

**Pennsylvania Supplement**  
**to the**  
**Uniform Crime Reporting Handbook**



March 2004

## FOREWARD

This manual replaces the *Pennsylvania Supplemental Uniform Crime Reporting Manual*, 1993 Edition. Since 1993, many changes have occurred within the Pennsylvania UCR Program. Most significant was implementation of the Pennsylvania Uniform Crime Reporting System (PAUCRS) on March 7, 2001.

Implementation of PAUCRS revolutionized the way that UCR data is collected in Pennsylvania. Ownership and control of UCR data has been returned to the contributing jurisdiction. Online edits ensure data accuracy and completeness. Many fields are self-populated and calculations performed automatically, minimizing the occurrence of human error.

With these changes, the focus of this manual has also changed. Emphasis has shifted from the many requirements and cross-checks associated with filling out hard-copy returns, to the “gray areas” and common reporting problems associated with UCR.

This manual is prepared and disseminated by the Pennsylvania State Police, Bureau of Research and Development, administrator of the Pennsylvania UCR Program. It is available for download through PAUCRS at <http://ucr.psp.state.pa.us>.

Questions or comments should be directed to the UCR Unit by using the built-in email function of PAUCRS, contacting the PAUCRS Helpdesk at 866-782-7711, or directing correspondence to the following address:

Supervisor, UCR Unit  
Pennsylvania State Police  
1800 Elmerton Avenue  
Harrisburg, PA 17110

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# CHAPTER 1: INTRODUCTION

This manual supplements the *Uniform Crime Reporting (UCR) Handbook* published by the Federal Bureau of Investigation (FBI) and provides additional guidance and clarification for those associated with the Pennsylvania UCR Program. It is not intended to replace the FBI *UCR Handbook*; rather, it addresses certain “gray areas” of UCR, as well as Pennsylvania specific issues and is to be used in conjunction with the *UCR Handbook*. Application of common reporting practices throughout the Commonwealth is of paramount importance and is the foundation of UCR. Variations in reporting practices among data contributors diminish the reliability and overall value of UCR data.

UCR, with its many guidelines and exceptions, can at times become complicated and confusing. The Pennsylvania State Police, as the Pennsylvania UCR Program administrator, has gone to great lengths to streamline the reporting process and to provide access to the necessary information and resources. Data contributors should thoroughly familiarize themselves with the contents of this manual, the *UCR Handbook*, and the various resources available for download through the Pennsylvania Uniform Crime Reporting System (PAUCRS) at <http://ucr.psp.state.pa.us>.

The success of the Pennsylvania UCR Program is largely dependent on the active participation of jurisdictions throughout the Commonwealth. By regularly contributing UCR data and adhering to the guidelines established in this manual, as well as the *UCR Handbook*, jurisdictions assist in providing a timely and accurate depiction of the nature and extent of crime in Pennsylvania.

## **CHAPTER 2: PROGRAM HISTORY**

The Pennsylvania Uniform Crime Reporting (UCR) Program was established as a result of the Uniform Criminal Statistics Act of 1970 (71 P.S. § 1190.25). Powers and duties to administer the Program were originally assigned to the Office of Attorney General; however, Reorganization Plan No. 7 of 1973 (71 P.S. § 751.19) transferred this responsibility to the Commissioner of the Pennsylvania State Police. Act 274 of 1978 (71 P.S. § 1190.21 – 1190.30) in turn assigned responsibility for the Program to the then newly created Pennsylvania Commission on Crime and Delinquency (PCCD); however, the Pennsylvania State Police continues to serve as administrator of the Program through an Inter-Agency Agreement with PCCD.

Over the years, little change occurred to the methods used for the submission of UCR data. The Program evolved to permit the submission of data by means of magnetic tape, disk, and diskette, in addition to the original paper submissions; however, this process continued to be labor intensive and inefficient. Problems associated with data accuracy and the outdated mainframe computer system became insurmountable.

In 1998, a bold redesign initiative began. The vision of this initiative was to develop an accurate, versatile, automated system that would maximize use of current technological advances and propel the Pennsylvania UCR Program into the 21<sup>st</sup> century. To this end, a UCR Automation Committee was formed. The committee consisted of representatives from the Pennsylvania State Police, Pennsylvania Chiefs of Police Association, Pennsylvania Commission on Crime and Delinquency, and municipal police agencies utilizing the various submission methods. Many information gathering meetings and interviews were conducted throughout the State to provide a thorough assessment of Program needs. Requirements were defined, a vendor was selected, and an aggressive implementation schedule was set. As a result of these efforts, the Pennsylvania Uniform Crime Reporting System (PAUCRS) was created and began to accept data on March 7, 2001.

