

Don Gerth: An Appreciation

Donald R. Gerth is ending his tenure as president of CSU Sacramento. Having served a total of 45 years with the CSU, including 19 years as CSUS president and eight years as president at CSU Dominguez Hills, he is the dean of CSU presidents. Indeed, Dr. Gerth's entire career has been dedicated to his beloved "people's university."

For the Center and the Capital Fellows Programs, however, Don Gerth rescued the Fellow programs from dissolution and transformed the Center into a nationally respected institution. It is appropriate to remind ourselves of this history.

In June 1984, the voters enacted Proposition 24. Sponsored by Paul Gann of Prop. 13 fame, this initiative sought to restructure legislative rules and procedures. The measure also included a ten percent cut in the Legislature's budget. After the election, the Legislature implemented the budget reduction while launching an ultimately successful challenge to Proposition 24's constitutionality.

The Assembly and the Senate Fellowship Programs were among the first cuts. Enter Don Gerth.

Senator Robert Beverly (R. Manhattan Beach)

knew Dr. Gerth, who had just arrived in Sacramento. The Senator asked a simple question: Would Gerth be interested in taking over the Senate Fellowship Program? The immediate and unequivocal answer was yes. A short time later, Assembly Speaker Willie Brown called with the same request and got the same answer. With the two legislative programs in hand, Dr. Gerth turned to Governor George Deukmejian and soon the Executive Fellowship Program was added.

President Gerth had the vision and initiative to rescue the legislative programs and the Executive

Fellowship Program but he was also quite shrewd. He insured that the fellowships had their own funding and that the university would be a full and equal partner. He also insisted that the fellowship include a strong academic component with the result that the programs today are truly experiential education programs.

President Gerth's actions also created the Center for California Studies as it is today. The Center had been created by Elizabeth Moulds and her colleagues in the CSUS Department of Government

continued on next page

Inside

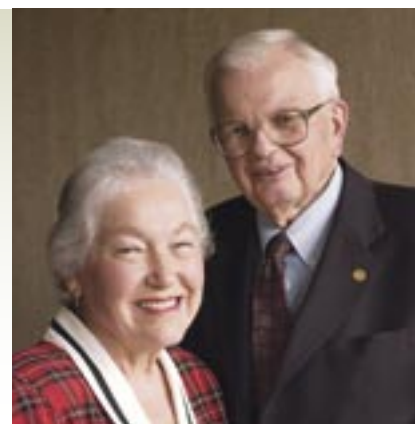
- California Journalism Conference
- Policy Snap Shot
- LegiSchool News
- Featured Alum



Alum Loretta Lynch, page 7

Gerth Tribute & Center Endowment

A tribute dinner for President Gerth will be held May 2, 2003. President and Mrs. Gerth have asked that they not receive a gift from the University. However, they very graciously agreed that if anyone would like to make a contribution in their honor they may do so by supporting the Donald R. & Beverly J. Gerth Endowment for the CSU Sacramento Center for California Studies. For more information, call (916) 278-4433 or visit www.csus.edu/pres/tribute.



President Donald R. Gerth and his wife, Beverly J. Gerth

Don Gerth: An Appreciation

continued from front page

who believed that a state university in the state capital ought to have a particular strength in California government, politics and policies. The Center was still more vision than reality when Dr. Gerth tapped it to administer the fellow programs. That decision gave the Center a stable funding source, visibility, and the infrastructure necessary to move the Center from vision to one of California's premier public policy and interdisciplinary centers.

Don Gerth's actions are a matter of record. Not so obvious was the determination and leadership that was essential to make this happen. Had he been as

cautious and timid as other universities were; had he opted to avoid controversy by not disturbing those who felt the campus should remain disengaged from the state Capitol; had his vision for CSUS been more rigid or conventional; or had his interest and dedication been transitory, there is little question that the fellows would be long forgotten and the Center still housed in a file cabinet.

