

UUCR

Uniform Crime Reporting Handbook

Oregon State Police

Law Enforcement Data System

Oregon Uniform Crime Reporting Program



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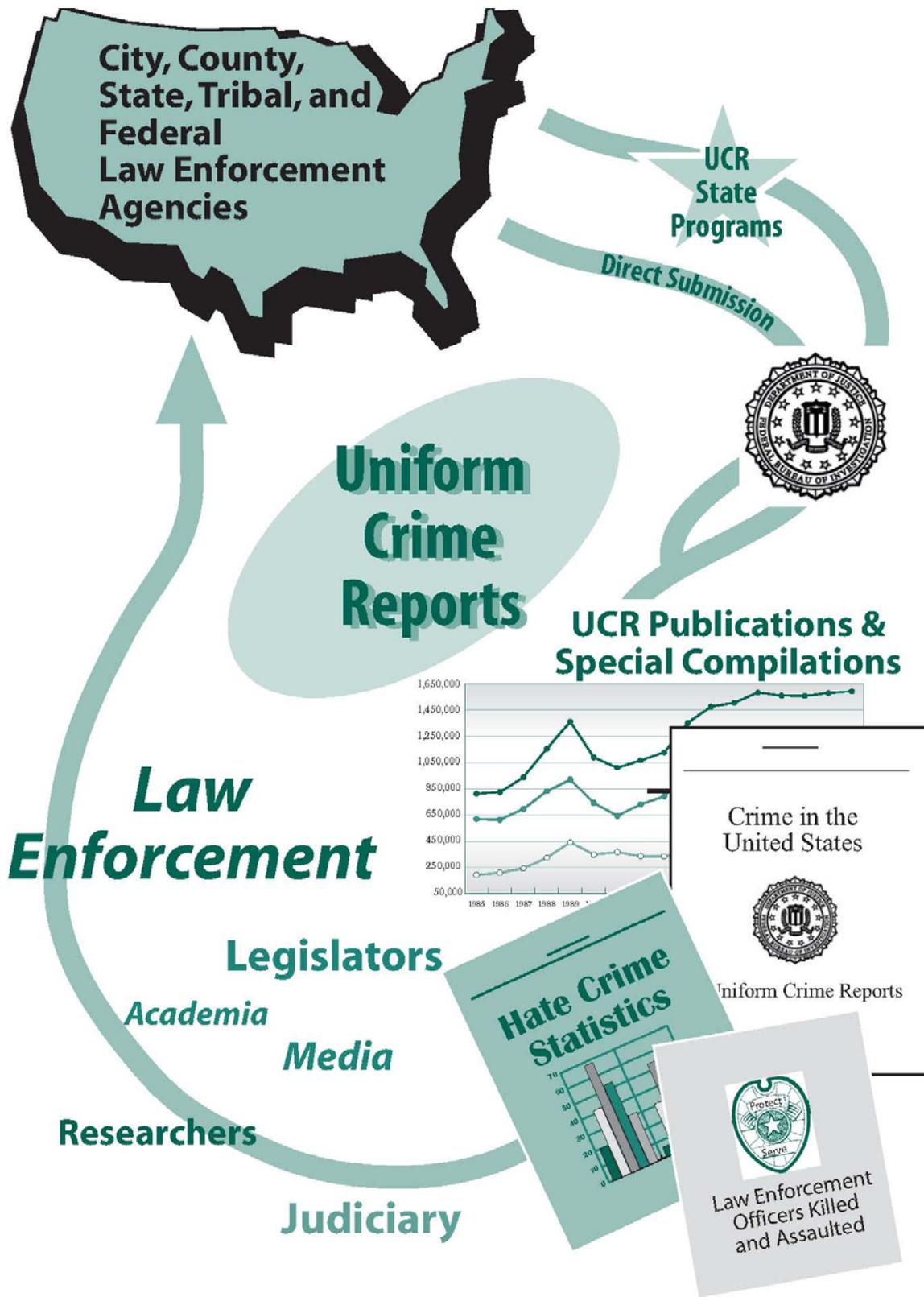
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Section 1

Uniform Crime Reporting

Introduction

and

General Information

1.0 UNIFORM CRIME REPORTING – INTRODUCTION

Uniform crime reporting is a collective effort on the part of city, county, state, tribal, and federal law enforcement agencies to present a nationwide view of crime. Agencies throughout the country participating in the Uniform Crime Reporting (UCR) Program provide summarized reports on “Part I” offenses known to law enforcement and reports on persons arrested. They also provide information about law enforcement officers killed and assaulted and on hate crime. For the most part, agencies submit crime reports monthly to a centralized crime records facility within their state. The state UCR Program then forwards the data, using uniform offense definitions, to the FBI’s national UCR Program. The FBI compiles, publishes, and distributes the data to participating agencies, state UCR Programs, and others interested in the Nation’s crime data.