## CHAPTER 3: PAUCRS

### General

PAUCRS is based on Internet technology and provides an innovative e-Business solution for the administration of the Pennsylvania UCR Program. It provides worldwide access to data 24 hours a day, 7 days a week, and features a user-friendly design. PAUCRS is versatile, accommodating both Summary UCR and National Incident-Based Reporting System (NIBRS) data collection. Contributing jurisdictions use a secure connection to submit their data by completing on-line screens or file upload. A series of edit checks ensures data accuracy prior to acceptance into the databases. Once accepted, data is immediately available for query and remains available for five years. The “Reports” and “Query” functions of PAUCRS can be customized to meet individual user needs and the system’s output is available in “Excel” format to facilitate additional analysis. PAUCRS can be accessed at <http://ucr.psp.state.pa.us>.

PAUCRS is multifaceted and provides users with a wide array of resources. Users have immediate access to data collection forms, tally books, cross-references, manuals, file upload specifications, and other related items through the “Download” tab. Users can simply refer to these items or print them on an as needed basis.

### Dissemination of Information

PAUCRS is the primary means to disseminate information related to the Pennsylvania UCR Program. The “News & Info” tab on the homepage is accessible to the public and provides only general Program information. Contributing jurisdictions have access to a restricted “FYI” tab that provides detailed information related to Program operations. Items accessible through the “FYI” tab include information related to scheduled system maintenance, training announcements, data submission deadlines, and items of common interest. The “FYI” tab is displayed along with the “Status of Submissions” tab and should be reviewed by data contributors on a regular basis.

### Assistance

PAUCRS provides an online Help program designed to assist users, and features a built-in email function to contact system administrators after hours. The PAUCRS Helpdesk is available to provide users with personal assistance during normal business hours toll free at 866-782-7711.

## **Testing, Training, and Familiarization**

PAUCRS is two-dimensional, containing both a production system for actual data submission and a test version for testing, training, and familiarization. Though the test version mirrors the production system, it is independent and does not interact with production. Manipulation of data within the test environment has no impact on actual data submissions.

The existence of this test system provides a unique opportunity to improve service to our customers. Not only can data contributors become familiar with PAUCRS without fear of data corruption, but records management software vendors can be assigned jurisdiction numbers. This enables software vendors to thoroughly test their applications during development, eliminating the need to involve client jurisdictions. It also provides software vendors with the ability to ensure that their products are compatible with PAUCRS, prior to delivery. The test version of PAUCRS is available at <http://ucrtest.psp.state.pa.us>.

## CHAPTER 4: GENERAL PROVISIONS

### Law Enforcement Records Needed

Information needed to generate UCR submissions is readily available through a properly designed records keeping system. A basic records system should include:

- Permanent records of crime, traffic, and administrative matters, as well as other activities as deemed appropriate.
- Controls for recording and counting each complaint received.
- Reports for each complaint received, showing details of the offense(s) as alleged by the complainant and as disclosed by the investigation.
- Detailed information concerning crime victims and persons arrested.

Additional information regarding records systems is available in the *UCR Handbook* and the FBI's *Manual of Police Records*. The *Manual of Police Records* is a comprehensive guide to several types of records systems suitable for implementation in agencies of various sizes. It and other FBI publications are available from the UCR Unit upon request.

### Reporting Jurisdiction

UCR is not designed, nor should it be used, as a mechanism to “claim” or “take credit” for the number of investigations conducted, arrests made, etc. by a given agency; it is intended to accurately depict the nature and volume of crime in a given area. To preclude duplication, it is imperative that law enforcement agencies report only those crimes that occur within their own jurisdiction. Likewise, clearances, arrests, and recovery of property are reported only by the agency having jurisdiction where the originating offense occurred.

The Pennsylvania State Police will be the reporting agency for those jurisdictions that do not otherwise have police services. Crimes investigated and arrests made jointly by the State Police and a local law enforcement agency in local jurisdictions should be reported by the local law enforcement agency. Crimes investigated and arrests made solely by the State Police in local jurisdictions will be reported by the State Police, not the local law enforcement agency. The same principle applies to county law enforcement agencies and cooperative agreements between neighboring local law enforcement agencies.

