Message From the Director

Over the past three decades, the criminal justice field has witnessed an astounding proliferation of statutory enhancements benefitting people who are most directly and intimately affected by crime. To date, all states have passed some form of legislation to benefit victims. In addition, 32 states have recognized the supreme importance of fundamental and express rights for crime victims by raising those protections to the constitutional level.

Of course, the nature, scope, and enforcement of victims’ rights vary from state to state, and it is a complex and often frustrating matter for victims to determine what those rights mean for them. To help victims, victim advocates, and victim service providers understand the relevance of the myriad laws and constitutional guarantees, the Office for Victims of Crime awarded funding to the National Center for Victims of Crime to produce a series of bulletins addressing salient legal issues affecting crime victims.

Reporting School Violence, the second in the series, provides an overview of state laws enacted in recent years to address violence in U.S. schools, particularly those laws concerning the collection of data and reporting of such incidents. This bulletin and the others in the Legal Series highlight various issues affecting crime victims.

Introduction

In 1996, 10 of every 1,000 students ages 12 through 18, or a total of 255,000 children, were victims of serious violent crimes at school or as they traveled to and from it.1 During the 1996–97 school year, U.S. schools reported 4,000 rapes or other types of sexual battery, 11,000 physical attacks or fights involving the use of weapons, and 7,000 robberies.2

Current research shows a decline in school crime and a reduction in the number of guns being carried to school.3 Despite a recent wave of high-profile incidents of violence committed in schools across the United States, statistics show that violent crime—particularly homicide—is relatively rare in our schools.4 Although the number of school-based multiple-homicide events has increased, there still is less than one chance in a million of a school-related violent death.5

In 1994, congressional legislation established National Education Goals for public schools across the Nation. Because crime and violence in schools are so disturbing, one of these goals states that “by the year 2000, all schools in America will be free of drugs and violence and the unauthorized presence of firearms and alcohol, and offer a disciplined environment that is conducive to learning.”6 To achieve this objective, school administrators, parents, criminal justice officials, and community leaders have been called together to develop policies to ensure that every school provides children with a safe and secure place to learn.

State lawmakers have responded by enacting various laws directed at resolving the multifaceted crime issues in our schools. Legislation establishing gun-free school safety zones, enhanced penalties for offenses committed on school grounds, anonymous crime reporting hotlines, and antiviolence curricula for students and school employees are only a few of the measures adopted in the quest to reduce school violence and other disruptive acts.

Status of the Law

Before legislatures can address the full extent of current school violence problems, they must have clear, up-to-date statistical data. Therefore, laws have been developed to ensure timely, accurate reporting of school-based crime.
circumstances in which such laws are applied, emphasizing their successful implementation.

We hope that victims, victim advocates, victim service providers, criminal justice professionals, and policymakers in states across the Nation will find the bulletins in this series helpful in making sense of the criminal justice process and in identifying areas in which rights could be strengthened or more clearly defined. We encourage you to use these bulletins not simply as informational resources but as tools to support victims in their involvement with the criminal justice system.

John W. Gillis
Director

Federal law encourages states to focus on gathering accurate information on school crime. The Safe and Drug-Free Schools and Communities Act of 1994 requires the National Center for Education Statistics (NCES) to collect data to determine the frequency, seriousness, and incidence of violence in elementary and secondary schools across the country. To receive federal funding under the Act for distribution to local school violence reduction and prevention programs, a state must submit the results of a needs assessment for such programs, including data on the prevalence of violence by youth in schools and communities. In addition, states applying for funding must agree to assist the Secretary of Education in a biennial evaluation of the national impact of programs that receive financial assistance.

Compiling reliable statistics related to school violence is useful in many ways. Collecting school crime data can alert school administrators to potentially dangerous trends and to particular students who are at risk. Schools with comparatively high crime rates may seek to improve their ranking by implementing anti-violence programs and policies. Statistical information can also provide schools with the necessary evidence to support a claim for additional resource allocations.

State Statistical Reporting Laws

According to the Annual Report on School Safety: 1998, produced by the U.S. Departments of Justice and Education, about half of the states collect some type of school crime statistics. To comply with the requirements to receive federal funding under the Safe and Drug-Free Schools and Communities Act, several states have passed laws requiring reporting of crimes and/or violent incidents. The scope of these laws varies widely from state to state. Some state laws, such as those in Delaware and South Carolina, are fairly comprehensive and provide detailed procedures for filing incident reports. Other state statutes simply require that incidents be reported, delegating the development of forms and procedures to the state board of education.

