The National Consortium for Justice Information and Statistics
2023 SYMPOSIUM ON JUSTICE INFORMATION TECHNOLOGY, POLICY, RESEARCH, AND PRACTICE
Long Beach, California
July 26, 2023
Changes in the National Incident-Based Reporting System (NIBRS) through the Years

1991
The FBI accepted its first NIBRS submission.

2002
The FBI started collecting Law Enforcement Officers Killed and Assaulted (LEOKA) data via NIBRS.

2010
The Cargo Theft indicator and additional location and property codes were added.

2013
The FBI added additional bias motivation codes and Human Trafficking, Identity Theft, Hacking/Computer Invasion offenses.

2016
The FBI added Animal Cruelty to NIBRS.

2020
The FBI added offenses specific to federal and tribal agencies.

2021
The FBI made the transition to NIBRS-only reporting.
The NIBRS Transition Years and Beyond

NIBRS AGENCY PARTICIPATION
2016 - 2023

<table>
<thead>
<tr>
<th>Year</th>
<th>Participation</th>
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<tbody>
<tr>
<td>2016</td>
<td>6,849</td>
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<tr>
<td>2017</td>
<td>6,998</td>
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<td>2018</td>
<td>7,283</td>
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<tr>
<td>2019</td>
<td>8,497</td>
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<td>2020</td>
<td>9,880</td>
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<tr>
<td>2021</td>
<td>11,794</td>
</tr>
<tr>
<td>2022</td>
<td>*13,511</td>
</tr>
<tr>
<td>2023</td>
<td>*12,473</td>
</tr>
</tbody>
</table>

*As of July 19, 2023
## Agency Participation Comparison: 2022 vs 2023

<table>
<thead>
<tr>
<th></th>
<th>2022</th>
<th>2023</th>
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<tbody>
<tr>
<td></td>
<td>Submitted NIBRS Data</td>
<td>Total Agencies</td>
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<td>Total Agencies</td>
<td>13,511</td>
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<td>12,473</td>
<td>18,990</td>
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<tr>
<td>State and Local Agencies</td>
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<tr>
<td>U.S. Territories</td>
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</table>
Impacts of Non-Participation

There are approximately 5,500 agencies which have not transitioned to NIBRS reporting. The impacts to the FBI’s Uniform Crime Reporting (UCR) Program include:

• Loss of law enforcement officer assault data

• Loss of hate crime data

• Inability to produce crime trends, crime rates, and violent crime statistics using traditional UCR methods.
Data Mitigation Strategy

- In January 2023, to mitigate the loss of data, specifically from non-transitioned agencies, the FBI decided to accept 2021 and 2022 Summary Reporting System (SRS) data submissions from non-transitioned agencies.
  - Specifically hate crime and violent crime data

- Collection of SRS data resulted in:
  - 15,724 agencies submitting data for 2022
    - 13,293 agencies submitted data via NIBRS
    - 2,431 agencies submitted data via SRS
  - 18,884 agencies were actively enrolled in the FBI’s UCR Program for 2022
    - 70.4 percent of actively enrolled agencies only submitted data via NIBRS
    - 83.3 percent of actively enrolled agencies submitted data via NIBRS or SRS
What the NIBRS Data Tells Us

For calendar year 2021, 11,794 law enforcement agencies submitted NIBRS data. The NIBRS data showed:

- Approximately 9.4 million incidents made up of approximately 11 million offenses were reported.
  - (Up to 10 offenses can be reported per incident)
- Within the approximately 885,000 incidents with drugs/narcotics seized, marijuana and meth/amphetamines were the two most seized drug types.
- Approximately 12,500 offenses of homicide (murder and nonnegligent homicide, negligent manslaughter, justifiable homicide), were committed with a firearm. Of the approximately 12,500 offenses committed with a firearm, 6,275 were handguns.

NIBRS data are available here: https://cde.ucr.cjis.gov/
NIBRS in Motion

An example of how NIBRS data, when analyzed, benefits a local agency:

A large university town experienced a spike in the number of vehicle thefts from residential garages.

