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May 2013

Uniform Crime Reporting (UCR)  
*State Program Bulletin 13-2*

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## SECTION 1—MESSAGE TO PROGRAM PARTICIPANTS

### 1.1 New deadline for updated UCR

The Uniform Crime Reporting Redevelopment Project (UCRRP) continues to update the FBI's crime data collection and reporting system but has encountered a variety of challenges resulting in a delay in launching the "New UCR." The revised release date is January 5, 2014.

#### **How the revised date affects agencies:**

For the most part, the revised date should not affect the manner in which agencies are currently submitting data. The national UCR program is creating alternate processes to allow agencies to continue with system upgrades or changes and to submit data with the new collection requirements.

#### **No impact to state Programs and agencies is anticipated for:**

**Publications**—The national UCR Program staff will continue to process data for *Crime in the United States, 2012*; *Law Enforcement Officers Killed and Assaulted (LEOKA), 2012*; *Hate Crime Statistics, 2012*; and *Preliminary Semiannual Uniform Crime Report, January-June, 2013*, in the legacy UCR system.

**Data Submissions Using the New 2013 Specifications**—For agencies that send updates to 2012 submissions along with their 2013 submissions (regardless of whether the agency included new data collection requirements such as the new definition of rape, etc.), the national UCR Program will separate the 2012 data from the 2013 data for processing.

**New Definition of Rape**—The specifications for the flat file formats for the Summary Reporting System (SRS), Tally Book, and Workbook were updated to reflect the changes required to handle the new definition of rape. The national UCR Program can process submissions using either the flat file formats or the Tally Book and Workbook.

**Human Trafficking**—The specifications for the flat file formats for the National Incident-Based Reporting System (NIBRS), SRS, Tally Book, and Workbook were updated to reflect the changes required to collect information on human trafficking offenses and arrests. The national UCR Program can process submissions using either the flat file formats or the Tally Book and Workbook.

## **Impact to state Programs and agencies may occur with:**

**Error Logs**—This could have an impact on agencies and state programs that have adopted the new data collection requirements. Because the legacy UCR system will be used to process 2012 and 2013 data, the error logs will be consistent with the legacy UCR system programming. However, for agencies that submit 2013 data using the new data collection requirements (i.e., the new definition of rape, offender ethnicity, new race data values, etc.), data will be reviewed on a case-by-case basis, and error reporting will be provided as appropriate.

**Extensible Markup Language (XML) File Format**—This will have an impact on agencies and state Programs that had planned to provide XML submissions to the national UCR Program before winter 2014. The UCRRP is continuing to refine the process by which the XML is converted to the Information Exchange Package Documentation (IEPD), and the UCRRP has identified several changes to the current IEPD. Until integration testing has been completed and verified, additional changes to the IEPD are expected. Therefore, the national UCR Program will not accept XML submissions until the “New UCR” system is operational.

**All or None Clauses**—The “All or None” clauses for reporting LEOKA information, Hate Crime Statistics, Cargo Theft, and expanded ethnicity data via the NIBRS will be eliminated *after the “New UCR” system is deployed*. Currently, due to limitations in the current UCR Program, either all agencies within a NIBRS state must report LEOKA information, Hate Crime Statistics, Cargo Theft, or expanded ethnicity data or none of the agencies within that state are permitted to report these data via the NIBRS.

## **The deadline for paperless submissions remains the same—July 1, 2013**

The revised date will **not** affect the deadline for agencies to submit crime data electronically. Beginning July 1, 2013, the FBI will no longer accept hard copy submissions for the SRS. This includes printed forms, scanned images, Portable Document Format files, and nonstandard Microsoft Excel workbooks. The FBI will not accept any submission format that the UCR Program staff must manually enter.

Agencies that were going to submit data via the XML or the online data entry Web portal to meet the July 1, 2013, paperless deadline will need to submit a credible plan for paperless submissions as submitting data via these avenues will not be possible until January 5, 2014.

If an agency or state cannot 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 UCRRP is developing 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 the NIBRS, SRS, 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.

