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Section 1—Message To Program Participants

Uniform Crime Reporting Program update on moving toward modernization

The staff of the Uniform Crime Reporting (UCR) Program outlined a plan to improve and modernize data collection in UCR Program Quarterly 15-3, dated July 2015. There are five facets to this plan:

- Transition local, state, and tribal law enforcement agencies from the Summary Reporting System (SRS) to the National Incident-Based Reporting System (NIBRS).
- Collect statistics on law enforcement use of force at the local, state, tribal, and federal levels.
- Fulfill FBI participation in the UCR Program.
- Encourage the Department of Justice and other federal law enforcement agencies to participate in the UCR Program.
- Create a tool to make crime data timely and accessible.

The UCR staff are providing the following updates to each of those facets.

Transition from the SRS to NIBRS

The national UCR Program staff worked with the Criminal Justice Information Services (CJIS) Advisory Policy Board (APB) and with other national law enforcement organizations to fully support a NIBRS-only collection at the national level.

On February 9, 2016, FBI Director James B. Comey signed the following APB recommendation:

“The FBI UCR Program will transition to a NIBRS-only data collection by January 1, 2021, and will evaluate the probability of achieving that goal on an annual basis. Federal, state, local, and tribal agencies unable to meet the five year transition and who have committed to transitioning to NIBRS will collaborate with the FBI CJIS to develop a transition plan and timeline for conversion.”

Approximately 6,600 law enforcement agencies, representing 31 percent of the U.S. population, currently contribute crime data via NIBRS. Thirty-three states are certified to submit NIBRS data, 16 states submit only NIBRS data, and 17 states have some agencies that submit data via NIBRS and some agencies that submit data via the SRS.

The national UCR Program staff are working diligently to engage and assist the state UCR Programs and U.S. territories that lack the capability to submit data via the NIBRS. Staff in the national UCR Program encourage local agencies, with approval from its state UCR Program, to
contribute NIBRS data directly to the national UCR Program until the state UCR Program achieves NIBRS certification.

Efforts to transition agencies to NIBRS-only participation are underway with the assistance of the National Crime Statistics Exchange (NCS-X), a collaboration between the national UCR Program and the Bureau of Justice Statistics (BJS). The NCS-X is not a separate data collection effort; rather, it is a strategic plan to increase the number of law enforcement agencies contributing NIBRS data so that NIBRS can generate statistically sound national estimates of crime.

Currently, the population served by many agencies that submit crime data via NIBRS is too small to make inferences about crime occurring at the national level. A valid statistical sample of 400 agencies, including the nation’s 72 largest agencies, was selected for participation in the NCS-X. When NIBRS data from these sampled agencies are added to the data from agencies currently submitting NIBRS data, the national UCR Program and BJS staff can accurately produce national estimates of crime.

The staff from the national UCR Program and the NCS-X team are conducting outreach efforts that involve training, readiness assessments, educating the media and the public, assisting with planning and implementation strategies, and other measures that will ensure successful transitions to NIBRS-only reporting.

The national UCR Program staff understand that such a transition comes with a financial burden, and it is helping state UCR Programs that cannot fully support NIBRS to secure the necessary resources. One of these resources is funding that is available to help with some of the associated costs. As part of the financial assistance, the national UCR Program staff hosted a meeting with eligible state UCR Program managers and their respective CJIS systems officers (CSOs) on March 3, 2016, in Pittsburgh, Pennsylvania, to share information about upcoming funding opportunities. Participants also heard from other state UCR Programs regarding their experiences transitioning to NIBRS, lessons learned, and best practices in developing and implementing a NIBRS record management system.

Agencies with questions about the transition from SRS to NIBRS data should contact Drema Fouch by telephone at (304) 625-2982 or by e-mail at <drema.fouch@ic.fbi.gov>.

**Collection of data regarding law enforcement use of force**

Currently, the UCR Program collects the number of justifiable homicides reported by police as well as information about the felonious killings and assaults of law enforcement officers. These data are available in the annual *Crime in the United States (CIUS)* and *Law Enforcement Officers Killed and Assaulted (LEOKA)* publications.

