**U.S. Department of Justice**
Federal Bureau of Investigation
*Criminal Justice Information Services (CJIS) Division*

November 2012

# *Uniform Crime Reporting (UCR)*
## *Newsletter* 12-4

## SECTION 1–MESSAGE TO PROGRAM PARTICIPANTS

## SECTION 2—CLARIFICATION TO POLICY AND PROCEDURES

## SECTION 1–MESSAGE TO PROGRAM PARTICIPANTS

### 1.1 Data deadlines

To prepare for the migration of UCR data from FBI Headquarters to the CJIS Division, the FBI's UCR Program requires that agencies submit their final 2011 crime data by **Monday, December 3, 2012.**

The deadline for agencies to submit their police employee data (i.e., the number of police employees as of October 31, 2012) is **Friday, December 14, 2012.** The deadline to change an agency's name or addressor to change an agency's current reporting status is **Monday, December 31, 2012.**

### 1.2 Agencies that cannot meet the deadline for electronic submissions may submit a credible plan for an extension

Beginning July 1, 2013, the FBI will no longer accept hard copy submissions for the UCR Program's Summary Reporting System (SRS). This includes printed UCR 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 manually enter.

However, if an agency cannot meet the deadline but can demonstrate a credible plan for the migration from hard copy to electronic submissions, it will be granted a 12-month extension. 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 has the resources and/or funding to implement the transition.

- The agency must demonstrate executive support for the plan.

- The law enforcement agency 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 (UCRRP) developed the Information Exchange Package Documentation (IEPD), which provides the Extensible Markup Language (XML) interface specifications that comply with the 2.1 National Information Exchange Model (NIEM) and 3.1 Logical Entity Exchange Specifications (LEXS) (both are data standards for information exchange).   The specifications are available for all current data submissions including data for the SRS, the National Incident-Based Reporting System (NIBRS), Law Enforcement Officers Killed and Assaulted (LEOKA), Hate Crime, and Cargo Theft.   The IEPD is available by contacting Mr. J. Mark Bush in the Programs Development Group (PDG) in the FBI's Crime Statistics Management Unit (CSMU) at <mark.j.bush@leo.gov>.

**Option 2:   Traditional Flat File Data Specifications**

Agencies may adopt the current electronic flat file formats for the SRS, the NIBRS, LEOKA, Hate Crime data, and Cargo Theft data.   The specifications are available on the UCR's Special Interest Group (SIG) of the Law Enforcement Online (LEO) at <www.leo.gov> or by contacting Mr. J. Mark Bush in the PDG of the FBI's CSMU at <mark.j.bush@leo.gov>.

**Option 3:   Online Data Entry**

When the New UCR system is implemented on April 15, 2013, agencies will be able to access a Web data entry tool 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 an Excel Workbook and Tally Book to collect UCR data in a standard format that can be read and processed by the existing and New UCR system.   The Workbook will automatically populate calculated fields and perform 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 UCR's SIG on the LEO:

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

The *Summary Reporting System Technical Specification* includes the specifications for submitting the Number of Full-time Law Enforcement Employees and police employee data.   Agencies may also report police employee 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 about the July 1, 2013, deadline.

## 1.3    *NIBRS Technical Specification* is now available electronically

The FBI's UCR Program, as part of the UCRRP, has released the *National Incident-Based Reporting System (NIBRS) Technical Specification,* Version 1.0, which is available on UCR's SIG on the LEO at <www.leo.gov>.   The *National Incident-Based Reporting System (NIBRS) Technical Specification* captures the procedural requirements of position-based flat-file submissions in legacy NIBRS and includes updated technical requirements based on the New UCR system, which is scheduled for launching in the spring 2013.   FBI UCR Program policy and training information captured in the documents referenced below have not been included in this specification but will be forthcoming.

The UCRRP is modernizing the UCR Program's legacy mainframe-based system to improve its ability to collect, analyze, and report on national crime statistics.   The New UCR system will include the ability to process NIBRS data in XML format.   However, in order to minimize impacts to law enforcement agencies (LEAs) that participate in the UCR Program, the New UCR system will also continue to accept data submissions in the current NIBRS flat-file format.   The *National Incident-Based Reporting System (NIBRS) Technical Specification* is based on the following legacy documentation:

- NIBRS Volume 1:   *Data Collection Guidelines,* August 2000
- NIBRS Volume 2:   *Data Submission Specifications,* November 2001
- NIBRS Volume 4:   *Error Message Manual,* December 1999
- *NIBRS Addendum for Submitting LEOKA Data,* October 2002
- *NIBRS Addendum for Submitting Cargo Theft Data,* January 2010
- *NIBRS Addendum for Submitting Additional Location and Property Data Values,* March 2010
- *UCR Newsletters,* 1999–2012