Uniform Crime Reporting Program Publications

The culmination of this national data collection effort is three annual publications: **Crime in the United States**, **Hate Crime Statistics**, and **Law Enforcement Officers Killed and Assaulted**, all of which have become sources of data widely used by law enforcement administrators, government policy makers, social science researchers, the media, and private citizens. Additionally, UCR data are often considered by the federal government in administering law enforcement grants.

The FBI publishes crime data through various Uniform Crime Reports. Twice a year, the national UCR Program publishes reports in the **Preliminary Semiannual Uniform Crime Report** and **Preliminary Annual Uniform Crime Report**, which provide the percentage of change of the offenses from the previous reporting period to the current one for population groups and geographical regions. These reports also present the number of crimes reported by agencies with 100,000 and more resident population. The annual publication, **Crime in the United States**, is a detailed report of offense and arrest data. It also provides data concerning the number of law enforcement employees and includes analytical studies of particular interest to law enforcement and the public. The UCR state Programs also publish data that they collect, including not only UCR statistics, but also data collected that specifically pertain to the individual states they represent.

The annual publication, **Law Enforcement Officers Killed and Assaulted** provides detailed information on local, state, tribal, and federal officers killed and assaulted in the line of duty, circumstances surrounding the incidents, type of assignments, weapons used, etc. The book also includes trend data for states and geographic regions. Once a year, the FBI publishes a press release that provides preliminary data on law enforcement officers killed in the line of duty.

The FBI also annually publishes **Hate Crime Statistics**. This book includes data on criminal offenses committed against persons, property, or society that are motivated, in whole or in part, by the offender’s bias against a race, religion, disability, sexual orientation, or ethnicity/national origin.

Historical Background

Recognizing a need for national crime statistics, the International Association of Chiefs of Police (IACP) formed the Committee on Uniform Crime Records in 1927 to develop a system for collecting uniform police statistics. The Committee first determined that the number of offenses known to law enforcement, whether or not there was an arrest, would be the most appropriate measure of the Nation's criminality. Next, the members evaluated various crimes on the basis of their seriousness, frequency of occurrence, pervasiveness in all geographic areas of the country, and likelihood of being reported to law enforcement.

Based on this assessment, the Committee identified seven crimes to be reported to the national Program: felonious homicide, rape, robbery, aggravated assault, burglary—breaking or entering, larceny-theft, and auto theft. From the beginning, the Committee realized that the differences among criminal codes precluded a mere aggregation of state statistics to arrive at a national total. Further, because of the variances in punishment for the same offenses in different state codes, no distinction between felony and misdemeanor crimes was possible. To avoid these problems and provide nationwide uniformity in crime reporting, the Committee formulated standardized offense definitions by which law enforcement agencies were to submit data without regard for local statutes.

The culmination of the Committee's work was the publication in 1929 of **Uniform Crime Reporting**, a complete manual for police records and statistics. The manual established uniform definitions for Part I and Part II crimes and described procedures for completing the "Return A, Monthly Return of Offenses Known to the Police". During that year, law enforcement agencies in 400 cities from 43 states and the territories of Puerto Rico, Alaska, and Hawaii submitted statistics to the IACP, which subsequently published the first monthly **Uniform Crime Reports for the United States and Its Possessions**. The pamphlet consisted of one table, "Number of Offenses Known to the Police: January 1930."

At the urging of the IACP, Congress enacted legislation in 1930 authorizing the Attorney General to gather crime information. The Attorney General, in turn, designated the FBI to serve as the national clearinghouse for the data collected, and the FBI assumed responsibility for managing the UCR Program in September 1930.



Over the years, the scope of the UCR Program expanded in response to suggestions from law enforcement advisory groups or to comply with federal mandates. For example, agencies began contributing data on the age, sex, and race of arrestees in 1952. In 1958, upon the recommendation of the Committee on Uniform Crime Reporting, the FBI incorporated the concept of a national Crime Index, the total of six Part I offenses and larceny over \$50, to serve as a general indicator of criminality. **Crime in the United States**, 1960, presented the first full year of reporting for the 50 states, including the new states Alaska and Hawaii. Also in 1960, the UCR Program first collected national statistics on law enforcement officers killed. In 1962, the Program published the **Supplementary Homicide Report (SHR)**. For the first time, national data were available concerning the age, sex, and race of murder victims, the weapon used, and the circumstances surrounding the offense.

