

Report of a Citizens Committee

II. FINDINGS

A. EVIDENCE ARISING FROM THE STUDY OF THE BERKELEY PUBLIC SCHOOL

The following sections sample the main findings of the Committee. The various studies and subcommittee reports, as well as the bibliography, are found in the Appendixes and merit careful study.

Early in the study the Committee adopted a working definition of de facto segregation: De facto segregation exists in any school whose white-nonwhite ratio varies significantly from the same ratio of the District as a whole. The Committee did not attempt to establish exact percentages or quotas in adopting this definition, but left it for reasonable men to recognize de facto segregation where it exists.

1. Racial Composition of the Schools

Although the city-wide racial distribution (1960 census) was:

73.8% Caucasian                      19.6% Negro                      6.6% other non-Caucasian

the racial distribution of school children in the District (November, 1960) was:

60.3% Caucasian                      32.0% Negro                      7.7% other non-Caucasian

The racial distribution of school children in the District (October, 1963) is:

54.0% Caucasian                      37.3% Negro                      8.7% other non-Caucasian

Table I on the following page shows the racial percentages in Berkeley public schools. Only three elementary schools, one junior high school, Berkeley High School and McKinley Continuation School have enrollments where the racial balance approaches that of the District as a whole. The other fourteen elementary schools and the other two junior high schools are, therefore, de facto segregated.

RACIAL DISTRIBUTION IN THE BERKELEY SCHOOLS (Fall, 1963)

Racially Integrated Elementary Schools

	Caucasian	Negro	Oriental	Enrollr
Jefferson	58.9%	13.2%	27.0%	742
LeConte	" 52.4	" 37.3	" 10.1	485
Washington	" 46.6	" 30.0	" 20.0	616
TOTAL				<u>1843</u>

Predominantly Caucasian Elementary Schools

	Caucasian	Negro	Oriental	Enrollr
Cragmont	92.6%	1.7%	5.7%	632
Cragmont Prim.	" 92.8	" 0.7	" 6.5	154
Emerson	" 95.6	" 0.6	" 3.5	315
Hillside	" 96.9	" 0.5	" 2.6	384
Hillside Prim.	" 95.9	" 0.5	" 3.6	197
John Muir	" 97.3	" 1.7	" 1.0	411
Oxford	" 93.4	" 0.6	" 5.4	332
Thousand Oaks	" 95.1	" 2.5	" 2.2	590
Whittier U. E.	" 85.1	" 4.5	" 9.3	463
TOTAL				<u>3478</u>

Predominantly Non-Caucasian Elementary Schools

	Caucasian	Negro	Oriental	Enrollr
Columbus	23.7%	72.6%	3.1%	780
Franklin	" 27.1	" 61.8	" 10.1	859
Franklin Prim.	" 21.3	" 75.5	" 2.1	143
Lincoln	" 0.9	" 96.8	" 1.7	775
Longfellow	" 6.9	" 89.0	" 3.0	933
TOTAL				<u>3490</u>

Total Berkeley children in integrated elementary schools: 1843 (21.0%)  
 Total Berkeley children in segregated elementary schools: 6968 (79.0%)

Racially Integrated Junior High School

	Caucasian	Negro	Oriental	Enrollr
Willard	45.6%	45.5%	7.9%	1024

De Facto Segregated Junior High Schools

	Caucasian	Negro	Oriental	Enrollr
Garfield	85.0%	4.8%	9.8%	1414
Burbank	" 14.5	" 76.0	" 9.3	1104
TOTAL				<u>2518</u>

	Caucasian	Negro	Oriental	Enrollr
Berkeley High School	" 57.3%	34.2%	8.1%	3193
McKinley Continuation	" 47.2	" 50.0	" 2.1	144
TOTAL				<u>3337</u>

TOTALS FOR DISTRICT: Caucasian 54% Negro 37.3% Oriental 8.0% 12033

### 3. Intelligence and Educational Achievement

Recent information on intelligence and educational achievement of Berkeley school children is available from tests given under a statewide program in October and November, 1962. Results of the tests were presented in a report to the Board of Education on March 5, 1963 and the Committee has carefully studied this Report (Singer Report).

