



RACIAL, ETHNIC, AND RELIGIOUS CRIMES PROJECT

Preliminary Steps to Establish Statewide Collection of Data



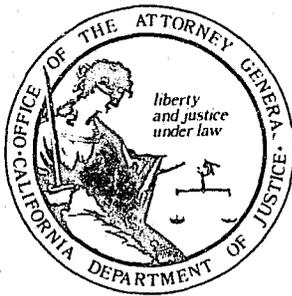
PREPARED BY THE
CALIFORNIA DEPARTMENT OF JUSTICE
PURSUANT TO SENATE BILL 2080

DIVISION OF LAW ENFORCEMENT
CRIMINAL IDENTIFICATION AND INFORMATION BRANCH
BUREAU OF CRIMINAL STATISTICS AND SPECIAL SERVICES

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Prepared for the California State Legislature

January 1986

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MEMBERS OF THE CALIFORNIA LEGISLATURE

Pursuant to the requirements of Chapter 1482 of the 1984 Statutes (Senate Bill 2080, Watson), the Department of Justice submits this report, "Racial, Ethnic, and Religious Crimes Project: Preliminary Steps to Establish Statewide Collection of Data."

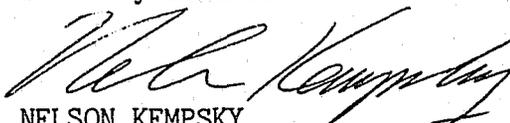
The report outlines the preliminary steps needed to establish a statewide information center to receive and evaluate information relating to crimes motivated, all or in part, by race, ethnicity, religion, and sexual orientation (RERC). Included in the report are:

- . A summary of the pilot project methodology.
- . A summary of issues pertaining to RERC data collection.
- . The recommendations mandated by the legislation.
- . Program model.

Additional copies of the report may be obtained from the Bureau of Criminal Statistics and Special Services, P.O. Box 903427, Sacramento, CA 94203-4270, (916) 739-5166.

Very truly yours,

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AUG 27 1987

ACQUISITIONS

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EXECUTIVE SUMMARY

Crimes motivated all or in part by race, ethnicity, religion, and sexual orientation occur throughout California. To counteract such crimes, law enforcement agencies and communities need accurate data. No state agency, however, currently collects data on such crimes. In February 1984, Senator Diane Watson introduced Senate Bill 2080 to remedy this situation. The bill specifically directed the Attorney General to develop a program model to collect, compile, and analyze information about racial, ethnic, and religious crimes, and to submit a report to the Legislature on January 1, 1986. The report is to include the following:

- . Recommendation of an appropriate state agency to implement collection of data on racial, ethnic, and religious crimes.
- . Recommendation of an appropriate means for statewide collection of data on racial, ethnic, and religious crimes.
- . Development of uniform definitions and guidelines for consistent identification of racial, ethnic, and religious crimes.

At the direction of the Attorney General, crimes motivated all or in part by sexual orientation were included in the program model.

In order to develop a program model, a pilot project was designed and implemented to collect and analyze data on crimes motivated all or in part by race, ethnicity, religion, and sexual orientation (RERC).

PILOT PROJECT METHODOLOGY

The pilot project consisted of three phases:

- . Project design.
- . Data collection.
- . Analysis and documentation of findings.

PROJECT DESIGN

DOJ program staff reviewed literature concerned with RERC and consulted with California law enforcement agencies, as well as with local, state, and national agencies with RERC data experience and/or expertise. Program staff then developed definitions and guidelines for identifying RERC for use in the pilot project; developed a data collection vehicle and procedures; and obtained agreement from eight law enforcement agencies to participate in the pilot project.

DATA COLLECTION

A training package was developed which included the RERC definitions and guidelines. DOJ program staff trained key personnel in the identification and reporting of RERC at each participating agency, prior to the commencement of the

four-month data collection period, June 1 - September 30, 1985. Errors were resolved during the data collection phase. Of the 118 RERC cases submitted, 39 cases were rejected after further examination by DOJ program staff, because RERC motivation was questionable. A total of 79 cases were accepted as RERC-motivated crimes.

ANALYSIS AND DOCUMENTATION OF FINDINGS

RERC data were analyzed by DOJ program staff and appropriate refinements were made in the data collection design, definitions, and guidelines. The resultant program model for the statewide collection of RERC data is discussed in Section 5.

ISSUES PERTAINING TO DATA COLLECTION

RERC data collection issues include:

- . Limitations inherent in the collection of RERC data.
- . Training requirements to reduce the limitations to RERC data collection and to increase uniformity and accuracy of RERC data.
- . Analysis of RERC data.

LIMITATIONS INHERENT IN THE COLLECTION OF RERC DATA

Based on experience gained in the pilot project, limitations inherent in the collection of RERC data include the identification and reporting of RERC at the local level and data extraction at the state level. The specific areas of concern are:

- . Identifying and reporting RERC by law enforcement including identification of motivation, the burden of additional reporting, and the accuracy of RERC data.
- . Identifying and reporting RERC by the public, including underreporting, especially by minority communities.
- . Data extraction from RERC reports by DOJ program staff, including inadequate identification of RERC, misreporting, and underreporting.

TRAINING REQUIREMENTS TO REDUCE THE LIMITATION TO RERC DATA COLLECTION AND TO INCREASE UNIFORMITY AND ACCURACY OF RERC DATA

Based on experience gained in the pilot project and consultation with participating agencies, the most effective and efficient method to successfully collect RERC data is to develop and implement an RERC training program. Agencies indicated that a training program for law enforcement executives, line officers, and cadets should include the following topics:

- . Why RERC data are being collected.
- . Human relations training and sensitivity to community needs.
- . Identification of RERC.

ANALYSIS OF RERC DATA

RERC data can be a useful tool to both law enforcement and the community at large. Its limitations must be considered as well as its usefulness. Major limitations include:

- . RERC data captures only part of community bigotry and prejudice.
- . RERC data is misleading if solely analyzed numerically. The seriousness of the offenses must also be considered.
- . RERC data represents reported cases, not verified cases.
- . RERC data does not provide a basis for comparing jurisdictions.

RECOMMENDATIONS

SB 2080 mandated that the report include the following elements:

- . Appropriate state agency: California Department of Justice should be designated as the appropriate state agency to implement and coordinate statewide collection of RERC data.
- . Appropriate means of collection: Law enforcement agencies should submit existing crime reports identified as RERC to DOJ. DOJ should collect, analyze, and disseminate RERC data.
- . Uniform definitions and guidelines: The definitions and guidelines contained in Appendix 3 should be implemented for the consistent identification of RERC crimes.
- . Funding for RERC data collection: Adequate funding should be provided to both state and local agencies for RERC data collection and training of local law enforcement agency personnel.

PROGRAM MODEL

A program model, as discussed in Section 5, has been developed for the statewide collection, compilation, and analysis of RERC data. In addition to the above recommendations, the program model addresses specific data elements to be collected and stored in a centralized file for retrieval. RERC data listings and forms are included in Appendices 2-6.

IMPLEMENTING LEGISLATION

Legislation (see Appendix 2) should be enacted to implement statewide collection of RERC data as recommended in the program model.

