



August 2013

Uniform Crime Reporting (UCR)
State Program Bulletin 13-3

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SECTION 1—MESSAGE TO PROGRAM PARTICIPANTS

1.1 Data submission deadlines

State UCR Program managers should note the following deadlines for data to be received by the FBI's Crime Statistics Management Unit's (CSMU's) Operations Group and inform their local agencies of these deadlines. These deadlines are very important to the national UCR Program so that the national staff can publish data in a timely manner. If these deadlines cannot be met, the state Program is asked to work with its state's point of contact in the CSMU.

| Date | Information needed |
|--------------------------|---|
| August 23, 2013 | Deadline to submit January through June 2013 data to the FBI for inclusion in the <i>Preliminary Semiannual Uniform Crime Report, January–June 2013</i> . |
| December 13, 2013 | Deadline to submit police employee counts as of October 31, 2013. |
| December 31, 2013 | Deadline to change an agency's name or address, add new contributing agencies within the state, or change an agency's current reporting status. |

1.2 Updated contact information for UCR trainers

In an effort to provide more timely, accurate, and consistent information regarding the classification and scoring of crimes in the UCR Program, the national UCR Program trainers can now be contacted through e-mail at <UCRTrainers@leo.gov>. For documentation purposes, the preferred method of contact with the trainers is via e-mail. When submitting an e-mail about the classification and/or scoring of an incident, the agency is asked to provide the entire incident report as an attachment to the e-mail.

The national UCR Program training staff can also be reached by telephone at (888) 827-6427. State program managers are asked to disseminate this information to the agencies in their state.

1.3 Electronic availability of the UCR *State Program Bulletin*

The UCR *State Program Bulletin* is available electronically in Microsoft Word format and as a Portable Document Format file. State UCR Program managers who wish to receive the UCR *State Program Bulletin* via e-mail must provide their e-mail addresses to the FBI's Multimedia Productions Group (MPG) staff at <cjis_comm@leo.gov> and indicate "UCR *State Program Bulletin*" in the subject line of the e-mail.

It is the responsibility of the state UCR Program managers to disseminate the information, as appropriate, to their staff and local agencies. In order to serve our customers in the best manner possible, the national UCR Program would like to remind state UCR Program managers to keep the MPG informed of any changes in their e-mail addresses.

The current UCR *State Program Bulletin*, as well as previous editions, are available on the FBI's Internet site at <<http://www.fbi.gov/about-us/cjis/ucr/state-program-bulletins-and-newsletters/state-program-bulletins-and-newsletters>>.

Agencies can also access the UCR *State Program Bulletin* on the UCR Program's Special Interest Group (SIG) directly on the Law Enforcement Online (LEO):

- ❖ Click on the LEO logo
- ❖ Click on the SIG link
- ❖ Click by Access Type and select Unrestricted
- ❖ Click on the UCR logo

Users with questions concerning access to the LEO should contact the LEO Operations Unit by telephone at (304) 625-5555.

The CJIS Link: Sign up for Your Alert Today!

Stay informed about what's new at the CJIS Division and what it can do to assist your agency. Sign up at <www.fbi.gov/about-us/cjis> to receive e-mails that alert you when the FBI publishes a new edition of *The CJIS Link (Link)* to its Web site at <<http://www.fbi.gov/about-us/cjis/cjis-link>>. (Although the *Link* was formerly available in hard copy to its more than 88,000 readers in the law enforcement and criminal justice communities, it is now published exclusively to the Internet.)

The *Link* is one of the key ways the CJIS Division keeps agencies updated on the services and benefits that its programs and systems have to offer. The *Link* also showcases the successes of those programs and systems in supporting law enforcement and provides contact information so you can easily access the appropriate office or unit. Make sure you receive notice of upcoming editions with information your agency needs. Sign up for your alert today!

SECTION 2—CLARIFICATION TO POLICY AND PROCEDURES

2.1 New UCR to launch January 5, 2014

The national UCR Program staff will launch the New UCR on January 5, 2014, and agencies will be able to send their 2014 data submissions via the New UCR in February 2014.

However, until then, agencies are reminded that the deadline for agencies to electronically submit their crime data was July 1, 2013.

As a reminder, as of July 1, 2013, the FBI is no longer accepting hard copy submissions for the SRS. This includes printed forms, scanned images, Portable Document Format files, and nonstandard Excel workbooks. The FBI will not accept any submission format that the UCR Program staff must enter manually.

Agencies that were going to submit data via the Extensible Markup Language (XML) or the online data entry Web portal (which now will not be available until January 5, 2014) to meet the July 1, 2013, paperless deadline will need to submit a credible plan for paperless submissions.