Mean intelligence scores for all Berkeley schools were at or above the middle range (90-109), as shown in the next table. <sup>3</sup> (Intelligence tests are set so that the national average is about 100.)

TABLE II

#### MEAN INTELLIGENCE TEST SCORES OF FIFTH GRADE STUDENTS

90-99	100-109	110-119
Columbus	Emerson	Cragmont
Franklin	Jefferson	Hillside
Lincoln	LeConte	John Muir
Longfellow	Washington	Oxford
	Whittier	Thousand Oaks

Three points should be stressed with regard to these results:

- a. Mean scores in all sections of the city show ability for at least normal achievement. Studies (Science, November 1, 1963, pp. 558-59) have failed to show inherent racial differences in intelligence. Differences in socio-economic background and educational opportunity have made exact comparisons of intelligence impossible. Even with these social differences, it is clear that all races show widely overlapping distribution of intelligence scores.
- b. The mean scores in the lower group are probably under-estimations of intelligence, since the tests cannot avoid reflecting somewhat attitudes and cultural factors. For example, "With reference to low scores at Burbank, Mr. Singer related his experience in giving individual intelligence tests to a few children at Burbank who had scored very low on group tests. With a more relaxed situation and sensing his attitude of friendly encouragement and real interest in them, they were able to raise their test scores as much as 20 points. The counselors at Burbank say they see in the group testing there a very negative attitude on the part of many of the students, a lack of interest and motivation. Many of them are simply overwhelmed with testing and really don't try to take the tests, so the test results must be understood in this light. When it is

necessary to test thousands of students in a few hours, it is impossible to give individual tests. Therefore, it is necessary to overcome the negative attitude of students toward testing." 4

- c. There is considerable scatter of scores at each school, so that each school has some students testing well above the middle range, and each has some student with scores below the middle range. Citing averages should not make one lose sight of the individuals of outstanding ability at each school.

Educational achievement, however, is found to differ much more widely among the Berkeley schools than the intelligence scores would seem to predict. The differences are especially noticeable in tests of language achievement, as shown in the next table: 5

TABLE III

SCHOOLS CLASSED BY MEAN SCORES OF FIFTH GRADERS ON LANGUAGE ACHIEVEMENT TESTS

<u>One year or more below grade level</u>	<u>One year or more above grade level</u>	
Columbus Franklin Lincoln Longfellow	Cragmont Emerson Hillside John Muir	Oxford Thousand Oaks Whittier

"Attention is now directed to those schools in which the scores on language skills are alarmingly low. A perusal of individual student scores indicates that this is not consistently a function of intelligence, allowing us to make the assumption that cultural disadvantages and lack of intellectual stimulation play significant roles." 7

A comparison was made between language achievement of fifth graders from Cragmont, Hillside, John Muir and Oxford on the one hand, and Lincoln and Longfellow on the other hand, taking only children whose intelligence test scores were in the middle range (90-109). In the first group of schools, 75% of these children were at or above fifth grade level in language achievement, and only 11% were not up to fourth grade level. In contrast, among Lincoln and Longfellow fifth graders with intelligence scores in the middle range, only 25% were at or above fifth grade level in language achievement, and 45% were not up to the fourth grade level.

The Committee concludes that children of equal basic ability are not learning language skills as well in those schools that have a large Negro enrollment as in the schools with a predominantly Caucasian enrollment. Language achievement is basic to further education and to economic and social success. The large discrepancies between the results achieved at different schools represent, therefore, a serious challenge to the concept of equality of educational opportunity.

At the junior high school level, too, there are striking differences in achievement scores among the three schools. The following table shows eighth grade results for reading, writing and arithmetic, in comparison to national standards based on forty-three schools throughout the country. (The scores are given in percentiles --100 is best and 0 is worst.)

