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Uniform Crime Reporting Policy Implementation Guide

**(U) Uniform Crime Reporting
(U) Policy Implementation Guide**



**(U) Federal Bureau of Investigation
(U) Criminal Justice Information Services
(U) 0343PG**

(U) November 23, 2010

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(U//FOUO) GENERAL INFORMATION—Questions or comments pertaining to this policy implementation guide can be directed to:

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Law Enforcement Support Section (LESS)

Division Point of Contact: [redacted] **Chief of the LESS**

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(U//FOUO) SUPERSESION INFORMATION: This document supersedes the *Manual of Investigative and Operational Guidelines (MIOG)*, Part I, Section 33, Uniform Crime Reporting (UCR) Program. In addition, it references the MIOG, Part I, Section 184, "Police Killings," which is maintained by the Criminal Investigative Division.

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1. (U) Scope

(U//FOUO) Purpose: To promulgate the Uniform Crime Reporting (UCR) Policy Implementation Guide (PG) to employees of the Federal Bureau of Investigation (FBI). This guide provides information about the UCR Program in general, as well as its subprograms, the Law Enforcement Officers Killed and Assaulted (LEOKA) and the Hate Crime Statistics Programs. The material in this guide is intended to help employees know what their responsibilities are with respect to these programs and know how to respond to inquiries made about these programs from outside the FBI.

(U) Background: The UCR Program provides an assessment of crime that is not available elsewhere in the criminal justice system. It is the largest compilation of crime statistics submitted by law enforcement agencies, covering approximately 95 percent of the nation's population. By providing this information to all levels of law enforcement, the UCR Program assists the FBI in meeting its mission to reduce criminal activity.

(U//FOUO) Intended Audience: This policy implementation guide may be particularly helpful to Special Agents in Charge (SACs) of field offices, media representatives who are often asked to respond to inquiries about the crime experience within their jurisdictions, and employees directly involved with the UCR Program.

Link to Policy: Corporate Policy Directive 0343D

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2. (U) Program Overview

(U) The UCR Program is a nationwide, cooperative statistical effort of more than 17,000 city, university and college, county, state, tribal, and federal law enforcement agencies voluntarily reporting data on crimes brought to their attention. Since 1930, the FBI has administered the UCR Program, and it continues to assess and monitor the nature and types of crime in the nation. In its administrative role, the FBI collects, verifies and analyzes, publishes and disseminates, and audits crime data. The program's primary objective is to generate reliable information for use in law enforcement administration, operation, and management. However, over the years, its data has become one of the country's leading social indicators. Criminologists, sociologists, legislators, municipal planners, the media, and other students of criminal justice use the data for varied research and planning purposes.

(U) The UCR Program is comprised of three collections:

1. UCR crime data (offense and arrest data from the Summary Reporting System and the National Incident-Based Reporting System [NIBRS]).
2. LEOKA Program data.
3. Hate Crime Statistics Program data.

(U) The FBI summarizes these collections and publishes detailed reports on them annually. Law enforcement agencies can voluntarily submit data to one, two, or all three collections of the broader UCR Program.

2.1. (U) Data Collections

(U) Law enforcement agencies submit offense and arrest data to the UCR Program through either the Summary Reporting System or the NIBRS. In addition, agencies submit information about law enforcement officers who have been feloniously or accidentally killed or feloniously assaulted to the UCR Program's LEOKA Program for statistical and training purposes. Finally, agencies also submit data concerning those offenses that are motivated by bias to the UCR Program's Hate Crime Statistics Program.

2.1.1. (U) UCR Crime Data

2.1.1.1. (U) Summary Reporting System

(U) The Summary Reporting System is a hierarchical counting of eight violent and property crime offenses ordered by their significance: murder and nonnegligent manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny-theft, motor vehicle theft, and arson. The Summary Reporting System also entails a count of persons arrested in 29 crime categories, which include all other offenses. Referred to as the "traditional" UCR Program because it began in 1930, the Summary Reporting System has had few modifications through the years. Participating agencies can submit their data via electronic files or hard copy. Publications using this data include the annual *Crime in the United States*; the *Preliminary Semiannual Uniform Crime Report, January-June*; and the *Preliminary Annual Uniform Crime Report, January-December*.

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2.1.1.2. (U) NIBRS

(U) The NIBRS is used by participating law enforcement agencies to report offenses and relevant details by incident, using up to 57 data elements to collect details about offenses, offenders, victims, property, and arrestees reported to police. Developed in the late 1980s, the NIBRS was designed as an automated system to modernize UCR, and includes automated checks to ensure data quality. Several special studies using NIBRS data have been published, the most recent of which—*Crime in Schools and Colleges: A Study of Offenders and Arrestees Reported Using NIBRS Data*—was released in November 2007. A publication initiative to produce an annual report using only NIBRS data is currently underway.

2.1.2. (U) LEOKA Program

(U) The LEOKA Program collects information about officers who were feloniously or accidentally killed, as well as officers who were feloniously assaulted while performing their duties. Law enforcement agencies can initially report these incidents using either the Summary Reporting System or the NIBRS; however, the LEOKA Program may request reports that are more detailed in certain circumstances. The purpose of this data collection is to identify situations in which officers who were killed or assaulted, present the statistics on these situations, and publish the data to aid agencies in developing policies to improve officers' safety. The FBI has also used this information to offer an extensive training program to law enforcement.

(U) Statistics on officers killed were published as a part of the UCR Program's publication, *Crime in the United States*, beginning in 1937, and assault statistics were added to that annual publication in 1960. The FBI expanded its collection and began publishing two separate reports in 1972. In 1982, these reports were combined to create the annual publication, *Law Enforcement Officers Killed and Assaulted*. In addition to its annual publications, the UCR Program, in cooperation with the FBI's Behavioral Science Unit, has produced a trilogy of special studies that are useful training tools for law enforcement.

(U//FOUO) **Note:** Though this PG addresses some of the administrative and operational duties from the perspective of the LEOKA Program (see Appendices C and D), all procedures regarding the reporting and investigation of police killings should continue to be referenced in the *Manual of Investigative and Operational Guidelines (MIOG)*, Part I, Section 184, until the CID replaces that information with a new PG.

2.1.3. (U) Hate Crime Statistics Program

(U) The FBI began developing the hate crime data collection in 1990 pursuant to a mandate from Congress. The Hate Crime Statistics Program is an incident-based count of offense types, locations, bias motivations, victim types, numbers of individual victims, numbers of offenders, and the races of the offenders of crimes motivated by biases based on race, gender, gender identity, religion, sexual orientation, ethnicity/national origin, or disability. The UCR Program began publishing *Hate Crime Statistics* annually in 1993 (1992 information) to provide data that reflects the scope of hate crime in jurisdictions across the nation.