The **exception** to this principle is Arson. Arson offenses should be reported by the local law enforcement agency for the jurisdiction in which they occur even though a State Police Fire Marshal may conduct the entire investigation.

### **Manner and Frequency of Submission**

All data submissions to the Pennsylvania UCR Program must be made by the contributing jurisdiction through PAUCRS. Hard copy submissions are not accepted and will be returned for input.

Data submissions should be submitted monthly and are due by the 10<sup>th</sup> of the succeeding month. For data to be included in the Annual Uniform Crime Reports, *Crime in Pennsylvania* and *Crime in the United States*, as well as related publications, submissions must be on file prior to established deadlines. Publication deadlines vary from year to year and are disseminated through PAUCRS.

Zero submissions indicate that a data contributor had no UCR data for a given month. Zero submissions are to be submitted, when applicable, as outlined above.

### **Updating Submissions**

The Pennsylvania UCR Program recognizes that investigative developments may periodically require that previously submitted UCR data be updated or corrected. Prior to the implementation of PAUCRS, the only way to make these corrections/updates was to make “adjustments” on current returns. The practice involves adding or subtracting counts and providing written explanations on current UCR returns to show changes to previously submitted data. Complete details of this practice are found on page 82 of the *UCR Handbook*; however, it is an outdated, pre-automation process based on hard-copy returns, and should be avoided. PAUCRS provides only limited functionality to update previously submitted UCR data through a current submission.

The **proper method** to update previously submitted UCR data in Pennsylvania is to directly access the affected submission through PAUCRS. Data stored in PAUCRS is available for view and/or update for a period of five calendar years. Updates or corrections may be made by using the screens of the online interface or, for those data contributors using an automated Records Management System (RMS), by correcting/updating information within the RMS, generating a new UCR file for the affected month, and uploading the new file to PAUCRS. Any changes to data currently on file in PAUCRS are automatically included in the next submission to the national UCR Program. This practice enables contributors to make corrections without the need to provide explanations and more accurately depicts the nature and volume of crime for a given reporting period.

Due to the inherent detailed nature, updates to Supplementary Homicide or Hate Crime data must be made by directly accessing the affected incident in PAUCRS.

### **Institutions of Higher Education**

Institutions of higher education meeting only the statutory reporting requirement of 22 Pa. Code § 33.111, regarding Annual Report of Crime Statistics, may elect to submit offense counts on a monthly basis as outlined above. Otherwise, annual offense counts under 22 Pa. Code § 33.111 are to be entered as the December submission for the applicable year.

### **Agencies and State Police Installations Assigned Multi-County Jurisdiction**

Agencies and State Police installations assigned multi-county jurisdiction are likewise assigned multiple corresponding jurisdiction numbers. To ensure the integrity of the UCR Program, UCR data for these agencies and installations must not be combined in to a single submission; rather, the data is to be collected and submitted by each unique jurisdiction number.

### **Employee Data**

The “Annual Report of Law Enforcement Employees” data reflects employee counts as of September 30 of the reporting year, and is a required submission for data contributors. Data contributors not having employee data on file in PAUCRS prior to November 30 will encounter an error which prevents processing of data submissions until the “Annual Report of Law Enforcement Employees” is completed.

To prevent multiplicity issues, agencies and State Police installations assigned multi-county jurisdiction must enter employee counts under the jurisdiction number that corresponds to the ***physical location*** of the installation. Employee data for the remaining jurisdiction numbers assigned to that agency or installation must be entered as zeros.

The procedures outlined above for Employee Data, as well as those for Agencies and State Police Installations Assigned Multi-County Jurisdiction, are also applicable to those agencies providing police services to other jurisdictions through contractual agreements.

## **Suicide Data**

While suicide is not an offense classification in UCR, it is a topic of interest among numerous social service organizations. To address this issue, PAUCRS is designed to accommodate collection of suicide related data. Data contributors may, at their discretion, submit information related to suicides occurring within their jurisdiction.

Since suicide is not part of UCR, incidents of this type are not to be scored as, or included in, any offense category on the "Offenses Known to Police" screen. Suicide data is only collected through the "Supplementary Homicide" screen, which includes additional code options to facilitate this effort.

To successfully submit suicide information, the following selections must be made for the below specified data elements of the "Supplementary Homicide" screen. Additionally, the subject's demographic information is entered in both the "Victim Information" and "Offender Information" portions of the screen.