TABLE IV  
MEAN PERCENTILE SCORES OF EIGHTH GRADERS IN COMPARISON WITH  
A NATIONAL SAMPLE <sup>8</sup>

	<u>Reading</u>	<u>Writing</u>	<u>Arithmetic</u>
Burbank	16	19	17
Garfield	99	96	99
Willard	79	70	72
Entire District	88	89	90

The differences in achievement can be pointed out in the following way: the 25th percentile at Garfield (students three-quarters of the way down from the top at their school) do much better on all three tests than do the 75th percentile at Burbank (students one-quarter of the way down from the top at their school).

For the District as a whole, the results on the reading test show the upper quarter of Berkeley eighth graders to be in the top 1% nationally; the upper half in Berkeley are in the top 3% nationally; but the lower quarter in Berkeley are in the bottom 14% nationally. Clearly, the upper half at Berkeley are achieving extremely well, but the bottom quarter are doing very poorly on a national basis.

The Committee found that certain suspected factors could not be held responsible for these striking differences in achievement. The schools in different

parts of the city do not differ importantly in class size or in adequacy of school buildings. Furthermore, the teachers in the different areas of the city do not seem to differ in qualifications, dedication to their task, or in rate of turnover.

Among the factors causing the differences in achievement, cultural differences in the homes are undoubtedly responsible in part. Probably the differences in achievement also reflect in part different attitudes held by both teachers and students in different parts of the city. One teacher said, "This is the final aspect of attending segregated schools. The trouble is that our children are measured against themselves. Their IQs are not channeled into ability to take tests, because that is not as important as some of the other things in their lives." 9

The information in Table V below permits comparison of groups that were equivalent at elementary schools and that then went either to a predominantly Caucasian junior high school or to a relatively integrated junior high school. The two groups chosen for comparison were both excellent in intelligence and achievement in elementary schools, as can be seen from the first three lines in the table.

TABLE V  
ACHIEVEMENT OF CRAGMONT AND JOHN MUIR STUDENTS AT BERKELEY  
HIGH SCHOOL

<u>Grade Level and Test</u>		<u>Cragmont via Garfield Test Scores</u>	<u>John Muir via Willard Test Scores</u>
L5	I. Q.	123	126
L5	Reading	6.6	6.5
H5	Language	6.6	6.8
11th	SCAT *	302 (98%ile)	303 (98%ile)
11th	Reading	317 (99%ile)	310 (99%ile)
11th	Math	286 (98%ile)	294 (99%ile)
11th	Writing	297 (99%ile)	300 (99%ile)

\* School and College Ability Tests

TABLE VIII

PERCENTAGE OF LEADERSHIP ON BOARD OF CONTROL AT BERKELEY HIGH SCHOOL

	<u>Spring '62</u>	<u>Fall '62</u>	<u>Spring '63</u>
From Burbank	6%	16%	6%
From Garfield	76%	61%	56%
From Willard	18%	22%	39%
Pom-Pom Girls	4G, B1, W1	4G, 2W	3G, 2W, 1B
Yell Leaders	3G, B1, W1	4G, 1W	3G, 2W

The percentage of leadership for all three semesters: Burbank - 9%, Willard - 27%, and Garfield - 64%. While Garfield is the largest of the three junior high schools in the city, it would appear that its proportion of graduates in office on the Board of Control at Berkeley High School is excessively large.

While the Board of Education has abolished all official connection between Berkeley High School and social clubs, these clubs continue unofficially. "Many students and teachers feel that social clubs have a bad effect on the school and upon the students who are 'segregated' into these clubs," 20 reports one teacher. Apparently the social clubs among Berkeley High School students follow an almost exclusively racial pattern, which helps confirm the internal segregation which already exists.

The Garfield Subcommittee reported, "Children in elementary schools that do not have non-Caucasians have little opportunity to be with them through school activities. There are few inter-school events. When Cragmont has a play-day, it is with Thousand Oaks. When the Garfield basketball team goes to Burbank, the Garfield boys feel uneasy at being in a Negro environment." 21

It may be concluded from these samples of the total evidence that extra-curricular activities are not being used in a serious and sustained way to overcome the ill effects of de facto segregation in the schools.

