Quality Assurance Review
Standard Reference Guide

Telephone – (304) 625-3020
E-mail – acjis@leo.gov

Table of Contents

Standard One

A UCR Program must conform to the FBI UCR Program's submission standards, definitions, specifications, and required deadlines.
(*Criminal Justice Information Services (CJIS) Division Uniform Crime Reporting (UCR) Program National Incident-Based Reporting System (NIBRS) User Manual*, Version 1.0, March 30, 2018, 1.3 UCR Program Standards, p. 8.)

Classification

The use of standardized definitions in the NIBRS is essential to the maintenance of uniform and consistent data. This practice ensures the FBI UCR Program considers and appropriately counts all criminal offenses of law, regardless of their different titles under state and local law or United States titles and statutes.
(*CJIS Division UCR Program NIBRS User Manual*, Version 1.0, March 30, 2018, 2.4 Offense Definitions, Source of Offense Definitions, p. 19.)

Scoring

For counting purposes, agencies should count one offense for each victim of a Crime Against Person, one offense for each distinct operation of a Crime Against Property (with the exception of motor vehicle theft, where one offense is counted for each stolen vehicle), and one offense for each Crime Against Society.
(*CJIS Division UCR Program NIBRS User Manual*, Version 1.0, March 2018, 2.2 Classifying Offenses, Offense Categories – Crimes Against Persons, Property, and Society, p. 14.)

Arrests

The Arrestee Segment is used to report the apprehension of the person(s) arrested for committing the crime(s) reported in the Group A Incident Report, the offense for which he or she was arrested, and the arrestee data (e.g., his/her age, sex, race, and ethnicity). The reporting agency should submit an Arrestee Segment for each of the (up to 99) arrestees who were involved in the incident. However, if there were no arrestees, the agency should not submit this segment.
(*CJIS Division UCR Program NIBRS User Manual*, Version 1.0, March 30, 2018, 3.1 Group A Incident Report, Arrestee Segment, p. 65.)

The Group B Arrest Report describes only the circumstances of the arrest, the Group B arrest offense, and the arrestee data (e.g., his/her age, sex, race, and ethnicity). This report does not include incident data since agencies report only arrests for Group B offenses. Reporting agencies should submit a separate Group B Arrest Report for each arrestee.
(*CJIS Division UCR Program NIBRS User Manual*, Version 1.0, March 30, 2018, 3.2 Group B Arrest Report, p. 66.)

LEA should enter only one per arrestee:

O = On-View Arrest (apprehension without a warrant or previous incident report)
S = Summoned/Cited (not taken into custody)
T = Taken Into Custody (based on warrant and/or previously submitted incident report)
(*CJIS Division UCR Program NIBRS User Manual*, Version 1.0, March 2018, 4.4 Clarification of Specific Data Elements & Data Values, Data Element 43 [Type of Arrest], Valid Data Values, p. 133.)

Clearances

The data element "Cleared Exceptionally" indicates whether the LEA cleared the incident by exceptional means. In a multiple-offense incident, the exceptional clearance of one offense clears the entire incident.

LEAs must not confuse exceptionally clearing an incident with administratively closing an investigation, and LEAs cannot clear an incident exceptionally if it was previously or is concurrently cleared by arrest, i.e., if an Arrestee Segment [Level 6] was/is submitted.

Valid Data Values

A = Death of Offender
B = Prosecution Declined (by the prosecutor for other than lack of probable cause)
C = In Custody of Other Jurisdiction (includes extradition denied)
D = Victim Refused to Cooperate (in the prosecution)
E = Juvenile/No Custody (the handling of a juvenile without taking him/her into custody, but rather by oral or written notice given to the parents or legal guardian in a case involving a minor offense, such as petty larceny)
N = Not Applicable (not cleared exceptionally)

C = In Custody of Other Jurisdiction
Beginning January 1, 2011, agencies began using data value C = In Custody of Other Jurisdiction for cases in which extraditions are formally denied or in circumstances where an offender committed offenses in two jurisdictions and was arrested in one of the jurisdictions. The LEA in the jurisdiction not reporting the arrest should report this data value when they become aware of the arrest.

