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A Report to the California State Legislature  
Regarding  
The Standard School Crime Reporting Program

AB 2483 (Chapter 1607)  
Penal Code Section 628

For the Year Beginning  
July 1, 1985 and Ending June 30, 1986

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U.S. Department of Justice  
National Institute of Justice

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June 1987

## EXECUTIVE SUMMARY

This report is a summary of data reported by California public school districts in implementing AB 2483 (Chapter 1607) for the school year beginning July 1, 1985 and ending June 30, 1986. In the first reporting period, July 1 through December 31, 1985, 999 out of the 1026 California school districts reported, which represented a 97.4 percent return. In the second reporting period, January 1 through June 30, 1986, 992 out of 1026 districts reported, which represented a 96.7 percent return. The returned school crime data revealed the following:

1. Districts reported a total of 162,734 incidents of crime and violence on school grounds or at school-related events. (See Appendix B for statewide totals.)
2. Of the total incidents reported, 74,700 (46 percent) were crimes against property. The districts reported total losses of \$23,338,028 due to these crimes.
3. Districts reported a total of 60,270 (37 percent) "other" crimes, including acts of violence against students, school personnel, and others on school campuses or at school-related events.
4. Districts reported 27,764 (17 percent) crimes that include incidents of substance/chemical/alcohol abuse, (possession, use or sale thereof) and incidents of possession of guns, knives, explosives, or other items.
5. Of the 15 homicides reported, two involved student victims and one occurred on school grounds in the daytime. The other reported homicides included the discovery of homicide victims on school grounds, although the crime had been committed elsewhere, or homicides committed against adults by adults or unknown assailants in the evening.

### Caveats

We urge that great caution be exercised in making comparisons among counties, districts, categories or population, because this is the first year of the statewide effort to gather data on school crime from a truly divergent school population which contains innumerable variables. The accompanying data comprises the first information available from the crime reporting program. No trends can be inferred because there are no previous data available.

The data may be incomplete since 50 districts failed to report for the first, second or both reporting periods. This lack of reporting occurred despite repeated efforts on the part

of the Department in contacting delinquent districts. Enforcement is a problem because no penalties can be applied against non-reporting districts. A list of the non-reporting districts is in the Appendix. (See Appendix C.)

There is indication that some schools may have underreported the incidence of crime and violence on their campuses to avoid the stigma of being labeled a "high crime campus." For example, a comparison between two large urban districts, both with enrollments of more than 36,000 students and very similar in socio-economic status, shows one district reporting 145 incidents of substance abuse, and the other district reporting only eight incidents. Another nearby large urban elementary district with an enrollment of more than 12,000 students reported no incidents of substance abuse, assaults, assaults with a deadly weapon and sex offenses.

It also appears that there are some initial inconsistencies in reporting data because of the newness of the program and different interpretations of the crime category definitions at the school level. For example, we had numerous telephone and written requests during the first year from school personnel seeking clarification of the definition of the assault category on the report. Although a consistent definition was stated to school site personnel, their questions presented a diverse range of possible interpretations. These inconsistencies should be resolved as the program becomes more established.

#### Recommendations

1. Legislation should be developed to provide sanctions against districts who do not comply with the mandate established by Penal Code sections 628, 628.1, and 628.2.
2. County schools facilities and programs should be required to report the incidence of school crime beginning July 1, 1989.
3. A one-time appropriation of \$30,000 should be made to the Department of Education to evaluate a sample of districts in order to determine the accuracy and consistency of their reporting practices. Also, the Standard School Crime Reporting Program should be added to the Department of Education's Coordinated Compliance Review process, beginning July 1, 1988.
4. An appropriation of \$130,000 should be made to adequately staff the School Crime Reporting Program to ensure timely data collection and analysis.
5. A one-time appropriation of \$50,000 should be made for the purpose of developing a safe school model for the middle grade level.

**APPENDIX A**

California State Department of Education  
Form DSCR-85

# Standard School Crime Reporting Form

For Reporting Number of Incidents of Crime and Violence on School Grounds or in School Programs and Activities

County Code	District Code

Refer to California Public School Directory for code numbers.

Return completed form to  
California State Department of Education  
Office of School Climate  
721 Capitol Mall  
Sacramento, CA 95814-4785

## School District Summary

Pursuant to Penal Code Section 828  
(See the reverse side of this page for instructions and definitions.)

