



SAFE COMMUNITY TASK FORCE REPORT

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HISTORY/BACKGROUND

The Irvine City Council and the Irvine Unified School District Board of Education met in joint session Wednesday, December 16, 1992, to discuss issues of community safety. The meeting was prompted by a series of incidents in the community involving suspected youth gangs and shootings. After hearing public comments and discussing issues of open vs. closed campuses, open enrollment and other matters related to campus security, the joint panel voted unanimously to appoint a community task force to study the matter further.

The School Board and City Council prepared a list of issues (please refer to Attachment A) for the task force to review and directed Superintendent David Brown and City Manager Paul Brady, Jr., to finalize the task force membership from a list of names submitted by the joint body. They further determined that the task force would meet weekly and report back to the joint body within 45 days with recommendations.

The first meeting of the Safe Community Task Force was held Monday, January 11, 1993, at the school district offices. Those present were provided with a document prepared by City Council and the School Board charging the group with researching the issue of community safety, identifying possible solutions to the problems caused by youth violence and reporting their findings to the joint body (please refer to Attachment B).

The Task Force elected a chair, Greg Smith, and vice-chair, Christina Shea, and voted to ask the City Council and School Board to consider expanding the task force membership to include representatives from ethnic and cultural groups in the community. From there, the group determined the format and procedure for future meetings and the manner in which public testimony would be received. The Task Force met weekly for five weeks to hear testimony from a variety of community members and professionals and in a special meeting with the teachers' association concerning issues of community safety (please

refer to Appendices).

At their meeting of January 27, 1993, the Task Force requested that the Youth Action Team (YAT) survey Irvine youth to gain their perspective on the issues at hand. The YAT produced a video featuring comments and suggestions from Irvine teens and a comprehensive report of the results of their surveys and interviews of Irvine teens during the month of February (please refer to Attachment C).

An assessment of middle school students was conducted concurrent with the YAT study. Both reports were presented to the Task Force on March 1, 1993. The recommendations of the Safe Community Task Force were developed in concert with the information and insight provided in the youth reports (please refer to Attachment D).

Following the period of public testimony, the Task Force spent four weeks analyzing the data collected. Preliminary recommendations were formulated and a writing group was assigned the task of preparing a draft report for the full committee to review at their meeting of May 10, 1993. Revisions were received by the writing group and the final draft was presented to the Task Force on May 17, 1993.

The recommendations provided within this report represent the consensus of opinion of the members of the Safe Community Task Force based on their study of the issues at hand. The Task Force respectfully submits these recommendations to the City Council and the Irvine Unified School District Board of Trustees on behalf of the youth and adults in our community, with our sincere concern for their safety and well being.

INTRODUCTION

Increasingly, young people are becoming victims, witnesses and perpetrators of serious violence.

- **Homicide is the second leading cause of death among 15-19 year olds in the United States.**
- **Youth between 12-24 face the highest risk of non-fatal violence of any segment in American society.**
- **The United States leads the developed world in youthful homicide.**
- **California led the nation with 3,859 homicides in 1991.**

The grim urban reality of violence ending young lives and putting the potential of other youths--and the communities in which they live--in jeopardy has made its way to the enclaves of suburbia. Gang membership is increasing as they become more violent and anti-social.

Youth violence is a complex problem shaped by many forces and identified as a public health crisis by the U.S. Center for Disease Control. To stem the encroaching epidemic of youth violence, a proactive, unified approach that goes beyond responding after the fact is suggested. Such was the charge of the Safe Community Task Force, to look at the underlying core causative factors and identify solutions at this level. The ideas contained in this report stress a preventative approach aimed at core issues along with concomitant suppression strategies.

The problems of youth violence and gang activity are larger than a single action applied statically in time. The degree to which youth violence in Irvine can be affected by public policy is directly connected to how comprehensive those policies are, the degree to

which they involve all segments of the community, how consistently they are followed and how widely they are supported. What will not be effective is to look at one or two variables in isolation and assume by concentrating on these, alone, the desired effect will be achieved.

Recognizing the complexity of the issues to be addressed, the Task Force decided to receive public testimony and conduct discussion according to five focal areas: individual factors affecting community safety, family factors, community factors, ethnic and cultural factors and youth issues. Similarly, the information provided in this report is presented categorically: youth issues, family issues, neighborhood/community issues, ethnic/cultural issues and ethics and values.

The Task Force recognizes the interrelatedness of all the factors studied. Our method in addressing the issues and in writing the report in this manner was an attempt to bring order and clarity to the task before us.

ANALYSIS

YOUTH ISSUES

Like adults, youth gravitate toward affiliations and activities that provide them with a sense of belonging, a sense of competence, a sense of definition as to who they are. Testimony before the Task Force by a number of professionals suggested that youth involvement in tagger groups and gangs is a way of achieving these positive outcomes. These affiliations provide opportunities for young people to meet some very basic needs, to be accepted, to be connected and bonded to others, to be attended to and to be valued. To dissuade youth from affiliating with anti-social peer groups and from engaging in violent and destructive behaviors and activities requires providing alternatives to anti-social alliances and hostile and injurious ways of interacting. These alternatives must, however, provide the youth with some of the same outcomes as do the undesirable choices.

Youth Programs

Much discussion before the Task Force revealed that many Irvine children in the eight to fifteen year old age group, the age group at significant risk for becoming involved in youth gangs or violent activities, are left to care for themselves a good deal of the time. There is evidence to suggest that this is often a choice made by parents who, faced with limited economic resources, target their child care dollars towards programs for their younger children.

In Irvine, after-school and vacation programs for the pre-teens and adolescents are, for the most part, fee-based and not widely attended. Community parks vary in their

openness to drop-in traffic. Homeowner associations generally discourage young people from "hanging-out" about their premises as do shopkeepers and other businesses. The drop-in programs that do exist, such as the Boys and Girls Club and Adventure Playground, are limited by their geographic accessibility and tend not to be older youth oriented.

It is estimated that within this age group of eight to fifteen year olds, between one and two thousand children living in our community could benefit from low cost or free after school and vacation programs. Older teens could, likewise, benefit from programs that address their needs for meaningful roles and productive activity, as well as recreation and social opportunities. To be successful, these programs must respond to the youths' interests and growing autonomy and must allow them some opportunity to participate in the program planning and administration. To this end, the Task Force recommends that community resources be directed toward expanding both the scope and number of youth programs offered throughout the community and to making them appropriate to the developmental needs of the targeted age groups, and financially accessible to their families.

Conflict Resolution Curricula

Many children in our community come from homes where violence is an accepted and on-going method of problem solving and discipline. For these children, violence is normal. Many more children in our community witness with regularity acts of brutality and mayhem in movies and on television. According to the research presented to the Task Force, these children, too often become desensitized to the wrongness of what they witness.

A video presentation prepared by the Youth Action Team for the Task Force, featuring Irvine teens commenting on issues of campus and community safety, revealed that for some teens, phenomena such as weapons on campus and brandishing of guns at parties

were not of great concern. Vigilance was described by some as the preferred method of protecting oneself in social situations; just stay away from the kids with the guns, do not provoke the potential aggressor. One teacher reported to the Task Force that he no longer felt capable of dealing with student altercations at his school because in a recent incident some of the students involved exhibited so little inhibition towards acting out their angry impulses that he perceived himself to be at serious risk in their presence. What he found most disturbing was that even the students who were watching the fight, the bystanders, made threats towards him when he tried to break it up.

It can be argued that it is the parents', not the schools' nor the community's, responsibility to teach their children what is and what is not acceptable behavior and to hold them accountable. However, many parents do not meet their responsibilities. And it is not possible to ensure the safety of the community when minimal standards of behavior are not adhered to or perceived as necessary and normative. For this reason, the Task Force strongly recommends that conflict resolution curriculum emphasizing pro-social competencies and violence prevention strategies be implemented throughout the district for children and adolescents in grades 1-12. For some children this may be their only opportunity to learn appropriate ways to manage and express anger and frustration.

In addition the Task Force suggests that the School District weigh the merits of peer assistance programs to determine whether they might provide additional support for students in the District.

Minimum Days

Finally, even well intentioned, conscientious parents reported finding it difficult to arrange for child care for minimum schedule days or non-vacation release days. Whatever

attempts can be made to make the in-school time consistent, Monday through Friday, without early releases and excessive days off apart from vacation periods, would greatly assist these parents in ensuring that their children have adequate supervision.

Youth Issues Recommendations

- 1. Implement conflict resolution programs with particular emphasis on pro-social competence and violence prevention curriculum for youth in grades 1-12 (please refer to Attachment E). (IUSD)**
- 2. Reduce the number of minimum and release days. (IUSD)**
- 3. Expand after-school activity programs for middle school-aged youth. (City, homeowner associations, youth program providers)**
- 4. Develop and implement intramural sports programs for middle school and high school-aged youth. (City, IUSD)**
- 5. Develop community-based learning and community service opportunities for middle school and high school-aged youth. (IUSD/City)**
- 6. Expand Youth Action Team and develop middle school Youth Action Team. (City)**
- 7. Increase affordable recreation/activity options for all age groups. (City, IUSD, youth**

- program providers)
8. **Maintain current level of high school athletic opportunities available to Irvine youth. (IUSD)**
 9. **Explore inclusion of youth aged 16 and older in City-run adult athletic programs. (City)**
 10. **Involve youth in planning, implementing and administering their activities. (City, IUSD, homeowner associations, youth programs)**
 11. **Coordinate marketing of all activities presently available to youth. (City, IUSD, homeowner associations, youth programs)**
 12. **Enter discussions with Orange County Transportation Authority to determine the feasibility of expanding public transportation options for Irvine (youth). (City)**

Family factors are important in other ways as well. Families can serve a protective barrier function with regard to access to lethal weapons, especially handguns. Firearms homicide is the second leading cause of death for adolescents, ages 15-19. Easy access to weapons, often found in the home, is a major risk factor for youth violence and its lethal consequences. Parents can also buffer other risks by enhanced monitoring of other high risk activities such as unsupervised parties, access to alcohol, substances, or anti-social peers. "At-risk" adolescents and children, as well as adolescents and children in general, require on-going parenting that shifts with development but does not necessarily cease. Parents networking with each other and with schools also emerge as critical.

Residency

Periodically, in dealing with behavior and discipline problems, the schools are confronted with situations where the parent/legal guardian of the child in question no longer resides in the area. Sometimes the parent has moved outside the country and there is no effective way to contact him/her. The child may live with an older sibling or other young adults who, although interested in the child's welfare, are unable to effectively work with the school on the child's behalf.

This creates a dilemma for the teachers and administrators involved; to whom do they turn for help in resolving the problems and issues before them? The Task Force believes that is important that the School District entertains discussion concerning this issue and whether it might be appropriate to strengthen enrollment criteria to more effectively monitor residency status of the families in the District.

Family Issues Recommendations

1. **Provide city-wide parent training to high risk youth and families using the time limited outreach model. (City)**
2. **Support as priorities existing IUSD and city support services (school psychologists, student study teams, special education services, school counselors, school social worker training program, "For Families" program). (All)**
3. **Support IUSD Gang Affiliation Policy. (All)**
4.
 - A. **Encourage voluntary removal of handguns from the home. (All)**
 - B. **Promote secure storage of firearms that remain in the home. (All)**
 - C. **Promote storage of weapons so that youth do not have unsupervised access. (All)**
5. **Provide information to families through a multi-method approach about youth violence and gangs to increase parent awareness. (City/IUSD)**
6. **Implement a community-wide education and awareness campaign to increase parental monitoring for Irvine youth, re exposure to media violence, parties, alcohol/drugs, implications of dress and social behavior (see Attachment F). (All)**
7. **Develop up-to-date enrollment procedures to insure that all students are residing with a parent or legal guardian and that these policies be enforced after enrollment. (IUSD)**

NEIGHBORHOOD/COMMUNITY ISSUES

As stated by every professional testifying before the Task Force, youth violence is a complex phenomenon; it is both a serious community problem and an inevitable response to serious social problems. Unless this relationship is understood and accepted and unless it is recognized that City and School District responses are impotent without similar efforts on the parts of homeowner associations, businesses, merchants, parent associations, service clubs and families throughout the community--unless the response to ending youth violence is a community response--the recommendations of the Task Force will produce no lasting effects.

Community Responses

Fundamental changes have occurred in family and community life and nowhere is this more apparent than weekday afternoons in our neighborhoods. Front doors are locked; cars are absent from the streets. Only the occasional cul-de-sac has tricyclers and skateboarders wheeling about. Not until six o'clock do most families arrive home; garage doors open automatically and people retreat into their houses without ever having seen a neighbor.

Many parents work outside the home, work long hours and spend considerable time commuting to and from their places of employment. These commitments infringe on the time these parents have to spend with their children and to interact socially with their neighbors. Conversely, most school aged children and adolescents have a great deal of discretionary time, about 40 percent of an adolescent's waking hours are discretionary.

Many young adolescents in our community spend this time alone or with peers, without companionship or supervision of responsible adults. Some of the young people who testified before the Task Force reported that they felt little connection to the community outside the alliances they had with their immediate peer groups. One youth who testified before the Task Force commented that she felt more at home when she was visiting her grandparents in Los Angeles than when she was here in Irvine; other youths nodded in agreement.

In surveying middle school youth concerning issues of safe community, students were asked " ...are you needed in our community?" Their overwhelming response was, "no." They further stated that " the adults of the community want nothing to do with us".

Irvine youth need to develop strong one-on-one relationships with responsible adults in the community, they need opportunities to engage in productive activities that will prepare them for the roles they will assume as adults and they need to be held accountable in consistent and meaningful ways for behaviors which infringe on the rights of others and detract from our maintaining a safe community.

For these reasons, the Task Force proposes the following: 1) that homeowner associations assess the degree to which neighborhoods provide opportunities for youth (10-15) to derive a sense of connectedness to the community, 2) that community associations include teen input in the development of association rules and in planning association activities, 3) that the business community take an active role in working with disconnected youth and 4) that current conciliation and restitution programs for juvenile offenders be reviewed and, if warranted, revised to increase their effectiveness in deterring youth from criminal behavior.

Mediation Programs

The lack of opportunity for neighbors to engage in social interaction and to come to know and appreciate one another's differences often leads to situations where relatively harmless disagreements and clashes of preference escalate into serious conflicts. Children's behavior is often the crux of disagreement. Infractions as minor as riding a bicycle across someone's lawn can lead to a child being labeled deviant and the police being called in to settle the argument.

Modeling appropriate ways to settle disputes, ways in which both sides in the disagreement have a chance to air their grievances and come to some mutual understanding, is an important example adults can provide for children. The Task Force, therefore, encourages the use of mediation programs/services as alternatives to litigation in resolving disputes among neighbors.

Alcohol, Other Drugs and Guns

The use of alcohol and other drugs by Irvine youth is widespread. In a survey conducted in 1989, more than one-third of seventh graders reported drinking in the past year; nearly half of all adolescents reported experiencing intoxication before they turned 15 years old (please refer to Attachment G). Alcohol and other drug use by minors, in and of itself, is a serious issue and requires community attention. However, the issue takes on even greater significance when viewed in the context of maintaining a safe community.

Testimony before the Task Force and information provided through other sources indicates that the use of alcohol and/or other drugs increases the potential for lethality in situations where weapons are present. This is especially true in cases where the individuals involved are minors. Characteristically, adolescents exhibit a lack of impulse control, a

naivete regarding their own mortality as well as a lack of understanding of the disinhibiting effects of alcohol and other drugs. Possession of weapons by minors poses a substantial challenge to maintaining a safe community.

Consequently, the Task Force recommends that the City of Irvine address the adoption of a handgun ordinance to reduce their availability to minors and further suggests that the recommendations developed by the Youth Alcohol Access Committee in 1990 be reexamined and fully implemented (please refer to Attachment G).

Police

There is the perception by many Irvine residents that the number of police on patrol and the frequency of officers on campus is insufficient. It is the opinion of the Task Force that the Irvine Police Department should establish a discrete youth crimes unit, a unit whose personnel are solely devoted and specifically trained to deal with youthful offenders, their victims and the juvenile justice and social service programs that work on their behalf. It is further recommended that police presence in areas determined by police to be high risk for criminal activity be increased to serve as a deterrent to violent crime.