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2.2. (U) Data Dissemination

(U) Archived publications from the UCR Program's inception until the early 2000s are available on compact disc (CD) as Portable Document Format (PDF) files, and publications from 1996 through 2003 are available on the FBI's Web site as PDF files. The 2004 through the present editions of *Crime in the United States*, *Law Enforcement Officers Killed and Assaulted*, and *Hate Crime Statistics* are available as hypertext markup language (html) files (with some downloadable Excel and PDF files) on the FBI's Web site at www.fbi.gov/ucr/ucr.htm. These later editions of the annual UCR publications are also available on the FBI's Crime Statistics Management Unit Intranet site. In addition, master files and extracts from the source data are available upon request.

(U) As another venue for data dissemination, the UCR Program has been exploring options for making the existing UCR files a query-only interactive database. Because initial research showed that an interactive, relational database could not be housed on the FBI's public Web site, www.fbi.gov, the UCR Program began pursuing alternatives with the Bureau of Justice Statistics (BJS) of the United States (U.S.) Department of Justice (DOJ). In 2008, the UCR Program and the BJS agreed to establish a Web site that would complement *Crime in the United States* by providing official UCR statistics using a database-driven tool that allows customers to choose variables and build their own custom (summary) data tables. The FBI and the BJS plan to release the site in late 2010 or early 2011.

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3. (U) Summary of Authorities

3.1. (U) Law Citations

- (U) Title 28, United States Code (U.S.C.) Section (§) 534(a)(c) requires the FBI to collect and publish UCR data.
- (U) Title 44 U.S.C. § 3101 requires the head of each federal agency to make and preserve records containing adequate and proper documentation of the organization, functions, policies, decisions, procedures, and essential transactions of the agency and to furnish the information necessary to protect the legal and financial rights of the government and of persons directly affected by the agency's activities.
- (U) Title 44 U.S.C. § 3102 requires the head of each federal agency to establish and maintain an active, continuing program for the economical and efficient management of agency records.
- (U) The Anti-Arson Act of 1982 mandates the addition of arson as a Part I offense classification to the FBI's UCR Program, and authorizes the preparation of a special statistical report for the crime of arson in cooperation with the National Fire Data Center, the results of which must be made public.
- (U) The Uniform Federal Crime Reporting Act of 1988 in the notes to 28 U.S.C. § 534 requires federal law enforcement participation in the UCR Program and directs the Attorney General to collect crime statistics, which comprise the national UCR Program, from all federal agencies, including the Department of Defense, "that routinely investigate complaints of criminal activity."
- (U) The Hate Crime Statistics Act of 1990, in the notes to 28 U.S.C. § 534, as amended, requires the Attorney General to establish guidelines and collect data "about crimes that manifest evidence of prejudice based on race, religion, disability, sexual orientation, or ethnicity, including (where appropriate) the crimes of murder and non-negligent manslaughter; forcible rape; aggravated assault, simple assault, intimidation; arson; and destruction, damage or vandalism of property."
- (U) The Conference Report on H.R. 3355 Violent Crime Control and Law Enforcement Act of 1993, Section 15006 Gang Coordination and Information (b) Data Collection directs the FBI to collect information on incidents of gang violence for inclusion in its annual Uniform Crime Report.
- (U) The Paperwork Reduction Act of 1995, 44 U.S.C. § 3506 requires governmental agencies to work toward the electronic collection and dissemination of information.
- (U) Section 508 of the Rehabilitation Act, 29 U.S.C. § 794 (d)(a)(1)(A)(ii) requires governmental agencies to ensure that individuals with disabilities have access to and use of information and data presented through electronic technology in means comparable to the access and use of the same information and data available to individuals without disabilities.

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- (U) The Campus Crime Act of 1996 requires the Department of Education to collect crime statistics from colleges and universities for public dissemination and specifies that those institutions use the UCR Program's crime definitions for reporting.
- (U) Section 207 (f) of the E-Government Act of 2002, 44 U.S.C. § 100, as implemented by the Office of Management and Budget (OMB) M-05-04, dated December 17, 2004, requires that all government agencies improve the methods by which their information, including information on the Internet, is organized, preserved, and made accessible to the public.
- (U) The USA PATRIOT Improvement and Reauthorization Act of 2005, Public Law 109-177 (March 9, 2006) H.R.3199: Section 307 (e) Reporting of Cargo Theft requires the Attorney General to collect cargo theft reported by federal, state, and local officials as a separate crime category within the UCR Program.
- (U) The William Wilberforce Trafficking Victims Protection Reauthorization Act of 2008, Public Law 110-457, 122 Stat. 5044 (2008) (codified in scattered titles of the U.S.C.) requires the FBI to collect information about offenses of human trafficking and additional information associated with prostitution offenses.
- (U) The Matthew Shepard and James Byrd, Jr. Hate Crimes Prevention Act (2009), Section 4708 amends the Hate Crime Statistics Act (28 U.S.C. 534 note) by requiring the Attorney General to also collect data about hate crimes motivated by actual or perceived "gender and gender identity" after "race," "including data about crimes committed by, and crimes directed against, juveniles."

3.2. (U) Attorney General Regulations

(U) Title 28 Code of Federal Regulations (CFR) 0.85 (f) provides that the Director of the FBI "shall ... operate a central clearinghouse for police statistics under the Uniform Crime Reporting Program."

(U) Title 36 CFR 1222.32 requires agencies to develop and review their recordkeeping requirements (of all media, including e-mail systems) for all their operations. It further requires agencies to systematically maintain these records with the National Archives and Records Administration (NARA) to ensure their preservation and availability.

