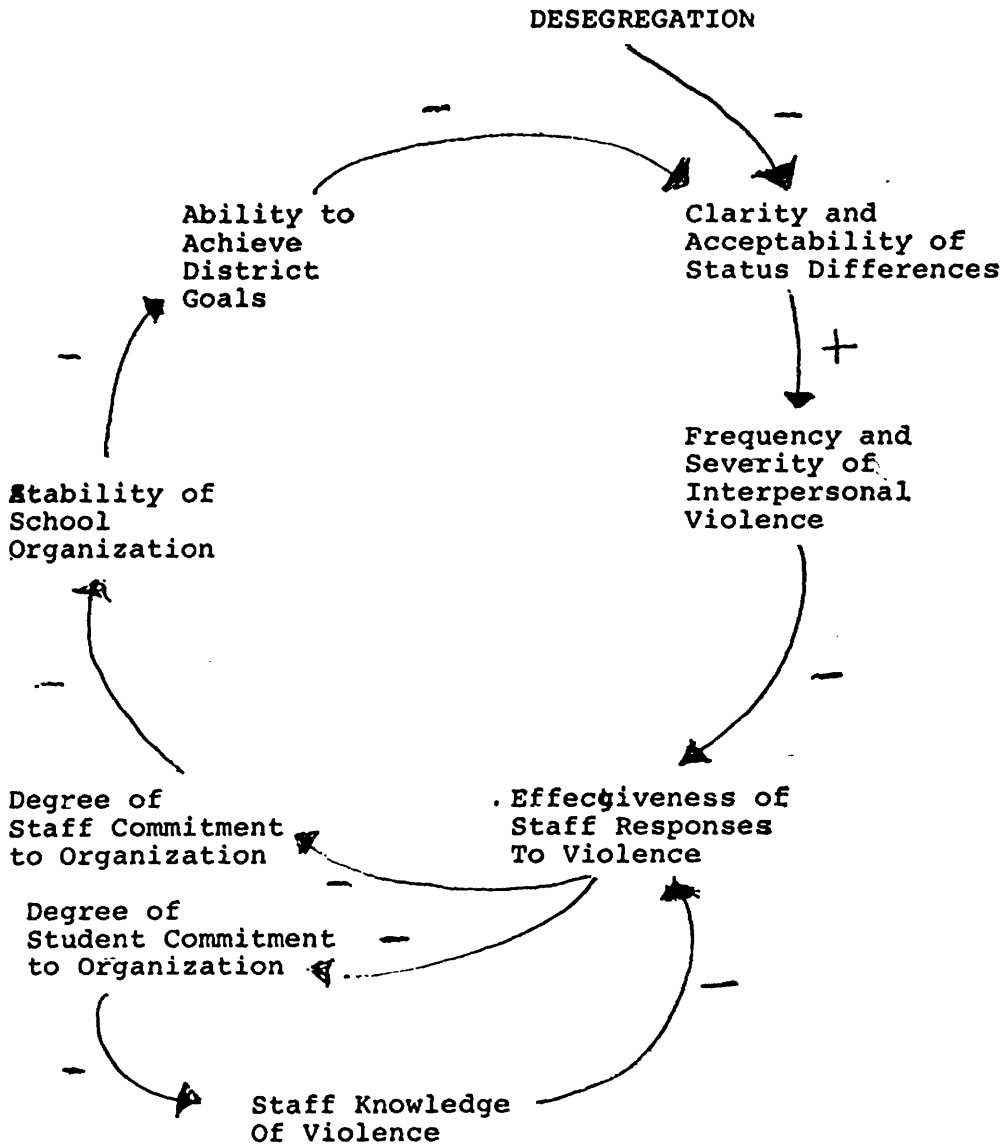
III. Question. Why were students engaging in violent behavior?

Answer. Two areas seem to hold the most value in explaining why students engaged in violent behaviors. Based upon the actual testimony of aggressors, upon the information supplied by the victims and other witnesses, and upon such factors as the presence of a crowd or the role of an instigator, the importance of status maximization efforts by students seemed to outweigh whatever previous degree of familiarity that might have existed between victim and aggressor (which might have been expected to minimize violence between students who previously knew each other). Thus overwhelming evidence in all but two of the incidents dealt with by staff members indicates that aggressive students were acting in such a way as to increase their status with their peers.

IV. Question. Were there any key factors which would serve to focus the efforts of staff members in potentially explosive schools?

Answer. The single most important factor identified in this research was the effectiveness of staff responses to violent incidents. If staff members were not aware of the needs of individual students, especially but not exclusively for status, and such lack of awareness was accomplished by ineffective unfair, inconsistent crisis oriented behavior by staff members, a vicious cycle seemed to operate to greater or lesser degree in each of those buildings involved in this research. For those buildings reporting the most violence, this cycle had far-reaching negative effects upon the operation and stability of the total building. A diagram of this cycle appears below:

The diagram reflects the interaction of a number of factors which are related as follows. Desegregation, when considered at the level of the individual buildings involved in the court-ordered plan, resulted in unclear and unacceptable status differences for a number of students and staff. To help clear up such problems, a significant proportion of students chose violent behavior as a way of maximizing their status. The key factor seems to be the effectiveness of a staff members responses to such behaviors. If staff members are not able or do not respond effectively, not only does student morale (and hence the willingness of students to report problems) decline, but the continued ineffectiveness of certain staff members seems to also hurt the commitment of other staff members to the school's organization. This in turn contributes to the decline of the organizations stability and seriously damages the ability of these individual buildings to address district wide goals relating to desegregation-integration. If not checked by effective staff response, the continued operation of such a cycle can preclude such schools from working on other significant problems in attempting to meet the needs of the students they are supposed to service.



V. Question. Recommendations?

Answer. This research takes an unusual focus in dealing with challenges associated with effective integration—the emphasis is upon what staff members can and must address within the organization of individual local school buildings. Techniques were developed and utilized for assessing the amounts and types of interpersonal violence occurring in potentially explosive schools, for identifying some of the major needs of individual students, and for responding effectively to incidents of violence so as to better address district goals relating to quality education for all students. Because of the opportunities associated with the interpersonal interactions which take place every day that such schools are in session, local buildings with effective leadership can and should address the related problems of discipline and integration.

If we are to accept our responsibilities to address the challenges associated with integration as well as other needs of young people, research such as this should be shared with a broad spectrum of the American public. I would appreciate the chance to testify as to this research and its recommendations, not to sell a program, but to indicate that there are some methods which are available to respond effectively to violent behaviors and the needs they represent while continuing to operate and manage our schools.

Thank you for your consideration. I would be happy to cooperate in any way possible with the efforts of the Subcommittee on Violence in the Schools, or with future efforts in the area of education.

Sincerely,

DR. MICHAEL W. BLODGETT,
Assistant Principal.

POTENTIALLY EXPLOSIVE DESEGREGATING PUBLIC SCHOOLS AND STUDENT
VIOLENCE

(By Michael W. Blodgett, Ph. D.)

INTRODUCTION

The thesis that American society has functioned over the years as a "melting pot" has not gone unchallenged by critics who cite instances of violence between members of different social groups. In fact, close examination of numerous variables such as residential housing patterns, indicators of economic status, educational achievement, social mobility, the formation and operation of special interest groups, all reflect the existence of ethnic, racial, sexual as well as the larger category of "socioeconomic" status differences. Thus the continued existence of separate social groups as well as the quantity of violence associated with the interaction of members of various social groups suggest that, if American society does in fact serve as a melting pot, it is still on the fire.

While not all interactions between various social groups are violent, demands for equal rights under the Constitution according to law, for equal opportunity, for religious freedom, for economic survival, and in a large sense for access to the benefits and responsibilities of modern life, all seem to be accompanied at times by violent confrontations. The desegregation of public schools is one area in which violence has sometimes flared up with detrimental effects on the operation of schools and sometimes even whole school districts. This study focuses on the desegregation of three public junior high schools under Federal court order in a northern metropolitan school district. Of special concern is the relationship between the amount of violence that actually occurs in each of these schools and other factors associated with the interactions of social groups mentioned above. As evidenced by the debate often referred to as the Pettigrew-Armor controversy, considerable attention has been given to the issues associated with percent of white and black students in schools as related to the quality of educational achievement. A number of studies have assessed or attempted to assess achievement of racial groups of students as dependent on the degree to which such students have attended school in desegregated classrooms. This study, however, focuses on relationships between desegregation and the need for effective staff responses to violent behavior.

The goals of quality education were summarized by the school board within the northern urban school district in which this study was carried out. These goals, stated as follows, resemble other such goal statements from across America:

An educational goal of the Public Schools for the next decade is quality education for all students. A quality school is 1) a school which is well-equipped and well-staffed, 2) a school in which racial composition of the total student population in the Public Schools, 3) a school where there is a climate of mutual trust and respect among the student body, faculty, and community, 4) a school where a significant majority of the students perform at or above acceptable minimum reading and computation performance levels. (Human Relations Guidelines, 1970, p. 1.)

Because this district was in its first year of court ordered desegregation, it was considered crucial by this author to collect and analyze data directly relating to goal number 3—a school where there is a climate of mutual trust and respect among the student body, staff, and community. This study was deemed especially significant for its focus on the interaction of various factors associated with incidents of violence in desegregating schools—a set of problems frequently encountered but seldom effectively addressed.

THE RESEARCH

The basic thesis of the research is that different amounts of violence will occur in different desegregating schools, and that such differences reflect the interaction of certain factors that can combine to make a school "potentially explosive." The study identified a variety of these factors, attempted to assess their presence in varying degrees in schools chosen to represent a broad spectrum of socioeconomic factors as well as degree of desegregation, and resulted in the identification and isolation of certain *key factors* which need to be addressed by staff members in desegregating schools. To assist staff members in attempting to manage educational activities in such potentially explosive schools, a factor interaction model was developed which includes both certain key factors as well as identifying specific areas where the most results will accrue when staff expertise is applied in attempts to respond to problems of violence.

The research design provided for data collection and analysis in these four areas:

- (1) How much violence is actually occurring in each desegregating school?
- (2) How often are efforts by an individual to maximize his/her status the motive for specific acts of violence occurring in desegregating schools?
- (3) How is the severity of violence related to the degree of familiarity between victim and aggressor?
- (4) How is the stability of the schools organization related to staff responsiveness to violent incidents?

The stratified random sample of approximately 10% of students participated in the study. The schools involved represented a broad cross section of the district, with a high of 38.97%/minority to a low of 7.94% minority. In addition the schools were broadly represented in the following list of what might best be termed "socio-economic factors: "

3 SCHOOLS AS CROSS SECTION OF DEGREE OF DESEGREGATION—CATEGORIES RANKING SCHOOLS BY DEGREE OF DESEGREGATION

[In percent]

Categories	School B	School C	School A	City profile
Minority, 1973-74.....	38.97	22.98	7.94	17.69
Lowest percent minority during past 5 yr.....	38.97 (1973)	8.73 (1969)	.43 (1969)	12.00 (1969)
Students—AFDC families, 1973.....	44.00	8.00	6.00	23.00
Families with income above poverty level, 1970 census.....	83.00	96.00	97.00	89.00
Area adults with high school diploma, 1970 census.....	58.00	73.00	82.00	58.00
Below average in school ability, grade 7, 1972.....	33.00	12.00	7.00	23.00
Below average in reading vocabulary, grade 8, 1972.....	43.00	11.00	8.00	23.00
Students favoring school desegregation.....	84.00	72.00	61.00	68.00

Data was collected using questionnaires completed by students from each cell membership in the research design, staff completed forms recording specific information as to incidents of violence, motives of aggressors, etc. Severe violence was defined as: use of a weapon; physical assault; threat with a weapon. Those three categories became the main focus in the analysis of data on severity of incidents as related to other factors.

RESULTS

Analysis of the data indicated the following results as related to the four areas of investigation:

I. How much violence is actually occurring in each desegregating school?

Forty-one students of the 333 responded to variable A either: "often there are problems of violence in school for them" or "almost every day there are problems for them." By using a CROSSTABS procedures of SPSS, one finds that of these 41:

- (1) Twelve reported weapons being used against them during the span of this study, with four of the twelve reporting more than one such use of a weapon against them.
- (2) Twenty-six reported one or more threats with a weapon (half of these more than once) during the span of this study.
- (3) Thirty-one reported physical attack, with 22 reporting more than one such incident.

These reports represent what may be taken as significant incidents of violence both in severity and in frequency. Approximately 3.9 percent of the student respondents reported a weapon being used against them. Both the process of developing the Student Questionnaire and the oral post-check indicated that the term "weapon" to students at these schools included knives, guns, pipes, clubs, chains, etc., and that this term was used when a problem was serious. Approximately 7.7 percent reported one or more threats with a weapon, and 9.3 reported being physically attacked during the period of this study. This study covered approximately one-seventh of the school year.

II. How often are efforts by an individual to maximize his/her status the motive for specific acts of violence occurring in desegregating schools?

The three indicators used giving evidence of efforts to maximize status as a motive for violent student behaviour were direct statements by the aggressor, the role of an instigator, and prior knowledge by friends or other witnesses than an aggressor anticipated acting violently. One or more of these factors was present in almost every incident responded to by staff members. The average of all cases involved more than two such indicators.

The power of the "status maximization concept" for use in dealing with students whose violent behavior can ignite a potentially explosive school is indicated by these results. Such a concept can serve as the basis for specific training and utilization of certain techniques which both recognize such status needs and attempt to rechannel behavior into acceptable areas.

III. How is the severity of violence related to the degree of familiarity between victim and aggressor?

Results indicate that most cases of interpersonal violence occurring in these three desegregating schools involved a victim and an aggressor who knew each other's names because they had been in classes or activities together, but the aggressor's motive, attempting to maximize status, seemed to outweigh whatever restraint such familiarity might have been expected to provide. More importantly the degree of familiarity between victim and aggressor reflected an interesting pattern when broken down by school into "high-familiarity" (responses four or five) compared with "low-familiarity" (responses one to three).

TABLE 21.—HIGH VERSUS LOW FAMILIARITY ON OVERALL VIOLENCE BY SCHOOL

School	High	Low
School A.....	1	9
School B.....	23	29
School C.....	39	103

If only the most serious cases of violence are included, the results are shown in Table 22.

TABLE 22.—HIGH VERSUS LOW FAMILIARITY ON MOST SERIOUS CASES OF VIOLENCE

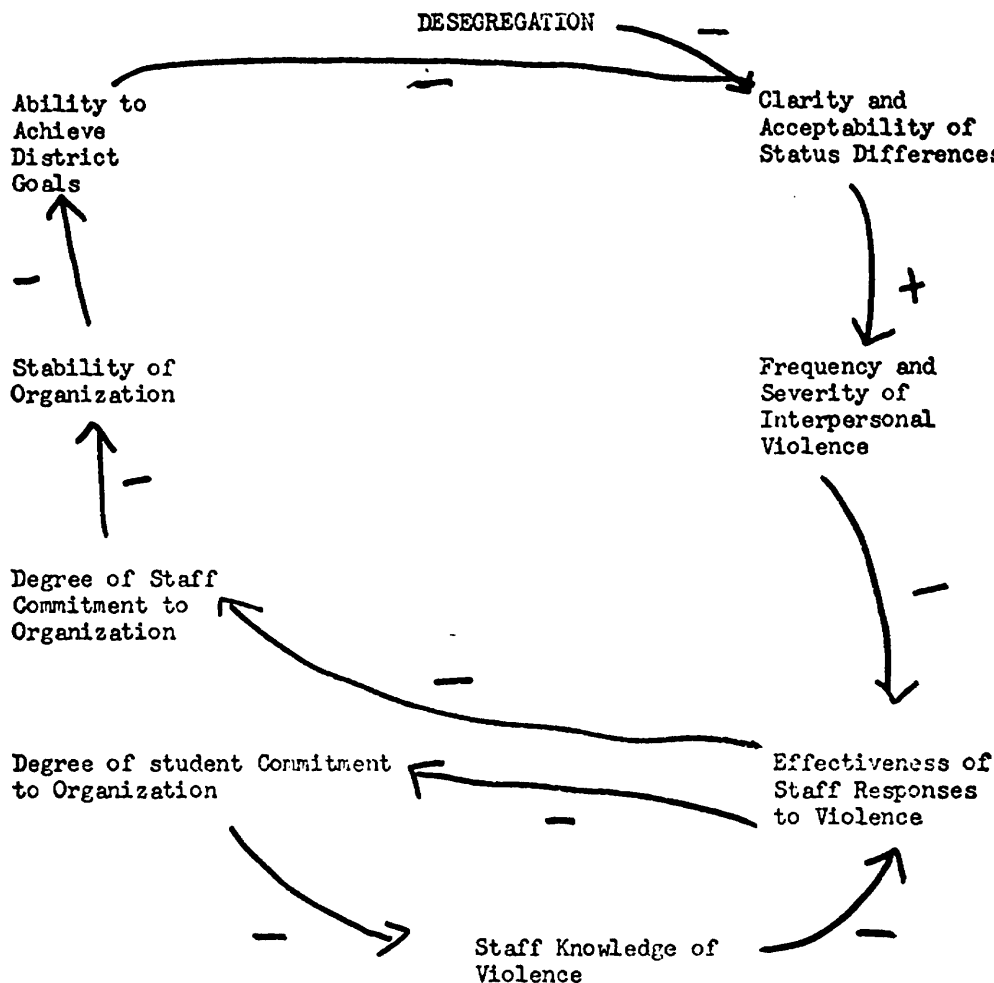
School	High	Low
School A.....	0	4
School B.....	12	24
School C.....	12	60

These results may be taken to indicate that in the latter part of the school year 78.5 percent of the serious incidents of violence reported by staff occurred between students who at best knew each other's names because of some common scheduling at school, but at worst had been largely uninvolved with each other in any significant way up to the time of the study. One-third of those involved in serious incidents at School B reported knowing each other well. Nobody similarly involved at School A reported such familiarity, and only one-sixth of those at School C reported such high familiarity with each other.

If a desegregating school were operating near maximum effectiveness, one would expect that as the school year progressed, violence would decrease and the familiarity between students involved in violent incidents is primarily low at the time this study was carried out, and if this is especially true at Schools C and A, desegregation efforts at those two schools may have experienced considerable difficulty due to the interaction of those factors which contribute to potentially explosive school situations.

IV. How is the stability of the schools organization related to staff responsiveness to violent incidents?

Individuals' perceptions may not always be squared with the facts, yet such perceptions can represent genuine concerns, feelings and attitudes which if commonly held by a group of students, parents, or staff (for example) may be taken as pointing to some realities of the situation in a school. Students in these desegregating schools expressed attitudes which indicated differential perceptions as to the effectiveness, degree of concern, or outright prejudice on the part of various staff members. While these were personal, often detailed responses, there was a strong relationship between students perceptions as to staff effectiveness and the amounts of violence reported within the different schools. In fact, data collected as part of this study points strongly to the need for an analysis of the interrelationships of certain key factors which seem to operate within potentially explosive desegregating public schools. The following diagram was developed to help meet the need for an accurate factor interaction model.



A disproportionately large amount of the violence which was reported during the period of this study in fact occurred within those grade levels in each school that were actually desegregating. This may be taken to indicate that desegregation of the schools, insofar as such a process represents the protection of the Constitutional rights of individuals to equality of educational opportunity, requires a clear understanding of the importance of focusing staff efforts on certain key factors indicated in the model above. For one can argue that it is not desegregation, but the racist conditions within our society which desegregation-integration is intended to address that produce the negative effects on the clarity and acceptability of status differences.

Subsequently a proportion of students will ignore other positive alternatives available for status maximization within the schools (academic achievement, participation in school activities, etc.) and choose to behave violently as they attempt to clarify and maximize their own status. As the frequency and severity of inter-personal violence increases, administrative focus must be on the need for fair and effective staff responses to such violent behaviors. *Without* effective responses, which both recognize the needs of the individual students involved while requiring the acceptance of responsibility for one's actions, students perceive the absence of effective staff response as prejudice, fear, or lack of concern. Hence a lowered student commitment to the school results in lowered staff knowledge of violence. Since staff members only know of a certain proportion of all incidents which in fact occur, such increasing lack of knowledge leads to an even lower rate of effective response. When certain key staff members aren't effective, the commitment of other staff members also begins to break down. Hence discipline within the classrooms is eroded. Staff members may lower their expectations for students with drastic declines in student effort and achievement coming as a result of such lowered expectations. The very stability of such schools as educational and social organizations is adversely affected, which in turn may severely damage efforts to address district goals for quality education for the students within such schools. This vicious cycle may continue with the interruption or even cancellation of some or all of a school's educational activities.