7. Teacher Hiring, Placement, Attitudes. Orientation

The place of the teacher in the educational system is crucial and the role of the teacher in furthering or retarding the influences of segregation on school children cannot be over-estimated. The matter of teacher hiring and placement has been before the Board of Education for some years now. In June, 1963 the Superintendent of Schools made a report to the Board on the continuing implementation of "Inter-Racial Problems and Their Effect on Education in the Public Schools of Berkeley, California" (the Staats Committee Report). Included were the following figures on racial distribution of certificated staff: 22

TABLE IX

TREND IN RACIAL DISTRIBUTION OF BERKELEY'S CERTIFICATED STAFF,  
1959-60 to 1962-63

<u>Staff Members</u>	<u>1959-60</u>	<u>1960-61</u>	<u>1961-62</u>	<u>1962-63</u>
Negro				
1. Number	45	50	62	76
2. Percent	7.3	8.4	8.6	10.3
Oriental				
1. Number	21	23	29	32
2. Percent	3.4	3.9	4.0	4.4
Total Non-Caucasian				
1. Number	66	73	91	108
2. Percent	10.7	12.3	12.6	14.7
3. Annual Increase		10.6	24.7	18.7
4. Percentage Increase Since 1959-60		10.6	37.9	63.6



1962-63

<u>School</u>	<u>Negro</u>	<u>Oriental</u>	<u>Total</u>
Columbus	2	2	4
Cragmont	1	1	2
Cragmont Primary	0	0	0
Emerson	1	1	2
Franklin	6	3	9
Franklin Primary	1	0	1
Hillside	2	0	2
Hillside Primary	0	0	0
Jefferson	2	3	5
John Muir	0	0	0
LeConte	1	1	2
Lincoln	7	3	10
Longfellow	8	1	9
Oxford	0	1	1
Thousand Oaks	1	0	1
Washington	2	3	5
Whittier - U. E.	1	1	2
On Leave	3	3	6
Burbank Junior High School	15	1	16
Garfield Junior High School	3	1	4
Willard Junior High	3	1	4
Berkeley High School	7	2	9
McKinley Continuation	1	0	1
<b>Totals</b>	<b>65</b>	<b>26</b>	<b>91</b>

It would appear that progress toward the Board's policy of employment of teachers without regard to race, color, or religion is being made. The Board's policy of balanced racial distribution in teacher placement, the Report noted, "was not being fully practiced by the personnel office." 23

With regard to teacher attitudes toward persons of other race, color, or religion, "applicants are informed of the inter-racial nature of the city during the (hiring) interview and an attempt is made to find out if they have prejudice. If an applicant says he is prejudiced and asks for a Caucasian school, he is not hired. The goal is to hire people who could serve any school." 24 It is, of course, difficult to determine in an interview whether or not a prospective teacher is racially prejudiced.

A program has been developed to orient new teachers into the interracial problems of the schools. "Staff members are informed, through the Superintendent's Bulletin and special memo, of the Intergroup Education Project's (Fielder Project) offerings and activities. The orientation for new teachers includes the Wells-Takeuchi-Favors panel on intercultural problems." 24 While the orientation is mandatory to new teachers, the other events are voluntary. In 1962-63, 110 of the approximately 700 certificated persons in the district participated in the Intergroup Education Project.

significant that 20 of the 55 (i. e. approximately 36%) were from outside the Berkeley School District. Perhaps additional counseling would be of assistance to these students.