He has earned the gratitude of all of us here at the Center and all of those that have benefited from the Center's programs. We wish him well.

NINTH ANNUAL

California Journalism Conference

In February, the Center for California Studies and the Sacramento Press Club recognized 14 reporters for their outstanding coverage of California government and politics. After introductory remarks by CSU Sacramento President Don Gerth, the 2002 awards for excellence in print, radio and television journalism were presented by Tim Hodson, executive director of the Center and Lynda Gledhil, president of the Sacramento Press Club.

Four reporters from the *Orange County Register* shared The John Jacobs Award for Print Special Feature/Enterprise Reporting. Kimberly Kindy, Jennifer McKim, Natalya Shulyakavoskaya, and Tony Saavedra conducted a year-long investigation of child-care homes and centers culminating in the special feature "Who's Watching the Children?" Their reporting revealed that children are increasingly placed in danger because of lax enforcement of state regulations and failures to track child-care workers.

Carla Marinucci and Lance Williams of the *San Francisco Chronicle* shared The John Jacobs Award for Print Daily

Coverage for their coverage during the 2002 California governor's race that scrutinized the records and backgrounds of the contenders.

Ina Jaffe of National Public Radio's "Morning Edition" was recognized for excellence in radio reporting for her story entitled "Ten Years after the Riots: The Decline of Black Political Power in Los Angeles." According to Steve Swatt, Ina Jaffe's report on Los Angeles 10 years after the Rodney King riots was an example of "radio journalism at its best."

The award for excellence in television reporting was declared a tie between reporters from KTVU Fox and KPIX CBS. Randy Shandobil of KTVU, and the team of Robbi Peele, Joe Riordan, Hank Plante, Greg Marasso, and Rick Villaroman of KPIX received accolades for their television journalism.

Jon Ortiz of CSU Sacramento won the Katherine M. Macdonald Award for excellence in student journalism for his work at the *Los Angeles Times* on Proposition 51's diversion of auto sales taxes.

Following the awards ceremony Debra Saunders, political columnist for the *San Francisco Chronicle*, and Bob Mulholland of the California Democratic Party matched wits in a spirited debate over whether Republican or Democratic Party ideals hold the key to California's political future.



Ina Jaffe of National Public Radio's *Morning Edition* was recognized for excellence in radio reporting for her story, "Ten Years after the Riots: The Decline of Black Political Power in Los Angeles."

New Partnerships

The Center for California Studies is excited to announce new partnerships with the Center for Southern California Studies (CSCS) at CSU Northridge and the California Legacy Project (CLP) at Santa Clara University. The Center has long informally collaborated with both CSCS and CLP but the new formal partnership will benefit all through regularized exchanges, cooperative ventures and structures.

The Center's partnership with the Center for Southern California Studies represents the attainment of a long-term goal of alternating the site of the annual *Envisioning California Conference* between northern and southern California. The *Envisioning Conference* will now be an equal effort between the Center and CSCS. During even numbered years,

the Center will host the Conference in Sacramento and take responsibility for funding, logistics and two-thirds of the Conference panels and speakers. CSCS will organize a third of the panels. During odd number years, the situation will reverse with CSCS hosting the Conference in Southern California and having primary organizing duties.

The California Legacy Project at Santa Clara University is the university side of the on-going California Legacy Series publication series. The series, published by Heyday Books, reprints California classics as well as new works and anthologies.

History of the Capital Fellows Programs

Elizabeth Austin, a CSUS graduate student of Oral History, is writing the entire history of the Capital Fellows Programs as her thesis. This is a valuable opportunity for the Center to chronicle the development of the Capital Fellowship Programs. The project is well under way. Elizabeth has interviewed many people connected with the programs. Once completed, it will be edited for book format and published.