RECOMMENDATIONS

(1) It is not only possible but desirable for staff members to assess the attitudes of students on formal as well as informal levels, with a preplanned commitment to responding to whatever perceptions emerge.

(2) Identification of the needs of individual students must be a continuing priority of schools staff members, and parents as well as staff members should be involved in helping to identify and procure resources necessary to help meet those needs.

(3) In potentially explosive schools particular efforts requiring trained and dedicated staff members in certain key positions must be the focus for administrative efforts.

(4) Such training would involve the initial identification of such key staff members who need to be able to fairly and effectively deal with violent incidents. The format developed for this research enables the identification and verbalization of motive on the part of aggressors, the acceptance of responsibility for one's behavior, the acknowledgement that there may be different values relating to the acceptability of violence as a means of maximizing status, and a commitment which is real enough (not simply a verbal promise) to operate in a more acceptable fashion in the future. While there are definitely students who may not be positively affected by the use of the techniques and procedures developed in the course of this research, a healthy focus is provided both on the needs of individual students and the challenges of operating a potentially explosive school attempting to work towards desegregation-integration.

(5) Parents can become more effective participants and supporters of school efforts as they perceive the heightened degree of staff effectiveness in dealing fairly but effectively with violent behaviors.

(6) Certain key factors are indicated as necessitating the focusing of staff efforts. These factors include: identification and assessment of factors which make a school potentially explosive; recognition of and use in planning of the tremendous status needs of students; the crucial importance of effective staff responses to violent behaviors, based on the understanding that unless certain key staff members are effective, the vicious cycle diagrammed earlier will probably increase in intensity.

(7) That greater acceptance of the positive aspects of being an authority figure can greatly enhance the effectiveness of key staff members in dealing with students. Such acceptance seems to depend on a combination of confidence producing experiences and a predisposition towards creative acceptance of the fact that a stable social organization needs to control conflict.

THESIS OF THE RESEARCH

The challenge for educators, if in fact such a diagram adequately represents what it is intended to, is to respond in situations and conditions which stimulate violence and to decrease the negative effects which such violence can have upon the social organization of the school. Failure to cut down and rechannel the

energy directed towards violence among students can prevent schools from effectively addressing other major problem areas. (Chester and Franklin, 1968). In fact, administrative responsibility centers on the need to create situations in which teaching and learning can take place and the need to respond to situations in which human growth is not occurring. Each of the subprocesses in the diagram represents an area where social interactions take place to effectively increase or decrease the degree of social learning. The interrelationship of these subprocesses is held to have a profound effect upon the stability of the social organization and thus the ability of "the school to address itself to the district goals for education of students in a climate of mutual trust and respect."

The thesis of this research is that different amounts of violence are occurring in desegregating schools, and that such differences reflect different combinations of the factors cited above as these factors contribute to the potentially explosive school situations. More specifically the amount of violence occurring in desegregating schools is related to the degree to which status differences among students and their peer groups are clear and acceptable. Assessing the amount of violence occurring in relation to the motives for such violence may reveal significant characteristics which bear upon the stability of the school's social organization—and provide some indication of the degree to which such schools are meeting district goals for desegregation.

MICHIGAN STATE BOARD OF EDUCATION,
Livonia, Mich., June 25, 1975.

HON. CARL D. PERKINS,
*Rayburn House Office Bldg.,
Washington, D.C.*

DEAR CONGRESSMAN PERKINS: Congressman Marv Esch has suggested that I submit my attached testimony to you, relative to school violence, for inclusion in the record of your subcommittee hearings.

As I have indicated, based on the most noted historians and sociologists (Toynbee, Sorokin, Mendenhall, etc.), if we do not change our self-destructive habits we will destroy ourselves.

I therefore, plea with you to:

1. provide leadership in setting the proper example for our country.
2. encourage schools to stress value education and particularly the fundamental value of self respect, respect for others and the law, and
3. encourage the media to emphasize the importance of this basic value to prevent us from destroying ourselves.

This proposal is unique in that A) it does not require money and B) it points out that government cannot solve this problem, but rather the people must change.

JAMES F. O'NEIL,
*Former vice president,
Michigan State Board of Education.*

Prepared statement of James F. O'Neil, former vice-president, Michigan State Board of Education

Pitirim Sorokin, one of the most eminent sociologists of our time wrote a book in 1941 entitled "The Crisis of Our Age." In his book, Sorokin pointed out that the rate of violence in the first 40 years of this century was higher than at any other time since the dawn of civilization (this was prior to the total disaster of World War II, Korea, Indo-China and the current increasing domestic violence). He indicated that if this self-destructive habit of the human race, along with other such self-destructive tendencies, was not curtailed our society would soon destroy itself.

Arnold Toynbee, one of the most noted historians of our time, wrote a book in 1965 entitled "Change and Habit." He, too, called out the self-destructive habits of mankind and said that if these self-destructive habits were not changed, we would destroy ourselves.

Most recently in 1973, Professor Mendenhall, a leading professor of Ancient and Biblical Studies at the University of Michigan, has written a book entitled "The Tenth Generation." Mendenhall calls out humanity's unfortunate affinity with the distant past. He states that our society has regressed morally and politically to the level of the amoral "Late Bronze Age." He believes the two eras may soon share the same end, the total destruction of their civilizations.

Mendenhall contends that there is a recognized cycle in history in which societies have substantially destroyed themselves during their tenth generation. He points out that it has now been 300 years since the 30-year war decimated a third of Europe's population and that our society may now be overdue. Mendenhall also points out that all the known symptoms, leading to such destruction, are present in today's society, such as:

1. the sense of lost purposes and goals,
2. increasing lawlessness and violence,
3. wholesale rejection of status quo ideologies,
4. counter-cultures,
5. a reversal of the value system,
6. the state-seeking power for the sake of power rather than for the good of society, and

7. the public breakdown of confidence in the social and political organizations.

All of this leads to society becoming more and more neurotic until there is a total process of individual and social disintegration. This is evidenced by violence and self-destructive activity everywhere, wasteful excesses and extravagance, irrational military adventures, etc. Finally, as the intricate balance of the economy starts to collapse, all the other dominoes start to crumble.

All of these eminent men (Sorokin, Toynbee and Mendenhall) point out that self-destruction is not inevitable if we but realize that these crucial problems cannot be solved by the monopoly of power exercised by the government but rather the people themselves must change.

The dangers of this crisis, as well as the cures are supported by Dr. Alfred Kelly, Chairman of the History Department of Wayne State University and Dr. Finley Hooper, Professor of Ancient Civilizations at Wayne State University.

Dr. Hooper has pointed out that the decline of absolute standards of right and wrong in favor of situational ethics is a serious crack in our society's foundation. He has indicated that this was also present when Greece and Rome began to decline. At that time, there was a swing away from duty to country toward living for pleasure alone.

Dr. Kelley has stated: "One of the greatest crisis of modern civilization is that man has lost his spiritual anchors. He no longer knows why he is here or what his purpose is. This Value Crisis is spilling over to his behavior."

Dr. Walter L. Thomas who was commissioned in Michigan to do a study on the need for value education in the schools has stated:

"A person who has not developed a reasonable and functional system of values is a personal and social hazard. An individual with an inadequate system of personal values will be motivated by group pressure or impulse or both. As such, he is a physical and social hazard to himself and those around him. The teacher and the school which defaults the education of values is a very real partner in the resulting harvest of crime, destruction, and personal waste.

"We are becoming automotons of a push-button, bell-ringing, calendar-checking world. We are more elaborately programmed than are computers! You see sputnik, the science takeover, the knowledge explosion, and the demands of a technical society have dictated to the school curriculum and teacher the nature of learning experiences for society's youth: you are to teach the student facts, concepts, and skills! I am committed to the idea schools must be relevant to the needs of society, but I also suggest to you that riots, increased delinquency and divorce, increased mental illness, decreased religious experiences, distorted human relations, and other similar factors, also have something to say about what shall go on in the schools. If we but program a student to be an encyclopedia, a computer, or a technician we have disenfranchised him from the human community and said in effect, that if he is efficient (like any other well designed machine) he is good. That student with such tools will but turn them into weapons of suicide. I want no part of it! Oh yes, I want him to have a discerning mind, a clever hand and an articulate voice, but I also want him to have a compassionate heart and a sensitive conscience. It is the heart and conscience that will make the final difference for mankind."

In other words, education is giving students spokes but no hubs. Students leave school with knowledge but no purpose and therein is the dilemma of our students, schools and society. This is evidenced by the "Virus of Violence and Irresponsibility" that is sweeping our society.

In addition to the other previously noted extremely destructive trends on the national and international levels, crime and delinquency is at an all time high. Most startling, is the fact that crime is youth-oriented. Seventy-five percent

of all major crimes are committed by young people twenty-one and under and fifty percent of the major crimes are committed by youth seventeen and under. And more and more youth, like the 9 million alcoholic adults, are getting hooked on drugs and alcohol.

It is, therefore, obvious that the schools and homes are flunking their responsibilities in controlling this "Virus of Violence and Irresponsibility." However, there is a cure and it is prescribed in the first Common Goal of Michigan Education. It is identified as the teaching of Citizenship and Morality, which has been appropriately called the "American Ethic" by the Thomas Jefferson Research Center. It is defined as "the development of youth as citizens who have self-respect, respect for others, respect for the law and good citizenship.

Without the renewal of the American Ethic and the development of youth as citizens who have respect for themselves and others our schools and society may not survive. In this regard, basically youth must be taught that in the long run responsibility pays off and irresponsibility is costly to the individual and the people and things they care about most.

Our schools and society do not need more money, nor police nor guns, but instead increased emphasis on the importance of the "American Ethic." Youth and adults must be taught to value themselves and each other as well as the law.

I, therefore, request you members of Congress, indeed I plead with you for the sake of our society to:

1. Exercise your national leadership role by setting the proper example for our country.

2. Encourage the schools to stress value education and, particularly, the fundamental value of self-respect, respect for others and the law, and

3. Encourage the media, and particularly television, to assist in emphasizing the importance of the American Ethic if we are to change our self-destructive habits before we destroy ourselves.

SAFETY AND VIOLENCE IN ELEMENTARY AND SECONDARY SCHOOLS

THURSDAY, JUNE 19, 1975

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION, OF THE
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to call in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins, chairman of the committee, presiding.

Members present: Representatives Perkins, Lehman, Blouin, Zeferetti, Mottl, Quie, and Pressler.

Staff members present: John Jennings, counsel for the majority; Patrick Murphy, clerk assistant; and Yvonne Franklin, minority legislative associate.

Chairman PERKINS. The committee will come to order.

A quorum is present.

I am delighted to welcome here this morning one of our distinguished colleagues in the U.S. Congress, Congressman Bingham from New York.

We are just delighted that you are here, so proceed in any manner you wish. Without objection your entire statement will be in the record.

STATEMENT OF HON. JONATHAN B. BINGHAM, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. BINGHAM. Thank you, Mr. Chairman.

Mr. Chairman, I welcome the opportunity to appear before you today to testify on the subject of crime in the schools. Your continuing interest and the activities of your subcommittee have been a source of support over the years for many of us who have sought Federal assistance to local school districts plagued by crime and violence. I compliment you and the members of this subcommittee for holding these hearings and look forward to working with you on this problem.

Mr. Chairman, crime and violence in our Nation's schools continue to disrupt the learning environment and cause serious and expensive harm to people and property. In fact, school violence, especially in urban schools, continues to increase in both intensity and frequency.

No longer does student misbehavior and conflict consist of simple disorders, fist fights between students, talking out of turn, or pushing and shoving in the hallways. Instead, our schools are faced with serious violations of the law in all forms including brutal assaults on teachers and students as well as rapes, extortions, burglaries, thefts, vandalism, and even homicides. The level of violence has reached such crisis proportions in some areas that it threatens the continued existence of the school system.

The evidence of this crisis continues to mount, as it has since 1971 when I first testified before your subcommittee on my safe schools bill, which I have introduced as H.R. 7960 in this Congress.

Chairman PERKINS. I do know that Congressman Bingham has been working on this subject matter longer than any other Member of Congress, and had introduced the first bill, as I recall.

Mr. BINGHAM. Thank you, Mr. Chairman.

The study and hearings this year by the Senate Subcommittee on Juvenile Delinquency revealed that between 1970 and 1973, school violence was climbing in all sections of the country. Assaults on teachers increased by 77.4 percent, assaults on students by 85.3 percent, robberies by 36.7 percent, rapes and attempted rapes by 40 percent, homicides by 18 percent, and weapon confiscations by 54.4 percent. This data showed conclusively that this is a national problem affecting teachers and students in all regions of the United States.

Studies have shown that although the level of violence directed at teachers is worsening—by 1973 at least 70,000 serious assaults were reported by teachers across the country—students continue to be the principal victims. Hundreds of thousands of students are assaulted each year.

Crime and violence not only hurt people, they destroy school budgets too. Studies and projections by the National Association of School Security Directors indicate that in 1974 the total money losses due to burglary, arson, vandalism, and other such offenses have turned sharply upwards from about \$500 million and have soared to close to \$600 million.

Burglary accounts for \$243 million of this. Fire loss is now estimated at \$109 million vs. \$99 million in 1973. The cost of vandalism is estimated at \$102 million, and other related offenses at \$140 million.

The annual survey conducted by the School Product News revealed that in 1970 vandals damaged or destroyed an average of \$55,000 worth of facilities and equipment in every school district in the country. By the end of 1973 the average cost per district had risen to over \$63,000. In that same year larger urban districts with upwards of 25,000 students were faced with an average cost of \$135,297 per district.

A study carried out by the National School Public Relations Association showed that a \$60,000 loss for each school district could otherwise be used to pay for 8 reading specialists or finance a school breakfast program for 133 children for a year. A whole variety of other useful education programs could be developed if we could redirect those funds presently being used to pay for the losses due to burglary, theft and property damage, and other forms of vandalism.

Even more serious than the financial costs of school crime and violence is the atmosphere of fear and disorder that accompanies such disturbances and that has a seriously harmful effect on the students themselves. Children are discouraged from learning and participating in school activities because they are afraid to sit in class, walk the halls and ride the buses.

They are fearful, and understandably so, of being bullied, intimidated, robbed, and even assaulted by other students who carry dangerous weapons, and, I should add, by people coming into the schools who have no business in the schools.

It is not surprising that big cities, faced with overcrowded facilities, shrinking budgets, and increasingly poor populations, are confronted with the most acute problems. In recent testimony before the Subcommittee on Juvenile Delinquency, Mr. Albert Shanker, president of the American Federation of Teachers, stated that the New York City educational system is a prime example of what is happening in many big city systems.

During the first 5 months of the school year—1974-75—31 incidents involving handguns had occurred in New York City, including shootings, armed robbery, attempted rape, and attempted suicide. There were 474 assaults on teachers and other professional staff members during that same period.

At that rate, there will be close to 1,000 assaults on teachers by the end of this school year in school buildings in the city of New York.

In an effort to prevent such attacks, New York City has put together a force of nearly 1,000 school security officers, backed up by thousands of hours from the local police force, but school crime continues to increase. Even if more law enforcement could control or reduce school crime, cities and States alone could not afford to provide enough of it.

In fact, a broad range of programs must be undertaken to deal with the problem of drug and alcohol abuse, truancy, racism, and gang activity which are associated with school crime. The Federal Government's financial aid programs to local school districts have largely ignored these problems in the 10 years since they began. We must not continue to ignore them for they are increasingly undermining the benefits of the educational enrichment Federal dollars are supposed to provide.

Congress must act to get the Federal Government involved in searching for solutions to this whole spectrum of problems underlying school violence. I believe the safe schools bill which I have introduced would do that. It authorizes Federal funds to assist school districts in carrying out locally approved school security plans and education programs to reduce crime and increase the safety and security of the students and employees of the school system. I am hopeful that many such programs will be described and evaluated in the safe schools study being conducted by the Secretary of Health, Education, and Welfare in accordance with section 825 of Public Law 93-380.

This study was required by an amendment which my distinguished colleague Al Bell, and I, offered to the Elementary and Secondary Education Act of 1974, H.R. 69, which was subsequently enacted into law.

I want to thank you, Mr. Chairman, and other members of the subcommittee for supporting that study. It directs HEW to conduct a comprehensive study of crime in our Nation's schools to measure the cost in dollars of crime in the schools and to evaluate the most practicable and effective solution to school violence.

Recently we have received certain information about the progress of the study and how it is being organized.

The results of this study should be presented to Congress early next year. I am confident that they will convince your committee and the Congress that Federal funds must be provided to make our schools safe and secure places in which children can learn.

Thank you, Mr. Chairman.

Chairman PERKINS. Let me compliment you for your most eloquent statement, Mr. Bingham.

I have only one question. Can you describe for us exactly what the funds which will be available under your bill will be used for?

Let me ask another part of this question and you can answer it all at once and save some time.

If it will be used for security guards, improved security systems, do you have any studies showing whether they would be effective in reducing crime?

Yesterday a witness told us that those were short-term solutions which could even lead to more violence. I would like an able gentleman like yourself to comment on the testimony that we heard yesterday and what you anticipate and how you expect the funds which you suggest that we make available will be utilized.

Mr. BINGHAM. Thank you, Mr. Chairman.

First of all let me say I think this problem has to be attacked at two levels. One is the longer range level, improvement in education, attacking the drug problem, and all of these other longer range things.

At the same time I think it has to be attacked at the short-range level of control, and that is what my bill is particularly directed to. I believe the other is tremendously important but I don't think it can do the job that has to be done quickly. That is a longer range effort.

Now, the types of activities which are contemplated for assistance under my bill would include additional professional and other staff members, trained particularly in this area. I think training is enormously important. I am not in favor of turning the schools into a kind of fortified garrison with uniformed police all over the place.

I have seen in one high school in my district a remarkably successful effort, led by trained personnel with the cooperation of the student. Incidentally, that school is DeWitt Clinton High School that came in third at the Marine Barracks the other day in the national fitness contest, and I am very proud of them. That school has a great many students who might be causing difficulty, but they have spirit and I think that is due to the careful way in which this project is handled, the problem is attacked.

Another thing the bill provides for is money for equipment. Equipment can be extraordinarily helpful. Many of our schools in New York installed the so-called scanning system, and I don't know if you are familiar with it. It is a system that provides a teacher with a little device the size of a fountain pen and if there is any difficulty in the classroom she presses on the fountain pen. It activates a receiver by a

supersonic sound. The receiver picks it up in the ceiling of the classroom and that immediately lights up on a board in the principal's office, or if there is a security director, in the security director's office. It does not make any noise or excitement, and nobody knows she has pressed the button. But the minute the light goes on help is on the way. If she is having difficulty, and I use that example with a female, but it could be a male teacher, the help would be there in a matter of seconds.

Chairman PERKINS. It would take considerable money to install it?

Mr. BINGHAM. I think, if my recollection is correct, it is about a \$30,000 item for a high school. I think there was a Sacramento school that introduced that system in the first instance.

Other types of equipment are needed to keep people out of schools that don't belong. The school I referred to, DeWitt Clinton, uses the program card for identification. Some students object to having identification cards but I don't know why there should be objection to that.

We as Congress people carry identification cards and the police carry identification cards and I think it is a sensible approach. But, in that school they use a simple program card which is issued to the student anyway for his classes.

Community activities would be part of the activity support. Education and training of parents to help them with the problem because a lot of the school safety problems occur on the way to and from schools.

This is the type of thing and this is always under local initiatives developed within the guidelines, but the plan would be developed locally. That is the sort of thing we have in mind.

Chairman PERKINS. Thank you very much.

We will try to abide by the 5-minute rule because we have a considerable number of witnesses, but when we abide by the 5-minute rule I certainly will not shut any member off.

Mr. Lehman.

Mr. LEHMAN. Thank you, Mr. Chairman.

I just want to thank our colleague for coming in and introducing a law on this type of situation, and I am sure it will do some good.

Mr. BINGHAM. Thank you very much.

Chairman PERKINS. Mr. Mottl.

Mr. MOTTL. Thank you, Mr. Chairman.

Mr. Bingham, I certainly want to compliment you on your fine statement. We had Mr. Biaggi before the committee yesterday and he stated that in the State of New York in which I believe a juvenile is under 16, these juveniles can be treated as adults for crimes.

Do you have any opinion on that, as to lowering the age for juveniles to be treated as adults for criminal purposes?

Mr. BINGHAM. I think that is a matter for the States to resolve. It is a very controversial matter. There is no question that serious crime, the age of those who commit serious crimes has been going down in my district and in Mr. Biaggi's district, which adjoins mine. We have a lot of muggings that occur with kids 14 and even 12, particularly aimed against older people.