IV. Achievement Groupings (Mrs. Williams)

The sample was taken from the graduating class of June 1962. Out of 703 students, 217 were sampled. The junior high schools were represented as follows:

Burbank	51 students	(23.5% of 217)
Garfield	74	(34% of 217)
Willard	50	(23% of 217)

We looked for the following:

1. Placement in the English track
2. Grade point average
3. Rank in class

The students upon entering Berkeley High School are placed in the English track system. A brief explanation of the system is as follows:

English III	College prep
English III Ra	Some reading problems, normal IQ
English III Rb	Reading and IQ problems
English III Special	Low IQ
Special English	Mentally Retarded

The results of the English sample were as follows:

Burbank	- of 51 students, 13 were in English III (25.5%)
Garfield	- of 74 students, 56 were in English III (75.6%)
Willard	- of 50 students, 29 were in English III (58%)

The results of the grade point sample were as follows:

	<u>Burbank</u>	<u>Garfield</u>	<u>Willard</u>
Below 1	50%	9%	37.5%
Between 1 and 2	50%	54%	37.5%
2 or above	none	36.5%	25%

From the foregoing the rank can be seen clearly.

The 248 students entering L-10 for the spring semester in 1963 included the following:

	<u>Total number of "F"s</u>	<u>With 2 or more "F"s</u>
Burbank	36 and 1 inc., 5 no grades	16 individuals
Garfield	7	3 "
Willard	8	4 "
Oklahoma	2	1 "
San Francisco	2	1 "
McKinley	8, 3 inc.	3 "
Oakland Tech	1, 4 inc.	1 "
Castlemont	2	1 "
Palo Alto	1, 2 inc.	1 "

Membership on the Board of Control (student government) and junior high school of origin

	<u>Spring 1962</u>	<u>Fall 1962</u>	<u>Spring 1963</u>
President	Burbank	Garfield	Willard
Vice-President	Willard	Burbank	Garfield
Secretary	Garfield	Garfield	Garfield
Treasurer	Garfield	Garfield	Garfield
Head Yell Leader	Garfield	Garfield	Garfield
G. A.	Willard	Burbank	Garfield
G. A. A.	Garfield	Burbank	Garfield
Block "B" Rep.	Garfield	Garfield	Willard
Honor Society Rep.	Garfield	Garfield	Willard
Senior Friends	Willard	Willard	Garfield
Rally Comm. Chr.	Garfield	Garfield	Willard
D. M. S.	Garfield	Garfield	Garfield
Class President: H-12	Garfield	Willard	Willard
L - 12	Garfield	Willard	Willard
H - 11	Willard	Garfield	Willard
L - 11	Garfield	Willard	Willard
H - 10	Garfield	Garfield	Burbank
L - 10	Garfield	Burbank	Garfield
Jacket Rep.		Garfield	Garfield

Percentage of Leadership on B. O. C.

Burbank	6%	16%	6%
Garfield	76%	61%	56%
Willard	18%	22%	39%
Pom-Pom Girls	4G, B1, W1	4G, 2W	3G, 2W, 1B
Yell Leaders	3G, B1, W1	4G, 1W	3G, 2W

Percentage of Leadership above for all three semesters

Burbank	9%
Garfield	64%
Willard	27%

Anyone who is eligible and desires to run for an office at Berkeley High School may do so, providing he is qualified. There is a Certificate of Eligibility which one must first fill out. This certificate is the same for candidacy of class officers as well as student body officers. There is a slight difference in that the number of signatures required for nomination is different for each category.

The eligibility certificate requires the candidate to fulfill the qualifications for office. His attendance must be satisfactory and signed by the Attendance Counselor. His citizenship must be satisfactory and signed by the Dean of Girls or in the case of boys applying, the Vice-Principal. The scholarship requirements must be approved by a signature of the counselor.

To run for an A. S. B. H. S. office, one must get the signatures of 150 students. If one is running for a class office, the candidate must get the signatures of 25 classmates. Each must conduct his own campaign until the Election Rally.

At the time of the rally, the candidate must speak before the entire student body and present his platform. The election by secret ballot is held the next day. It is the opinion of the several persons interviewed that a student is elected primarily for his ability and not popularity. The student body is too large for one to be known by all. The presentation at the election rally gives each student an opportunity to decide for himself which candidate is the most capable.