Changes to the Program over the next three decades included collecting comprehensive data regarding law enforcement officers killed and assaulted, arson, and crimes motivated by bias. In 1972, the UCR Program began gathering specific information on incidents in which officers were killed or assaulted. In 1978, Congress mandated the collection of arson data and, in 1982, directed the FBI to permanently count arson as a Part I offense. [In Oregon, Simple Assault is also counted as a Part I offense.] Beginning in 1980, the Office of Management and Budget (OMB) authorized the FBI to collect ethnic origin data regarding persons arrested. The UCR Program collected ethnicity data until 1987, when the OMB's authorization expired. Following passage of the Hate Crime Statistics Act of 1990 (the Act), the UCR Program began collecting the additional variable of bias motivation in incidents in which the offense resulted in whole or in part because of the offender's prejudice against a race, religion, sexual orientation, or ethnicity/national origin. In 1994, Congress amended the Act to include bias against physical or mental disability.

The National Incident-Based Reporting System

By the 1980s, law enforcement was calling for a complete overhaul and modernization of the UCR Program. At a conference on the future of UCR, which was held in Elkridge, Maryland, in 1984, participants began developing a national data collection system that would gather information about each crime incident. By the end of the decade, the National Incident-Based Reporting System (NIBRS) was operational. NIBRS collects data on each incident and arrest within 22 offense categories made up of 46 specific crimes called "Group A" offenses. For each incident known to police within these categories, law enforcement collects administrative, offense, victim, property, offender, and arrestee information. In addition to the Group A offenses, there are 11 Group B offenses for which only arrest data are collected.

The intent of NIBRS is to take advantage of available crime data maintained in modern law enforcement records systems. While providing considerably more detail, NIBRS yields richer and more meaningful data than those produced by the traditional summary UCR system. The conference attendees recommended that the implementation of national incident-based reporting proceed at a pace commensurate with the resources and limitations of contributing law enforcement agencies. In Oregon, around 30% of police departments and sheriff's offices report in Oregon's version of the National Incident Based Reporting System (O-NIBRS). This surpasses the National NIBRS in data collection and usefulness to law enforcement. The new (2009) electronic, internet-based **Oregon Repository for Crime and Arrest Statistics (ORCAS)** contains all data submitted by law enforcement agencies, whether reported in the old OUCR format or in the O-NIBRS format.



Advisory Groups

Providing vital links between local law enforcement and the FBI in the conduct of the UCR Program are the Criminal Justice Information Systems Committees of the IACP and the National Sheriffs' Association (NSA). The IACP, as it has since the Program began, represents the thousands of police departments nationwide. The NSA encourages sheriffs throughout the country to participate fully in the Program. Both committees serve in advisory capacities concerning the UCR Program's operation.

In 1988, a Data Providers' Advisory Policy Board was established. That Board operated until 1993 when it combined with the National Crime Information Center Advisory Policy Board to form a single Advisory Policy Board (APB) to address all FBI criminal justice information services. The current APB advises the FBI concerning UCR policy and procedures. The UCR Subcommittee of the APB ensures continuing emphasis on UCR-related issues. The Association of State Uniform Crime Reporting Programs focuses on UCR issues within individual state law enforcement associations and also promotes interest in the UCR Program. These organizations foster widespread and responsible use of uniform crime statistics and lend assistance to data contributors when needed.

Quality Assurance Review

The UCR Quality Assurance Review (QAR) is available to state UCR Programs on a voluntary basis as part of the FBI's triennial audit of states' criminal justice information systems. The purpose of the QAR is to ensure that each state UCR Program adheres to summary and incident-based reporting methods that are consistent with UCR standards in order to achieve uniform crime reporting nationwide. In 2001, the QAR incorporated a statistical sampling methodology to select records for data quality review and to project the number of discrepant crime reports a state UCR Program submits to the national UCR Program. The QAR can then make suggestions to improve a local or state agency's reporting practices.

The national Program encourages state UCR Programs to avail themselves of the opportunity to assess the integrity of their data and to receive assistance in complying with Program requirements. The Oregon Uniform Crime Reporting program, along with a number of Sheriff's Offices and Municipal Police Departments, have participated in the QAR a total of 4 times between 2000 and 2008.

Law Enforcement Data Requirements

The collection of reports on a statewide scale is based on the fact that police need to compile certain basic data for local administrative and operational purposes.

Local law enforcement executives need to know:

1. The number and kinds of criminal acts that occur (offenses known).
2. The number of such crimes or offenses cleared.
3. The personal characteristics concerning persons arrested.
4. Law enforcement disposition of juveniles.
5. Law enforcement employee information.

These tabulations come from basic records that show:

1. The extent of the patrol and crime prevention problem.
2. A measure of the results of investigative activity to solve crimes.
3. The characteristics and identities of known offenders.

