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OFFICE OF
WM. B. KOLENDER
CHIEF OF POLICE

IN REPLYING
PLEASE GIVE
OUR REF. NO.

March 17, 1980

The Honorable Louis M. Welsh
Superior Court - Department 21
220 West Broadway
San Diego, California 92101

SUBJECT: INTEGRATION TASK FORCE REPORT

Dear Judge Welsh:

The 1979-80 Integration Task Force is organized into committees corresponding to charges two through five. The reports from those committees, and a report from the Minority Education Task Force, Charge one, are attached. Those reports are as written by the Chairmen of the committees. Additional comments have been written by a combination of Task Force members and approved by the Task Force as a whole.

CHARGE ONE: Monitor, analyze and evaluate the quality and methods of education in all minority isolated schools and recommend steps that should be undertaken to make certain that in all such schools, the quality of education is at a superior level and that all children are inspired to achieve. To this end, a subcommittee of the whole under chairmanship of the Vice-Chairman of the Task Force is formed. It shall be known as the Minority Education Task Force.

As noted in the report, there is great concern about the test scores of most youngsters in minority isolated schools. San Diego is not alone with this problem, but it is felt that the circumstances in other large urban school districts are worse in comparison to San Diego, thus providing the opportunity locally to improve the results. There is no question that the schools in some respects have improved over the past ten years, that adequate resources are invested in them and that dedicated people work with students in them. Why then are the test scores so consistently low? Hopefully the three experts will help shed some light. What is apparent is that the solution will not come from the schools alone. It is our

belief along with the responsibility of the schools, the families, churches, community organizations and others impacting the lives of students must make a commitment to provide superior education for every student. Only total community effort which demands that students WILL read, regardless of methodology will produce results. The METF has discussed these ideas with school board members and generally they seem to agree. It is felt that such community effort, will stimulate student achievement, and thus will remove a serious stumbling block to voluntary integration.

CHARGE TWO: Evaluate the human/race relations programs in various schools, identify the successful techniques and recommend which programs or portions thereof should be used throughout the district.

This program remains very difficult to evaluate. The district does evaluate each school's plan and determines whether the plan is implemented. Whether there is any impact on the people involved remains elusive. The district concentrates on process rather than results. It is the concern of this committee that unless some attempt is made to determine results, there is no way to decide whether what is currently being done is worth the substantial amount of time, money and effort now being expended. The proposed study could and should be administered at least annually by schools to measure whether there had been any attitudinal changes in students, and consequently what the curriculum should include to deal with the existing attitudes. There is some skepticism among some Task Force members as to whether any of this is worthwhile, but most feel with a large anonymous sample some valuable information may be gathered. District staff agrees.

Now that monitors are placed in the isolated schools, there will be forthcoming some specific information as to good and bad programs currently in place in those schools.

CHARGE THREE: Monitor, analyze and evaluate the Secondary Instructional Exchange Program.

The Secondary Instructional Exchange Program committee has recently organized and will monitor and evaluate the on-going program according to the court's charge. School assignments have been made and visits are now scheduled.

CHARGE FOUR: Monitor, analyze and evaluate the Elementary Exchange Program (pairing and clustering)

Except for Boone-Jones, the elementary exchange programs which we are monitoring have recently started and thus there is not much data at this time. Superficially they seem to be going well.

CHARGE FIVE: Accumulate data and investigate the causes for violence in the schools and recommend procedures for reducing violence and punishing offenders.

Acts of violence in the city schools are down 8% over the same time period last year. At the present time, school violence problems are minor and very much under control. Almost all acts of violence are spontaneous, consisting of one-on-one mutual combat situations. We contribute this drop in violence to the strong disciplinary code adopted by the School District, the methods employed by the School Task Force Officer, and the close working relationship which has developed between the District and the San Diego Police Department.

Our activities for the remainder of the school year include:

- Completing the collection of data on the frequency, nature and causes of violence within the district, with a comparison of trends in previous years;

- Continue our analysis of the effectiveness of the District's Disciplinary Policy and suggest changes where appropriate;

- Continue research into successful efforts throughout the country to reduce school violence, suggesting local implementation if applicable.

CHARGE SIX: Evaluate the overall plan as to whether meaningful progress to alleviate segregation is being made.

A Task Force member has been assigned to each of the isolated schools and monitors are now in place. The evaluation of each school and its participation in the desegregation effort will be forthcoming in June.