It is very possible to become elected to a class office because of popularity. This may well be the case for the 10th grade class, as most of the students just coming in from the three junior high schools have not had the opportunity to know fellow students in such a short time. Since Garfield has the largest enrollment, the candidate from that school obviously has been known to a greater number of voters and, therefore, has the greatest opportunity to become elected.

As with other classes at the school, the L-10 students choose a representative in each of their homerooms at the beginning of their first semester. These representatives are called into a meeting with the Vice-Principal. They are told of the importance of choosing excellent leaders for class offices. It is their job to nominate students who were officers formerly at the junior high schools. Their permission is requested and then a slate of candidates is submitted to an assembly of the L-10's. Ballots are handed out at the assembly. The candidates for presidency speak; the other office seekers are introduced, and the voting takes place at this time. After this initial push, the students are on their own in subsequent years.

The overall governing body at the school is called the "Board of Control". It is presided over by the President of the student body. It is unpredictable to say what the make-up of the B. O. C. will be from year to year. There is given above a survey of the past three semesters.

In addition to the student body activities, there are many school sponsored clubs, with faculty members as advisors. These clubs seem to have good representation from all the junior high schools.

The yell leaders are also voted in, as are the Pom-Pom Girls. They put on their performance before the entire student body as do the candidates for the various offices.

#### V. Patterns of Continued Isolation as Related to Pre-High School Experience (Mrs. Heck)

There is a definite feeling of students and adults who are familiar with Burbank Junior High School that the children from this school have a stigma attached in the high school situation. This stigma seems to be one of the contributing factors to the continued pattern of isolation of the students who attended Burbank. One Caucasian girl stated that she was not aware of the social club rushing until she reached the high school campus.

In reviewing the participation of the students who attended Burbank on the B. O. C., it seems to be indicated that these students are less popular than students from other junior high schools. This could be an indication that these students continue isolation in their junior high school group for social purposes.

**VI. Information Pertaining to Berkeley High School (Prepared and written by Mrs. Scalapinc**

The information for this report was gathered from interviewing teachers, students, parents, as well as information gathered from attending numerous meetings dealing with school activities in Berkeley.

Teachers definitely feel that most of the problems at Berkeley High School, social as well as academic, are due to the effects of de facto segregation.

Great need to change housing patterns

Greater emphasis put on increasing job opportunities

Better training at lower levels; number one problem with students is illiteracy; teachers feel that careful attention should be given to complete integration from preschool up. Many teachers observe that Caucasian students entering the 10th grade are frightened by the Negro children. Negro children, who also have had little contact with other races, sense this and are upset and bewildered and react in various ways-- usually to their detriment.

Teachers have a real feeling of hopeless about being able to make any significant changes which will really make an impact on this problem after students reach the high school level.

Many parents feel that various teachers and counselors are insensitive to the real problems of student which often stem from cultural differences; often a real antagonism shows toward student or parent if they come to help work out difficulties. They suggest more training in dealing with racial differences.

Many students are sorry there have been no opportunities to know students of other races before they reach Berkeley High School and have suggested rezoning to include the maximum racial participation at lower levels of schooling. They have suggested class projects with pupils of other schools and open registration to fill vacancies.

Many students and teachers feel that social clubs have a bad effect on the school and upon the students who are "segregated" into these clubs.

Teachers are not in favor of upsetting the track system. They feel it would be too difficult to teach if there is too great a difference in performance among students. Greater efforts should be poured into elementary education; the high school reaps the benefits of the elementary education.

Although all of the people I interviewed seemed to agree that patterns are pretty well set by the time students reach the high school and that great emphasis should be put on interracial opportunities from preschool on up, they felt there are some things which will help at the high school level. The following are things stressed by teachers:

1. Need for inservice training for ALL teachers to deal with understanding social differences and problems (perhaps also for office help)
2. Hiring policy which insists on teachers who understand and have knowledge of racial differences. Hire competent people of minority races.
3. A trained social psychologist to help with student activities. There is great need for more effective student activities.