SECTION 1

INTRODUCTION

1.1 INTRODUCTION

Crimes motivated all or in part by race, ethnicity, and religion occur throughout California. A state task force concluded that this type of crime has intensified in some parts of California and has permeated society to a greater degree than is commonly believed. A federal commission found that the absence of complete and accurate data concerning crimes and incidents motivated all or in part by race, ethnicity, and religion can hinder efforts by law enforcement agencies and communities to respond to such crimes. Yet no agency in California currently collects data on crimes motivated all or in part by race, ethnicity, and religion.

Faced with the need to develop data on such crimes, Senator Diane Watson proposed legislation (Senate Bill 2080) in 1984 to develop a program model to collect and analyze data on racial, ethnic, and religious crimes. SB 2080 (Chapter 1482, Statutes of 1984) specifically directed the Attorney General "to develop a program model to collect, compile, and analyze information about racial, ethnic, and religious crimes and to submit a report to the Legislature." A copy of the bill is included in Appendix 1.

1.2 BACKGROUND AND DESCRIPTION OF LEGISLATION

In 1980, then Governor Edmund G. Brown, Jr., created the Governor's Task Force on Civil Rights. The Task Force conducted hearings and investigated allegations of racial, ethnic, and religious violence in California. The 1982 report of the findings of the Task Force included recommendations for the statewide collection of data on crimes motivated all or in part by race, ethnicity, and religion. The absence of data on such crimes was noted in the Task Force report:

"Early in our work, we were struck by the lack of a data base we could work with in analyzing racial, ethnic, and religious violence.... a comprehensive mechanism for monitoring incidents of racial, ethnic, and religious violence does not exist."

The California Fair Employment and Housing Commission, in a 1984 report, "Public Hearing on Racial and Ethnic Discrimination and Violence in North San Diego County," reiterated a recommendation of the U.S. Commission on Civil Rights that:

"...federal and state authorities should develop workable reporting systems that will produce an accurate and comprehensive measurement of the extent of criminal activity that is clearly based on racial and/or religious motivations. Uniform definitions, guidelines, and procedures must be developed if the data are to be reliable, comparable, and useful."

SB 2080 is intended "to take the preliminary steps needed to establish a statewide information center to receive and evaluate information reflecting racial, ethnic, and religious crime." The resulting data should delineate the geographical distribution of such crime and trends over time. The intent of the legislation is three-fold:

- . To provide legislators and other governing bodies with information for the development and implementation of policy to reduce crimes motivated all or in part by race, ethnicity, and religion.
- . To provide law enforcement agencies with accurate information with which to anticipate and reduce crimes motivated by race, ethnicity, and religion.
- . To provide the public with information which may lead to a greater awareness of the problems of bigotry and prejudice.

SB 2080 mandated that the report include the following elements:

- . Recommendation of an appropriate state agency to implement collection of data on racial, ethnic, and religious crimes.
- . Recommendation of an appropriate means for statewide collection of data on racial, ethnic, and religious crimes.
- . Uniform guidelines for the consistent identification of racial, ethnic, and religious crimes.

The sum of \$75,000 in General Funds was allocated to the Department of Justice (DOJ) to fulfill the mandates of the legislation.

1.3 INCLUSION OF CRIMES MOTIVATED BY SEXUAL ORIENTATION

At the beginning of the program model design, the Attorney General directed DOJ program staff to also collect data on crimes motivated all or in part by sexual orientation. Crimes against the gay/lesbian community may continue as the struggle for recognition and equality continues. The California Supreme Court stated in Gay Law Student Association v. Pacific Telephone and Telegraph Company, supra, 24 col. 3d:

"A principle barrier to homosexual equality is the common feeling that homosexuality is an affliction which the homosexual worker must conceal from his employer and his fellow workers. Consequently, one important aspect of the struggle for equal rights is to induce homosexual individuals to 'come out of the closet,' acknowledge their sexual preference, and to associate with others in working for equal rights."

1.4 DEFINITION OF RERC

In this report RERC will be defined as crimes motivated all or in part by race, ethnicity, religion, and sexual orientation.

1.5 OVERVIEW OF THE REPORT

The remainder of the report contains the following sections:

- . Section 2. - Summarizes the pilot project methodology, which was used to develop the program model, including project design, data collection, and analysis and documentation of findings.

- Section 3. - Summarizes issues pertaining to RERC data collection, including limitations inherent in the collection of RERC data and the need for training to reduce limitations and to increase accuracy and uniformity of RERC reporting.
- Section 4. - Summarizes the program model recommendations mandated by the legislation.
- Section 5. - Summarizes the program model for the statewide ongoing collection, compilation, and analysis of RERC data.

SECTION 2

PILOT PROJECT METHODOLOGY

2.1 INTRODUCTION

In response to SB 2080, the Department of Justice hired staff to develop a program model to collect data on crimes motivated all or in part by race, ethnicity, religion, and sexual orientation. The project was assigned to the Department's Bureau of Criminal Statistics and Special Services (BCS/SS).

In order to develop a program model, a pilot project was designed to collect, compile, and analyze data on crimes motivated all or in part by race, ethnicity, religion, and sexual orientation and consisted of three phases:

- . Project design.
- . Data collection.
- . Analysis and documentation of findings.

The pilot project was conducted during Calendar Year 1985.

2.2 PROJECT DESIGN

2.2.1 BACKGROUND RESEARCH

DOJ program staff reviewed books, reports, and articles concerned with RERC on the local, state, and national level. The response to RERC by the City of New York and Boston's Community Disorders Unit was of particular interest. The most important source of information came from Maryland, which is the only state collecting racial, ethnic, and religious crime data on a mandated statewide basis.

2.2.2 CONSULTATION WITH RELEVANT AGENCIES

Program staff consulted with several California law enforcement agencies as well as with national, state, and local agencies with RERC data experience and/or expertise. Agencies consulted included the Uniform Crime Reporting component of the Federal Bureau of Investigation (FBI), the National Organization of Black Law Enforcement Executives (NOBLE), the Boston Police Department, the Human Rights Resource Center (Marin County), and the State of Maryland. Consultation with the FBI concerned legislation (H.R. 2455) which has been introduced in Congress "to provide for the collection of data about crimes motivated by racial, religious, or ethnic hatred." As mentioned earlier, Maryland has the most extensive experience with the collection of racial, ethnic, and religious crime data. Information was sought on local jurisdictional response to RERC to analyze current procedures.

2.2.3 DEVELOPMENT OF DEFINITIONS AND GUIDELINES

Definitions and guidelines were developed for use in the pilot project, through a review of relevant literature and consultation with jurisdictions which have had experience with reporting RERC. In addition, material from reference sources, such as dictionaries and encyclopedias, was used. Material provided by the

Baltimore County (Maryland) Police Department served as the basis for the guidelines used in the pilot project.

2.2.4 DEVELOPMENT OF DATA COLLECTION VEHICLE AND PROCEDURES

Three methods were considered as the reporting vehicles for RERC. They were:

- . Summary reporting (aggregate numbers only).
- . Incident reporting (line item).
- . Crime reports attached to a supplemental RERC form.

Summary reporting and incident reporting were rejected because both options would have required law enforcement agencies to extract data for RERC reporting, thus increasing their workload, and would have provided too little information to DOJ for analysis. Crime reports from law enforcement agencies, were selected as the reporting vehicle, because they provided sufficient information for analysis and did not increase law enforcement workloads. A supplemental DOJ form, SS 8040, was attached to the crime report to identify it as RERC and to provide additional information.