If an agency or state did not meet the July 1, 2013, deadline for paperless submissions but can demonstrate a credible plan for the migration from hard copy to electronic submissions, a 12-month extension will be granted.

Agencies will be notified by letter if its plan is approved. A credible plan must meet the following criteria:

- ❖ The plan must have a realistic schedule to transition crime data submissions from paper to an acceptable electronic submission format by July 1, 2014.
- ❖ The plan must prove that the agency and the state Program have the resources and/or funding to implement the transition.
- ❖ The state Program must demonstrate executive support for the plan.
- ❖ The law enforcement agency or state UCR Program must be able to submit data electronically by July 1, 2014, using one of the following four options:

Option 1: XML Data Specifications

The UCR Redevelopment Project staff is developing XML interface specifications that comply with the 2.1 National Information Exchange Model and 3.1 Logical Entity Exchange Specifications. (Both are data standards for information exchange.) The specifications are available for all current data submissions including the NIBRS, the SRS, Law Enforcement Officers Killed and Assaulted (LEOKA) data, Hate Crime Statistics data, Cargo Theft data, and Human Trafficking data. However, this option will not be available until the New UCR is operational in January 2014.

Option 2: Traditional Flat File Data Specifications

Agencies may adopt the current electronic flat file formats for the NIBRS, the SRS, LEOKA data, Hate Crime data, Cargo Theft data, and Human Trafficking data. The SRS and Human Trafficking specifications are provided in the *Summary Reporting System Technical Specification*. (Version 1.0 is the current version.)

For those agencies that submit SRS data, specifications for reporting LEOKA data are included in the *Summary Reporting System Technical Specification*. For those agencies that submit NIBRS data, specifications for the submission of LEOKA data are included in the *National Incident-Based Reporting System (NIBRS) Technical Specification*.

The various specifications are available on the FBI's Internet site at <<http://www.fbi.gov/about-us/cjis/ucr/technical-specifications>> and on the UCR's portion of the LEO at <www.leo.gov>.

Option 3: Online Data Entry

When the New UCR system is implemented on January 5, 2014, agencies will be able to access the online data entry Web portal and enter data directly into the UCR database. This feature will be available to agencies with access to the FBI's <leo.gov> or <cjis.gov> domains.

Option 4: FBI-Provided Summary Excel Workbook and Tally Book

Agencies may submit data via a Microsoft Excel Workbook and Tally Book to collect UCR data in a standard format. The Workbook automatically populates calculated fields and performs basic error checking. The Tally Book was designed to electronically capture data for those agencies that do not have a records management system.

To assist agencies with electronically submitting data, the following manuals have been updated and are available on the FBI's Internet site at <<http://www.fbi.gov/about-us/cjis/ucr/technical-specifications>> and on the UCR's portion of the LEO at <www.leo.gov>:

- ❖ *Cargo Theft Technical Specification*
- ❖ *National Incident-Based Reporting System (NIBRS) Technical Specification*
- ❖ *Hate Crime Technical Specification*
- ❖ *Summary Reporting System Technical Specification.*

The *Summary Reporting Technical Specification* includes the specifications for submitting the Number of Full-time Law Enforcement Employees; agencies can report this data via the Excel Workbook and Tally Book.

Agencies are asked to send an e-mail to <ucr@leo.gov> with a brief description of its plans or concerns.

A text file with the error numbers and error messages used in the New UCR is available to those agencies that submit their crime data via the NIBRS. Agencies should contact their state's UCR point of contact (POC) to obtain the text file.

Agencies with questions should contact their state's UCR POC. Questions about the Workbook and Tally Book may be directed to Mr. J. Mark Bush by telephone at (304) 625-3503 or by e-mail at <mark.j.bush@leo.gov>. For information about data specifications, contact Ms. Leslie Underwood by telephone at (304) 625-4018 or by e-mail at <leslie.underwood@leo.gov>.

2.2 2013 NIBRS submissions

The FBI UCR Program has made several changes to the NIBRS for 2013 data submissions and documented the changes in the *National Incident-Based Reporting System (NIBRS) User Manual* and *National Incident-Based Reporting System (NIBRS) Technical Specification*, located on the Web at:

- ❖ <<http://www.fbi.gov/about-us/cjis/ucr>>.
- ❖ the UCR's portion of the LEO at <www.leo.gov>.
- ❖ Association of State UCR Programs site at <www.asucrp.net>.

The *National Incident-Based Reporting System (NIBRS) User Manual* and *NIBRS Technical Specification* replace the former NIBRS volumes, the NIBRS addendums, the *Uniform Crime Reporting Handbook, NIBRS Edition*, and the various *UCR State Program Bulletin* articles relating technical changes to these historical documents.