As I say, I think that it is largely a matter for the States to decide. I certainly don't think that the average treatment of an adult convicted criminal is going to straighten out a youngster. I think the danger

is, if you put a 14-year-old or 15-year-old into the kind of facility that is for the adults, you are going to have terrible problems.

I frankly don't know what the answer is to it. I realize there are arguments both ways. I don't think it is a matter we, in the Congress, can settle for all communities in the country.

Chairman PERKINS. Mr. Hall.

Mr. HALL. I want to thank the gentleman, too. I have no questions.

Chairman PERKINS. Mr. Zeferetti.

Mr. ZEFERETTI. No questions. I apologize for being late.

Chairman PERKINS. Let me compliment you, Mr. Bingham, for your excellent testimony. I personally realize this problem and I know many of the schools throughout the country just do not have the resources; that is, for the educational agencies to keep up with the problem at this time and because of the severity of it it would be my hope that the Office of Education would not delay in their study but would have something constructive to come along on this. If they do, it will assist us in finding some temporary solution at least so we could get some money back to the local educational agencies. We will do the very best we can.

Mr. BINGHAM. I am delighted to hear you say that.

Chairman PERKINS. This is a problem, and this is the first time for this, I presume, in the history of the country that it has become necessary from the Federal level that we make studies and conduct hearings and try to obtain reasons for all of this violence, and at the same time come up with some conclusions that will be constructive. You always put in a wonderful appearance, and I am glad to see you again on this occasion. You have been very helpful, and we thank you very much.

Mr. BINGHAM. Thank you, Mr. Chairman.

Chairman PERKINS. Our next witness this morning is Mr. Dan Sanders, vice president of the American Federation of Teachers.

Come around, Mr. Sanders. Without objection, your prepared statement will be inserted in the record. You may proceed in any manner you prefer. Go right ahead.

STATEMENT OF DAN SANDERS, VICE PRESIDENT, AMERICAN FEDERATION OF TEACHERS

Mr. SANDERS. I would like to read some and I would like to speak off the cuff.

[Mr. Sanders' prepared statement follows:]

PREPARED STATEMENT OF DAN SANDERS, VICE PRESIDENT, AMERICAN FEDERATION OF TEACHERS

The right of every American child to an education unquestioned in excellence and unencumbered by fear is today out of the reach of many children because the atmosphere most conducive to pupil success is threatened by violence in the schools. No longer can the classroom be considered safe refuge for our youth from the violent crime which permeates adult society. No longer can classroom professionals spend their time exclusively in facilitating student learning. In many schools violence is a "major subject," and serves to deny a decent education for children who have a desire to learn.

The interest presently being demonstrated by both this House of Representatives and the United States Senate serves only to give credibility to the concern which educators have been voicing for some time—crime and violence in and around schools has reached an alarming proportion and vital, effective action must be taken now.

Before that action can be taken, however, it is imperative that we have a clear understanding of the causes and magnitude of the problem. The Education Amendments of 1974, establishing a Safe School Study, are a positive step in that direction. The information gleaned from this two-part study will provide the Congress with the hard data necessary to develop long range solutions to the problems.

ILLUSTRATION OF THE PROBLEM

For the short term, allow me to offer some illustrations which I believe those studies will uncover. A metropolitan school system in up-state New York with a school population of just under 60,000 reports that from September 4, 1974 to January 24, 1975, the first semester of this school year, there were 1,392 reported incidences of major disruptive importance. This figure includes: 51 physical attacks on school personnel; 42 cases involving theft, extortion and gambling; 39 suspensions for possession or use of a knife or dangerous weapon; and 364 students suspended for fighting on school property.

In another major city, from September 1974 through February 1975, there were 612 arrests in the public schools. During the same period a year ago—September 1973 through February 1974—there were 313 arrests, and increase of 95.6%.

These statistics are part of a nationwide pattern of increased juvenile crime . . . statistics which clearly illustrate that schools are no longer isolated from crimes of physical violence.

I must emphasize that these statistics reflect only the incidences reported. We are acutely aware that these, and similar figures, frequently only indicate the tip of the iceberg.

In many instances teachers, school administrators and students are deterred from reporting such abuses because of the common practice of shifting the blame from the assailant to the victim. The line of least resistance often encourages officials to either twist investigations in order to apply blame mutually, thereby neutralizing it, or to simply ignore requests for support—totally eliminating the need to investigate. The frustration for the victim resulting from these ploys serves to significantly understate the magnitude of school violence in any statistical analysis.

It is alarming to note that disposition of those 1,392 cases saw approximately 80% of the students returning to the same school where the infraction occurred. This practice can only serve to reinforce feelings of futility.

ALTERNATIVES IN THE PUBLIC SCHOOLS ARE NEEDED

Present legal procedures merely amplify this circumstance. Frequently over-concern for the due process rights of the accused have trampled the rights of the victim. The Supreme Court, in its recent *Goss v. Lopez* decision on school suspensions, may only serve to complicate and diminish positive, decisive action. Moreover, while the court may rule in such cases as this, it too is completely frustrated in its ability to provide a just and appropriate rehabilitative alternative for the student. The fact of the matter is that there are too few options available in prescribing for the desperate needs of the troubled student. It is essential that we give attention to developing viable, educationally sound, alternate facilities within the public school system.

We must all recognize that creating and expanding these special facilities and programs will require trained personnel, special supportive services and a great deal of individual attention to the students. These programs will be costly—but the alternatives are to allow a continuation of the abominable conditions in our schools caused by these disruptive students or to place them in institutions which house those with more deviant behavior and risk "hardening the student" and diminishing the chances of remediation. Obviously, both of these alternatives are unacceptable.

School systems are presently in the ludicrous and dangerous position of being restricted in their ability to suspend or expel in order to preserve the individual right to an education while they are grossly incapable of providing that individual with the environment in which he really can learn.

PROTECTION, PREVENTION AND EARLY CHILDHOOD EDUCATION ARE NEEDED

Public educators need and deserve the best protection available. Specially trained, sensitive school security officers are essential. School personnel need to be trained in crisis management and tension resolution techniques. The Law

Enforcement Assistance Administration presently spends only about $\frac{1}{8}$ of its annual budget on juvenile programs. Clearly a reemphasis on prevention and training of personnel is required. Youth must know that disruptive and dangerous activity will not be tolerated in the school setting. Teachers, students and parents must be guaranteed a safe and secure learning environment.

Recent findings by the United States Senate Subcommittee investigating juvenile delinquency reaffirm the conclusion that narcotics and alcohol are contributing factors in many school related crimes. Students, through their teachers, need to be alerted in an ongoing fashion to the dangerous effects of drug and alcohol experimentation and use. To meet this painfully obvious cause of school disruption, drug and alcohol education programs must be expanded and continuously promoted.

Coupled with an increased emphasis on alternate facilities for disruptive students, staff training and drug education must be a new initiative for pre-school and early childhood education through the public schools. Research findings consistently verify that up to 50% of a person's intellectual potential is developed between ages 3 and 6 and 80% is developed by the age of 8. It is therefore critical that each child be afforded the opportunity to benefit from a rich, vibrant learning environment at this crucial stage. The public schools are in the best possible position to provide the highest quality professional program, thus preventing the need for more costly solutions during the adolescent years.

The financial return of this federal investment should not be overlooked. Stanford economist Henry Levin in his study, *The Costs to the Nation of Inadequate Education*, calculates that high school dropouts across the nation lose \$237 billion dollars in income during their lifetimes. This amounts to \$71 billion dollars in lost tax revenues and adds \$6 billion to welfare and prison costs. The half billion dollar price tag on school vandalism yearly represents more than the total amount expended on textbooks throughout the country in that same time frame. We must resolve to effect the necessary changes required to turn these figures around.

Justice for every American child demands that we move immediately to correct the present condition and take decisive action to insure all students of the opportunity to pursue educational excellence without fear of violence.

Therefore, we urge the Congress to

(a) bring to the attention of the public the problems of victims of assault in the schools and the legal procedures which prevent effective prosecution of criminals who terrorize our schools;

(b) appropriate additional funds so that the youngster who cannot adjust in the regular school situation can be helped in alternative educational settings in the public schools;

(c) allocate new funds for early childhood education through the public schools;

(d) appropriate additional funds to provide more security personnel in the nation's schools so that criminals will not regard the schools as fair game for robbery and assault; and

(e) provide additional funds for narcotics education—for drug addiction is one of the causes of violence in the schools.

The Congress must make a commitment, both moral and financial, to restore and preserve the productivity and safety of our schools.

Mr. SANDERS. I first would like to thank Congressman Bingham. I think he is doing a very fine job to offer the type of solution, or temporary solution, a solution that would go along with some long range goals in public education that we have to work on. The American Federation of Teachers voices a vote of thanks to Congressman Bingham for his work on the Safe Schools Act.

We believe that the right of every American child to an education unquestioned in excellence and unencumbered by fear is today out of the reach of many children because the atmosphere most conducive to pupil success is threatened by violence in the schools.

No longer can the classroom be considered safe refuge for our youth from the violent crime which permeates adult society. No longer can classroom professionals spend their time exclusively in facilitating student learning. In many schools violence is a "major subject," and serves to deny a decent education for children who have a desire to learn.

We would like to thank this committee for their effort to air and study many of these problems we are facing in the schools.

We know that you will be studying the safe schools study report which should be coming out and that you will develop then some solutions to this problem.

For the short term, allow me to offer some illustrations which I believe those studies will uncover. A metropolitan school system in upstate New York with a school population of just under 60,000 reports that from September 4, 1974 to January 24, 1975 the first semester of this school year, there were 1,392 reported incidences of major disruptive importance. This figure includes: 51 physical attacks on school personnel; 42 cases involving theft, extortion and gambling; 39 suspensions for possession or use of a knife or dangerous weapon; and 364 students suspended for fighting on school property.

In another major city, from September 1974 through February 1975, there were 612 arrests in the public schools.

Now, I have to point out that that means that there were literally thousands upon thousands of incidents because the arrests certainly represent a very small proportion of those incidents.

So it is really startling to think about 612 arrests in one semester in the New York City school system.

During the same period the year before there were only 313 arrests. That is an increase of 95.6 percent.

These statistics are part of a nationwide pattern of increased juvenile crime * * * statistics which clearly illustrate that schools are no longer isolated from crimes of physical violence.

I must emphasize that these statistics reflect only the incidences reported. We are acutely aware that these, and similar figures, frequently only indicate the tip of the iceberg.

In many instances teachers, school administrators and students are deterred from reporting such abuses because of the common practice of shifting the blame from the assailant to the victim. The line of least resistance often encourages officials to either twist investigations in order to apply blame mutually, thereby neutralizing it, or to simply ignore requests for support—totally eliminating the need to investigate. The frustration for the victim resulting from these ploys serves to significantly understate the magnitude of school violence in any statistical analysis.

It is alarming to note that disposition of those 1,392 cases in the first illustration I gave you, saw approximately 80 percent of the students returning to the same school where the infraction occurred. This practice can only serve to reinforce feelings of futility.

I can give you an example of several years ago where a student was so injured that he had to have plastic surgery on his face. But it was not the student who inflicted the physical violence on that boy which was sent to another school. That injured boy could not go back to that school any more. He was frightened. He was the one that transferred and the person who inflicted the violence on him still attended the same school.

Present legal procedures merely amplify this circumstance.

We have to develop a system in schools where the school has the flexibility to deal with the problem immediately, and we believe that it is unfortunate that decisions, for example, the decision of the Supreme Court relative to suspensions, you have to have a hearing

before a suspension, and even a few days is something that will seriously affect the school discipline in most of the schools of this country.

We want everyone to have due process but we believe that there has to be some flexibility so that something immediate can take place to get the parent to come into the school with the student after something has happened.

Public educators need and deserve the best protection available. Specially trained, sensitive school security officers are essential. School personnel need to be trained in crisis management and tension resolution techniques. The Law Enforcement Assistance Administration presently spends only about one-fifth of its annual budget on juvenile programs. Clearly a reemphasis on prevention and training of personnel is required. Youth must know that disruptive and dangerous activity will not be tolerated in the school setting. Teachers, students and parents must be guaranteed a safe and secure learning environment.

Recent findings by the U.S. Senate subcommittee investigating juvenile delinquency reaffirm the conclusion that narcotics and alcohol are contributing factors in many school related crimes. Students through their teachers, need to be alerted in an ongoing fashion to the dangerous effects of drug and alcohol experimentation and use. To meet this painfully obvious cause of school disruption, drug and alcohol education programs must be expanded and continuously promoted.

Coupled with an increased emphasis on alternate facilities for disruptive students, staff training and drug education must be a new initiative for preschool and early childhood education through the public schools. Research findings consistently verify that up to 50 percent of a person's intellectual potential is developed between ages 3 and 6 and 80 percent is developed by the age of 8.

It is therefore critical that each child be afforded the opportunity to benefit from a rich, vibrant learning environment at this crucial stage. The public schools are in the best possible position to provide the highest quality professional program, thus preventing the need for more costly solutions during the adolescent years.

The financial return of this Federal investment should not be overlooked. Stanford economist Henry Levin in this study "The Costs to the Nation of Inadequate Education", calculates that high school dropouts across the Nation lost \$237 billion in income during their lifetimes. This amounts to \$71 billion in lost tax revenues and adds \$6 billion to welfare and prison costs. The half billion dollar price tag on school vandalism yearly represents more than the total amount expended on textbooks throughout the country in that same time frame. We must resolve to effect the necessary changes required to turn these figures around.

Justice for every American child demands that we move immediately to correct the present condition and take decisive action to insure all students of the opportunity to pursue educational excellence without fear of violence.

Therefore, we urge the Congress to:

Bring to the attention of the public, as you are doing here, and we commend you for it, the problems of victims of assault in the schools

and the legal procedures which prevent effective prosecution of criminals who terrorize our schools.

Appropriate additional funds so that the youngster who cannot adjust in the regular school situation can be helped in alternative educational settings in the public schools.

Allocate new funds for early childhood education through the public schools.

Appropriate additional funds to provide more security personnel in the Nation's schools so that criminals will not regard the schools as fair game for robbery and assault, as Congressman Bingham pointed out, many criminals, and these are not students, but people who come into the school to prey on students and teachers.

Provide additional funds for narcotics education, for drug addiction is one of the causes of violence in the schools.

The Congress must make a commitment, both moral and financial, to restore and preserve the productivity and safety of our schools, The devastating effect that we see now on school systems of the inflation-depression syndrome, which we are experiencing, is affecting every single school in the country.

I predict that, unfortunately, school violence will probably double in the Nation's urban school system within the next 24 months. As financial problems cause huge classes and elimination of adequate existing programs to work with students having special problems, the school system of America needs a full program, one, an immediate safe schools program and, two, long-range solutions to improve the educational quality in the Nation's schools.

Thank you very much.

Chairman PERKINS. Let me thank you, Mr. Sanders, for a most enlightening statement.

I noticed that in your statement, if I read you correctly, that you recommend that Congress appropriate additional funds to seek out alternatives to handle disruptive students.

What types of alternatives are you thinking about? Let me expand a little more.

Do you mean that we should expand vocational training to make education more relevant or do you mean more than that?

Just explain that a little more in detail.

Mr. SANDERS. Well, first, insofar as those students who might be classified as disruptive students, but not dangerous to the extent of violent acts, and I don't advocate alternative schools but alternative settings and in some cases that setting could be provided right in the same school, that is, students who need more individual attention, who are disruptive, but what they are really saying is they want attention. They have a problem and they know it in a sense and they are psychologically crying out for help.

Those students must receive some kind of additional support, and in some cases a different setting, a small group setting, and, as they make progress in resolving their difficulties, they would be moved back into the regular setting. It might even be in the same school.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. The costs that you indicate are borne by society, in the case of those individuals who can't get in, are really State costs, are they not?

Mr. SANDERS. Well, I will have to look at the document here. Well, yes, they are school costs and the State and local units bear a tremendous amount of that cost, yes.

Mr. QUIE. Then what is the State of New York doing? I mean, you make a good point in saying that it would be economical for them to develop alternative programs to reach these children. What is the State of New York doing, not only to reach the kids, which they ought to do, but also to save some money?

Mr. SANDERS. Also to save money?

Mr. QUIE. Yes. To save money; because if you can reach the children with alternative programs so they are not violent, you wouldn't have to put them in institutions, and so forth.

Mr. SANDERS. You know we are talking about long-range costs, an investment in better quality schools paying off somewhere down the road by then having less costs in the welfare and prison programs.

Mr. QUIE. But, as one example, I've read that the creation of alternative programs has paid off virtually the next year and reduced the vandalism in schools.

I visited a high school in Philadelphia which has a severe problem of violence in which they had to close the cafeteria. A program in career education then dramatically involved the students and the problem was solved. It is not only a long-range solution but a short-range solution.

Mr. SANDERS. We had a program for more effective schools in New York City which had remarkable results in improvement in skills and learning. However, as the economy, and I mentioned that in the last part of my statement, and that is not included in your printed remarks, but right now we are facing, as you well know, a very, very difficult time in our economy, and the State and local tax situation is quite severe and we are having a great deal of difficulty maintaining our programs in the face of an inflation which raises costs and also the fact that the unemployment situation is so bad that it is difficult to get enough increased taxes to cover the programs, or just to maintain the present level of educational standards.

So what you have now, just to give you one example, in the city of New York, they are talking about, because they don't have the money, they are talking about raising class sizes to over 40 when the statewide average in New York is under 25. If that happens you won't have any school system left and the violence in the schools that we have now will be just a minor statistic compared to what could occur.

So we need not only State assistance, but Federal assistance to take the schools over this period.

Mr. QUIE. Why would you need Federal assistance? The State of New York sends more money to the Federal Government than it gets back, so it is a poor policy to do that. I can understand a poor State that gets more money back than they send in. Why don't you handle it that way in the State of New York?

Mr. SANDERS. We are handling it as best we can. We have been advocating increased school aid and we are trying to get aid. The city of New York, for example, is trying to get the right from the State to tax itself more. They can't seem to get that right so far. They are trying to counter this, they have asked for authority to tax their own people in the city of New York in order to provide schools and other vital services and are having difficulty getting it from the legislature.

Mr. QUIE. I have another question, but I am almost out of time. You mentioned on page 2 that there were 39 suspensions in that system in upstate New York where the use of a knife or dangerous weapon had been involved. Do you have problems in New York City and in New York with handguns taken to school similar to other schools in other States?

Mr. SANDERS. Yes. As a matter of fact, President Shanker in his testimony before the Senate, did bring out those statistics. There were many instances of use of handguns in the school system in the city of New York.

Mr. QUIE. I notice that you don't recommend we abolish handguns. New York has about as strict an antgun law as there exists. Did you leave that out intentionally?

Mr. SANDERS. We have the Sullivan law in the city of New York, if you are referring to that, which outlaws the use of handguns.

Mr. QUIE. The students use these handguns, is that correct?

Mr. SANDERS. Yes, they make their own. I guess that might be an opportunity for vocational education, but not a good one.

Mr. MOTT. Mr. Sanders, a point Mr. Quie made: New York sends more money to Washington than they get back. Just like Ohio. And I would think you would want to get more funds back for education. But besides having gigantic funds appropriated by Congress to help school districts and the State educational program, what other suggestions can you make that Congress can do as far as appropriate legislation to help to curb violence?

Mr. SANDERS. We suggested use of security personnel. All of the things we are suggesting cost money. The whole program we have been advocating for some time on early childhood education, we feel that getting the child into the educational system earlier will cure some of the learning disabilities and we will then have a chance to reach more children that way and we feel therefore that will have a very positive effect on the problem.

Now, of course, we advocated the drug education programs in the schools and things of that sort, but I don't think I can think of anything offhand that we can do without money.

Mr. MOTT. Thank you.

Mr. QUIE. I've heard the statistics that indicate that 80 percent of the students who run into severe problems and become juvenile delinquents, meaning they reach the courts, cannot read.

Mr. SANDERS. I would tend to doubt that.

Mr. QUIE. Do you have any information on that?

Mr. SANDERS. I don't have information on that, but I would tend to doubt that.

Mr. QUIE. So much so that some people insisted that they release a person from jail as soon as they know how to read. Is this the type of sentence they get?

Mr. SANDERS. There might be a higher percentage, but not 80 percent.

Mr. MOTT. Mr. Hall.

Mr. HALL. Well, it would seem to me if you really need more security personnel that we are really not getting very close to solving the problem.

