

Wisconsin UCR Bulletin

Volume 2014-1

January 2014

What's New

Several major changes are underway in the Wisconsin Uniform Crime Reporting (UCR) program.

AGENCY TRANSITION

Program management at the state level is now housed within the Wisconsin Department of Justice.

NEW ONLINE SBR REPORTING

We are close to launching an online reporting tool for summary-based reporting agencies. Summary-based reporting agencies will soon be able to submit their reports electronically. Agencies will benefit from real-time data validation, so they will know immediately if there are issues that need to be resolved in their crime reports.

ANNUAL EMPLOYMENT SURVEY

In November 2013, we sent agencies a link to our annual Law Enforcement Employees survey. This survey helps us comply with annual FBI reporting requirements. We appreciate your time responding.

PROGRAM UPDATES

The FBI has launched several major changes to summary-based and incident-based reporting.

On the summary-based side, the FBI has begun accepting rape offense data using a new, more inclusive definition of rape. Wisconsin summary-based agencies will not need to make any changes to their reporting. The state will report agencies' rape offense counts using data from the Wisconsin Sexual Assault Report form all summary-based agencies are required to submit.

Within Incident-Based Reporting, the FBI has begun accepting additional hate crimes, human trafficking, and race and ethnicity data. To comply with these program updates, the Statistical Analysis Center has published revised WIBRS Technical Specifications. The Wisconsin Incident-Based Reporting System is accepting data using the new technical specifications beginning in January 2014. Most changes are not mandatory in 2014.

Transition to DOJ

The 2013-2015 biennial budget signed by Governor Walker on June 30, 2013 eliminated the Office of Justice Assistance. Programs formerly part of OJA have been transferred to the Department of Justice, Wisconsin Emergency Management (WEM) and the Department of Corrections (DOC).

The Uniform Crime Reporting program is now managed at the state level by the Wisconsin Department of Justice (DOJ).

The state will continue to perform all the Uniform Crime Reporting functions it has in the past.

Online resources including UCR forms, publications, and manuals are now available on WILENET. From <https://WILENET.org>, click the "Programs" tab, then select "Justice Statistics," then "Documents."

Trend Highlight

Reports summarizing 2012 Wisconsin crime and arrests were recently published online.

One of the most noticeable trends in the report was an increase in almost all index crime categories, after several years of decreases.

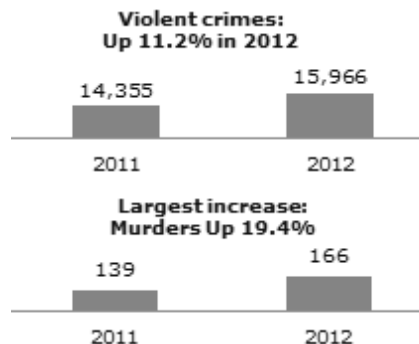


Figure 1. Total violent crimes and murders

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REPORTING DEADLINES

Please remember to submit your agency's UCR on time.

MONTHLY DUE DATE

Uniform Crime Reporting data for each month is due by the **15th of the following month.**

ANNUAL DEADLINE:

FEB. 1, 2014

The last day to submit data and corrections for 2013 will be **February 1, 2014.**

Any submissions submitted after that date may not be received by the FBI prior to their annual deadline, and may not be included in annual publications.

Incident-based reporting agencies should resolve all errors received in 2013 Error Reports. Unresolved errors prevent incidents from being processed and forwarded to the FBI.

Statistical Analysis Center

Crime Information Bureau
Wisconsin Dept. of Justice
P.O. Box 2718
Madison, WI 53701-2718
Fax: 608-266-6676
Email:
statsanalysis@doj.state.wi.us

ANNOUNCEMENTS

New Address

As part of the transition to DOJ, Uniform Crime Report mail should no longer be sent to the old OJA address. Effective immediately, summary-based reporting agencies should fax their monthly submissions to 608-266-6676, email to statsanalysis@doj.state.wi.us, or mail to this new address:

**Statistical Analysis Center
Crime Information Bureau
Wisconsin Dept. of Justice
P.O. Box 2718
Madison, WI 53701-2718**

**New publication:
WIBRS Technical
Specifications**

A revised edition of the Wisconsin Incident-Based Reporting System (WIBRS) Technical Specifications is available online. From <https://WILENET.org>, click the "Programs" tab, then select "Justice Statistics," then "Documents."