N = Not Applicable
If an incident was not cleared by either an arrest or exceptional means by the time an initial Group A Incident Report is submitted regarding it, then N = Not Applicable should be entered. If, after a Group A Incident Report was submitted, an offender was arrested, the previously submitted report should be updated with an Arrestee Segment. Submitting an Arrestee Segment will automatically clear the incident. This data element should still contain N = Not Applicable.

To clear an offense by exceptional means, LEAs must meet **ALL** four of the following conditions:

1. The LEA investigation must have clearly and definitely established the identity of at least one offender.

2. The LEA must have sufficient probable cause to support arresting, charging, and prosecuting the offender.

3. The LEA must know the exact location of the offender so they could make an arrest if circumstances did not prevent it.

4. There must be a reason outside the control of the LEA preventing the arrest, charging, and turning over for prosection.

(*CJIS Division UCR Program NIBRS User Manual*, Version 1.0, March 30, 2018, 4.4 Clarification of Specific Data Elements & Data Values, Data Element 4 [Cleared Exceptionally], pp. 72-73.)

Jurisdiction

The purpose of establishing appropriate jurisdiction is to depict the nature and amount of crime in a particular community. Throughout the United States, there are thousands of LEAs; some have overlapping jurisdictions. To ensure LEAs with overlapping jurisdictions are not reporting duplicate data (offense or arrest), the FBI UCR Program developed the following guidelines:

1. City, university and college, county, state, tribal, and federal LEAs should report offenses that occur within their jurisdictions.

2. When two or more city, university and college, county, state, tribal, or federal LEAs are involved in the investigation of the same offense, the agency with investigative jurisdiction based on city, university and college, county, state, tribal, and federal law and/or applicable interagency agreements or memorandums of understanding should report the offense. If there is uncertainty as to the lead or primary agency, the agencies must agree on which agency should report the offense.

3. LEAs will report only those arrests made for offenses committed within their own jurisdictions.

4. The recovery of property should be reported only by the LEA who first reported it missing and/or stolen regardless of which agency recovered it.

As a rule, cities having their own police departments report their own crime data. However, smaller locales may combine their crime data with larger agencies (e.g., sheriffs' offices and state police) for reporting purposes. This practice most often occurs in rural or unincorporated areas employing constables, town marshals, or other officers who infrequently report offenses. In cases where the county sheriff or state police has a contract to provide law enforcement services for an incorporated city, the sheriff or state police will continue to report incidents occurring within the boundaries of these cities. These reports should reflect the geographic location of where the incident occurred by use of the city's Originating Agency Identifier (ORI). In some localities, the sheriff, state police, or a federal LEA will assist a local police department in the investigation of crimes committed within the limits of the city. Even though this is the case, the city police department should report the offenses unless there is a written or oral agreement specifying otherwise.
(*CJIS Division UCR Program NIBRS User Manual*, Version 1.0, March 30, 2018, 1 Introduction, 1.4 Jurisdiction, pp. 9-10.)

Property

Data Element 14 (Type Property Loss/Etc.)

This data element should be used to describe the type(s) of property loss, recovery, seizure, etc., which occurred in an incident. LEAs should report separate property information for each type of loss/etc., when the incident involved Kidnapping/Abduction, Crimes Against Property, Drug/ Narcotic Offenses, and Gambling Offenses.

An agency should report property stolen in its jurisdiction only. Likewise, only the agency who reported the property stolen can report the property recovered even if another jurisdiction recovered the property.

Valid Data Values

LEAs should enter one for each type of property loss:

1 = None

2 = Burned (includes damage caused in fighting the fire)

3 = Counterfeited/Forged

4 = Destroyed/Damaged/Vandalized

5 = Recovered (to impound property that was previously stolen)

6 = Seized (to impound property that was not previously stolen)

7 = Stolen/Etc. (includes bribed, defrauded, embezzled, extorted, ransomed, robbed, etc.)