School district	Reporting period (Check one.)					District enrollment				Total dollar loss to district by type of crime
	<input type="checkbox"/> July 1—December 31 <input type="checkbox"/> January 1—June 30					(Report the total district enrollment as of CBEDS' information day during the third week in October.)		Number of incidents, by time of occurrence		
	Number of incidents, by location Report data in the appropriate column in accordance with your school's designation established by governing board resolution					Number of offenders, by student status		Number of incidents, by time of occurrence		
Crime classification, by victim, type, or weapon involved	Elementary school	Middle/Junior high school	High school	Other (Adult school, special education facility, ROP/ROC, etc.)	Total number of incidents	Student (Person enrolled in the school reporting the crime)	Nonstudent (Person not enrolled in the school reporting the crime)	Daytime (from 1 hour before to 1 hour after board-approved school day)	Other time (Evenings, weekends, holidays)	
<b>1. Assault/attack/menace</b>										
a. Against students										
b. Against employees										
c. Against others (Identify)										
<b>2. Assault/attack with a deadly weapon</b>										
a. Against students										
b. Against employees										
c. Against others (Identify)										
<b>3. Homicide</b>										
<b>4. Sex offenses</b>										
a. Misdemeanors (e.g., indecent exposure, obscene phone call)										
b. Felonies (e.g., rape, sodomy, child molestation)										
<b>5. Robbery</b>										
<b>6. Extortion</b>										
<b>7. Substances/chemical/alcohol abuse (Possession, use, or sale)</b>										
<b>8. Possession of weapons</b>										
a. Gun										
b. Knife										
c. Bombs/explosives/firecrackers										
d. Other (Identify)										
<b>9. Property crimes</b>										
a. Arson										
b. Burglary (breaking and entering with intent to steal)										
c. Theft from students (unlawful taking of property)										
d. Theft from school										
e. Vandalism										
f. Other (Identify)										
<b>10. Other (Identify)</b>										
a.										
b.										
c.										
d.										

Explanatory comments

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Certification: I hereby certify that to the best of my knowledge and belief, the data contained in this form are true, accurate, and complete.	Contact person
Signature of district superintendent or designee	Telephone
Date:	

Distribution: Return original to the State Department of Education. Retain copy for district files.

# Instructions for Completing Form DSCR-85

The information requested on this form is required by *Penal Code* Section 628 (Assembly Bill 2483/Chapter 1607, Statutes of 1984), which calls for the collection of data about incidents related to school crimes. The intent of the Legislature is to ensure that schools, school districts, local governments, and the Legislature have sufficient data and information about the types and frequencies of crimes occurring on public school campuses and at school-sponsored activities to permit the development of effective programs and techniques to combat such crimes.

## Completion of the Form

Report information about crimes committed against individuals or property on school grounds or at school-sponsored events. Include incidents reported to school authorities or to law enforcement agencies. All data reported should be based on incidents occurring during the period of the report. Return the district summary of the Standard School Crime Reporting Form (Form DSCR-85) to the State Department of Education by February 1 for the reporting period July 1 through December 31 and by August 1 for the reporting period January 1 through June 30. Send the form to California State Department of Education, Office of School Climate, 721 Capitol Mall, Sacramento, CA 95814-4785.

In completing Form DSCR-85, enter the number of incidents, by location, number of offenders, by student status; and number of incidents, by time of occurrence, for the various categories indicated. Report the total number of incidents of each crime classification in the "total" column. Report for property crimes only the total dollar losses to the district, regardless of any restitution or insurance reimbursement.

## Definitions of Crime Classifications

Use the following definitions of crime classifications in completing this form:

### 1. Assault/attack/menace

- a. *Assault* is defined as "an unlawful attempt, coupled with a present ability, to commit a violent injury on the person of another." (*Penal Code* Section 240)
- b. *Attack* (battery) is the "willful and unlawful use of force or violence upon the person of another." (*Penal Code* Section 242)
- c. *Menace* is an act performed in a threatening manner or done to show intention of harm. (Refer to *Education Code* Section 44014.)

### 2. Assault/attack with a deadly weapon

Assaults or attacks with a deadly weapon are defined as acts or attempted acts by one person on another with the intent to kill, maim, or inflict severe bodily injury with the use of such items as firearms, knives or other cutting instruments; clubs; bricks; bicycle chains; nunchakus; bottles; explosives; acids; fire; and bodily parts, such as hands, fists, and feet. (*Note:* Crimes involving hands, fists, and feet should be included in this category if their use results in serious injury requiring medical care by a health practitioner.)

### 3. Homicide

Homicide is the killing of a person by another person.