RERC reporting was limited to law enforcement agencies in order to control, to the greatest extent possible, the accuracy and uniformity of the collected data. Although other agencies or organizations, such as the Department of Fair Employment and Housing or local human rights commissions, might have received additional RERC information, the potential was too great for under or overreporting, which could have skewed the data.

2.2.5 SELECTION OF PARTICIPATING AGENCIES

Several factors were considered in the selection of agencies for participation in the pilot study. The Fresno County Sheriff's Department, the Oakland Police Department, and the San Jose Police Department had previously participated in a similar DOJ pilot project (February - April 1983) designed to gather RERC data, and thus were familiar with the goals of the project. Other agencies were selected on the following criteria:

- . Size of the agency.
- . Minority representation in the community.
- . Previous participation in projects sponsored by the Attorney General.
- . Recommendation by the Attorney General's Commission on Racial, Ethnic, Religious, and Minority Violence.

Eight law enforcement agencies participated in the pilot project. They were:

- . Compton Police Department.
- . Fresno County Sheriff's Department.

- . Inglewood Police Department.
- . Oakland Police Department.
- . Riverside Police Department.
- . Sacramento County Sheriff's Department.
- . Sacramento Police Department.
- . San Jose Police Department.

The eight agencies serve approximately ten percent of California's population.

2.3 DATA COLLECTION

2.3.1 TRAINING

In order to ensure consistent reporting of data, DOJ program staff trained key personnel at all eight participating agencies. A training package was designed and distributed to each agency to instruct them in the identification and reporting of RERC. Key personnel at each agency trained the line officers to identify and report RERC.

2.3.2 ERROR RESOLUTION

DOJ program staff resolved errors during the data collection phase by reviewing cases as they were submitted and resolving questions over the telephone.

2.3.3 DATA COLLECTION

RERC data were collected during a four month period, from June 1 to September 30, 1985. RERC were identified by line officers and reviewed by a designated officer in most of the agencies, before they were submitted to DOJ. Of the 118 RERC reports submitted, 39 cases were rejected by DOJ program staff, because RERC motivation was questionable. A total of 79 cases were accepted as RERC-motivated crimes. Training, as recommended in Section 3, may help to reduce the number of questionable cases in the future. The acceptable cases are categorized as follows:

- . 66 cases motivated by race.
- . 5 cases motivated by ethnicity.
- . 3 cases motivated by religion.
- . 5 cases motivated by sexual orientation.

2.4 ANALYSIS AND DOCUMENTATION OF FINDINGS

During the data collection phase, crime reports were analyzed by DOJ program staff to determine if they met the criteria established in the definitions and guidelines. Errors were resolved and refinements were made to the definitions and

guidelines (see Appendix 3). For example, officers at one agency were confused by the definition for sexual orientation and consequently identified rape cases as RERC.

Newspapers from each jurisdiction were reviewed by program staff during the data collection phase, and a comparison was made between news items about potential RERC's and submitted crime reports.

At the conclusion of the data collection phase, written and verbal evaluations were conducted with each participating agency. The purpose of the evaluations were two-fold: (1) to elicit evaluations of the pilot project, and (2) to elicit recommendations concerning the collection of RERC on a continuing basis. Concerns and recommendations expressed in the evaluations were incorporated into Sections 3 (data limitations) and 4 (recommendations).

SECTION 3

ISSUES PERTAINING TO DATA COLLECTION

3.1 INTRODUCTION

The goal of any crime data collection system is to accurately depict the nature and volume of crime within a geographical area. To attain this goal, the data collected must be:

- . Accurate.
- . Uniform.
- . Consistent.
- . Complete.

Substantial benefits can result from an accurate crime data collection system. Accurate data can help law enforcement agencies oversee criminal activity within their jurisdictions and to apply corrective actions where necessary. Agencies can also present a clear picture of the nature and extent of crime and the positive steps taken as a consequence. This capability should help to dispel the common misconception that crime is solely a law enforcement problem and more appropriately depict it as a community problem.

The Department of Justice's past experience with data collection systems has been that at the inauguration of a new crime data collection system, reporting problems develop which can only be eliminated over a period of years; typically, five to seven years for a statewide program. Reporting problems are usually of both a quantitative and qualitative nature -- the volume of data reported and the accuracy and uniformity of that data. As the crime data collection system is refined, and reporting problems are reduced or eliminated, the nature and volume of crime can be more accurately interpreted.

The collection of RERC data shares the same reporting problems associated with any new crime data collection system. In addition, based on experience gained from the pilot project, there are inherent limitations in the reporting and collecting of RERC data. This section will address the following data collection issues:

- . Limitations inherent in the collection of RERC data.
- . Training requirements to reduce the limitations to RERC data collection and to increase uniformity and accuracy of RERC data.
- . Analysis of RERC data.

3.2 LIMITATIONS INHERENT IN THE COLLECTION OF RERC DATA

Based on experience gained from the pilot project, limitations inherent in the collection of RERC data include the identification and reporting of RERC at the local level and data extraction at the state level. The specific areas of concern are:

- . Identifying and reporting RERC by law enforcement.
- . Identifying and reporting RERC by the public.
- . Data extraction from RERC reports by DOJ program staff.

3.2.1 IDENTIFYING AND REPORTING RERC BY LAW ENFORCEMENT

The limitations to RERC reporting by law enforcement agencies can be categorized as follows:

- . Identification of RERC motivation.
- . Burden of additional reporting requirements.
- . Accuracy of RERC data.

Identification of motivation for any crime is not an easy task. A crime such as a homicide, a vandalism, or a burglary can be correctly identified by the overwhelming majority of law enforcement officers. To identify the motivation for a crime is much more difficult. Although law enforcement officers are trained to make objective judgements, they do not routinely attempt to precisely identify the motivation for a crime. RERC reporting, however, requires the officer to identify the motivation behind the crime.

Determining the motivation of a crime is difficult even when the suspect is known or apprehended; it is much more difficult when the suspect is unknown. Based on consultations with participating agencies and an analysis of RERC reports submitted during the pilot project, law enforcement officers typically have little information on which to conclude the motivation for an RERC. Officers are called upon to make a subjective guess at the motivation, using whatever information the victim or crime scene can provide. Even an experienced crime analyst may not be able to clarify the motivation in all cases.

Officers participating in the pilot project indicated that it is not possible to make every officer an expert in identifying RERC. Yet, it is incumbent upon the officer at the crime scene to make the initial identification of an RERC. Identification of motivation requires skills that can be expanded through training. Every officer may not become an expert in RERC identification, but their degree of expertise can be increased through training.

Law enforcement agencies are currently required to report crime data to several agencies. In addition to various local government agencies and special study groups, crime reports may also be sent to the Alcoholic Beverage Control, the Federal Bureau of Investigation, the Department of Motor Vehicles, and the Department of Justice. Each new reporting requirement increases the workload of law enforcement personnel. Consequently, the successful collection of additional crime data might suffer, regardless of the merits of the data. A well-defined reporting system which minimizes workload increases, and training which stresses the benefits to be derived from RERC data collection, may help to offset an adverse reaction to new reporting requirements.