An efficient record-keeping system makes possible these tabulations and studies and permits close supervision and corrective administrative action where necessary. Law enforcement officials can also readily present a clear picture of the crime situation in their jurisdictions and of the positive steps taken to meet the conditions.

Law enforcement is a public service, and citizens expect a full accounting from the police commissioner, police chief, or sheriff concerning the administration of the agency and the status of public safety within their jurisdiction. Full participation in the OUCR Program ensures that law enforcement administrators have available the core statistics they need to meet this expectation.

Guidelines for Records Management

An efficient record-keeping system that provides the information needed for generating UCR data should meet the following guidelines:

1. Permanent documentation of each crime is made immediately upon receipt of a complaint or call for service. All reports of thefts and attempted thefts are included, regardless of the value of property involved.
2. The staff or headquarters has control over the receipt of each complaint or call for service to ensure each is promptly recorded and accurately tabulated.
3. Documentation is made in each case showing fully the details of the offense as alleged by the complainant and as disclosed by the investigation. An effective follow-up system is used to see that reports are promptly submitted in all cases.
4. All reports are checked to see that the crime classification conforms to the uniform classification of the offenses. That is, all offenses reported to the OUCR Program, regardless of what the offense is called at the local, state, tribal, or federal level, must conform to the OUCR classification of offenses.
5. The offense reports on crimes cleared by arrest or exceptional means are noted as cleared.

6. Arrest records are complete, with special care being taken to show the final disposition of the charge.
7. Records are centralized; records and statistical reports are closely supervised by the administrator; periodic inspections are made to ensure strict compliance with the rules and regulations of the local agency relative to records and reports.
8. Statistical reports conform in all respects to the OUCR standards and regulations.

Persons Arrested

Contributing agencies submit the number of persons arrested for all violations, except traffic infractions, on monthly returns to the OUCR Program. Agencies record the age, sex, and race of both adult and juvenile arrestees so that arrest trends and volume can be computed.





REPORTING REQUIRED

The Oregon Uniform Crime Reporting program was established by authority of ORS 181.550, enacted by the 1973 Oregon legislature. This statute requires all law enforcement agencies to report crime statistics. The statute reads:

181.550 Reporting of crime statistics. (1) All law enforcement agencies shall report to the Department of State Police statistics concerning crimes:

(a) As directed by the department, for purposes of the Uniform Crime Reporting System of the Federal Bureau of Investigation.

(b) As otherwise directed by the Governor concerning general criminal categories of criminal activities but not individual criminal records.

(c) Motivated by prejudice based on the perceived race, color, religion, national origin, sexual orientation, marital status, political affiliation or beliefs, membership or activity in or on behalf of a labor organization or against a labor organization, physical or mental disability, age, economic or social status or citizenship of the victim.

(d) And other incidents arising out of domestic disturbances under ORS 133.055 (2) and 133.310 (3).

(2) The department shall prepare:

(a) Quarterly and annual reports for the use of agencies reporting under subsection (1) of this section, and others having an interest therein;

(b) An annual public report of the statistics on the incidence of crime motivated by prejudice based on the perceived race, color, religion, national origin, sexual orientation, marital status, political affiliation or beliefs, membership or activity in or on behalf of a labor organization or against a labor organization, physical or mental disability, age, economic or social status or citizenship of the victim;

(c) Quarterly and annual reports of the statistics on the incidence of crimes and incidents of domestic disturbances; and

(d) Special reports as directed by the Governor. [1973 c.130 §2; 1989 c.1028 §1; 1991 c.552 §1; 1993 c.188 §11; 2007 c.70 §46]

1.1 REPORTING REQUIREMENTS ESTABLISHED

The minimum reporting requirements established for the OUCR system are:

Any law enforcement agency discovering, receiving a report or investigating any offense occurring in its jurisdiction that would constitute a crime shall report these facts to the Oregon Uniform Crime Reporting (OUCR) monthly.

Any law enforcement agency arresting, citing or issuing a summons to any person (including the handling of juveniles) for any crime which occurred in its jurisdiction shall report these facts to OUCR monthly.

These reports shall be made on the forms provided by LEDS/OUCR or other media approved by OUCR.

The report of each such incident must contain at least the minimum required information as described in this manual.

The completed report is due by the 10th day of the month following the end of the reporting period.

1.2 OUCR – General Description

Law enforcement agencies keep records about the operations of their departments, which are necessary for the preparation of Uniform Crime Reports, other reports and administrative needs. Participation in the OUCR program can provide a means for meeting local reporting requirements and reduce duplicate reporting.

All required reporting forms can be found on the LEDS/OUCR website at: http://www.oregon.gov/OSP/CJIS/oucr_forms.shtml

The two basic OUCR reporting forms (Offense and Arrest) lend themselves to sequential entry as the information becomes known.