Underage parties where alcohol is consumed are frequent occurrences in Irvine. In many instances police are called when the noise level reaches an unbearable threshold or when the partiers begin careening around the neighborhood in their cars. Oftentimes, when the police arrive they are met by the teenage host and the host's parent. Frequently, the parent is fully aware of the illegal drinking going on among the party guests. Frequently, the parent chastises the officer for infringing on his rights to do as he pleases in his own home. This contrast sharply with the view of most parents. Most parents of adolescents would rather not have their sons and daughters drinking at parties, chaperoned or not. Nor

do they want their children driving under the influence.

These situations evidence conflicting community values. The police department is often placed in the position of trying to determine how to respond appropriately. Community norms need to be more fully considered and discussed outside situational contexts. The police department needs a clear understanding of what is expected in a given circumstance. Therefore, the Task Force recommends that community discussions between the residents of Irvine and the police department take place and the issues of community values as they relate to policing be entertained. The Task Force further recommends that the Irvine Police Department take every measure to ensure that adults who furnish alcohol or other illegal substances to minors be aggressively prosecuted.

"We-Tip" Hotline

Many youth in our community knew in advance that there was going to be trouble at Stonecreek Plaza the day of the shooting last November. Many knew that there would be weapons involved. No one alerted a teacher, a parent, or the police. The degree to which this "code of silence" prevails among the youth in our community is probably one of the more surprising revelations to the Task Force during the community hearings.

It is important that our teenagers be educated as to the difference between snitching and prudent disclosure. The prevailing attitude among these youth seems to be that if a group wants to settle a dispute by violent means, that is their business. There is an extreme naivete among many teens as to the potential consequences of this laissez faire attitude. It is for this reason that the Task Force suggests that the newly implemented "We-Tip" Hotline be supplemented by a community education and publicity campaign targeting youth and addressing the "no speak" rule.

Media Violence

In materials prepared for the Task Force (please refer to Attachment H) the following information was provided. "Television violence affects youngsters of all ages, of both genders, at all socioeconomic levels, and all levels of intelligence. In one study of 180 hours of programming, a total of 1,846 individual acts of violence; 175 scenes in which violence related in fatalities; 389 scenes depicting serious assaults; 362 scenes involving gun play; 673 depictions of other physically hostile acts and 226 scenes of menacing threats with a weapon were observed. Violence remains a pervasive, major feature of contemporary television and the need for an industry adopted code of practice is recognized by more and more consumer protection organizations."

The Task Force is convinced that in examining why we are witnessing dramatic increases in vandalism and graffiti throughout our community, why twelve year old children respond with surliness bordering on hostility when asked to step aside from the entrance to the mini-market so someone can enter, why, on Friday nights at 11:00 p.m., we may find fifty teens standing in the streets of our neighborhood, drinking beer and screaming epithets at one another we cannot avoid examining what effect the media plays in all this.

To wit, the Task Force recommends: 1) that theater operators strictly adhere to age of admission requirements, 2) that the cable franchise operating in Irvine redesign program packages to give parents greater opportunity to determine channel options 3) that local media (Irvine World News, Dimension Cable, etc.) be encouraged to regularly include youth issues, beyond varsity sports coverage, in their programming and news reporting and 4) that Irvine join other communities in advocating for media responsibility and handling of depicted violence.

Neighborhood/Community Issues Recommendations

- 1. Improve the degree to which neighborhoods provide opportunities for youth to derive a sense of connectedness to the community. (homeowner associations)**

- 2. Suggest that community associations develop teen positions on the Board of Directors to assist in development of association rules and in planning association activities. (homeowner associations)**

- 3. Encourage community mediation programs as alternatives to litigation in resolving disputes among community members. (homeowner associations)**

- 4. A. Develop conciliation/restitution programs for juvenile offenders and their victims. (City)**
B. Encourage homeowner associations to work cooperatively with City to respond quickly and effectively to removing graffiti from our community. (City and homeowner associations)
C. Consider whether juveniles responsible for vandalism or graffiti damage might be required to assist in its removal as part of their restitution requirement. (City)
D. Determine whether families of these juvenile offenders might be required to pay costs for the damages incurred. (City)

5. **Consider adoption of a gun ordinance to limit accessibility and availability of weapons to minors for Irvine. (City)**
6. **Review and fully implement the recommendations of the 1990 Youth Alcohol Access Project. (City)**
7. **Aggressively prosecute any adult who furnishes alcohol or other illegal substances to minors. (City)**
8. **Encourage business community to take an active role in working with youth who are disconnected from the community. (business community)**
9. **Initiate discussions between police and community regarding police responsibilities/priorities and community expectations. (City)**
10. **Increase the Irvine Police Department's patrol force. (City)**
11. **Establish a discrete youth crimes investigation unit within the Irvine Police Department. (City)**
12. **Support the "We-Tip" hotline and related publicity campaign to encourage youth to report anticipated/suspected violent activity. (City)**
13. **Limit Irvine youths' exposure to media violence by requiring theater owners to**

strictly adhere to age of admission requirements. (business community)

- 14. Investigate how cable television "basic" program packages can be designed so as to increase parental choice of channel options. (City/Dimension Cable)**
- 15. Encourage local media (IWN, Dimension Cable, etc.) to regularly include youth issues in their programming and news coverage. (media)**
- 16. Join other communities in advocating for media responsibility and handling of depicted violence. (community)**
- 17. Determine health, safety and community climate implications in developing zoning requirements and planning guidelines. (City)**

CAMPUS SAFETY ISSUES

Task Force findings relative to campus safety issues fall broadly into four (4) main categories: weapons on campuses, campus security, police interaction with youth, and support for joint efforts.

Weapons on Campus

The proliferation of real and replica weapons on school campuses locally, regionally and nationally is frightening. The number of incidents occurring in Irvine is increasing but remains small relative to other districts. However, in December, 1992, because of mutual concerns about the number of real and/or replica weapons seen and seized from school students both on and off campuses, the Superintendent of Schools and Chief of Police mailed a letter to parents and students grades 4-12, asking that families pro-actively address this most serious issue.

In spite of that communication, additional incidents involving replica and real weapons have occurred. These added occurrences tend to indicate a trend on the part of youth to brandish weapons as part of unacceptable conflict resolution strategies.

Urban schools have often been described by their communities as islands of safety in a sea of storm; however, increasingly violent, weapons-related acts and calls for metal detectors are eroding that belief. Weapons on school campuses violate the sanctity of the safe school environment.

As important, weapons on campus violate the inalienable constitutional right of students to attend safe schools. Evidence and emotion command that such actions by

students are unacceptable, intolerable and must be dealt with severely.

For these reasons, the Task Force recommends a "zero tolerance" policy for the use or possession of weapons on school campuses. In effect, the message should be, "If you bring a real weapon or replica weapon on campus, you will be criminally prosecuted and expelled from the Irvine Unified School District!"

Campus Security

Analysis of the oral testimony, statistical data, and written documentation received by the Task Force generated extensive concerns by school administrators, teachers, students and police regarding the entry of unauthorized visitors onto district secondary school campuses (7-12). Additionally, such campus entry can occur from virtually any point on the campus (i.e. access onto the high school campuses can and does come from all directions).

Although these individuals are frequently other Irvine Unified School District (IUSD) students, increasingly, these visitors are teens or adults who reside outside of Irvine and are attempting to contact our Irvine youth. Often these visitors' purposes have disrupted the educational environment, have required the attention of campus supervisors, administrators and police officers, and have resulted in the arrest and prosecution of individuals for unlawful entry.

To this end, access onto both the middle and high school campuses must be better controlled. A variety of perimeter security options must be explored and developed which will limit uncontrolled access onto the campuses.

With escalating incidents of violence and criminal activity occurring on or adjacent to our schools, it is important that the school district consider safety and security needs in developing architectural plans for new schools and district buildings.

Although the district recently increased the number of high school campus supervisory personnel, evidence suggests that the increasing intrusions onto campuses and the physical size of our middle and secondary school sites dictates the need for campus supervisors at the middle schools and increased supervisory personnel at the high schools. As a group, these individuals should receive more formalized initial and ongoing training to enhance their knowledge and skills regarding all aspects of campus safety.

Additionally, although the task force received little input supporting closing high school campuses during lunch and received extensive input for maintaining the present lunch time policy, there was evidence supporting the school district's consideration of two courses of action designed to encourage students remaining on the high school campus: 1) the location of commercial food vendors/operators on the campuses to provide increased variety and choices for students, and 2) planning and providing ongoing entertainment/activities such as intramurals, concerts, special events, etc. The evidence suggested that such an effort would attract students to remain on campus during the lunch hour and thus reduce the number leaving.

Data analysis also indicated two specific areas where enhanced communications would be considerably valuable. Teachers and other school personnel need increased training to become more knowledgeable about and skilled in dealing with campus safety-related issues and potential youth confrontations or violence. Teachers and other school personnel often lack the ability to contact school administrators or campus supervisors directly with campus safety incidents. This would indicate the need to investigate a two-way communications system that can effectively connect classrooms to administrative offices.

Lastly, the climate of a school (i.e. how people get along) plays an incredibly

important role in helping to forge direction, energy, effort, pride, spirit, morale and a myriad of other potential actions and emotions. The degree to which students, staff and community feel our schools are safe has a direct relationship to the school's particular climate. To this end, the task force recommends that schools should assess the degree to which the school climate is contributing to or reducing the potential for conflict and violence.

Police on Campus

The potential conflict which can occur between police officers, who are expected to hold us accountable for society's rules, and teenagers who, by their very development, challenge parents, society and each other, is almost an event of nature or a rite of passage. Police officer responsibilities are often misunderstood by our youth and police officers may often misinterpret actions of youth. Contact between a police officer and teen is often negative: the teen feels the officer is hassling him/her and the officer may feel the teen has a very negative attitude. Rarely are there opportunities for an officer and a teen to get "beyond the uniform" and "get to know one another."

First, our investigation emphasized how important positive and ongoing interaction is between police and students, especially teens, in fostering good relations and understanding between police officers and youth. The need for increased interaction is evident.

Community, school and student support for the elementary D.A.R.E. program in grades 5-6, and the success of the fledgling Officer-on-Campus Project are illustrative of the positive impact "kids and cops working together" can have.

Secondly, because the impact of such interventions is extremely positive and the

misunderstanding between youth and police so easily maintained, it is imperative that concerted efforts be made to assure increased positive contact between our police officers and our youth.

Finally, two prominent opportunities to increase this interaction are recommended: 1) dramatically expanding the high school Officer-on-Campus Project to increase positive daily contact between police officers and students and 2) initiating a middle school D.A.R.E. Program that emphasizes both conflict resolution strategies and violence prevention. Each of these programs multiplies options for building relationships between teens and police, educating youth, integrating police officers as essential elements of school communities, and demonstrating the collaborative spirit that exists in the Irvine community.

Joint Efforts Support

During the past four years, under the auspices of the Operation Safe Campus Committee, school and law enforcement personnel have been meeting, talking, and acting upon school safety issues. The bridges of collaboration and cooperation which were built and strengthened between IUSD and the Irvine Police were never more in evidence than following the tragic November 1992 shooting.

It is also evident that both the City Council and the Board of Education should formally recognize both the individual and collective efforts of the committee. Formal recognition would enhance ongoing support of and commitment to this collaborative effort on the part of all organizations involved.

Emergency/disaster preparedness planning have long been a strong suit in this community. Evidence presented to the task force suggests the need to weave crisis intervention procedures into the preparedness net. Cooperatively developed protocols and

training on who-does-what-when-with-whom will prepare school personnel to deal with any future violence-related school incidents.

Assaultive behavior against school employees is on the increase statewide and nationally. Incidents of assault on school employees do occur in Irvine although they are infrequent in number when compared to other areas.

Attacks directed toward school employees who are charged with keeping our schools and our children safe is not tolerable and should be treated as seriously as an attack on a police officer. For this reason, the task force is recommending a joint effort on the part of the city and school district to champion legislation to increase the penalty for those found guilty of such behavior.

Campus Safety Issues Recommendations

- 1. Expel any student for school-related weapons violations. (IUSD)**
- 2. Prosecute any student or other person for weapons violations on campuses. (City)**
- 3. Control access to high school and middle school campuses by exploring perimeter security options. (IUSD)**
- 4. Consider safety and security needs and healthy school climate in the architectural planning for future school buildings. (IUSD)**
- 5. Increase campus security personnel at middle and high schools. (IUSD)**

6. **Provide formalized training for campus security personnel. (IUSD)**
7. **Explore commercial food vendors operating on high school campuses during lunch. (IUSD)**
8. **Expand on-campus lunch time activities and/or intramural programs for high school students. (IUSD)**
9. **Provide teacher training on youth violence and confrontations. (IUSD)**
10. **Install two-way communications systems in every classroom. (IUSD)**
11. **Assess the degree to which school climate is contributing to or reducing the potential for youth conflict and violence. (IUSD)**
12. **Expand the Officer-on-Campus Project (police officers on each high school campus). (City)**
13. **Expand the D.A.R.E. program to the middle schools. (City)**
14. **Formally support by resolution the Operation Safe Campus efforts. (Joint)**
15. **Develop crisis intervention procedures and protocols. (Joint)**

16. **Support state legislation that enhances penalties for assaults on school employees.
(Joint)**

17. **Notify students and parents that electronic signalling devices ("beepers") are illegal
on school campuses. (IUSD)**

CULTURAL/ETHNIC DIVERSITY ISSUES

Shaping the Community Climate

The concept of "community climate" embraces the culture, habits, decisions, practices, and policies that make up community life. It is the sum total of the daily environment, and central to the level of comfort that individuals experience within a community. People who feel unwelcome or alienated from the mainstream of community life are unlikely to remain in the community. If they do remain, they are not likely to be successful or to participate fully in the affairs of the community.

The culture or community climate of Irvine cannot be quantified or legislated. Among other things, it is shaped by tradition, values, and attitudes, many of which are unexpressed. Thus, changing the community climate will be a difficult and elusive task. But, because the climate is so central to all other efforts, it is both the starting point for, and the result of, all other efforts.

Sense of Community

In Irvine it is becoming increasingly difficult to create a "sense of community": a climate which embraces all of our diverse populations. There are concerns that a lack of understanding about (and acceptance of) this cultural and ethnic diversity may lead to friction and conflict.

New immigrants and other "newcomers" almost always bear the entire burden of adapting to the majority culture in any community. In a truly pluralistic community, the burden and the rewards of adaptation are equally shared. In Irvine there are insufficient

opportunities for positive social interaction among various ethnic and cultural groups. The paucity of settings for meaningful dialogue and social interaction among different groups contributes to ignorance, prejudice and disunity. City, church, community, and school sponsored events should therefore make every effort to increase opportunities for intercultural awareness and multicultural interaction among all residents.

This can be accomplished by exploring innovative outreach strategies directed towards community members who have traditionally not been involved. Organizing events that bring together different ethnic, religious, and age groups around mutual interests or just for celebration can be very successful in school and other community settings. More meaningful and lasting interactions like intercultural or inter-religious dialogues go even further in helping people to see beyond their differences and lead to respect and understanding.

Strong cultural or ethnic cohesiveness, especially among immigrant communities, may lead to isolation of these groups from other groups. This feeling of de facto segregation is also experienced by some minority youth in their schools and in the community. This can lead to frustration, misunderstandings, conflict, or worse, acts of violence. It is recommended that partnerships between schools, businesses, community organizations, and the City be encouraged to provide orientation to newly arrived students and their families.

Strategies herein should reinforce the appreciation of the diversity of ideas and cultural practices. Testimony received indicated that families new to Irvine and the country are eager to know how schools, hospitals, banks and other institutions function. Orientations which focus on how people can better understand American institutions and culture would help reduce isolation. They would also provide forums to address inter-generational conflicts between immigrant parents and their American teenagers.

Intolerance contributes to risk of violence.

The past few years have witnessed a disturbing increase in racially- and ethnically-motivated violence and conflict in communities across the country. These incidents are disheartening evidence that our communities can not only be insensitive, unconcerned or unfriendly to people who are "different", but that they can be the breeding ground for very real and serious acts of violence with negative consequences for the entire community.