Finally, there is substantial concern among law enforcement officers about the quality of the RERC data. Many officers who participated in the pilot project believe that the data are subjective and as a result may be inaccurate. They are also concerned that the data may be either used against law enforcement agencies or may create a distorted view of jurisdiction or statewide RERC. Other law enforcement officers fear that inadvertent omission of RERC or a motivation judgement which is considered to be controversial would be perceived by the community as an attempt to suppress exposure of an RERC. One officer summed up a common attitude among pilot project personnel:

"Enforcement time is lost gathering data that is misleading at best or inaccurate at worst and will not be understood in any case. The data will not help the police department but will probably be used against it."

To counter this attitude, training should not only focus on the technical aspects of RERC reporting, but should also include the purpose and benefits of RERC reporting.

3.2.2 IDENTIFYING AND REPORTING RERC BY THE PUBLIC

Pilot project agencies indicated that the cooperation of the public is needed to identify and report RERC. When a RERC is committed, there is a tendency in the minority community to underreport the crimes to law enforcement agencies. This point was underscored by several participating agencies and addressed in a 1985 report entitled "Racial and Religious Violence: A Law Enforcement Guidebook" published by the National Organization of Black Law Enforcement Executives:

"The failure of victims to report incidents is an issue of concern to many agencies. Some victims may not want to become involved in the criminal justice process or they may distrust the police, feeling that the police will do nothing to help them. Other victims may fear reprisals or deportation if they report incidents to the police."

The fear of deportation, as a result of reporting crimes to law enforcement agencies, cannot be underestimated. Illegal aliens, representing a substantial segment of the population in some geographical areas, often do not report RERC or any crimes. In fact, they are often targeted as victims because of their known reluctance to report crimes. To increase uniformity and accuracy of RERC data and to aid law enforcement agencies in identifying and reporting RERC, the public must cooperate by reporting RERC to the agencies.

3.2.3 DATA EXTRACTION FROM RERC REPORTS BY DOJ PROGRAM STAFF

After a law enforcement officer prepares a crime report and identifies it as an RERC, the report is forwarded to DOJ for analysis. Additional limitations to the quantity and quality of RERC data collection can occur as a result of inadequately prepared crime reports. Limitations identified during the pilot project include:

- . Inadequate identification of RERC.
- . Misreporting of RERC under certain circumstances.
- . Underreporting of RERC as a result of a mail-in crime reporting system.

Motivation must be clearly identified in the narrative of the RERC crime report as well as on the front of the report. Merely identifying a crime as motivated by RERC on the front of the report would not be sufficient if the narrative did not clarify the basis for the RERC identification. An example was presented at the May 23, 1985 hearing of the Attorney General's Commission on Racial, Ethnic, Religious, and Minority Violence: If a synagogue were burglarized, the fact that a synagogue was involved in the crime would not in itself identify the crime as an RERC. If, however, the burglary were accompanied by the daubing of swastikas or anti-semitic slogans on synagogue property, then it would be reported as an RERC crime. Training can improve recognition of RERC and improve completeness of reporting.

The identification of the victim's and/or suspect's race, ethnicity, religion, or sexual orientation, where appropriate, is critical for RERC analysis. This is especially significant in cases motivated by ethnicity, religion, and sexual orientation where the victim and suspect may be of the same race. Without appropriate identification of the victim's/suspect's race, ethnicity, religion, or sexual orientation, an RERC case may be omitted from statistical compilation. Again, training can help to improve reporting thoroughness.

Law enforcement officers at two agencies were concerned that reports involving mentally ill individuals who either provoked or imagined RERC might skew data collection. The officers suggested that if such a person were known to the law enforcement agency, a notation should be made on the RERC report qualifying the report, or perhaps, the report should not be counted as an RERC.

The complexity of a case might result in misreporting of RERC. For example, a crime report states that "A" verbally attacked "B" with a racial epithet. "B" responded by physically assaulting "A." "A" contacts law enforcement officers and a crime report is prepared with physical assault as the crime. "A" is the victim of the crime committed by "B," but "B" is the victim of the RER incident. Is the verbal attack or the physical assault reported for RERC purposes? Or both?

A final limitation involves law enforcement agencies using a mail-in crime reporting system. Under certain conditions, including a variety of misdemeanors, a law enforcement officer is not dispatched to a crime scene and a report is not prepared. Instead, a crime report is mailed to the victim who completes it and mails it back to the law enforcement agency. Potential RERC data may be missing from mail-in crime reports, or the victim may fail to return the report.

3.3 TRAINING REQUIREMENTS TO REDUCE THE LIMITATIONS TO RERC DATA COLLECTION AND TO INCREASE UNIFORMITY AND ACCURACY OF RERC DATA

Based on experience gained in the pilot project and consultation with participating agencies, the most effective and efficient method to improve RERC data is the development and implementation of an RERC training program.

Training should be designed for both law enforcement executives and line officers. It should also be included as part of police academy curriculum and advanced officer training.

The training program should include the following topics:

- . Why RERC data are being collected.
- . Human relations training and sensitivity to community needs.
- . How to identify RERC.

Training must begin at the executive level. Law enforcement executives must understand the purpose for reporting and collecting RERC data and the derived benefits. Their leadership is crucial for agency participation. The executives' attitude toward RERC reporting will directly affect the response of line officers.

Line officers and police academy cadets must receive RERC training. As part of the training curriculum, the purpose and benefits for reporting RERC must also be stressed at these levels. For example, at the March 4, 1985 meeting of the Attorney General's Commission on Racial, Ethnic, Religious, and Minority Violence, a major benefit in reporting RERC was presented. It is paraphrased as follows: Violence motivated by prejudice is not often an isolated case, but it can lead to an ever-escalating pattern of violence which threatens the entire community. Accurate reporting of RERC may enable a law enforcement agency to monitor RER prejudice within the community and to defuse a potentially explosive situation.

Sensitivity to the needs of the community would help law enforcement officers to identify RERC and to resolve problems associated with it. Training in the cultural composition of the community, and bigotry and its concomitant levels of fear are just two topics which might enable officers to better identify RERC.

3.4 ANALYSIS OF RERC DATA

RERC data can be a useful tool for both law enforcement and the community at large (see Section 1). Its limitations, however, must be considered as well as its usefulness. Based on the pilot project experience, major limitations include:

- . RERC data captures only part of community bigotry and prejudice.
- . RERC data is misleading if solely analyzed numerically. The seriousness of the offenses must also be considered.
- . RERC data represents reported cases, not verified cases.
- . RERC data does not provide a basis for comparing jurisdictions.

RERC data captures only part of bigotry or prejudice based on race, ethnicity, religion, and sexual orientation within a community. For example, data about RER discrimination in housing, employment, and education must come from other sources. Community attitudes and most non-criminal RER incidents would not be measured. RERC data would not even capture all instances of crime. Only crimes reported to law enforcement would be included. Any analysis of RERC should be kept in perspective.

RERC data is misleading, if solely analyzed numerically. The seriousness of RERC must also be considered. Ten misdemeanors may be less serious than one felony. The level of offenses may be more of an indicator of community attitudes than the total number of offenses.

RERC data represents reported cases, not verified cases. Verification -- review of an RERC report -- by local law enforcement agencies was included in the pilot project, but might not be part of a statewide mandated program due to local budgetary constraints.