In addition to the data element and data value changes summarized in Section 1.0, "Background," of the *National Incident-Based Reporting System (NIBRS) Technical Specification*, the following changes took effect with 2013 data submissions.

- ❖ The FBI UCR Program no longer requires NIBRS agencies to use the Time-Window rules. The *National Incident-Based Reporting System (NIBRS) Technical Specification* covers the topic in Section 4.7, “Time-Window and Pre-NIBRS Segments (AKA Orphan Segments).” If a law enforcement agency opts not to use the legacy Time-Window constructs, the program will allow the agency to use the new Segment Action Type data values. If a law enforcement agency continues to use the legacy Time-Window constructs, the agency must continue to use the legacy Segment Action Types.
- ❖ The FBI UCR Program updated the error message and language of many of the NIBRS edits. Due to the differences between the legacy UCR and the FBI UCR Program’s new system, the program removed some edits (e.g., edits related to Time-Window constructs and legacy programming) and modified other edits (e.g., to change the language of the edit to New UCR terms). If a vendor for a law enforcement agency wants to import the changes into a state’s system, the FBI UCR Program has a flat file available with the new error messages. Law enforcement agencies can find more information about the legacy edits removed from the NIBRS system in Appendix B, “Legacy Information” in the *National Incident-Based Reporting System (NIBRS) Technical Specification*. Because the national UCR Program staff continues to process submissions in the legacy database until January 2014, law enforcement agencies will receive traditional NIBRS error messages.
- ❖ If an agency wishes to change its system to align with the new systems of the FBI UCR Program (e.g., the agency no longer uses the legacy Time-Window constructs), the Program will allow the agency to submit the new Segment Action Types in orphan segments (i.e., stand-alone segments separate from a NIBRS incident) for reporting exceptional clearances, recovered property, and additional arrestees for a previously submitted incident. The topic is covered in more detail in Section 4.6, “Segment Action Types” of the *National Incident-Based Reporting System (NIBRS) Technical Specification*.
- ❖ The FBI UCR Program now processes all M = Modify segments in Data Element 4 (Cleared Exceptionally), Data Element 5 (Exceptional Clearance Date), and the Group B Arrest Report by replacing the existing data values in a previously submitted NIBRS incident with the new data values, including new blank data values. More information about the M = Modify segment action type is located in Section 4.6, “Segment Action Types,” and in Section 4.7, “Time-Window and Pre-NIBRS Segments (AKA Orphan Segments)” in the *National Incident-Based Reporting System (NIBRS) Technical Specification*.

None of the changes to the NIBRS are mandatory. Law enforcement agencies have the option of making the changes or may choose to continue to report data as they have before.

Agencies with questions should contact Ms. Mary P. Reese in the Program Development Group (PDG) of the CSMU by telephone at (304) 625-3528 or via e-mail at <mary.reese@leo.gov>.

2.3 Changes to the Hate Crime Statistics Program

At its June 5, 2013, meeting, the CJIS Advisory Policy Board (APB) approved modifying the UCR Hate Crime data collection procedures to include all self-identified religions in the United States as listed in the Pew Research Center's *Pew Forum on Religion and Public Life* (2008) and the U.S. Census Bureau's *Statistical Abstract* (2012).

The recommended list is: Catholic, Protestant, Mormon, Jehovah's Witness, Orthodox, Other Christian, Jewish, Islamic (Muslim), Buddhist, Hindu, Sikh, Other Religions, Multiple Religions-Group, and Atheism/Agnosticism. The APB also approved modifying UCR Hate Crime data collection procedures to include an anti-Arab bias motivation.

The topics were discussed as a result of concerns raised by Sikh-, Hindu-, and Arab-American communities and recommendations from the Advisory Process Working Groups and the UCR Subcommittee.

FBI Director Robert S. Mueller, III, approved the changes on June 28, 2013. The FBI will make the necessary UCR Program technical enhancements, procedural changes, and manual revisions that will be required to collect these data. The FBI anticipates the changes will be implemented in 2015.

The national UCR Program staff will keep state Program managers apprised of these changes through the UCR *State Program Bulletin*, future UCR quarterly teleconferences, the UCR's portion of the LEO, the FBI's Web site, and the Association of State UCR Program's Web site.

Agencies with questions about the Hate Crime Statistics Program should contact Ms. Kristi Donahue in the PDG of the CSMU by telephone at (304) 625-2972 or by e-mail at <kristi.donahue@ic.fbi.gov>.