3.3. (U) Other

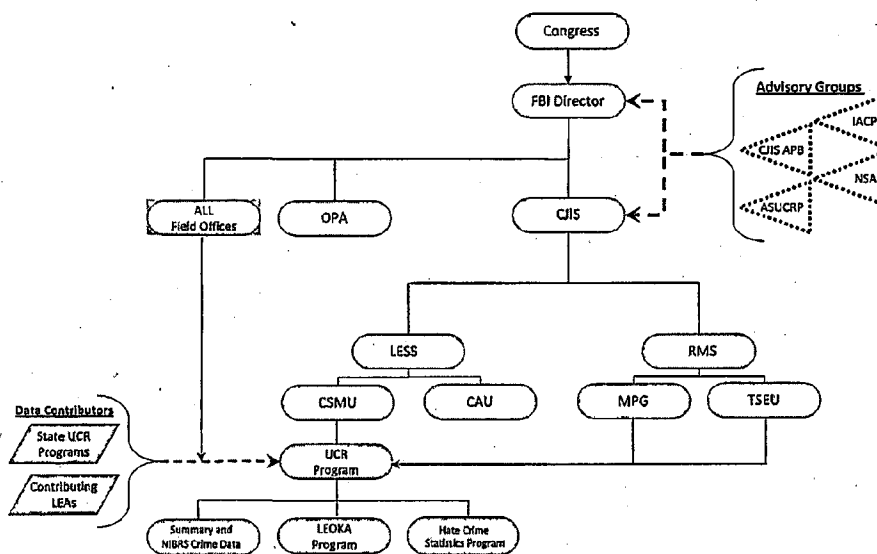
(U) OMB Circular A-130 requires agencies to build records management and archival functions into the design, development, and implementation of all information systems.

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4. (U) Roles and Functional Responsibilities

(U) The UCR Program operates under the “shared-management” concept. This means that the general policy concerning the philosophy, concept, and operational principles of the program is based upon the recommendations of the CJIS Advisory Policy Board (APB) that are forwarded to the Director of the FBI for consideration. It also ensures that the concerns of the program’s stakeholders (i.e., law enforcement) are considered when making program modifications and additions. The CJIS Division’s Law Enforcement Support Section (LESS) and the Resources Management Section (RMS) handle day-to-day operations of the program.

(U) The following diagram depicts the organizational structure of the UCR Program.



(U) Each component of the UCR Program follows the specific roles and functions stated below.

4.1. (U) FBI

4.1.1. (U) Director of the FBI

Per Title 28 U.S.C § 534(a) and (c), the Attorney General, or officials appointed by the Attorney General, shall acquire, collect, classify, preserve, and exchange identification and crime-related information. In turn, the Attorney General delegated this responsibility to the Director of the FBI, who has the authority to approve, modify, and prioritize

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changes to the UCR Program. Most decisions are based on congressional mandate and the recommendations of the CJIS APB.

4.1.2. (U) CJIS Division

The CJIS Division is the backbone of the national UCR Program. In addition to personnel who train participating law enforcement agencies in how to submit crime data, staff also collect, verify, analyze, audit, and publish crime data. The Assistant Director (AD) of the CJIS Division not only serves as the conduit between the Director of the FBI and the UCR Program Manager, but the AD also provides program oversight, ensuring that it fits into the overall mission of the CJIS Division as well as that of the FBI.

4.1.2.1. (U) LESS

Among the units that comprise the LESS, the Crime Statistics Management Unit (CSMU) and the CJIS Audit Unit (CAU) play key roles in the administration of the UCR Program. The LESS chief is the UCR business line manager and as such, delegates within the section program responsibilities for data intake, auditing, and the coordination of training and publication with the RMS.

4.1.2.1.1. (U) CSMU

(U) The CSMU chief is the UCR program manager. The staff of the CSMU provides UCR data management services (for the Summary Reporting System, the NIBRS, the LEOKA Program, and the Hate Crime Statistics Program) to assist the nation's law enforcement community in identifying, reporting, analyzing, and publishing reported crime. When necessary, the unit also contacts law enforcement agencies or state UCR Programs concerning data quality, delinquent reports, etc. Currently, a group within the unit is working toward redesigning the UCR Program's data management system to increase the utility, timeliness, and usefulness of the UCR Program's data for use by the law enforcement community. The group is also developing the methods by which the UCR Program will collect cargo theft statistics and other crime statistics collections as recently mandated by Congress.

4.1.2.1.2. (U) CAU

(U) The CAU of the LESS established the Quality Assurance Review (QAR) as a permanent part of its auditing program in 2000. The purpose of the QAR is to assess the validity of reported crime data as specified by the national UCR Program guidelines through an administrative interview and a data quality review of local agency case reports.

4.1.2.2. (U) RMS

(U) The RMS facilitates training and publication for the UCR Program. Among the units in this section, the Training and Systems Education Unit (TSEU) and the Multimedia Productions Group (MPG) fulfill these roles, respectively.

4.1.2.2.1. (U) TSEU

(U) The TSEU of the RMS assists law enforcement in the proper scoring and classification of the crimes brought to their attention. In addition, the TSEU offers a variety of courses relating to the UCR Program.

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4.1.2.2.2. (U) MPG

(U) Using UCR data tables provided by the CSMU, the MPG of the RMS writes topical narratives and data declarations for UCR annual publications and major reports. In addition, the group facilitates the publication of these annual reports by either constructing or contracting the construction of the html files. Prior to the release of any annual publication or other major report, the MPG notifies FBI field divisions and state UCR Programs via electronic mail (e-mail) or the U.S. Postal Service of upcoming releases and provides passwords to pilot Web sites for advanced viewing. (No mailing list is maintained for other data users.) The MPG also produces a variety of other documents to support the UCR Program (e.g., training manuals, brochures, and special reports).

4.1.3. (U) Office of Public Affairs (OPA)

(U) The National Press Office of the FBI's OPA secures final approval of the press releases for Uniform Crime Reports through the Director's Office. The Online/Print Media Unit of the OPA then facilitates the posting of the releases, reports, and training materials on the FBI's Web site and provides Web trends to the UCR Program to measure how many visits each page receives.

4.1.4. (U) All FBI Field Offices

(U//FOUO) When agents from field offices lead or assist an investigation in a local agency's jurisdiction, they should encourage the local agency to report the crime(s) to the UCR Program. However, when FBI field agents report such offenses or when federal law enforcement officers report crimes that occur on their respective field office properties—to include FBI property—they should follow the procedures in the *UCR Handbook*, NIBRS Edition (1992) and its addendum, the *Supplemental Guidelines for Federal Participation*. Furthermore, if the incidents are distinguished as hate crimes, the reporting agency should also consult the *Hate Crime Data Collection Guidelines*. The referenced publications are available upon request by contacting the MPG by telephone at 304-625-4995 or by e-mail at cjis_comm@leo.gov.

(U//FOUO) Each field division is to advise the CJIS Division by electronic communication (EC) of the line-of-duty death of any law enforcement officer. Instructions specifically related to the preparation of the notification EC and information on obtaining benefit fact sheets and Form 1-701, "Analysis of Law Enforcement Officers Killed and Assaulted," are set forth in Appendices C and D of this PG. Questions regarding the LEOKA Program can be directed to the CSMU by telephone at 304-625-3521 or by facsimile at 304-625-3566.