### 4. Sex offenses

Sex offenses include an act or attempted act initiated by a person against the chastity, common decency, morals, and the like of another person and accompanied by threat, fear, or danger. The offenses listed on the form are distinguished by severity of punishment, that is, felony vs misdemeanor (Refer to *Penal Code* sections 261, 286, 288, and 647a.)

### 5. Robbery

Robbery is defined as the "taking of property in possession of another, from his person or immediate presence and against his will, accomplished by *means of force or fear.*" (*Penal Code* Section 211)

### 6. Extortion

Extortion is defined as obtaining or attempting to obtain property from another person, with that person's consent, through the wrongful use of force or fear. Usually, extortion does not involve the element of immediate danger inherent in robbery. (Refer to *Penal Code* sections 518 and 519.)

### 7. Substance/chemical/alcohol abuse

Substance/chemical/alcohol abuse refers to the possession, use, or sale of any chemical, alcoholic, or intoxicating substance. Do *not* report the unauthorized use of tobacco in this category, report such incidents in Classification 10, "Other."

### 8. Possession of weapons

Possession of weapons includes the unauthorized presence or use of dangerous weapons, which include, but are not limited to, all kinds of guns, knives, bombs, explosives, and firecrackers. Do *not* report *bomb threats* in this classification; report such threats in Classification 10, "Other."

### 9. Property crimes

Property crimes include arson, burglary, theft, and vandalism, as defined below:

- a. *Arson* means the malicious burning of or attempt to burn property belonging to another, regardless of the value of the property.
- b. *Burglary* is defined as any *unlawful entry* to commit a felony or theft, even though force may not have been used to gain entry. This classification also includes attempted burglary. (Refer to *Penal Code* Section 459.)
- c. *Theft* (larceny) is defined as the taking and carrying away of property belonging to another with intent to deprive the rightful owner of its use, regardless of the value of the property. This classification also includes attempted theft.
- d. *Vandalism* (to school or private property) is defined as the intentional defacing or destroying of school property or another person's property.

### 10. Other

Report the incidence of any other crime in this category, such as bomb threats, trespassing, and loitering.

## Submittal of Form DSCR-85

Districts are to compile the data submitted by the schools and send the aggregated data on Form DSCR-85 to the State Department of Education in accordance with the following schedule:

- For the reporting period July 1—December 31, the district's Form DSCR-85 should be received by the Department no later than the following February 1.
- For the reporting period January 1—June 30, the district's Form DSCR-85 should be received by the Department no later than the following August 1.

Completed forms should be forwarded to

California State Department of Education  
Office of School Climate  
721 Capitol Mall  
Sacramento, CA 95814-4785

APPENDIX B

SCHOOL CRIME REPORTING

STATEWIDE TOTALS

JULY 1, 1985 - JUNE 30, 1986

ENROLLMENT: 4,227,357

Crime classification	Number of incidents, by location					Offender by student status		No. of incidents by occurrence		Total dollar loss to district by crime
	Elementary	Junior high	High school	Other	Total	Student	Non-student	Day time	Other time	
1. Assault/attack/menace										
A. Against students	13,177	19,633	17,430	608	50,848	54,248	2,724	46,088	726	
B. Against employees	814	938	1,130	114	2,996	2,189	669	2,566	165	
C. Against others	170	238	252	22	682	470	214	578	38	
<b>Totals</b>	<b>14,161</b>	<b>20,809</b>	<b>18,812</b>	<b>744</b>	<b>54,526</b>	<b>56,907</b>	<b>3,607</b>	<b>49,232</b>	<b>929</b>	
2. Assault/attack/weapon										
A. Against students	277	564	704	29	1,574	1,460	128	1,420	66	
B. Against employees	53	70	61	4	188	146	29	150	15	
C. Against others	28	9	23	5	65	21	48	41	19	
<b>Totals</b>	<b>358</b>	<b>643</b>	<b>788</b>	<b>38</b>	<b>1,827</b>	<b>1,627</b>	<b>205</b>	<b>1,611</b>	<b>100</b>	
3. Homicide	11	1	3	0	15	2	13	3	12	
4. Sex Offenses	600	824	587	54	2,065	1,205	726	1,594	345	
5. Robbery	332	368	616	29	1,345	892	254	1,035	163	
6. Extortion	112	247	125	8	492	457	37	444	7	
7. Subetance abuse	582	4,265	15,001	348	20,196	18,800	1,123	16,795	1,770	
8. Possession of weapons										
A. Gun	66	164	262	11	503	430	92	439	26	
B. Knife	806	1,460	1,822	48	4,136	3,523	306	3,641	96	
C. Explosives	272	870	788	19	1,949	1,805	104	1,687	51	
D. Other	216	347	407	10	980	904	82	898	37	
<b>Totals</b>	<b>1,360</b>	<b>2,841</b>	<b>3,279</b>	<b>88</b>	<b>7,568</b>	<b>6,662</b>	<b>584</b>	<b>6,665</b>	<b>210</b>	
9. Property crimes										
A. Arson	363	319	565	28	1,275	568	287	590	555	\$11,703,203
B. Burglary	4,641	1,913	3,201	458	10,213	3,413	3,358	1,462	7,756	\$ 2,332,509
C. Theft from students	1,594	3,412	12,260	145	17,411	12,182	878	13,203	1,708	*
D. Theft from school	2,874	1,839	3,533	532	8,778	3,854	1,928	4,022	14,838	\$ 1,574,399
E. Vandalism	18,290	6,531	10,634	1,568	37,023	6,860	6,080	7,010	23,738	\$ 7,727,917
<b>Totals</b>	<b>27,762</b>	<b>14,014</b>	<b>30,193</b>	<b>2,731</b>	<b>74,700</b>	<b>26,877</b>	<b>12,531</b>	<b>26,287</b>	<b>48,595</b>	<b>\$23,338,028</b>
					162,734					