8 = Unknown
(*CJIS Division UCR Program NIBRS User Manual*, Version 1.0, March 2018, 4.4 Clarification of Specific Data Elements & Data Values, Data Element 14 [Type Property Loss/Etc.], p. 92-93.)

Data Element 16 (Value of Property)
This data element should be used to enter the total dollar value (in whole dollars) of the property burned (includes damage caused in fighting the fire), counterfeited, destroyed/damaged/vandalized, recovered, seized, stolen, etc., as a result of the incident.

LEAs can enter up to ten values to match the up to ten property descriptions (Data Element 15) associated with each Property Segment (i.e., each type of property loss/etc.) in the incident. If more than ten types of property are involved, the values of the nine most valuable, coded properties should be entered; then, the total value of the remaining properties combined which were coded as 77 = Other in Data Element 15 should be combined and then entered.

If the value of a property is unknown, the agency should enter the value one dollar ($1), which means unknown.

An agency should report only the value of the property stolen in its jurisdiction. Likewise, the agency who originally reported the property stolen should report the value of the property as recovered, regardless of whether another agency recovered the property. This procedure applies to all stolen property, including motor vehicles. (Some agencies find it valuable to maintain separate records on property they recover for other jurisdictions.)

Additional Considerations
When LEAs seize drugs or narcotics in a drug case, they should report no value for this data element, but should report the estimated quantity of the drugs/narcotics. Therefore, when the offense is 35A = Drug/Narcotic Violations, the data value of 6 = Seized should be entered into Data Element 14 (Type Property Loss/Etc.) and 10 = Drugs/Narcotics should be entered into Data Element 15 (Property Description). The agency should enter no value into this data element; instead, agencies should use Data Element 20 (Suspected Drug Type), Data Element 21 (Estimated Drug Quantity), and Data Element 22 (Type Drug Measurement).

When drugs or narcotics are involved in other types of crime (e.g., they were stolen through burglary, robbery, theft, etc., or destroyed by arson) their value should be entered into this data element, and Data Elements 20, 21, and 22 should be left blank.

Guidelines for Property Valuation

Questions frequently arise as to how to valuate property involved in a criminal incident. The FBI UCR Program suggests the following guidelines:

1. Round values to the nearest whole dollar.

2. Use the fair market value for articles subject to depreciation because of wear and tear, age, or other factors causing the value to decrease with use.

3. Use the victim's valuation (in most instances) of items such as jewelry, watches, and other similar goods that decease in value slightly or not at all with use or age.

4. Use replacement cost or actual cash cost to victim for new or almost new clothes, auto accessories, bicycles, etc.

5. Use the current market price at the time of the theft, seizure, etc. for negotiable instruments such as bonds payable to the bearer, etc.

6. Score the theft of nonnegotiable instruments such as traveler's checks, personal checks, money orders, stocks, bonds, food stamps, etc., but do not record a value.

7. Use the cost to the merchant (wholesale cost) of goods recovered, seized, stolen, etc., from retail establishments, warehouses, etc. In other words, use the dollar value representing the actual cash loss to the victim without any markup or profit added.

8. When the victim obviously exaggerates the value of stolen/destroyed/damaged property for insurance or other purposes, LEAs should use common sense and good judgment to determine the value reported for stolen items.

9. Often the condition of the property is different at recovery than it was when stolen. LEAs should use the market value at the time of recovery even though it is less than the value reported at the time of the theft. If the value has increased by the time law enforcement recovers the property, the recovery value should not exceed its initial stolen value. Hair-splitting refinements are unnecessary.

Note: LEAs can use any type of resource to determine the value of property including the Internet, Craigslist, eBay, Kelley Blue Book, etc.
(*CJIS Division UCR Program NIBRS User Manual*, Version 1.0, March 30, 2018, 4.4 Clarification of Specific Data Elements & Data Values, Data Element 16 [Value of Property], pp. 106-108.)