These violent incidents must be dealt with decisively through legal and disciplinary procedures. Failure to do so constitutes a clear message that intolerance can flourish and that the community is not sufficiently powerful to prevent individuals from acting on their prejudices.

It is important that the leadership, within the City, school, church, and community organizations denounce all forms of bigotry manifested in the home, school, and community environments. This can be done by having administrative policies, statements, and guidelines which outline response protocol for legal or disciplinary action, and reporting mechanisms for bias related incidents. These policies must be well publicized enforced equitably.

Our schools are one of the most important institutions to promote and teach understanding and respect for human differences and similarities. Students in our schools strongly identify with issues related to racism and inter-group conflict. A vigorous effort to change the school "climate" requires more than a special program initiated here, a strategy added there. Only an integrated approach to changing the school climate--from administrative policies to informal social settings--will be successful.

Experts agree that such an approach must be progressive and proactive. A process must include the following steps: assessment, implementation, communication and

monitoring. A school-wide assessment to demonstrate the presence of intergroup conflict or discomfort with diversity will also be invaluable in determining specific goals and objectives for implementation.

Good communication among students, parents, teachers, and other school staff is important in maintaining high levels of involvement and a shared commitment to success. A task force, or other team, should be involved in training, identifying needs, considering alternatives and determining solutions. Existing committees, such as School Site Council, Bilingual Advisory Parent Committees and PTA/PTOs should also be utilized to address issues of diversity, campus safety, conflict resolution, outreach to traditionally uninvolved parents and any of the other recommendations in this report as would be deemed appropriate.

Training to build awareness, sensitivity, and skills necessary for living and working in a diverse environment would be identified for students, parents, teachers, other school staff, and administrators. Curricular, co-curricular, instructional strategies and program components can be added, or existing ones can be adjusted, to ensure that they foster an appreciation of diversity which lead towards building a safe and conflict free environment.

It can be argued that increasing student and teacher comfort with diversity, in addition to eradicating negative incidents, has a positive impact on school and district goals for all children. It is therefore important the school district also be involved in creating a safer and welcoming school environment. The district will add legitimacy, impetus and support to school-based attempts to implement strategies that incorporate shared goals and objectives in this area. It is recommended that IUSD explore an ethnic advisory structure to coordinate efforts on issues of intergroup relations.

Cultural/Ethnic Diversity Issues Recommendations

- 1. Formally denounce all forms of bigotry manifested in the home, school, and community environment. (All)**

- 2. Encourage partnership between schools, businesses, community organizations, churches and the City to provide cultural and civic orientation to newly arrived students and their families. (All)**
 - A. Orientations which focus on how people can better understand American institutions and culture will help reduce isolation and increase social integration.**
 - B. Support workshops or other forums which address intergenerational conflicts between immigrant parents and their American teenagers.**

- 3. Provide increased opportunities for intercultural awareness activities in city, church, community, and school sponsored events. (All)**
 - A. Explore innovative outreach strategies directed towards community members who have traditionally not been involved.**
 - B. Organize events that bring together different ethnic, religious, and age groups around mutual interests or for celebration.**
 - C. Organize intercultural or inter-religious dialogues/forums to provide for meaningful and lasting interactions to help people see beyond their differences.**

- 4. Establish comprehensive programs to address the issues of intergroup relations which include teachers, staff, parents, and students in the development, implementation, and assessment phases of the program.**
 - A. Utilizing existing committees, such as School Site Councils, Bilingual Advisory Parent Committees and PTA/PTOs to address issues of diversity, campus safety, conflict resolution, and outreach to traditionally uninvolved parents.**
 - B. Design and implement training to build awareness, sensitivity, and skills necessary for living and working in a diverse environment for students, parents, teachers, and other school staff, and administrators.**
 - C. Implement new or redesign existing curricular, co-curricular, instructional strategies and program components that foster an appreciation for diversity which lead towards building a safe and conflict free environment.**

- 5. Explore ethnic advisory structure to coordinate efforts on issues of intergroup relations. (IUSD)**

ETHICS/VALUES ISSUES

The Task Force heard extensive testimony on factors that contribute to the problem of youth violence. Running through each issue was a common thread: the need to re-focus community and societal attention on ethical values and ethical decision making.

Our repeated exposure to physical violence has dulled our natural distaste for this behavior. Violence has become so common that not only do we often expect and accept it, we may have begun to view and value it as appropriate behavior.

Traditionally, our society has taught us that violence often equals courage and strength. If we are to survive as healthy, responsible and caring people, we must teach ourselves and our children that violence does not solve problems. This is something we must all value and act upon. What else must we collectively value and decide ethically?

The message of Michael Josephson at the Irvine Town Forum on Ethics in October, an event specifically intended to alert Irvine to the dangers of ethical failure in society, was:

"The next generation will be stewards of our community, nation and planet in extraordinarily critical times. They will inherit a world fraught with political and personal corruption, pervasive drug abuse, gang violence, and racial and ethnic tensions.

In such a world, the well being--perhaps the survival--of our civilization requires and involved, caring citizenry with sound moral character."

The recommendations of the Task Force must be viewed in a broader context of core ethical values and ethical decision making. Essential to a successful society is commitment to values including respect, responsibility, trustworthiness, caring, justice and

fairness, civic virtue and citizenship as found in Aspen Declaration on Character Education (please refer to Attachment I) from Josephson Institute and the Irvine Unified School District Values Matrix (please refer to Attachment J).

With the leadership of our Board of Education and City Council, ethical transformation can occur individually in the hearts and minds of Irvine citizens, young and old. We can shape an exemplary ethical society together that will be the ultimate safeguard for maintaining a safe community.

Ethics/Values Issues Recommendations

- 1. Accelerate the design and implement K-12 ethics education program. (IUSD)**
- 2. Jointly support community effort to raise awareness and commitment to core ethical values. (City/IUSD)**

(Please see appendices for Six-Point Program.)

ATTACHMENTS

Attachment A - Safe Community Task Force Issues

Attachment B - Charge to the Safe Community Task Force

Attachment C - Youth Action Team Report

Attachment D - Middle School Student Survey

Attachment E - Conflict Resolution Information

Attachment F - Teenage Parties

Attachment G - Youth Alcohol Access Project Report

Attachment H - Societal Factors

Attachment I - Aspen Declaration on Character Education

Attachment J - Irvine Unified School District Values Matrix

SAFE COMMUNITY TASK FORCE ISSUES

1. Cultural changes within community, including stressors brought about by ethnic diversity on high school campuses
2. Student dress code
3. City's curfew and loitering laws
4. Campus discipline
5. Police actions, interactions, and involvement with students
6. Responsibility of parents
7. Suggestion of a "We Tip" hotline where students may call to alert police of pending problems
8. Suggestions for non-violent conflict resolution
9. Review of gangs, weapons and drugs on campuses
10. Role of IPD within Orange County re: gangs
11. "Closed vs. Open" campus policy
12. Costs associated with closing campuses - staffing and physical improvements
13. Is there a lack of commercial recreation within Irvine?
14. Is there an ethnic consolidation problem within schools?
15. What should the business community's role be?
16. Should food services (pizza, hamburgers, tacos, etc.) be brought onto campuses; thereby, reducing need for students to go off campus to eat?
17. What problems are created for community/homeowner associations with students being off campus? Are gangs intimidating communications?
18. By what methods are students or other young persons obtaining weapons?
19. Are "more police officers on campus" a solution?
20. Are "off campus" checks by school authorities being conducted on a routine or regular basis? If not, why not?
21. Is there an impact on businesses and students from Woodbridge High School from the current location of SELF High School?

JANUARY 11, 1993

CHARGE TO THE SAFE COMMUNITY TASK FORCE.

BACKGROUND:

The creation and the maintenance of a safe civic environment has been the goal of both the City of Irvine and the Irvine Unified School District since their inception. Statistics have shown that over the past twenty-plus years, we have achieved these goals. Irvine has been the safest place to live in Orange County.

Other sections of Orange County have not been as fortunate. Incidents of violence and gang activity have grown dramatically in surrounding communities in the past few years. Even within Irvine, we are beginning to see a number of "wanna-be" gangs, and, most recently, a violent incident carried out by residents of another city.

The City Council and the School Board have been proactive in adopting policies to discourage the spread of violence and gangs into Irvine. The formation of the Police Department's Gang Unit, and the School District's policy on Gang Affiliation, are two examples of past actions taken in advance of potential problems to insure the safety of our community.

However, it has become clear to both the City Council and the School Board that further action is necessary if we are to continue to enjoy a safe environment in Irvine. To that end, the City Council and the School Board have formed this Safe Community Task Force. Serving both the Council and the Board, this Task Force is charged to do the following:

CHARGE:

- Research and identify the core causes of the increase in violence and gang activity in Irvine.
- Research and identify the problems connected with gang activity.
- Identify possible solutions to the problems caused by violence and gang activity. Formulate recommendations for possible action at the policy level for both the City Council and the School Board.
- Summarize and report all findings to the City Council and the School Board.



Irvine Unified School District

SAFE COMMUNITY TASK FORCE

YOUTH TASK FORCE REPORT

SUBMITTED BY THE:

YOUTH ACTION TEAM

MARCH 1, 1993

Chad Chahbazi

CHAD CHAHBAZI

Michelle Sainz

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Susan Cho

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ANGIE TOMAN

In response to a request from the Safe Community Task Force on January 27, 1993, the Irvine Youth Action Team was directed to identify safety-related issues in the community from the perspective of Irvine's youth. The Youth Action Team (YAT) is comprised of student representatives from each of Irvine's four high school campuses. The following information is a review of the process utilized by the YAT and their findings.

DATA COLLECTION PROCESS

Recognizing the diversity of interests and backgrounds of Irvine's youth, as well as their different levels of comfort with sharing opinions, the YAT designed a process for collecting information that provided a variety of means by which the teens could participate. The survey questions were developed with the intent of identifying specific areas of concern. The questions were phrased rather open-endedly and the teens were encouraged to expand on their responses (ATTACHMENT A). These questions were presented in a variety of settings and a description of each data collection method is described below.

Student Discussions

Approximately 25-30 randomly selected students, at each of three of the high school campuses, were dismissed from their 3rd or 4th period classes to participate in an open discussion with YAT representatives from their school. During these discussions, there were no instructors or school administrators present. A City of Irvine Community Services staff person was present to assist the YAT representatives when necessary. Their presence did not appear to prevent the students from providing very candid and open comments. Each discussion lasted between 35-40 minutes and a majority of the students offered comments. At the fourth high school, a discussion was held with a 2nd period class that included a diverse group of students. The instructor was present for the discussion, however, he did not appear to have an impact on the responses provided by the students.

There were two reasons for selecting this collection method. First, it provided for a fairly representative sample of students from each campus. Second, participants were able to speak openly and honestly about their concerns and opinions.

Student Representative Forum

On February 18, 1993 student club presidents and religious youth group representatives were invited to attend a special discussion forum at Irvine's City Hall. Special invitations to all school representatives were distributed at the four high schools. The youth group leaders from area religious groups were contacted by phone and sent personal invitations to participate. The invitations requested that these youth leaders share the comments of their respective groups with the YAT so their concerns could be included in the report to the Task Force. Approximately 20 youth group representatives attended, with SELF High School having the most student representatives present. The discussion lasted approximately 1 1/2 hours. There were no adults in the room and, again, the comments were very open and honest.

Irvine Youth Employment Services Survey

For approximately 10 weekdays, high school aged youth utilizing the IYES program were asked to complete survey questions developed by the YAT. The surveys were anonymous and the respondents were allowed to provide additional input and comments if desired. IYES was chosen as a survey site because of the diversity of the youth served by the program (ATTACHMENT B). Overall, a total of 54 surveys were completed.

Teacher-Led Discussions

A total of thirty-five 2nd period instructors (10 from Irvine, Woodbridge, University and 5 from SELF) were selected by the YAT and asked to conduct an in-class discussion with their students about the issues of violence in our community. The instructors were chosen by the YAT for their ability to relate well with the students. The intent was to allow students to identify their major concerns about safety in the community and offer suggestions. While only a small number of the instructors participated in this effort, the comments received from each school were very similar to the responses received in the other survey contexts.

Video

Realizing that Irvine youth spend only a portion of the day on the school campus, the YAT wanted to gather input from their peers outside the school environment. Interviews with randomly selected students were conducted at various locations throughout the city, primarily shopping centers or fast food restaurants. Approximately, 30 high school aged youth participated in this portion of the project. While every attempt was made to show student comments from all schools and ethnic backgrounds, only a few students are seen in the actual video. However, we are confident that the comments are representative of all the comments received during the project.

Understandably, the YAT was not able to include all 6000 + high school students in the various discussions. In order to gather information which could be utilized effectively, the YAT relied on working with representative samples of students. The results for this project indicate similar concerns among all the target populations and their comments remain consistent with comments which have been offered by other Irvine youth over the past several years.

FINDINGS

The questions developed for the survey focused around four categories: Safety, Leisure Activities, Situational Safety and Suggestions (Please see Attachment A). The following is a summary of the main issues identified under each category.

SAFETY (Perceptions and concerns for personal safety)

- Most students indicate they feel relatively safe on campus and in the community but also express concern for their future safety (ie. gangs, weapons, drugs and alcohol use).
- Students feel they have relatively easy access to alcohol, drugs and weapons.
- Drinking and driving is a frequently noted concern.
- Outside gang influences and presence of "Wanna-be" gangs in Irvine will lead to future problems.
- Racial and ethnic tension and segregation by groups both on and off campus leads to fighting and other conflicts.
- Labeling and stereotyping of teens by adults, police and peers creates situations which jeopardize the emotional and physical well-being of the targeted individual or group. ✓
- Many teens carry weapons to school and parties more for self-confidence than protection.
- Fights are becoming more frequent and more violent both on and off campus.
- There is no way for school administrators to control what happens after school. Closing campuses, enforcing dress codes and increasing security has two effects on students. Many students perceive these types of actions as unnecessarily restrictive and punitive. This also creates a false sense of security, which is not possible to recreate in the community after school. Students mentioned that these measures may cause increased problems.
- Parents' general unawareness of where and how their children spend their time allows teens to participate in activities which may be unsafe (ie. alcohol and drug use, sex, vandalism and gangs). ✓
- Teens feel unsafe at some parties. They are sometimes concerned when they leave Irvine or when kids from other areas attend their parties.
- Students noted that many problems begin at home (ie. being home alone and abuse).
- Teens feel they are often harassed by some police officers.
- Teens will break rules which they feel are trivial for the challenge and excitement.

LEISURE ACTIVITIES

(What teens like to do in their free-time and what barriers prevent them from these activities. Listed in no particular order).

ACTIVITIES

Hang-out
Parties
Sports
Music
Leave Irvine
Dance Clubs
Pool Halls
Shopping
Coffee Houses

BARRIERS

No place to go
Police
Transportation
Parents
Nothing to do in Irvine
Available activities are don't appeal to all teens.
Limited time to participate in activities
Activities are too expensive
School
Work
Problems at home
Lack of community support for teen activities

SITUATIONAL SAFETY (Times and places teens feel unsafe)

- Alone at night.
- In poorly lit, unfamiliar or deserted areas.
- When leaving Irvine and traveling to unfamiliar areas (ie. parties, dance clubs, or visiting friend or family, shopping, etc.).
- When kids from other school districts come to Irvine schools.

SUGGESTIONS (Teen recommendations gathered during the data collection process)

- Provide escort services for poorly lit areas (ie. parking lots).
- Offer low cost and affordable activities within the city.
- Provide peer counseling and a confidential hotline.
- Do not look to immediate, short-term solutions to solve a complex problem. Closing campuses, enforcing dress codes, and installing metal detectors are ineffective means of preventing violence because the problems extend beyond the limits of the campus.
- Offer parent education to help increase parental awareness of the challenges and problems their kids face on a daily basis.
- Places to hang-out without being hassled by police or retailers. ✓
- Offer open student discussions on campus and in the community to allow students to express their feelings and opinions regarding various issues which are important to them.
- Continue community service restitution programs for teens caught committing crimes.
- Provide meaningful employment opportunities for teens.
- Provide additional education for teens in specific areas of concern (ie. vocational, gangs, sex education, AIDS, etc.).
- RESPECT - teens feel their opinions are not considered seriously by the adults in the community. Teens feel respect must be mutual.
- Host guest speakers at high schools who can relate to the students from personal experience.
- Provide inclusive and appealing activities and events for high-school aged youth (ask us what we want and let us help in the planning process).
- Increase the visibility and awareness of the Officer on Campus Program. The officers selected should be able to relate to us on our level.
- Create opportunities for teens and police department administrators to share thoughts and opinions with each other.
- Invite more outside vendors to sell food on campuses at lunch.
- Ensure there are consistent rules on campus and from the police department. The community should focus on basic rules and values, rather than on specific rules for individual situations.