To provide an even broader picture of law enforcement incidents, the APB recommended, and Director Comey approved, the collection and reporting of use-of-force incidents by law enforcement to the FBI. This includes use of force that results in the death or serious bodily injury of a person, as well as when a law enforcement officer discharges a firearm at or in the direction of a person. The national UCR Program defines “serious bodily injury” as “bodily injury that involves a substantial risk of death, unconsciousness, protracted and obvious disfigurement, or protracted
loss or impairment of the function of a bodily member, organ, or mental facility.” This definition is based, in part, on the 18, *United States Code*, Section 2246 (4).

Further, the APB recommended, and Director Comey approved, the creation of a separate mechanism for the CJIS Division to collect use-of-force-data. The national UCR Program will maintain the new data collection separately from the criminal incident and offense information, and it is working to build a collection management system for this purpose on the Law Enforcement Enterprise Portal (LEEP). The CSOs, in consultation with state UCR Program managers, will determine if agencies within their jurisdiction may submit use-of-force data directly to the FBI. State UCR Programs will have timely and ongoing access to all data submitted directly to the FBI.

Agencies with questions should contact Cynthia Barnett-Ryan by telephone at (304) 625-3576 or by e-mail at <cynthia.barnett-ryan@ic.fbi.gov>.

**FBI participation in the UCR Program**

Director Comey has made it a priority to ensure that UCR crime statistics include data from federal law enforcement agencies in order to comply with the Uniform Federal Crime Reporting Act of 1988. For the FBI, this means extracting applicable data from its investigative system to fulfill this commitment.

Beginning with *CIUS, Federal Data, 2014*, the report now includes FBI arrest data from its field offices for the offenses of human trafficking, hate crime, and criminal cyber intrusion. Starting with *CIUS, Federal Data, 2015*, the FBI will expand its published arrest data to include four additional offense categories: bank robbery, securities fraud, healthcare fraud, and child exploitation. The goal is to collect FBI arrest data for all applicable offense categories for 2016 and publish these data in 2017 as a first step to find ways to provide the same transparency and access to federal crime data that the national UCR Program has brought to local, state, and tribal crime data for nearly 90 years.

**Encouraging other federal agencies to participate in the UCR Program**

The FBI’s UCR data collection is the most comprehensive in the nation, but it is incomplete without federal data. The national UCR Program staff are working with other federal agencies to compile complete and richer data, which is essential to study the nature, cause, and movement of crime in the United States.

Another step forward in this effort involved the inclusion of arrest data for arson and explosives from 2015 collected by the Bureau of Alcohol, Tobacco, Firearms and Explosives. The national UCR Program staff is working with other federal agencies to establish points of contact to begin federal reporting from these agencies as well.

The national UCR Program staff are also working with federal agencies:

- Requesting via e-mail an initial assessment of the data collection capabilities of the agencies and the elements included in the collection.
Studying the results of the initial assessment.
Scheduling onsite meetings.
Creating strategies, timelines, and measurable actions to collect crime data.

Agencies with questions regarding federal reporting should contact Joyce A. Humphrey by telephone at (304) 625-2920 or by e-mail at <joyce.humphrey@ic.fbi.gov>.

Creating a tool to make crime data timely and accessible

One of the major objectives of the new UCR development is the design and implementation of a better and efficient way of disseminating data to users. The Crime Data Explorer (CDE) will be a mechanism to move UCR data from the database to users. The CDE will be a Web-based software platform to allow users to query, view, and download crime data. Staff are currently in the first of three phases to develop the CDE, and a completion date has not yet been determined.

When completed, CDE users will have:

- The ability to search past and present data directly from the UCR system.
- Automated and customizable analytical tools.
- A significantly enhanced publication of national UCR data.
- Crime analysis and functions tailored to the public, law enforcement, and others.

Agencies with questions about the CDE should contact Brian L. Edgell by telephone at (304) 625-3551 or by e-mail at <brian.edgell@ic.fbi.gov>.

Updated who’s who in the national UCR Program

To keep users abreast of staff changes in the national UCR Program, the following is updated contact information.

The program manager for the national UCR Program is Samuel Berhanu. He can be contacted by telephone at (304) 625-3692 or by e-mail at <samuel.berhanu@ic.fbi.gov>.

Brian L. Edgell oversees the Program Development Group and can be contacted by telephone at (304) 625-3551 or by e-mail at <brian.edgell@ic.fbi.gov>.