<b><u>ELEMENT</u></b>	<b><u>SELECTION</u></b>
Situation:	Single Victim/Single Offender
Homicide Type:	Murder and Nonnegligent Manslaughter
Relationship:	Victim was Offender
Death Circumstances:	Suicide

Remaining data elements are completed according to the details of the suicide.

## CHAPTER 5: CLASSIFICATION

### General

Classification is the determination of into which UCR category a particular crime or course of conduct should be reported. Many UCR offense classifications are further divided into sub-offense classifications providing for more in-depth analysis. As with general classification, care must be taken to ensure that offenses are scored in the appropriate sub-offense classification based on UCR definitions.

A detailed "Section/UCR Cross-Reference Report" has been prepared to aid data contributors with offense classification. This report depicts enforceable Pennsylvania statutes by subsection along with the respective UCR classification or classification options. The "Section/UCR Cross-Reference Report" is available through the "Download" tab of PAUCRS and is updated periodically as legislative updates are received.

It is important to remember that proper classification is based on applying UCR definitions, not State statutes, to the course of conduct. While there are similarities, contradictions often occur.

### Aggravated Assault/Other Assaults-Not Aggravated Relationship

Under the State Aggravated Assault statute, certain categories of persons are afforded additional levels of protection if they are victimized because of or while acting within the scope of their employment, or in the performance of their duty. Occupation of the victim has no bearing in UCR. Proper classification of assault in UCR is based solely on the use or threatened use of a weapon, or the extent of injury to the victim.

Included in Aggravated Assault (04A-04D) are offenses which involve the use or threatened use of a weapon, or in which the victim suffers **serious injury** such as broken bones, internal injuries, or where stitches are required. Included in Other Assaults-Not Aggravated (04E) are those offenses which do not involve the use or threatened use of a weapon, or in which the victim suffers only **minor injury**. Minor injury is defined as those injuries that require no more than usual first-aid treatment and includes abrasions, minor lacerations, or contusions.

### Murder and Nonnegligent Manslaughter/Assault Relationship

Attempts to commit murder are properly classified as Aggravated Assault (04A-04D) in UCR. The offense is tallied under the appropriate Aggravated Assault sub-offense classification based on the method used in the commission of the offense.

### **Rape/Sex Offense Relationship**

Pennsylvania law makes no distinction regarding sex of the victim under the Rape statute; however, **males** are excluded from Rape (02A-02B) by definition in UCR. An offense in which a male has been sodomized is properly classified as a Sex Offense (170) in UCR.

### **Larceny-Theft/Burglary Relationship**

Confusion often exists between Burglary (05A-05C) and Larceny-Theft (060), in particular Larceny-Theft: Theft from Buildings (06G), regarding the unlawful removal of property from a structure/building. The determining factor in these instances is **access**. If access to the structure/building was unlawful, the offense is properly classified as Burglary. If access was lawful, the offense is properly classified as Larceny-Theft.

### **Larceny-Theft/Fraud Relationship**

At times, a narrow distinction exists between Larceny-Theft (060) and Fraud (110). This is particularly true with regard to the unlawful taking of gasoline and similar substances. If the gasoline is taken from a self-service facility and the actor leaves without paying, the offense is properly classified as Larceny-Theft (060), with the sub-classification All Other Larceny – Theft Not Specifically Classified (06I). If the gasoline is taken from a full-service facility and the actor leaves without paying, the offense is properly classified as Fraud (110).

This determination is based on the fact that a **tacit agreement** was made between the actor and the attendant, and that agreement was violated. The same is true in other situations such as “check skipping” at a restaurant, since a tacit agreement is made between the actor and the server upon placing the order.

### **Larceny-Theft/Embezzlement Relationship**

Confusion also exists between Larceny-Theft (060) and Embezzlement (120). The determining factor between these offense classifications is **entrustment**. If the property unlawfully taken was entrusted to the care, custody or control of the actor, the offense is properly classified as Embezzlement. A prevalent example of Embezzlement is “register skimming” by an employee of a retail establishment, since an employee is entrusted to appropriately disperse and dispose of monies received.

## CHAPTER 6: SCORING

### General

Scoring is the determination of the number of offenses to be reported after they have been properly classified. Factors that impact scoring include the Hierarchy Rule, exceptions to the Hierarchy Rule, and the determination of whether the offense is a crime against person or property. For **crimes against person**, one offense is scored for each victim. For **crimes against property**, one offense is scored for each distinct operation except Motor Vehicle Theft, in which one offense is scored for each vehicle stolen.