Elizabeth has already discovered an interesting tidbit shedding light on why the Senate Fellowship Program took longer to come into being than the Assembly Program. The following is an excerpt from an interview with Allen Miller, California State Assemblymember, 1953-1959, who was one of the founders of the Assembly Fellowship Program:

"So I went over and talked to George Miller (in the Senate) about it. I said, 'George, here's a source of brains that can add to our stature and to our findings,' and so on. 'Allen,' he said, 'Oh, your naïveté just astounds me. You buy that? You know what? These kids will be coming up here, will be running against you just as soon as they learn where all the dead bodies are buried... You're just asking some candidate kid to run against you—that's smart.' He said, 'I don't want any part of it!' I said, 'Oh that's a narrow way to look at it. My God, if you can't stand a young, naïve person out of school, with all of your

practical experience how to campaign and how to run your office, and you're afraid of them, I mean, that astounds me that you're so chicken that you won't even take a whirl at it."

Elizabeth's thesis has already proven to be an interesting and important work. Anyone with experiences or thoughts to share about the Capital Fellows Programs can do so with the alumni questionnaire online at www.csus.edu/calst/Programs/alumni.html. We hope to hear from you.

Do you know these Former Fellows?

We've lost touch with the fellows listed below. If you know any of them, please let them know that the Center is interested in hearing what they've been up to—perhaps they would like to have their own copy of the *Californiana* sent to them. Hook the Center up with a lost fellow and we'll hook you up with a lovely Center mug!

Missing Senate Alumni:

Anthony Barcellos, Class of 79-80
Shannon McPhee, Class of 74-75

Missing Assembly Alumni:

Riel Faulkner, Class of 88-89
Lorraine White, Class of 89-90

Missing Executive Alumni:

Peter Blackshaw, Class of 88-89
Amy Verneti, Class of 91-92

2002-03
Capital Fellows





CALIFORNIA INSTITUTE FOR
COUNTY GOVERNMENT



Does “Broken Windows” Law Enforcement Reduce Serious Crime?

Summary of a
California Institute for
County Government
Research Brief

by John Worrall
CSU San Bernardino

Twenty years ago, social scientists James Q. Wilson and George Kelling wrote an *Atlantic Monthly* article explaining their “Broken Windows” theory of crime. They argued that if low levels of disorder and deviance are not prioritized by law enforcement, more serious crime is likely to follow. Thus, one way for law enforcement agencies to be effective in reducing serious crime is to begin by targeting minor problems.

The California Institute for County Government (CICG) undertook a macro-level analysis of the effects of broken windows law enforcement on serious crime in California, controlling for other factors linked to crime, and concluded that Wilson and Kelling were correct: Vigorous law enforcement action against minor crimes can help to reduce the future incidence of more serious crimes.

The broken windows theory of crime seems sensible because it suggests neighborhood crime follows a fairly predictable pattern: when minor offenses such as prostitution or low-level drug dealing are ignored, citizens will begin to feel uncomfortable, perceive their neighborhood as unsafe, and curtail their activities. As citizens begin to

withdraw in this fashion, the community bonds that existed before begin to break down, providing fertile ground for criminal activity.

Researchers, law enforcement professionals, journalists, and elected officials have all expressed an interest in broken windows law enforcement. Some attribute reductions in crime and would-be criminals from incarceration to the strength of the theory. Others express concern that broken windows law enforcement tactics can lead to harassment of the innocent.

Despite the debate, a key question remained unanswered: Does broken windows law enforcement work? CICG’s research controlled for other factors linked to crime. The dependent (or outcome) variable in the analysis was the property crime rate.

Two key explanatory variables included in the analysis were designed to measure the extent of broken windows policing. The first was the “Misdemeanor Arrest Ratio” or the number of misdemeanor arrests divided by total arrests for all felonies and misdemeanors. Consistent with the broken windows thesis, a more aggressive focus on minor crimes

(misdemeanors) would be expected to reduce the rate for serious crimes.