Tonya M. Barnes oversees the Operations Group and can be contacted by telephone at (304) 625-7321 or by e-mail at <tonya.barnes@ic.fbi.gov>.

Hate Crime

Issues involving hate crime statistical policies and/or outreach should be directed to Kristi L. Donahue by telephone at (304) 625-2972 or by e-mail at <kristi.donahue@ic.fbi.gov>.
The contact information for hate crime data submissions, verification, and missing hate crime data is Peggy G. Riley. Contributors may contact her by telephone at (304) 625-3517 or by e-mail at <peggy.riley@ic.fbi.gov>.

**Cargo Theft**

Issues involving statistical policies and/or outreach concerning cargo theft offenses should be directed to Lora L. Klingensmith, who can be contacted by telephone at (304) 625-4073 or by e-mail at <lora.klingensmith@ic.fbi.gov>.

The contact for cargo theft data submissions, verification, and missing cargo theft data is Jennifer K. Neely. Contributors may contact her by telephone at (304) 625-2959 or by e-mail at <jennifer.neely@ic.fbi.gov>.

**Human Trafficking**

Issues involving human trafficking data verification, missing human trafficking data, and statistical policies and/or outreach concerning human trafficking offenses should be directed to Lora L. Klingensmith, who can be contacted by telephone at (304) 625-4073 or by e-mail at <lora.klingensmith@ic.fbi.gov>.

**NIBRS**

The NIBRS coordinator is Drema Fouch. Her duties include certification, developing a strategic plan for NIBRS growth, identifying and assessing resources that are available to support the NIBRS, and developing a strategy that maximizes the use of those resources. She can be contacted by telephone at (304) 625-2982 or by e-mail at <drema.fouch@ic.fbi.gov>.

**NIBRS Documentation**

Nelson Allen Ferry Jr. is responsible for updating NIBRS documentation, including the *NIBRS User Manual* and the *NIBRS Technical Specification*. He can be contacted by telephone at (304) 625-2782 or by e-mail at <nelson.ferry@ic.fbi.gov>.

**Animal Cruelty**

Issues or questions involving statistical policies concerning animal cruelty violations should be directed to Nelson Allen Ferry Jr., who can be contacted by telephone at (304) 625-2782 or by e-mail at <nelson.ferry@ic.fbi.gov>.
Quality Assurance Review

Christopher A. McIntosh is the program manager for the UCR Program’s Quality Assurance Review (QAR) Audit Program. Contributors may contact him by telephone at (304) 625-2871 or by e-mail at <christopher.mcintosh@ic.fbi.gov>.

Crime Data Modernization

Amy C. Blasher is the Crime Data Modernization program manager. She can be contacted by telephone at (304) 625-4840 or by e-mail at <amy.blasher@ic.fbi.gov>.

- Questions regarding the NIBRS transition should be directed to Drema Fouch by telephone at (304) 625-2982 or by e-mail to <drema.fouch@ic.fbi.gov>.
- Questions regarding data collection of officer-involved incidents should be directed to Cynthia Barnett-Ryan by telephone at (304) 625-3576 or by e-mail to <cynthia.barnett-ryan@ic.fbi.gov>.
- Questions regarding federal crime reporting data should be directed to Joyce A. Humphrey by telephone at (304) 625-2920 or by e-mail to <joyce.humphrey@ic.fbi.gov>.

Electronic availability of the UCR Program Quarterly

The current UCR Program Quarterly, as well as previous editions, is available via the FBI’s Internet site at <http://www.fbi.gov/about-us/cjis/ucr/ucr-program-quarterly> and the UCR Program’s Special Interest Group (SIG) of the LEEP.

To access the UCR Program Quarterly on the UCR Program’s SIG:

- Click on the LEO SIG under the Service column.
- Scroll to the bottom of the page and click on the UCR logo.
- Click on the UCR Program Quarterly folder.

Users with questions concerning access to the LEEP should contact the Online Services and Operations Unit by telephone at (304) 625-5555.
Section 2— Clarification to Policy and Procedures

Changes to the Law Enforcement Officers Killed and Assaulted Program

In February 2016, FBI Director James B. Comey approved expanding the criteria for participation in the national LEOKA Program to include military and civilian police and law enforcement officers of the Department of Defense (DoD) who are killed or assaulted while performing law enforcement functions and/or duties and who are not in a combat or deployed (sent outside of the United States for a specific military support role mission) status. This includes DoD police and law enforcement officers who perform policing and criminal investigative functions while stationed (not deployed) on overseas bases, just as if they were based in the United States.