### Hierarchy Rule

The **Hierarchy Rule** is used to determine what offense classification will be scored for UCR. In multiple-offense situations, it involves appropriately classifying the crimes committed and determining which are Part I offenses. Of the Part I offenses committed, locate the offense classification that ranks highest numerically. Using the crime against person/crime against property criteria, score the number of offenses occurring within that classification only, and ignore all other offenses involved in the incident. This remains true even if multiple persons are victims of different offenses within a single incident.

**EXAMPLE:** Four persons standing on a street corner are the victims of a drive-by shooting. Of these, one expires and three are wounded. Classification reveals that the offenses of Murder and Nonnegligent Manslaughter (01A) and Assault-Firearm (04A) were committed. According to the Hierarchy Rule, only the Murder and Nonnegligent Manslaughter (01A) offense is scored. The three Assault-Firearm offenses are ignored even though they involved other persons as victims. Essentially, the Assault-Firearm offenses do not exist for UCR purposes and as such, no information, including victim data, is collected related to these offenses.

Exceptions to the Hierarchy Rule are detailed in the *UCR Handbook* and include:

- Arson
- Justifiable Homicide
- Motor Vehicle Theft (when Larceny-Theft is the only other classification involved)

## **Separation of Time and Place**

***Separation of time and place*** is the key to determine if multiple offenses are part of a distinct operation. If separation of time and place occurs between the commission of several offenses, each will be treated as a separate operation and will be classified and scored individually. If no separation of time and place occurs, all offenses are considered to be part of a single operation and are therefore subject to the Hierarchy Rule and its exceptions. There is no set standard to define separation of time and place. Attempting to do so is not practical; therefore, a judgment call must be made to determine if the conduct was a continuous operation.

**EXAMPLE:** Using the drive-by shooting example provided above, if the victim of the Murder and Nonnegligent Manslaughter was standing on a different street corner, one block away from where the other three victims were shot, separation of time and place has occurred. In this situation, two distinct operations/incidents have taken place; therefore, one Murder and Nonnegligent Manslaughter (01A) offense and three Assault-Firearm (04A) offenses are scored. Related information for all four offenses is also collected.

## **Continuing/Ongoing Investigations**

Offenses resulting from continuing or ongoing investigations are scored based on the separation of time and place doctrine. These investigations normally involve vice-related activities; however, the same methodology is applicable to other types of investigations such as child molestation.

**EXAMPLE:** Cocaine is purchased from a drug dealer on four separate occasions as part of a single investigation. At the time of the fifth purchase, the drug dealer is arrested. In this situation, five Drug Abuse Violations – Opium-Cocaine (18A) offenses are scored along with five clearances for these offenses. One arrest is also tallied for this offense category.

**EXAMPLE:** Police investigating a complaint of child molestation determine that a young girl was raped by an uncle on 14 different occasions over a period of three years. As a result of the investigation, the uncle is arrested. In this situation, 14 Forcible Rape (02A) offenses are scored and cleared even though they were discovered as a part of a single investigation. One arrest is tallied for Forcible Rape and victim information is collected.

## **Burglary Offenses**

Confusion often exists regarding the scoring of Burglary offenses. The confusion stems from the *UCR Handbook* indicating that Burglary is a crime against property and that one offense should be scored for each distinct operation. Later in the section, an example indicates that multiple Burglaries should be scored for multiple offenses occurring within a single apartment building. While Burglary is identified as a crime against property, it is treated slightly different than other property crime classifications.

The **general rule** is that a separate Burglary offense should be scored for each distinct operation. The Hotel Rule guideline is then applied to determine if multiple offenses are to be scored for a single physical address.

The **Hotel Rule** is applicable to hotels, motels, lodging houses, and other places where the lodging of transients is the primary purpose. It dictates that if multiple dwelling units under a single manager are burglarized and the offenses are most likely to be reported to law enforcement by the manager rather than the individual tenants, the burglary is scored as a single offense.

If individual living areas in a building are rented or leased to occupants for an extended period of time, which precludes the tenancy from being classified as transient, the burglaries would most likely be reported by individual occupants and are scored as separate offenses. Examples include burglaries of a number of apartments in an apartment building, the offices of a number of commercial firms in a business building, the offices of separate professionals within one building, or separate storage units at a storage facility.

Therefore, except for transient dwellings as identified in the Hotel Rule you should score one offense for each distinct operation.