RERC data does not provide a basis for comparing jurisdictions. During the pilot project, one law enforcement agency forwarded over 40 RERC reports to DOJ and another agency forwarded one RERC report. Does this mean that the former agency has a major RER problem or that conversely, the latter agency has relatively few RER problems? No, it may mean that the former agency has a better rapport with its community, and that its citizens are comfortable reporting RERC to law enforcement. The latter agency may in fact be less responsive to community needs and have less rapport with the community. The number of reported RERC's by itself would not indicate the level of bigotry or prejudice in a community.

SECTION 4

RECOMMENDATIONS

4.1 INTRODUCTION

SB 2080 required the Attorney General to develop a program model to collect, compile, and analyze information about racial, ethnic and religious crimes (RERC). The project scope included the following:

- . Recommending an appropriate state agency to implement collection of data on racial, ethnic, and religious crimes.
- . Recommending an appropriate means for statewide collection of data on racial, ethnic, and religious crimes.
- . Developing uniform definitions and guidelines for consistent identification of racial, ethnic, and religious crimes.
- . Submitting to the Legislature a final report describing the findings of the study by January 1, 1986.

The program model for the statewide collection, compilation, and analysis of RERC data is discussed in Section 5.

4.2 RECOMMENDATIONS

4.2.1 RECOMMENDATION: APPROPRIATE STATE AGENCY

California Department of Justice (DOJ) should be designated as the appropriate state agency to implement statewide collection of RERC data.

4.2.2 RECOMMENDATION: APPROPRIATE MEANS OF COLLECTION

Law enforcement agencies should submit existing crime reports, identified as RERC, to DOJ. DOJ would collect, analyze, and disseminate RERC data.

4.2.3 RECOMMENDATION: UNIFORM DEFINITIONS AND GUIDELINES

The uniform definitions and guidelines contained in Appendix 3 should be implemented for the consistent identification of crimes motivated by race, ethnicity, religion, and sexual orientation (RERC).

4.2.4 RECOMMENDATION: FUNDING FOR RERC DATA COLLECTION

Adequate funding should be provided for statewide RERC data collection and to train local law enforcement officers.

4.3 DISCUSSION OF RECOMMENDATIONS AND ALTERNATIVES

4.3.1 RECOMMENDATION: APPROPRIATE STATE AGENCY

A legislative concern in SB 2080 is that no single state agency monitors crimes motivated by race, ethnicity and religion in the state on a consistent basis. The

Department of Justice is the appropriate state agency to collect RERC data for the following reasons:

- . Existing California laws mandate that law enforcement agencies provide DOJ with reports of misdemeanors, felonies, and statistical data.
- . DOJ has over 25 years of experience and expertise in collecting, processing, and evaluating crime data for use on a statewide and national level.
- . DOJ has established rapport with over 650 California law enforcement agencies, which will facilitate the gathering of RERC data.

Alternative

Although the Department of Fair Employment and Housing gathers statistics on discrimination in employment, housing, and service/ accommodations, DOJ is the only legislatively-mandated state agency responsible for collecting data about crimes against persons and property.

4.3.2 RECOMMENDATION: APPROPRIATE MEANS OF COLLECTION

Law enforcement agencies should submit existing crime reports, identified as RERC, to DOJ. The existing front page of the crime report would be annotated to clearly identify it as an RERC. Several methods of RERC identification could be employed, including a check-off box, a stamp, or a notation. All law enforcement agencies which participated in the pilot project and other law enforcement agencies consulted recommended this method of reporting RERC.

Other methods of reporting RERC data which were considered involved an additional form attached to the crime report or the creation of a new form which would duplicate information contained on the crime report. Both options were discarded for the following reasons:

- . Completion of an additional form is more time-consuming than annotation of a crime report, thus increasing the workload and cost among law enforcement agencies.
- . An additional form requires more effort, may decrease compliance with reporting requirements, and may get lost in document processing.

Alternatives Considered

DOJ does not have an existing reporting system that will accommodate RERC data collection. The Department's major crime gathering vehicle, Uniform Crime Reporting (UCR), a national program for crime and arrest data, is administered by the Federal Bureau of Investigation (FBI), and cannot be amended to accommodate new reporting requirements.

Future Consideration

The FBI has been exploring the possibility of changing UCR from a summary data system to an incident-based reporting (IBR) system, where each incident would be reported with sufficient detail for federal and state crime statistics. A bill is currently in Congress entitled "Hate Crime Statistics Act" for federal collection of data about crimes motivated by racial, religious, or ethnic hatred. If this bill is enacted, the FBI may want to collect RERC data as an element of the IBR system.

4.3.3 RECOMMENDATION: UNIFORM DEFINITIONS AND GUIDELINES

Uniform definitions and guidelines are necessary for accurate reporting of any crime data. In the collection of subjective data, such as crimes motivated all or in part by race, ethnicity, religion, and sexual orientation, uniform definitions and guidelines are even more essential. Definitions and guidelines were developed after reviewing the following sources:

- . Verbal and written information from jurisdictions which have had experience collecting RERC, including New York City, Boston, Georgia, and Maryland. Maryland is the only state currently collecting RERC on a continuing statewide basis.
- . Reference sources, such as dictionaries and encyclopedias.
- . Books and journal articles concerned with crimes and violence motivated by RERC.

The guidelines used in the pilot project were based primarily on material provided by the Baltimore County (Maryland) Police Department.

The recommended definitions and guidelines evolved from experience gained during the pilot project. The initial set of definitions and guidelines were reviewed by each participating agency prior to the commencement of RERC data collection. The definitions and guidelines were tested during the project and clarifications were made where necessary. After the pilot project ended, the definitions and guidelines were further evaluated by each agency and refinements were made.

4.3.4 RECOMMENDATION: FUNDING FOR RERC DATA COLLECTION

Previous DOJ experience with statewide data collection systems indicates that the implementation of statewide collection of RERC data could impose substantial costs on law enforcement agencies and the Department of Justice. Costs would vary among the over 650 law enforcement agencies in California, but the following elements would be affected by the new reporting requirement:

- . RERC training for law enforcement officers and cadets.
- . Development or alteration of manual data collection procedures and systems.
- . Alterations, including programming revisions, in automated data collection procedures and systems, especially at major law enforcement agencies.

- . Development or alteration of agency forms and manuals to accommodate RERC reporting.

Because of the vast variances in procedures and systems used by California's over 650 law enforcement agencies, local agency costs could not be estimated. A mandated program may require the state to absorb the cost under Section 223.1 of the Revenue and Taxation Code (SB 90).

At the state level, the creation of a separate unit within the Department's Bureau of Criminal Statistics and Special Services with the additional staffing required to collect, analyze, and disseminate RERC data requires additional funding. While costs can only be estimated because the volume of statewide RERC reporting is unknown, the initial annual costs for additional Bureau staffing and materials would be approximately \$225,000, (based of Fiscal Year 1985-1986 salaries and operational expenses). More accurate cost estimates can be developed after the configuration of the data collection system has been determined.