Changes outlined in the new technical specifications will be accepted in January 2014.

**New publication:
Crime and Arrests in
Wisconsin 2012**

Annual trend reports with extensive data tables have been published online at <https://WILENET.org>.

**Need in-depth crime
information? Try the
Justice Data Portal**

Are you looking for in-depth historical crime and arrest information for your agency, county, or the state? Agencies can use our online data tool to find crime and arrests data by offense, jurisdiction, and year, from 1997 through the previous year.

Look online at:
<https://sac.oja.wisconsin.gov/sacapps/jdp.aspx>

SBR News: New Online Reporting

We are expecting to launch a new online reporting tool for summary-based reporting agencies in 2014.

Agencies will be able to use the tool to input their data for electronic submission to the state.

We expect that submissions should take agency records personnel no more than 30 minutes per month.

IMPORTANCE

Each year, the state receives thousands of mailed and faxed Uniform Crime Reports from summary-based reporting agencies. The time and resources required to manually enter all of these reports often result in backlogs that limit the state's ability to promptly identify possible data quality issues and to meet other important law enforcement needs such as UCR training.

BENEFITS AND FEATURES

Agencies will benefit from real-time data validation that will alert users to any errors in their submission immediately.

Agencies will have the ability to easily edit previous months' reports. Common updates like clearances to reported sexual assaults or reclassification of an offense will no longer require filling out amended reports; agencies can simply access and edit the previous months' files.

Users will be guided through the required forms. Users will be able to click "Help" for UCR instructions and tips. A "Resources" link will be available for one-stop access to reference manuals and Wisconsin crime information.

BECOMING A TEST AGENCY

If your agency is interested in being one of 10-15 agencies piloting the online reporting tool, contact statsanalysis@doj.state.wi.us.



Figure 2. A screenshot from the upcoming SBR online reporting tool.

SBR News: New Definition of Rape

The FBI now accepts rape incident data using a new, more inclusive definition of rape.

OLD DEFINITION

Forcible Rape: "The carnal knowledge of a female forcibly and against her will."

NEW DEFINITION

Rape: "Penetration, no matter how slight, of the vagina or anus with any body part or object, or oral penetration by a sex organ of another person, without the consent of the victim."

Wisconsin summary-based reporting agencies will not need to change how they are currently reporting sexual assaults.

Summary-based agencies already submit forcible rape, forcible sodomy/oral sex, forcible sexual assault with an object, and forcible fondling offenses via the Wisconsin Sexual Assault Report form. The state UCR program will report agencies' rape offenses to the FBI using the new definition by aggregating the necessary crime categories from this form.

ABOUT UCR

IBR News: WIBRS Updates

The new revision of the Wisconsin Incident-Based Reporting System (WIBRS) Technical Specifications includes programmatic changes introduced by the FBI into the National Incident-Based Reporting System, as well as other changes and clarification.

The Wisconsin Incident-Based Reporting System is accepting data using the new technical specifications in January 2014. New data fields and data values are optional in 2014.

Significant program changes are outlined below. For all changes to WIBRS, see the Technical Specifications on our website.