On page 4 you make the statement that security personnel are needed to be trained in crisis management and tension resolution techniques. You included teachers in that, I assume.

Mr. SANDERS. Yes.

Mr. HALL. Teachers also need some training in crisis management?

Mr. SANDERS. I think that should be a part of a teacher's training in terms of how to handle a situation.

Mr. HALL. Well, maybe they make that effort in New York, but it seems a shame that that is the case. It seems like from the past we expected teachers to be nurses and doctors and lawyers, and arbiters and guidance counselors all in the classroom, and now we are going to have them be part of the National Guard and police force, too.

I hope that that is not quite the case. It may be.

Mr. SANDERS. They are involuntary enlistments.

Mr. HALL. It just seems a sad thing to me we have to put up with that type of thing in a public school system or any school system. Maybe the reason it is hard to get tax relief in New York is that a lot of the parents that have children in school feel that it is not an area where they want to spend more of their tax dollars.

I don't think having a school corridor patrolled by policemen will give you the right atmosphere regardless of how honorable an intent the effort might have. It is not an atmosphere I feel that is conducive to the learning situation.

Mr. SANDERS. I don't think we are advocating, we are not advocating, you know, the use of uniformed police, or anything like that, or armed people in the schools at all. We are saying that there are people who could handle certain situations in the schools that would be separate and distinct, for example, from the teaching personnel and they would be able to check doorways and halls and be available for problems as they arise.

They would not be there with billy clubs and uniforms or anything like that.

Mr. HALL. I appreciate your testimony and I recognize that if we are spending as much money for vandalism as we are for textbooks, we have a problem.

Mr. MOTT. Mr. Zeferetti.

Mr. ZEFERETTI. Mr. Sanders, I would like to touch on a point my colleague made, and when you answered that you would not want to see uniformed personnel or anybody walking through the corridors with clubs, or whatever it might be. But we have had testimony here that in some States they have just that. They have uniformed peace officers working within the confines of the schools and outside of the schools.

I would ask you, as a deterrent, as a means of stopping mayhem and as a means of giving those children—we talk about "children," but some of these kids are pretty big and hefty and can do an awful lot of damage as individuals—so how would you suggest this type of security force that you are talking about cope with that type of problem if in fact they were not trained officers that could go and take care of the situation?

Mr. SANDERS. Well, there are circumstances, and I am not saying there are not circumstances where that should occur, but I am saying as a general rule I would say the security forces would not be, in a sense, an imitation of a policeman. But there are circumstances where incidents have occurred of such a serious nature or are likely to occur where you might want to have that.

I don't mean to say that under certain circumstances that might not be warranted. But as a general rule I would say the other would be more desirable if we can cope with the situation.

Mr. ZEFERETTI. Well, if the statistics are correct, and we hear about murders happening in various schools, and we had testimony just yesterday of 100 murders in Cleveland. If we are talking about security forces, there has to be some well-trained qualified people to keep with that type of situation. You can't wait for somebody to just get on the the phone to call for assistance.

You need somebody that can react, if in fact we are saying that security forces should be used and should be made as a part and parcel of the education system. Along with that, too, yesterday we had some testimony related to, not publishing the statistics coming from the school system yourself, and I see you touch on it in your statement, saying that the reason the statistics are not brought forth is because there is an imbalance or fear of some sort of recrimination against the individual that is bringing forth the statistics. Would you like to touch on that a little more?

Mr. SANDERS. Well, it is not only with the students, it is with students who are victims of assault. But this is also a problem with the teachers. If a teacher has a problem in a given place, very often a student assaults the teacher.

Then the teacher has to decide whether something is going to be done about it or whether they are going to say "What did you do wrong," or "Couldn't you have handled it in another way and it would not have happened?"

Then instead of action being taken against the student and the parent called in and having a proper solving of the problem, what actually happens is maybe a principal of a given school puts a note in that "Mary Jones can't attend her class."

Mr. ZEFERETTI. If that is in fact the only way you can resolve a problem of a student that can't be controlled?

Mr. SANDERS. Yes. If the teacher does feel that there will be legitimate action taken as a result of bringing it to their attention then he would act.

Mr. ZEFERETTI. What you are saying is the teacher should be given a little backup security.

Mr. SANDERS. That is right.

Mr. ZEFERETTI. We also have in some States a misdemeanor where people do not report an incident and I think that is Los Angeles.

Mr. QUIE. California.

Mr. ZEFERETTI. So you know it is important that authorities know who is doing what if we are going to accomplish anything.

This is the last thing I want to touch on. We have had success in New York City with the 600 schools, and what is your observation on something like that where there could be a separation?

Mr. SANDERS. I would say schools of that type have traditionally been underfunded and I think that is probably true that it is in some schools. That is enough personnel is not given to it to make it as effective as it could be.

Mr. ZEFERETTI. You would advocate something along those lines?

Mr. SANDERS. I would advocate—what I said was alternative settings. I am not sure we couldn't do better to improve the program in New York.

Mr. ZEFERETTI. Thank you.

Chairman PERKINS. Mr. Lehman.

Mr. LEHMAN. Thank you for coming, Mr. Sanders. I enjoyed your testimony. I am familiar with all of the horror stories and platitudes and answers, but I would like to get down to tough questions, if I may.

You talk about early childhood education. Is there data that indicates that the young people who went to Head Start received a better form of child education and that they are less likely to commit violence in schools than those that do not go to Head Start?

In other words, instead of shoving money into childhood education, is there anything to substantiate the fact it does do good?

Mr. SANDERS. I don't know there is a direct study on violence.

Mr. LEHMAN. Don't you think we ought to get one before we put more money into it?

Mr. SANDERS. I am for having a study on it. I know it does show that students who get an early start will tend to do better.

Mr. LEHMAN. Do better in violence?

Mr. SANDERS. No. Do better in school. And there is a correlation to good behavior.

Mr. LEHMAN. You say an appropriation of funds for a youngster who can be helped and adjusted in alternative settings, are you saying the settings should be in or outside of the school property, but also you are saying that the kid that is the victim of the violence does not go back.

You gave the case of the kid that was injured had to leave the school and the kid that committed the crime stayed within the school building itself.

Mr. SANDERS. I was referring in the first instance, the instance I gave of taking a small group situation inside of a school, and that was what I termed was a disruptive child. I would term someone who beats someone unmercifully so he has to be hospitalized more than just a disruptive child, but someone who needs, probably a study ought to be made as to whether he needs a setting completely different, separate and away from this.

It may be a case of special attention to someone because he is an emotionally disturbed child.

Mr. LEHMAN. The question is how he is going to get there. We had that in our Dade County School System and there was no way in the world these kids could get in and they became dropouts.

Are you going to have a service for this as we have with handicapped children? They can not get to a school situation which is 15 miles away from where they live when they are ordinarily being picked up by bus and taken to school. That is the problem, the transportation to the sites.

Mr. SANDERS. Right now there is a program which I think has its comparable situation in other States, what is called Board of Cooperative Educational Services, in suburban areas and rural areas around our State where they have special programs, and some are vocational programs and some are programs for brain damaged children and some are programs for emotionally disturbed children. There are programs right now where they are picked up by bus and sent to a separate facility which has separate parts to it.

Mr. LEHMAN. I understand that. What I am trying to ask is, do you think we should automatically and irrevocably provide trans-

portation if we force a kid to go to a separate school? I mean, are we obligated to furnish transportation? Because that is the only way you are going to get him there, or he does not show.

Mr. SANDERS. Yes, I would say so.

Mr. LEHMAN. The other thing is you said "Provide additional funds for narcotics education." Well, do you really think that drug abuse education has been able to reduce crime?

We spend lots of money on it, local funds and State funds in our school systems, and I just wondered whether anybody really knows whether drug abuse education is a preventive to drug abuse or stimulant to drug abuse.

Mr. SANDERS. Well, I think this—

Mr. LEHMAN. Let me add this point to that first.

I talked to the library people of a couple of high schools and the most popular checked out book is the book the kids check out to learn about drugs.

Mr. SANDERS. I read recently, for example, where I think it is partly because of impacts of more education and knowledge about drugs and I have seen studies that show, or surveys that show that large numbers of the youth are turning off, on drugs, though.

Mr. LEHMAN. And they go to alcohol.

Mr. SANDERS. Well, they go to some of the more traditional ones.

I think that is probably the result of more education in this situation.

Mr. LEHMAN. I don't mind, but I would like to see these kinds of Federal funds being made available if we don't throw the money at programs that are meaningless and even in the drug cases this can be counterproductive. I would like to see something such as early childhood education and I believe in that. But, let's see if it actually does anything in this manner, if it helps to curb school violence and if drug education reduces drug abuse. But nobody knows and nobody knows what it will cost to provide an adequate setting for the type of disturbed or violent child who has no business, until he can be able to control himself, in a regular school system.

The problem is 95 percent of the kids in school commit no violence and 5 percent of the kids commit 95 percent of the violence, and these are the kinds of kids to be identified and to do something about, because those 95 percent will not be committing these kinds of problems and they deserve and are entitled to a decent education.

We are going to have to target ourselves toward the 5 percent that does 95 percent of the damage and identify them. I don't think we should, you know, I don't like to see the whole school population generally with an idea that it is plain violent, when we know that most of the kids are still like the kids that used to go to school 15 or 20 years ago.

Mr. SANDERS. I want to emphasize I think the aim with the 5 percent is to get them to overcome their problem and not, you know, to put them away, if you know what I mean. I think or I hope I made that clear.

Mr. LEHMAN. I think we agree on that point.

The thing I don't want to do is just come out with a whole lot of horror stories like everybody in the secondary school system is either a victim or an activist in the crime picture, or violence in the schools, and it is rather that 90 percent of the kids are neither victims nor committing crimes.

In some schools.

It could be higher in some schools.

Mr. SANDERS. Well, not violence, but I know schools where no student will bring any money with him at all because there is that few percent that extort. You can't bring money. Some try to hide it in their shoes. That is so they can at least have money for Coca-Cola or something.

Mr. LEHMAN. I can tell you how you can solve it. One simple way we found out in Dade County, we used to have the high schools with over 4,000 population, divide those into two sessions because we could not accommodate them, and finally stopped at about two-thirds.

But one of the greatest problems in dealing with violence in the public school is the size of the high school. If you ask the kids the main thing they dislike about a high school, most of them will say the size of the high school.

I think one way to do that is reduce the size of our schools and consequently reduce violence in that manner.

Chairman PERKINS. Thank you very much, Mr. Lehman.

Mr. Blouin, any questions?

Mr. BLOUIN. No questions, Mr. Chairman.

Chairman PERKINS. Let me thank you, Mr. Sanders for a most eloquent statement. We appreciate your appearance here this morning to present your testimony on behalf of the American Federation of Teachers. You have been most helpful and we appreciate your appearance.

Mr. QUIE. May I ask a question before he leaves?

Chairman PERKINS. Yes.

Mr. QUIE. Did you ever challenge the research findings you mentioned, that 50 percent of a person's intellectual potential is developed between the age of 3 and 6, and 80 percent is developed by the age of 8?

When you look back on your life, do you think that only 20 percent of what you have learned came after age 8?

Mr. SANDERS. No, it is not what you learned. It is in a sense, I guess, what you would say the building blocks. You know, when you invent, or when somebody invented the wheel it took maybe a thousand years to go the one stage, but after that a lot of different things had developed from it and especially that is the research that has been shown to show that, that that kind of development, the basic development on which everything else is built.

Mr. QUIE. No further questions.

Chairman PERKINS. Thank you very much.

I am going to call on a distinguished member of our staff who has been with the House Committee on Education and Labor for many years. And he, in the meantime, has been elected to a nonpolitical job with the Board of Education of the District of Columbia, and that gentleman is John Warren.

John has a distinguished panel here this morning from the District of Columbia schools. I want to call on Mr. Warren to introduce his panel.

Go right ahead, Mr. Warren.

Mr. WARREN. Thank you very much, Mr. Chairman and members of the committee.

I am very happy to have the opportunity this morning to present to you some young people, and some members of the staff of the school system in which I have a great deal of pride, and I think they have done a tremendous job in terms of dealing with many of the great problems we are discussing here today.

So as a member of the Board of Education, I am happy to have these students from our school system make some input because they are the ones most directly involved in the kinds of problems we are discussing.

We have with us from the Office of Student Affairs Ms. Charlotte C. Hutton, and along with Ms. Hutton we have members of the staff of our security office and we have six students of the Student Advisory Council, so I would like to ask Ms. Hutton and the members of the student panel to come forward and request that Ms. Hutton direct the presentation of the student panel, and the other staff members if they wish to speak.

The panel consists of Ms. Eugenia Ellison, Ms. Rita Grant, Mr. Lloyd Hardy, Ms. Beverly Johnson, Mr. Brian Mitchell and Mr. Derrick Newby.

STUDENT PANEL PRESENTED BY MS. CHARLOTTE C. HUTTON, OFFICE OF STUDENT AFFAIRS, DISTRICT OF COLUMBIA PUBLIC SCHOOLS; EUGENIA ELLISON, ROOSEVELT SENIOR HIGH SCHOOL; RITA GRANT, WILSON HIGH SCHOOL; LLOYD HARDY, WOODSON SENIOR HIGH SCHOOL; BEVERLY JOHNSON, BURDICK JUNIOR HIGH SCHOOL; BRIAN MITCHELL, PAUL JUNIOR HIGH SCHOOL; AND DERRICK NEWBY, SOUSA JUNIOR HIGH SCHOOL; ACCOMPANIED BY EDWARD DEWES, SECURITY OFFICE STAFF, DISTRICT OF COLUMBIA PUBLIC SCHOOLS

Ms. HUTTON. Mr. Chairman, I would like to present to you this morning from the Student Advisory Council, Board of Education, members of the Student Government of the District of Columbia Public Schools, Ms. Eugenia Ellison, who will make the first presentation.

Ms. ELLISON. Good morning.

My name is Eugenia Ellison and I am a senior at Roosevelt Senior High School located in the District. I am honored and pleased that I am allowed to testify before the Subcommittee on Elementary and Secondary Education on the topic which has endangered the welfare and safety of the schools and educational learning.

The topic I speak on is vandalism. In the standard dictionary, vandalism is defined as a malicious or destructive act committed against public or private property.

Vandalism is a symptom, a symptom of frustration and anger as well as an expression of wanting to belong. Vandalism is truly one of the major physical illnesses in this country today. It is an act that occurs among a special group of people.

The majority of the crimes committed in the schools are not committed by the students that attend these schools but by the outsiders. Vandalism is sometimes even a case of jealousy and envy. When

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vandalism is committed by a dropout this is usually due to the lack of concern, and an abundance of jealousy locked up within him. When it is committed by a student from other schools, that is also a form of jealousy, jealousy to the extent that they feel that the school has hurt them in some way and they try to retaliate as a kind of built-in hatred.

When vandalism is committed by younger students of elementary school level, this is a reflex action that is generally followed by jealousy, resentment, and prejudice. When a younger student commits this act, they are doing so because they see the older kids at a level they do not see themselves achieving and they feel they owe it to themselves to destroy the higher level schools.

The problems with these schools are enormous and great, but they still can be dispelled. Certain problems may exist in the homes of teachers and administrators or even other students. When vandalism is committed by students within the school, this is due to the fact that the student is either failing in his subjects, bored with the class, or has a conflict with the teacher and the administration.

The administration plays a large part in the acts of vandalism. When the administration is weak the school begins to deteriorate and begins to become a target of much vandalism.

I recall a similar situation that occurred during the 1973-74 school year where the school administration was not very interested in anything but academics. They believed that academics came first and last and paid little or no attention to a number of other social activities which they had.

Their belief lowered the morale of many of the students causing them to loiter in the halls, disrupt classes, start fights, commit all kinds of foolish and worthless vandalism.

The students began to retaliate because they were not allowed to exhibit their many talents.

During the 1974-75 school year, the school began to change for the better. There began to be less loitering in the halls by the students that attended the school and the school began to recognize not only that academics were not the first and last concerns, but also they began to emphasize many different clubs, organizations, and sports activities.

This new change in school policy became possible because of a new administration. The administration believed that everybody should get involved in something constructive. They developed projects for the academic students as well as for the hallwalkers. These projects were developed to help cut down on violence and vandalism. Such projects were getting the hallwalkers to do some volunteer work with the handicapped school students. These students began to feel they were doing something constructive and felt they could help those less fortunate than themselves. They began to feel important and a part of the school system.

They also got more students involved in student government. All students were allowed to participate in this government of the school and to petition the things they felt were wrong with the school. Students all over the school began to bring in complaints of the school and the reasons why they were dissatisfied. They learned how to respect their rights and the rights of others. Many of the hallwalkers began to learn the value of speaking out in the proper manner at the proper time.

I am not saying that vandalism and violence disappeared because of these proposals, but they did cut down on the number of hall walkers and put a halt to some of the problems that the schools were having.

Once a student begins to feel that this school is his, he takes pride in it and stops destroying it. They began to realize that it was terrible to study in a vandalized school or that environment.

Vandalism, the unlawful act of violence and jealousy needs to be combated. One step has been taken but many more need to follow.

One such step was development of a security office. The purpose of this office is to work with students, teachers, administrators, school employees, parents, and community to try to prevent these unlawful incidents from occurring.

I think it is a shame we need offices such as this when we can use the money for many other purposes. Some day, students will find no need for this office, but will assume the responsibility and challenge to remove these ills of violence and vandalism from our schools.

In many cases, vandalism continues because there is a breakdown in communication between the school administration and the security office. Many of the things that have happened in the District of Columbia public schools are not reported by the administration to the security office, causing a lack of concern for the welfare of their students.

For example, I can recall an incident where a student wore a new coat to school and it was stolen from her locker. The theft was reported to the principal, but not to the security office. The reason many of these cases are not reported to the security office, I feel, is because the administration feels that it is a threat to them and consequently do not report them to the proper authorities.

We want our school desperately to establish and maintain the proper environment for appropriate social and academic learning rather than serving as an institute victimized by hostilities and destruction. This can be and must be a united concern if we, as students, are to make a meaningful contribution to society.

Thank you.

Chairman PERKINS. Thank you very much. That was a good statement.

Why don't we hear the panel and then submit the questions.

Ms. HUTTON. The next speaker will be Brian Mitchell from Paul Junior High.

Mr. MITCHELL. Good morning.

Violence and violent crime is a great problem in our Nation's public schools. Violence in our schools has escalated at this point to where school environment is one of hostility and danger instead of peace and tranquility needed for gainful education.

In the past parents dreaded what might happen to the children on the way to and from school, and now they are rightfully concerned about what could possibly happen to the children while they are in school.

According to the National Association of School Security Directors, there were 8,568 rapes in our Nation's schools last year. There were also 11,160 armed robberies, 256,000 burglaries, and 189,332 major assaults.

Violence in our schools affects the taxpayer, too. In the District of Columbia alone, the loss from theft was \$1,123,816; more than the budget of the school security office.

One wonders: Where are the motivations for this type of violence?

Many say there is a lack of discipline in the schools. They say the teachers just let their classes run wild and exercise no control over their pupils. How can you expect a 5-foot 5-inch female teacher to control 61 students who are not only bigger than she is but have friends who will back them up if the teacher says anything?

How can you expect that teacher to give her pupils meaningful education when she is constantly in fear of her personal safety and property? Can you see how? You don't. A teacher or other human being should not be expected to work under those conditions. The school should be a place of order and discipline.

The blame for the situation at our schools now does not rest entirely with the teacher, administrator or the school system itself. Most of the blame resides in the parent who fails to make his child a responsible and self-disciplined person. There is a failure to meet this need of the child for discipline at home to back up the discipline at school.

The failure of a teacher to understand and relate with the student rests with the administrator who fails to support the teacher when discipline is needed, and it is not just the child's behavior entirely within the school but there is a delicate balance between his discipline in school and discipline in the home.

However, lack of discipline is not the only motive for violence. The frustration of being a slow learner or underachiever motivates some of our children to the point of violence.

For them I suggest remedial education, not the social adjustment classes of the past, but with patience and modern techniques to help them learn in areas where elementary school failed them. It is my opinion if they were put on an academic level with their peers they would ascend to their social level. Education of the violent youths would not be an expensive proposition, as the maladjusted youths make up but a small fraction of today's school generation.

In conclusion, I believe the problem of violence in the schools is a problem that can and must be solved. If the ills of our schools were the ills of our society, we would of necessity be living in a police state. However, the ills of our schools have not yet become the ills of our society. We are fortunate enough to be in a position to correct those ills before they become a part of our society.

