Federal Bureau of Investigation

UCR Program
Criminal Justice Information Services Division

Quarterly

Program News

OCTOBER 2024

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> **STATE PROGRAM MANAGERS ARE ENCOURAGED TO SHARE THE INFORMATION IN THIS DOCUMENT WITH THEIR LOCAL AGENCIES.**

Section 1— Message to Program Participants

The Crime Data Explorer home page has a new look

In September, the FBI updated and revamped the homepage of the Crime Data Explorer (CDE), available at https://cde.ucr.cjis.gov. The update gives users a better experience by making it easier to navigate and improving the site's look and feel. Users can now access national data from the left side of the screen and state and agency data from the right side of the screen.

Available from the homepage is information about the violent crimes of murder, rape, robbery, and aggravated assault and the property crimes of burglary, larceny-theft, motor vehicle theft, and arson as well as information about violent crime trends and property crime trends. This gives viewers a quick look at how the crimes have increased or decreased compared with the same data from a previous timeframe.

Users can access the CDE special reports, National Incident-Based Reporting System (NIBRS) estimated data, and the Data Discovery Tool (which creates data inquiries based on selected criteria) using direct links from the home page as well.

CJIS Division hosts inaugural Hate Crime Awareness Week

The Criminal Justice Information Services (CJIS) Division's Hate Crime Task Force, comprised of representation of nationwide law enforcement agencies, voted unanimously for the inaugural Hate Crime Awareness Week to be conducted at the CJIS Division in Clarksburg, WV.

The event was held at CJIS from Tuesday, October 1, through Friday, October 4. The timing was appropriate, as October is National Hate Crime Awareness month.

Tuesday, October 1, was Unity Day. The CJIS Division's acting Assistant Director and the unit chief of the Law Enforcement Engagement Unit provided opening remarks. CJIS employees recited the Stand United Against Hate pledge and some wrote why they stand against hate on posterboards. Due to poor weather conditions, the planned Unity Walk and "Peonies for Peace" planting ceremony were canceled and will take place in spring 2025.

Wednesday, October 2, was Law Enforcement Day. U.S. attorneys from the Northern District of West Virginia visited the CJIS Division and gave a United Against Hate presentation. The United Against Hate Community Outreach Program aims to improve hate crime reporting by teaching community members how to identify, report, and help prevent hate crimes, and build trust between law enforcement and communities.

Thursday, October 3, was Community Day. Laura Ellsworth, Susan Baida, and Nick Haberman of the Eradicate Hate Global Summit, a comprehensive antihate conference, gave a presentation. The Summit holds an annual conference in Pittsburgh that brings together the world's leading antihate experts from different disciplines and sectors. These experts collaborate and develop new ideas to prevent hate-motivated violence. "The solution resides within every single one of us," co-chair Laura Ellsworth told CJIS employees. "Whoever you are, there is something you can contribute to this fight."

Eradicate Hate started in Ellsworth's living room, as she wanted to unite people in a coordinated fight against hate. Her motivating thought was, "My community will not be remembered for you [the violent act]. It will be remembered for how we responded."

Guest speakers Nick Haberman and Susan Baida recounted their experiences educating on hate crimes. Haberman, a social studies teacher from Pittsburgh, presented virtually to CJIS employees about his work with high school students. Baida spoke about her work as the executive director of Collaboratory Against Hate, a joint effort between Carnegie Mellon University and the University of Pittsburgh to support research aimed at understanding how extremist hate circulates.

The final day, Overcoming Hate, was Friday, October 4. Patrice O'Neill and Pardeep Singh Kaleka screened the trailer for the 34-minute film, *Waking in Oak Creek,* which was followed by a question-and-answer session. This film is about the August 2012 deadly hate attack upon the Sikh community in Oak Creek, Wisconsin. Six worshipers were killed by a white supremacist, but the local community found inspiration in the Sikh tradition of forgiveness and faith. This attack shattered their lives but not their resilience.

From the desk of the Data Analysis Team

The Data Analysis Team (DAT) of the FBI's Uniform Crime Reporting (UCR) Program was formed in the early spring of 2023 to conduct analysis and author special reports on a variety of UCR and NIBRS subjects.

The team is responsible for providing analysis on any UCR or crime-related topic. As part of Police Week in May, the team published a comprehensive narrative report involving the Law Enforcement Officers Killed and Assaulted (LEOKA) data collection with an expedited deadline. The DAT produced the release within 30 days of the deadline for data submission.

In addition to producing a narrative in September for *Crime in the Nation* (the compilation of *Crime in the United States, NIBRS, NIBRS Estimates, Hate Crime Statistics,* and *LEOKA*), the team wrote special reports on motor vehicle theft and human trafficking. These reports are available on the Special Reports page of the CDE.