Offenders
Data Element 36 (Offender Sequence Number)

The reporting agency should assign each offender in an incident a sequence number from 01 to 99 using this data element. If the agency knows nothing about the offender(s), 00 = Unknown Offender should be reported.

Valid Data Values

01 – 99
00 = Unknown Offender

Note: If sequence numbers have already been assigned because the offenders perpetrated a Crime Against Person or Crime Against Property, the same numbers must be used. (*CJIS Division UCR Program NIBRS User Manual*, Version 1.0, March 30, 2018, 4.4 Clarification of Specific Data Elements & Data Values, Data Element 36 [Offender Sequence Number], p. 129.

Updates
Updating Incidents in the NIBRS

Once LEAs submit an incident to the FBI UCR Program, circumstances may arise which warrant updating their original submission. The flexibility of the NIBRS provides for updating reports by adding, modifying, and deleting data. The FBI UCR Program's updating policy states an agency should update a report only if the change would substantially alter the report's statistical significance. Circumstances which warrant updating a report include the occurrence of a subsequent event materially affecting the report or finding out the LEA made a serious error when they submitted the original report. Anytime an agency updates a report, the agency should resubmit the report so the data are the same at all levels—local, state, and federal.

Examples of circumstances requiring an update include the discovery of an additional unreported offense, victim, and/or offender; a subsequent arrest or exceptional clearance; discovery of a significant amount of unreported property loss; the recovery of stolen property; or the incorrect entry of important data, such as the offense code, the victim's or arrestee's sex or race, etc.

Examples of circumstances not requiring an update include the agency learning the exact age of the offender (e.g., 22) after reporting an age range (e.g., 20-25); the agency learning the true value of stolen property (e.g., $958) after reporting the approximate cost (e.g., $1,000); or the agency learning, besides suffering a severe laceration previously reported, the victim also suffered internal injury.

An agency participating in the NIBRS may, of course, update more data than is required by the FBI UCR Program's policy. If a reporting state UCR Program (or a direct agency participant) updates a record in its RMS, they should also submit the updated record for the national file.

LEAs can find additional information about adding, deleting, and modifying information in the NIBRS in the *NIBRS Technical Specification*. (*CJIS Division UCR Program NIBRS User Manual*, Version 1.0, March 30, 2018, 3.4 Report Modifications, p. 67.)

Standard Two

Data Integrity Procedures
A state UCR Program must establish data integrity personnel and have personnel assigned to assist contributing agencies in quality assurance practices and crime reporting procedures. (*CJIS Division UCR Program NIBRS User Manual*, Version 1.0, March 30, 2018, 1.3 UCR Programs and Non-Program Domains, p. 8.)

Assistance in Uniform Crime Reporting

A UCR Program must establish data integrity procedures and have personnel assigned to assist contributing agencies in quality assurance practices and crime reporting procedures.
(*CJIS Division UCR Program NIBRS User Manual*, Version 1.0, March 30, 2018, 1.3 UCR Programs and Non-Program Domains, p. 9.)

Hate Crime Statistics

There are many kinds of bias. Some of the more common kinds are those against race, sexual orientation, or religion. There are also biases against rich people, poor people, the elderly, people who dress differently, smokers, drinkers, people who are overweight, etc. The types of bias to be reported to the FBI UCR Program are limited to those mandated by the Hate Crime Statistics Act and its subsequent amendments.
(*Criminal Justice Information Services (CJIS) Division Uniform Crime Reporting (UCR) Program Hate Crime Data Collection Guidelines And Training Manual*, Version 2.0, February 2015, 1. Introduction, 1.3.2.2 The Types of Bias Motivation to be Reported are Limited, p. 2.)