Ms. HURTON. The next speaker will be Miss Rita Grant from Wilson Senior High School.

Ms. GRANT. Good morning.

My name is Rita Grant and I am a student at Wilson High School. I have attended the District of Columbia public schools for the past 10 years. I would like to begin by saying in all of my years of education in the District I did not witness any notable acts of violence which jeopardized my safety or safety of any other students or school personnel while attending elementary schools.

I did not directly become aware of the existence of violence, crime or weapons until I reached my years of junior high school. I was amazed to find out that my safety in the school, as well as the safety of my fellow students, was in jeopardy each and every moment of each and every school day.

I first learned that students carried weapons in school, such as pocketknives, brass knuckles, can openers, tear gas guns and "Saturday night specials," once when I entered a ladies' restroom a girl student put a small blade in her pocketbook. When I approached the girl and asked her why she had the blade, she told me there were some girls in the school whom she did not get along with and they had threatened her several times. She said when one of the girls would lay their hands on her she would use the blade.

I was so astonished I did not bother to carry on the conversation any further.

At one school some young men who were frequently classcutters were playing craps while their regular classes were in progress and they got into an argument. This argument reached a climax when one student was ganged up on by the others because he had won the most money. They took his money and fled.

The next day the student returned to school carrying a shotgun and looking for his attackers. Fortunately, the boys were not at school so he was not able to catch up with them. The following day the student returned without the gun and his attackers plus some of their friends tried to beat him to death.

If the students were in their classes instead of shooting craps, this whole incident would not have happened.

Still another time, two young men who were practically "straight A" students were beaten by brass knuckles by other students who felt these two were wrong for making practically "straight A's."

All of these examples stem from one word, weapons. Without any weapons none of these offenses can be carried out. There should be more emphasis put on the dangers of weapons in school, especially when so many people's lives are in danger.

School administrators and security officials should correct all disciplinary problems when they first start. This way the situation would never get to the point where weapons will be used.

I feel the students bring weapons to school for two reasons: One, those students are considered problem students who bring weapons because they are frequently involved in fights and they feel a need for backup to help them overcome their enemies; and secondly, those students who try to follow the rules are afraid because they feel nothing is being done to stop the problem students, so they want a weapon to defend their safety.

The overall solution would be to tighten school rules, establish a relationship between all parties involved, and to start workshops for students and school personnel which will decrease truancy in the school, such as the Project Assistance which was held in May at a senior high school. Eventually these workshops would give students a sense of responsibility for making schools less violent.

Students should be aware that weapons should be pushed out of the schools for their own self-protection.

I would estimate that in a junior high school with 2,000 students 1 of every 4 students carries some type of weapon and in a high school with the same number of students 1 of every 20 students carries a weapon. This kind of activity in our high schools should stop so they can become places of education.

Ms. HURTON. Thank you.

Our last speaker is Mr. Lloyd Hardy from Woodson Senior High.

Mr. HARDY. My name is Lloyd Hardy, second-year student at Woodson Senior High, and I am here to tell you what I see are the problems in our school.

Most of the problems in our school are caused by classcutters and people coming in from the outside, coming in and causing confusion in the school. In our school, weapons are a great problem and one of the ways that I can foresee that we can rid get of weapons and guns would be having detectives at the doors and X-ray machines to X-ray through the people's clothes.

We have come up with the suggestion that we could lock the doors in the morning and kind of "frisk" through the building to keep out outsiders, which is one of the ways that we can keep out outsiders. Also to have shakedowns within the buildings.

Another big problem in our school is marihuana. It can be purchased almost in any classroom, you know, on any floor. Sometimes, you know, because people don't have enough money to buy marihuana, they will try to take your money.

In our school no one is really safe from anything, because there are bullies, no matter how hard you try to leave them alone, they never are just going to leave you alone.

For example, in my high school I try to get along with others but, because of my mother being Councilwoman Willie J. Hardy, I run into a lot of conflict because they think I am so "goody-goody" all the way up to here [indicating], yet when I try to be down here with them, but I try not to stoop as low as others will go, you know, I just try to be myself but that never worked. You know, you just can't be yourself in that high school because someone is always going to harass you.

Most of the problems are caused in between, not in the classrooms but in the halls in between third and fifth periods and the lunch break, where it is easy to cut class and no one will notice you because who is to say what is your lunch period.

I come up with this suggestion of what you can do. At each lunch period we will have colored identification cards, you know, for third lunch period blue and second lunch period pink and whatever, and that is my suggestion.

Chairman PERKINS. Is that the last member of the panel?

Ms. HUTTON. Yes, Mr. Chairman.

I would also like to acknowledge the presence of some of the members of Councilwoman Willie Hardy's staff, Mr. Harold Stone, who has been helpful in getting the crew together with me, and also another member, Mr. Allen Berry, also in the audience.

Chairman PERKINS. I have a couple of questions here. Do you feel that the purchase of marihuana leads to more severe drug crime; does it lead to utilizing a more severe drug, heroin, because of first starting with the use of marihuana?

Mr. HARDY. I couldn't answer it because I never experimented with marihuana.

Chairman PERKINS. Have you noticed the growth of crime by those who use marihuana?

Mr. HARDY. I don't hear much about the drug heroin because I feel that a lot of youngsters are out there to have fun and get high but they don't want to go that far.

Chairman PERKINS. Do they "get high" on marihuana, as you say?

Mr. HARDY. I mean you hear comments like that, you know, walking around. They walk in the classroom and there is a distinct odor that walks in with them and they have eyes about "this big," you know, and they are sitting there "ripped up."

Chairman PERKINS. You have the students' bill of rights. To what extent has that bill and its suspension process been effective against violence? I would like to ask this gentleman here on the end.

Mr. MITCHELL. Well, it is not effective against violence, not too much. The students do have rights and those rights do protect the attacker more than the "attacked" you know, because he brings a knife to school one day, he draws it on me and luckily I escape and run and get help. He is sent to the principal's office and they take the knife away, call his parents and he goes home and the knife is in the principal's office.

He walks out of the house the next day with another knife and this time I don't see him from the front, I see him from the back or I don't see him at all, and I get stabbed in the back. So I believe it is protecting him more so than me.

If the administration is aware that you have people like this in the school, they are aware of it, but once it is pointed out and your finger is put on it, as he is a troublemaker, he should be dealt with accordingly.

Chairman PERKINS. Now, let me ask the director of your panel to respond to that question.

Ms. HUTTON. I think the student bill of rights strongly protects the student on both sides of the question, because of the fact that the student, if he is apprehended, that is, reported to the principal, there is a procedure that is established for the principal to follow.

Of course, it is the responsibility of the administration to follow through with the procedure for handling a person who commits a prohibited act.

It is well thought out. I think the student bill of rights is very strongly able to enforce, is set up to enforce the rules, provided they are followed through.

I think as to a large part of the administration policies, that other students will have an answer to that.

Chairman PERKINS. Now, Mr. Mitchell, should remedial classes such as those you recommend be set up in a separate building apart from your regular school system?

Mr. MITCHELL. If the students who are going to benefit from that remedial program are dangerous to the students that there are around in the regular school, yes, they should be removed from the school population.

Chairman PERKINS. I am going to go down to the other committee hearing, Mr. Daniels' subcommittee, on public service employment at this time, and I am going to call on Mr. Lehman to preside.

First let me compliment all of the witnesses that have appeared here this morning, and Mr. Grealy appearing also for the National Association of School Security Directors, and I apologize for not being able to be here for his appearance. I think all of you have been very helpful to the committee, and I want to thank this gentleman, Mr. Warren, also.

Mr. LEHMAN [presiding]. I can only reiterate what the chairman said. I visited a couple of high schools in this area and I know that one of them was being carried on, marihuana was in the basement, but it was not untrue at all, what you said.

Also, in some high schools I visited there was a lack of any control over what you called—you call them "hallwalkers," they are those that police the halls?

Mr. HARDY. No; when we say "hallwalkers" we are talking about students that roam the halls.

Mr. LEHMAN. I just believe that the hallwalkers, some of whom that do not even belong in the school, were all over the halls when the classes were in session. There just didn't seem to be control over who was allowed into that hall, and there was no such thing as hall passes that I could determine, and I think you are on target when you say as long we permit this kind of free walking in the halls that you are going to be inviting the kinds of trouble you mentioned in your statement.

Excuse me, I am speaking to Mr. Hardy. I don't know if you want to comment.

Mr. HARDY. That is where my suggestion comes in about locking the doors in the morning. What I suggest is after everyone has come into the building in the morning you lock the doors behind you and everyone must go to his homeroom and stay there for a period of 10 to 20 minutes, and if a teacher realizes that some outsider is in her class, she could ask him to leave or call for help or just put him out in the hall, and then if the hall is patrolled by a policeman or principal from top to bottom and they corner these people and then they are put out and the doors remain locked throughout the rest of the period of the day, that would solve the problem of the outsiders coming in.

But it would still be like a prison and I would hope public schools would not have to come to this; but if violence does not stop and if this continues it may come to this.

Mr. LEHMAN. Are there any parents who are security aides in your school?

Mr. HARDY. There are parents as security aides in senior high school.

Mr. LEHMAN. Do you know if they are volunteer or paid security aides?

Ms. HUTTON. They are paid.

Mr. LEHMAN. About how many, do you know how many there are in your high school or the District of Columbia school system?

Ms. HUTTON. Our security officer probably will be able to answer it.

Mr. LEHMAN. It is not important.

Mr. HARDY. I believe we have in our high school, three.

Mr. LEHMAN. In your particular high school?

Mr. HARDY. Yes.

Mr. LEHMAN. Are they men and women?

Mr. HARDY. We have two men and one woman. All three have good relationships with the students, but there are only three of them and there are so many students involved.

Mr. LEHMAN. Well, we are finding out in Dade County, we have about 300 of them in our system, which really does not provide enough, but they are the kinds of people that can identify the good kids and

the mischievous kids and bad kids, and there is a difference between a mischievous kid and a bad kid.

I would like to see more of this kind of security aide because the price we pay in Dade County of \$2.69 an hour you get an awful lot of help in relation to the type of abuse that these kinds of people prevent, and you find out perhaps that the students themselves are more responsive to control by neighbors and parents than even by teachers and professional security officers.

Mr. HARDY. I think so because these people, they try to deal with them more or less in an unofficial way.

Mr. LEHMAN. In street talk, like?

Mr. HARDY. Yes, and they can relate to that.

Ms. HUTTON. I would like to correct the record. These are community aides, they are not security, in the District of Columbia public schools. We have a very small number of security officers in our school system. I think it is 17 for the total system, but that is security officers. We have 85 community aides.

Mr. LEHMAN. Eighty-five community aides for the whole District?

Ms. HUTTON. Community aides, yes.

Mr. LEHMAN. It is a matter of semantics whether you call them community or security aides, but they are mostly parents of the children in that particular school?

Ms. HUTTON. No, there is a great deal of difference in our school system. These are security officers, they are people who have the right to apprehend, but community aides more or less coerce the students and counsel them, that kind of thing, to prevent trouble. I would like Mr. Dewes to address that issue.

Mr. LEHMAN. I am trying to relate this to my own experience. In Dade County we have approximately 100 security people. These are mostly recruited from various police organizations. They have had police backgrounds and had police training.

We also have 300 security aides recruited from the parents of that particular school community and serving in that school on a part-time basis at a much lesser salary, and they are in a position to know who the kids are and can talk basically the same language and know the same concerns the kids have.

I wonder if you have anything like that.

Ms. HUTTON. Mr. Edward Dewes.

Mr. DEWES. Thank you for letting me respond to that.

We have at this time 85 community aides who are paraprofessionals and they are people who are hired for the most part from the community. They are not trained in any security skills. They deal primarily with disciplinary-type problems. For the most part, they know the students and parents.

We only have 15 security officers, people with security training and background, for the entire District of Columbia Public School System. Out of the 15, that nucleus has approximately 150 years of police-type of experience, most of which has been in the Youth Division of the Metropolitan Police Department.

Mr. LEHMAN. Thank you very much, Mr. Dewes.

I don't want to pursue this any further, so you may proceed, Mr. Hall.

Mr. HALL. I would simply before I leave thank all of you, and I think you are all refreshing. And I would especially like to compliment the young man for his standing up under pressure and I think when somebody is able to do that you deserve a compliment.

Mr. HARDY. Thank you.

Mr. LEHMAN. Mr. Zeferetti.

Mr. ZEFERETTI. You say you had 17 security officers for the entire school system.

Young man, how many in your school?

Mr. HARDY. Security officers, I couldn't tell you how many. We don't have any. Well, we have one police officer, which is the neighborhood police, and he works in the school.

Mr. ZEFERETTI. He comes into the building?

Mr. HARDY. Yes, he is outside the building, you know, around the building every day, and all of the people know him and can relate to him. But he is only one person.

He deals with all of the ones with the problems, but he does not have the kind of backup he needs, because if he apprehends someone, you know, for marihuana use or something, they are right back on the street on the next day.

They say, "Well, it does not mean anything, if I get caught I will be out tomorrow," and they will keep right on.

"So what? I beat up so-and-so, I beat up a teacher this morning," you know, "and look at me, I am back out on the street this evening." It does not mean anything to him.

Mr. ZEFERETTI. Do you feel all of those incidents are reported properly?

Mr. HARDY. Most of the incidents in the classrooms are reported by the teachers, but I have seen a lot of incidents in the halls where people almost get killed, where guys are standing with straight razors trying to take people's money. I have had incidents like that where they approach me, and this is horrible over there. Woodson is one of the best schools, I think, in the District of Columbia, but it is still far from perfect.

Mr. ZEFERETTI. When you change classes, do teachers participate in the change and are they out in the halls with some kind of control?

Mr. HARDY. We have special teachers out there and most of the teachers that are respected are in the hall and they are like the mother and father teacher, but there are still always some hoodlums, I don't care who you are, they are not going to respect you because they don't even respect their own mother, and they have to be dealt with on a different level. You can't be nice to them and say, OK, you know, try to talk to them, because some people you have there, they deserve, you know, you kick them in the pants and set them straight and they go on, but some you just have to take and dump them on their heads.

Mr. ZEFERETTI. Let me ask you a final question, If, in fact, you had enough security officers patrolling the school, would you think that that would work? Do you think if you had either a uniformed officer working inside of the school or possibly more than one uniformed officer, would the young boys and girls accept that as an authoritative person to stop all of this stuff or do you think it would just go on anyway?

Mr. HARDY. I can't say that more security officers would stop it. I think you have to change the technique or something, a little bit more,

like the shakedowns. There is no way in the world you can just look, say a guy that will be dealing in marihuana, walking along with a briefcase, there is no way you could spot him if there is marihuana in that briefcase, unless they search him, but the way I understand it, it is illegal just to stop someone and frisk him.

I think that law would have to be changed for everybody's safety because you don't know what I have in my pocket and I don't know what you have in your pocket.

Mr. ZEFERETTI. That is more part of the problem because we can't go around searching everybody.

Again, I want to compliment you like my colleagues. You have done an excellent job this morning of bringing this forward and I thank you very much.

Mr. LEHMAN. I want to thank Mrs. Hutton and John Warren for bringing in this group and we think you have been very helpful.

First, Mr. Warren.

Mr. WARREN. I would like to say for the benefit of the committee that in the District of Columbia, and this might also be a problem in other school systems, we have fire regulations that prevent locking of buildings and therefore you leave the doors open, and that creates as much of the problem with the traffic coming to and fro.

There are some schools where we have community workers—I think of one in particular in the Southeast, and in this particular case it has been proven that this person has the respect of the students and the person is very effective in terms of controlling these problems.

So it might be well to consider placing more community aides in the schools because I think there is a great breakdown between parent accountability and the amount of responsibility placed on the schools for behavior in addition to providing educational settings.

Thank you.

Mr. LEHMAN. Mr. Hardy.

Mr. HARDY. I heard you, I listened earlier as you began to talk about the budget and how much it cost to have different kinds of devices in the schools, and I would like to comment on that at this time.

When you put yourself in the teacher's place teaching class, and this big bully comes up there, and little old you, do you think of how much money it is worth to save your life? So when you talk about safety of each other, I don't think you can put it in terms of money or dollars and cents.

I think, you know, the whole system somehow or other is going to have to be changed.

Mr. LEHMAN. Thank you very much.

Mr. HARDY. Thank you.

Mr. LEHMAN. The next witness is Joseph Grealy. Mr. Grealy is president of the National Association of School Security Directors and also I am proud to say security officer for Broward County School System, which is part of the 13th Congressional District in Florida, so we have a few problems in common.

Mr. Grealy, without objection your full statement will be included in the record, but from the standpoint of available time left, it would be helpful for you to sum up the highlights of your statement and then we will ask questions.

[The document referred to follows.]

PREPARED STATEMENT OF JOSEPH I. GREALY, PRESIDENT, NATIONAL ASSOCIATION OF SCHOOL SECURITY DIRECTORS

Mr. Chairman, first I would like to thank you for inviting me to appear before your committee today. We are attempting to cope with a problem that goes directly to the life line of our country's future, the children of this country. I appreciate your interest, I appreciate the interest of your committee and hopefully from our mutual concerns we'll evoke a program which will create a safe and secure environment in schools which will insure quality education.

You will recall I had the pleasure of appearing before your committee 2 years ago at which time I pointed out that my association, the NASSD, was in the process of setting up a report system on crimes in the schools patterned after the FBI uniform crime reporting system. That has been done and I will refer to our current statistics later in my testimony.

I also suggested that information be collected from schools throughout the Nation so that Congress would have a clear and total picture of the problem. This is now being done by HEW. However, we, our association and your committee must continue to inform the public of what is occurring in our schools.

A January 13 release by *Education, U.S.A.*, bore the headline "Frightened School Officials From Coast to Coast Are Being Confronted with Dramatically Escalating Student Crime, Violence and Vandalism." Los Angeles reported that 70 teenagers had been murdered during 1974, compared with 50 the previous year and 30 the year before. Also, that on-campus incidents involving dangerous weapons had increased 159 percent. It cited a survey by the National Education Association's center for human relations which reflected that in-school assault and battery had increased 58 percent over 1970; school robberies 117 percent; sex offenses 62 percent and drug problems 81 percent. The use of drugs by students was reportedly increasing and serious crimes by girls under 18 have increased 306 percent since 1960.

A month later students at Columbia High School in Dekalb County, Georgia, rioted for 5 days resulting in 98 being jailed and 100 being suspended.

Earlier this month a state of emergency was declared in Hamlet, North Carolina, following a night-long disturbance marked by fire bombings and the wounding of a fireman by a sniper. 300 youths roamed the streets during the disturbance which followed racial fighting at the local schools earlier in the week resulting in police patrolling the schools.

About 1 percent of the board's budget is the price tag the Cincinnati school system has placed on its cost of the needless destruction of its property, more money than it budgeted for its textbooks.

Right here in Washington there were over 1,300 reported school crimes in 1974 including rapes, sodomies, assaults, burglaries, break-ins, drug violations and arsons. In addition over a million dollars in equipment was stolen.

In my area of Fort Lauderdale, Florida, in Broward County, out of our 140,000 students there is an annual rate of 11,000 delinquents. Of particular interest is the fact that the ratio of boys to girls that was 6 to 1 a short time ago is now 2 to 1.

It's merely a reflection of the national crime picture. The latest FBI uniform crime report for the year 1974, as compared to 1973, reflects that serious crimes increased by 17 percent. Violent crimes were up 11 percent, while forcible rape and aggravated assault each rose 9 percent. Murder rose 5 percent. Property crimes—larceny—theft—rose 20 percent and burglary went up by 17 percent.

I am sad to say a good portion of these serious crimes is taking place right in our schools. Not just in any one particular area but all over the country, both in urban and suburban areas. As previously referred to our NASSD studies and projections indicate that in 1974 the total money losses due to burglary, arson, vandalism and other such offenses have turned sharply upwards from the \$500,000,000 level and have soared to \$594,100,000. Burglary accounts for \$243,000,000 of this. Fire loss is now estimated at \$109,000,000 versus \$99,000,000 in 1973. Vandalism is \$102.1 million (or more) and other related offenses \$140,000,000. 1974 offenses are estimated at 12,000 for armed robberies, 204,000 aggravated assaults, 9,000 forcible rapes and 270,000 burglaries.

If there are any doubts of juvenile involvement I refer you to the Congress' initial and primary finding while considering the Juvenile Justice and Delinquency Act of 1974 and that was the fact that juveniles account for almost half the arrests for serious crimes in the United States. Before the summer was over the Law Enforcement Assistance Administration had raised the figure to over 50 percent.