HATE CRIMES

Additional Bias Motivation fields:

- Agencies will be able to submit up to five Bias Motivations for hate crime incidents, up from the original single Bias Motivation designation

New Bias Motivation values:

- Racial bias: 16 "Anti-Native Hawaiian or Pacific Islander"
- Gender bias: 61 "Anti-Male" and 62 "Anti-Female"
- Gender identity bias: 71 "Anti-Transgender" and 72 "Anti-Gender Non-Conforming"

Modified existing Bias Motivation value:

- 43 "Anti-Homosexual (Gay & Lesbian)" changed to 43 "Anti-Lesbian, Gay, Bisexual, or Transgender (Mixed Group)"

New Location Type value:

- 57 "Community Center"

HUMAN TRAFFICKING

Additional UCR Offense Code values:

- 64A "Human Trafficking, Commercial Sex Acts": Defined as "inducing a person by force, fraud, or coercion to participate in commercial sex acts, or in which the person induced to perform such act(s) has not attained 18 years of age." (Note this would include a pimp being arrested with a juvenile prostitute.)
- 64B "Human Trafficking, Involuntary Solitude": Defined as "the obtaining of a person(s) through recruitment, harboring, transportation, or provision, and subjecting such persons by force, fraud, or coercion into voluntary servitude, peonage, debt bondage, or slavery (not to include commercial sex acts)."
- 40C "Purchasing Prostitution": Defined as "to purchase or trade anything of value for commercial sex acts."

RACE AND ETHNICITY

Additional Race value:

- "Native Hawaiian or Other Pacific Islander"

Modified Race values:

- A "Asian/Pacific Islander" changed to A "Asian"
- B "Black" changed to B "Black/African American"

Modified Ethnicity values:

- H "Hispanic" changed to H "Hispanic/Latino"
- N "Not Hispanic" changed to N "Not Hispanic/Latino"

Uniform Crime Reporting (UCR) is an FBI program administered at the state level. UCR was first developed in the 1920s by the International Association of Chiefs of Police (IACP) to create a national uniform collection of crime statistics for trend comparisons and data analysis.

Today, the UCR program is made up of two separate reporting systems:

Summary-Based Reporting (SBR) gathers aggregate data on offenses and arrests for the most serious and frequently-reported crimes. After the creation of the UCR Program in the 1920s, SBR remained the primary tool for collection and analysis of data for the next half century.

Yet by the late 1970s, the law enforcement community saw the need for a more detailed crime reporting program that would meet the growing demands of the 21st century. In 1988, a new method of reporting launched: Incident-Based Reporting.

Incident-Based Reporting (IBR) electronically collects a broader range of information, including incident-specific information about each criminal offense and its associated victims, offenders, property, and arrestees.

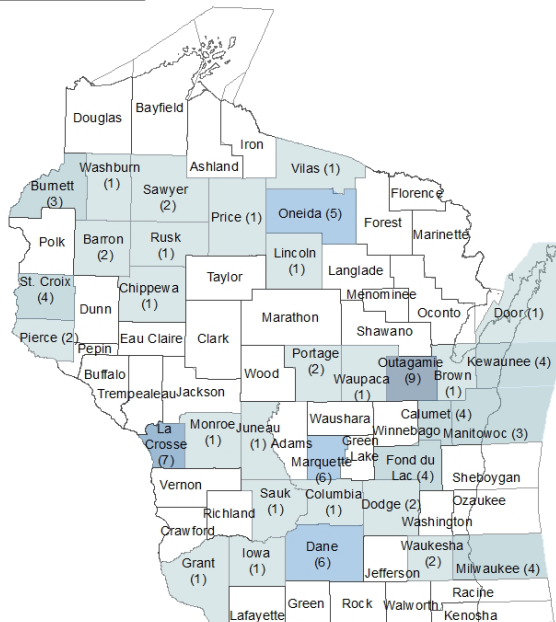
IBR agencies report data using the Wisconsin Incident-Based Reporting System (WIBRS), which is in turn reported by the state to the National Incident-Based Reporting System (NIBRS).

WIBRS Status

Currently, WIBRS has **119 participating agencies**, including **89 active Certified agencies**, and **30 testing agencies**.

47% of crimes in Wisconsin are reported through incident-based reporting.

Through WIBRS, detail on individual crime incidents (offenses, offenders, victims, property, and arrests) can be collected and analyzed. Strategic and tactical crime analyses can be made at the local and regional levels. Participation in WIBRS enables agencies to provide a full accounting of the status of public safety within the jurisdiction to the police commissioner, police chief, sheriff, or director. For more information, contact us at statsanalysis@doj.state.wi.us.