The second key explanatory variable was the “Misdemeanor Filings Ratio,” defined as the number of misdemeanor charges filed divided by the total reported number of crimes. The broken windows theory emphasized the role of *police* activity in reducing serious crime, but researchers should also consider whether charges are filed for misdemeanor offenses.

Misdemeanants can be arrested, jailed, and released without charges. The filing of formal charges by county district attorneys, however, can serve to further increase the consequences associated with minor crime and thereby discourage more serious crime. In addition, the filing of charges can send a signal to would-be offenders that the county does not tolerate minor offenses and treats them very seriously. Thus, the filings variable serves as another “check” on the validity of the broken windows thesis.

Several control variables were also included. These variables fall into three categories: (1) deterrence (2) economic and (3) demographics. These represent the variables, in addition to broken windows law enforcement, that researchers have found are linked to crime rates. Examples include the probability of being arrested

“... MORE ARRESTS FOR CERTAIN TYPES OF LOW-LEVEL MISDEMEANORS CAN REDUCE THE INCIDENCE OF CERTAIN TYPES OF SERIOUS PROPERTY CRIMES.”

for a crime, unemployment and poverty levels, and the number of young men in the population.

Conclusion and Policy Options

The results of this analysis confirm that vigorous enforcement of laws against minor crimes can help to reduce the future incidence of more serious crimes. Specifically, the results indicate that more arrests for certain types of low-level misdemeanors can reduce the incidence of certain types of serious property crimes. Furthermore, the results indicate that charging practices of local district attorneys can also impact crime rates. If DAs prosecute minor offenses more vigorously, a reduction in more serious crimes is likely to follow.

These results take on particular relevance for public policy makers as state crime rates have risen recently, reversing a year-long trend toward lower crime rates. With the knowledge that these broken windows strategies are indeed effective, policy makers considering the implementation or continuation of broken windows law enforcement can do

so with the knowledge that these strategies are likely to be effective in reducing serious crime.

Future Research

To more fully explore the effectiveness of broken windows law enforcement, an analysis of crime rates and law enforcement strategies in individual jurisdictions over time would be required.

The implementation of broken windows may vary between agencies. Thus, the results reported here may suffer from aggregation bias (i.e., lumping all law enforcement agencies in a single county together). However, because of the lack of previous research examining the relationship between policing minor problems and serious crime, using longitudinal data, and controlling for other factors linked to crime, the findings reported here can help test the accuracy of Wilson and Kelling’s theory.

Despite its apparent advantages, broken windows law enforcement has been criticized for the potential costs imposed on communities as a result of the more aggressive policing tactics. An exploration of these costs would be an important next step.

The California Institute for County Government (CICG) is a joint venture of the Center for California Studies, California State Association of Counties, California State University and CSUS.

LegiSchool

LegiSchool is working hard to reverse the troublesome trends of high school students graduating without basic knowledge of the principles of our democracy, an increasing mistrust of government, and a reduction in voting amongst young people. LegiSchool aims to increase civic engagement through Town Hall Meetings and the development of government-related materials for educators.

The LegiSchool Town Hall Meetings give young people the opportunity to visit the State Capitol and engage in matters of public policy with state leaders on issues affecting California. LegiSchool started spring off with a timely and lively Town Hall Meeting on *Protecting California: Keeping the State Safe While Maintaining Civil Liberties*. The meeting offered over 125 students the opportunity to share their thoughts and concerns on state security with state leaders. Panelists included Attorney General Bill Lockyer (D), Senator Deborah Bowen (D-Redondo Beach), and Assembly Members Ray Haynes (R-Riverside) and Sharon Runner (R-Lancaster).

In March, LegiSchool conducted its annual Student Journalism Summit and Student-Run Press Conference. Student participants were selected from LegiSchool's essay contest on SB 1253, a bill signed into law allowing local school districts to maintain their own cell phone policies. The press conference included participation from Senator Liz Figueroa (D-Fremont), Assembly Member John Benoit (R-

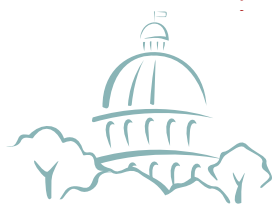
Riverside) and Eusevio Padilla, Legislative Director for Senator Richard Alarcon (D-Los Angeles).