The Task Force is pleased with the increased effort on the part of the District and School Board to consult with the Task Force members on issues to be decided in relation to integration. It is the opinion of the Task Force that since the Judge has allowed communications between the Board of Education, the school administration, and the Task Force that there has been an increased understanding of our roles and a more positive relationship. There seems to be less suspicion between these groups, which the Task Force appreciates. Because of our charge, the Task Force has to be concerned as to how decisions affecting the schools will effect the Voluntary Integration Plan. The Crawford decision compels us to desegregate minority isolated schools. The Task Force appreciates that the School Board has many factors to consider in locating programs, such as displacement of students, suitability of facilities, etc. However, the location of the School of Creative and Performing Arts is an issue about which the Task Force feels strongly. The tentative plan to locate this program at Collier, which has now been deferred, indicates that the School Board has not kept desegregation of the minority isolated schools as a priority item. We understand there is some resistance on the part of the O'Farrell/Memorial community. However, we wonder if the same amount of time spent in community meetings with the Collier community were spent with O'Farrell/ Memorial communities might not result in understanding and acceptance. If we are to desegregate the minority isolated schools, we must put successful programs in them which attract majority students.

The district's credibility in the minority communities continues to be at a very low level. It needs to increase its involvement with representatives from those communities for the purpose of obtaining input in the formulation of decisions. Obtaining this input prior to making a decision concerning school integration is extremely important, an example of which was the recent attempt regarding the location of the Creative and Performing Arts school. This attempt did nothing to help the credibility gap between the district and the minority communities--in fact, it may have increased the gap. The District attempted to obtain information by conducting a telephone survey. The problem was that in the eyes of the minority representatives the statement used in the survey was calculated to bring certain responses to the questions--responses that would support the decision already reached by the district. Whether this perception is accurate or not can be debated. However, there is strong support for this perception.

There is another facet to this subject of obtaining information from minority communities. There is a feeling within the community that the pollster used by the district is highly suspect and does not provide the professional objectivity needed. Therefore, the data gathered through these surveys are highly suspect. Because the data that are collected by the district are used to support decisions made concerning school integration, we recommend that in the future

the court approve the pollster(s) and all surveys conducted by the district if the data from such surveys are used to support positions concerning school integration.

A. Progress Report of the Minority Education Task Force

In attempting to evaluate the quality of education in the designated racially isolated schools, we first met with the principals of those schools for the purpose of explaining our charge and soliciting their assistance and cooperation. Judging from the comments of some of the principals, the meeting was a successful step in developing a cooperative relationship. The principals expressed a desire to meet with us again.

We spent a considerable amount of time attempting to define "quality education" and developing indicators that would help us measure the quality of education. After developing such a list, we decided that to evaluate several indicators was too voluminous a task; instead, we opted to focus on one, which to us was a priority indicator: low test scores, particularly reading. Three members of the METF steering committee were assigned to visit the isolated schools and discuss the topic of test scores with the principals. The purpose was to develop more insight into why the scores at the isolated schools were at the bottom. Although the principals were very cooperative and concerned, after several visits to schools, it was decided that information we were getting was not providing answers, primarily because there has not been an in-depth analysis of the reasons for this problem. We aborted the visits, and decided on a different approach. At a steering committee meeting there was unanimous expression of anger with the continued, year after year disparity in test scores among the racially isolated and non-racially isolated schools. It was decided that the school board members should be contacted and our feelings regarding this issue be articulated. Further, it was decided that the school board should be urged to conduct a full investigation of this problem, recognize the low scores as a priority problem and to charge the superintendent with the responsibility of raising those scores. At the time of this writing a meeting has been held with all but one of the board members. The meetings have been very productive, with each member appearing to share our concern and eagerness to bring about some results on the test score matter. We shall meet with the last board member in the near future.

We have decided not to use monitors to evaluate quality education. We feel this task is too complex, and we are not equipped, with the amount of time available, to train monitors to be effective in this area. Hence, our conclusions will be based on information provided by Task Force members and the court's consultants. One method of evaluating quality education is in progress of students. A survey has been made of teachers presently and previously located at the isolated schools. One thousand and fifty questionnaires were sent out, and 275 were returned (25%). The data are being analyzed and interpreted.

During the course of our investigation into the reasons for the low test scores at the isolated schools, we have made some preliminary findings.

1) The staffs at the isolated schools are as competent as the staffs of the non-isolated schools.

2) There appears to be no disproportion of learning materials between isolated and non-isolated schools.

3) The isolated schools do not receive less operating funds than the non-isolated schools. In fact, some of the isolated schools receive more funds.

These findings add to the complication of this issue. If adequate resources are available at the isolated schools, then why are the test scores low? As we proceed in our investigation, we will involve ourselves with reading scores most heavily. Things such as teacher expectation, time on task and the tests themselves will be addressed.