## **Part II Offenses**

Complete information is collected regarding Part II offenses in Pennsylvania, unlike the national program that collects only arrest data. Part II offenses encompass all crime classifications not identified as Part I, and are detailed in the *UCR Handbook*.

The Hierarchy Rule does not apply to Part II offenses; however, scoring guidelines must be followed to maintain uniformity. If an investigation encompasses multiple Part II offenses only, the **investigating agency** itself determines which offense is the most serious and scores information related to that offense only. The remaining Part II offenses are ignored. If an investigation encompasses both Part I and Part II offenses, the Part II offenses are ignored and the Hierarchy Rule is applied to the remaining Part I offenses.

Part II offenses may be crimes against person, crimes against property, or crimes against society. Scoring guidelines for crimes against person and crimes against property are addressed earlier in this chapter. **Crimes against society** are scored in the same manner as crimes against property, one offense for each distinct operation.

**EXAMPLE:** An underage drinking party is raided and 20 individuals cited. Since this situation involves a single party/operation, one Liquor Laws (220) offense is scored and cleared with 20 arrests tallied.

**EXAMPLE:** Similarly, an unknown individual proceeds through a residential neighborhood and “keys” nine vehicles parked in succession along the street. The vehicles are owned by separate victims. Since this situation involves a continuous operation, one Vandalism (140) offense is scored with nine victims tallied.

**EXAMPLE:** Conversely, three individuals proceed to four separate car dealerships over the course of an evening and “key” numerous vehicles. Investigation reveals their identity and they are charged. Since this situation involves separation of time and place, each is handled as a distinct operation. Four Vandalism (140) offenses are scored and cleared with three arrests tallied.

### **PFA/Contempt of Court Violations**

PFA/Contempt of court violations are appropriately classified as All Other Offenses (260); however, the scoring guidelines described for Part II offenses apply.

**EXAMPLE:** An individual subject to a PFA order engages in conduct prohibited by the order, but the conduct does not constitute a violation of criminal law. In this situation, one All Other Offenses (260) offense is scored.

**EXAMPLE:** Conversely, if the individual violating the PFA also assaults the victim with a knife, one Assault-Knife or Cutting Instrument (04B) offense is scored and the PFA violation is ignored.

### **Status Offenses**

The Pennsylvania UCR Program collects only limited information related to status offenses. Data concerning Curfew and Loitering Law Violations (280) and Runaways (290) is collected only on the “Age, Sex and Race of Persons Arrested Under Age 18” screen of PAUCRS. These offenses are not scored as All Other Offenses (260) on the “Monthly Count of Offenses Known to Police” screen. Criminal conduct associated with the activity of a status offender is processed, classified, and scored in accordance with established UCR procedures.

## CHAPTER 7: ARRESTS AND DISPOSITIONS

### Arrests-General

The Pennsylvania UCR Program collects non-identifying demographic information related to persons who are arrested for the commission of crimes. It is important to remember that information is being collected relative the **number of persons** arrested, not the number of charges filed.

Specific guidelines include:

- To prevent duplication, arrest information is reported only by the jurisdiction that reported the originating offense.
- Only one arrest is scored each time a person is arrested, cited, or summoned. If a person is arrested for more than one offense, the arrest is tallied under the most serious offense classification based on the guidelines provided in Chapter 6: Scoring.
- If multiple persons are arrested for committing the same offense, each is tallied as a separate arrest.
- If a person is arrested and while in custody it is determined that the individual has committed additional offenses in your jurisdiction, no additional arrests are tallied; however, those offenses must be marked as cleared.
- If a person is arrested, released on bond, and is again arrested for a separate offense in your jurisdiction, tally the subsequent arrest.

### Juvenile Arrests

A juvenile arrest occurs when a juvenile is taken into custody for committing an offense under circumstances such that if they were an adult, an arrest would be tallied. In addition to the guidelines outlined above, the following apply:

- In addition to the information collected for adults, disposition information must be entered for each juvenile arrest tallied. Juvenile dispositions include:
  1. Handled within Department and Released.
  2. Referred to Juvenile Court or Probation Department.
  3. Referred to Welfare Agency.
  4. Referred to Other Police Agency.
  5. Referred to Criminal or Adult Court.