In May, LegiSchool will sponsor its final meeting for the school year, *Science in the 21st Century: Have We Gone Too Far or Not Far Enough?* Students at this meeting will explore stem cell research and human cloning as a potential means to improve the health and quality of life of individuals.

LegiSchool also works towards a better-informed citizenry by developing government-related materials for educators. Working in collaboration with the California Channel, LegiSchool offers teachers free videos and curriculum materials on the basics of government from the initiative process to the legislative process to learning how to vote.

Capital Fellows Alumni Association

The Center for California Studies is organizing an alumni association for former fellows. While the structure of the association is not complete, the Center plans to work with the CSUS Alumni Association to offer many of the same benefits enjoyed by other CSUS alumni and to provide opportunities for former fellows to meet and renew old ties. Stay tuned for more information on joining the Capital Fellows Alumni Association. In the meantime, if you have questions, please contact Robert Gregg at (916) 278-4667 or greggr@csus.edu.



LegiSchool: Engaging Young People In Matters of Public Policy and State Government

Institute for Higher Education Leadership & Policy

In its second year of operation, the Institute for Higher Education Leadership & Policy has taken on a number of projects, including a research report commissioned by the state Senate recommending an accountability framework for California higher education, which was enthusiastically received at a Senate hearing; a statistical study of transfer rates in the California Community Colleges; ongoing research on Latinos in higher education and on how community colleges

balance their transfer and occupational missions; sponsorship of the northern regional policy workshops for the Community College Leadership Development Initiatives (CCLDI); and developmental work on the proposed joint Education Doctorate between UC Davis and Sonoma State University.

A defining characteristic of the Institute is collaboration. Institute projects have been done in partnership with the Goldman School of Public Policy at UC Berkeley, the Depart-

ments of Public Policy & Administration (PPA) and Economics at CSU Sacramento, the Office of the Chancellor of the California Community Colleges, as well as individual CSU and community college faculty across the state.

Institute staff includes Dr. Nancy Shulock, Director; Dr. Miguel Ceja of the PPA Department and Research Specialist Colleen Moore. For more information please see www.csus.edu/ihe.

CENTER FOR CALIFORNIA STUDIES

The Center for California Studies is a public policy, public service, and curricular support unit of California State University, Sacramento, dedicated to promoting a greater understanding of California's history, cultures, governments and public policies.

Tim Hodson
EXECUTIVE DIRECTOR

Daniel Friedlander
DIRECTOR OF GOVERNMENTAL AFFAIRS/
DIRECTOR OF CALIFORNIA SENATE
FELLOWS PROGRAM

Donna Hoenig Couch
ASSOCIATE DIRECTOR/DIRECTOR OF JUDICIAL
ADMINISTRATION FELLOWSHIP PROGRAM

Robbin Lewis-Coaxum
ASSOCIATE DIRECTOR/DIRECTOR OF
JESSE M. UNRUH ASSEMBLY
FELLOWSHIP PROGRAM

Sandra Perez
ASSOCIATE DIRECTOR/DIRECTOR OF
EXECUTIVE FELLOWSHIP PROGRAM

Kolleen Ostgaard
SPECIAL PROJECTS COORDINATOR

Sandra Bernard
ADMINISTRATIVE COORDINATOR

Claire Bunch, Patricia Jackson,
Megan Libal, Don Nahhas,
Shela Schubin
ADMINISTRATIVE SUPPORT STAFF

Marisela Rodriguez
STUDENT ASSISTANT

MAILING ADDRESS

California State University, Sacramento
Center for California Studies
6000 J Street
Sacramento, CA 95819-6081
Telephone: (916) 278-6906
FAX: (916) 278-5199
E-mail: calstudies@csus.edu

www.csus.edu/calst



Loretta Lynch

Loretta Lynch, Assembly Fellow 1983-1984, appointed by Governor Gray Davis, was President of the California Public Utilities Commission from March 2000 to December 31, 2002. Ms. Lynch is one of five Commissioners charged with regulating telecommunications, utilities, and commercial transportation and water companies. Prior to her appointment, Ms. Lynch was the director of Governor Davis' Office of Planning and Research.