CONCLUSION

Although Irvine youth have extremely diverse ethnicities, interests and experiences, the input received for this report remained fairly consistent among all participants. In general, the safety concerns expressed by the teens were somewhat different than those expressed by adults. The recommendations provided by the youth were similar to suggestions offered by many professionals, which indicate the value of including them in the process of developing solutions.

The attached signatures indicate general support for the findings and suggestions herein.

**CITY OF IRVINE / IRVINE UNIFIED SCHOOL DISTRICT
SAFE COMMUNITY TASK FORCE
TEEN QUESTIONNAIRE**

1. **What are your biggest concerns regarding your safety and the safety of your friends?**

2. **What do you like to do in your spare-time? What keeps you from doing the things you like to do?**

3. **When and where, if ever, do you feel unsafe?**

4. **How would you solve these problems?**

**** PLEASE LIST ADDITIONAL COMMENTS ON THE BACK OF THIS SHEET.**

**IRVINE YOUTH EMPLOYMENT SERVICES
CLIENT PROFILE FOR 1992**

CLIENT NUMBERS

	Irvine	Total
1. Number of clients served in 1992:	5860	6450
2. Number of clients with family income below \$24,160 per year	2831	3146

FAMILY STATUS

- 50% of clients come from low/moderate income households
- 30% of clients come from single-parent households

ETHNICITY

- 60%- White
- 21%- Asian/Pacific Islander
- 12%- Hispanic
- 7%- African-American
- 1%- Native American

FROM IRVINE'S YOUTH

We, the undersigned Irvine Youth, extend our support to the findings and suggestions noted in this Youth Task Force Report, to be submitted to the Irvine Safe Community Task Force on March 1, 1993.

Bryette Meryera	Carly
Isomela Stevens	Christina A. Adams
Cheryl Paulk	Steve M. Strout
King Roney	Sam
Quin Rone	Sam
Jessie Jones	Ilana Phin
Alex Lincoln	Frankie
Cami Kampff	Ken Staker
Alan	A. Wenzel
Frank Skubalnick	Jeanne Lee
Proctor Copelton	Jennifer Chow
Mike Pitha "God"	Thypha King
Lauren P. Jandak	John P. Pitha
Jennifer Gillis	Jennifer Webb
Jennifer Wilson	Thomas King
Tamara Davis	Paul King
Sarah Britt	Jessica Hess
Christy Carr	Andrea Ganserino
Ruth Ocel	Daron Friedman
Chad Chubb	

FROM IRVINE'S YOUTH

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Catherine Sun	YJ Benjamin
Tanya Wyman	Alexia Jones
David Huang	Pooja Bhalla
Justin Lee	Hadas Taub
Justin Lee	Debra Guthrie
Justin Lee	Grace Smith
Justin Lee	Laura Sun
James Wang	M. Turner
Michelle Lee	Justin Lee
Min Mart	Joselyn Silva
Alvin Kipke	Danny DeSoy
Kim Marshall	James Edwards
Daneshah Bony	Yvonne E. Lee
Brian Lee	Kevin
Nandee Dui	Renee Turner
Justin Lee	Yali Sun
Justin Lee	Eileen Sun
Betsy Chang	Michael Smith
Victor Wang	Tara Tamaribuchi
Vivian Thunberg	Amy Becker

FROM IRVINE'S YOUTH

We, the undersigned Irvine Youth, extend our support to the findings and suggestions noted in this Youth Task Force Report, to be submitted to the Irvine Safe Community Task Force on March 1, 1993.

<u>Steve Walter</u>	<u>Cristine Kins</u>
<u>[Signature]</u>	<u>Wanda T. [Signature]</u>
<u>[Signature]</u>	<u>[Signature]</u>

<u>Mama Kia</u>	<u>[Signature]</u>
<u>[Signature]</u>	<u>[Signature]</u>
<u>[Signature]</u>	<u>[Signature]</u>

<u>[Signature]</u>	<u>[Signature]</u>
<u>[Signature]</u>	<u>[Signature]</u>

<u>Mike [Signature]</u>	<u>[Signature]</u>
<u>[Signature]</u>	<u>[Signature]</u>

<u>[Signature]</u>	<u>[Signature]</u>
<u>[Signature]</u>	<u>[Signature]</u>

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<u>[Signature]</u>	<u>[Signature]</u>

<u>[Signature]</u>	<u>[Signature]</u>
<u>[Signature]</u>	<u>[Signature]</u>

FROM IRVINE'S YOUTH

We, the undersigned Irvine Youth, extend our support to the findings and suggestions noted in this Youth Task Force Report, to be submitted to the Irvine Safe Community Task Force on March 1, 1993.

Eric [unclear]	Kelly Fisher
[unclear]	Marissa [unclear]
[unclear]	[unclear]
[unclear]	Jana [unclear]
Y. Wang	Aluna [unclear]
Michael Chen	Ginni Blomquist
Rubén [unclear]	James [unclear]
Elizabeth Park	[unclear]
[unclear]	Suzanne [unclear]
[unclear]	Karen [unclear]
Malita [unclear]	Kelli [unclear]
Margalene [unclear]	Mindy [unclear]
Jennifer [unclear]	[unclear]
Rawn [unclear]	Bobby [unclear]
Marissa [unclear]	[unclear]
Hunter [unclear]	[unclear]
Amber [unclear]	[unclear]
Kathy [unclear]	[unclear]
Juan [unclear]	[unclear]
[unclear]	[unclear]

POOR QUALITY
ORIGINAL

FROM IRVINE'S YOUTH

~~I do not support
what the findings were
I'm signing this.~~

We, the undersigned Irvine Youth, extend our support to the findings and suggestions noted in this Youth Task Force Report, to be submitted to the Irvine Safe Community Task Force on March 1, 1993

<u>Walter Ortega</u>	<u>Erin Del Valle Surdell</u>
<u>Nydia Sanchez</u>	<u>Dan Thompson</u>
<u>Michelle</u>	<u>Michelle</u>
<u>Stacy Silver</u>	<u>Lisa DelValle</u>
<u>Chick Crayff</u>	<u>Teri Waeger</u>
<u>Felicia Hernandez</u>	<u>Kristen</u>
<u>Calvin</u>	<u>Jerry</u>
<u>...</u>	<u>Eva MacMillinray</u>
<u>Jennifer</u>	<u>Monique Busch</u>
<u>Tamara</u>	<u>Rocky Khullar</u>
<u>Shelley Delucya</u>	<u>Kara Pearson</u>
<u>...</u>	<u>Jenny Hamilton</u>
<u>Cari Brucker</u>	<u>Leticia Taylor</u>
<u>Alyssa</u>	<u>Tracy</u>
<u>Michael Kennedy</u>	<u>Cara</u>
<u>Nicole</u>	<u>Vainessa</u>
<u>John</u>	<u>Vivian</u>
<u>Scott</u>	<u>...</u>
<u>...</u>	<u>Sherrie Truffa</u>
<u>...</u>	<u>Shantie</u>

FROM IRVINE'S YOUTH

POOR QUALITY ORIGINAL

We, the undersigned Irvine Youth, extend our support to the findings and suggestions noted in this Youth Task Force Report, to be submitted to the Irvine Safe Community Task Force on March 1, 1993.

Suzanne Blankenship	John Kim
Deborah Ko	John Kim
Jill Keiser	John Kim
Ernie Yu	Richard Chung
Michael Kim	Susan Kim
Dana Blaser	Ann-Chavez
Ken Jacar	Eddie Kim
Yandi Tran	John Kim
Christi Dao	John Kim
Jennifer Grass	Paul Kim
Elton Kim	James Kim
John Bader	Michelle Amos
Paul Kim	Aree Khndai
John Kim	John Kim
John Kim	John Kim
John Kim	John Kim
John Kim	John Kim
John Kim	Paula Kim





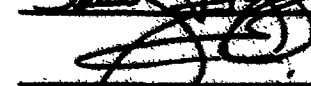
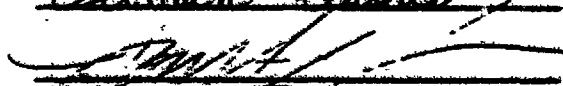


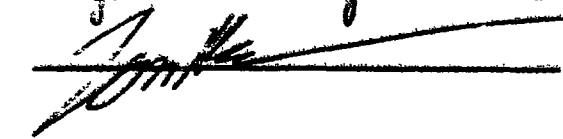
FROM IRVINE'S YOUTH

We, the undersigned Irvine Youth, extend our support to the findings and suggestions noted in this Youth Task Force Report, to be submitted to the Irvine Safe Community Task Force on March 1, 1993.

<u>Greg Kuintz</u>	<u>[Signature]</u>
<u>Tim Smith</u>	<u>Jeanine Allen</u>
<u>Scott Chi-</u>	<u>Melissa Howard</u>
<u>Sarah Riles</u>	<u>Shyng Ju</u>
<u>Laura Baccari</u>	<u>Dorothy Wou</u>
<u>[Signature]</u>	<u>[Signature]</u>
<u>Brodieas</u>	<u>Misty Marshall</u>
<u>Jaricia [Signature]</u>	<u>Isaiah Montgomery</u>
<u>Kristen Olson</u>	<u>Ann-Maria Jones</u>
<u>Nikki Okamoto</u>	<u>Jung K</u>
<u>Jean Thomas</u>	<u>Rain Water</u>
<u>Charles [Signature]</u>	<u>Rice Williams</u>
<u>Troy Hesselgesser</u>	<u>Kelly [Signature]</u>
<u>Jeff Limar</u>	<u>Erin Walker</u>
<u>[Signature]</u>	<u>Brian [Signature]</u>
<u>Gary Olson</u>	<u>Kristina Corzatt</u>
<u>Janet Gomez</u>	<u>[Signature]</u>
<u>Sandy Chul</u>	<u>Lion King</u>
<u>Chong Lee</u>	<u>[Signature]</u>
<u>[Signature]</u>	<u>[Signature]</u>

FROM IRVINE'S YOUTH

We, the undersigned Irvine Youth, extend our support to the findings and suggestions noted in this Youth Task Force Report, to be submitted to the Irvine Safe Community Task Force on March 1, 1993.

	Jenny Grant
	Christina Hoody
David Fant	Christina Phan
Eric & Ivo	James Phan
Michelle Martin	Patrick Kim
Michelle Lawson	
William Pedal	
Damon Foster	Steven Lin
Junica Catron	Sam Page
Kim Carter	
Derek Kamen	Jane Tark
	Christina Wu
	Shirley Tang
	Andrea Taylor
Walter Tan	Maely Nguyen
Jung Phun	Ann Bialy
Ann Hry	Eric Green
Annie Chai	Van Johnson
Jason Wang	Parvinder Nijal
	Ray Arvey

SAFE COMMUNITY TASK FORCE
MARCH 1 1993
MIDDLE SCHOOL STUDENT SURVEY

WHAT HAPPENED?

What do you know, what did you see?

What did you feel and how do you feel now?

(ie., safe vs. unsafe)

WHAT DO YOU FEEL/THINK CAUSED THIS TO HAPPEN ?

Why did it happen?

What purpose do gangs play, why do we have gangs?

What makes gangs and/or drive-by's important to you?

**WHAT DO YOU SEE THE COMMUNITY/YOU CAN DO TO PREVENT/STOP
THIS FROM HAPPENING AGAIN?**

What can you do to prevent/change this?

What have you learned from this experience?

**WHAT DO YOU DO THAT MAKES YOU FEEL YOU MAKE A MEANINGFUL
CONTRIBUTION AND ARE NEEDED IN OUR COMMUNITY?**

How do you feel valued?

**What is your role, how do you get a sense of belonging in
Irvine?**

**SAFE COMMUNITY TASK FORCE
MIDDLE SCHOOL STUDENT SURVEY**

LAKESIDE -49 surveys; 60 kids participated

WHAT HAPPENED?

What do you know, what did you see?
What did you feel and how do you feel now?
(ie...., safe vs. unsafe)

- 16:1 knew about the shooting.
- Feelings in order of frequency reported:
 - confused/unsafe
 - old news/O.K.
 - surprised
 - safe

Leadership Group - General Discussion: Shocked and didn't want to believe it.

Responses from to

"A little scared but I don't panic around Lampost or gangs."

"I was shocked and mad that the gang made everyone afraid."

"There was more of a gang problem than I thought"

Peer Leaders - General Discussion: It's over and not so concerned, more concerned about others thinking you'r a gangster because of how you dress, O.K. to be different and have different styles, gangs about races in Irvine."

Responses from to

"That's past-tense and you shouldn't worry about past tense and you should think about what your future holds."

"When I heard about this I felt very scared and I didn't like the thought that my friends were involved in this."

"I think the people in Irvine are getting really dumb about it - they're becoming too over-protective about blacks, asians, etc.... anybody other than white."

General Population Mix - General Discussion - Shock, sad, racism, Irvine gangs posers, Tagging O.k., not taken seriously.

"I don't think it had an effect on me whatsoever. I still feel safe in Irvine."

"Scared - I live close to Lampost."

"I feel sad, upset and kind of upset."

WHAT DO YOU FEEL/THINK CAUSED THIS TO HAPPEN?

Why did it happen?

What purpose do gangs play, why do we have gangs?

What makes gangs and/or drive-by's important to you?

- Answers in order of frequency reported:
 - belong/family/feel important
 - power, respect
 - respect/cool
 - home problems
 - protection

Leadership Group - General Discussion: A way to develop close friends that will always be there.

Responses from to

"There are gangs everywhere in America."

"Joined the gangs to fit in or gain a rough image"

Peer Group - General Discussion: developing respect, one person nothing alone, little tolerance, anger control problem

Responses from to

"Join a gang they think they're hard"

"I'm not a gangster, I just like the clothes"

"They start fights to look cool."

General Population - General Discussion: A way to belong, feel cold, for attention, fear of getting rejected, don't like the image of Irvine.

Responses from to

"Gangs are kind of like families"

"Gangs are around because people want to be wanted"

"Just a way of protection and backup"

WHAT DO YOU SEE THE COMMUNITY/YOU CAN DO TO PREVENT/STOP THIS FROM HAPPENING AGAIN?

What can you do to prevent/change this?

What have you learned from this experience?

Same responses from all groups

In order of frequency of response

- nothing you can do
- programs at school for gang members and help release tension
- punishment

Peer Leaders

- More things to do - cheap - easy to get to
 - Dance club
 - Amusement Park
 - Place to Hang

General Population Mix

- Some place to go/treated with respect
- More police
- Stop put-downs
- Need for adults and Police Department to treat everyone fairly, not by looks or color
- Dance club, close, affordable with arcades, pool and other activities
 - Adults put us down, won't even say hi to you.
 - Adults stereotype teenagers as bad, we just want to have some fun.
 - We're always the ones they experiment with and they never ask our opinion.

WHAT DO YOU DO THAT MAKES YOU FEEL YOU MAKE A MEANINGFUL CONTRIBUTION AND ARE NEEDED IN OUR COMMUNITY?

How do you feel valued?

What is your role, how do you get a sense of belonging in Irvine?

Leadership - a sense of belonging by being a good citizen and helping others.

Peer Leaders -

- Feel different, not a part of Irvine
 - dress
 - talk
 - music
 - friends
- Not valued in this community because we're different we want to be appreciated for the person we are. ✓

General Population:

- Not really needed or wanted
- Nothing to do
- They don't want anything to do with us

**SAFE COMMUNITY TASK FORCE
MIDDLE SCHOOL STUDENT SURVEY**

RANCHO - 59 surveys; 63 kids participated

WHAT HAPPENED?