4.4 IMPLEMENTING LEGISLATION

In keeping with the intent of the Legislature to establish a statewide information center to receive and evaluate information on crimes motivated all or in part by race, ethnicity, and religion (and sexual orientation at the request of the Attorney General), the following elements should be an integral part of implementing legislation:

- . The Department of Justice should be designated as the state collection agency. Law enforcement agencies should provide RERC reports to DOJ.
- . Adoption of uniform definitions and guidelines for consistent identification of RERC.
- . Funding should be provided to implement statewide RERC data collection as follows:
 - . DOJ to implement statewide RERC collection.
 - . Local law enforcement agencies to report RERC data to DOJ.
 - . Training local law enforcement officers to identify RERC.

Legislative language to implement statewide collection of RERC data is contained in Appendix 2.

SECTION 5
PROGRAM MODEL

5.1 INTRODUCTION

The program model to collect, compile, and analyze RERC data consists of four elements:

- . Data collection vehicle.
- . Data elements for RERC collection, compilation, and analysis.
- . DOJ internal analysis of RERC data.
- . RERC data output.

5.2 DATA COLLECTION VEHICLE

As discussed in Section 4, law enforcement agencies, using uniform definitions and guidelines, will submit crime reports, annotated to identify RERC, to DOJ. (Implementing legislation and uniform definitions and guidelines are included in Appendices 2 and 3.) The data elements needed to compile and analyze RERC are contained in crime reports. In addition, a newspaper clipping service will be utilized to monitor RERC reports submitted by law enforcement agencies.

5.3 DATA ELEMENTS FOR RERC COLLECTION, COMPILATION, AND ANALYSIS

DOJ will establish a centralized file for the collection, compilation, and analysis of RERC data. The file will be designed to accommodate additional RERC information as needed. The following data elements, when relevant, will be collected from RERC crime reports:

- . Record Identification.
 - agency
 - case number
 - report date
- . Victim Information (a coding sheet will be completed for each victim).
 - number of victims
 - victim number
 - date of birth
 - sex
 - race
 - ethnicity
 - national origin: distinguished by traits including linguistics, ancestry, traditions, attire
 - religion
 - sexual orientation
 - organization membership or affiliation
 - relationship to suspect (if multiple suspects, identify by suspect number)

. Suspect Information (a coding sheet will be completed for each suspect).

- number of suspects
- suspect number
- date of birth
- sex
- race
- ethnicity
- national origin: distinguished by traits including linguistics, ancestry, traditions, attire
- religion
- sexual orientation
- organization membership or affiliation
- relationship to victim (if multiple victims, identify by victim number)

. Crime Information.

- date
- day of week
- time
- location
- weapon
- motivating factor

Racial
Ethnic
Religious
Sexual Orientation

- Type of Crime

Statute(s)
Status (actual, attempted, unfounded)
Description of crime (ie: cross-burning, painted swastika)
Personal injury
Property damage

A more detailed list of RERC data elements is included in Appendix 6.

5.4 DOJ INTERNAL ANALYSIS OF RERC DATA

RERC reports will be reviewed by DOJ program staff. Any errors or questions concerning the motivation or any other data element will be resolved by contacting the appropriate local law enforcement agency. DOJ program staff will then code the report for storage in a centralized file. RERC newspaper clippings will be used to monitor reporting by law enforcement agencies.

5.5 RERC DATA OUTPUT

RERC data will be collected, compiled, and published on an annual basis.

APPENDICES

APPENDIX 1

A Copy of Senate Bill 2080

Senate Bill No. 2080

CHAPTER 1482

An act to add Chapter 8 (commencing with Section 13870) to Title 6 of Part 4 of the Penal Code, relating to crime, and making an appropriation therefor.

[Approved by Governor September 25, 1984. Filed with
Secretary of State September 26, 1984.]

LEGISLATIVE COUNSEL'S DIGEST

SB 2080, Watson. Racial, ethnic, and religious crimes.

Under existing law, the Attorney General has various powers and duties relative to criminal justice.

This bill would require the Attorney General, for one year, to develop a program model to collect, compile, and analyze information about racial, ethnic, and religious crimes and submit a report to the Legislature, as specified.

The bill would appropriate \$75,000 to the Department of Justice for that purpose.

Appropriation: yes.

The people of the State of California do enact as follows:

SECTION 1. Chapter 8 (commencing with Section 13870) is added to Title 6 of Part 4 of the Penal Code, to read:

CHAPTER 8. INFORMATION ON RACIAL, ETHNIC AND RELIGIOUS CRIMES

13870. The Legislature finds that racial, ethnic, and religious crimes occur throughout California and that no single agency now either provides assistance or monitors the full range of this crime in the state on a consistent basis. The Legislature further declares that exposure of the facts about racial, ethnic, and religious crimes will lead to greater public awareness of the problem of bigotry and prejudice and will provide a foundation for developing remedies to the problem.

In enacting this chapter, the Legislature intends to take the preliminary steps needed to establish a statewide information center to receive and evaluate information reflecting racial, ethnic, and religious crime. It is intended that this information will provide a precise picture of the geographic distribution of these crimes and trends over time.

13871. The Attorney General shall, on January 1, 1985, commence a one-year project to develop a program model to collect, compile, and analyze information about racial, ethnic, and religious crimes. The project shall include, but not be limited to, all of the following duties:

(a) Develop uniform guidelines for consistent identification of racial, ethnic, and religious crimes.

(b) Recommend an appropriate means for statewide collection of data on racial, ethnic, and religious crimes.

(c) Recommend an appropriate state agency to implement collection of this information.

(d) Submit to the Legislature a final report describing the findings of the study by January 1, 1986.

13872. The crimes that shall be the focus of this chapter shall include a wide variety of incidents, which reflect obvious racial, ethnic, or religious motivations, ranging from vandalizing a place of worship to assaults between members of gangs, including, but not limited to, incidents that occur on school grounds and between gang members and any other incidents that law enforcement officers on a case-by-case basis identify as having a racial, ethnic or religious motivation. They shall not include incidents of discrimination in employment.

SEC. 2. The sum of seventy-five thousand dollars (\$75,000) is hereby appropriated from the General Fund to the Department of Justice for the purposes of this act. The funds appropriated by this section shall be available for encumbrance until January 1, 1986.

APPENDICES 2-6

Elements of the Program Model for the
Statewide Collection of Data on Crimes
Motivated all or in part by Race, Ethnicity,
Religion, and Sexual Orientation

LEGISLATION TO IMPLEMENT COLLECTION OF DATA ON CRIMES MOTIVATED ALL OR IN PART
BY RACE, ETHNICITY, RELIGION, AND SEXUAL ORIENTATION

Proposed Addition to Article 3, Chapter 1, Title 3 of The California Penal Code

§13023. Crimes motivated all or in part by race, ethnicity, religion, and
sexual orientation.

Local law enforcement agencies shall report to the Department of Justice in a
manner prescribed by the Attorney General, such information as may be required
relative to any act or attempted act to cause physical injury, emotional
suffering, or property damage, which is or appears to be motivated, all or in
part, by the victim's race, ethnicity, religion, and sexual orientation.

UNIFORM DEFINITIONS AND GUIDELINES
For Identification of Crimes Motivated, All or in Part, by
Race, Ethnicity, Religion, and Sexual Orientation

DEFINITIONS

A reportable crime is any act or attempted act to cause physical injury, emotional suffering, or property damage, which is or appears to be motivated, *all or in part*, by race, ethnicity, religion, and sexual orientation.