(U//FOUO) **Note:** Although this PG addresses some of the administrative and operational duties from the perspective of the LEOKA Program, all procedures regarding the reporting and investigation of police killings should continue to be referenced in the MIOG, Part I, Section 184, until the CID replaces that information with a new PG.

(U) Media representatives in every FBI field office should access the Uniform Crime Reports on the FBI's Web site or the FBI's Intranet site to respond to questions concerning crime figures. However, questions beyond the scope of published data as well as policy matters should be referred to the CJIS Division. Because UCR publications

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contain nonconfidential information, news agencies may use the information after the official release. Prior to that time, however, the data is restricted from use.

4.2. (U) Advisory Groups

In addition to providing input for UCR Program administration, the following advisory groups foster widespread and responsible use of uniform crime statistics and lend assistance to data contributors when needed.

4.2.1. (U) CJIS APB

(U) In 1988, a Data Providers' Advisory Policy Board was established to provide input for UCR matters. The Data Providers' Advisory Policy Board operated until 1993 when it combined with the National Crime Information Center (NCIC) Advisory Policy Board to form a single CJIS APB to review and provide feedback for program, policy, and data issues regarding the criminal justice programs managed by the CJIS Division. The current APB ensures that UCR-related member groups through the regional working groups and the UCR Subcommittee, identify, discuss, and comment upon UCR-related issues prior to final approval.

4.2.2. (U) International Association of Chiefs of Police (IACP)

(U) The UCR Program was developed by the IACP. At the request of the IACP, the FBI assumed operational responsibilities for this program in 1930. The IACP, representing the thousands of police departments nationwide, continues to serve in an advisory capacity to the UCR Program through its Committee on Criminal Justice Information Systems.

4.2.3. (U) National Sheriffs' Association (NSA)

(U) In June 1966, the NSA established a committee, now called the Criminal Justice Information Systems Committee, to serve in an advisory capacity to the NSA membership and the national UCR Program. As a vital link between sheriffs throughout the country and the UCR Program, the NSA encourages agencies to participate fully in the program.

4.2.4. (U) Association of State Uniform Crime Reporting Programs (ASUCRP)

(U) The ASUCRP includes representatives of the UCR Program at the state, regional, and national levels for both Summary Reporting System contributors and NIBRS contributors. Not only does the organization provide a setting for the exchange of data collection approaches and methodologies, but it also allows for the sharing of technical data among participants.

4.3. (U) Data Contributors

4.3.1. (U) State UCR Programs

(U) Forty-six states, plus the District of Columbia and some U.S. territories, have one agency that serves as the central repository for all of the crime data collected by agencies within their states, district, or territories. In those states, local crime data are submitted directly to the state agency, many of which have mandatory reporting requirements for local law enforcement. Subsequently, information required for the national UCR Program

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is forwarded to the FBI. (In states that do not have a state UCR Program, participating law enforcement agencies submit their crime data directly to the FBI.) In addition to forwarding the crime data from their local agencies to the FBI, state UCR Programs must ensure that their local agencies receive program information from the FBI (e.g., data submission deadlines and passwords for advanced viewing of publications on the FBI's Web site).

4.3.2. (U) Contributing Law Enforcement Agencies

(U) More than 17,000 city, university and college, county, state, tribal, and federal law enforcement agencies report data on crimes. These agencies are responsible for reporting their data in a timely manner using UCR policies and procedures and clarifying any data discrepancies.

(U//FOUO) In accordance with the Uniform Federal Crime Reporting Act of 1988, federal agencies—including the FBI—should report offenses and arrests they investigate to the UCR Program. Note: Federal agencies report such offenses when the local agency of the jurisdiction in which the incident occurred notifies the federal agency that it (the local agency) will not report the incident.

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5. (U) Policies and Procedures

(U) Though much of the data collected by the UCR Program are specified by congressional mandate (see Section 3), the policies and procedures that govern their collection are provided in the handbooks and training manuals published by the program. The following information serves as a brief overview.

5.1. (U) Training and Support Services

5.1.1. (U) TSEU Trainers

(U) The TSEU UCR trainers provide various support services (free of charge) to all law enforcement agencies that submit crime data via the Summary Reporting System and the NIBRS, as well as to those who report data to the Hate Crime Statistics Program. To make effective use of resources, the TSEU requests a 25-student minimum enrollment to schedule training classes, which may include law enforcement personnel from many jurisdictions. When coordinating training with state UCR Program offices, the TSEU requests that the state's UCR trainers or representatives attend the training sessions to address students' questions that are specific to the state's program, hardware, and software. The TSEU also encourages law enforcement agencies to invite their software vendor(s) to the training so that questions can be discussed regarding specific software. In addition to tailoring the courses listed below, the TSEU can also provide "Train the Trainer" courses. Training courses from the TSEU include:

- UCR (Summary) Level I
- UCR (Summary) Level II
- NIBRS Level I
- NIBRS Level II
- Hate Crime Statistics Training

(U//FOUO) Agencies may direct questions about UCR training to the TSEU by telephone at (888) 827-6427.

5.1.2. (U) LEOKA Trainers and Support

(U) The staff of the FBI's LEOKA Program has taken 20 years of data and conducted additional research to assist law enforcement managers, trainers, and personnel in preventing the deaths and/or serious injuries of law enforcement personnel. As a result, the FBI's LEOKA Program offers Officer Safety/Awareness Training to federal, state, tribal, and local law enforcement agencies throughout the United States. Tens of thousands of law enforcement officers both nationally and internationally attend this training, which is provided at no cost to law enforcement agencies. Furthermore, the LEOKA Program offers in-depth analyses of its research through *Killed in the Line of Duty* (1992), *In the Line of Fire* (1997), and *Violent Encounters* (2006), all of which were published by the Department of Justice. All three studies examine the demographics and behavioral descriptors of both the victim officers and the offenders of incidents in which officers were killed or assaulted. Through these training courses and training materials,

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the LEOKA Program educates law enforcement personnel in how to prevent the “deadly mix” from occurring, potentially saving law enforcement lives.

(U//FOUO) Questions about LEOKA training should be directed to the LEOKA Program by telephone at 304-625-3521.

(U) Additional support services for UCR and its companion programs include policy clarifications and state certification for the NIBRS. Agencies may direct their requests for training or other support services to the LESS.