\*Theft from students is not a loss to schools; therefore, dollar loss data is not included.

APPENDIX C

SCHOOL CRIME REPORT - JULY 1, 1985 TO JUNE 30, 1986  
DISTRICTS FAILING TO REPORT CRIME DATA - 1985/86

COUNTY	DISTRICT	ADA	MISSING REPORTS		
			1ST	2ND	BOTH
Alameda	Emery Unified	475	X		
Contra Costa	Oakley Union Elementary	1,400		X	
Fresno	Burrel Union Elementary	138		X	
	Kingsburg Joint Union Elementary	720	X	X	X
	Oro Loma Elementary	220	X		
	Raisin City Elementary	295		X	
Glenn	Hamilton Union Elementary	365	X		
Imperial	Central Union High	3,621		X	
Kern	Fairfax Elementary	940		X	
Marin	Dixie Elementary	1,085	X		
	Kentfield Elementary	600	X	X	X
	Laguna Joint Elementary	23	X		
Merced	El Nido Elementary	151	X		
Modoc	Surprise Valley Joint Unified	219		X	
Monterey	North Monterey County Unified	4,717		X	
Napa	Howell Mountain Elementary	140		X	
Nevada	Ready Springs Union Elementary	370		X	
Placer	Ackerman Elementary	283	X		
	Emigrant Gap Elementary	14	X		
Riverside	Val Verde Elementary	1,150		X	
Sacramento	Center Unified	2,350	X	X	X
San Bernardino	Baker Valley Unified	250		X	
	Lucerne Valley Union Elementary	501	X	X	X
	Oro Grande Elementary	115	X		
San Diego	Bonsall Union Elementary	690	X		
	Carlsbad Unified	5,046	X		
	Grossmont Union High	19,860	X	X	X



COUNTY	DISTRICT	ADA	MISSING REPORTS		
			1ST	2ND	BOTH
San Mateo	Ravenswood City Elementary	3,230		X	
Santa Barbara	Bonita Elementary	60	X	X	X
	Los Alamos Elementary	130	X	X	X
	Solvang Elementary	365		X	
Santa Clara	Montebello Elementary	32	X	X	X
Shasta	Grant Elementary	300	X		
Sonoma	Harmony Union Elementary	400	X	X	X
	Horicon Elementary	90		X	
Stanislaus	Shiloh Elementary	95		X	
Sutter	Marcum-Illinois Union Elementary	115		X	
	Nuestro Elementary	72	X		
Tehama	Antelope Elementary	427		X	
	Corning Union Elementary	1,195		X	
	Evergreen Union Elementary	569		X	
	Manton Joint Union Elementary	68		X	
	Mineral Elementary	25		X	
	Red Bluff Union Elementary	1,796		X	
Tulare	Buena Vista Elementary	110		X	
	Ducor Union Elementary	215	X		
	Sequoia Union Elementary	235	X		
	Stone Coral Elementary	105	X		
	Waukena Joint Union Elementary	180	X	X	X
	Woodlake Union Elementary	1,250	X	X	X
				<u>27</u>	<u>34</u>