Motivation — Incentive, inducement, desire, emotion, or similar impulse resulting in some type of action.

Race — Any group or class of individuals with common characteristics distinguished by form of hair, color of skin and eyes, stature, bodily proportions, etc., that are genetically transmitted to classify it as a distinct human type.

Ethnic Group — Any group or class of individuals within a culture or social system that can be distinguished on the basis of variable traits including nationality, religion, linguistics, ancestry, traditions, attire, etc.

Religion — A personal awareness or conviction of the existence of a supreme being, supernatural powers, or influences controlling one's own humanity or all nature's destiny.

Sexual Orientation — The direction of sexual, emotional, and/or physical attraction and preference, which may be primarily towards persons of the opposite sex (heterosexuality), primarily towards persons of the same sex (gay, lesbian), or toward both in some proportion (bisexuality).

GUIDELINES TO IDENTIFY REPORTABLE CRIMES

A. Criteria

The following criteria should be used in determining whether a crime was motivated, *all or in part*, by race, ethnicity, religion, and sexual orientation. The criteria, which should be applied singularly and in combination, are not all inclusive but provide a general guideline for consistent identification of such crimes.

1. A symbol(s), word(s), or act(s) which is or may be offensive to a specific race, ethnic group, religious group, or persons with differing sexual orientation (swastika, cross burning, "nigger," "queer," etc.).
2. Statements/actions of the victim(s), suspect(s), and other involved parties.
3. Prior history of similar crimes in same area or against the same victim group.
4. Community response to the crime.

B. Questions to Consider When Identifying Crimes Motivated, All or in Part, by Race, Ethnicity, Religion, and Sexual Orientation

1. Did the crime occur *all or in part* because of racial, ethnic, religious, or sexual differences between the persons/groups or for other reasons (childish pranks, unrelated vandalism, school rivalry, etc.)?
2. Has the victim or victim group been subjected to repeated attacks of a similar nature?
3. Is the victim the only minority group member in the neighborhood or one of a few?
4. Did the victim recently move into the area; is the victim acquainted with neighbors and/or local community groups?
5. When multiple incidents occur at the same time, are all victims of the same race, ethnicity, religion, or sexual orientation?
6. Has the victim been associated with recent or past activities relating to his/her race, ethnicity, religion, or sexual orientation (e.g., gay rallies, demonstrations, holiday celebrations, conferences/conventions, religious meetings, etc.)?
7. Has there been prior/recent news coverage of events of a similar nature?
8. What was the manner and means of attack (e.g., color of paint, correctness of the spelling of words, symbols or signs used, etc.)? Is it similar to other documented incidents?
9. Is there an ongoing neighborhood problem that may have initiated or contributed to the act (e.g., could the act be retribution for some conflict with neighbors, area juveniles, etc.)?
10. Does the crime indicate possible involvement by an organized group? For example:
 - a. Is the literature printed or handwritten?
 - b. Does the name signify a "copy-cat" syndrome?
 - c. Is there any documented or suspected organized group activity in the area?
 - d. Was this group "involved" in a true sense, or as a fear or scare tactic?
11. Does the party(s) responsible have a true understanding of the impact of the crime on the victim or other group members?

RERC DATA

VICTIM CARD

ELEMENT	FIELD SIZE	CODE	ELEMENT	FIELD SIZE	CODE
TRANSACTION	1		VICTIM-SUSPECT RELATIONSHIP - NO. 1	2	
JURISDICTION CODE	9		VICTIM-SUSPECT RELATIONSHIP - NO. 2	2	
BCS NUMBER	7		VICTIM-SUSPECT RELATIONSHIP - NO. 3	2	
VICTIM NUMBER	2		VICTIM-SUSPECT RELATIONSHIP - NO. 4	2	
NAME - LAST	14		DATE OF CRIME	6	
FIRST	10		DAY OF WEEK	1	
MIDDLE	8		TIME OF CRIME	2	
DATE REPORTED DOJ	4		LOCATION	2	
CRIME CASE NUMBER	8		WEAPON	2	
TOTAL VICTIMS	2		MOTIVATING FACTOR	1	
SEX	1		CRIME - NO. 1	3	
DATE OF BIRTH	6		CRIME STATUS	1	
RACE	1		CRIME DESCRIPTION	2	
ETHNICITY	2		CRIME - NO. 2	3	
NATIONAL ORIGIN	2		CRIME STATUS	1	
RELIGION	2		CRIME DESCRIPTION	2	
SEXUAL ORIENTATION	1		CRIME - NO. 3	3	
ORGANIZATION MEMBER- SHIP OR AFFILIATION	2		CRIME STATUS	1	
SYNOPSIS OF CRIME:			CRIME DESCRIPTION	2	

RERC DATA

SUSPECT CARD

ELEMENT	FIELD SIZE	CODE	ELEMENT	FIELD SIZE	CODE
TRANSACTION	1		TOTAL SUSPECTS	2	
JURISDICTION CODE	9		SEX	1	
BCS NUMBER	7		DATE OF BIRTH	6	
SUSPECT NUMBER	2		RACE	1	
NAME -- LAST	14		ETHNICITY	2	
FIRST	10		NATIONAL ORIGIN	2	
MIDDLE	8		RELIGION	2	
DATE REPORTED DOJ	4		SEXUAL ORIENTATION	1	
CRIME CASE NUMBER	8		ORGANIZATION MEMBERSHIP OR AFFILIATION	2	

SYNOPSIS OF CRIME:

BCS RACIAL, ETHNIC, AND RELIGIOUS CRIMES CODING ELEMENTSVICTIM AND CRIME DATA ELEMENTS:

<u>ELEMENT</u>	<u>FIELD SIZE</u>	<u>SAMPLE CODES</u>
TRANSACTION	1	1 - initial victim record 2 - additional information or correction to victim record 3 - initial suspect record 4 - additional information or correction to suspect record * - deletes this victim or suspect record only 0 - deletes complete case (all V and S with same BCS number)
JURISDICTION CODE	9	NCIC city/county code will be entered. Key entry will right justify and zero fill.
BCS NUMBER	7	Assigned sequential unique number. The same number is used for all victims and suspects of a crime.
VICTIM NUMBER	2	00-49 Victims are numbered in the order they appear on the supplemental RERC report.
NAME - LAST	14	
FIRST	10	
MIDDLE	8	
DATE REPORTED TO DOJ	4	Month (2 digits) and year (2 digits) the RERC report was received by DOJ.
CRIME CASE NUMBER	8	Case Number given by jurisdiction. If less than eight digits are given, key entry will right justify and zero fill.
TOTAL VICTIMS	2	Indicate the total number of victims involved in the particular RERC case.
SEX	1	1 - Male (adult only for victim) 2 - Female (adult only for victim) 3 - Male juvenile (victim only) 4 - Female juvenile (victim only)