The collection of these data begins immediately, and the LEOKA Program staff will begin publishing these data in 2017.

Currently, the criteria for a law enforcement officer to be included in the LEOKA Program is an individual who:

- Wears or carries a badge (ordinarily).
- Carries a firearm (ordinarily).
- Is duly sworn and has full arrest powers.
- Is a member of a public governmental law enforcement agency and who is paid from government funds set aside specifically for payment to sworn law enforcement.
- Is killed or assaulted while serving as a law enforcement officer at the request of a law enforcement agency whose officers meet the current collection criteria.

In addition, the officer must be acting in an official capacity, whether on or off duty, at the time of an incident, and the officer’s death must be directly related to the injury(ies) received during an incident for inclusion in the national LEOKA Program’s annual publication.

Job positions not included in the LEOKA Program are:

- Corrections or correctional officers.
- Bailiffs.
- Parole or probation officers.
- Federal judges.
- U.S. and Assistant U.S. Attorneys.
- Bureau of Prisons’ officers.

The following are not included in the national LEOKA Program’s statistics:

- Deaths due to natural causes, such as suffering a heart attack, stroke, aneurism, etc.
Deaths occurring while on duty but attributed to a personal situation such as a lover’s quarrel or a conflict with a neighbor.

Suicide.

Staff of the national LEOKA Program will review special circumstances on a case-by-case basis to determine if the case should be included in the LEOKA Program.

Agencies with questions should contact the national LEOKA Program staff by telephone at (304) 625-3521 or by e-mail at <leoka.statistics@ic.fbi.gov>.

CJIS Audit Unit to introduce new Quality Assurance Review process

In 2015, the staff of the CJIS Audit Unit (CAU) created a focus group, which included four state UCR Program managers and staff from UCR-related units within the CJIS Division, and conducted an assessment of the effectiveness of the QAR process. The goal was to maximize the QAR’s value for the UCR user community and the national UCR Program Office. Focus group members were asked to identify areas of value in the QAR process and recommend changes that might help the process.

The focus group identified three types of reviews that would be valuable, and the CAU will introduce the new reviews beginning on October 1, 2016. They are:

- The Statistical or Quantitative Review, which addresses areas of interest by the national UCR Program Office and provides flexibility to focus on specific areas.
- The Service or Qualitative Review, which addresses areas of concern by the UCR user community and identifies themes or concerns at the local law enforcement agency level.
- The Special Review, which addresses focus areas by the UCR user community in situations that require immediate FBI assistance.

The Statistical or Quantitative Review

- The CAU auditors will conduct this review in person. This review, which will occur within the triennial audit cycle, replaces the current QAR.
- The national UCR Program staff will identify two offenses to be reviewed as of October 1 of each triennial cycle.
- The CAU auditors will review up to 400 incidents per each offense selected and will identify incidents to be reviewed using a simple random sample of the state’s submissions.
- The state UCR Program will obtain the reports identified for review, such as case files, officer narratives, and any additional information that the state wants to include to support the reporting of the offense classification.
The CAU auditors will perform a QAR of the materials. This review will occur at the state agency and will take place over a three-day period.

The state UCR Program manager will receive a copy of the draft report and will be asked to respond within 60 days if any recommendations were made. The report will then be reissued as the state QAR Audit Report and will include the response from the state, if applicable.

**The Service or Qualitative Review**

- The CAU auditors will conduct this *optional* review in conjunction with the Statistical or Quantitative Review. It will also occur within the triennial audit cycle.

- The state UCR Program may identify up to two law enforcement agencies to be reviewed. A state UCR Program could request the review:
  - To confirm data if a law enforcement agency is a new contributor to the NIBRS.
  - To confirm a law enforcement agency’s crime reporting practices.
  - If the law enforcement agency’s offense trends reveal reporting inconsistencies.
  - If there are concerns of underreporting or overreporting of an offense.

- The CAU staff will go to the law enforcement agency to review case files, including officer narratives, any supplemental information, and the review of calls for service records if necessary.