What do you know, what did you see?
What did you feel and how do you feel now?
(ie..., safe vs. unsafe)

● 1:1 knew about the shooting/didn't know about the shooting.

● Feelings in order of frequency reported:

- scared/not as safe
- surprised/shocked
- safe - rarely happens, not involved
- O.K. - same as before
- angry

Leadership Group - General Discussion: Combination of scared/not scared, shocked and that Irvine is changing.

Responses from to

"Irvine is supposed to be a safe place and I felt scared."

"I felt shocked and really didn't believe it. I thought rumors had started."

"I felt kind of scared because I never knew that Irvine was so violent."

"I feel the same now, it just shows some things that are changing in Irvine."

Peer Leaders - (7th) General Discussion: surprised and shocked, the town is getting divided by races."

Responses from to

"I'm not scared because I have people to back me up."

"It feels kind of scary"

"I don't know and I still feel safe"

Peer Leaders - (8th) General Discussion: talked a great deal about racial differences and not feeling safe because of ethnicity.

Responses from to

"When we try to express ourselves they don't listen."

"Lately, tensions between Asians and Blacks have been rising."

"It's kind of funny, but I feel safer in rougher places than here, because they ^{are} like me." ✓

WHAT DO YOU FEEL/THINK CAUSED THIS TO HAPPEN?

Why did it happen?

What purpose do gangs play, why do we have gangs?

What makes gangs and/or drive-by's important to you?

● Answers in order of frequency reported:

- secure, accepted and belonging
- power, respect
- racism
- protection/revenge
- "I don't know"
- family problems

Leadership Group - General Discussion: Racial and a way to belong.

Responses from to

"They make people feel wanted and secure, like they belong."

"They're doing it to be wanted, feel safe and protected"

Peer Group - (7th) General Discussion: racism, wanting to be bad and dedicated to each other

Responses from to

"people don't like people"

"It's like a family"

"racism, territory, power, family and safer."

Peer Group - (8th) General Discussion: Revenge from violence in home and how treated in the community, acceptance and protection

Responses from to

" Some people think of gangs as families"

"If they don't want to be with their families they have their gangs"

"It has happened because tensions were building up and it had to be released

WHAT DO YOU SEE THE COMMUNITY/YOU CAN DO TO PREVENT/STOP THIS FROM HAPPENING AGAIN?

What can you do to prevent/change this?

What have you learned from this experience?

Some responses from all groups

- Give us something to do, affordable and that we can get to.
 - dance club
 - fun zone
 - a place to gather where we can practice dancing, music, etc...."
 - music, concerts
- We have to be open and encouraging with each other, work together, get involved in the solution.

WHAT DO YOU DO THAT MAKES YOU FEEL YOU MAKE A MEANINGFUL CONTRIBUTION AND ARE NEEDED IN OUR COMMUNITY?

How do you feel valued?

What is your role, how do you get a sense of belonging in Irvine?

Overwhelming response: NO - not valued by the community, valued by friends, rejected by the community, treated different in different communities.

- Need to accept our differences, not make fun of each other
- "If I am not needed or wanted in Irvine at least I have my friends."
- Adults put us down, won't even say hi to you.
- Adults stereotype teenagers as bad, we just want to have some fun.
- We're always the ones they experiment with and they never ask our opinion.

**SAFE COMMUNITY TASK FORCE
MIDDLE SCHOOL STUDENT SURVEY**

VENADO - 45 surveys; 55 kids participated

WHAT HAPPENED?

What do you know, what did you see?
What did you feel and how do you feel now?
(ie..., safe vs. unsafe)

- 3:1 knew about the shooting.
- Feelings in order of frequency reported:
 - surprised/shocked
 - scared/not as safe
 - safe - not involved
 - angry

Leadership Group - General Discussion: Not really a big deal.

Responses from to

" I don't dwell on the past"

" I now feel unsafe and do not go near hang-out spots like pizza parlors and arcades."

"I feel safe because I don't relate with that type of thing and don't hang around with people like that."

Peer Leaders - General Discussion: Pretty safe and Irvine's more exciting

Responses from to

"Expectations of Irvine are too high."

"All of Irvine has changed, there are more black people like me and taggers"

"I am still in fear of going to high school and getting hurt"

General Population Mix: General Discussion: Pretty safe yet surveys indicate 2:1 ratio for feeling unsafe vs. safe.

"I don't really feel that scared, actually. I remember the people who did the shooting were an Asian gang."

"I seem to be more careful where I go and a little more cautious, but I still feel safe."

"I thought gangs could never come here, now I can't trust anywhere."

WHAT DO YOU FEEL/THINK CAUSED THIS TO HAPPEN?

Why did it happen?

What purpose do gangs play, why do we have gangs?

What makes gangs and/or drive-by's important to you?

- Answers in order of frequency reported:
 - peer support/sense of family
 - family troubles
 - cool/think better/gain respect
 - protection
 - "I don't know"
 - nothing to do

Leadership Group - General Discussion: Others think it's cool, for respect and to belong to something.

Responses from to

" I do not feel like I belong to Irvine."

" I think they do drive-by's for excitement and revenge."

Peer Group - General Discussion: want to feel powerful and protected

Responses from to

"If you dress down, people think you're hard - but no one hassles the skaters because they're white."

General Population - General Discussion: help you fit in and help you with family problems

Responses from to

" Kids may be abused or brought up wrong and they may come from a family that that the parents are not home until late and they get into trouble."

"they want to be known"

"More accepted, not as defenseless and alone."

WHAT DO YOU SEE THE COMMUNITY/YOU CAN DO TO PREVENT/STOP THIS FROM HAPPENING AGAIN?

What can you do to prevent/change this?

What have you learned from this experience?

Some responses from all groups

- More activities after school, and on weekends that we can afford and get to
 - places to go; arcades, dancing, amusement park
 - activities
 - sports
- More police - treat us with respect
- I don't know
- More parental supervision

WHAT DO YOU DO THAT MAKES YOU FEEL YOU MAKE A MEANINGFUL CONTRIBUTION AND ARE NEEDED IN OUR COMMUNITY?

How do you feel valued?

What is your role, how do you get a sense of belonging in Irvine?

Overwhelming response: "We're not."

One person stated "I know everybody, on the swim team and I go back and see everyone."

Otherwise:

"adults have 1st priority"

"tell us to be respectful, not let us have fun, just sit and listen."

"Yell at us and we can't get back"

"kids want to be treated as equals, yet some people want to feel superior."

"Irvine doesn't give teenagers any protection"

Conflict Resolution

Name	Target Group	Setting	Description
Boston Conflict Resolution Program Boston Area Educators for Social Responsibility 11 Garden Street Cambridge, Massachusetts 02138 (617) 492-8820	Elementary school children and teachers	School	Conflict resolution training. Also: Teacher training programs, support groups, peer mediation
Children's Creative Response to Conflict Box 271, 523 N. Broadway, Nyack, NY 10960 (914) 358-4601	Early elementary school children	School	Conflict resolution, Also: Classroom workshops that emphasize cooperation, communication
Committee for Children 172 20th Avenue Seattle, Washington 98122 (800) 634-4449	Preschoolers, elementary school children	School	Curriculum on conflict resolution, empathy, anger management
Community Youth Gang Services Project 144 S. Fetterly Ave., Broadway, Nyack, NY 10960 (914) 358-4601	Gang members, potential gang members	Street outreach, neighborhood programs	Crisis intervention and mediation; Also: Job counseling, environmental barriers, recreation opportunities

ATTACHMENT E

Conflict Resolution

Conflict Resolution

Name	Target Group	Setting	Description
<p>Grant Middle School Conflict Resolution Training 2400 Grant Boulevard, Syracuse, NY 13208 (315) 435-4433</p>	<p>Students</p>	<p>Middle schools</p>	<p>Conflict resolution training</p>
<p>Hartford Adolescent Violence Prevention Project The Connecticut Childhood Injury Prevention Center 80 Seymour St. Hartford, Connecticut 06115</p>	<p>Adolescents</p>	<p>Schools, recreation programs, youth service agencies, churches, and clubs</p>	<p>Conflict resolution; Also: Link with social support services, public awareness campaign</p>
<p>Hawaii Mediation Program Univ. of Hawaii at Manoa, West Hall Annex 2, Room 222, 1776 University Ave., Honolulu, HI 96822</p>	<p>Students</p>	<p>High schools</p>	<p>Conflict resolution training Also: Student mediators</p>
<p>House of Umoja Baytown 1410 N. Frazier Street, Philadelphia, PA 19131 (215) 473-5893</p>	<p>Potential gang members, gang members</p>	<p>Home</p>	<p>Conflict resolution; Also: Surrogate family, remedial basic education, vocational education and counseling, life skills training, and recreation</p>
<p>Male Health Alliance for Life Extension (MHALE) 10 Sunnybrook Road, P.O. Box 1409 Raleigh, North Carolina 27620 (919) 250-4535</p>	<p>Youth with high-risk behavior, ages 11-17, African-American males</p>	<p>Special schools, community settings</p>	<p>Conflict resolution; Also: Remedial basic education, vocational education and counseling, life skills training</p>

Conflict Resolution

Conflict Resolution

Name	Target Group	Setting	Description
Resolving Conflict Creatively Program 163 Third Ave., #239, New York City, NY 10003 (212) 260-6290	Children and youth in grades K - 12	Elementary and secondary schools	Conflict resolution curriculum, Also: Student mediation
Safe Kids/Safe Neighborhoods New York City Dept. of Health Box 46 125 Worth Street New York, NY 10013 (212) 568-6121/8003	Youth of all ages	Community	C. R., Also: Social skills, parent training and support, mentoring, job training, peer leadership training, recreation
Santa Fe Mountain Center Route 4, Box 34C Santa Fe, New Mexico 87501 (505) 983-6158	Youth with high-risk behavior, First offenders	Wilderness camp activity site, schools community	Conflict resolution, Also: Educational programs, social skills, communication, problem- solving, counseling, recreational opportunities
School Initiatives Program 149 Ninth Street, San Francisco, CA 94103 (415) 552-1250	Students	Middle and high schools	Conflict resolution training Also: Peer conflict managers

Conflict Resolution

Conflict Resolution

Name	Target Group	Setting	Description
<p>Urban Interpersonal Violence Injury Control Project 2380 East Linwood Kansas City, Missouri 64109 (816) 861-9100</p>	<p>Youth with high-risk behavior, usually referred through courts or social services</p>	<p>Special schools</p>	<p>Educational program on conflict resolution and anger control. Also: Problem-solving, recreational and social opportunities</p>
<p>Violence Intervention Program (VIP) Durham City Schools Durham, North Carolina 27702 (919) 968-5980</p>	<p>Elementary school children, middle school teachers</p>	<p>Middle and elementary schools</p>	<p>Conflict resolution; Also: teacher training, peer counselors (8th grade students for 8th grade students)</p>
<p>Violence Prevention Program Mecklenburg County Health Department 249 Billingsley Road Charlotte, North Carolina 28211 (704) 336-6443</p>	<p>Students in 7th, 8th, and 9th grades</p>	<p>Middle schools</p>	<p>Conflict resolution, support groups</p>
<p>Violence Prevention Project Health Promotion Program for Urban Youth 1010 Massachusetts Ave., 2nd Floor Boston, MA 02118 (617) 534-5196</p>	<p>Adolescents</p>	<p>Schools, multiservice centers, boys and girls clubs, recreation programs, housing developments, juvenile detention centers, churches, neighborhood health centers</p>	<p>Conflict resolution curriculum Also: Public service announcements, educational media, identification of high-risk youth, counseling</p>

Conflict Resolution

Conflict Resolution

Name	Target Group	Setting	Description
<p>Voyageur Outward Bound School 500 W. Madison Street, Suite 2100, Chicago, IL 60606 (312) 715-0550</p>	<p>Gang members, 13 - 17 years of age</p>	<p>Wilderness and urban settings</p>	<p>Conflict resolution training. Also: Wilderness and urban adventure course that teaches group cooperation, communication, alternatives to violent solutions</p>
<p>Washington Community Violence Prevention Program Washington Hospital Center Room 4B-46 110 Irving Street, N.W. Washington, D.C. 20010 (202) 877-3781</p>	<p>Youth and adolescents</p>	<p>Schools and juvenile detention centers</p>	<p>Conflict resolution training, education about risk factors for violence, problem- solving. Also: Public information media campaign</p>
<p>The Youth Gang Drug Prevention Program Mecklenburg County Health Department 249 Billingsley Road Charlotte, North Carolina 28211 (704) 336-6443</p>	<p>Potential gang members, youth, ages 10-18, and their families</p>	<p>Schools, neighborhoods, housing developments, recreation centers</p>	<p>Conflict resolution; Also: Recreation</p>

Conflict Resolution

Training in Life and Social Skills

Name	Target Group	Setting	Description
<p>African American Male Education Network (AMEN) 9824 South Western Avenue, Suite 175 Chicago, Illinois 60643 (708) 720-0235</p>	<p>African-American males, families, teachers, trainers</p>	<p>Schools, social service agencies, law enforcement agencies, hospitals and churches</p>	<p>Rites of Passage, advocacy, education for male and female responsibility and parenting</p>
<p>Barron Assessment and Counseling Center 25 Walk Hill Street, Jamaica Plain, MA 02130 (617) 635-8123</p>	<p>Weapons carriers</p>	<p>Elementary, middle and high schools</p>	<p>Education on violence prevention, Also: individual and group counseling</p>
<p>Boston Conflict Resolution Program Boston Area Educators for Social Responsibility 11 Garden Street Cambridge, Massachusetts 02138 (617) 492-8820</p>	<p>Elementary school children and teachers</p>	<p>School</p>	<p>Teacher training programs, support groups, peer mediation, curricula on conflicts that commonly occur in school settings and ways to deal with conflict</p>
<p>Breakthrough Foundation: Youth at Risk 1952 Lombard St., San Francisco, CA 94123 (415) 673-0171</p>	<p>Youth, ages 13 - 21</p>	<p>Wilderness retreat, community</p>	<p>Wilderness course stressing rules, responsibility, reliance on group, Also: Mentoring</p>
<p>Channeling Children's Anger Institute for Mental Health Initiatives 4545 42nd Street, N.W., Suite 311, Washington, DC 20016 (202) 364-7111</p>	<p>Junior and senior high students, professionals who work with young people and their families</p>	<p>Schools, social service settings, health care settings</p>	<p>Anger management curriculum</p>

Training in Life and Social Skills

TEENAGE PARTIES

Guidelines for Parents of Teens Hosting a Party

1. Have a pre-party plan. Agree on party particulars so that both you and your teen will avoid misunderstandings.
2. A responsible parent must be *visible* and *aware* at the party.
 - *Designate a specific portion of the house for entertaining; this will allow you to properly supervise the festivities.
 - *Help with the serving of snacks and drinks; this will allow you to meet your teen's friends.
 - *Your supervision of the party need not be intrusive or overbearing. Effective supervision can be accomplished through high visibility and low interference.
3. Teens frequently party when their parents are away. Make arrangements for adult supervision if planning a party during your absence.
 - *Let your teen know what you expect. Agree that no drugs or alcohol will be permitted. Develop a plan for guests that do not follow your house rules.
 - *Limit access to liquor or drugs that may be in the home.
4. Limit attendance and party hours.
 - *Agree to a guest list
 - *Send out invitations. This helps to control the possibility of undesirable guests or party crashers. Spontaneous or open parties are often difficult to control.
 - *Set hours that allow a teen to be home at a reasonable time.
 - *Communicate with guests' parents when possible. Advise them of the party and what you expect of *your* teen.
 - *Control access to the party. Coming and going will often allow problem guests to use drugs and alcohol and then return intoxicated.
 - *Notify the police before hosting a large gathering. Do not hesitate to call police if a large party becomes uncontrollable.

*Advise neighbors of large parties and leave them your phone number. This will allow you to manage problems before they call the police to handle them.

5. Advise your teen of the law regarding drug and alcohol use. Let them know that you know the legal consequences of his or her drug and alcohol use.

*Advise your teen that you will not tolerate drug and alcohol use. Intoxicated guests will be asked to leave and their parents notified.

*Provide an intoxicated teen a safe ride home if you ask them to leave. Never let an intoxicated teen drive home.