Residents were leaving their cars unlocked inside their garages, and car thieves were using garage door remotes to access the garages and steal the cars.

Using NIBRS data helped reveal this trend through data elements pertaining to location types, offense types, and stolen property.

The police department increased patrols in residential neighborhoods and engaged in public awareness activities to advise residents to keep their cars locked. The result was a decrease in the number of vehicle thefts.
NIBRS: Present and Future

The Beyond 2021 Task Force was established in 2019 to assist in the creation of the FBI’s UCR Program Roadmap to 2021 and beyond.

Leveraged subject matter experts from the law enforcement, policy, and research communities.

Focused on five specific areas:

- NIBRS Publications
- Edward J. Byrne Justice Assistance Grants
- Data Elements
- Data Collection Strategy
- National Academy of Sciences – Modernizing Crime Statistics Study

Since 2019, the Beyond 2021 Task Force has recommended

- 29 enhancements to NIBRS
- Updates to the LEOKA 1-701 and 1-701a
- The creation of a NIBRS Crosswalk Repository
NIBRS: Present and Future

- Mandating Data Element 12 (Type Criminal Activity/Gang Information) for all NIBRS offenses
- Adding the data values of Abetting and Conspiracy to Data Element 12
- Adding a data value to Data Element 13 (Type Weapon/Force Involved) to indicate that a firearm was discharged during an incident
- Adding the data values of Intellectual Property and Utilities and Services to Data Element 15 (Property Description)
- Modifying Data Element 20 (Suspected Drug Type) and creating a process for keeping it up to date
- Modifying Data Element 22 (Type Drug Measurement)
- Adding the data value of Gunshot Wound to Data Element 33 (Type Injury)
- Adding the data values of Foster Parent/Foster Child and Cohabitant (nonfamily/nonintimate) to Data Element 35 (Relationship of Victim to Offender)
Changes to the FBI’s UCR Program

Changes affecting the FBI’s UCR Program, in whole, are:

- Geolocation
- Gender codes
- Common units for drug quantities (data conversions will occur at the national level, no changes required by an agency)
- Replacement of the offense of fondling with criminal sexual contact
- Addition of injury information for homicide victims
- Creation of a NIBRS crosswalk
Myths about NIBRS

Will 100 percent of law enforcement agencies report NIBRS data to the FBI’s UCR Program?

No, law enforcement agency participation in the NIBRS Data Collection will not reach 100 percent. Historically, participation in the FBI’s UCR Program has remained around 95 – 98 percent.

Will an agency’s crime rates go up if they report data via NIBRS?

Law enforcement’s initial apprehension about converting to NIBRS and its impact on the crime volume is understandable, especially because NIBRS counts more than one offense involved in an incident.

The additional offenses reported due to the elimination of the Hierarchy Rule (reporting the most serious offense occurring in an incident), along with the expanded offense categories do not necessarily show a marked increase in crime.

Rather, a more accurate reflection of the crime problem emerges, thereby increasing the awareness of specific crime threats to a particular area, which outweighs the apparent increase the numbers may show.

An FBI study, "The Effects of NIBRS on Crime Statistics, 2019," showed 88.4 percent of incidents involved one offense. The remaining 11.6 percent of the incidents included multiple offenses.
Current Status of Use-of-Force Participation

- As of July 18, 2023, 62.7% of sworn officers in the United States worked in agencies that are enrolled/participating in the FBI’s National Use-of-Force Data Collection.