Where are the juveniles each day, including the delinquents? In our elementary and secondary schools.

Last year a National Education Association painted a stark, grim picture with these facts:

There are nearly 2 million school-aged children who are not in school. Most of them live in large cities.

Of the students who are attending classes, more of them will spend some portion of their lives in a correctional institution than those who will attend all the institutions of higher learning. Take any school day of the year, and you will find 13,000 kids of school age in correctional institutions and another 100,000 in jail or police lockups.

Of every 100 students attending school across the Nation, 23 drop out, 77 graduate from high school, 43 enter college, 21 receive a B.A., 6 earn an M.A. and 1 earns a Ph.D.

Crime and violence in central city schools are growing at unprecedented rates. In the higher schools of some cities there are literally thousands of students who have no interest in education, who roam the corridors, disrupt the classes, constantly look for trouble and foment it.

What are some of the things our school personnel must contend with?

Murder and dangerous weapons? Yes!

Last month here in Prince George's County a 17-year-old Largo High School student was shot to death following an argument with four other youths in the school parking lot.

Shotgun blasts fired near the Oakland Unified School District administration building killed School Superintendent Marcus A. Foster and critically wounded a deputy superintendent, Robert Blackburn, who later died. Each of the men were struck in the stomach with a shotgun blast as they entered an automobile after attending a school board meeting.

Last year in Chicago, Illinois, a 14-year-old, son of a Chicago policeman, shot and killed Rudolph Jezek, Jr., principal of an elementary school. The youth, who had been expelled, was armed with his father's .45 caliber pistol and a .38 caliber revolver. Upon entering the school he was confronted by the assistant principal, Gordon Sharp, and a school security guard, Ezekiel Thomas, both of whom he shot and wounded before gunning down the principal. Police stated that the eight grade student was apparently angry about being expelled and transferred from the school.

In Richmond, Virginia, a 16-year-old boy was killed and a 14-year-old girl wounded when they were caught in the cross-fire of a gun battle between two youths in a corridor at Armstrong High School. Wayne Phillips was struck by a bullet in the back of the neck and was dead when police officers arrived at the school. Felita Julia Gardner was struck in the left leg and was not seriously wounded. Witnesses stated that two youths, believed to be students, became embroiled in an argument just inside the entrance to the school. Suddenly they drew pistols and began firing in the school corridor as the students were going to their classes.

A 17-year-old honor student, preparing to enter Claremont College on a full scholarship, was attacked and stabbed to death by a group of six youths at John Glenn High School in Norwalk, California. Other students and school personnel came to the aid of Francisco Villela when they saw him being beaten in front of the school cafeteria, but they were unable to prevent his being knifed in the heart.

Villela was attacked during the lunch period while on his way to the cafeteria. He attempted to elude his attackers but was caught before he could enter the cafeteria. Villela was a member of the school soccer team scheduled to play the same day of his death. The game was cancelled.

In Atlanta, Georgia, a 16-year-old high school student was shot and wounded when youths in two crowded automobiles sprayed rifle and pistol fire into a group of students in front of David T. Howard High School. The first shots were directed toward approximately a dozen girls who were standing in front of the school gymnasium after school had been dismissed for the day. A second blast of shots was fired into a group of a dozen boys standing in front of the administration building. Randy Malloy Brewer was treated at Grady Hospital for a bullet wound in his hip. Most of the other students scrambled for safety as the shots thudded against the school building.

Two Yorba Junior High School Ninth Grade students in Orange, California, were shot down by a classmate who shot one in the chest and the other in the buttocks with a .44 caliber magnum revolver. The students were reportedly having an argument when the assailant pulled a gun from a "eastern holster hung on his

shoulder and fired three shots, two of which hit the two boys, Douglas E. Rink and Chad E. Pearson.

An administrative assistant at Barberton High School, outside of Cleveland, Ohio, was shot and seriously wounded by a 17-year-old student whom he was reprimanding for repeated absences.

The student reportedly drew a gun while talking to the administrator, Frederick T. Crewse, Jr., and then fired three times before fleeing from the school. Crewse was in serious condition as a result of two bullet wounds in his chest.

In one day in Dallas, Texas, a 15-year-old Rusk Junior High School student, Henry Wayne Vann, lay near death in Parkland Hospital after he was stabbed several times in the chest during a scuffle in a school corridor; a shop instructor, Rex Jones, Cary Junior High School, was clubbed over the head with a mallet and Earl Wilson, a student at Sequoyah Middle School, was stabbed in the back by a 13-year-old student after an argument on the school's playground.

At Locke High School in Los Angeles, gang warfare broke out during an afternoon dance in the multipurpose school building. Steel natural combs, chains, bricks, concrete blocks, walking canes and sticks were used as weapons. The fighting spread into the surrounding community where beatings and firing into homes and automobiles were reported. One death resulted. Similar activity continued at the school, leading one administrator to comment that the school officials found themselves using methods almost akin to Gestapo tactics to deal with the situation.

Assaults, rape and robbery? Yes!

In Los Angeles a kindergarten teacher was robbed in front of her class.

Mrs. Sylvia Kidd reported that a bandit walked into her classroom at the 95th Street Elementary School with a pistol in his hand and robbed her of \$5.00 and her engagement and wedding rings. She was then forced at gunpoint to an empty building next door, where she was ordered to take off all her clothes, obviously so that he would have more time to escape.

For the third time in one semester a teacher was raped on the grounds of a Houston, Texas, school. In each instance the intruder and perpetrator of the violence was an outsider, a person who had no business on the school grounds. The teacher reported that she was in the music room of the school teaching a class when she felt ill, so she dismissed her class. While sitting at the piano, she heard a soft voice behind her. When she turned around she saw a young man brandishing a small caliber pistol. He intended to rob her but when he discovered she had only three dollars in her purse, he ordered her to remove all her clothing and found she had no additional money. He then ordered her to lie on the floor behind the piano where he raped her before walking casually out of the classroom.

In Tampa, Florida, an 8-year-old girl was lured away from the Tampa Bay Elementary School and assaulted in an orange grove north of Tampa. The girl reported that she had never seen her attacker before but left the school with him because he said they were going to pick up a birthday cake for her teacher.

Two months later, in the same city, a 10-year-old girl was attacked as she stood at a street corner waiting for a school bus. The girl was dragged to the backyard of a nearby home by a youth in his late teens who forced her to the ground and assaulted her.

In nearby Pensacola, a 15-year-old girl was abducted at gunpoint at a dance at the Pensacola High School by a man who took her to the school parking lot and raped her. The girl related that a young man in his early twenties invited her to dance. As they began dancing he pulled out a gun and forced her to go with him to the parking lot.

In addition to our primary concern, the safety and security of our students and school personnel, it is obvious that the safety of school facilities is also not being guaranteed. The primary function of school systems cannot be carried out without being insured that it will be safe from destruction and theft.

Are school facilities and equipment being destroyed? Yes!

There is a bright yellow card board chart near the window of Marc Haverson's classroom at the Mann School in Philadelphia that bears the unlikely inscription: "Our Gerbil Diary." Haverson's 5th graders used it to record the day-to-day activities of the class' three pet rodents . . . what they ate, how they played, how much they had grown. There is no entry for May 26th.

That is the day the Gerbils were killed.

In a grizzly act of school vandalism, scores of pets at the elementary school in Wynnefield were killed by vandals who broke into the school over the Memorial Day weekend. They killed all the school pets, including gerbils, hamsters, gold-

fish and birds, in more than 25 of the 40 classrooms. They uprooted dozens of house plants, rifled teachers' desks, ransacked supply closets, destroyed a television set, broke windows and stole thirty cassette tape recorders, an adding machine and \$35 in cash.

"Coming to school isn't going to be as much fun anymore" said 10-year-old Stacey Wilson who concluded the vandals were "jealous, cruel people".

About 100 parent volunteers took part in "Operation Facelift" at the Wedgewood School in Seattle, Washington. Budget cuts had prevented the painting of the school so the PTA, mostly mothers, led the drive "to do it ourselves". The school district supplied the paint and the parents supplied the labor.

The job, six volunteers to a shift, two shifts a day, began on June 5th. They painted the hallways an appealing vanilla and the wall next to each of the 22 classrooms with colorful floor-to-ceiling room numbers. They also painted the office and the teachers' lounge. Then, sometime during the night of June 26th, young hoodlums broke into the school. In minutes they ruined many hours of volunteer work. They used mops to smear the hallway floor with paint and paint thinner. They splattered paint on lockers. They sprayed the floors with fire extinguishers. They took petty cash from a secretary's desk and candy from the teachers' lounge where they dumped coffee grounds on the floor.

During one evening in Tacoma, Washington, vandals caused thousands of dollars worth of damage to three schools.

In Lincoln High School candle-burning vandals broke into 20 rooms, rifled desks, splattered ink on an art display and littered the office with paper and debris. Fire later broke out, contributing to approximately \$10,000 damage. The new Whitman School was an ink-stained, equipment-strewn mess. The Stanley School had two storerooms ransacked, leaving the contents in mountains on the floor.

A dedicated teacher, Patricia White, visiting her school, the La Jolla High School, on a Sunday came upon teenage vandals who fled before the police arrived. The vandals broke as many things as they could get their hands on. They knocked typewriters off desks, sprayed contents of fire extinguishers on interiors and emptied papers and contents of desks.

A 13-year-old schoolboy who "screamed like a panther and fought like a tiger" was charged in Atlanta, Georgia, with six counts of school burglary and one count of arson. A student at Central Junior High, the boy was apprehended on his sixth school raid. He stole and damaged equipment and set a fire in one of the schools that caused considerable damage.

Arson, by far, is the most damaging, expensive and disheartening crime occurring in our schools. Six years ago, 13,200 school fires resulted in damages of \$52 million. In 1971 20,500 fires resulted in \$87 million in damages.

The National Fire Protection Association states that arson caused \$845 million in damage in 1973 and estimates that the damage for 1974 may be more than \$1 billion. If my experience is any indication the schools will account for over \$1 million of that cost. In my school system during the first 5 months damages due to our school arsons increased 94 percent over the previous year.

Last week in Miami, Florida, in the school district adjoining mine a \$200,000 planetarium at the Hialeah Miami Lakes Senior High School was destroyed by arson. Outraged students described it as "disgusting, shameful and shocking". It took 40 firemen to put out the flames that had reportedly been set by sprayed flammable liquid. Planetarium director Paul Simonsen sat, head in hands, around the corner from the burned out projection room and said, "That's 3½ years work down the drain."

The projected fire loss for schools this year is over \$100 million, that would provide a lot of quality education for a lot of children.

Arson was definitely ruled the cause of a fire Christmas Eve, which caused \$250,000 damage to Warrington Elementary School in Pensacola, Florida. Practically every room on the bottom floor was vandalized causing students to go on double sessions upon their return from the Christmas vacation.

Six youths, ranging in age from 6 to 11, set fire to the Deerfield Park Elementary School in Deerfield Beach, Florida, causing \$200,000 damage. The boys who could give no reason for setting the fire, also admitted setting a previous fire at the school which resulted in more than \$100,000 in damages.

A four-alarm fire, described as the worst in the history of Irving, Texas, gutted the structure of Bowie Junior High School causing an estimated damage of \$750,000. An 18-year-old former student, and his two younger brothers, were later charged with arson. The fire was reportedly set to cover up their breaking into the school.

Flames shot up from 40 to 50 feet in a fire that did \$400,000 damage to an intermediate school in Mission Viejo, California. More than 40 firemen fought the blaze. Eight rooms were completely destroyed. Firemen stated that the fire was of a "suspicious origin." The school principal, Donald C. Hickman, announced that school would continue but that the damaged classrooms would pose a problem. Bystanders, including some of the school students, helped firemen salvage some school equipment in an attempt to lessen the damage.

Eunice Wyatt wept outside Becker School in Austin, Texas, where suspected arson caused \$80,000 worth of damage.

For Mrs. Wyatt, a 23-year veteran, and her 25 first graders it meant another classroom had to be found. She stated that it was not closing the classroom that bothered her because she could teach anywhere, even on the steps if necessary. Her concern was the children. As she put her arms around one of her students, she commented "We'll get us another room."

Four strategically placed fire bombs ignited a fire that raged out of control at Truman Junior High School causing an estimated \$260,000 worth of damage. Administrative offices, a science laboratory and several classrooms were destroyed causing classes to be canceled. Two junior high students were arrested and charged with the arson. They claimed they wanted to get even with the principal and did it on a dare.

A \$1,000,000 fire virtually destroyed the Lafayette, Louisiana, High School. It was the second fire at the school in a little over a month. Some 50 firemen fought the blaze for over 4 hours before bringing it under control.

On July 29th of last year, the library facilities of the Newport High School in Bellevue, Washington, were completely destroyed by fire, causing over \$1 million worth of damage but, worse than that, every book in the library was destroyed. As in most cases, the arsonists were apprehended but that in no way minimized the loss and frustrations caused by their act.

The costs of vandalism, theft and arson cannot be measured in dollars and cents alone. The loss of the use of the schools and equipment is not only depressing and frustrating but it places a tremendous strain on the principals and teachers who must attempt to function without them. They say concentration is the art of learning. How can you generate concentration under such disastrous circumstances?

The word busing has to bring fear to the hearts of the bravest of school principals.

If you ever feel like accepting a real challenge, sign up to drive a school bus. However, don't apply unless you are prepared to accept abuse, threats, assaults, have your ancestry questioned, to be stoned, fired on and even captured. I used to say no drivers had been hijacked but the Boston situation has changed that statement. These drivers are the unsung heroes and no doubt some of them should be getting combat pay.

The late Dizzy Dean claimed he was a great pitcher because of his arm which he developed as a youngster by throwing rocks at trees on his way home from school. In that case the big leagues have some great prospects coming up but their targets are the bus and the driver.

The FBI Uniform Crime Reports, in cooperation with the National Bomb Data Center, prepare an annual bomb summary made up of a comprehensive report of incidents involving explosive and incendiary devices in the Nation. Its 1974 summary released this month reported a total of 2,044 bombings involving 2,539 devices, 41 percent or 1,307 were explosive in nature, while 49 percent or 1,232 were incendiary.

Twenty-four deaths and 207 injuries were reported to have occurred as a result of the bombing incidents; 166 injuries and 22 deaths occurred in connection with explosive incidents and 41 injuries and 2 deaths with incendiary incidents. The total value of property damage due to bombings was \$9,886,563. Explosive bombs resulted in \$6,653,434 damages while incendiary devices caused \$3,233,129 damage.

Of the 23 target areas listed, school facilities ranked fourth in the number of actual and attempted bombings, 2½ times as many as occurred at police and fire departments. Most of the bombing incidents against the schools were by youths and motivated by malicious destructive feelings against the establishment.

In Pontiac, Michigan, 6 explosive devices virtually destroyed 10 school buses for a loss estimated at \$150,000.

A bomb was disarmed 5 minutes before it was set to explode in Oakland, California. The device, constructed of three sticks of dynamite, was discovered between two portable classrooms at a Junior High school while classes were in session.

In West Palm Beach, Florida, a school superintendent's car was destroyed when a time explosive device detonated underneath his car while he was attending a school board meeting.

Two adjacent schools were damaged in Woburn, Massachusetts, by firebombs which were tossed into the buildings. The extent of the damage to the schools was set at over \$100,000.

Three teenaged boys were arrested by Federal agents in Seattle, Washington, in connection with their bombing of a high school and a community college. Pipe bombs were exploded at each facility and a federal agent summarized the motive for the explosives by stating "it was a challenge of who could do the most destruction to what targets were available." The youths were described as coming from good middle class to upper class families and one of them was listed as a high school dropout.

Another serious and costly problem is the telephoned bomb threat. In addition to the disruption of school it is estimated that with the involvement of police and fire personnel, a typical telephoned bomb threat costs between \$2,000 and \$3,000. During the year 1973, 6,689 telephoned bomb threats to schools were reported to the FBI. Based on cost estimates you can figure on between \$15 and \$20 million. Again, it is quality education which is the loser.

A study conducted by a House subcommittee on drugs in our schools stated that we are a Nation suffering from a deadly disease. Our Nation's youth is being decimated and slowly destroyed by a drug epidemic.

The National Commission on Marihuana and Drug Abuse found that 6 percent of our high school pupils had used heroin. This means that 1½ million of our schoolboys and schoolgirls are already gravely endangered by that menace. The survey of high school pupils showed 8 percent tried hallucinogenic drugs—LSD, mescaline, peyote; 5 percent cocaine; 8 percent "speed"; 7 percent barbiturates and 5 percent had tried painkillers such as morphine and codeine.

The report cited that in the last 2 years in New York City, 500 teenagers died because of narcotic addiction. One boy, Walter Vandermeer, aged 12, was the youngest child in the city to die of a drug overdose. His body was found on the floor of a bathroom. Beside the boy were two (glassine) envelopes that appeared to have contained heroin, a syringe, a needle and a bottle cap. All the necessary paraphernalia to prepare heroin for intravenous injection.

Today drug abuse in our schools has become so extensive and pervasive that it is only the uniquely-gifted and self-possessed child who is capable of avoiding involvement in some form of drug abuse. It was estimated that the trail of devastation being left will take a decade to remedy.

These are just some of the many serious and costly problems facing school systems throughout the country. Educators are not trained to deal with such criminal activity . . . and school systems are not equipped to cope with such activity. They must be furnished with qualified people who can set up a school security system to guarantee the safety and security of school personnel, facilities and equipment.

The system must be a community effort involving the school, the students, the parents, law enforcement, juvenile authorities, the judiciary and all agencies and individuals interested in youths getting an education rather than becoming part of the criminal justice system.

No principal or teacher wants to remove a student from school but in many instances if the class is to continue, the disruptive student must be removed, usually by being suspended. He is then placed on the street, getting farther behind in school, and where he will inevitably become a police problem. We all know the cost of incarcerating a child as compared to educating him. By educating him, he benefits and the community benefits.

He should remain in school but some alternative program must be provided. An alternative which will identify his problem—whether it be physical, psychological, curriculum or home environment—so the problem can be treated with a view to getting him back in the mainstream with his fellow students.

These voids must be filled. How can they be filled?

I think Dr. Nolan Estes, superintendent of the Dallas Independent School District, put it very well earlier this month when he referred to the fact that school violence and vandalism threatens to seriously hamper the ability of Educational systems to carry out their primary function.

His suggested programs to cope with the problem:

A variety of special training programs for teachers and staff;
Establishment of a well-trained and organized security force;

Cooperative efforts with law enforcement to develop a positive, preventative program to reduce violence and vandalism;

A workable drug abuse program;

A district-wide code of conduct to be distributed to all students and parents; and

A relevant, comprehensive instructional program designed to meet the needs of all students.

We are very concerned, Mr. Chairman, in fact alarmed, over the state of the safe schools study.

The Congress, in its wisdom, foreseeing the need of plentiful background information and working data in order to consider fully the permanent Safe School Act proposals, enacted as section 825 of Public Law 93-380 the following mandated, very comprehensive investigation, study, and supporting research. This enactment was born in this very committee:

"PUBLIC LAW 93-380, THE EDUCATION AMENDMENTS OF 1974

"Sec. 825. (a) The Secretary shall make a full and complete investigation and study, including necessary research activities, during the period beginning upon the date of enactment of this Act and ending June 30, 1976, to determine—

"(1) the frequency, seriousness, and incidence of crime in elementary and secondary schools in the States;

"(2) the number and location of schools affected by crime;

"(3) the per-pupil average incidence of crimes in elementary and secondary schools in urban, sub-urban, and rural schools located in all regions of the United States;

"(4) the cost of replacement and repair of facilities, books, supplies, equipment, and other tangible objects seriously damaged or destroyed as the result of crime in such schools; and

"(5) the means by which crimes are attempted to be prevented in such schools and the means by which crimes may more effectively be prevented in such schools.

"(b) Within thirty days after the date of the enactment of this Act, the Secretary shall request each State educational agency to take the steps necessary to establish and maintain appropriate records to facilitate the compilation of information under clauses (2) and (3) of subsection (2) and to submit such information to him no later than seven months after the date of enactment of this Act. In conducting this study, the Secretary shall utilize data and other information available as a result of any other studies which are relevant to the objectives of this section.

"(c) Not later than December 1, 1976, the Secretary shall prepare and submit to the Congress a report on the study required by this section, together with such recommendations as he may deem appropriate. In such report, all information required under each paragraph of subsection (a) of this section shall be stated separately and be appropriately labeled, and shall be separately stated for elementary and secondary schools, as defined in sections 801(c) and (d) of the Elementary and Secondary Education Act of 1965.