Upon receiving the completed forms, OUCR processes the incident information and returns monthly summary returns to each agency. Data required for the National FBI UCR program is extracted and sent to the FBI.

Sections 3, 4, and 5 of this manual provide detailed information and instructions about the requirements, operation, and use of the Oregon Uniform Crime Reporting Program.

Agencies with their own automated records systems may submit their data electronically as established by OUCR.

1.3 CONCEPTS AND CAPABILITIES

Prior to 1974, UCR information collected from Oregon agencies by the FBI was used primarily for developing national crime trends, but was of minimal benefit to contributing agencies.

This is a necessary function and must continue. However, it is the objective of the Oregon program to also provide a meaningful service to each contributing agency by:

- Providing useful and timely statistical and management information reports to each contributing agency.
- Minimizing the amount of work required to report basic state and federal UCR data, and
- Providing for additional reporting capabilities which, if used, can further reduce the amount of manual statistical compilation done in most departments.

The two levels of participation, OUCR and O-NIBRS, are described in paragraph 1.6. Each administrator may choose the level and options which best serve departmental needs, as long as minimum reporting requirements are met.



1.4 REPORTING FORMS

The OUCR system uses two basic forms, plus five other supplemental reports (used only in special circumstances) to accomplish all reporting necessary to satisfy national and state UCR requirements.

- **Offense Form**

http://www.oregon.gov/OSP/CJIS/docs/OFFENSE_FORM.pdf

This is an “incident” oriented form. It is used to report offenses, associated property lost and recovered, and clearances which occurred or originated in the reporting agency’s jurisdiction. A description of the form and examples of its use are given in Section 3 of this manual. This form must be submitted monthly, even if zero (“0”) reportable offenses were committed.

- **Arrest Form**

http://www.oregon.gov/OSP/CJIS/docs/ARREST_FORM.pdf

This is an “incident” oriented form. It is used to report information about persons (including juveniles) who are “Arrested, Cited, Referred, or Summoned” for criminal offenses which occurred in the reporting agency’s jurisdiction. It may be used to report information about other persons “handled”, such as bench warrants, detoxification, arrests made for other departments, etc., at the option of the department. A description of the form and procedures for its use are given in Section 4 of this manual. This form must be submitted monthly, even if zero (“0”) reportable arrests were conducted.

- **Supplemental Homicide Reports**

http://www.oregon.gov/OSP/CJIS/docs/HOMICIDE_REPORT_FORM.pdf

The seriousness of homicide requires more information about this crime than is provided on the Offense Form. For this reason, a special supplemental form is also required. Detailed instructions are given in Section 5.

- **Law Enforcement Officers Killed or Assaulted (LEOKA) Entry**

A special entry providing additional detailed information is required in cases that involve an assault on or the killing of a police officer. This special classification is defined in Section 2 of this manual. More information about the LEOKA entry and “Analysis” report (Form 1-701) is found in Section 5.

- **Number of Full-Time Law Enforcement Employees Report**

Once each year in October, agencies report the number of law enforcement personnel in the categories of full-time criminal law enforcement officers and full-time civilian criminal law enforcement support employees by male and female categories. See Section 5.

- **Bias Form** – See Section 5 for more information about this form. The FBI uses information collected via this form to compile its Hate Crime report.

http://www.oregon.gov/OSP/CJIS/docs/BIAS_FORM.pdf

- **Domestic Disturbance Report Form** -- See Section 5 for more information about this form. Completion of this form is an Oregon requirement.

http://www.oregon.gov/OSP/CJIS/docs/DOMESTIC_REPORT_FORM.pdf

1.5 GENERAL REPORTING PROCEDURES

As indicated in 1.4, the two basic reporting forms for the OUCR system are the Offense form and the Arrest form. These “incident” reporting forms do not require tallying, summarizing, or arithmetic balancing.

For best results, the following general procedure is recommended:

- Process forms daily. As source documents (crime reports, arrest reports, etc.) are reviewed each day, transcribe the required information from the source documents to the appropriate form(s).
- Submit completed forms as soon as possible after the end of the month. Completed forms (including “zero” reports) are due at the LEDS/OUCR unit by the 10th day of the month following the end of the reporting period.
- If you have questions about how to handle a particular incident which is not clearly answered in this manual, contact the OUCR Trainer by phone (503-378-3055 ext. 55550) or by e-mail at kelly.paige@state.or.us

1.6 LEVELS OF PARTICIPATION

There are two levels of participation which may be elected at the option of the contributing agency. The decisions as to which level to elect should be made by the department administrator, since it will have an effect on the reporting work load. These basic levels are described below:

Level 1 – Oregon Uniform Crime Reporting (OUCR)

This is the legacy reporting format dating back to 1973. It is the minimum required reporting level. This level is gradually being phased out. Agencies are encouraged to transition to Level 2, O-NIBRS, as soon as possible. Level 1, OUCR, is limited to the reporting of:

- (1) Crimes Against Persons, Crimes Against Property, and Crimes Against Society (Behavioral Crimes); property and clearances (using required data only) on the offense form. (Monthly)
- (2) Arrests for Crimes against Persons, Crimes Against Property, and Crimes Against Society (Behavioral Crimes); property and clearances (using required data only) on the arrest form. (Monthly)
- (3) Supplemental Homicide Form (when applicable)
- (4) Annual Number of Full-time Law Enforcement Employees Report.
- (5) Bias Form (when applicable)
- (6) Domestic Disturbance Report Form (quarterly)

Level 2 – Oregon (version of) National Incident Based Reporting System (O-NIBRS)

This level not only collects the same statistical data as the legacy OUCR format, it also allows law enforcement agencies to share data. The ability to “compare notes” between law enforcement agencies is a tremendous benefit to law enforcement investigators that can lead to more cases being solved and better officer safety. O-NIBRS is intended to be the replacement for the older OUCR format, which is being phased out.

In addition to the statistical data that the aging OUCR format collects, O-NIBRS collects the following:

- (1) Oregon Revised Statutes
- (2) Expanded offense, drug, weapon, property and location codes
- (3) Names, addresses, telephone numbers, etc. of all persons involved in an incident
- (4) Incident addresses for crime mapping.
- (5) Information on vehicles associated with an incident, such as make, model, color, license plate, etc.
- (6) Contact information for agencies and/or investigators
- (7) Search capabilities allowing investigators to search the O-NIBRS database
- (8) The ability to share data with other agencies both within and outside of Oregon

Further information regarding O-NIBRS can be found in the O-NIBRS Manual or by contacting the OUCR program.

1.7 CRIME REPORTING GROUPS

Correctly classifying offenses and arrests are the two most important functions that a participant in the Oregon UCR Program performs. The data that contributing agencies provide are based on these two functions, so scrupulous attention to the Program’s guidelines helps to ensure accurate and reliable data.

City, county, state, tribal, and federal law enforcement agency participants must classify and score offenses and arrests from the records of calls for service, complaints, and/or investigations. Since these crime statistics are intended to assist law enforcement in identifying the crime problem at the “street level”, participants must report offenses and arrests as recorded by the investigating officer, not the findings of a court, coroner, or jury or the decision of a prosecutor.

For the purposes of publishing and reporting, the National UCR program usually groups crimes in one of two different ways as follows:

(1) Part I (Index) and Part II Offenses.

This is the national standard and the standard of most other states. It is the basis of FBI national publications and those of other states.

This standard is over 80 years old and is based on the scope and limitations of the National UCR Program. The offenses in their respective groupings are shown below:

Part I offense classifications include (in this particular order):

1. Willful Murder (Criminal Homicide) and Negligent Homicide
2. Forcible Rape
3. Robbery
4. Aggravated Assault
5. Burglary
6. Larceny-theft (except motor vehicle theft)
7. Motor Vehicle Theft
8. Simple Assault (a separate Part I offense in Oregon only)
9. Arson

Part II offenses encompass all other reportable classifications outside those defined as Part I. Law enforcement agencies report Part II Offense data to the OUCR program, which in turn reports to the FBI only Arrest data involving the Part II crimes:

1. Forgery and Counterfeiting
2. Fraud
3. Embezzlement
4. Stolen Property: Buying, Receiving, Possessing
5. Vandalism
6. Weapons: Carrying, Possessing, etc.
7. Prostitution and Commercialized Vice
8. Sex Offenses
9. Drug Abuse Violations
10. Gambling
11. Offenses Against the Family and Children
12. Driving Under the Influence of Intoxicants (DUI)
13. Liquor Laws
14. Disorderly Conduct
15. Kidnapping
16. All Other Offenses (except Traffic)
17. Runaways—(Persons under 18)

(2) Crimes by Object Category

This group is made up of the same offenses that constitute Part I and Part II offenses, but they are organized into groups of similar types of crimes by object category.

These groups are unique to Oregon and take advantage of OUCR reporting capabilities which are much broader in both scope and detail of reporting than the National UCR Program.

Oregon crime publications and this reporting manual are primarily based on these three groups. (Above Part I and Part II may be easily constructed from the individual components which are the same for either method of organization).

These groups are defined and listed as follows:

Crimes Against Persons: Criminal offenses where the victim is present and the act is violent or threatening or has the potential of being physically harmful.