The DAT is planning several additional special reports—if your agency has a topic for the team to explore, contact the DAT at UCR@fbi.gov.

How to contact the FBI's UCR Program

To contact the FBI's UCR Program, call 304-625-4830 or send an e-mail to UCR@fbi.gov for all UCR-related topics, information, and questions. Need one-on-one assistance? Call or e-mail the UCR Program to discuss how we can better assist you.

Check out the latest information on the services of the CJIS Division in the *CJIS Link*

Visit the *CJIS Link* webpage at https://le.fbi.gov/cjis-division/cjis-link to learn how the programs and services administered by the FBI's CJIS Division can help your agency fight crime.

Electronic availability of the *UCR Program Quarterly*

All editions of the *UCR Program Quarterly* are available on JusticeConnect.

To access the *UCR Program Quarterly* on JusticeConnect, you must have a Law Enforcement Enterprise Portal (LEEP) account and be a member of the FBI's UCR Program community. To obtain a LEEP account, apply at www.cjis.gov. Once on LEEP, apply to the FBI's UCR Program community by clicking on the magnifying glass and searching for "Uniform Crime Reporting Program." Scroll down and click on the UCR Program logo to request joining the community. Members of the UCR Program community should:

❖ Log on to the LEEP portal at www.cjis.gov.
❖ Click on the JusticeConnect link and select "I Agree" under the terms and conditions.
❖ Select UCR Program Quarterly under the Publications and Files section.

Users with questions concerning access to LEEP should contact the LEEP Help Desk by telephone at 888-334-4536.

Section 2— Clarification to Policies and Procedures

Trainer Talk

Each quarter, Trainer Talk features questions the trainers from the FBI's UCR Program have received about classifying offenses in UCR. The information the UCR trainers provide is for the FBI's UCR Program reporting purposes only and may not reflect the charges filed against an offender(s).

When requesting assistance with the classification of offenses, the UCR trainers ask law enforcement agencies and state program personnel to provide the entire incident report so that UCR trainers can provide the most accurate assessment. Agencies may submit incident reports by e-mail to UCRtrainers@leo.gov. Agency staff with questions should email the trainers at UCRtrainers@leo.gov.

Question

An individual was standing on the sidewalk waiting for a bus. While waiting for the bus to arrive, the individual was holding their phone and looking down at it. Another individual ran by and took the phone out of the victim's hand, allowing the offender to steal the phone without any resistance from the victim. How should an agency report this incident?

Answer

The agency should report this incident as a 23H = All Other Larceny in Data Element 6 (UCR Offense Code). The agency should indicate that the offense was C = Completed in Data Element 7 (Offense Attempted/Completed); enter 7 = Stolen in Data Element 14 (Type Property Loss/Etc.); enter 75 = Portable Electronic Communications for Data Element 15 (Property Description); and enter fair market value (as electronics depreciate) for Data Element 16 (Value of Property).

Question

A subject was caught with an amount of marijuana that violated a local ordinance in his jurisdiction. The subject was issued a citation assessing a fine rather than being arrested or issued jail time. Should this be reported to NIBRS?

Answer

Yes, this should be reported to NIBRS as a 35A = Drug/Narcotic Violations. This offense is defined as "The unlawful cultivation, manufacture, distribution, sale, purchase, use,

possession, transportation, or importation of any controlled substance" (page 23, *NIBRS User Manual,* version 2023.0, dated June 30, 2023). Although the subject was assessed a fine, a local ordinance is a violation of a law punishable by jail or fine, making it a criminal offense in this jurisdiction. Because the agency issued a citation, the agency should consider this offense to be cleared by arrest.

For the service providers

To include all entities involved in the FBI's UCR Program, the staff in the Crime and Law Enforcement Statistics Unit is introducing a new feature into each *UCR Program Quarterly*—the For the Service Providers section. This information will address the unique questions and issues that service providers face. If a service provider has a question to address in this forum, send it to UCR@fbi.gov.

Question

When was the 2023.0.1 *Information Exchange Package Documentation* (IEPD) published to the CDE?

Answer

The 2023.0.1 IEPD (which defines what Extensible Markup Language [XML] files must contain and the values acceptable for each field) was published in April 2024. The FBI's UCR Program will release an updated IEPD and updated technical specifications in June 2025. The program office and our information technology partners will work on synchronizing the documents to reflect mutual changes in both. The program office will conduct a review session before the June 2025 release, which will include state programs and the vendor community.

Question

A date of 11/11/2024 is in the change log for IEPD 2023.0.1. Is this a typographical error?