"(d) The Secretary may reimburse each State educational agency for the amount of expenses incurred by it in meeting the requests of the Secretary under this section.

"(e) There are authorized to be appropriated such sums as may be necessary to carry out the purposes of this section."

Our membership has been advising me individually from across the Nation as to their reaction as a result of receiving the first survey forms. Our concern is multifold.

In April, 1975, Mr. L. W. Burton and I met with Dr. Virginia Trotter, Assistant Secretary of HEW for Education, and her staff on the safe schools study problem. This most esteemed and capable lady was indeed most cooperative and took steps to alleviate the problem insofar as the National Institute of Education is concerned.

However, the National Center for Educational Statistics of HEW is under fiscal restraint to the point it presently cannot conduct the universal school district survey needed by the Congress and the people of the United States. It is essential, in fact vital, that N.C.E.S. conduct a further survey of whole school districts on a universal basis and not on a drastically limited police only basis. School principals and teachers, after all, handle the bulk of disciplinary offenses and problems, even those in the minor and major crime areas. NASSD member school districts are reporting vast differences in the actual crime and incidents as opposed to the initial limited N.C.E.S. survey form.

If HEW is not permitted to do a universal study of school district losses, incidents and other problems due to crime and violence per section 825, then the private sector will have to provide such a study, if Congress and the public are to be allowed to see what is actually going on in the schools.

Mr. Burton and I also met with the national standing committee of the Council of Chief State School Officers, the committee on evaluation and information systems, which had advanced quite reasonable objections regarding the N.I.E. evaluation and analysis of the safe schools study. C.E.I.S. now appears to be cooperating fully, after being advised of the particular importance to the schools of this work.

HEW is even more responsive to this problem of today. Dr. Trotter has indicated her desire to work out the matter of a proper safe schools study. We are sure she will help in all ways that she can. However, we believe that she will need funds such as we have recommended (\$3,000,000.) and further direction as to carrying out the school district universal study to augment the partial, but limited work, now underway.

One matter already well known to us in the security field is the grave need for a universal incident reporting form for the schools. So many just don't have a method to keep data now. Provided here is a sample from the Alexandria, Virginia, national model school district security system which is most useful and which was published nationally by the Security World Magazine for all its readers to use.

In our conversations with HEW officials we understand that the N.I.E. study will include a simpler "Data only" incident reporting form for use by principals. An example of this type of form is also included. This differs from the Alexandria form in that it deletes narrative and exact figures and is required for investigations and school district records. It provides only statistical data.

In this connection accurate reporting by school officials to HEW demands that each respondent be given an absolute assurance that the data reported will not be divulged in association with the respondent's identification. Processing these reports necessarily involves certain kinds of follow-up activity which require respondent identification. The kind of immunity which we believe is needed is contained in the legislation which established the law enforcement assistance agency. 42 U.S.C. section 3771(a) provides in part:

" . . . no officer or employee of the Federal government, . . . shall use or reveal any research or statistical information. . . . copies of such information shall be immune from legal process, and shall not, without the consent of the person furnishing such information, be admitted as evidence or used for any purpose in any action, suit, or other judicial or administrative proceedings."

Mr. Chairman, we strongly recommend that such language be included in any legislation the Congress might enact intended to facilitate the collection of accurate and timely crime statistics. Should any Federal agency assume this kind of responsibility without specific legislation, it is then recommended that a special act granting this immunity be passed.

Mr. Chairman, we recommend that legislation be enacted, perhaps by amendment to other legislation now in process, to correct the safe schools study implementation as follows:

1. Establish a more realistic series of reporting periods, both for the school districts, and for the Congress.

2. Require that all U.S. school districts be surveyed, and that individual school samplings be replaced by school district surveys.

3. Correct the deficiencies indicated and require that due to the very nature of schools that the studies be on a universal basis and not limited.

4. Insure that the data gathered by HEW guarantees reporting school officials immunity from subpoena or other legal process.

5. Continue and fund the present school-oriented group effort of HEW and Justice insuring full analysis by the National Institute for Education and total and unlimited school district survey by the National Center for Education Statistics of the Department of Health, Education, and Welfare and the uniform crime reporting system. Further that the proper agencies from the Department of Health, Education, and Welfare and the Department of Justice should serve as the steering, as well as actively participating, group on all phases of the safe school study. The concerned professional associations should serve with the steering group as non-voting members.

6. Cause to be appropriated \$3,000,000 to fund the study until it can become a permanent part of the responsible agencies' budget, thus providing this vital data on a permanent basis.

Finally, Mr. Chairman, may we of the National Association of School Security Directors further strongly recommend as follows:

1. Safe schools legislation be enacted.
2. The measures we proposed to properly correct the direction and insure the success and the guarantee of immunity of the "safe schools study" be very expeditiously, and with urgency, placed into effect. This must be done with special emergency legislation. It has an unforgiving time problem and should advance separately if it is to be of help to Congress and the American schools.
3. Similarly fund at \$50,000,000 one or more demonstration projects for each State in crime critical school districts which will: (a) provide the full strength of our educational know-how to take direct and innovative approaches to the problem of alleviating and eventually conquering the crime and violence in our schools, (b) apply the best scientific technology and personnel to prevent and stop now the huge losses of supplies, equipment and buildings, including the use of security systems and personnel to do this.
4. Also fund at \$50,000,000 hard-hit school districts over the United States which are gravely in need of help now.
5. These projects should not await completion of the safe schools study on December 1, 1976, but should be funded now as an emergency measure as they involve the safety of our children and their teachers, and the protection of our estimated 65 billion dollar plant and equipment educational structure.

MODEL SCHOOL INCIDENT REPORT

Effective security depends in part upon periodic compilation of data regarding the frequency and nature of offenses. Memory based, retrospective compilation of such data frequently results in spurious totals. If an incident report such as this were prepared each time a serious offense became known to school officials, analysis of periodic tabulations of these reports would provide decision makers with critical information needed to make sound decisions.

1. Type of Offense

- | | |
|--|--|
| <ul style="list-style-type: none"> <input type="checkbox"/> homicide <input type="checkbox"/> rape <input type="checkbox"/> other sex offense <input type="checkbox"/> robbery/shakedown <input type="checkbox"/> assault <input type="checkbox"/> threat of assault <input type="checkbox"/> gang conflict <input type="checkbox"/> other (specify) | <ul style="list-style-type: none"> <input type="checkbox"/> bomb, actual <input type="checkbox"/> bomb, threat <input type="checkbox"/> arson <input type="checkbox"/> vandalism <input type="checkbox"/> other (specify) |
| <p>(-----)</p> <ul style="list-style-type: none"> <input type="checkbox"/> trespass <input type="checkbox"/> burglary <input type="checkbox"/> auto theft <input type="checkbox"/> other theft | <p>(-----)</p> <ul style="list-style-type: none"> <input type="checkbox"/> drug abuse <input type="checkbox"/> alcohol abuse <input type="checkbox"/> weapons possession <input type="checkbox"/> disorderly conduct <input type="checkbox"/> false fire alarm <input type="checkbox"/> other (specify) <p>(-----)</p> |

II. Time

Date: -----
 Time: ----- am
 ----- pm
 during school hours
 outside school hours

Place

- classroom
- hallway
- cafeteria
- washroom
- locker room or gym
- elsewhere in school
- school grounds
- school bus
- to or from school
- at school function away from school

III. Seriousness

Against Persons

<p><i>Means</i></p> <p>[] gun</p> <p>[] knife/razor</p> <p>[] blunt instrument</p> <p>[] missile</p> <p>[] fists, feet</p> <p>[] verbal assault</p> <p>[] other (specify)</p> <p>(-----)</p>	<p><i>Amount of harm</i></p> <p>[] none</p> <p>[] minor</p> <p>[] treated by doctor</p> <p>[] hospitalized</p> <p>[] death</p>
---	---

Against Property

<p><i>Target</i></p> <p>[] walls</p> <p>[] windows</p> <p>[] doors</p> <p>[] furniture</p> <p>[] equipment</p> <p>[] mechanicals</p> <p>[] entire room(s)</p> <p>[] other (specify)</p> <p>(-----)</p>	<p><i>Dollar Loss (estimated or actual)</i></p> <p>\$-----</p>
--	--

IV. VICTIM(S) AND OFFENDER(S)

	Victim(s)				Offender(s)			
	Number		Age(s)		Number		Age(s)	
	Male	Female	Male	Female	Male	Female	Male	Female
Student.....
Teacher.....
Administrator.....
Parent.....
Other adult.....
Other juvenile.....

V. Disposition

<p>Reported to:</p> <p>[] Central Office</p> <p>[] Police</p> <p>[] Parent(s)</p> <p>[] Juvenile Authority</p> <p>[] No report</p>	<p>Action taken: against offender(s):</p> <p>[] Warned or reprimanded</p> <p>[] Required to make restitution</p> <p>[] Assigned to alternative program or school</p> <p>[] Suspended (number of days —)</p> <p>[] Expelled</p> <p>[] Charges filed by police or others</p> <p>[] Other (specify _____)</p> <p>[] Don't know</p>
---	---

UNIFORM REPORT OF SCHOOL LOSSES & OFFENSES

School District: _____ Period Covering: _____

Total Enrollment: _____ Number of Security Personnel: _____

Total No. of Buildings: _____ Prepared by: _____

	I. No. of Offenses	II. Dollar Cost	III. Offenses Cleared	IV. Dollar Recovery
I. Arson - the malicious burning or attempt to burn:				
a. School Board property				
b. Personal property				
c. False fire alarms				
II. Assaults - the unlawful inflicting of or intent to inflict bodily injury upon another:				
a. On student				
b. On teachers (administrators)				
c. On others				
III. Bomb Incidents - the threat or use of an incendiary or explosive devices (simulated or real):				
a. Threats - total				
b. Evacuations - required				
c. Bombings - accomplished				
IV. Burglary - Breaking - Entering - includes burglary, housebreaking, safe cracking, or any unlawful entry to commit a felony or theft. Even though force was not used to gain entry - includes attempted burglary (count burglaries here not under larceny):				
a. Burglary (Loss and number)				
b. Breaking and entering (damage and number)				
V. Larceny theft of property not resulting from burglary or breaking and entering:				
a. School				
b. Personal				
VI. Vandalism - wanton on and/or malicious destruction, defacement, rendering inoperable, unusable property of:				
a. Schools				
1. Facilities/equipment				
2. Windows				
b. Personal				
VII. Robbery - stealing or taking anything of value from a person by force or violence or by putting in fear - includes assault to rob and attempt to rob:				
a. Armed or forcible robbery				
b. "Shakedowns" or extortion (by use of fear)				
VIII. Trespassing - the unlawful presence of a person on school property:				
a. No. of offenses				
IX. Controlled Substances - includes alcohol, coca leaves, opium, cannabis and every other substance neither chemically nor physically distinguishable from them and any other drugs to which the Federal Narcotics Laws may now apply (includes synthetics):				
a. Possession				
1. Alcohol				

Best Copy Available

UNIFORM REPORT OF SCHOOL LOSSES & OFFENSES (cont.)

	I. No. of Offenses	II. Dollar Cost	III. Offenses Cleared	IV. Dollar Recovery
IX. Controlled Substances (cont.)				
a. Possession (cont.)				
1. Marijuana				
2. Other				
b. Sale				
1. Alcohol				
2. Marijuana				
3. Other				
c. Use				
1. Alcohol				
2. Marijuana				
3. Other				
X. Homicides/Manslaughter				
a. School hours - normal				
b. Outside school hours				
XI. Rape				
a. Student				
b. Teacher				
c. Other				
XII. Other Sex Offenses - includes exposure, molestation and all other unnatural sex acts:				
a. Student				
b. Teacher				
c. Other				
XIII. Weapons				
a. Possession (on the person)				
1. Guns				
2. Knives				
3. Other				
b. Found (in lockers, etc.)				
1. Guns				
2. Knives				
3. Other				
XIV. Demonstrations - a group action in a school setting that disrupts the officially defined educational process:				
a. Riots (massive collective disturbances)				
b. Disorderly (organized, possibly sanctioned but peaceful)				
c. Orderly				
d. Gang conflict				
e. Students				
f. Non-students				
g. Both				
h. Racial (or racial overtones)				
i. No. of days school closed result of student disturbance				
XV. Bus Incidents				
a. Resulting in accidents				
b. Other				
TOTALS				

NASSD SAMPLE

ALEXANDRIA CITY PUBLIC SCHOOLS LOSS, OFFENSE AND INCIDENT REPORT		1 REPORT NO.
SECTION I- REPORTER USE		
TO DIRECTOR OF PHYSICAL FACILITIES (IN DUPLICATE)		2 DATE OF OCCURENCE
3 SCHOOL NAME AND ADDRESS		4 TIME OF OCCURENCE
SECTION II- TYPE REPORT		
<input type="checkbox"/> ARSON	<input type="checkbox"/> VANDALISM	<input type="checkbox"/> RAPE
<input type="checkbox"/> ASSAULT	<input type="checkbox"/> ROBBERY	<input type="checkbox"/> OTHER SEX OFFENSE
<input type="checkbox"/> BOMB (THREAT/ACTUAL)	<input type="checkbox"/> TRESPASSING	<input type="checkbox"/> WEAPONS
<input type="checkbox"/> BURGLARY	<input type="checkbox"/> DRUGS	<input type="checkbox"/> DEMONSTRATION
<input type="checkbox"/> LARCENY	<input type="checkbox"/> HOMICIDE	<input type="checkbox"/> BUS
5 NARRATIVE STATE IN CONCISE TERMS THE DETAIL OF INCIDENT INCLUDE ONLY PERTINENT FACTS NECESSARY FOR INCLUSION IN SEMI ANNUAL UNIFORM REPORT OF SCHOOL LOSSES & OFFENSES (ADD CONTINUATION SHEET IF NECESSARY)		
SECTION III- EQUIPMENT, PROPERTY LOSS DAMAGE		
6 DESCRIBE EQUIPMENT LOSS TO INCLUDE MANUFACTURER'S NAME, SERIAL NUMBER, QUANTITY OF EACH TYPE ITEM VALUE OF EACH ITEM-TOTAL COST INCLUDE STRUCTURAL LOSS DAMAGE IF APPLICABLE (ADD CONTINUATION SHEET IF NECESSARY)		
SECTION IV- SIGNATURE DATE		
TYPED NAME SIGNATURE POSITION & TEL NO OF REPORTER		7. DATE REPORT COMPLETED

DPFAC FORM 38-DJCP

COPIES 1-POLICE DEPT

1- REPORTER'S FILE

NASSD SAMPLE

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**STATEMENT OF JOSEPH I. GREALY, PRESIDENT, NATIONAL
ASSOCIATION OF SCHOOL SECURITY DIRECTORS**

Mr. GREALY. I am going to summarize because you already have the testimony.

I want to thank you on behalf of the association for inviting me here to speak to you today. I had the pleasure of appearing before this committee 2 years ago and at that time I made two points, the necessity for having uniform crime reporting in the schools and the second one, to have someone collect and do a study on what is taking place in the schools in so far as crime is concerned.

I am happy to report today that my association, of course, has devised a crime report which you have there attached to my material and from that we are compiling statistics.

The Congress, on the second point, has instructed HEW, of course, to collect the school data, which they are doing now under the State School Study Act.

However, I am sad to report in the 2 years since I have been here, things have not improved, in fact, they have gotten worse.

In January of this year, Education USA gave a report headlined, "Frightened School Officials From Coast to Coast Are Being Confronted With Escalating Student Crimes, Violence, and Vandalism." Student crime is serious. Los Angeles reported 70 teenagers murdered last year compared to 50 the previous year and 30 the year before.

In May of this year I met with head of that system and he reported 43 so far in the first 5 months of this year.

Student violence is serious. In February, a high school in Georgia rioted for 5 days resulting in 18 students being jailed. Three hundred other students this month in Hamlet, N.C., roamed the streets and disturbances continued which started in schools, several fire bombings, and they shot a fireman.

Students vandalism is serious. In Cincinnati they report about 1 percent of the school board's budget is the price tag placed on the needless destruction of the property. More than it has budgeted for all of its textbooks for the year.

These crimes are really a reflection of the FBI national crime picture which reported a 17-percent increase in serious crimes for the past year.

Studies and projections of uniform school crimes statistics compiled by my association reflect that money losses due to burglary, arson, vandalism, and other crimes have turned sharply upward from the half billion dollar level formerly reported now soared to \$594 million. Burglary accounts for \$243 million and fire losses for \$109 million and vandalism for \$102 million and other related offenses is \$140 million.

Now congressional hearings early last year found that juveniles account for almost half of the arrests for serious crimes in the United States.

Before the summer was over, the head of the LEAA had pointed out it was now over 50 percent and at the present time they are estimating it at 65 percent. Last year NEA, National Education Association reported that nearly 2 million school age children are not in school. On any one day 13,000 school age children could be found in correctional institutions and another 100,000 in jail or police

lockups. In some States, literally thousands of students who had no interest in education roamed corridors, disrupted classes, and constantly looked for trouble or caused it.

Los Angeles is not alone in problems of murders and dangerous weapons. Last month right here in Prince Georges County, a 17-year-old student was shot in the parking lot of the school. The school superintendant in Oakland, Calif., was shot, gunned to death, and in Chicago the principal of an elementary school was shot and killed by one of his students. In Richmond, Va., a 16-year-old boy caught in the crossfire of a gun fight in the corridor of the school was killed.

School assaults, rapes, and robberies are common everyday occurrences. In 1974, offense estimates included 12,000 armed robberies, 204,000 aggravated assaults and 9,000 forceable rapes. A Los Angeles teacher was robbed at gun point in front of a kindergarten class three times in one semester in Houston, Tex. Teachers raped on the school grounds and within 2 months, 2 elementary school students in Florida lured away and raped and nearby in Pensacola a 15-year-old girl abducted from a school dance and raped in the parking lot.

Two hundred and seventy-three thousand burglaries costing an estimated \$243 million and malicious destruction an estimated \$102 million. Experimental pets slaughtered in a Philadelphia school by vandals.

In Seattle, Wash., vandals smeared paint completely throughout a school after 100 parents volunteered to paint the school because of lack of funds.

In Atlanta, police reported a 13-year-old boy that screamed like a panther and fought like a tiger was charged with six counts of burglary and one count of arson after being caught on the sixth raid of the school.

After all, arson is the most damaging disheartening crime in schools. Damage by arson in this country in 1974, according to the National Fire Protection Association will cost more than \$1 billion. School arsons will account for over \$100 million of that senseless loss.

Last week in Dade County, Miami, a \$200,000 planetarium burned to the ground. It took 3½ years to put it together; \$700,000 fire and arson in Erving, Tex., gutted the structure of a junior high school and in Lafayette, La., \$1 million fire that virtually destroyed a high school and in Bellevue, Wash., a library burned down causing \$1 million worth of damage and worse than that, every book in the library was destroyed.

In 1974, more than twice as many actual and attempted bombings occurred in school facilities as took place in police and fire departments.

Of the 23 targets listed, school facilities ranked fourth. The House committee study of drugs in our school stated we are a Nation suffering from a deadly disease. They found that drug abuse had become so extensive and pervasive that among students it was only the uniquely gifted and self-possessed child who was capable of avoiding some form of drugs.

I could go on with a lot of horrifying stories which you heard, examples occurring daily in the schools, but I would just like to relate here the fact that teachers are not trained to deal with criminal activity and school systems are not equipped to cope with the activity that is taking place.

There are voids and they must be filled and such as suggested by the superintendent of one of the largest school systems in Texas recently. He recommended some good recommendations, special workshops for teachers and administrators, establishment of a well-trained and organized security force, cooperative efforts with law enforcement to develop a positive program to reduce violence and vandalism a workable drug abuse program, a code of conduct attributed to all students and parents, relevant, comprehensive instructional program designed to meet the needs of all students.

I know you are familiar with section 825 of Public Law 93-380 known as the safe school study, which was born in this very committee. My association has been concerned over the state of this study, a concern which resulted in a meeting with Dr. Virginia Trotter, Assistant Secretary of HEW for Education.

As a result she took immediate steps to alleviate the problem insofar as the National Institute of Education is concerned.

However, the National Center for Education statistics of HEW is under fiscal restraints to the point it presently cannot conduct the universal school district survey needed by the Congress, and the people of the United States.

This survey, on a limited police report only basis, differs vastly with the actual crime and incidents reflected in our uniform crime reporting. Dr. Trotter indicated her desire to work out the matter of a proper safe school study. She will need funds as recommended by my association and further direction to augment the partial and limited study now being conducted.