B. Progress Report of the Race/Human Relations Subcommittee

The subcommittee explored alternative methods of evaluating the race/human relations programs with the assistance of community consultants, school district personnel and interested individuals. Due to the extensive and diverse nature of the district's race/human relations programs, the subcommittee decided to focus on secondary schools during its first year effort. The subcommittee had originally decided to concentrate on VEEP receiving schools, but have since enlarged the study sample to include all secondary schools.

After meeting with various professionals in the field of race/human relations, the subcommittee recommended to the Task Force that we contract with Dr. Robert Guthrie to develop an evaluative study utilizing an attitudinal questionnaire to be applied to a randomly selected number of secondary classrooms. Other groups to be studied include parents, teachers and principals.

The advantage of such an approach is to develop base line data from which we can compare effectiveness of subsequent district efforts in the areas of race/human relations. The study will also provide information for comparing schools and, thus, indrectly, successful programs and techniques. Attached as Exhibit A is more detailed information on the study.

C. Progress Report of the Secondary Instructional Exchange Program Committee

We hope the implementation of the Secondary Instructional Exchange Program within the framework of the Integration Plan will add a significant dimension to the total school integration effort.

What appears to be a key factor in determining the high degree of success that the O'Farrell/Hale Program has experienced is the participation of parents of exchange students. Parents have given continuing support through their actual involvement in after school events. Relationships are established between majority and minority parents which have lasted over the years and beyond school.

Guidelines for the Secondary Instructional Exchange Program as approved by the Board of Education, October 2, 1979:

1. Minimum of two (2) hours of instructional time daily for one semester or a year.

2. Classroom teacher will accompany their students on exchange programs.

3. Secondary schools with 70% or more majority students will be "paired" with schools with 70% or more minority students.

4. 30-35 students from each selected class be involved in each instructional exchange program.

5. Teacher assistance time and/or teacher time will be provided each site in the program.

6. Coordinator of exchange programs will be provided.

7. Priority will be given to exchange programs that reinforce the VEEP allied school pattern.

Recommendations for the Subcommittee: The Integration Task Force assess the program in the areas of

A. Equality of equipment and space

B. Degree of interaction between students

C. Teacher and administrator attitudes at the sites (sending and receiving)

D. Quality of program content (both sites)

E. Sensitivity of bus personnel

F. Bus schedules and length of ride

G. Overall success of the program

H. Comparison of academic achievement before and after program involvement, in given subject matter

I. Degree of parent involvement

The committee met on Friday, February 29 and made the following visitation assignments:

Morris Casuto	-	O'Farrell/Hale (yr. long program)
Clarence Pendleton	-	O'Farrell/Pershing
Casuto	-	Morse/Madison
Del Campo/F. Castro	-	Lincoln/Clairemont
Pendleton	-	Lincoln/Patrick Henry

D. Progress Report of the Elementary Exchange Program

Boone/Jones Elementary School Program:

The first extended exchange program of nine (9) weeks duration began on 10/22/79 between Boone and Jones elementary schools. The initial exchange involved one fourth/fifth grade class from each of the two schools.

The class exchange takes place during each nine weeks period by having one-half of each class exchange every four and one-half weeks. The first exchange can be considered a success in the sense that there was total participation on the part of the students from each one of the schools and the programs which each class encountered at the receiving school were of excellent quality. Boone and Jones are now in their second ninth week exchange with a third/fourth grade combination class participating in the exchange.

The plan at Boone and Jones calls for three nine-week classroom exchange sessions. This means that a total of eight classes or 240 students will be participating during this current school year. Children in the participating classes are provided a comprehensive basic skills program with additional enrichment units of instruction.

The program is enhanced with the addition of a full-time teacher who is committed to the concept of the exchange program and who is a skillful instructor.

The Boone/Jones program appears to enjoy good parent support and principals are enthusiastic about the program. The teachers and aides involved in the program are very excited about the experiment and appear to be extremely supportive of the concept. Children appear to be happy and eager to converse and express their feelings about their experience.

Kennedy/Curie Elementary School Program:

The Kennedy/Curie program is currently involved with the exchange of two first grade classes and two fourth grade classes. In this program the entire class exchanges and then each child is paired off with another at the receiving school and a new class formed. This program commenced 1/21/80. It is too early to evaluate the program.

Mead/Dailard Elementary School Program:

The Mead/Dailard exchange program commenced 1/14/80. The exchange involved a first grade class from each school. This program is similar to the Boone/Jones program in that one-half of each class changes every four and one-half weeks during the nine-week period. So far, the program appears to be operating smoothly.