Generally, state reporting laws provide guidance as to the types of acts or behavior that must be reported. Some states list specific reportable offenses. Others, like Kansas and Minnesota, require reporting of all felonies, misdemeanors, and incidents involving firearms or dangerous weapons. Several reporting laws cover incidents occurring at school-sponsored functions, on school buses, or on the way to or from school.

Some states have developed standardized forms to be used by schools for reporting purposes. Uniform reporting forms lead to more accurate reporting and make it easier to compare data from different schools. For example, in Minnesota, forms may include information such as a description of the incident; time, place, and surrounding circumstances; information about the offender and the victim (other than their names); cost to the school and the victim; and action taken by school administration in response to the incident.

Several states designate a reporting chain. For example, in Georgia, teachers and/or other school employees inform their school principal of a reportable incident. Typically, the principal then notifies the school district superintendent. In Alabama, the principal’s report must be filed within 72 hours. Finally, the superintendent files a report with the state board of education and, in some states, with local law enforcement.

School violence statistics are often used to promote public awareness and inform parents and students of the safety status of their schools. In Alabama, annual accountability reports prepared by local boards of education must include a School Safety and Discipline Report with statistical information on each school. These reports, which are released to the media and distributed to parent organizations, are available to the public on request. Michigan requires every school board to provide a copy of its most recent report to the parent or guardian of each student annually. Each year, New Jersey school superintendents must report all acts of violence and vandalism to the local board of education at a public meeting. Statistical reports compiled by the Department of Education in Virginia are also open to public inspection.

Annual school crime reports are presented to legislatures in numerous states. These statistics help lawmakers target schools
that have the greatest need for funding and intervention. Once the scope of a problem is determined, legislators can better focus on the most appropriate ways to respond on both state and local levels.

Reporting Criminal Activity to Law Enforcement

Whereas statistical reporting helps in the development of long-term solutions to school violence, laws that mandate the timely reporting of school crime to law enforcement can have a more immediate benefit by helping to restore school safety. Although school districts in South Carolina are only required to report school-related crime to their State Department of Education on a quarterly basis, “school administrators must contact law enforcement authorities immediately upon notice that a person is engaging or has engaged in activities on school property or at a school-sanctioned or sponsored activity that may result or results in injury or serious threat of injury to the person or to another person or his property.”

Several states have passed laws that require school officials to report at least certain types of offenses to local police authorities. For example, Illinois principals must report acts of intimidation and attacks on school personnel in addition to other crimes committed by students. Nebraska school administrators must notify law enforcement agencies of any act by a student that violates the Nebraska Criminal Code. Police in Texas must be informed of specified criminal activities, including terrorist threats, deadly conduct, and possession of weapons, when the activities are committed on school grounds. The list of specific reportable incidents in Virginia’s reporting law is even more inclusive.

Several states have incorporated enforcement mechanisms into these reporting laws. Failure to report violent incidents to a law enforcement agency is a criminal offense—usually a misdemeanor—in several states. Legislating immunity from liability for good faith reporting may also encourage compliance. In South Carolina, for example, a “person affiliated with a school in an official capacity is granted immunity from criminal prosecution and civil liability when making a report of school-related crime in good faith, to the extent that the exposure to criminal prosecution or civil liability arises from the same report of school-related crime.”

Employment protection is provided for school employees in New Jersey who report school violence as required by state law:

It shall be unlawful for any board of education to discharge or in any manner discriminate against a school employee as to his employment because the employee had filed a report. Any employee discriminated against shall be restored to his employment and shall be compensated by the board of education for any loss of wages arising out of the discrimination.

Notification of School Officials of Crime by Student or Employee

Just as states require school officials to report crimes to law enforcement agencies, law enforcement officials are often mandated to notify school districts of the arrest or conviction of a school employee or adjudication of an enrolled student. California police must provide immediate notice in writing or by telephone to the superintendent of schools or to private school authorities where a teacher is employed about the teacher’s arrest for any listed sex offense. In Florida, when a school district employee is arrested for a felony, the arresting law enforcement agency must inform the school superintendent of the arrest within 48 hours. In Utah, when a school employee is arrested for certain offenses, including drug and sexual offenses, immediate notification is provided to the administrator of teacher certification in the State Office of Education and to the superintendent of the employing school district. In several other states, conviction of the school employee is necessary to trigger mandatory notification of the affected school district.