The *Specification* (Version 1.0) includes recent policy mandates from the CJIS Advisory Policy Board (APB) and the Office of Management and Budget to the FBI's UCR Program related to human trafficking, hate crime, and race and ethnicity information, in addition to changes needed for the New UCR system.   "Appendix B–Legacy Information" in the *Specification* provides additional information.   Some of the changes include:

- Forcible Rape and other forcible sex offense codes have been changed to 11A = Rape, 11B = Sodomy, 11C = Sexual Assault With An Object, 11D = Fondling

- Human Trafficking
  Addition of offense codes 64A = Commercial Sex Acts, 64B = Involuntary Servitude, and 40C = Purchasing Prostitution

- Hate Crime
  o Addition of location code 57 = Community Center
  o Modification of bias motivation code 43 = Anti-Homosexual (Gay and Lesbian) to 43 = Anti-Lesbian, Gay, Bisexual, or Transgender, Mixed Group (LGBT)
  o Addition of bias motivation codes 61 = Anti-Male, 62 = Anti-Female, 71 = Anti-Transgender, and 72 = Anti-Gender Non-Conforming
  o Addition of four additional bias motivations allowed per offense type

- Race and Ethnicity
  o Addition of race code P = Native Hawaiian or Other Pacific Islander
  o Modification of other race codes to B = Black or African American, I = American Indian or Alaska Native, and A = Asian
  o Modification of ethnicity codes to H = Hispanic or Latino and N = Not Hispanic or Latino
  o Addition of racial bias motivation code 16 = Anti-Native Hawaiian or Other Pacific Islander
  o Modification of other racial bias motivation codes to 12 = Anti-Black or African American, 13 = Anti-American Indian or Alaska Native, and 14 = Anti-Asian
  o Modification of ethnicity bias motivation codes to 32 = Anti-Hispanic or Latino and 33 = Anti-Not Hispanic or Latino
  o Addition of Data Element 39A (Offender Ethnicity)

- Time-Window Submissions—Data storage will no longer be an issue in the New UCR system; therefore, Time-Window submissions are no longer required. Since many LEAs will continue to submit these data until their records management systems are updated, the FBI will continue to accept Time-Window submissions; however, these submissions will simply replace the existing data with the updated data. To allow LEAs latitude in submitting non-Time-Window Submissions, Segment Action Types M = Modify, A = Add, and D = Delete will be allowed for adding exceptional clearance, recovered property, and additional arrest data to previously submitted incidents. The "Time-Window and Pre-NIBRS Segments (aka Orphan Segments)" in the *Specification* provides additional information.

- Magnetic Media—Because all NIBRS data submitted to the FBI are now in a flat-file format, all references to magnetic media and binary data values have been removed. "Record Descriptor Word" (RDW) has been changed to "Segment Length." (The term RDW was used in legacy mainframe programming to describe a function that the FBI no longer uses.)

- Error Data Set (EDS)—The FBI will continue to support the NIBRS EDS; however, the rules relating to Time-Window submissions and other obsolete constructs have been removed.   A text file containing the error numbers and error messages contained in the *National Incident-Based Reporting System (NIBRS) Technical Specification* that may be used for import into an existing database is available by contacting the FBI's UCR Program at <ucr@leo.gov>.   The "Error Data Set (EDS)" segment of the *Specification* contains additional information.

- Other Changes
  - Data Element 2 (Incident Number) cannot have characters other than A-Z, 0-9, or hyphen.   Blanks are only valid as right-fill in legacy-format submissions and are not valid characters for the incident number itself.
  - Addition of Error 220, DATA MUST BE ENTERED FOR SPECIFIC OFFENSES, which specifies Data Element 12 (Type Criminal Activity/Gang Information) and Data Element 13 (Type Weapon/Force Involved) must contain only valid data values when submitted.
  - Addition of Error 284, THIS OFFENSE SEGMENT HAS A CONFLICTING LENGTH, which specifies that all Offense Segments in a submission must be either 63 characters (reporting one bias motivation per offense type) or 71 characters (reporting up to five bias motivations per offense type).
  - Addition of Error 584, THIS OFFENDER SEGMENT HAS A CONFLICTING LENGTH, which specifies that the Offender Segment (Level 5) must be 45 characters (not reporting Offender Ethnicity) or 46 characters (reporting Offender Ethnicity).
  - Modification of Error 219, DATA CAN ONLY BE ENTERED FOR SPECIFIC OFFENSES, which specifies Data Element 13 (Type Weapon/Force Involved) can only be entered for specific offense types in Data Element 6 (UCR Offense Code) to include 64A = Human Trafficking, Commercial Sex Acts and 64B = Human Trafficking, Involuntary Servitude.
  - Modification of Data Element 33 (Type of Injury) to include 64A = Human Trafficking, Commercial Sex Acts and 64B = Human Trafficking, Involuntary Servitude.
  - Addition of Error 449, WARNING – VICTIM IS SPOUSE, BUT AGE IS LESS THAN 18, so that when the victim is under age 18 and a spouse, the system generates a warning message.
  - Addition of Error 549, WARNING – OFFENDER IS SPOUSE, BUT AGE IS LESS THAN 18, so that when the offender is under age 18 and a spouse, the system generates a warning message.
  - Modification of Error 450, VICTIM IS SPOUSE, BUT AGE IS LESS THAN 14, so that when the victim is under age 14 and a spouse, the incident contains a fatal error.
  - Modification of Error 550, OFFENDER IS SPOUSE, BUT AGE IS LESS THAN 14, so that when the offender is under age 14 and a spouse, the incident contains a fatal error.