The FBI Uniform Crime Reporting (UCR) Program collects hate crime data regarding criminal offenses motivated, in whole or in part, by the offender's bias against a race, religion, disability, sexual orientation, ethnicity, gender, or gender identity. Due to the difficulty of ascertaining the offender's subjective motivation, bias is to be reported *only if* investigation reveals sufficient objective facts to lead a reasonable and prudent person to conclude that the offender's actions were motivated, in whole or in part, by bias.
(*CJIS Division UCR Hate Crime Data Collection Guidelines And Training Manual*, Version 2.0, February 2015, 2. Criteria Of A Hate Crime, 2.1 Bias Motivation, p. 4.)

Although all hate crime submissions forwarded to the FBI UCR Program are made electronically, the specific reporting method used depends upon whether a law enforcement agency submits the rest of its UCR data via the NIBRS or the Summary Reporting System (SRS). NIBRS agencies report hate crime as part of their regular UCR submission, and SRS agencies use either a separate record layout or a Microsoft Excel workbook to submit their hate crime data to the UCR Program. All three submission types capture the data required for hate crime—the offense type and its respective bias motivation, the location of the incident, the number and type of victims, the number of known offenders, the known offender's race and ethnicity, and whether or not the victim and/or offender were under 18 years of age and/or 18 years of age and over. However, the offenses that are submitted must be reported in accordance with the requirements of the NIBRS or the SRS, depending on which system is applicable.
(*CJIS Division UCR Hate Crime Data Collection Guidelines And Training Manual*, Version 2.0, February 2015, 5. Submitting Hate Crime Data To The FBI UCR Program, p. 24.)

This data element, required at the end of the Offense Segment of all NIBRS submissions, indicates whether the offender was motivated, in whole or in part, to commit the offense because of his or her bias against a race, religion, disability, sexual orientation, ethnicity, gender, or

gender identity. Due to the difficulty of ascertaining the offender's subjective motivation, bias is to be reported *only if* investigation reveals sufficient objective facts to lead a reasonable and prudent person to conclude that the offender's actions were motivated, in whole or in part, by bias.

Table 3: Additional Bias Motivations Collected in NIBRS

Bias Category	Bias Motivation
None/ Unknown	None (No Bias) (88)
	Unknown (Offender's Motivation Not Known) (99)

Note: In the NIBRS, incidents that do not involve any facts indicating bias motivation on the part of the offender are to be coded as 88 = None, and incidents involving ambiguous facts (i.e., where some facts are present but are not conclusive) should be coded as 99 = Unknown. The intent of bias motivation code 99 = Unknown is to allow an agency to report a crime in which bias motivation is unknown or when the investigation has not been completed. When it is determined the presence of bias motivation is conclusive, the reported bias motivation code 99 = Unknown should be modified to indicate the results of the subsequent investigation. LEAs should be diligent in modifying these types of situations as they become known. A review of year-end hate crime data should have few, if any, hate crimes coded as 99 = Unknown.

(*CJIS Division UCR Hate Crime Data Collection Guidelines And Training Manual*, Version 2.0, February 2015, 5.1.2 NIBRS Data Element 8A, Bias Motivation, pp. 26-27.)

Law Enforcement Officers Killed and Assaulted

LEAs should use Data Elements 25A, 25B, and 25C to report line-of-duty felonious killings and assaults on sworn law enforcement officers, who have full arrest powers. LEAs should report all assaults on officers, with or without injuries.

(*CJIS Division UCR Program NIBRS User Manual*, Version 1.0, January 2013, 4.4 Clarification of Specific Data Elements & Data Values, Data Element 25 [Type of Victim], 25A - 25C LEOKA, p. 114.)

FBI Abbreviations

ASRE—Age, Sex, Race, and Ethnicity

CJIS—Criminal Justice Information Services

FBI—Federal Bureau of Investigation

LEAs—Law Enforcement Agencies

LEOKA—Law Enforcement Officers Killed and Assaulted

NIBRS—National Incident-Based Reporting System

ORI—Originating Agency Identifier

SRS—Summary Reporting System

UCR—Uniform Crime Reporting