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About

Wisconsin UCR Bulletin is an electronic newsletter produced by the Statistical Analysis Center (SAC) at the Wisconsin Department of Justice (DOJ). It provides news and information on issues related to the State's Uniform Crime Reporting program. This includes information on program updates, deadlines, and scoring issues.

If you have any questions, concerns, comments, or suggestions regarding this newsletter, please let us know.

Classification Spotlight: Hate Crimes

Hate crime classification is a common area for confusion in Uniform Crime Reporting. Here is some guidance to help you classify hate crimes in your jurisdiction correctly.

Summary-based reporting agencies are required to submit a Hate Crime Report when they have incidents that qualify as hate crimes. WIBRS agencies include this information through the Bias Motivation field within each incident.

WHEN TO REPORT BIAS

Because motivation is subjective, it can be difficult to determine 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 and prudent 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.

"Due to the difficulty of ascertaining the offender's subjective motivation, bias is to be reported only if investigation reveals sufficient objective facts to lead a reasonable and prudent person to conclude that the offender's actions were motivated, in whole or in part, by bias." (Hate Crime Data Collection Guidelines and Training Manual, p. 4)

WHAT IS EVIDENCE OF BIAS

Before an incident can be reported as a hate crime, sufficient objective facts must be present to lead a reasonable and prudent person to conclude that the offender's actions were motivated, in whole or in part, by bias. While no single fact may be conclusive, facts such as the following, particularly when combined, are supportive of a finding of bias:

- The offender and the victim were of a different race, religion, disability, sexual orientation, ethnicity, gender, and/or gender identity.
- Bias-related oral comments, written statements, or gestures were made by the offender which indicates the offender's bias. For example, the offender shouted a racial epithet at the victim.
- Bias-related drawings, markings, symbols, or graffiti were left at the crime scene. For example, a swastika was painted on the door of a synagogue, mosque, or LGBT Center.
- Certain objects, items, or things which indicate bias were used. For example, the offenders wore white sheets with hoods

covering their faces or a burning cross was left in front of the victim's residence.

- The offender was previously involved in a similar hate crime or is a hate group member.

THINGS TO WATCH OUT FOR

Here are a few issues to be aware of when classifying hate crimes.

- **Case-by-case Evaluation:** Examine each case for facts which clearly provide evidence that the offender's bias motivated him/her to commit the crime.
- **Misleading Facts:** For example, the offender used an epithet to refer to the victim's race, but the offender and victim were of the same race.
- **Feigned Facts:** Evidence left by the offenders meant to give the false impression that the incident was motivated by bias. For example, students of a religious school vandalize their own school, leaving anti-religious statements and symbols on its walls in the hope that they will be excused from attending class.
- **Offender's Mistaken Perception:** Even if the offender was mistaken about the victim's race, religion, disability, sexual orientation, ethnicity, gender, or gender identity, the offense is still a hate crime as long as the offender was motivated, in whole or in part, by bias against that group. For example, a middle-aged, heterosexual man walking by a bar frequented by gay men was attacked by six teenagers who mistakenly believed the victim had left the bar and was gay.
- **Changes in Findings of Bias:** If, after an initial incident report was submitted, a contrary finding regarding bias occurs, during the course of the investigation, the UCR Program file must be updated with the new finding. However, an agency should not update its report based on the findings of a court, coroner, or jury or the decision of a prosecutor.

IBR: WHEN TO USE "UNKNOWN"

"In the NIBRS, incidents not involving any facts which indicate bias motivation on the part of the offender are to be reported as 88 = None, whereas incidents involving ambiguous facts (some facts are present but are not conclusive) should be reported as data value 99 = Unknown. When an offense is initially classified as bias motivation 99 = Unknown and subsequent investigation reveals the crime was motivated by bias or no bias was found, the agency must update its original submission." (NIBRS User Manual, p. 72)