     o        Modification of Error 553 to WARNING – VICTIM & OFFENDER SEX DO NOT REFLECT VICTIM TO OFFENDER RELATIONSHIP.

See upcoming changes to the manual under Section 2.3, Changes to the *NIBRS Technical Specification,* of this *Newsletter.*

## 1.4    Electronic availability of the *UCR Newsletter*

The current *UCR Newsletter,* as well as previous editions, is available via the LEO Intranet at <https://leo.cjis.gov/leoContent/lesig/cjis/programs/crime_statistics/newsletters/ newsletters.htm>.   Users with questions concerning access to the LEO should contact the LEO Operations Unit by telephone at (304) 625-5555.

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## SECTION 2—CLARIFICATION TO POLICY AND PROCEDURES

### 2.1 Agencies are asked to use notation of R when submitting rape data using updated definition

In *UCR Newsletter* 12-2, dated May 2012, the FBI's UCR Program announced changes to the definition of rape and other sex offenses in the SRS and the NIBRS.

The historical definition of forcible rape in the SRS is "The carnal knowledge of a female forcibly and against her will," and the updated definition of rape is "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."

Until further notice, agencies that submit data to the FBI using the SRS may opt to report their rape data using only the historical definition of rape, only the updated definition of rape, or both the historical and updated definition.   Agencies that submit data to the FBI using the NIBRS are unaffected by any changes and should continue to submit crime data in the usual manner.

Agencies that submit rape data using only the historical definition of rape should:
- Leave position 18 on the Return A Record Layout blank.
- Submit their rape statistics within positions 31 through 680 of the Return A Record Layout using the historical definition of rape data.
- Ensure that positions 301 to 305 on the Return A Record Layout reflect the total number of rapes reported using the historical definition.

Agencies that submit rape data using only the updated definition of rape should:
- Place an R in position 18 of the Return A Record Layout.
- Submit their rape statistics within positions 31 through 680 of the Return A Record Layout using the updated definition of rape.
- Ensure that positions 301 to 305 on the Return A Record Layout reflect the total number of rapes reported using the updated definition.

Agencies that submit rape data using both the historical and updated definition of rape should:
- Place an R in position 18 of the Return A Record Layout.
- Submit rape statistics using the updated definition of rape in positions 31 to 680 of the Return A Record Layout.
- Submit rape statistics using the historical definition of rape in positions 681 to 685 of the Return A Record Layout.
- Data in positions 31 through 680 and 301 to 305 on the Return A Record Layout should include all rape data (the total rapes using the historical definition and the updated definition).   Statistics using the historical definition of rape should be included in positions 681 to 685.

Agencies with questions should contact Mr. J. Mark Bush in the PDG of the FBI's CSMU by telephone at (304) 625-3503.

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## 2.2  Agencies are reminded to use the Excel Data Translator with the Workbook and Tally Book

Agencies that send their crime data electronically to the FBI via the Microsoft Excel Workbook and the Tally Book are reminded that they must also use the supplied Excel Data Translator.

The Data Translator is an Excel file that converts data from the Workbook and the Tally Book into flat files that the FBI can then use.   The FBI cannot accept data in the Workbook and Tally Book without the use of the Translator.

Agencies with questions should contact Mr. J. Mark Bush in the PDG of the CSMU by telephone at (304) 625-3503.