5.2. (U) Data Collection

5.2.1. (U) UCR Crime Data

5.2.1.1. (U) Summary Reporting System

(U) The Summary Reporting System collects offense data on eight Part I offenses:

1. Murder and nonnegligent manslaughter
2. Forcible rape
3. Robbery
4. Aggravated assault
5. Burglary—breaking and entering
6. Larceny-theft
7. Motor vehicle theft
8. Arson

Supplemental homicide data and officer assault statistics are also compiled. In addition, law enforcement agencies submit certain details about some Part I offenses (e.g., type of weapon used and the value of property stolen and recovered). The program also collects the number of arrests for both Part I offenses and 21 Part II crimes (all other offenses except traffic violations) for which it receives the age, sex, and race of persons arrested. Policy outlining the Summary Reporting System is available in the *UCR Handbook* (2004) and is updated and/or clarified in the *State Program Bulletin* and the *UCR Newsletter*.

5.2.1.2. (U) NIBRS

(U) The NIBRS captures data using the Group A Incident Report, which is comprised of six segments with 57 data elements, and the Group B Arrest Report, which is made up of 13 data elements. Together, these reports provide data on 22 Group A crime categories made up of 46 offenses, and 11 Group B crime categories. Using the NIBRS, participants electronically report data concerning incident and arrest information, including the following:

- Relationship of the victim(s) to the offender(s).
- Age, sex, and race of the victim(s), offender(s), and arrestee(s).
- Ethnicity of the victim(s) and ethnicity of arrestee(s) when available.
- Type of weapon used.

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- Other details about certain offenses (such as property crimes), as appropriate.

(U) Although NIBRS statistics are not yet nationally representative, the data offers more detail than is available in the Summary Reporting System. Policy outlining the NIBRS is available in the *UCR Handbook*, NIBRS Edition (1992) and the NIBRS volumes listed in Section 5.4.3.1. of this PG. The NIBRS volumes are technical manuals that provide computer codes and programming logic for implementation. Policy updates and/or clarifications for the NIBRS are issued in the *State Program Bulletin* and the *UCR Newsletter*.

5.2.2. (U//FOUO) Police Killings and the LEOKA Program

(U//FOUO) When a law enforcement officer is killed in the line of duty, the FBI field office in which the incident occurred is required to provide OMB Form 1-701, "Analysis of Law Enforcement Officers Killed and Assaulted," to the victim officer's agency. The FBI field office should also provide the agency with benefit fact sheets from the FBI Intranet site. The field office should return the completed form to the LEOKA Program within 30 days of its receipt from the affected agency. Additional information about reporting line-of-duty deaths is available in Appendices C and D of this PG.

(U//FOUO) **Note:** The reporting FBI field office has other responsibilities regarding the investigation of law enforcement officer(s) killed in the line of duty that are managed by other FBI divisions. The reporting field office should refer to the MIOG, Part I, Section 184, "Police Killings," for details about these other responsibilities.

5.2.3. (U) Hate Crime Statistics Program

(U) The FBI's UCR Program's Hate Crime Statistics Program collects data regarding criminal offenses that are motivated, in whole or in part, by the offender's bias against a race, gender and gender identity, religion, sexual orientation, ethnicity/national origin, or disability and are committed against persons, property, or society, including data about crimes committed by, and crimes directed against, juveniles. Because motivation is subjective, it is sometimes difficult to know with certainty whether a crime resulted from the offender's bias. Moreover, the presence of bias alone does not necessarily mean that a crime can be considered a hate crime. Only when law enforcement investigation reveals sufficient evidence to lead a reasonable person to conclude that the offender's actions were motivated, in whole or in part, by his or her bias, should an incident be reported as a hate crime.

(U) Through the Hate Crime Statistics Program, the UCR Program collects the number of incidents and offenses that are motivated by biases based on race, gender and gender identity, religion, sexual orientation, ethnicity/national origin, and disability. Information about such incidents and offenses includes the following:

- Victim data—an individual, a business, an institution, or society as a whole.
- Offender data—the number of offenders and when possible, the race of the offender or offenders as a group.
- Location type—one of 25 designated locations.

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(U) The FBI's UCR Program receives notification of hate crime incidents from local, university and college, county, state, tribal, and federal law enforcement agencies through various types of media. The notifications range from paper reporting forms to electronic submissions received from Law Enforcement Online (LEO) or the NIBRS. Individual reports are submitted for each hate crime incident coming to the attention of law enforcement agencies participating in the UCR Program. In addition, agencies submit quarterly reports to summarize the number of hate crimes that occurred within their jurisdictions during the reporting period.

5.3. (U) Data Verification and Analyses

(U) The CSMU checks the quality of the data submitted to the UCR Program, initially assessing reporting agencies' adherence to UCR policy, conformity to UCR definitions and principles, and consistent application of established statistical methodologies and norms. If the staff finds errors or anomalies, they obtain verification and/or corrected data from the submitting agency/state UCR Program. After the data passes through this first series of checks, it is uploaded or manually entered into the national database. The CSMU staff then reviews the data through a series of multilayered processes to check it for reasonableness (i.e., that it falls within normal submission ranges of previous years data for the same agency and/or of data for agencies of similar size), quality, and validity. In addition, the CSMU ensures that the data adhere to federal statistical directives that govern the collection of the information. If necessary, the unit contacts data contributors to discuss data submissions that do not pass the data quality checks and to explain the policy or procedure governing the issues. Accordingly, the CSMU corresponds with direct contributors and state UCR Programs to obtain corrected reports, notify them of adjustments, or question exceptions to edit checks, etc.

5.4. (U) Data Publication

(U) The MPG writes topical narratives and data declarations for the UCR annual publications and major reports by using UCR data tables provided by the CSMU. In addition, the group publishes these annual reports by either constructing html files or procuring contractor services. The MPG also produces a variety of other documents (training manuals, brochures, and special data compilations) in support of the UCR Program.

5.4.1. (U) Data Ownership and Use Restrictions

Contributing law enforcement agencies are deemed to own their respective data until the FBI formally publishes them. Therefore, until the time of official release, the data are restricted from any entity besides the owning agency requesting them. Once published, UCR data (as a whole) falls into the public domain and is accessible to anyone upon request.

5.4.2. (U) Context for Proper Data Use

(U) Each year when the program releases its annual publications, particularly *Crime in the United States*, some data users, such as the media or politicians, ask where their cities or jurisdictions rank among the nation's safest or most dangerous cities. Simply stated, the FBI does not rank reporting jurisdictions because it is a simplistic view of a complex subject. However, inquiries relating to this question should be referred to "Crime

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Factors,” an excerpt in each annual electronic publication, and “UCR Crime Statistics: Their Proper Use,” a brochure available on the FBI’s Web site.