- The local law enforcement agency will be asked to compile records based on the area(s) of concern determined by the state UCR Program manager.

Once the CAU staff complete the QAR at the local law enforcement agency, the CAU staff will disseminate the findings to the agency head and the state UCR Program manager. The CAU staff will limit the audit results to the reports the CAU staff reviewed at the agency—staff will not combine these reports with any other law enforcement agency reviews and will not include these reports in the QAR Audit Report. Data collected will only represent the sample review to identify or confirm specific errors or themes.

**The Special Review**

This review occurs outside of the audit cycle and will be addressed on a case-by-case basis. The Special Review requires a written request from the state UCR Program manager on behalf of the local law enforcement agency to the CAU’s chief. This request will include an explanation of the special need (i.e., the area the agency wants the auditors to examine), the reason why the state UCR Program cannot address the agency’s concerns, and a timeline to complete the review.

Before responding to the written request, the CAU staff will consider the:

- Cost to conduct the review.
- Availability of CAU auditors to conduct the review within the identified timeframe.
If the CAU staff decide that an audit is needed, auditors will ask the local law enforcement agency to compile records based on the need for the Special Review. After auditors have completed the Special Review at the local agency, they will issue an audit report, which will be sent to the head of the local agency and the state UCR Program manager.

Three Phases of Each Review
As in the past, each of the three types of review will consist of three phases: the administrative interview, the data quality review, and the exit briefing.

Administrative Interview—CAU auditors will learn how a state or an agency manages incidents and whether data submitted complies with national definitions and standards.

Data Quality Review—CAU auditors will compare individual law enforcement agency case files to include the officer's narrative and any additional information that the state wants to include to support compliance to national UCR Program definitions standards.

Exit Briefing—CAU auditors will provide an exit briefing to the state or local agency that summarizes the audit's findings based on the administrative interview and the data quality review.

Any questions about the new QAR process should be directed to Christopher A. McIntosh, program manager of the QAR Audit Program, by telephone at (304) 625-2871 or by e-mail at <christopher.mcintosh@ic.fbi.gov> or to Nancy E. Carnes by telephone at (304) 625-2995 or by e-mail at <nancy.carnes@ic.fbi.gov>.

National UCR Program will accept rape data collected under the historical definition until the end of 2016

To establish an understanding in trends between the historical definition of rape (the carnal knowledge of a female forcibly and against her will) and the revised definition of rape (penetration, no matter how slight, of the vagina or anus with any body part or object, or oral penetration by a sex organ of another person, without the consent of the victim), the CJIS Division's APB had approved collecting rape data in the SRS using both definitions until 2016. After that time, the national UCR Program staff had planned to stop publishing rape data collected under the historical definition. However, to accommodate a more seamless transition, the APB has approved extending the deadline through the remainder of 2016.

Beginning January 1, 2017, the national UCR Program will no longer publish rape data collected using the historical definition. Because the definition of rape in the NIBRS is gender-neutral, this change does not affect agencies that submit rape data via the NIBRS.
Any agency with questions should contact its state’s UCR Program. State UCR program managers and direct contributors should contact their state representatives in the Crime Statistics Management Unit with any questions.

**Change to Data Element 3 when reporting Law Enforcement Officers Killed and Assaulted data**

Currently, agencies entering information into Data Element 3 (Incident Date/Hour) via the NIBRS include the month, day, year, and hour that an incident occurred, started, or the beginning of the time period in which it occurred. Data Element 3 (Incident Date/Hour) is a mandatory data element, but if the incident hour is unknown, it is left blank.

However, beginning on January 1, 2017, when an agency reports a murder or nonnegligent manslaughter (offense code 09A), an aggravated assault (offense code 13A), a simple assault (offense code 13B), or an intimidation (offense code 13C) and the victim is a law enforcement officer, the agency must report the incident hour. If the hour is left blank, the agency will receive the following error message:

**When Data Element 25 (Type of Victim) = L (Law Enforcement Officer) then Data Element 3 (Incident Date/Hour) must be populated with a valid hour (00-23). Incident Hour Unknown (Blank) is not a valid entry.**

National UCR Program staff will update NIBRS documentation to reflect this change. Staff made this decision because of the recent attention involving officer-involved incidents in addition to the importance and value of having complete data in the LEOKA Program.