- Willful murder (criminal homicide)
- Negligent homicide
- Forcible rape
- Other sex crimes
- Kidnapping
- Robbery
- Aggravated assault
- Simple assault

Crimes Against Property: Offenses that involve taking something of value by theft or deception or the destruction of property.

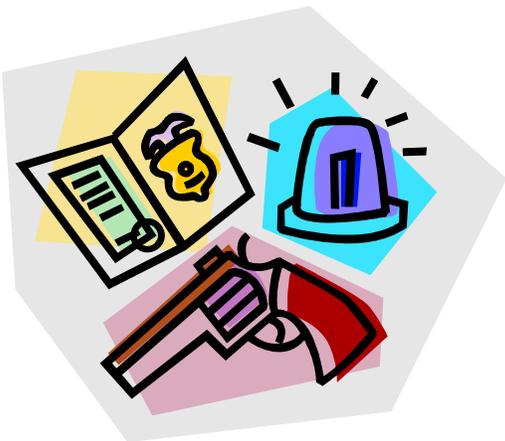
- Burglary
- Larceny
- Motor Vehicle Theft
- Arson
- Forgery/Counterfeiting
- Fraud
- Embezzlement
- Stolen property (buying, selling, possessing)
- Vandalism

Crimes Against Society (sometimes referred to as “Behavioral Crimes”):

Criminal offenses that violate laws relating to personal conduct, responsibility and public order. Although not necessarily violent or property offenses in themselves, they may often contribute to other criminal acts.

- Weapons regulation laws
- Prostitution
- Drug laws
- Gambling
- Crimes against the family
- Driving Under the Influence of Intoxicants (DUI) **
- Liquor laws
- Disorderly conduct
- All other offenses (except traffic)
- Juvenile curfew violations **
- Runaway juveniles

**Reported as arrests only. OUCR automatically creates a corresponding offense based on the arrest record.



1.8 Jurisdiction

To be certain that data (offense or arrest) are not reported more than once by overlapping jurisdictions, the Oregon Uniform Crime Reporting Program developed the following guidelines:

1. Law enforcement agencies should only report incidents that occur within their respective jurisdictions.
2. County or state law enforcement agencies generally share jurisdictional boundaries, but should only report incidents that their respective agencies investigate (i.e., the County Sheriff does not report an investigation conducted by State Police).
3. When two or more local, state, or tribal agencies are involved in the investigation of the same incident, the agency whose jurisdiction the incident occurred in will report the incident.
4. Agencies that make an arrest on behalf of another agency may only report the arrest as either a “warrant” or “fugitive” (covered in section 2.32). These arrests are not forwarded to the FBI.
5. The recovery of property for another agency must be reported using only one of the two appropriate codes for such incidents. For example, if an agency recovers a television that another agency reported as stolen in a burglary, the recovering agency reports the incident as “recovered property”, not as a burglary. The agency whose jurisdiction the burglary took place in will append the recovered television to their original burglary report as recovered. Incidents where agencies recover property for other agencies are reported for in-state statistical use only. They are not forwarded to the FBI.

Cities having their own police departments, as a rule, report their own crime data to the OUCR Program. However, in cases where the county sheriff or state police has a contract to provide law enforcement services for cities without their own municipal police department, the sheriff or state police will report data occurring within the boundaries of these areas. In some localities, the sheriff or state police will assist a local police department in the investigation of crimes committed within the limits of the city. Even though this may be the case, the city police department will report the offenses

The jurisdictional guidelines provide for **most** local reporting. Whenever possible, the local law enforcement agency of the geographical area in which the crime occurred should report the data.

1.9 Hierarchy Rule

This “rule” does not apply to Oregon law enforcement agencies when reporting offenses to the OUCR Program. However, it does apply when OUCR forwards the data to the FBI. This accounts for the majority of the discrepancies between the statistics reported to OUCR and those compiled by the FBI. Information about this rule is presented here in order to give local law enforcement agencies an idea of how their data will be transmitted to the FBI.

According to the FBI, *“there is a significance to the order in which the Part I offenses are presented, with criminal homicide being the highest in the hierarchy and arson being the lowest.”*

The experience of law enforcement agencies in handling UCR data shows that, for the most part, offenses of law occur singly as opposed to many being committed simultaneously. In these single-offense situations, law enforcement agencies must decide whether the crime is a Part I offense. If so, the agency must score the crime accordingly.