5.4.3. (U) Publications

(U//FOUO) The following publications are available upon request in hard copy or as PDF files. Some are also available on the FBI’s Crime Statistics Management Unit Intranet.

(U) Publications marked with an asterisk (*) are available on the FBI’s Web site at www.fbi.gov/ucr/ucr.htm.

5.4.3.1. (U) Training Guides and User Manuals

- (U) *Uniform Crime Reporting Handbook* (2004)*
- (U) *Uniform Crime Reporting Handbook (NIBRS Edition)* (1992)—written to familiarize local and state law enforcement personnel with the definitions, policies, and procedures of NIBRS.
- (U) NIBRS Volume 1: *Data Collection Guidelines* (August 2000)*—for use by state and local UCR Program personnel (e.g., administrators, training instructors, report analysts, coders, and data entry clerks) who are responsible for collecting and recording NIBRS crime data for submission to the FBI. It contains a system overview and descriptions of the offenses, offense codes, reports, data elements, and data values used in the system.
- (U) NIBRS Volume 2: *Data Submission Specifications* (November 2001)* (Web exclusive)—for use by state and local systems personnel (e.g., computer programmers and analysts) who are responsible for preparing magnetic tapes for submission to the FBI. It contains the tape data submission instructions, tape layouts, error-handling procedures, designations of mandatory and optional data elements, and data element edits that must be followed when submitting magnetic tapes to the FBI for NIBRS reporting purposes.
- (U) NIBRS Volume 3: *Approaches to Implementing an Incident-Based Reporting System* (July 1992)*—for use by state and local systems personnel (e.g., computer programmers and analysts) who are responsible for developing a state or local incident-based reporting (IBR) system that will meet the NIBRS’ reporting requirements. It contains suggested approaches to developing an IBR system, including a model incident report, standard data entry guide, data entry screens, and software design suggestions.
- (U) NIBRS Volume 4: *Error Message Manual* (December 1999)*—contains designations of mandatory and optional data elements, data element edits, and error messages.
- (U) *Developments in the NIBRS* (June 2009) (Web exclusive)—includes excerpts from the *State Program Bulletin* and the *UCR Newsletter* that pertain to the NIBRS. It is available for use by vendors who do not have access to law enforcement-sensitive publications to stay abreast of system modifications.
- (U) *Addendum to the NIBRS Volumes**

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- (U) *Conversion of NIBRS Data to Summary Data* (December 2009) (Web exclusive).
- (U) *Supplemental Guidelines for Federal Participation* (September 1990).
- (U) *NIBRS Addendum for Submitting LEOKA Data* (October 2002)*.
- (U) *Handbook for Acquiring an RMS [Records Management System] That Is Compatible with the NIBRS* (Web exclusive).
- (U) *Hate Crime Data Collection Guidelines* (October 1999)*.
- (U) *Hate Crime Magnetic Media Specifications for Tapes & Diskettes* (January 1997).
- (U) *Training Guide for Hate Crime Data Collection* (1996)*.
- (U) *Manual of Law Enforcement Records* (currently under revision).

5.4.3.2. (U) Annual Publications

(U) Data from the UCR Program's annual publications are widely cited in newspapers, in periodicals, and on the Internet. They are also used as a yardstick to measure the level of criminality in our society. Information presented in *Crime in the United States* gives police executives the ability to measure crime in a particular locale and the ability to assess the degrees of success of a given department in coping with the crime problems. *Law Enforcement Officers Killed and Assaulted* addresses felonious and accidental line-of-duty deaths of local, county, state, tribal, and federal law enforcement officers. Further, it addresses nonfatal assaults on sworn local, county, state, tribal, and federal law enforcement officers. *Hate Crime Statistics* provides an overview of the scope and nature of hate crime in our nation.

- (U) *Crime in the United States**
- (U) *Hate Crime Statistics**
- (U) *Law Enforcement Officers Killed and Assaulted**

5.4.3.3. (U) Preliminary Reports

(U) The preliminary annual and semiannual releases contain trend information that enables the reader to compare the crime situation of one reporting period to that in a preceding period. In addition, the data sets forth the number of Part I offenses reported by individual cities having 100,000 or more inhabitants.

- (U) *Preliminary Annual Uniform Crime Report, January-December**
- (U) *Preliminary Semiannual Uniform Crime Report, January-June**

5.4.3.4. (U) Special Reports

(U) In connection with its LEOKA Program and with the assistance of the FBI's Behavioral Science Unit (part of the Law Enforcement Programs Section within the Training Division), the national UCR Program staff has published a trilogy of special reports that are useful tools in training law enforcement.

- (U) *Killed in the Line of Duty: A Study of Selected Felonious Killings of Law Enforcement Officers* (September 1992)

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- (U) *In the Line of Fire: Violence Against Law Enforcement - A Study of Felonious Assaults on Law Enforcement Officers* (January 1998)
- (U) *Violent Encounters: A Study of Felonious Assaults on Our Nation's Law Enforcement Officers* (August 2006)

5.4.3.5. (U) Brochures

- (U) "National Incident-Based Reporting System"
- (U) "Uniform Crime Reporting Statistics: Their Proper Use"

5.4.3.6. (U) Historical Data

- (U) *Age-Specific Arrest Rates and Race-Specific Arrest Rates for Selected Offenses, 1965-1992*
- (U) *Age-Specific Arrest Rates and Race-Specific Arrest Rates for Selected Offenses, 1993-2001**

5.4.4. (U) Unpublished Data

(U) The UCR Program maintains the following master files for each reporting year:

- Return A (Summary)
- Supplement to Return A (Summary)
- Supplementary Homicide Report (SHR) (Summary)
- Age, Sex, & Race (ASR) Arrests Master File (Summary)
- Arson
- Police Employee (includes officer assaults)
- NIBRS Flat File
- Hate Crime Master File

(U) The UCR Program can provide unpublished or out-of-print data. Agencies may request such information by contacting the Multimedia Productions Group via e-mail at cjis_comm@leo.gov or by calling 304-625-4995.

5.4.5. (U) Media Inquiries

(U) Media representatives in every FBI field office should use data published in the Uniform Crime Reports on the FBI's Web site at www.fbi.gov/ucr/ucr.htm or the FBI's Crime Statistics Management Unit Intranet site to respond to questions concerning crime figures from the public. However, questions beyond the scope of published data, as well as policy matters, should be referred to the CJIS Division. Because UCR publications contain nonconfidential information, news agencies may use the information after the official release. Prior to that time, however, the data is restricted.