- Juvenile Disposition 5, Referred to Criminal or Adult Court, includes situations in which juveniles will appear before a district magistrate for summary offenses, i.e. issuance/filing of non-traffic citations.
- Juveniles taken into custody for Curfew and Loitering Law Violations (280) and Runaways (290) are tallied only on the “Age, Sex and Race of Persons Arrested Under Age 18” screen; no offense is scored on the “Monthly Count of Offenses Known to Police” screen. If formal charges are filed against a juvenile under these circumstances, the applicable offense is scored and arrest tallied.
- Juveniles taken into custody as a **protective measure** for abuse, dependency, or neglect are not tallied as arrests.

### **Persons Charged and Dispositions**

In addition to arrest information, the Pennsylvania UCR Program also collects information related to those persons formally charged and subsequent court dispositions. Collection of this data was terminated by the national UCR Program in 1978; however, upon recommendation of the Pennsylvania Chiefs of Police Association, Pennsylvania continues to collect this information. It was determined that accounting of dispositions of arrestees continues to be an important and fundamental aspect of modern police records keeping.

As with arrests, it is important to remember that information is being collected relative the **number of persons** formally charged, not the number of charges filed.

Specific guidelines include:

- Excluding Curfew and Loitering Law Violations (280) and Runaways (290), persons arrested with a juvenile disposition of Referred to Juvenile Court or Probation Department (2) or Referred to Criminal or Adult Court (5) from the “Age, Sex and Race of Persons Arrested Under Age 18” screen, along with all persons arrested from the “Age, Sex and Race of Persons Arrested Age 18 and Over” screen must be shown as “Arrested and Held for Prosecution” or “Summoned, Notified or Cited” on the “Monthly Count of Persons Charged” screen. Totals for this information are also captured.
- Persons physically arrested are tallied as “Arrested and Held for Prosecution.”
- Persons issued a criminal citation or summons are tallied as “Summoned, Notified or Cited.”
- Each person charged is either “Arrested and Held for Prosecution” or “Summoned, Notified, or Cited,” not both.
- Adult court disposition information is also collected and is self explanatory.

## CHAPTER 8: VICTIMS

The Pennsylvania UCR Program also collects non-identifying demographic information related to persons who are victimized by crime. Only information related to **individual** victims is collected; no information is collected related to businesses or organizations.

When possible, in situations involving businesses or organizations, demographic information for the individual most closely related to the offense should be reported.

EXAMPLE: If a business such as a convenience store is robbed, the person who was confronted by the robber is reported as the victim.

EXAMPLE: If a residence is burglarized, the head of that household is reported as the victim.

## CHAPTER 9: HATE CRIME

Under Federal law, the Hate Crime Statistics Act (28 USC § 534) requires collection of hate crime information and reads in part "...the Attorney General shall acquire data, ...about crimes that manifest evidence of prejudice based on race, religion, disability, sexual orientation, or ethnicity...."

Under State law, the Ethnic Intimidation Statistics Collection Act (71 P.S. § 250) requires that the Pennsylvania State Police collect such information. Pennsylvania law expands the parameters of hate crime and defines Ethnic Intimidation (18 C.S. § 2710) as any crime against the person or an arson, criminal mischief, and other property destruction (except institutional vandalism), or criminal trespass that is committed "...with malicious intent toward the actual or perceived race, color, religion, national origin, ancestry, mental or physical disability, sexual orientation, gender or gender identity of another individual or group of individuals...."

Nationally, the occurrence of hate crime is commonly believed to be grossly underreported. The determination as to whether an offense was bias motivated is often merely a judgment call made by the investigating officer. Officers base their decision on the presence or absence of certain indicators and the details of the investigation. Other factors that contribute to this situation include the reluctance of victims to report the offense to law enforcement and the reluctance of law enforcement to appropriately classify the offense as a hate crime. The latter is usually based on concern that a community will be stigmatized as a "haven of hatred."

To thoroughly depict the occurrence of hate crime within the Commonwealth, the Pennsylvania UCR Program collects detailed information related to ***all offenses*** that are determined to be bias motivated. This depiction, however, is dependent on the accurate and complete reporting of hate crime incidents by contributing jurisdictions.

Because motivation is subjective, care must also be exercised to recognize misleading or feigned indicators when investigating possible hate crime incidents. For an incident to be classified 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.

Specific data elements collected in Pennsylvania and their respective code options can be found through direct interaction with the online interface of PAUCRS or by reviewing the Summary File Upload Specifications document which is available under the "Download" tab of PAUCRS. Additional information regarding crimes of this nature can be found in the FBI manual, *Hate Crime Data Collection Guidelines*.