Guidelines for Parents of a Teen Attending a Party

1. Know where your teen is. Get the name and address of the host.

*Have your teen notify you if there is a change of plans.

2. Contact the host's parents. Get the details on the party.

*Confirm that the party will be drug and alcohol free and that there will be adult supervision.

*Leave your phone number in case of an emergency.

3. Reiterate that your teen is not to take a ride from a drinking driver or a casual friend.

*Make yourself or another adult available to pick your teen up if they ask you to. Encourage them to call you if problems arise.

*Tell your teen that it is best to call you if they have problems and that there will not be any punishment for requesting your help.

4. Call the host's parents the next day to thank them. This promotes healthy communication between parents and is an effective tool for keeping one another aware of community problems.

March 27, 1990

TO: CITY COUNCIL

FROM: DIRECTOR OF COMMUNITY SERVICES

FOR: CITY COUNCIL MEETING OF MARCH 27, 1990

SUBJECT: YOUTH ALCOHOL ACCESS PROJECT REPORT

RECOMMENDATIONS:

1. Receive and approve Youth Alcohol Access Project report and the revised recommendations for the reduction and prevention of alcohol problems (Attachments A,B). (Community Services Commission 7-0 and staff, Public Safety Commission 4-0)
2. Review and approve additional Community Services Commission recommendations (Attachment C). (Community Services Commission 7-0)
3. Review and approve additional Planning Commission recommendations (Attachment C). (Planning Commission 5-0)

HISTORY:

In August of 1988, the Substance Abuse Task Force identified the need to study the relationship between alcohol availability to Irvine youth and the problems alcohol causes in the lives of Irvine young people. The Youth Alcohol Access Committee was created in January 1989 initiating a comprehensive study of alcohol availability to youth.

In fall of 1989, staff presented these findings and draft recommendations to the Community Services, Public Safety and Planning Commissions. The Commissions unanimously approved a schedule of public presentations to increase public review of project findings and draft recommendations for City action. At their October 10, 1989 meeting, the City Council approved a public review timeline and appointed two council representatives to an ad hoc Study Group to develop final recommendations. Staff was requested to make the study findings and draft recommendations available to the community for increased review and public input.

The project has defined specific problems, their extent and nature with public feedback. Strategies to protect the health and safety of Irvine residents (especially youth) have been formulated and presented to various groups and agencies. To date, findings and recommendations have been presented to over 500 individuals, including school district staff, parents groups, service clubs and others (Attachment D). In addition, over 300 copies of an Executive Summary were distributed to residents upon request (Attachment E). (Not included)

The Substance Abuse Task Force, in conjunction with the Study Group, has developed revised recommendations intended to protect the health and safety of Irvine youth (Attachment A). At their meeting of March 8, 1990, the Public Safety Commission approved these recommendations (4-0). At their March 7, 1990 meeting the Community Services Commission unanimously approved recommendations

ATTACHMENT A

REVISED RECOMMENDATIONS

After a comprehensive community review process and careful consideration by committee members, the Substance Abuse Task Force recommends that:

1. Existing Community Services staff coordinate an information clearinghouse for drug and alcohol related concerns.
2. An alcohol and drug use survey among Irvine youth be implemented every two years.
3. City Council establish policy regarding alcoholic beverage sponsorship, promotion and service at city events and facilities as a means to prevent alcohol-related problems such as drinking and driving, drownings, injuries, vandalism, property damage and litter.
 - A. Develop policy and guidelines to prevent illegal sales and drinking drivers by requiring all agencies issued a one-day license to sell alcoholic beverages to undergo responsible beverage service training prior to issuance of permit by City.
 - B. Modify City facility use policy to prohibit alcohol use by groups whose members are predominantly underage.
 - C. Prohibit alcoholic beverage industry sponsorship and promotional activities (such as signage, T-shirt giveaways) at youth or sports oriented events which are sponsored, co-sponsored or hosted by the City.
4. City Council direct Public Safety Department to determine feasibility, fiscal impact and staff requirements for police to improve safety of youth by:
 - A. Notifying homeowner of disturbance calls involving youth alcohol parties in unsupervised homes expressing concern for the safety and well-being of youth.
 - B. Recording alcohol involvement in all police activity, regardless of whether it results in arrest/citation, using the new CAD (Computer Aided Dispatch) system.
5. Staff develop and draft an ordinance which prohibits the consumption of alcoholic beverages in parking lots.
6. Concerns of retailers regarding penalties for youth attempting to make illegal alcohol purchases be forwarded to City Attorney for further consideration.

7. Staff be directed to determine impact of a Conditional Use Permit giving City option to place conditions on the location and operating practices of new retail alcohol outlets.
 - A. Should be designed to prevent problems of over-concentration, proliferation, and high-risk settings of alcohol outlets, including proximity to schools and residences.
 - B. Should include process to notify nearby citizens, property owners, of proposed new outlet locations to increase citizen participation in licensing process.
8. Staff promote a server training component for existing Designated Driver program instituted through the Department of Public Safety.
 - A. Should include specific guidelines to limit access and sales of alcohol to minors. Participating restaurants may be eligible for insurance incentives.
 - B. Community Services staff to document participants and coordinate referral program with Public Safety Department to provide system of accountability and implementation.
9. That Youth Employment Service staff be directed to routinely ask employers using the placement service whether or not their company has a policy on alcohol or other drug use, and provide appropriate resource assistance as requested.

March 27, 1990

TO: CITY COUNCIL

FROM: DIRECTOR OF COMMUNITY SERVICES

FOR: CITY COUNCIL MEETING OF MARCH 27, 1990

SUBJECT: YOUTH ALCOHOL ACCESS PROJECT REPORT

RECOMMENDATIONS:

1. Receive and approve Youth Alcohol Access Project report and the revised recommendations for the reduction and prevention of alcohol problems (Attachments A,B). (Community Services Commission 7-0 and staff, Public Safety Commission 4-0)
2. Review and approve additional Community Services Commission recommendations (Attachment C). (Community Services Commission 7-0)
3. Review and approve additional Planning Commission recommendations (Attachment C). (Planning Commission 5-0)

HISTORY:

In August of 1988, the Substance Abuse Task Force identified the need to study the relationship between alcohol availability to Irvine youth and the problems alcohol causes in the lives of Irvine young people. The Youth Alcohol Access Committee was created in January 1989 initiating a comprehensive study of alcohol availability to youth.

In fall of 1989, staff presented these findings and draft recommendations to the Community Services, Public Safety and Planning Commissions. The Commissions unanimously approved a schedule of public presentations to increase public review of project findings and draft recommendations for City action. At their October 10, 1989 meeting, the City Council approved a public review timeline and appointed two council representatives to an ad hoc Study Group to develop final recommendations. Staff was requested to make the study findings and draft recommendations available to the community for increased review and public input.

The project has defined specific problems, their extent and nature with public feedback. Strategies to protect the health and safety of Irvine residents (especially youth) have been formulated and presented to various groups and agencies. To date, findings and recommendations have been presented to over 500 individuals, including school district staff, parents groups, service clubs and others (Attachment D). In addition, over 300 copies of an Executive Summary were distributed to residents upon request (Attachment E). (Not included)

The Substance Abuse Task Force, in conjunction with the Study Group, has developed revised recommendations intended to protect the health and safety of Irvine youth (Attachment A). At their meeting of March 8, 1990, the Public Safety Commission approved these recommendations (4-0). At their March 7, 1990 meeting the Community Services Commission unanimously approved recommendations

with additions (Attachment C). At the Planning Commission meeting of March 15, 1990, recommendations were approved with additions (Attachment C).

ANALYSIS:

Preventing alcohol-related problems resulting from youth drinking is a shared responsibility. Shaping the availability of alcohol to youth and developing policies in accordance with community standards are important ways the City can act to protect the health and safety of Irvine residents. The findings presented in the Project Report are the culmination of a comprehensive effort by the Substance Abuse Task Force to address the problems that improper alcohol use causes in the lives of Irvine residents. Based on a variety of information sources, the revised recommendations are expected to significantly impact problems associated with high risk use of alcohol among Irvine youth, including illegal sales, violence in parking lots and drinking driving.

BUDGET IMPACT:

There is no budget impact for Fiscal Period 1989-91. Future costs associated with conducting an alcohol and drug use survey are estimated at \$750.00. Implementation of a public drinking ordinance for parking lots may have a short-term effect of creating revenue from police fines.

CONCLUSION:

The Substance Abuse Task Force requests the Council review the report and approve recommendations for the reduction and prevention of alcohol-related problems. The City, in conjunction with other agencies, can effectively respond to community concerns about teen alcohol use, while monitoring the long-term effects of prevention strategies.

Prepared by: Community Services Superintendent, Burgess
Reviewed by: Community Services Manager, Nelson

Submitted by: Approved by:

DEANNA MANNING
Director of Community Services

PAUL BRADY, JR.
City Manager

DM:mb/dh

Attachments

- A. Summary of Revised Recommendations
- B. Youth Alcohol Access Project Report
- C. Commission Recommendations
- D. Summary of Public Review Process
- E. Project Executive Summary

cc: Community Services Commission
Planning Commission
Director of Public Safety
Director of Community Development

ATTACHMENT B

**YOUTH ALCOHOL ACCESS PROJECT:
FINDINGS SUMMARY AND REVISED RECOMMENDATIONS**

Report to
Irvine City Council
March 27, 1990

INTRODUCTION

Alcohol is available and accessible to Irvine youth and contributes to a variety of problems affecting the health and safety of the Irvine community. In addressing such problems, there is growing public awareness that communities which take action to prevent alcohol-related problems are better able to protect the welfare and ensure the prosperity of their citizens.

This report provides findings and recommendations from the City's Youth Alcohol Access Project, which is the first comprehensive, community level study of teen substance use in Orange County. The project focussed on alcohol availability to youth and has defined specific sources of alcohol access, providing strategies to prevent or reduce alcohol-related problems.

Recent prevention research strongly suggests that local municipalities and community groups can do much more than previously thought to take effective action in preventing alcohol-related problems. Increases in alcohol availability, both physically and economically, increase the likelihood of such problems in a community (Smart, 1982; Grossman and Coate, 1985; Room, 1984, MacDonald and Whitehead, 1983.)

Research further shows that most alcohol problems are associated with the general population, including youthful drinkers, rather than with alcoholics per se, as is often thought by the public at large (Moore and Gerstein, 1981).

Problems resulting from alcohol use by Irvine youth appear to be a function both of illegal or improper use of alcohol, and the settings associated with those uses (e.g., public events, driving, unsupervised parties).

In developing revised recommendations, the Substance Abuse Task Force acknowledges the importance of strategies which address the environment where alcohol is consumed, as a means to prevent alcohol-related problems such as drinking driving, injuries, assaults, litter, etc.

Members of the Task Force are confident that the recommendations presented herein will significantly impact problems associated with high-risk use of alcohol among Irvine youth, and promote the health and safety of all Irvine citizens.

OVERVIEW OF FINDINGS

Levels of Use and Associated Problems

Both the frequency of alcohol use by Irvine youth and the associated problems are significant health and safety concerns.

* Alcohol is used by more Irvine youth more often than all illicit drugs combined. Seventy-three percent of high school students in Irvine report drinking to the point of intoxication. Four out of ten youth report having five or more drinks in one day by their 14th birthday.

* Interviews, survey information and public meetings with youth indicate Irvine teens drink in a variety of settings which jeopardize their safety and the safety of others. Forty-three percent of all youth have ridden with a drinking driver, usually a peer, while 23% say they have driven a motor vehicle after drinking. Eighteen percent of high school students report drinking in high-risk settings such as pools and jacuzzis.

Results of Alcohol Use

Outcomes of Drinking

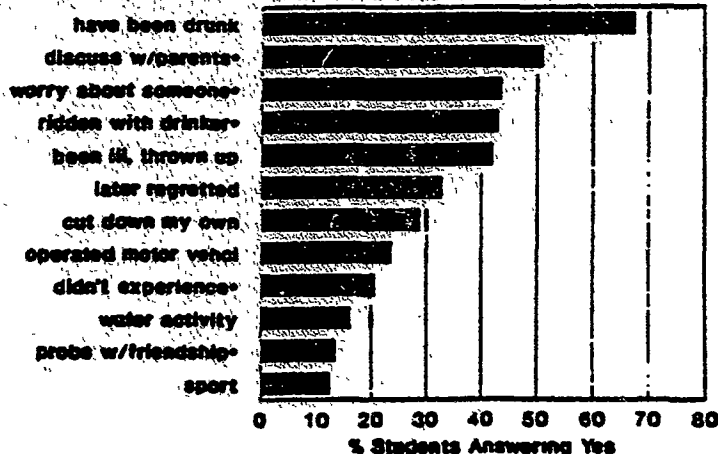


figure A

All students responding to quest.
• asked of all, drinkers & non

* Of 100 alcohol-related incidents recorded in a special record-keeping system by police officers, over half involved persons who were under age 21. Forty percent involved motor vehicles (figure B).

Public Safety Action Alcohol Involved: April 1989

Total Incidents = 100

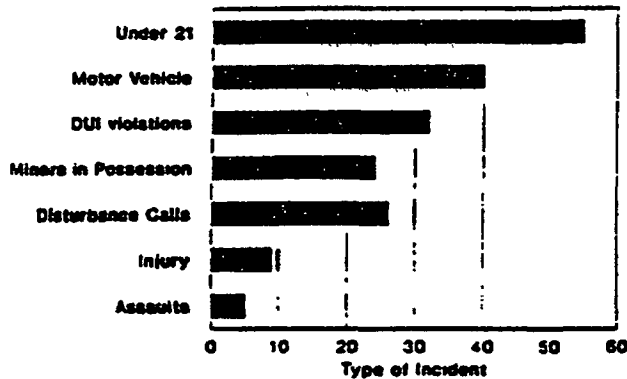


figure B

* Alcohol use in Irvine by legal minors is associated with public disturbances, vehicle crashes/citations, vandalism and litter. Auto collisions involving alcohol use with drivers under 21 years of age occur about 40 times per year.

* Youth report using alcohol most often on weekends and use alcohol regularly at parties, while 19% of high school students report having consumed alcohol during the school day at an off-campus location.

The Substance Abuse Task Force recommends that:

1. Existing Community Services staff coordinate an information clearinghouse for drug and alcohol related concerns.
 - A. Staff would collect and monitor survey data, public safety statistics, trauma information, planning data and information from community groups/agencies.
 - B. Would meet annually with IUSD representatives to review specific policies and procedures for incidents of alcohol and other drug use among youth.
2. An alcohol and drug use survey among Irvine youth be implemented every two years.

The Task Force recognizes that any serious attempt to protect the health and safety of youth by reducing drug use must have legitimate measures of substance use and public problem indicators. The collection and monitoring of these indicators would be used in conjunction with other agencies, such as IUSD.

Availability of Alcohol to Minors

Irvine youth have access to alcohol in public, social and retail settings in which they live day-to-day, and report that alcohol is very easy to obtain.

* Youth report drinking at special events and public settings where alcohol is served by community groups and special license holders (e.g., Air Show, Chili Cook-Off). The alcoholic beverage industry can market alcohol to youth in Irvine at events where promotional materials (hats, t-shirts, posters) are distributed to children.

* Hundreds of dollars have been lost to property damage in City facilities where alcohol was made available to groups whose membership is predominantly under legal drinking age.

* Interviews with police and homeowners, in addition to survey findings, indicate that youth parties in unsupervised homes are the most common sources of alcohol to youth. Police records show the majority of "party" disturbance calls require police to respond to teenager drinking ("keg") parties where parents are not home (figure C).

* Fifteen percent of all high school youth reported alcohol consumption at parties where homeowners were not present. Most youth drive vehicles to such parties, greatly increasing the risks of drinking driving.