Answer

Yes, it is a typographical error. The 2023.0.1 IEPD was published in April 2024.

Question

Would the FBI's UCR Program accept data according to the 2023.0.1 IEPD today, or is there a future date when the FBI will accept data according to the 2023.0.1 IEPD?

Answer

The FBI's UCR Program will currently accept any data that complies with the 2023.0.1 IEPD.

Question

How many IEPDs will the FBI's UCR Program release at a time?

Answer

The FBI's UCR Program will only release one IEPD in the upcoming documentation cadence. Currently, the FBI's UCR Program accepts data that complies with the following versions of IEPDs:

- ❖ 2019.1
- ❖ 2019.2
- ❖ 2023.0
- ❖ 2023.0.1

Question

Can the providers who are building XML submissions have a meeting with FBI staff to discuss the technical aspects of submitting UCR data?

Answer

Staff is available upon request. The program office is exploring additional meetings with the vendor community.

Question

An agency wishes to collect gang information for human trafficking offenses. Would the agency need to strip this information from the incident before submitting the data to the UCR Program?

Answer

Currently, if an agency reports 1 of the following 18 offenses in Data Element 6 (UCR Offense Code), the agency must enter at least one (and many enter up to three) data

value(s) for the type of criminal activity in Data Element 12 (Type Criminal Activity/Gang Information):

250 = Counterfeiting/Forgery

280 = Stolen Property Offenses

30C = Smuggling Illegal Aliens*

35A = Drug/Narcotics Violations

35B = Drug Equipment Violations

39C = Gambling Equipment Violations

370 = Pornography/Obscene Material

49A = Harboring Escapee/Concealing Arrest*

520 = Weapon Law Violations

521 = Violation of National Firearms Act of 1934*

522 = Weapons of Mass Destruction*

526 = Explosives*

58A = Import Violations*

58B = Export Violations*

61A = Federal Liquor Violations*

61B = Federal Tobacco Violations*

620 = Wildlife Trafficking*

720 = Animal Cruelty

*Denotes offenses for federal and tribal law enforcement agency reporting only.

Law enforcement agencies also use Data Element 12 (Type Criminal Activity/Gang Information) to describe the type (or lack) of an offender's gang activity for 11 offenses in NIBRS (murder and nonnegligent manslaughter, kidnapping/abduction, robbery, rape, sodomy, sexual assault with an object, fondling, aggravated assault, simple

assault, and intimidation). For seven other offenses in NIBRS (counterfeiting/forgery, stolen property offenses, drug/narcotic violations, drug equipment violations, gambling equipment violations, pornography/obscene material, weapon law violations), agencies use Data Element 12 (Type Criminal Activity/Gang Information) to report the type of criminal activity.

However, to collect as much information as possible on each incident, at its meeting in June 2021, the CJIS Advisory Policy Board (APB) recommended that Data Element 12 (Type Criminal Activity/Gang Information) be a mandatory data element for use with **all** NIBRS offenses (emphasis added). FBI Director Christopher Wray approved the measure in August 2021.

The FBI's UCR Program is working to implement this recommendation as soon as development is complete. Once the development is complete and the FBI's UCR Program implements the recommendation, staff will update the technical documentation and release the information following a 2-year cadence process.

Question

Can the state programs now submit the new relationship codes (foster parent, foster child, and cohabitant [nonintimate/nonfamily relationship]) to the FBI?

Answer

Yes. The changes were noted in the 2023.0.1 IEPD and effective as of August 2024. Data Element 35 (Relationship of Victim to Offender) is mandatory when one or more of the offenses reported in Data Element 24 (Victim Connected to UCR Offense Code) is a Crime Against Person or a Crime Against Property and Data Element 36 (Offender Sequence Number) is a data value other than 00 = Unknown. If a law enforcement agency identifies more than ten offenders in an incident, the agency should enter the ten offenders most closely related to the victim.

Law enforcement agencies record the relationship of the victim to the offender using 1 of 29 data values in Data Element 35 (Relationship of Victim to Offender). These data values are grouped into four categories: Within Family, Outside of Family But Known to Victim, Not Known By Victim, and Other.

However, those data values did not account for foster families or those cohabitating but not in an intimate relationship.

At its June 2021 meeting, the CJIS APB recommended the creation of three additional relationship codes:

FP = Victim Was Foster Parent

FC = Victim Was Foster Child

CO = Cohabitant (nonintimate/nonfamily relationship)

FBI Director Christopher Wray approved the measure in August 2021, and the changes will be noted in the next editions of the *NIBRS User Manual,* the *NIBRS Technical Specification,* and the *NIBRS Developer's Guide.*

Question

Could you please provide a clarification: The change description details in 2023.0 *NIBRS Technical Specification,* dated June 30, 2023, includes the notation "Removed NIBRS Error 560."