5.5. (U) UCR Program Audit

(U) The CAU designed the QAR to test for compliance with the national UCR Program guidelines and to assist in the accurate submission of both summary and incident-based

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crime data and hate crime data. While conducting a state audit, CJIS auditors review a specific, predetermined number of offenses. An agency's case files are reviewed for evidence of over-and/or underreporting of data; consistent and accurate application of crime classification and scoring procedures for offenses, clearances, and arrests; and appropriate valuation of property associated with crime incidents. The CAU also assesses the performance of the state UCR Program by: evaluating its compliance with national guidelines; identifying and determining the causes of discrepancies in crime reporting practices; confirming the accuracy of crime statistics reported; providing feedback and recommendations to improve and sustain the agency's reporting integrity and crime reporting practices; and identifying the state UCR Program's needs:

5.6. (U//FOUO) Federal Data Submission

(U//FOUO) Federal agencies should report the offenses and arrests they investigate as long as the local agency of the jurisdiction in which the incident occurred notifies the federal agency that it (the local agency) will not report the incident. Upon reporting an incident, the federal agency should specify whether the incident involved a hate crime.

(U//FOUO) Each FBI field division is to advise the CJIS Division by EC of the line-of-duty death of any law enforcement officer. Instructions specifically related to the preparation of the notification EC and information on obtaining benefit fact sheets and Form 1-701, "Analysis of Law Enforcement Officers Killed and Assaulted," are set forth in Appendices C and D of this PG. Questions regarding the LEOKA Program can be directed to the CSMU by telephone at 304-625-3521 or by facsimile at 304-625-3566.

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(U) Appendix A: Contact Information

(U) Program Office:

(U) Program administration; management; policy; processing of UCR Program data; reporting problems; request for reporting forms; data quality.

Telephone: [redacted]

Facsimile: [redacted]

E-mail: [redacted]

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b7E

(U) Information Dissemination:

- (U) Published and unpublished data, printouts, electronic media, and back editions of annual publications on CD.
- (U) Publications and training materials.
- (U) UCR information and Web help.

• E-mail: [redacted]

• E-mail: [redacted]

• Telephone: [redacted]

Facsimile: [redacted]

E-mail: [redacted]

(U) National Incident-Based Reporting System (NIBRS):

(U) Information for law enforcement agencies regarding the NIBRS certification process; federal funding for NIBRS-compliant records management systems; and data submission specifications.

Telephone: [redacted]

Facsimile: [redacted]

E-mail: [redacted]

(U) Quality Assurance:

(U) Assistance for law enforcement agencies in assessing the integrity of their data and complying with program requirements.

Telephone: [redacted]

Facsimile: [redacted]

E-mail: [redacted]

(U) Training/Education for Law Enforcement:

(U) Law enforcement requests for training; information on police reporting systems; and technical assistance for law enforcement personnel.

Telephone: 888-UCR-NIBR [827-6427]

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(U) Mailing Address:

Crime Statistics Management Unit
CJIS Division
Federal Bureau of Investigation
Module E-3
1000 Custer Hollow Road
Clarksburg, WV 26306-0159

(U//FOUO) FBI Intranet Site:

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(U) E-mail:

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(U) Web site:

www.fbi.gov/ucr/ucr.htm

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(U) Appendix B: Acronyms

(U) APB	Advisory Policy Board
(U) AD	Assistant Director
(U) ASR	Age, Sex, and Race
(U) ASUCRP	Association of State Uniform Crime Reporting Programs
(U) BJS	Bureau of Justice Statistics
(U) CAU	CJIS Audit Unit
(U) CFR	Code of Federal Regulations
(U) CID	Criminal Investigative Division
(U) CJIS	Criminal Justice Information Services
(U) CSMU	Crime Statistics Management Unit
(U) DOJ	Department of Justice
(U) EC	Electronic Communication
(U) E-Gov	E-Government Act of 2002
(U) FBI	Federal Bureau of Investigation
(U) FTU	Firearms Training Unit
(U) html	Hypertext Markup Language
(U) IACP	International Association of Chiefs of Police
(U) IBR	Incident-Based Reporting
(U) ITOD	Information Technology Operations Division
(U) LEO	Law Enforcement Online
(U) LEOKA	Law Enforcement Officers Killed and Assaulted
(U) LESS	Law Enforcement Support Section
(U//FOUO) MAOP	Manual of Administrative and Operational Procedures

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(U//FOUO) MIOG	Manual of Investigative and Operational Guidelines
(U) MOA	Memorandum of Agreement
(U) MPG	Multimedia Productions Group
(U) NARA	National Archives and Records Administration
(U) NCIC	National Crime Information Center
(U) NIBRS	National Incident-Based Reporting System
(U) Nlets	International Justice and Public Safety Information Sharing Network
(U) NSA	National Sheriffs' Association
(U) OMB	Office of Management and Budget
(U) OPA	Office of Public Affairs
(U) PDF	Portable Document Format
(U) PSOB	Public Safety Officers' Benefits
(U) QAR	Quality Assurance Review
(U) RMS	Resources Management Section
(U) SHR	Supplementary Homicide Report
(U) TSEU	Training and Systems Education Unit
(U) UCR	Uniform Crime Reporting
(U) U.S.	United States
(U) U.S.C.	United States Code
(U) USDOL	U.S. Department of Labor
(U) VCS	Violent Crimes Section
(U) VCU	Violent Crimes Unit

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(U) Appendix C: Glossary

(U) The following definitions pertain to terms specifically used by the UCR Program's LEOKA Program.

(U) **Accidental death**—the death of a law enforcement officer who dies as a result of an accident while performing official duties. Examples of accidental deaths include being struck by a vehicle while directing traffic, being involved in a vehicle accident or aircraft crash while on patrol, or drowning while involved in a rescue attempt.

(U) **Felonious death**—the killing of a law enforcement officer who is engaged in the performance of official duties in which the subject's actions towards the victim officer would be punishable as a felony. **Note:** For the LEOKA Program to include and classify a death as felonious in its statistics, the subject's intention to harm the officer must be evident.

(U) **Line-of-duty death**—the felonious or accidental death of a law enforcement officer who is killed in the line of duty while acting in an official capacity, whether on or off duty.

(U) **Police killings**—include local, county, state, tribal, or federal law enforcement officers who are assigned to perform law enforcement functions and are feloniously or accidentally killed in the line of duty.