Social Occasions Frequency of Alcohol Use

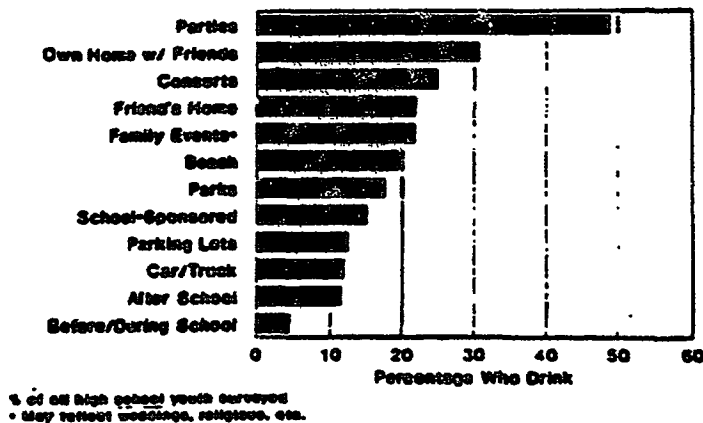


figure C

* Youth obtain alcohol in other public settings including concerts and parking lots. Thirteen percent of all high school youth report drinking in parking lots.

* Youth are known to congregate in retail parking areas. Currently, persons 21 years of age and older can legally drink in these lots in the company of youth. Police records indicate that parking lots in Irvine are among the most common locations for alcohol-related incidents, including legal age violations.

* Over 30% of high school students who drink have obtained alcohol from retail alcohol outlets (figure D). Thirteen percent of all high school youth surveyed report purchasing alcohol at a store or restaurant located in Irvine. Many report that they can purchase alcohol for themselves without using fake identification going to a store they know will sell alcohol illegally.

Method of Obtaining Alcohol Inside and Outside of Irvine

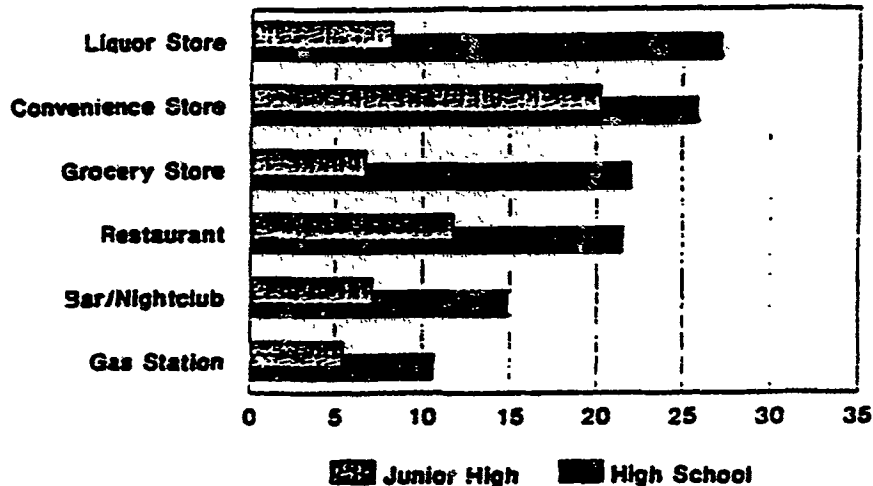


figure D

% of youth reporting alcohol consumption

* Retailers would like youth attempting to make illegal purchases (in Irvine) to face stiffer penalties than now exist. Currently, retailers can be fined, but youth are perceived as having few consequences.

The Substance Abuse Task Force recommends that:

3. City Council establish policy regarding alcoholic beverage sponsorship, promotion and service at city events and facilities as a means to prevent alcohol-related problems such as drinking and driving, drownings, injuries, vandalism, property damage and litter.
 - A. Develop policy and guidelines to prevent illegal sales and drinking drivers by requiring all agencies granted a one-day alcohol sales license to undergo responsible beverage service training prior to issuance of a permit by the City.
 - B. Modify City facility use policy to prohibit alcohol use by groups whose members are predominantly underage.
 - C. Continue the current Community Services policy that prohibits alcoholic beverage industry sponsorship and promotional activities (such as signage, T-shirt giveaways) at youth or sports oriented events which are sponsored, co-sponsored or hosted by the City.
4. City Council direct Public Safety Department to determine feasibility, fiscal impact and staff requirements for police to improve safety of youth by:
 - A. Notifying homeowner of disturbance calls involving youth alcohol parties in unsupervised homes expressing concern for the safety and well-being of youth.
 - B. Recording alcohol involvement in all police activity, regardless of whether it results in arrest/citation, using the new CAD (Computer Aided Dispatch) system.
5. Staff develop and draft an ordinance which prohibits the consumption of alcoholic beverages in parking lots.
6. Concerns of retailers regarding penalties for youth attempting to make illegal alcohol purchases be forwarded to City Attorney for further consideration.

Law Enforcement and Local Control

* The enforcement of alcohol and drug laws in the past has been augmented by special enforcement measures such as drinking driver enforcement teams and special training for officers. These measures alone are not thought to reduce the risks associated with teenage alcohol use. Public Safety staff report that the fast-paced growth of the community contributes significantly to the level of alcohol use.

* While approximately 140 minors are seen each year by police officers in violation of state laws prohibiting the public possession of alcohol by minors, youth are not always cited and very few violators face charges in court. Patrol officers report that illegal alcohol use is pervasive and that police see only a small percentage of alcohol-related problems among youth.

* According to police interviews and a survey of Irvine parents, concerns about youthful drinking in Irvine include easy access to alcohol and problems of retail availability that go beyond illegal sales to minors. Adult customers providing alcohol to youth, loitering in parking lots, and the proximity of retail outlets to high schools were identified problems.

* Irvine currently has over 185 retail alcohol outlets, constituting approximately 25% of neighborhood commercial retail businesses. The growth of on-sale beer and wine licenses for restaurants and bars has increased since 1979 relative to the growth of the city's population. These license types have increased at a rate 2.3 times greater than the rate of population growth (figure E).

CITY OF IRVINE

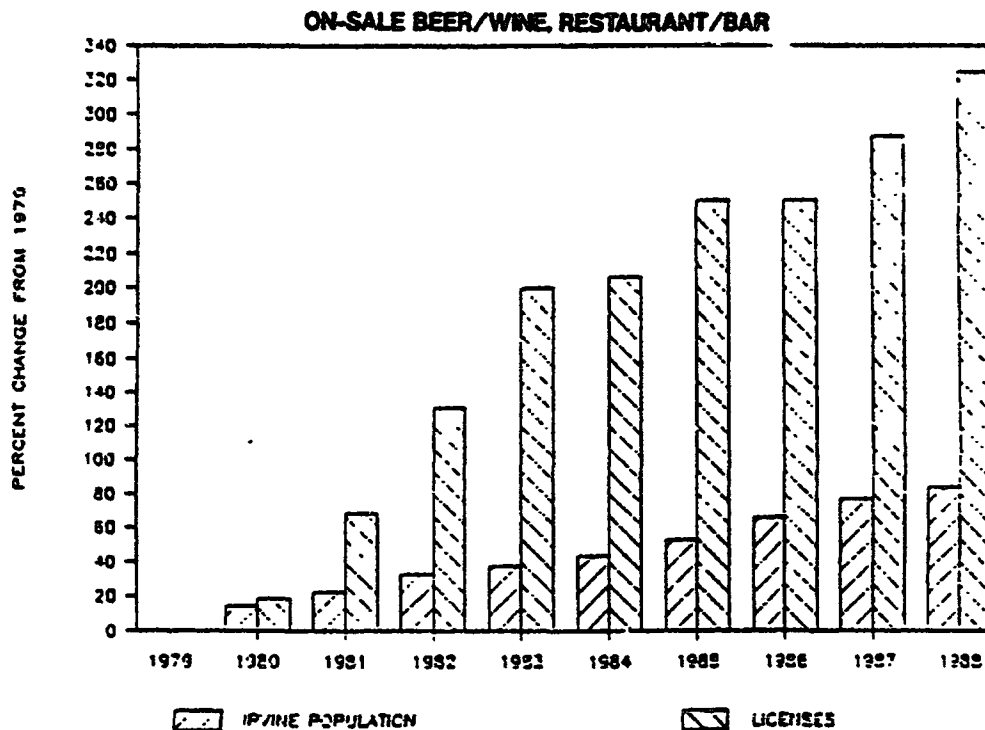


figure E

* Research shows that retail alcohol outlets are associated with a variety of health, safety and social problems (see Appendix A). Some retail alcohol outlets are immediately adjacent or within short walking distance of public schools, despite State guidelines which specify a minimum distance between alcohol outlets and sensitive land-use areas, such as churches, schools, day care centers, parks and private residences (see figure F).

* According to Peter Case of the State Department of Alcoholic Beverage Control, some alcohol outlets sell to minors and absorb occasional fines as a cost of doing business. Due to understaffing and regional priorities, it is unlikely that ABC officers can allocate significant staff time to the enforcement of State laws in Irvine. However, many California cities are using local ordinances to increase local control over such outlets.

* The City may increase local control of retail sales practices without placing restrictions on existing businesses by expanding the Conditional Use Permit process to include standards for alcohol outlets. Other cities have placed conditions on licensees such as minimum age of persons serving alcohol, and the training of employees in responsible beverage service, etc..

* Current zoning procedures for licensing new alcohol outlets do not include a review of alcohol outlet density or total number of outlets in a given area. A Conditional Use Permit process is already operational, but specific conditions regarding the selling and serving practices are not imposed (see Appendix B).

* A project recently undertaken by the Public Safety department in the area of alcohol problems in the more adult-focussed Designated Driver Program, co-sponsored with Mothers Against Drunk Driving. This is an attempt to reduce the incidence of drinking drivers by encouraging on-sale outlets (such as restaurants) to provide incentives for one person in a group of customers to abstain. The program does not contain responsible beverage service training to discourage sales to minors or obviously intoxicated persons. There is currently no system of accountability for participating businesses to ensure they implement the Designated Driver program in any meaningful way (e.g., providing non-alcoholic beverages to the driver).

* Many businesses which hire Irvine youth are reported to have no policy on alcohol and drug use. Youth report encountering situations in worksites where alcohol or other drug use occurs. Currently, the Irvine Youth Employment Service of the Community Services Department places over 4,000 youth each year in positions with area employers.

The Substance Abuse Task Force recommends that:

7. Staff be directed to determine impact of expanding the current Conditional Use Permit process, giving City option to place conditions on the location and operating practices of new retail alcohol outlets.
 - A. Should be designed to prevent problems of over-concentration, proliferation, and high-risk settings of alcohol outlets, including proximity to schools and residences.
 - B. Should include way to notify nearby citizens, property owners, of proposed new outlet locations to increase citizen participation in licensing process.
8. Staff promote a server training component for existing Designated Driver program instituted through the Department of Public Safety.
 - A. Should include specific guidelines to limit access and sales of alcohol to minors. Participating restaurants may be eligible for insurance incentives.
 - B. Community Services staff to document participants and coordinate referral program with Public Safety Department to provide system of accountability.
9. That Youth Employment Service staff be directed to routinely ask employers using the placement service whether or not their company has a policy on alcohol or other drug use, and provide appropriate resource assistance as requested.

CONCLUSION

The availability and accessibility of alcohol to Irvine youth contributes to a number of problems affecting the health and safety of Irvine citizens. While there are many factors which influence problems associated with alcohol use, effective action can be taken to create an environment to limit or prevent many community-level problems.

Research suggests that alcohol and drug prevention efforts are most effective when they can be directed to specific problem areas and actively involve the whole community or population in creating consistent social messages for youth. This project is a significant starting point.

Local information from a variety of sources, including youth themselves, can be used to further address problems associated with alcohol availability and widespread use. While this report sets forth several specific strategies for local government, Irvine citizens and service clubs are also using information from this project to develop prevention strategies that will contribute to a safe and healthy environment for youth.

REFERENCES

Grossman, M.; Coate, D. and Arluck, G. "Price sensitivity of alcoholic beverages in the United States," Unpublished manuscript, New York: National Bureau of Economic Research, 1984, presented at Conference on Control Issues in Alcohol Abuse Prevention II: Impacting Communities, Charleston, SC, 1984.

Moore, Mark and Gerstein, Dean (Eds.) Alcohol and Public Policy: Beyond the Shadow of Prohibition. Washington, D.C.: National Academy Press, 1981.

Room, Robin "Alcohol control and public health," American Review of Public Health, 5:293-317, 1984.

Smart, Reginald "Availability and the prevention of alcohol-related problems," pp. 123-369 in T.C. Harford, D.A. Parker and L. Light (Eds.), Normative Approaches to the Prevention of Alcohol Abuse and Alcoholism. Research monograph No. 3, Rockville, MD: U.S. Department of Health, Education and Welfare, NIAAA, 1980.

ATTACHMENT C

ADDITIONAL RECOMMENDATIONS

COMMUNITY SERVICES COMMISSION (7-0)

After reviewing the Project Report, the Community Services Commission recommends that:

1. Alcoholic beverage industry sponsorship and promotional activities, such as signage and T-shirt giveaways, be prohibited at youth- or sports-oriented events held at City or City/joint use facilities.
2. City Council adopt an ordinance which shall make it a misdemeanor subject to citation and fine for any property owner whose premises are used for the consumption of alcohol and/or other drugs by minors without direct adult supervision.
3. All laws relevant to public disturbance, public intoxication and underage consumption of alcohol and/or other drugs be enforced to the fullest extent.

PLANNING COMMISSION (5-0)

After reviewing project recommendations, the Planning Commission recommends that:

1. Community Development staff review possible guidelines for consideration by the Planning Commission and City Council before additional alcohol outlet regulation measures are taken.
2. Community Development staff study impact of increased alcohol outlet regulations, giving full consideration to costs and benefits with respect to larger zoning context and planning issues.
3. That analysis of all Community Development recommendations take into consideration the impact of any proposed zoning ordinance on uses available to the public, reflecting concerns of Community Development Commission that current wording of recommendation 7A fails to recognize larger planning issues.

PUBLIC SAFETY COMMISSION

No additional recommendations.

ATTACHMENT D

COMMUNITY REVIEW PROCESS

The findings of the project have been reported to over 15 audiences including City commissions and the following organizations, community groups, service clubs and Town Forums:

	<u>Approx. No. Participants</u>
MAY	
<u>PROJECT TOWN FORUM</u> , Students, parents, residents, school district representatives, local retailers, University representatives, city staff.	60+
NOVEMBER	
<u>City Council Presentation</u> , Council, staff, cable television viewers	20 + TV viewers
Stressed importance of addressing the health and safety concerns, especially drinking drivers. Strong support for increased community review and input.	
<u>Bonita Canyon School</u> , Parents	15
Supported idea of City providing information clearinghouse, as many parents have very young children	
<u>Irvine High School</u> , Teachers/Educators	50
Were interested in receiving more information on survey results and what implications are for classes	
<u>Greentree Elementary School</u> , Parents	6
Concern for distribution of retail outlets near school sites. Supported schools having clear policy for parents to receive and understand.	
<u>Public Safety Commission Meeting</u> , Commissioners	5
Questioned staff as to whether increased enforcement efforts would be helpful. Recommendation for increased City control of retail outlets, based on comments of Public Safety staff.	

PROJECT TOWN FORUM, Students, parents, residents,
school district representatives, local retailers,
University representatives, city staff.

100+

Strong support for recommendations pertaining to work site policies, staff coordination of information clearing house, notice to homeowners for juvenile disturbance calls involving alcohol, increased city control over new alcohol licenses and contacting hotels where alcohol parties are held. Identified concerns: Date rape, house parties, minors selling to minors.

Little support for recommendations to create a loud party ordinance, collect information from homeowner associations or set guidelines for promotions at events that are not City sponsored.

Several youth decided to form committees to address specific concerns of date rape and .

Service club and local church offered assistance in contributing to final recommendations.

Orange County Prevention Network, Community Groups
and Educators, churches, law enforcement county-wide

20

Interest in initiating similar projects in other communities.

School Board Meeting, Irvine Unified School District
Administration, educators, student representatives
and home viewing cable TV audience.

36
+ cable
TV

Administration formal acceptance of report and resolution to use findings to assist planning. Student representative requested presentation to student body.

DECEMBER

Woodbridge High School, Staff Development Day,
educators, administrators

75

Wanted all schools to have this information and make sure that community would back-up and reinforce work being done in the schools

Irvine High School Parent Teacher Student Association 15

Interested in policy implications for school and private citizens.

JANUARY

Project Study Group, City Council representatives, City Staff, County Staff, School Board representative 6

Recommendations reviewed and revised to reflect public input and emphasis to date.