Agencies with questions should contact Tonya M. Barnes by telephone at (304) 625-7321 or by e-mail at <tonya.barnes@ic.fbi.gov>.

**CJIS Audit Unit eliminates paper for audits**

Effective immediately, staff in the CAU are no longer disseminating QAR materials in printed format. This includes notifications to the state agency of an upcoming QAR, individual agency confirmation letters, and draft and final audit reports.

This change also pertains to the Letters of Interest that are the final piece in the QAR process and are sent on behalf of the UCR Subcommittee Chair to the state’s CSO, state UCR Program manager, and agency head. Therefore, the CAU auditor will request e-mail addresses for these entities from the state UCR Program manager to complete the QAR process.

Any questions about this change should be directed to Christopher A. McIntosh, program manager of the QAR Audit Program, by telephone at (304) 625-2871 or by e-mail at
Trainer Talk

Each quarter, Trainer Talk features questions that the trainers from the national UCR Program have received about classifying and scoring offenses in the UCR Program. The trainers answer questions for both the NIBRS and the SRS. The information they provide is for UCR Program reporting purposes and may not reflect the manner in which an offender(s) is charged. When requesting the classification and scoring of incidents, law enforcement agencies and state program personnel are asked to provide the entire incident report so that the UCR trainers can provide the most accurate assessment. Agencies may submit incident reports by e-mail to <UCRtrainers@leo.gov> or by facsimile to (304) 625-5599. Agency staff with questions should contact the trainers e-mail at <UCRtrainers@leo.gov>.

Question

Checks were stolen from residences in one location (Jurisdiction A) and were then used at banks and grocery stores in another location (Jurisdiction B). Should law enforcement personnel in Jurisdiction A report the crimes of forgery and uttering or should Jurisdiction B report the crimes?

Answer

For NIBRS agencies: For UCR reporting purposes, agencies should report only crimes that occur in their jurisdiction, and crimes should be reported in the most local jurisdiction. In the above example, the agency in Jurisdiction A should report the theft of the checks (through robbery, burglary, purse snatching, etc.), and the staff in Jurisdiction B should report the forgery and fraud.

For SRS agencies: If the checks were taken during a robbery, burglary, larceny-theft, etc., in Jurisdiction A, then the law enforcement agency from Jurisdiction A should report that offense. If the individual was then arrested in Jurisdiction B for using the stolen checks, staff from Jurisdiction B should report the arrest for forgery and fraud on the appropriate Age, Sex, Race, and Ethnicity of Persons Arrested report.
Question

An individual administers drugs to themselves and overdoses. Could an agency report a Manslaughter by Negligence for the person who gave or sold the drugs to the overdose victim?

For NIBRS and SRS agencies: If someone takes drugs of his/her own free will and overdoses, the national UCR Program considers this an accidental death, regardless of any charges lodged by the agency. The only exception would be if police determine that someone had intentionally laced the drug with a substance meant to kill, in which case, the national Program would consider the incident to be a criminal homicide.
Section 3—Publication Updates And Notifications

Draft of the Extensible Hypertext Markup Language Information Exchange Package Documentation available

For agencies that submit crime data via NIBRS and would like to upgrade their systems to send the national UCR Program data in Extensible Markup Language (XML), a draft of the Information Exchange Package Documentation (IEPD) is available online. An IEPD is the outline for the structure for an agency’s XML submission to the national UCR Program.

Please note that the IEPD is in draft form. The national UCR Program staff encourages agencies to submit data using the IEPD and to notify the national Program of any difficulties or issues in using the specification.

The draft of the IEPD is available at <https://www.fbi.gov/about-us/cjis/ucr/technical-specifications>. Click on the National Incident-Based Reporting System (NIBRS) XML IEPD Technical Specification link to open the zipped file. Agencies are encouraged to review the document and provide the national UCR Program staff with any questions or comments. CJIS Division staff will review the questions and comments and make any necessary changes.

The document is intended to serve as a guide for states and vendors to follow when upgrading their crime data collection system. The national UCR Program staff encourage all states and vendors to include the XML piece of data collection in any new installations or upgrades to their data collection systems.

Agencies with questions about the XML IEPD should contact Nelson Allen Ferry Jr. by e-mail at <nelson.ferry@ic.fbi.gov>.