- This participation is made up of 53.4% of agencies in the United States participating in the National Use-of-Force Data Collection.
National Use-of-Force Data Collection

Executive Order 14074 Section 6(b)

“The Attorney General, in consultation with the United States Chief Technology Officer, shall work with state, tribal, local, and territorial LEAs to identify the obstacles to their participation in the Use-of-Force Database; to reduce the administrative burden of reporting by using existing data collection efforts and improving those LEAs’ experience; and to provide training and technical assistance to those LEAs to encourage and facilitate their regular submission of use-of-force information to the Use-of-Force Database.” Signed on May 25, 2022.
National Use-of-Force Data Collection

Ease Administrative Burden

- Training videos
- Quick Guides and frequently asked questions are available
- Grey area scenarios to assist with determining if an incident needs to be reported
- Collaborated with the Law Enforcement Enterprise Portal (LEEP) staff to expedite account requests
National Use-of-Force Data Collection

Technology In Place

- Technical specifications and Information Exchange Package Documentation Specifications
- A bulk submission process is available
- Free National Use-of-Force Data Collection reporting portal
- Technical assistance is available
- Ability to meet with states/outside developers to answer questions and assist with participation
- Hover-over capabilities in the portal
National Use-of-Force Data Collection

What it provides:

• Trust
• Transparency
• Aggregate view
• Training for de-escalation options
• Improvement of community safety

What it protects:

• Privacy and confidentiality
  • Personally identifiable information
National Use-of-Force Data Collection

What it is not:

• Insight into single use-of-force incidents
• Used for investigative purposes
• Assessment of department policy
National Use-of-Force Data Collection

Obstacles to Participation

• Financial restraints / lack of manpower / personnel
• Stigma / trust issues
• LEEP Access
• State mandates to report to the state (dupllicative)
• Separation of Crime Data and Use-of-Force Data
  ▪ Not having a universal submission mechanism for ALL data
• Success stories / What’s in it for me?
National Use-of-Force Data Collection

Obstacles to Participation

* Participation is voluntary*

* Per Executive Order 14074 Federal Law Enforcement Agencies are mandated to report to the National Use-of-Force Data Collection on a monthly basis. Participation remains voluntary for state, local, tribal, territorial, and college/university law enforcement agencies.
HATE CRIME DATA RELEASE
DECEMBER 2022

• Once submitted under a separate data collection, in 2021, hate crime incidents are exclusively reported as part of NIBRS.

• The 2021 hate crime report released in December 2022 reflected NIBRS-only data received from:
  • 11,834 agencies representing 62.9 percent of agencies actively enrolled in the FBI’s UCR Program.
  • These agencies represent 64.8 percent of the population.

• This is a 21.8 percent decrease from the 15,138 agencies that participated in 2020.

• The insufficiency of the 2021 report, coupled with the high priority attributed to hate crimes, prompted the FBI to improve the capacity of bias motivated crimes reported in 2021.
SUPPLEMENTAL 2021 DATA

• The UCR Program engaged with states to obtain hate crime data reported in 2021 through the retired SRS.

• 9 states and 96 agencies responded with SRS hate crime data.

• Approximately 3,600 hate crime incidents were added to the original 2021 report through both SRS and NIBRS, increasing the number of bias motivated incidents in the original report by almost 50 percent.

• 14,859 agencies (79.0 percent of agencies actively enrolled in the FBI’s UCR Program in 2021) covering a population of 91.1 percent were represented in the 2021 supplemental Hate Crime report.
FUTURE OF HATE CRIME DATA, 2022

• The 2022 Hate Crime publication will encompass data obtained through both NIBRS and SRS.

• As NIBRS participation continues to increase, hate crime data is expected to become more comprehensive.

• The combination of increasing NIBRS participation and collecting 2022 SRS data will result in a stronger Hate Crime report to be released later this year.
EFFECTIVE REPORTING

The lack of reporting or underreporting of hate crimes is significant for several reasons:

- Reliable FBI statistics would allow the UCR Program to provide a reliable national representative picture of hate crime.
- Facilitates information sharing and quantifies hate crime geographically.
- Allows law enforcement and community leaders to better assess and address the threat to their communities.
- When hate crime incidents are underreported, it jeopardizes the validity of the FBI’s data collection.
The Hate Crime Statistics Task Force is a dedicated team made up of various law enforcement and criminal justice representatives from across the nation concentrating on the uniform reporting of crime data regarding complete and accurate data, policy, education, and outreach related to bias motivation.