Irvine Optimist Club, service club members 8

Review of key findings and recommendations

FEBRUARY

Irvine Unified School District PTSA Council Representatives from high school and middle school Parent Teacher Student Associations 18

Strong support for City notification of homeowners when juvenile alcohol party requires police response.

Substance Abuse Task Force 18

Review of and modification of revised recommendations

MARCE

Community Services Commission

Public Safety Commission

Irvine Unified School District Staff Development Day

Brywood Elementary School

Planning Commission

SAFE COMMUNITY TASK FORCE TESTIMONY SOCIETAL FACTORS

February 24, 1993

Gary L. Yates, MA, MFCC
Senior Program Officer
The California Wellness Foundation
(818) 593-6600

Introduction

Violence has become a public health problem of severe magnitude, exacting a heavy toll on the lives and well-being of individuals and communities throughout California and the nation. Fortunately, many health practitioners have recognized that violence is a public health problem that requires their attention. The Centers for Disease Control and the Maternal and Child Health Bureau have led efforts for violence prevention at the federal level, and the Department of Health Services has taken important steps in violence prevention in California. However, despite these positive steps the absence of effective policies to prevent violence continues to create tremendous human and financial loss. Research, problem documentation and policy initiatives are lacking on a local, state and federal level, at a time when many communities are in chaos grappling with the costs and consequences of violence. In addition, those who are most at risk have often not been invited to be part of the solution.

In order to discuss violence and its prevention, it is important to have a working definition of what we mean by violence. Personal violence is the intentional use of physical force against another person or against oneself, which either does or easily could result in injury or death. Violent or "intentional" injuries are inflicted upon the self (suicide and suicide attempts) or upon others (homicide, assault, abuse [child, spousal, partner, elder], and rape. Societal violence is a consequence of oppressive environments and systems, within which an individual's or a group's fight for survival all too often erupts in interpersonal or self harm.

In 1991, California led the nation with more than 3,000 homicides, and the murder rate is escalating in many of the state's communities. Forms of interpersonal violence -- including assaults, child and elder abuse, domestic violence, rape, sexual assault and suicide -- have reached alarming proportions. Homicide is taking a particularly high toll on California's youth. It is the second leading cause of death among those age 13 to 19 and the number one cause of death in the 20 to 24 age group.

While individuals fight and bleed, they are enmeshed in social systems which foster the fighting and bleeding. Fundamental imbalances in American society are at the root of violence. Racism, classism, sexism, and an extraordinary disparity between "haves" and "have-nots" create a system of oppression where the fight for life and livelihood is often expressed through violent acts. Rage and alienation can distort the value placed on human life, and routine exposure to murder, assault and self-harm desensitizes people to the horror of violence.

Most people will grant that the causes of violence and violent injuries probably differ across the

various contexts in which violence occurs. Even within a single, seemingly homogeneous context, however, the causal mechanisms leading to injury are many and complex.

For example, consider the case of a young man killed in a drive-by shooting in the context of gang violence. Calls for increased efforts to suppress gangs or to apprehend and punish those who commit such violence often follow such tragedies. Implicit in this reaction is the assumption that such tragedies occur because gangs are not being sufficiently suppressed or that current punishments are not sure enough or severe enough to deter such violence.

Many other factors, however, are involved in the causal chain leading to that young man's being killed in that place in that way. In no particular order of importance, these other factors might include the following: ready access of the perpetrators to highly lethal weapons; the illicit trafficking in drugs by gang members; the lack of alternative ways for gang members to develop self-esteem of vulnerable adolescents, help them resist the lure of drugs, or at least give them the means to move away from highly violent neighborhoods; a culture that glorifies violence as a means of attaining desired ends; childhood experiences among the perpetrators of the killing that contribute to the adoption of violence and aggression as an appropriate behavior pattern; and the dearth of useful information and guidance for community members about controlling gang violence.

The complexity of the causes of violence and violent injuries has several important implications. First, it implies that no single, comprehensive solution will prevent all violence or even all incidents of a certain type of violence. In the example just cited, increasing police efforts to suppress gangs might contribute to the prevention of gang violence in the short term. But such efforts will not prevent all gang violence, as long as the other contributing causes that are mentioned are not addressed. Those who seek to identify the one "real" cause of a particular type of violence (in order to design the one, comprehensively effective preventive intervention) will inevitably be disappointed, since no single factor is a necessary component in the etiology of all injuries due to violence.

The risk of violent injuries particularly from interpersonal violence, has been clearly associated with certain large-scale social problems such as poverty, racism, sexism, unemployment, and a lack of educational opportunities. In the long-term, progress toward reducing these social ills would result in substantial reductions in the burden of violent injuries in this society. For this reason, and many others, these social issues must be addressed. Given the many potential points of opportunity for preventing violence, however, coupled with the need for immediate action to reduce current levels of violent injuries and deaths, we need not -- and should not -- wait to take action until we have solved these large-scale social problems.

Until recently, the country has turned to the criminal justice system to take care of violence in America. Funding for the criminal justice and prison systems has continued to increase and the United States now has the highest rate of incarceration in the world. Perversely, increases in incarceration have been accompanied by increases in homicide, assault, suicide, family violence and child abuse. The task of treating intentionally broken bodies falls to the staffs of overcrowded emergency departments and trauma centers. Leaving the problem of violence in

America to the criminal justice system and emergency departments means that the problem is addressed after it occurs. This is backwards. It is time to build models for pro-active violence prevention.

The public health approach which considers host, agent and environmental factors in the design of preventive interventions can play a major role in helping increase the public's understanding of the need for prevention programs that are cost efficient and effective. This is especially true if the goals of prevention programs are directed toward the antecedents of high-risk behaviors rather than on presenting symptoms. The antecedents of violent behavior among youth (racism, economic and educational deprivation, exposure to violence, and oppression) are known and can be addressed by targeted programs. Key factors of promising prevention strategies are also known and include one-on-one individual attention, involvement of parents, focus on schools to provide basic skills and health services, and community wide, multi-agency approaches. Because the public health approach has a focus on outcomes, the flexibility to develop strategies across disciplines and programs is facilitated. Increasing resources for effective violence prevention programs must be a public policy priority if the current trend of increasing violence among youths is to be reversed.

Societal Factors in Irvine (Gangs and Violence)

The gang related shooting at Stonecreek Plaza that left two youth wounded was the catalyst for the work of the Safe Community Task Force. However, the issue of violence and the Irvine community is much larger than this one incident. In the latest issue of the Irvine World News, a shooting at a local nightclub, two armed robberies and a shooting at the Irvine Spectrum that resulted in a homicide were noted. None of these incidents involved young people or gangs.

A number of societal factors impact on violence in this community. There can no longer be any doubt that heavy exposure to televised violence is one of the causative factors of aggressive behavior, crime and violence in our society. Television violence affects youngsters of all ages, of both genders, at all socioeconomic levels, and all levels of intelligence. In one study of 180 hours of programming, a total of 1,846 individual acts of violence; 175 scenes in which violence related in fatalities; 389 scenes depicting serious assaults; 362 scenes involving gun play; 673 depictions of other physically hostile acts and 226 scenes of menacing threats with a weapon were observed. Violence remains a pervasive, major feature of contemporary television and the need for an industry adopted code of practice is recognized by more and more consumer protection organizations.

The issues of parental involvement and the use of teen's discretionary time which are mentioned in the announcement of tonight's meeting are clearly important. As the U.S. society moved from an agrarian economic base to industrial to high tech/informational and as more families have both parents working or are headed by working single parents, less time for parental involvement in the lives of their children is available. In addition, the day in which the family's livelihood, and in fact survival, depended in part on the work of the children (structured time) is long past. In addition, many parents erroneously believe that less involvement is needed during adolescence. To the extent possible, programs that would promote increased parental involvement with youth would be an important component of a violence prevention strategy.

A major study has recently been conducted that points to the large amount of discretionary time that many teens in the U.S. have and the high correlation with at-risk behavior. Creating opportunities for young people to become involved in structured, purposeful activities is again an important violence prevention strategy.

Most important in the Irvine community is the societal factor of exclusion. Many young people in Irvine feel excluded and isolated. Opportunities at local high schools include sports and extracurricular clubs but don't begin to include all youth. The need to experience belonging to a peer group and the development of an adult like identity are key factors in a successful adolescence (the transition from childhood to adulthood). When young people are excluded from legitimate groups, gang involvement can be a solution.

The experience of exclusion that so many youth in Irvine have is exacerbated by racial and ethnic insensitivity. Many African-American youth in Irvine feel isolated as indicated by a recent article in the O.C. Register (2/16/93) in which an African-American 16 year-old girl expressed her shock at the low number of such youth at Woodbridge High School; "I walk in and I expect to see more people like me, right? And I look around and I say, where's the black people? Is just me? I actually counted: There was one. There was two."

The lack of representation of Blacks and Latinos on the Task Force as it was originally composed is one example of the need for conscious-raising about racial and ethnic sensitivity in Irvine. The School Board and City Council are to be commended for expanding the Task Force and increasing its diversity but this issue is one of the key societal factors at the core of youth violence and must be addressed.

"Labeling" and "stereotyping" are two other societal factors that exacerbate the experience of exclusion for many Irvine youth. As Anthony Borbon said in his testimony to the Task Force, "not every teen wearing a Raiders jacket and hat is a gang member." A recent L.A. Times article by a Latino teen who was a LAPD Explorer Scout reinforces this message by describing an incident where he and some friends were harassed by police because of the clothes they were wearing. As Gabriel Silva states, "Not everybody who looks Latino and wears loose shirts and pants is a punk (the word used by the police in the encounter)."

This type of stereotyping is also present when at-risk youth who apply for a job and list an alternative high school like Self are not hired. This does take place in Irvine and was expressed as a problem by one of the Task Force members in a discussion with a member of the Chamber of Commerce at a recent Task Force meeting.

The other major societal factor that is clearly associated with increasing violence in Irvine is the availability of guns. The Irvine Police Department indicates that guns are more common place than ever. Nearly every week officers confiscate guns from motorists, investigate burglaries in which guns were stolen, or respond to reports of shots being fired. As Dana Parsons in a recent L.A. Times article wrote, violence is very much a part of our culture and was a part of his adolescence as well. What has changed is the lethality of violence because of the proliferation of guns.

In summary, social factors that impact on gang involvement and violence in Irvine include media portrayals of violence, decreasing parental involvement and increasing discretionary time for youth, exclusion of many youth, racial and ethnic insensitivity, labeling and stereotyping of youth and the availability of firearms. As the Task Force looks at causes and solutions, all of these and more must be considered. Snap judgements and conventional wisdom about what to do should be avoided. A good example of what not to do recently occurred in Ventura County where dress codes banning "gang associated" clothing, armed security guards on campuses and closed campuses for the high schools have been instituted following the murder of a high school youth as he walked home late at night. Nothing was done to address the issue that one 16 year-old raised about high racial tensions between Latino, African-American and Euro-American students. He said, "Its not a gang thing, its a race thing".

There is not one shred of evidence that the type of action taken in Ventura County will reduce violence in the community. There is no convincing evidence that law enforcement suppression of youth gangs works to reduce community violence. In fact in Los Angeles, where a law enforcement war on gangs has been ongoing, gang-related homicides were up 15 percent last year. It is interesting to note that in the South Central area under the Crips and Bloods truce saw a 30 percent drop in such deaths.

What can the community of Irvine do? Some important steps have already occurred. The recent School Board decision to broaden the vocational focus in high school will help include more youth in the academic process. The IPD program of officers engaging in "rap groups" at local high schools is an important component of a community-based law enforcement approach. We have recognized that we have a problem with violence and established the Task Force. The Task Force has scheduled a special session to have youth address it with their concerns and ideas and there are conflict resolution, ethics and ethnic sensitivity curriculum being discussed.

The most important thing we as a community can do is recognize the complexity of the causes of violence. If the causes are complex, and they are, then so also are the solutions. For a community to prevent violence, all segments must be included in the process -- including high risk youth. In addition, all aspects of the problem no matter how painful, must be discussed openly and forth rightly. Racism, exclusion and hate crimes do exist here. They will have to be addressed if this effort is to be successful.

ASPEN DECLARATION ON CHARACTER EDUCATION

- 1. The next generation will be the stewards of our communities, nation, and planet in extraordinarily critical times.**
- 2. The present and future well-being of our society requires an involved, caring citizenry with good moral character.**
- 3. People do not automatically develop good moral character; therefore, conscientious efforts must be made to help young people develop the values and abilities necessary for moral decision making and conduct.**
- 4. Effective character education is based on core ethical values which form the foundation of democratic society, in particular, respect, responsibility, trustworthiness, caring, justice and fairness, and civic virtue and citizenship.**
- 5. These core ethical values transcend cultural, religious, and socio-economic differences.**
- 6. Character education is, first and foremost, an obligation of families; it is also an important obligation of faith communities, schools, youth and other human service organizations.**
- 7. These obligations to develop character are best fulfilled when these groups work in concert.**
- 8. The character and conduct of our youth reflect the character and conduct of society; therefore, every adult has the responsibility to teach and model the core ethical values and every social institution has the responsibility to promote the development of good character.**

A Few Words From Aspen Participants...

"Our society has to do a much better job of taking care of its children. The conference has energized me to take the matter of character education as a higher priority for Family Services of America and to increase our efforts to become more involved with family and school programs. I intend to urge other human service organizations to join this effort and make character education a priority." — Geneva Johnson, president and CEO of Family Services of America and chair of Leadership 17, an association of the nation's 17 largest human services organizations.

"The progress we made and the potential for impact is impressive by any standards. I was especially encouraged to discover how willing the youth service organizations were to find new and more effective ways of reinforcing their efforts to develop good character in their members." — Dr. David Brooks, president, Thomas Jefferson Center, Pasadena, CA.

"The Declaration is an important achievement. It is our hope that parents, schools, religious and other human service organizations will renew their commitment to guide and support the character development of our young people." — Gary Edwards, president, Ethics Resource Center.

"This issue is of vital importance and I want to be sure we do our share. I want to work more closely with other youth service organizations on specific activities to foster character education." — Mary Rose Main, National Executive Director of the Girl Scouts of U.S.A.

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Curriculum and Instruction

TEACHING MORAL VALUES

We believe there are universal moral values, those associated with “should” or “ought”, to which people in all successful civilizations subscribe. These values serve as the basis for ethical behavior across all societies and all major religions. In a public education setting, therefore, we believe it is appropriate to foster and promote such ethical values and principles. Though not inclusive of every commonly accepted moral value, the list below, endorsed by the Board of Education, has been developed to include values that are powerful and important-to-life.

Honesty	<i>Conducts human interactions in a fair and straightforward manner; tells the truth; does not cheat, steal, or intentionally mislead; behaves in a manner consistent with one's professed values and ideals (integrity)</i>
Responsibility	<i>Accepts responsibility for the foreseeable consequences of one's actions, reactions, choices, and goals; demonstrates an active commitment to the welfare of others</i>
Compassion	<i>Demonstrates sensitivity and a decent measure of caring and concern for fellow human beings; exhibits generosity and love</i>
Perseverance	<i>Continues the pursuit of goals in the face of adversity; demonstrates a willingness to work (diligence)</i>
Respectfulness	<i>Holds one's self, each other person, and the environment in high regard; acknowledges the inherent value in each human being and each living thing; honors the rights of others to be autonomous and to be treated with dignity (Not to be confused with an insistence that one is entitled to someone else's respect)</i>
Cooperation	<i>Interacts with others in a mutually beneficial way; seeks thoughtful and peaceful ways of resolving conflict</i>
Civic Duty	<i>Respects the principles of representative democracy; expresses informed views; participates in the democratic process; observes rules and laws; demonstrates a commitment to the public good</i>
Courage	<i>Demonstrates a willingness to act positively on a moral value even in the face of potential personal loss; a willingness to take calculated risks to achieve a positive result (Not to be confused with aggressive physical or emotional behavior)</i>

The real test of the effectiveness of any moral education effort will be its impact on the decisions students make. In the final analysis, we want our students to routinely make ethical choices -- choices distinguishing what should be done, from what can be done.

DW/lb

4/23/92