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

Agencies may adopt the current electronic flat file formats for the NIBRS, SRS, LEOKA data, Hate Crime Statistics data, Cargo Theft data, and Human Trafficking data. The SRS and Human Trafficking specifications are provided in the *UCR SRS 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 *UCR SRS Technical Specification*. For those agencies that submit NIBRS data, specifications for the submission of LEOKA data are included in the *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 Law Enforcement Online (LEO) at <[www.leo.gov](http://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](http://leo.gov)> or <[cjis.gov](http://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. 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](http://www.leo.gov)>:

- ❖ *Cargo Theft Technical Specification*
- ❖ *NIBRS Technical Specification*
- ❖ *Hate Crime Technical Specification*
- ❖ *UCR SRS Technical Specification.*

The *UCR 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](mailto:ucr@leo.gov)> with a brief description of its plans or concerns about the July 1, 2013, deadline.

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 to obtain the text file.

Agencies with questions should contact their state's UCR point of contact. 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](mailto: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](mailto:leslie.underwood@leo.gov)>.

#### **1.2 Updated UCR Program Web site**

The FBI's UCR Program staff have revised the UCR Program's Internet Web site at <[www.fbi.gov/about-us/cjis/ucr](http://www.fbi.gov/about-us/cjis/ucr)>. The site includes the annual UCR publications *Crime in the United States*, *Law Enforcement Officers Killed and Assaulted*, and *Hate Crime Statistics*. In addition, technical specifications for the NIBRS, SRS, Hate Crime Statistics Program, and Cargo Theft are now available on the site and include information on human trafficking offenses and arrests, new bias categories of gender and gender identity, and the revised definition of rape.

The updated site also furnishes information regarding the progress of the UCR Program's redevelopment efforts, current *State Program Bulletins* and *UCR Newsletters*, and UCR contact information.

Additional content will be added soon, so agencies are encouraged to visit the site often.

### **1.3 New Hate Crime Statistics Program coordinator announced**

Effective immediately, Ms. Kristi L. Donahue is the Hate Crime Statistics Program Coordinator for the national UCR Program. As the Hate Crime Statistics Program Coordinator, her duties include developing a strategy to evaluate and improve the accuracy and efficiency of the hate crime incidents reported to the FBI, identifying and assessing resources available to support the collection of hate crime statistics, and creating a strategy to maximize the use and productivity of those resources.

State UCR Program managers with questions about hate crime statistics, policies, and outreach should contact Ms. Donahue by telephone at (304) 625-2972 or by e-mail at <kristi.donahue@ic.fbi.gov>.

### **1.4 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, is 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 LEO:

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

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](http://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. In addition, the *Link* reports on the work of the CJIS Advisory Policy Board (APB), discusses emerging trends in the political and social landscape that may affect personally identifiable information, and alerts readers to new initiatives and services within the CJIS Division. Make sure that 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 Error 560 in the NIBRS**

Beginning in January 2013, the definition of rape in the SRS 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.”

The national UCR Program staff has noticed confusion concerning the reporting of rape in the NIBRS due to the change of definition in the SRS and will prepare a topic paper to be presented to the CJIS APB on whether it is necessary to make rape, incest, and statutory rape gender neutral in the NIBRS.

While the term “forcible” and the phrase “forcibly and/or against that person’s will” have been removed from the sex offense definitions in the NIBRS, reporting rape in the NIBRS has not changed.

For those agencies that report crime data via the NIBRS, it is not necessary to make any changes. For publication purposes starting with the 2013 edition of *Crime in the United States*, the NIBRS offenses of rape, sodomy, and sexual assault with an object will be automatically converted to the offense of rape in the SRS.

Agencies that report crime data via the NIBRS are reminded that existing error messages, including error number 560, which states that at least one offender in a *rape* must be a different sex than the victim, have not changed.

Agencies with questions should contact Ms. Drema Fouch by telephone at (304) 625-2982.

### **2.2 Changes to the *NIBRS Technical Specification***

The FBI UCR Program is in the process of making four changes to the *NIBRS Technical Specification*, Version 1.0, which is now available at the FBI’s Internet site at <http://www.fbi.gov/about-us/cjis/technical-specifications> and on the UCR Special Interest Group (SIG) on the LEO at [www.leo.gov](http://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) Modification of the error message for Error 387:

from

387	<b>SEIZED PROPERTY OFFENSE MUST MATCH DESCRIPTION</b>	<p>Data Element 15 (Property Description) cannot be:</p> <ol style="list-style-type: none"> <li>1) 10 = Drugs/Narcotics when Data Element 6 (UCR Offense Code) is <b>only</b> 35B = Drug Equipment Violations</li> <li>2) 11 = Drug/Narcotic Equipment when Data Element 6 is <b>only</b> 35A = Drug/Narcotic Violations</li> </ol> <p>And Data Element 14 (Type Property Loss/Etc.) is 6 = Seized.</p>
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to