VICTIM AND CRIME DATA ELEMENTS: Continued

<u>ELEMENT</u>	<u>FIELD SIZE</u>	<u>SAMPLE CODES</u>
DATE OF BIRTH	6	MMDDYY
RACE	1	1 - White 2 - Black 3 - American Indian/Alaskan native 4 - Asian/Pacific Islander 5 - Filipino 9 - Unknown
ETHNICITY	2	00-99 Examples of ethnicity are: 01 - Hispanic 02 - Serbian 03 - Croatian
NATIONAL ORIGIN	2	00-99 Examples of national origin are: 01 - Chinese 02 - Japanese 03 - Vietnamese 04 - German 05 - Italian
RELIGION	2	00-99 Examples 01 - Judaism 02 - Catholicism 03 - Protestantism 04 - Hinduism 05 - Islamic
SEXUAL ORIENTATION	1	1 - Heterosexual 2 - Homosexual 3 - Bisexual 9 - Unknown
ORGANIZATION MEMBERSHIP OR AFFILIATION	2	00-99 Examples: 01 - Ku Klux Klan 02 - American Nazi Party

VICTIM AND CRIME DATA ELEMENTS: Continued

<u>ELEMENT</u>	<u>FIELD SIZE</u>	<u>SAMPLE CODES</u>
		03 - Jewish Defense League 04 - Black Guerrilla Family
VICTIM - SUSPECT #1 RELATIONSHIP	2	00-99
VICTIM - SUSPECT #2 RELATIONSHIP	2	Relationship of victim to
VICTIM - SUSPECT #3 RELATIONSHIP	2	suspect #1, ie. for neighbor code
VICTIM - SUSPECT #4 RELATIONSHIP	2	02. Same procedure for victim
		to suspect #2, victim to suspect #3,
		and victim to suspect #4.
		Examples:
		01 - Family member
		02 - Neighbor
		03 - Acquaintance
		04 - Boyfriend/ex-boyfriend
		05 - Girlfriend/ex-girlfriend
		06 - Ex-husband
		07 - Ex-wife
		08 - Employee
		09 - Employer
		10 - Friend
		11 - Homosexual relationship
		12 - Other - known to victim
		13 - Stranger
		14 - Gang member
		15 - Unknown
		16 - Peace officer related
DATE OF OFFENSE	6	MDDYY
DAY OF WEEK	1	1 - Sunday 2 - Monday 3 - Tuesday 4 - Wednesday 5 - Thursday 6 - Friday 7 - Saturday
TIME OF INCIDENT	2	First two digits of military time - i.e., 2 AM would equal 02, 5 PM would equal 17, etc. Leave blank if unknown.
LOCATION	2	00-99
		Examples:
		01 - Hotel, motel, or other commercial short-term

VICTIM AND CRIME DATA ELEMENTS: Continued

ELEMENT

FIELD SIZE

SAMPLE CODES

- residence
- 02 - Victim's residence
- 03 - Suspect's residence
- 04 - Service station
- 05 - Liquor stores
- 06 - Parking lot area
- 07 - Other commercial business
- 08 - Other residence besides
victim's or suspect's
- 09 - Bar or cocktail lounge
- 10 - Any vehicle
- 11 - Street or sidewalk
- 12 - Highway or freeway
- 13 - Park or school grounds
- 14 - Vacant field
- 15 - Jail
- 16 - Rural area - county roads

WEAPON

2

00-99

Examples:

- 01 - Firearm - (unknown whether
handgun, rifle, or shotgun)
- 02 - Handgun
- 03 - Rifle
- 04 - Shotgun
- 05 - Knife or other cutting or
stabbing instument
- 06 - Blunt object (bludgeon, club,
etc.)
- 07 - Personal weapons (hands, feet,
teeth, etc.)
- 08 - Ropes or garrote (stangulation
or hanging with)
- 09 - Arson
- 10 - Pellet gun
- 11 - Fire (nonarson)

MOOTIVATING FACTOR

1

- 1 - Race
- 2 - Ethnicity
- 3 - Religion
- 4 - Sexual orientation

CRIME

3

000-999

(Up to 3 entries allowed).

Examples:

- 320 - Assault with deadly weapon
- 066 - Vandalism (Misdemeanor)

VICTIM AND CRIME DATA ELEMENTS: Continued

<u>ELEMENT</u>	<u>FIELD SIZE</u>	<u>SAMPLE CODES</u>
		064 - Vandalism (Felony) 397 - Battery 200 - Robbery
CRIME STATUS (Up to 3 entries allowed).	1	0-9 Examples: 1 - Actual 2 - Attempted 3 - Unfounded
CRIME DESCRIPTION (Up to 3 entries allowed).	2	00-99 Examples: 01 - Cross burning 02 - Daubing of swastika 03 - Bombing 04 - Hanging in effigy 05 - Disturbing public assembly/meeting
PERSONAL INJURY (Coded for most serious injury)	1	0-9 Examples: 1 - Minor injury - no medical attention 2 - Medical treatment 3 - Hospitalization 4 - Death 5 - Emotional suffering 9 - Unknown
PROPERTY DAMAGE (Coded for most serious damage)	1	0-9 Examples: 1 - Property defaced 2 - Property stolen 3 - Property destroyed

SUSPECT DATA ELEMENTS

<u>ELEMENT</u>	<u>FIELD SIZE</u>	<u>SAMPLE CODES</u>
TRANSACTION	1	1 - initial victim record 2 - additional information or correction to victim record 3 - initial suspect record 4 - additional information or correction to suspect record * - deletes this victim or suspect record only 0 - deletes complete case (all V and S with same BCS number)
JURISDICTION CODE	9	NCIC city/county code will be entered. Key entry will right justify and zero fill.
BCS NUMBER	7	Assigned sequential unique number. The same number is used for all victims and suspects of a crime.
SUSPECT NUMBER	2	51-99 Suspects are numbered in the order they appear on the supplemental RERC report.
NAME -- LAST	14	
FIRST	10	
MIDDLE	8	
DATE REPORTED TO DOJ	4	Month (2 digits) and year (2 digits) the RERC report was received by DOJ.
CRIME CASE NUMBER	8	Case number given by jurisdiction. If less than eight digits are given, key entry will right justify and zero fill.
TOTAL SUSPECTS	2	Indicate the total number of suspects involved in the particular RERC case.
SEX	1	1 - Male (adult only for suspect) 2 - Female (adult only for suspect) 3 - Male juvenile (suspect only) 4 - Female juvenile (suspect)
DATE OF BIRTH	6	MDDYY

SUSPECT DATA ELEMENTS: Continued

<u>ELEMENT</u>	<u>FIELD SIZE</u>	<u>SAMPLE CODES</u>
RACE	1	1 - White 2 - Black 3 - American Indian/Alaskan native 4 - Asian/Pacific Islander 5 - Filipino 9 - Unknown
ETHNICITY	2	00-99 Examples of ethnicity are: 01 - Hispanic 02 - Serbian 03 - Croatian
NATIONAL ORIGIN	2	00-99 Examples of national origin are: 01 - Chinese 02 - Japanese 03 - Vietnamese 04 - German 05 - Italian
RELIGION	2	00-99 Examples: 01 - Judaism 02 - Catholicism 03 - Protestantism 04 - Hinduism 05 - Islamic
SEXUAL ORIENTATION	1	1 - Heterosexual 2 - Homosexual 3 - Bisexual 9 - Unknown
ORGANIZATION MEMBERSHIP OR AFFILIATION	2	00-99 Examples: 01 - Ku Klux Klan 02 - American Nazi Party 03 - Jewish Defense League 04 - Black Guerrilla Family

APPENDIX 7

References

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