Similar procedures for notification apply when a student commits a crime, although privacy concerns must be addressed when a minor is involved. In Maryland, if a child who is enrolled in a public school is arrested for a reportable offense, the arresting agency must notify the school superintendent within 24 hours. Prosecutors in that state must also inform the superintendent of the final disposition of the case. The information obtained by the superintendent is confidential and may only be used “to provide appropriate educational programming and related services to the child and to maintain a safe and secure school environment for students and school personnel.” Records concerning a student’s adjudication received by schools in Kentucky must be “kept in a locked file, when not in use, to be opened only on permission of the administrator.” In both of these states and in Montana, the information is not to be included in the child’s permanent record.

Missouri, like several other states, has a statutory policy to report acts of school violence to teachers and other school district employees with a need to know. Under Kentucky law, notice of a
student’s adjudication “shall be released by the principal to employees of the school having responsibility for classroom instruction of the child,” and notice may be released to other school employees with whom the student may come in contact. Otherwise, the information is confidential and cannot be shared by school personnel with any other person or agency.

In Delaware,

Following the start of each school year, the Department of Education shall, upon request, provide to the principal of any school a list of the students enrolled in that school for the coming year who committed offenses during the previous year that were reported to the Department. The list shall remain confidential and shall be used by the principal only for the purpose of identifying students who may be in need of beneficial programs.

These laws promote violence prevention in schools by warning teachers and other school personnel about potentially dangerous students.

Reciprocal reporting between school personnel and criminal justice officials is so instrumental in dealing with school violence that several states have enacted legislation encouraging interagency cooperation. Iowa law promotes sharing information between schools and criminal justice agencies through interagency agreements. The stated goal for entering into such agreements is “to reduce juvenile crime by promoting cooperation and collaboration and the sharing of appropriate information between the parties in a joint effort to improve school safety.” These agreements permit the release of information contained in a student’s permanent school record to the Department of Human Services, juvenile courts, and local law enforcement authorities. Although school districts in Montana may also disclose personally identifiable information from a student’s education record to the youth court or law enforcement authorities without parental consent, the agency receiving the information must provide written certification to the school district that the information will not be disclosed to any other person without the prior consent of the child’s parent or guardian.

Other states also have experienced problems because of poor reporting policies. California encountered similar complications in its first year of reporting. An elementary school district with an enrollment of 20,000 reported the occurrence of 2,336 assaults, whereas the state’s largest district of some 600,000 students reported only 1,345 assaults. The discrepancy was a direct result of inconsistent reporting. Since then, California’s school crime reporting laws and policies have been amended to incorporate some necessary improvements. Each year, the State Department of Education is required to “publish and distribute to all school districts and county offices of education [a] school crime reporting update that describes typical errors in school crime reporting procedures, describes effective and efficient methods of monitoring and recording school crime data, and identifies trends in school crime.”

**Current Issues**

Reliable statistical information is necessary for a clear picture of the safety of America’s schools. Therefore, safeguards to ensure compliance with provisions requiring the reporting of school crime must be in place.

**Improvements to Statistical Reporting**

A statewide standardized reporting system that provides accurate and consistently collected data on school crime from all school districts is critical. Without clear standards, schools may use different criteria to determine which crimes are reported, which can result in under- or overreporting of certain crimes. Developing a consistent strategy that ensures collection of meaningful school crime and violence data is, however, a difficult and complex undertaking.

A panel of education security experts who recently reviewed one Maryland county public school system concluded that the current reporting system was so deficient that school officials had no way of knowing the severity of crime in their schools. A 1997 report by high school principals had previously warned senior state administrators that only good luck had prevented a fatality from occurring. Many of the school system’s reporting inadequacies resulted from the lack of a standardized reporting form and the fact that school administrators were given too much discretion in deciding which incidents to report.

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According to the *Annual Report on School Safety: 1998*, Delaware, Florida, and South Carolina have demonstrated the highest quality efforts in collecting school crime statistical data. The report highlights five common factors of these three systems:

1. A comprehensive list of incidents (carefully consider the categories of crime included).
2. Clear definitions of incidents (clearly define the crime categories included).
3. Data used by multiple levels of the education system (state, district, and school).
4. Accurate tracking of data (create a standardized approach to school crime reporting, and establish a system to monitor the reporting process).
5. Staff training on data entry and use (fund the crime reporting at a level that ensures adequate staff and resources).