## 2.3  Changes to the *NIBRS Technical Specification*

The FBI's UCR Program is making five changes to the recently released *National Incident-Based Reporting System (NIBRS) Technical Specification,* Version 1.0, which is available on the UCR Special Interest Group (SIG) on the LEO at <www.leo.gov>.   A release date has not yet been determined, but the following changes will be included when Version 2.0 is released:

1) The reclassification of Offense Type 09C = Justifiable Homicide from Crimes Against Persons to Crimes Against Persons/Not a Crime.   Although the FBI's UCR Program generally classifies this offense type as Not a Crime, the New UCR programming necessitates the reclassification so that the system can correctly apply edits to the information.

2) The addition of Offense Types 270 = Embezzlement and 510 = Bribery to Data Element 2A (Cargo Theft).

3) The addition of Error 096 to the Zero Report Segment:

| 096 | **WARNING — AGENCY IS IN COVERED-BY STATUS** | The combined Zero Report Month and Zero Report Year cannot be on or after the date a law enforcement agency (LEA) is placed in Covered-by Status.   When Zero Report data are received for a LEA in Covered-by Status, the FBI will remove the agency from Covered-by Status, process the submission, and notify the agency. Additionally, adjustments to previously submitted data from an agency now in Covered-by Status will be processed and no error will be generated. |
|---|---|---|

4) The addition of Error 458 to Data Element 33 (Type of Injury):

| 458 | **DATA CAN ONLY BE ENTERED WHEN VICTIM TYPE IS INDIVIDUAL OR OFFICER** | Data Element 26 (Age of Victim), Data Element 27 (Sex of Victim), Data Element 28 (Race of Victim), Data Element 29 (Ethnicity of Victim), Data Element 30 (Resident Status of Victim), Data Element 33 (Type Injury), and Data Element 34 (Offender Number to be Related) can only be entered when Data Element 25 (Type of Victim) is I = Individual or L = Law Enforcement Officer. |

5) The Victim Segment Layout (Level 4) indicates that Data Element 23 (Victim Sequence Number) is located in positions 38-45. This a typographical error; Data Element 23 (Victim Sequence Number) is located in positions 38-40. The record positions are listed correctly in the Victim Segment portion of the *National Incident-Based Reporting System (NIBRS) Technical Specification.*

## 2.4     Changes to the *Summary Reporting System Technical Specification*

The *Summary Reporting System Technical Specification,* Version 1.0, which is available electronically on the UCR's SIG on the LEO at <http://www.leo.gov>, identifies the technical requirements for agencies to submit SRS data in an electronic format to the FBI.

However, the document contains two errors:

Figure 1 in Section 2.3, "Return A Field Edit Specification," states that positions 70-75 should be used for "Offenses Reported or Known_Robbery_Other," but positions 71-75 should be used for "Offenses Reported or Known_Robbery_Other." The Type/Length and Description fields are correct.

Figure 1 in Section 2.8, "Arson Field Edit Specification" states that positions 382-366 should be used for "Offenses-Uninhabited, Abandoned, Not in Use_Structural_Other Commercial," but positions 362-366 should be used for "Offenses-Uninhabited, Abandoned, Not in Use_Structural_Other Commercial." The Type/Length and Description fields are correct.

The errors will be corrected in the next version of the *Summary Reporting System Technical Specification.*

## 2.5    Changes to the *Hate Crime Incident Report* form

The FBI's UCR Program has revised the *Hate Crime Incident Report* form to capture data required by the Matthew Shepard and James Byrd, Jr. Hate Crimes Prevention Act of 2009 (18 United States Code Section 249) as well as updates approved by the CJIS APB.   The revisions include:

- The addition of location code 57 = Community Center

- Modification of sexual orientation bias motivation code 43 = Anti-Homosexual (Gay and Lesbian) to 43 = Anti-Lesbian, Gay, Bisexual, or Transgender (Mixed Group)

- Addition of gender bias motivation codes 61 = Anti-Male and 62 = Anti-Female

- Addition of gender identity bias motivation codes 71 = Anti-Transgender and 72 = Anti-Gender Non-Conforming

- Addition of four additional bias motivations allowed per offense type

- Collection of the number of victims under the age of 18 and the number of victims over the age of 18

- Collection of the number of offenders under the age of 18 and the number of offenders over the age of 18

- Addition of Data Element 39A (Offender Ethnicity)

Agencies should continue to use the current *Hate Crime Incident Report* form, which is available electronically at <http://www.fbi.gov/about-us/cjis/ucr/reporting-forms/ hate-crime-incident-report-pdf>.   A new *Hate Crime Incident Report* form is being developed and will be released in 2013.

In addition, the FBI's UCR Program has updated the *Hate Crime Data Collection Guidelines* and the *Hate Crime Training Manual.*   The updated documents will be available electronically in the near future.

If an agency has a question, it should contact the CSMU by telephone at (304) 625-4830.