*However, if several offenses are committed at the same time and place by a person or a group of persons, a different approach must be used in classifying and scoring. The law enforcement matter in which many crimes are committed simultaneously is called a **multiple-offense** situation by the UCR Program. As a general rule, a multiple-offense situation requires classifying each of the offenses occurring and determining which of them are Part I crimes. The Hierarchy Rule requires that when more than one Part I offense is classified, the law enforcement agency must locate the offense that is highest on the hierarchy list and score that offense involved and not the other offense(s) in the multiple-offense situation.”*

*“The Hierarchy Rule applies **only** to crime reporting and does not affect the number of charges for which the defendant may be prosecuted in the courts. The offenses of justifiable homicide, motor vehicle theft, and arson are exceptions to the Hierarchy Rule.”*

*“**Exception to the Hierarchy Rule:** Motor Vehicle Theft (7) is a special type of Larceny- theft (6). It is a separate classification because of the volume of such thefts and the prevailing need of law enforcement for specific statistics on this offense. Therefore, when classifying, the reporting agency must choose between Larceny-theft (6) and Motor Vehicle Theft (7). In cases such as this, the agency must classify and score the offense as Motor Vehicle Theft.”*

“NOTE: The Hierarchy Rule does not apply to the offense of arson. For a multiple-offense situation, of which one offense is arson, the reporting agency must report the arson and then apply the Hierarchy Rule to the remaining Part I offenses to determine which one is the most serious. Put more simply, when an arson is involved in a multiple-offense situation, the reporting agency must report two Part I offenses, the arson as well as the additional Part I offense.”

As an example of how the FBI applies the Hierarchy Rule, in an incident where a Rape, Robbery and Homicide all occur at the same time, the FBI only counts the Homicide because it is the most serious offense. In OUCR, however, all 3 offenses should be reported. OUCR will count all 3 offenses, but will only forward the Homicide to the FBI as per the Hierarchy Rule. As this example illustrates, there will be a difference between crime reports published by the FBI and OUCR. FBI data will always indicate a lower number of total offenses because of their use of the Hierarchy Rule.



1.10 Separation of Time and Place Rule

Occasionally, an individual or a group will perpetrate a number of offenses over a short period of time. If there is a separation of time and place between the commission of several crimes, the reporting agency must handle each crime as a separate incident and must classify and report each offense individually.

Same time and place means that the time interval between the offenses and the distance between locations where they occurred are insignificant. Normally, the offenses must have occurred during an unbroken time duration and at the same or adjoining location(s). However, incidents can also be comprised of offenses which, by their nature, involve continuing criminal activity by the same offender(s) at different times and places, as long as investigation deems the activity to constitute a single criminal transaction.

The following scenarios illustrate the proper application of the Separation of Time and Place Rule:

1. A man and a woman were parked at a secluded location. A gunman surprised them and shot and killed the man when he resisted. He abducted the woman and drove across town to a secluded area where he forcibly raped her. The police arrested the perpetrator at the scene.

Application of the Separation of Time and Place Rule: This incident is an example of two separate crimes against the person—Criminal Homicide and Forcible Rape (along with the kidnapping).

2. A robber entered a bank, stole \$5,000 from a teller at gunpoint, and then escaped in a getaway car. At a shopping center parking lot, about an hour later, across town, the robber and an accomplice stole a car in their effort to elude police.

Application of the Separation of Time and Place Rule: Because of the separation of time and place between the robbery and the theft of the motor vehicle, these incidents must not be handled as a multiple-offense situation. The two crimes must each be classified and reported as separate offenses—one Robbery—Firearm and one Motor Vehicle Theft—Auto.

3. A known purse snatcher caught in the act was subsequently identified by four additional women as having snatched their purses at different times. All stated that the thief knocked them down when he stole their purses. The thief admitted to all five robberies.

Application of the Separation of Time and Place Rule: This scenario illustrates five separate and distinct operations by the same offender. The reporting agency should classify and report 5 Robbery-Strong Arm offenses.



4. A man forcibly entered a sporting goods store, which was closed, and stole cash and merchandise including numerous firearms. The next day, the police arrested a man during an attempted street robbery. The man was armed with a handgun, which further police investigation determined he stole from the sporting goods store the previous day.

Application of the Separation of Time and Place Rule: In this scenario, two crimes have been committed at different times and places—a burglary and a robbery. In other words, there are two distinct operations with a separation of time and place. The reporting agency should classify and report separately the Burglary—Forcible Entry and the Robbery—Firearm.

5. A group of juveniles slash tires and break windows on cars parked on the street for 2-blocks in a residential area. This occurred over a ½ hour period beginning at about 2:00 AM.

Application of the Separation of Time and Place Rule: While each vehicle was parked a distance away from the next and it took time to move from one vehicle to another, the separations of time and place are insignificant. This scenario illustrates a single, continuing offense. The reporting agency should classify and report this as a single offense of Vandalism-Vehicle.