Many of these elements are included in *Recommendations of the Crime, Violence, and Discipline Reporting Task Force*. The National Center for Education Statistics established the task force to evaluate reporting procedures currently in use by schools across the country and make recommendations for improvements. These recommendations are a tool for incorporating standardized reporting procedures in all states, enabling the development of a national perspective on school crime and violence that truly reflects the current safety of our schools.

**School Crime Hotlines**

School crime reporting can occur effectively only if the school administrators and faculty required to make the reports are aware of crimes that are committed. Many incidents are known only to students who are victims of, or witnesses to, violent or criminal activity. Fear of retaliation and peer pressure may prevent students from notifying school personnel when an offense occurs.

At least three states have laws establishing school crime reporting hotlines that allow students anonymity when reporting violent and criminal incidents. Virginia’s school crime line is a confidential, anonymous system providing inducements for students to report any unlawful act occurring in school buildings or on school grounds or during school-sponsored activities to local law enforcement authorities.

Recently, a North Carolina task force conducting a 3-month study of school safety called for establishment of a statewide hotline to allow anonymous student reports of violence or threats. One hotline was set up in a high school in San Francisco. The vice principal of that school reports that the hotline enables students to report violence, crimes, and other problems from a place where they feel safe and free from possible retaliation. Calls to the hotline have also been made by parents who overheard their children talking about an incident and by individuals living near the school who witnessed suspicious behavior. Within its first month of use, the number of criminal incidents decreased. Because the cost of the hotline averages $20 a month, it is a relatively inexpensive security tool.

**Enforcement of Reporting Laws**

Monitoring plays an important role in ensuring that procedures and policies for reporting school crime are followed. However, reporting compliance is monitored in relatively few states. Delaware, for example, has established the Office of School Criminal Offense Ombudsperson, whose function is to ensure proper administration of the state’s school criminal offense reporting law by investigating complaints regarding the failure of school officials to report school crime. In addition, the ombudsperson can improve reporting by providing technical assistance to school administrators.

School safety centers, like those established in Tennessee and Kentucky, promote accurate reporting by centralizing collection. Kentucky’s Center for School Safety serves as the central point for data analysis, and the center’s responsibilities include preparation of an annual report regarding the status of school safety in the state. Designating a single entity to collect and analyze school crime data as they are submitted enables quick identification of inconsistencies and problem areas.

Impose noncompliance penalties on school officials responsible for reporting incidents of crime at their schools is another enforcement mechanism used in some states to improve the quality of the statistical information collected. To compel reporting compliance in South Carolina, failure to report criminal conduct or submit quarterly reports concerning school-related crime to the State Department of Education subjects both the school administrator and the school district to liability for attorneys’ fees and costs related to legal action. In Virginia, a principal who knowingly fails to submit a report of all criminal incidents is subject to sanctions imposed by the local school board, including demotion or dismissal.
The methods developed in these states to encourage sound reporting practices serve as good examples for the states that have yet to incorporate compliance provisions into their reporting laws. To generate meaningful statistics concerning school crime, more states need to review their school crime reporting processes and develop oversight strategies that ensure procedural conformity.

Conclusion

Establishing the prevalence of school crime is only the first step in addressing violence in our schools. Although overall school crime rates are decreasing, the presence of street gangs and drugs, as well as recent high-profile incidents of school violence, have all contributed to making today's students more fearful than ever.

Violence and crime in our schools affect students and their families, school employees and administrators, law enforcement and criminal justice officials, policymakers, and communities. Enactment of strong, concise school violence reporting laws is a crucial first step on the road to making our schools safe and violence free.

Notes


3. Supra note 1, at iv.

4. Id.

5. Supra note 1, at 3.


9. Id.

10. Supra note 1, at 8.


REPORTING SCHOOL VIOLENCE


31. Va. Code Ann. § 22.1-280.1 (2000). Criminal conduct that must be reported includes assault, battery, sexual assault, death, shooting, stabbing, cutting, wounding, drug-related incidents, carrying firearms, and threats against school personnel, when the offense would be a felony if committed by an adult.


42. Id.


53. In response to the need for reliable information concerning school crime, California lawmakers suspended data collection efforts until procedural regulations were put in place. See statutory note to Cal. Penal Code § 628.2 (Deering 2001).


55. Supra note 1, at 8.

56. See also Weaver, supra note 52.

57. The Recommendations of the Crime, Violence, and Discipline Reporting Task Force can be found on the Internet at www.ed.gov/NCES.


64. Ky. Rev. Stat. § 158.442 (2001). In addition, the center evaluates school safety programs that provide technical assistance to schools, law enforcement agencies, and communities.