## **CHAPTER 10: QUALITY ASSURANCE PROGRAM**

The Pennsylvania UCR Quality Assurance Program (QAP) is designed to increase awareness of proper reporting procedures and improve overall data quality. The QAP consists of two distinct, but interrelated functions: Quality Assurance Review (QAR) and Training.

The QAR function provides data contributors with an objective evaluation of their reporting practices and focuses on three primary subject areas: over reporting, under reporting, and classification errors. QARs serve as an internal quality control mechanism by identifying reporting irregularities and training deficiencies. Correction of these irregularities and deficiencies improves overall data accuracy and increases uniformity among data contributors. QARs also gauge the effectiveness of previously conducted training.

The Training function provides data contributors with the fundamentals needed to submit data to the Pennsylvania UCR Program and addresses two primary areas: Basic UCR (FBI Level 1) and Use of the Pennsylvania Uniform Crime Reporting System (PAUCRS). The Pennsylvania UCR Program will continue to utilize FBI instructors to address training needs for Advanced UCR (Level 2), Hate Crime, NIBRS, etc. The Training function compliments the QAR function by tailoring course content and/or training emphasis to address deficiencies identified through QARs.

Requests for training or review may be made by using the built-in email function of PAUCRS, contacting the PAUCRS Helpdesk at 866-782-7711, or directing correspondence to the following address:

Supervisor, UCR Unit  
Pennsylvania State Police  
1800 Elmerton Avenue  
Harrisburg, PA 17110

## CHAPTER 11: INCIDENT-BASED REPORTING (IBR)

In the late 1970s, the law enforcement community recognized the limitations of Summary UCR to address future needs and called for a thorough evaluation of the national UCR Program by the FBI. In 1985, following a multiyear study, the “Blueprint for the Future of the Uniform Crime Reporting Program” was published. Based on this “Blueprint” and in consultation with the representatives of the law enforcement community, the FBI developed new guidelines and specifications for UCR. In 1987, the South Carolina Law Enforcement Division piloted the new system, the National Incident-Based Reporting System (NIBRS), to evaluate feasibility of implementation. In 1988, a national UCR conference was held to present NIBRS to the law enforcement community and obtain feedback on its acceptability. NIBRS received overwhelming support and national implementation was recommended.

Since that time, implementation of NIBRS has progressed much slower than expected. Many factors have attributed to this slow progression; however, complexity, fear of the perception of dramatic increases in crime, and cost continue to be predominant.

While NIBRS is complex, it is designed to be generated as a byproduct of an automated records system. The majority of information collected in NIBRS has a direct relationship to the information commonly collected in any criminal investigation. NIBRS simply establishes a common reporting format and language, thus attaining Uniform Crime Reporting.

Many police administrators and political leaders are reluctant to make the transition to NIBRS because they believe the public will perceive that there has been a dramatic increase in criminal activity. This can be overcome by properly educating the public prior to transition. NIBRS and Summary UCR are two very distinct and different data collection systems, each with its own guidelines and procedures. **NIBRS** is an incident-based reporting system which means information is collected for each occurrence of crime. **Summary UCR** is an aggregate data collection system which means information is normally collected only for the most serious offense. Direct comparisons between NIBRS and Summary UCR data cannot be made. NIBRS data must be “rolled up” or converted prior to comparison with Summary data.

There will normally be costs associated with the transition to NIBRS. Its complex nature requires the use of computers and an automated records management system in all but the smallest of agencies; however, implementation of NIBRS should be viewed in terms of “overall value” rather than cost. NIBRS data possesses much greater detail than Summary, thus it provides more insight, increased analysis capability, and a truer depiction of the nature and volume of crime.

The “IBR File Upload Specifications” and “IBR Data Dictionary” links under the “Download” tab of PAUCRS, <http://ucr.psp.state.pa.us>, provide access to detailed information regarding IBR in Pennsylvania. The FBI NIBRS publications, *Uniform Crime Reporting Handbook, NIBRS Edition*; *NIBRS Volume 1: Data Collection Guidelines*; *NIBRS Volume 2: Data Submission Specifications*; *NIBRS Volume 3: Approaches to Implementing and Incident-based Reporting (IBR) System*; and *NIBRS Volume 4: Error Message Manual* are available in hard-copy form from the UCR Unit, upon request. Agencies considering transition to incident-based reporting should contact the UCR Unit for additional information concerning the process.