2.4 Bias Code 43 in the Hate Crime Statistics Program

Beginning in January 2013, the Hate Crime Statistics Program's Sexual Orientation Bias Code 43 = Anti-Homosexual changed to 43 = Anti-Lesbian, Gay, Bisexual, or Transgender (Mixed Group).

The national UCR Program staff will add the code to the verification process; each time an agency reports a bias code of 43, the staff will contact the contributor.

Agencies are asked to ensure that if the hate crime bias code 43 is used that the incident meets the requirement of the Lesbian, Gay, Bisexual, and Transgender (Mixed Group) bias category.

Agencies with questions should contact Ms. Kristi Donahue in the PDG of the CSMU by telephone at (304) 625-2972 or by e-mail at <kristi.donahue@ic.fbi.gov>.

SECTION 3—PUBLICATION UPDATES AND MODIFICATIONS

3.1 Three new documents now available electronically

The FBI UCR Program has released three new documents, *Reporting Rape in 2013, Summary Reporting System (SRS) User Manual and Technical Specification*; the *Summary Reporting System (SRS) User Manual*; and *Frequently Asked Questions about the Change in the UCR Definition of Rape*.

The 19-page *Reporting Rape in 2013, Summary Reporting System (SRS) User Manual and Technical Specification* is to assist law enforcement agencies to report rape according to the new definition for 2013 data submissions. The *Summary Reporting System (SRS) User Manual*, Version 1.0, replaces the 2004 edition of the *UCR Handbook* and includes information on the latest UCR Program initiatives including the collection of human trafficking offense and arrest data, the revised definition of rape, and capturing additional race and ethnicity data. The *Frequently Asked Questions about the Change in the UCR Definition of Rape* furnishes answers to the most often asked questions about the revised definition of rape. All three documents are available electronically at:

- ❖ <<http://www.fbi.gov/about-us/cjis/ucr>>.
- ❖ The UCR's portion of the LEO at <www.leo.gov>.
- ❖ Association of State Uniform Crime Reporting Programs Web site at <www.asucrp.net>.

Agencies with questions should contact Ms. Mary P. Reese in the PDG of the CSMU by telephone at (304) 625-3528 or by e-mail at <mary.reese@leo.gov>.

3.2 Updates to the *National Incident-Based Reporting System (NIBRS) User Manual*

The FBI UCR Program is in the process of making two changes to the *National Incident-Based Reporting System (NIBRS) User Manual*, Version 1.0, which is available at <<http://www.fbi.gov/about-us/cjis/ucr>>, on the UCR's portion of the LEO at <www.leo.gov>, and at <www.asucrp.net>. A release date has not yet been determined, but the following changes will be included when Version 2.0 is released:

- 1) Modification of the description of Extortion/Blackmail:

From

210 Extortion/Blackmail

To unlawfully obtain money, property, or any other thing of value, either tangible or intangible, through the use or threat of force, misuse of authority, threat of criminal prosecution, threat of destruction of reputation or social standing, or through other coercive means

Even though persons are involved or victimized in cases of Extortion/Blackmail, the object of these crimes is to obtain money or property; therefore, they should be classified as Crimes Against Property.

Extortions include offenses where the offender made threats in nonconfrontational circumstances and the victim is not in fear of immediate harm. If during a demand for money, property, etc., there is a personal confrontation between the victim and offender and the offender has the opportunity to carry out the threat of force or violence immediately, the agency should report the offense as Robbery.

If the thing gained from Extortion/Blackmail is intangible, agencies should enter it as data value 77 = Other in Data Element 15 (Property Description). Intangibles are anything a person cannot perceive by the sense of touch. They can be a benefit (a right or privilege, a promotion, enhanced reputation, etc.) or a detriment (the loss of reputation, injured feelings, etc.).

To

210 Extortion/Blackmail

To unlawfully obtain money, property, or any other thing of value, either tangible or intangible, through the use or threat of force, misuse of authority, threat of criminal prosecution, threat of destruction of reputation or social standing, or through other coercive means

Even though persons are involved or victimized in cases of Extortion/Blackmail, the object of these crimes is to obtain money or property; therefore, they should be classified as Crimes Against Property.

Extortions include offenses where the offender made threats in nonconfrontational circumstances and the victim is not in fear of immediate harm. If during a demand for money, property, etc., there is a personal confrontation between the victim and offender and the offender has the opportunity to carry out the threat of force or violence immediately, the agency should report the offense as Robbery.