387	<b>DRUGS/DRUG EQUIPMENT OFFENSES CANNOT CONFLICT WITH SEIZED PROPERTY DESCRIPTION</b>	<p>Data Element 15 (Property Description) cannot be:</p> <ol style="list-style-type: none"> <li>1) 10 = Drugs/Narcotics when Data Element 6 (UCR Offense Code) is <b>only</b> 35B = Drug Equipment Violations</li> <li>2) 11 = Drug/Narcotic Equipment when Data Element 6 is <b>only</b> 35A = Drug/Narcotic Violations</li> </ol> <p>And Data Element 14 (Type Property Loss/Etc.) is 6 = Seized.</p>
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2) Modification of the edit and error message for Error 472:

from

472	<b>RELATIONSHIP MUST BE UNKNOWN WHEN OFFENDER AGE/SEX/RACE ARE UNKNOWN</b>	Data Element 35 (Relationship of Victim to Offender) must be RU = Relationship Unknown when Data Element 26 (Age of Victim) is 00 = Unknown, Data Element 27 (Sex of Victim) is U = Unknown, and Data Element 28 (Race of Victim) is U = Unknown.
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to

472	<b>RELATIONSHIP MUST BE UNKNOWN WHEN OFFENDER AGE/SEX/RACE ARE UNKNOWN</b>	Data Element 35 (Relationship of Victim to Offender) must be RU = Relationship Unknown when Data Element 37 (Age of Offender) is 00 = Unknown, Data Element 38 (Sex of Offender) is U = Unknown, and Data Element 39 (Race of Offender) is U = Unknown.
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3) Addition of Error 572:

572	<b>WHEN OFFENDER AGE/SEX/RACE ARE UNKNOWN RELATIONSHIP MUST BE UNKNOWN</b>	When Data Element 37 (Age of Offender) is 00 = Unknown, Data Element 38 (Sex of Offender) is U = Unknown, and Data Element 39 (Race of Offender) is U = Unknown then Data Element 35 (Relationship of Victim to Offender) must be RU = Relationship Unknown.
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4) Remove All or Nothing Rule Edits (i.e., Error 178, Error 284, Error 484, and Error 584):

178	<b>THIS ADMINISTRATIVE SEGMENT HAS A CONFLICTING LENGTH</b>	Segment Length for the Administrative Segment (Level 1) must be 87 characters (not reporting Cargo Theft) or 88 characters (reporting Cargo Theft). All Administrative Segments in a submission must be formatted in only one of these two lengths.
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284	<b>THIS OFFENSE SEGMENT HAS A CONFLICTING LENGTH</b>	Segment Length for the Offense Segment (Level 2) must be 63 characters (reporting only Bias Motivation #1) or 71 characters (reporting Bias Motivations #2 – #5). All Offense Segments in a submission must be formatted in only one of these two lengths.
484	<b>THIS VICTIM SEGMENT HAS A CONFLICTING LENGTH</b>	Segment Length for the Victim Segment (Level 4) must be 129 characters (not reporting LEOKA) or 141 characters (reporting LEOKA). All Victim Segments in a submission must be formatted in only one of these two lengths.
584	<b>THIS OFFENDER SEGMENT HAS A CONFLICTING LENGTH</b>	Segment Length for the Offender Segment (Level 5) must be 45 characters (not reporting Offender Ethnicity) or 46 characters (reporting Offender Ethnicity). All Offender Segments in a submission must be formatted in only one of these two lengths.

### 2.3 Change to the *NIBRS User Manual*

The FBI's UCR Program is in the process of making a change to the *NIBRS User Manual*, Version 1.0, which is available on the FBI's Internet site at <[www.fbi.gov/about-us/cjis/ucr/user-manuals](http://www.fbi.gov/about-us/cjis/ucr/user-manuals)> and on the UCR's SIG on the LEO at <[www.leo.gov](http://www.leo.gov)>. A release date has not been determined, but the following change will be included when Version 2.0 is released:

Modification of Example 3 for Data Element 35 (Relationship of Victim to Offender):

from

#### **Example 3**

Two unknown subjects rob a male and female couple. The LEA should report ST = Victim Was Stranger to indicate the relationship of each victim to each offender.

to

#### **Example 3**

Two subjects rob a male and female couple. The victims could not identify the age, sex, and race of the subjects. The LEA should report RU = Relationship Unknown to indicate the relationship of each victim to each offender.