(U) **State or local law enforcement officer**—any officer of a state or political subdivision thereof who is empowered to conduct investigations of, or make arrests for, offenses against the criminal laws of a state or political subdivision.

(U) Appendix D: Reporting Line-of-Duty Deaths to the UCR Program's LEOKA Program

D.1 (U) Elements of a Police Killing

(U) In order for a law enforcement officer's death to be included in the LEOKA Program's statistics, the officer must: (1) ordinarily wear or carry a badge; (2) ordinarily carry a firearm; (3) have full arrest powers; (4) be paid from government funds set aside specifically for payment of sworn law enforcement representatives; (5) be killed in the line of duty while acting in an official capacity, whether on or off duty; and (6) the death must be directly related to the injuries received from the incident.

(U) Law enforcement officers whose deaths result from natural causes, such as heart attacks or strokes, are not included in the LEOKA Program's statistics. However, notifications of these deaths are required of the field office.

(U) Examples of individuals not included in the LEOKA Program's statistics are military officers, federal judges, attorneys, probation officers, and those individuals employed in local or state criminal justice systems and involved in protective or confinement activities, such as jailers and correctional officers.

D.2 (U//FOUO) Notification to FBIHQ

(U//FOUO) Field offices must promptly notify the Violent Crimes Unit (VCU) and the Violent Crimes Section (VCS) of the CID, by telephone, of all felonious or accidental deaths of law enforcement officers that occur within their jurisdiction, including those cases where FBI assistance was not requested. These calls must immediately be followed by a notification EC setting forth the information and complete details of the incident (including leads) as outlined below. The office of origin shall be the jurisdictional field office covering the location of the victim officer's assigned office.

(U//FOUO) The EC must be addressed to:

- CID, Attention: VCS, VCU
- CJIS Division, Attention: Law Enforcement Support Section
Crime Statistics Management Unit
Module E3
West Virginia Complex.
- Director's Office, Attention: Office of the Executive Secretariat
- Training and Development Division, Attention: Firearms Training Unit (FTU)

(U//FOUO) **Note:** Only those incidents that involve a felonious killing and/or an accidental discharge of a weapon that results in a law enforcement officer's death are reported to the FTU.

(U//FOUO) The field office must ensure that the Office of the Executive Secretariat, which notifies the Director's Office of a law enforcement officer's death and prepares the condolence letter(s), is promptly notified. To ensure timely notification, the field office

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should fax a copy of the EC to the attention of the Office of the Executive Secretariat at 202-324-3156.

(U//FOUO) The field office must provide the victim officer's agency or survivor(s) with fact sheets concerning benefits that are available through the U.S. Department of Labor (USDOL) and the Public Safety Officers' Benefits (PSOB) Program administered by the USDOJ. It is imperative that the field office informs the victim officer's agency that it is the responsibility of the agency or survivor(s) to contact the federal programs and file the benefits' claims.

(U//FOUO) **Note:** Other than informing that these benefits may be available to the victim officer's survivor(s), the FBI is not involved in the monitoring of benefits payments.

(U//FOUO) In addition, the field office must supply the victim officer's agency with Form 1-701, "Analysis of Law Enforcement Officers Killed and Assaulted," and instruct the agency to complete the appropriate pages and return the form to the field office. After the field office receives the completed Form 1-701, staff must review the report to ensure all applicable items were completed. The report must be submitted within 30 days to:

LEOKA Program
Crime Statistics Management Unit
Criminal Justice Information Services Division
Federal Bureau of Investigation
Module E3
1000 Custer Hollow Road
Clarksburg, West Virginia 26306-0159
Telephone 304-625-3521
Facsimile 304-625-3566

(U//FOUO) The benefit fact sheets and Form 1-701 are located on the FBI's Crime Statistics Management Unit Intranet site.

(U//FOUO) The notification EC is required for the following:

- Notification to the Executive Secretariat to prepare a condolence letter(s) from the Director to the victim officer's family.
- Accurate statistics on the law enforcement officer's death for publication by the FBI's UCR Program.
- Provision of survivor benefits information to the victim officer's agency.
- Analysis by the FTU, New Agents Training Program Section, Training and Development Division, to determine if the death was a felonious killing involving the intentional or accidental discharge of a firearm.

(U//FOUO) **The notification EC must include the following information:**

- The name of the victim officer's agency.

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- The agency head information (i.e., official name, title, and address). **Note:** If the victim officer was employed by a state or federal agency, include the information for both the headquarters and assigned office locations.
- Telephone number of the agency head(s).
- Victim officer's full name, gender, date of birth, rank, and total law enforcement experience.
- Date, time, and location of the incident.
- Type of weapon, if any, used.
- The detailed circumstances surrounding the victim officer's death. If an extremist or racial element is present, this fact should be included. Detailed information provided in the notification EC for a felonious death of a law enforcement officer is included in a message transmitted using the Nlets by the LEOKA Program as an "All-Points Bulletin." Personal information, such as an individual's name or address, is excluded from the transmission. If the circumstances involving the felonious death include sensitive information, it must be redacted from the notification EC or, if included, should be clearly identified as "Sensitive in Nature." Any sensitive details identified will not be included in the Nlets message sent to the nation's law enforcement community.
- Subject(s) full name, gender, date of birth, and current status (i.e., at large, deceased, or arrested). If arrested, provide the date of arrest and charges placed against subject(s).
- Whether FBI assistance was requested and the specific nature of the requested assistance.
- Names and addresses of victim officer's survivors, including ages of children.
- Recommendation as to whether or not the Director should write a personal letter of condolence to the victim officer's family, including any information that would preclude such a letter.

(U//FOUO) To ensure timely notification, the EC should set forth leads as outlined below:

- Director's Office
at Washington, DC
Attention: Chief, Office of Executive Secretariat
Request the Director send a personal letter of condolence to the appropriate survivor(s) of the deceased officer.
- CJIS
at Clarksburg, WV
Attention: LESS; Chief, CSMU
For informational purposes.

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Provided benefit fact sheets and Form 1-701 to the victim officer's agency. Upon receipt of completed Form 1-701 from the victim officer's agency, the report will be forwarded to the LEOKA Program.

- Training and Development Division
at Quantico, VA
Attention: Chief, Firearms Training Unit
For informational purposes.

(U//FOUO) For a list and description of case classification, subclassification, and character attributes, refer to MIOG, Introduction, Section 2-1.6.4, Violent Crime Subprogram and MIOG, Part I, Section 184-11, "Character Classification."