Answer

Previously, an agency could report a rape only when at least one offender in a rape or statutory rape was a different sex than the victim. However, to make the sex offenses in NIBRS more gender neutral, the FBI's UCR Program removed Error 560 as it applied to rape and statutory rape in June 2023.

In the past, the FBI's UCR Program defined rape as "The carnal knowledge of a female forcibly and against her will." However, the definition of rape changed to "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."

Agencies may now report rape regardless of the gender of the victim or offender. The FBI's UCR Program removed Error 560 from the data collection as of June 30, 2023. If an agency's computers are still programmed to generate an Error 560, the FBI asks those agencies to trigger that information to be resent.

The FBI's UCR Program is revamping its procedures to be more descriptive of the error numbers listed in the change log, and the FBI's documentation will reflect the removal of Error 560. The FBI's UCR Program created Documentation Alerts to assist in creating uniformity throughout the documentation. Documentation Alerts, which are sent out quarterly from the FBI's UCR Program, notify users when the FBI's UCR Program implemented changes to the *NIBRS Technical Specification* so that state UCR programs

can stay ahead of the next data release and begin implementing changes in their repositories and record management systems.

Question

The *2023.0 NIBRS Technical Specification,* dated June 30, 2023, lists the offenses of 11B Sodomy and 11C Sexual Assault With An Object and includes those offenses in many data elements and error and warning code tables. When will these references be removed from the technical specifications, user manuals, IEPDs, and appendices, and when should a vendor or agency update the underlying code?

Answer

At its December 2020 meeting, the CJIS APB recommended changing the definition of rape to "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 definition includes instances in which the victim is incapable of giving consent because of temporary or permanent mental or physical incapacity (due to the influence of drugs or alcohol) or because of age. Physical resistance is not required on the part of the victim to demonstrate lack of consent. Adopting this definition of rape eliminates the need to collect information on the offenses of sodomy or sexual assault with an object. FBI Director Wray approved the measure in April 2021.

Based on this decision and to minimize reporting burden and reduce data loss, the FBI's UCR Program modified the FBI's system to include the reported offenses of sodomy and sexual assault with an object into the rape offense total. This approach allows agencies and states time to prepare for modifications to their systems and reporting processes. Going forward, all publication products of the FBI's UCR Program will reflect offenses of sodomy and sexual assault with an object reported via NIBRS under the rape category. Details regarding this change will be updated in the next release of the *NIBRS Technical Specification.*

Section 3— On the Audit Trail

CJIS Audit Unit will begin the National Use-of-Force Data Collection Audit Program in January 2025

In January 2025, the CJIS Audit Unit (CAU) will begin its National Use-of-Force Data Collection Audit Program. The CAU will conduct audits only with state UCR Programs that manage the National Use-of-Force Data Collection.

The object of the audit program is to ensure that agencies comply with the reporting methods and UCR standards in the *National Use-of-Force Data Collection User Manual* to achieve uniform use-of-force reporting nationwide.

The National Use-of-Force Data Collection audit process will be similar to the NIBRS audit process in that it will consist of three phases:

> Administrative Interview: The CAU auditor ascertains how the federal/state UCR Program or direct contributor manages cases and whether data submitted complies with the *National Use-of-Force Data Collection User Manual* standards and definitions.

> Data Quality Review: The CAU auditor reviews officer case file documentation to include the officer's narrative and any supplemental information to determine if the agency appropriately applied standards and definitions.

> Exit Briefing: The CAU auditor provides a summarization of the audit findings based on the administrative interview and the data quality review to the federal/state UCR Program Manager, the CJIS Systems Officer, and/or points of contact to direct contributors.

Depending on the agency's ability to disseminate requested incidents, the audit may be conducted remotely or in person. Until 2028, the audits will be a "zero cycle/information only" review with each UCR Program. This will allow each federal/state UCR Program and direct contributor time to familiarize themselves with the policies of the National Use-of-Force Data Collection.

Approximately 5-6 months before the audit, CAU staff will initiate contact with the state program, which will give the state program lead time to conduct all preaudit activities. The states participating in the pilot project include:

Date	State Program(s)
February 2025	Florida
March 2025	West Virginia and Kansas
May 2025	Wisconsin
June 2025	Oregon and Washington
July 2025	New York
August 2025	Missouri and Illinois
September 2025	Minnesota and Colorado

For more information about the CAU or the audit program, contact the CAU by telephone at 304-625-3020 or by e-mail at cjisaudit@fbi.gov.