Problems identified thus far do not seem to be insurmountable. The biggest problem seems to be that each one of the schools involved in the exchange program has a different reading adoptions program. Therefore, it is very difficult to provide continuity during the exchange. To address this problem, children are grouped according to their reading program in the receiving schools thus providing continuity in reading. However, there is ample time for reading skills instruction and phonetics development in a more integrated basis.

E. Progress Report of the Violence Committee

District Discipline Policy:

During the summer of 1979, the San Diego Unified School District's Board of Education adopted a district-wide policy regarding school disciplines, and incorporated it into a brochure which was distributed to each student and parent in the district. This publication underlines the high discipline standards expected within the district; outlines responsibilities of students and parents, teachers and

principals, and other involved citizens, in implementing the policy; lists the type of prohibited student behavior and subsequent disciplinary actions. In many schools in the district, parents are required to sign a statement indicating that they had read and understood the district policy. We believe that this policy can be very helpful in reducing violent incidents in the future.

School Security Task Force:

Our committee met with Mr. Alex Rascon, the head of the School Security Patrol, and received a briefing on their current activities. With a total staff of 51 individuals, they currently have 24 site agents (with 20 assigned to individual schools and 4 floating throughout the district, on call as needed), and 14 patrol agents who work during the evening. They just recently were granted 4 new site agent positions. We are encouraged by this activity of the school district, and feel that it needs to be encouraged even more. In addition, 4 ground assistants funded by the CETA Program are also at various key sites, assisting primarily with recess and lunch patrols. These individuals have received 40 hours of instruction and appear to be working out reasonably well. One concern expressed by the schools, however, is that the CETA Program is expected to be terminated in approximately 18 months, and these positions will be lost.

Police Department Secondary School Task Force:

This program is implemented by the San Diego Police Department and consists of 2 Sergeants and 18 officers. This is in addition to the widely recognized School Safety Patrol for secondary schools. The Police Department works very closely with the School Security Task Force, and the 2 groups maintain excellent coordination and are very complimentary of the job the other department is doing. The Police Department was complimentary of the strict policy adopted by the Unified School District regarding the disciplinary procedures, and noted that in part, this has led to a substantial reduction in the total number of cases reported to the Police Department versus the previous year. The schools have requested that the City of San Diego add 2 units (a total of 4 people) to the Police detail so that some elementary schools, specifically Baker, could receive on-site visits by uniformed policemen.

Street Band Detail:

This project of the San Diego Police Department consists of one Sergeant and 6 men who monitor on a continuing basis the activities of street "bands." It was noted that five years ago there were approximately 16 groups in this category, but now the total is well over 50. Most of these bands are either Mexican-American or

Black, although the formation of some new Anglo groups has been noted in recent weeks. A tendency on the part of elementary school children to form street bands has also been noted, particularly when the children have older brothers or sisters in similar groups. To date, there has been little inter-racial or ethnic violence.

Goals:

In future months, our committee will be working very closely with the school monitors to ascertain information about the feeling of safety within each of the 23 isolated schools, and also to determine what security measures have been taken in transportation for students traveling from one area of the city to another.

Concern has also been expressed over unequal treatment given students in some schools. The concern is that sometimes the teachers do not exercise equal treatment in handling disciplinary problems.

In summary, our subcommittee has been very involved in researching the major areas of violence within the schools, and ascertaining those areas in which we might become more involved. The remainder of the school year will be spent on identifying specific problems and proposing specific remedies for implementation in 1980-81.

CONCLUSION:

As was true last year, it has taken us several months to get organized and to develop a common framework, particularly in light of changing Task Force membership. In all candor, we have not answered all of the court's questions. We hope, now that the monitors are in the 23 isolated schools, and the experts have commenced evaluating quality of education and the human relations program, to have a comprehensive answer to the court's charge in our June report.

Respectfully submitted,

WILLIAM B. KOLENDER, Chairman

HAROLD K. BROWN, Vice-Chairman

Task Force Members:

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Attachments

EXHIBIT A

IMPLEMENTATION PLAN

- Tentative Major Milestones -

Meeting with Human Relations Administrator	27 February 1980
Design and Complete Design and Survey Instruments	29 February 1980
Coordination for Accuracy and Thoroughness	3 - 7 March 1980
Submit Draft Instrument for Layout and OP-SCAN	10 March 1980
Coordination with City Schools for Administration, etc.	31 March 1980
Develop Computer Program for Analysis	
Briefing and Instruction for Questionnaire administration	21 - 25 April 1980
Administration: Students & Parents	28 - 30 April 1980
OPSCAN	
Administration: Staff	1 - 2 May 1980
OPSCAN	
Analysis of Results	5 - 16 May 1980
Oral Briefing	15 June 1980
Final Report and Briefing	10 July 1980