A universal report form reporting incidents is sorely needed, a form similar to that used by many of our members, one of which I attached to the main piece of my testimony here today.

In this connection, each reporting school system must be guaranteed appropriate protection in furnishing the requested data, legislation similar to that enacted and establishing the Law Enforcement Assistance Agency. It provided that no Federal officer or employee could use or reveal any research or statistical information, and copies of such information would be immune from legal process and could not, without the consent of the person furnishing such information, be admitted as evidence or used for any purpose in any action, suit, or other judicial or administrative proceeding.

Mr. Chairman, we recommend that legislation be enacted, perhaps by amendment to other legislation now in process, to correct the safe school study implementation that follows.

One, establish a more realistic series of reporting periods, both for the school districts and for the Congress.

Two, require that all U.S. school districts be surveyed and that individual school samplings be replaced by school district surveys.

Three, correct the deficiencies indicated and require that due to the very nature of the schools that the studies be on a universal basis and not limited.

Four, insure that the data gathered by HEW guarantees reporting school officials immunity from subpoena or other legal process.

Five, continue and fund the present school oriented group effort of HEW and Justice insuring full analysis by the National Institute for Education and a total and unlimited school district survey by the

National Center for Education Statistics of the Department of Health, Education, and Welfare, and a uniform crimes reporting system, further, that the proper agencies of the Department of Health, Education, and Welfare and the Department of Justice should serve as steering group, as well as actively participating group on all phases of the safe schools study. The concerned professional associations should serve with the steering group as nonvoting members, and cause to be appropriated sufficient money to fund such study until it can become a permanent part of the responsible agencies budget, thus providing that vital data on a permanent basis.

Finally, may we have the National Association of School Security Directors further strongly recommend, one, safe school legislation be enacted. Two, the measures we propose to properly correct the direction and insure the success and the guarantee of immunity of the safe schools study be expeditiously placed into effect. This should be done with special emergency legislation. It has time problems and should advance separately if it is to be of any help to Congress and the school systems of this country. Third, fund at least one or more demonstration projects for each State in crime critical school districts which will provide the full strength of our educational know-how to take direct and innovative approaches to the problem alleviating and eventually conquering the crime and violence in schools.

Apply the best technology and personnel to prevent and stop now the huge loss of supplies, equipment, and buildings.

Also, fund the hard hit school districts over the United States which are gravely in need of help right now. These projects should not await completion of the Safe Schools Study on December 1, 1976, but should be funded now as an emergency measure, because they involve the safety of our children and teachers and the protection of our estimated \$65 billion worth of facilities and equipment.

Thank you.

Mr. LEHMAN. Thank you very much, Mr. Grealy. I have a couple of questions.

Looking on page 19 where you mentioned Mr. Estes from Dallas, is that the same Mr. Estes that several years ago was such a hardliner for corporal punishment?

Mr. GREALY. I think so. I know who you are talking about.

Mr. LEHMAN. He was one of the last holdouts in favor of corporal punishment to control school violence and obviously his theory on corporal punishment, according to his own statement has not worked very well. What credibility can we then give to his other ideas?

Mr. GREALY. I admire the ability of somebody who can change his opinions and he obviously has if he is the same person you know that we are talking about. This is one of the reasons, like this committee there was a lot of talk today about money and funding and there was not much talk about how you people are bringing to the public's attention and to the school system's attention these problems and a lot of these problems can be solved, you know, by exchanging some of the ideas that just these children gave out.

I think money you can give, I think maybe more important or at least just as important is recognizing the problem and soliciting solutions and exchanging those ideas throughout the country, which I think is the important thing.

Mr. LEHMAN. I am not arguing with you and I have been involved in some of the busing and other problems with Dade County and I have been happy to have the county school system security walk in with me in and out of the building, but not only as a protection against the kids, but the parents.

Mr. GREALY. I say, you can't sit up here and come up with a program that is going to solve the problem, you know, for each school system throughout the country.

Our two counties, as you know, sitting side by side there, we really have totally two different school system security programs, because we have a different problem than Dade County has. I think we can exchange ideas to find solutions.

Mr. LEHMAN. Our problems may be your problems tomorrow.

Mr. GREALY. Right.

Mr. LEHMAN. On page 2 you mention about what the ratio is now, it used to be 6 to 1 girls versus boys in the case history and it is now 2 to 1. We had a bad time in our security when I was in the Dade school system in recruiting security officers and as long as the statistics are 2 to 1 women, how is your organization able to recruit women security officers in some kind of a relationship to that, because I think women security officers can deal better in many cases with crimes of young women than perhaps male security officers can do. The last thing we had in Dade County was one or two women security officers and I wonder if Broward is more successful or throughout the country they are more successful?

Mr. GREALY. There is no problem at all because women are in everything, not only in increases in crime, which those figures are juvenile criminal statistics, and whereas before the ratio was 6 to 1 of boys to girls in juvenile delinquency and now in our county it is down to 2 to 1. But anyway, we have women involved in our security system and they do a tremendous job and they are very sorely needed.

Mr. LEHMAN. Is it in anyway related? Do you know off the top of your head what proportion of women you have employed? First, how many people are employed by your county system?

Mr. GREALY. I can tell you exactly. We have 12 people and that is for 140,000 students and 2 of these are women.

Mr. LEHMAN. We also had, and I am just trying to give you some of our problems, we had a difficult time recruiting blacks in our security system when I left there. I think, as the saying was, it was difficult to find the kind of qualified black security officers because one of the prerequisites was that they had to have some previous police experience. I think we have moved into an affirmative action program where we have done something with that. I just wondered whether you would think, as a head of the National Security Directors, is there an effort to have more black security people involved in your organization and in the various security forces and, if so, what kind of affirmative action does this committee encourage this organization to take?

Mr. GREALY. Four of my 12 are blacks and those 4 and myself are the only college graduates of the 12, if that tells you anything. It is no problem for me, in my experience, getting qualified people and there is a definite need, though, no question about it. But the problems you bring up are really no problem as far as I am concerned.

Mr. LEHMAN. I have just a couple of other short questions.

The problem you mentioned of vandalism in relation to school violence, there are really two different problems involved in a sense. In Dade County we assign about one-third of our approximately 100 security people for protection against vandalism at night and the other two-thirds are assigned to investigation and prevention and apprehension of school violence.

Do you think there should be two different kinds of forces when dealing with two different kinds of problems because a person trained as kind of a seminiight watchman is different than the kind of person that should be trained as a community type of person to prevent this kind of violence and deal with and subdue violence?

Mr. GREALY. Yes, I can tell you in my experience I was asked to go with the school system because we were getting ready to integrate our schools and had anticipated problems there. What I did, I identified the potential problem schools.

I, of course, had been in the FBI 29 years and 18 years in charge of the office in Broward County, so it is fortunate I had a excellent relationship with the police agencies there, and what we did, I got together with the sheriff and police agency involved in schools we had selected and working with them we selected police officers to work in those schools.

We integrated our schools over a 3-year period and not one school was closed as much as 1 day during that period. A lot of it, mainly I had to attribute to the men that were selected. When they reacted they didn't react and grab somebody and you have too many kids on your back and say, "what do I do now?" They did all kinds of things, magicians and quiet games and keep them occupied is that they did and kept them interested and avoided problems.

As we went along in those years we eliminated police officers and now do not have any in the schools and these were off-duty policemen.

Florida, as you know, was the first State in the country with a Safe Schools Act and with that money we placed people in the schools that we called resource people, that is, in each high school, and they worked directly with the students on these problems.

I am mainly concerned about people because that is the way I started, and I still am, because to me one person is more important than all the buildings you have in the school system, so I treat vandalism and breaking into schools mechanically with arms equipment and people problems I treat with people.

Mr. LEHMAN. That is one thing we have to separate. You mentioned community people and is that another term for security aides such as we have in Dade County?

Mr. GREALY. No. We have a resource people that we call that and they are employed by the school system. A lot of them are police orientated people.

Mr. LEHMAN. They are not in your department? In Dade County they are not under the security department.

Mr. GREALY. They work for the principal, where it should be.

Mr. LEHMAN. They are more preventative than anything else and they are recruited from the parents and community people in the area?

Mr. GREALY. Right.

Mr. LEHMAN. Do you find them helpful in prevention?

Well, obviously they must be doing something because you only provide 12 security people for a school system of 200,000.

So, you don't have any idea about how many resources people there are?

Mr. GREALY. I have one in each high school and I would like one in the middle schools, but we are limited but they work out very well.

Mr. LEHMAN. We will be glad to give you legislation to help you in that respect.

Mr. Pressler.

Mr. PRESSLER. No, Mr. Zeferetti may go first.

Mr. ZEFERETTI. First, I want to compliment you on your suggestion for a uniform type of reporting, which I think is essential if we are ever to know exactly what is going on. I think for too long a period of time there has been some fudging in the type of reports we get and unless we have a uniform way of knowing things, we are all in a lot of trouble.

I would like to ask you a little bit about your organization. It is a national organization, so it is countrywide. How many members are in the entire organization?

Mr. GREALY. Approximately 350 members at the present time and 190 cities and 43 States, in those cities and States, and these are all directly involved in school security.

Mr. ZEFERETTI. Are you expanding in any way?

Mr. GREALY. Well you know, we could, but we are trying to keep it with people that are directly involved rather than just to get a lot of people.

Mr. ZEFERETTI. Who do you deal with, the school boards or city management? Who is your avenue of negotiation?

Mr. GREALY. Superintendent of schools.

Mr. ZEFERETTI. The superintendent of schools in each city?

Mr. GREALY. Right. In some cities like New York City and Chicago they do have, you know, the city itself is so immense they have other agencies that if they wanted alarm systems, you have to go through them, you know, to get equipment and things like that.

We are fortunate not being as big, the whole entity is in the school board and the superintendent deals with the school board and you deal with him. It is a little different in different areas.

Mr. ZEFERETTI. You know we found, I know in New York City especially, there has been resistance in the area of getting security people involved only because, let's take a mother organization, which is, in New York City, the police department, which feels it should be a New York City police department problem and that avenue should be extended into the school system and work toward that end and complement the board of education and work toward it that way so there isn't friction and imbalance as to which way we should go. I would like your observation on something like that.

Mr. GREALY. I am very conscious of that. Again, this type of hearing we are having will bring out this sort of thing and hopefully we will get educators and police and law enforcement agencies speaking to each other and not one calling the other "egg head" and the other one coming in with clubs.

You know everybody mentions school security and they get the vision of the police storming into schools with clubs and dogs and things like that, but it does not have to be that way and should not.

I looked at both sides and, of course, the police have been there a long time. The educators have been pointed out and there as enough people out here I don't need to educate, we don't have any problems and I think New York is a prime example of this thing and there was chastisement about this thing because all the gentlemen involved wanted to talk about was gangs. I mean a person's job would be in jeopardy if he does not admit, but how can you get help if you don't admit there is a problem?

Hopefully, what the committee is doing they will now recognize what we do. Of course, the board will come to him and say, look at the stuff I am reading. It must be going on here. Are you making us aware of this? If we do have that problem, let's do something about it.

Now, once it reaches that level the police and school people have to work together. The police don't want to come into your schools. You know, what we do in our system, like we have a disturbance, we work it out with them, we handle it inside of the school and they handle it outside of the school and it becomes sometimes and intolerable situation and of course they come in and help, but they stay out on the perimeter and handle all of that, a show of force, and it works out very well.

The point I am trying to make, it has to be a meeting of the minds. You have to talk to the people and they can't run your school system, and they run the police system and then say, "Those darn kids," because they are not "darned kids" because a large majority are good kids and because of the small percentage they all get the name.

Mr. ZEFERETTI. One trouble, when you talk about 70 murders in one city and 100 murders someplace else, you are talking about a real, real problem which had to be confronted immediately. At the same time, I am concerned, too, when you say "we need a professional well-trained organization of security officers to go in there." That is a very very broad statement and I am asking you, sir, what is your terminology of a professional well-trained qualified security force that can cope with that type of situation, whether it be murder, assault, rape or whatever? I think the "trained" part, "professional" part, you know, is very very essential and I would like to know what your organization is doing?

Mr. GREALY. I can tell you briefly what it is. A person with a police oriented background who has the ability to get along with kids, teachers, principals, and people in the community. That may be asking a lot, but you can find them. They are there. But you have to have a person who will react correctly rather than wrongly and has the ability of getting along with young people.

Mr. ZEFERETTI. Coming from a criminal justice background myself, may I suggest to you that you also look at the people that work in the correctional forces and also in parole and probation as individuals that can cope and relate with people a little more broadly as possibly may be another avenue for you to look into as far as the type of person you need or might want to use for that type of work.

Again, I commend you on your statement.

Mr. GREALY. We have two of those who are investigators and I am on the board or division of youth services. That is another thing, of course, I contend, I am involved with the drugs and different boards and I think anybody in the school system treating these problems has

to be involved in all of these community activities and DOIS is very much involved, as I know, in our system in what we do. We have different programs, a student attention program, where again you have to work with the police because they pick up every kid on the street and bring them to us and we determine whether he should be in school or where. Call the parents, bring them in, bring in the DYS people and get it resolved but it has to be a community effort, but parents have to be involved definitely.

Mr. ZEFERETTI. Thank you very much.

Mr. LEHMAN. Mr. Pressler.

Mr. PRESSLER. I am interested in determining what kind of punitive measures or other actions can be instilled in our school system to correct this problem. I mean how are we going to get at the root of the problem?

Mr. GREALY. The reason for the recommendations there really is what this committee is doing, is to make school systems all around the country aware of the problem so they will do something about it. Each school system is going to have to face up to its particular situation.

Suspending a kid, expelling a kid, to me, that is not the answer, because you are just putting him on the street and then it becomes a police problem and you are just compounding it and if he goes to a detention home it costs you 20 or 30 times more than if you keep him in school and educate him. So you are the teacher.

"That sounds fine, Mr. Grealy, but I can't run the class with that kind in school. What am I going to do?"

So you have to afford that teacher some alternative other than keeping him in the school. That was discussed earlier, alternative programs in the school, whether he be on the school grounds or away from school, depending on how violent a case you are dealing with. I am a great believer in alternative schools and I feel that alternative schools, wherever possible, should be kept on the grounds of the school and I say that because I kind of compare it to sending a fellow away to prison. He goes off to prison out of the neighborhood and he comes home and everybody points at him and he is identified and recognized as such. You know, kids, they are more vicious than the older people in the neighborhood, you know, and if we separate that kid, you know, like on a permanent basis, you know he gets marked.

So what should an alternative school be?

I think an alternative school should be a school that is going to first identify that student's problem. If he is in trouble, causing trouble, he has a problem that is making him do it. It is, usually, one of four things: physical, psychological, curriculum, maybe he can't read or know what somebody is talking about, but the majority of it is the home environment which is a problem and I think in an alternative school, the people in charge and running it and in charge, the first thing is to identify what is his problem and the second thing is how can we treat it. If it is curriculum, they can treat it in the school, and if it is a physical problem, have him examined, and if it is psychiatric, send him to a psychiatrist, and if it is other problems they can examine him and the third thing is to get him back in the mainstream quickly so he can be a part of his own classroom.

Last month we had a group of women that volunteered their services to go through the school giving eye examinations and they found a kid in the middle school that was blind in one eye. He was a disruptive student and he couldn't see or focus and his family never took him to the doctor, of course they didn't have the means or "we are not concerned," and this is a typical example of what they could come up with.

Mr. PRESSLER. I am not so sympathetic. I am not immune to people with problems but let us consider that our society impose tougher penalties for adults. For instance, what effect would tougher enforcement and tougher penalties on adults for crimes by juveniles have as a spinoff effect on his school crimes?

Mr. GREALY. We are doing that in our community and that is the latest trend, you know, to make parents responsible, and we have referred some cases to the States attorney and also in one city there they are trying a thing out that the Sacramento schools tried, the "Sacramento plan," they call it, is where the juvenile is convicted of a crime, then he is assigned a duty to perform on weekends and different things to work out his problem, because what is happening is that most of the juveniles, I would say 85 and 90 percent of them go to DYS and when they are transcribed, that means they are arrested and the typical phrase is "talk to unofficially and release to the parents."

Really nothing is done and they are back in school and become a problem again because the principal throws up his arms and says he can't do anything about it. That does not seem to be the answer. Someone has to be made responsible. We have cases of vandalism where the parents are held responsible and pay up to \$1,000. We enforce that. I mentioned to Mr. Zeferetti about the student attention center. We did that for a 2-month period, the last 2 months at school, working with the police, picking up every kid and bringing them in. Their daytime break-ins went down 53 percent in that city during the 2 months they did this.

But the most heartening thing we got out of it was the reaction of the parents who could not thank us enough for bringing to their attention the fact the student was a problem and was staying away from school and you might say, "How come they didn't know he was staying home?" He beat them to the mailbox when the letters arrived and they have different ways of getting around it so the parents don't know they are out of school.

Mr. PRESSLER. One frustrating aspect of our society, is we keep hearing we need to do more study to understand people that have personal problems, social problems, and so forth. Indeed I am sympathetic to the people's rights issue, but I am coming around to the conclusion that what we need is reform of our whole criminal code to make it tougher and to make penalties in our society for breaking laws more severe than they are now. I don't really see this thought incorporated in your recommendations. You recommend more studies because maybe you are not doing this?

Mr. GREALY. Well, that is really beyond our scope. We are dealing right in the school and our problems, of course, as far as the crime statutes, fraud, that to me is a law enforcement problem, although we do have a direct interest there. Again, in line with your comments, I agree, because it is a deterrent to deter them from doing this. Again, the student attention center, when the kids saw what hap-

pened, of course attendance then just went up dramatically and the word got around the police will pick you up. That was not a statute, but by word of mouth and they didn't want to be exposed to that. I agree with what you say, but I think it is a little bit beyond our scope, you know, because it is more in the law enforcement phase.

I feel that police and schools have to get together. But our investigators investigate a case, we get all of the facts, which is no problem getting that from children. We give that to the principal if it is simply an administrative matter, not a serious offense. Of course he loves this. When he gets all of those facts, it is no problem for him to make a decision as to what he has to do with that student. However, if it is a criminal act that is involved, then we call in the police. They handle the criminal phase of it and we handle, you know, the administrative phases. There it would be in line with what you are talking about.

Mr. PRESSLER. I know this is outside of your realm, but in your professional opinion, based on the experiences you have had, what kind of spinoff effect do you think the proposals which President Ford plans to send over recommending that we tighten up our criminal procedures and increase penalties will have on high school crimes?

Mr. GREALY. I would hope they would increase whatever legislation they are talking about which would make it more stringent on the parental responsibility for their students, and, secondly, even make it more stringent as far as the penalty of the student. As far as sending a student to jail and stuff, I still maintain the best offense against a child becoming a criminal is education and I think, of my experience the ones that get into the most trouble, they are not interested in school. Well, they are not interested because they don't even know what is going on in school.

A lot of them can't read. We had one alternative school we ran this year, one of the main things they focused on was the reading and writing and basic arithmetic. They had a basketball player, who was in his third year in high school and he had a fourth grade level of reading and writing. Now, they have him up to the first year high school level, within a 1-year period, so there are a lot of problems that we come into, you know, the police are more involved in that as far as deterrent. But I totally agree, because my background is in law enforcement and I know it has to have an affect.

Mr. PRESSLER. Thank you.

Mr. GREALY. The same way in the beginning of the school year the principal gets up and says, "here are the rules and regulations." This is what he is telling them, "If anyone disagrees, come in and see me." Then he has a beautiful school right along. He sets the law down right away and what will happen if they don't comply.

Mr. LEHMAN. Thank you very much. I really appreciate your testimony. You are, obviously, very aware of the problems in this system and I count on you to help us as we try to work through the legislation to help solve the problems.

I know it is a problem and not just a problem recently, because during my 6 years on the school board, I remember hundreds of parents getting tough with me about the safety of their child and very few of them came to me and complained about what he was learning. The average parent is a lot more concerned about the security of his child in school than actually what he learns, so it has to be a problem

based on those kinds of situations. Some of these kids are very good but when they go to school they become violent. So what I want to do is try to work out a solution where you can do as much in prevention as in curing these things, so I think we are basically on the same track in this sense.

I think one of the things you have to identify is why the kid is violent in school and maybe no other place. I think if we can get that, we can probably deal with part of the problem. I think we are on the right track now and I would like to keep the momentum going.

Thank you for coming.

Mr. GREALY. Thank you, sir.

Mr. LEHMAN. Subsequent to call of the Chair, the committee is recessed.

[Whereupon at 12:05 p.m., the committee recessed.]



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