If a law enforcement agency determines the Extortion/Blackmail produced an intangible (i.e., advantage or disadvantage), the agency should enter it as data value 66 = Identity – Intangible or 77 = Other in Data Element 15 (Property Description) depending on the circumstances. Intangibles are anything a person cannot perceive by the sense of touch. They can be a benefit (a right or privilege, a promotion, enhanced reputation, etc.) or a detriment (the loss of reputation, injured feelings, etc.).

2) Modification of the description of Statutory Rape:

From

36B Statutory Rape

Nonforcible sexual intercourse with a person who is under the statutory age of consent

If the offender used or threatened the use of force or the victim was incapable of giving consent because of his/her youth or mental impairment, either temporary or permanent, law enforcement should classify the offense as Rape, not Statutory Rape.

To

36B Statutory Rape

Nonforcible sexual intercourse with a person who is under the statutory age of consent

“With the consent of the victim” is an element of Statutory Rape. In addition, there is no force or coercion used in Statutory Rape; the act is not an attack. Law enforcement agencies should classify an offense as Statutory Rape based on the state’s Statutory Rape laws and the findings of the law enforcement investigation.

3.3 Update to the *National Incident-Based Reporting System (NIBRS) Technical Specification*

The FBI UCR Program is in the process of making a change to the *National Incident-Based Reporting System (NIBRS) Technical Specification*, Version 1.0, which is available at <<http://www.fbi.gov/about-us/cjis/ucr>>, the UCR's portion of the LEO at <www.leo.gov>, and at <www.asucrp.net>. A release date has not been determined, but the following change will be included when Version 2.0 is released:

Addition of Error 122:

| | | |
|-----|---|---|
| 122 | INCIDENT MUST INCLUDE AT LEAST ONE CARGO THEFT OFFENSE | <p>Data Element 2A (Cargo Theft) can be Y = Yes only when Data Element 6 (UCR Offense Code) includes at least one of the following:</p> <ul style="list-style-type: none"> 120 = Robbery 210 = Extortion/Blackmail 220 = Burglary/Breaking & Entering 23D= Theft From Building 23F = Theft From Motor Vehicle 24H= All Other Larceny 240 = Motor Vehicle Theft 26A= False Pretenses/Swindle/Confidence Game 26B= Credit Card/Automated Teller Machine Fraud 26C= Impersonation 26E = Wire Fraud 270 = Embezzlement 510 = Bribery |
|-----|---|---|

3.4 Changes to the *Conversion of National Incident-Based Reporting System (NIBRS) Data to Summary Reporting System (SRS) Data*

The FBI UCR Program is in the process of making two changes to the *Conversion of National Incident-Based Reporting System (NIBRS) Data to Summary Reporting System (SRS) Data*, Version 3.0, which is available at <<http://www.fbi.gov/about-us/cjis/ucr>>, on the UCR's portion of the LEO at <www.leo.gov>, and at <www.asucrp.net>. A release date has not yet been determined, but the following changes will be included when Version 4.0 is released:

Addition of NIBRS Data Element 15 (Property Description) data value 49 = Explosives in *Supplement to Return A—Monthly Return of Offenses Known to the Police* (Office of Management and Budget Form No. 1110-0001), Property by Type and Value, Stolen and Recovered Property as follows (in bold):

11 Miscellaneous:

Stolen:

Data Element 14 (Type Property Loss/Etc.)—entry of 7

Data Element 15 (Property Description)—entry of 01, 04, 09, 11, 12, 14, 15, 19, 22, 36, 38, 39, 41, 42, 43, 44, 45, 46, 48, **49**, 59, 65, 66, 67, 68, 69, 70, 71, 72, 73, 75, 76, 77, 78, 79, or 80

Data Element 16 (Value of Property)—total value of all stolen property

Recovered:

Data Element 14 (Type Property Loss/Etc.)—entry of 5

Data Element 15 (Property Description)—entry of 01, 04, 09, 11, 12, 14, 15, 19, 22, 36, 38, 39, 41, 42, 43, 44, 45, 46, 48, **49**, 59, 65, 66, 67, 68, 69, 70, 71, 72, 73, 75, 76, 77, 78, 79, or 80

Data Element 16 (Value of Property)—total value of all recovered property

Data Element 17 (Date Recovered)—month and year of recovery date for this property description

In addition, in *Supplement to Return A—Monthly Return of Offenses Known to the Police* (Office of Management and Budget Form No. 1110-0001), Property by Type and Value, Stolen and Recovered Property:

Change from:

Line by Data Entry Code

07 Firearms:

Recovered:

Data Element 14 (Type Property Loss/Etc.)—entry of 7

Change to:

Line by Data Entry Code

07 Firearms:

Recovered:

Data Element 14 (Type Property Loss/Etc.)—entry of 5