What brought you to the Assembly Fellows Program?

I wanted to find something to do. I was unsure about grad school or law school. A professor at USC told me I should try it.

What do you most remember about your Fellow experience?

I have vivid memories. I have some of my best friends from that period of time and I stay in touch with most of the 12 Fellows from my class. One of them was Mike Thompson who is now the Congressperson from Napa. Mike had been a wine maker from Beringer. On Saturdays we'd go to Napa Valley and basically follow Mike around and learn about wine and wine making.

The Fellowship experience gave me the sense that I could do anything. Little did I know how little I knew. And, it was really good to be with a member who was so ignorant about what a fellow was supposed to do. While some legislators promised writing memos and other things, on a whim, I went with an impetuous 29 year-old freshman legislator who invited me to meet with the United Farm Workers in Fresno the next day to learn about pesticides and farm workers. That legislator was Assemblymember Johan Klehs who, I think, still considers me a staffer (which is great actually). He had no staff and he didn't know any better so he let me do all kinds of things. An

independent woman from Independence, Missouri with a freshman legislator who was really eager...it was great.

What effect did the fellowship have on your career?

My Assembly Fellowship experience prompted me to go to law school. In 1983, with neither of my parents being college graduates, I thought having my college degree was pretty cool. I came to Sacramento and the women with careers in the Legislature told me I needed an advanced degree.

As a 21 year-old walking into Sacramento, the fellowship also brought me face to face with the reality of the culture for professional women and sexual harassment in the Legislature in those days. The member I worked for was a perfect gentleman but it was something I had never been exposed to. It was a sobering experience.

Why did you request an Executive Fellow this year?

Because I know the value of Fellows! Fellows are bright, energetic and will work hard. I think it's important to get a fresh perspective. Our current Executive Fellow, Reena Bajwa, has been fabulous.

Any final thoughts?

My career in public service has been a privilege and a blessing. I really do feel blessed for the opportunity.

15th ANNUAL ENVISIONING CALIFORNIA CONFERENCE

Dynamic Diversity: Expanding the California Dream

The 15th Annual Envisioning California Conference, *Dynamic Diversity: Expanding the California Dream*, will be held September 25-26, 2003 at the Universal City Sheraton in Los Angeles.

The Conference will be hosted by CSU Northridge through the Center's partnership with the Center for Southern California Studies.

California is, of course, a land of contrasts. As we celebrate the diversity of our geography and environment, and the richness of our multi-cultural linguistic and religious communities, we remain concerned about the degree of inequality in our state. As the nation's largest state and the world's seventh-largest economy, California's dynamism and diversity make it a bellwether of social and economic trends

in the United States and internationally. It is thus incumbent upon us to consider the consequences of social and spatial inequality and its potential to spark conflict or exact other social and economic costs.

This multi-disciplinary conference will bring together scholars, artists and public officials in order to shed light on the link between cultural diversity and inequality and whether inequality can be reduced by well-designed educational, health-care, technology, and environmental policies.

If you have ideas for panels, speakers or topics, please contact the Center for California Studies (calstudies@csus.edu) or the Center for Southern California Studies (CSCS@csun.edu).

Address Service Requested



California State University, Sacramento
Center for California Studies
6000 J Street
Sacramento, CA 95819-6081
56200101

Non-Profit Org.
US Postage PAID
Sacramento, CA
Permit No. 47