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January 28, 2008

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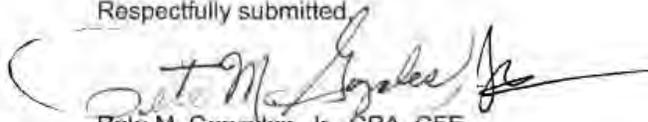
SUBJECT: San Antonio Police Department  
Uniform Crime Reporting Process

We are pleased to send you the audit report on the Uniform Crime Reporting process within the San Antonio Police Department. This audit began in June 2007 and concluded with an exit meeting with Police Department management on November 29, 2007. Management's response is included in Appendix C of the report and states full acceptance of all recommendations made.

The San Antonio Police Department should be commended for its cooperation and assistance during this audit.

The Office of the City Auditor is available to discuss this material with you individually at your convenience.

Respectfully submitted,



Pete M. Gonzalez, Jr., CPA, CFE  
City Auditor

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CITY OF SAN ANTONIO  
OFFICE OF THE CITY AUDITOR

Pete M. Gonzales, Jr., CPA, CFE

Audit of the  
San Antonio Police Department  
Uniform Crime Reporting Process

Project No. AU07-011

Issue Date: January 28, 2008

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## EXECUTIVE SUMMARY

At the request of the Police Chief, William McManus, we conducted a performance audit of the San Antonio Police Department (SAPD) Uniform Crime Reporting (UCR) process, with emphasis on the reporting of homicide and related clearance statistics. Key objectives of this audit were designed to answer the following questions:

- Are UCR reported homicide statistics accurate, complete, timely, and in compliance with Federal Bureau of Investigation (FBI) criteria?
- Are other serious crime statistics accurate, complete, and in compliance with FBI criteria?
- How were three different sets of 2006 homicide clearance statistics reported to the press?

In addition to this audit, Chief McManus also requested a Quality Assurance Review (QAR) by the FBI. An audit team from the FBI's Criminal Justice Information Services (CJIS) Division performed the audit and reported that SAPD meets UCR reporting criteria. Furthermore, the CJIS team gave SAPD a score of "8" on its assessment of the Department's records management capabilities. A score of "8" is the best score a law enforcement agency can achieve for the records management assessment of a QAR (see **Appendix A** beginning on page 15).

## RESULTS IN BRIEF

Generally, SAPD's UCR reporting of homicides was in compliance with FBI and UCR criteria. However, neither justifiable homicides (self-defense) nor negligent homicides were reported consistently. Also, we identified errors during fieldwork showing net (or "actual") homicides were overreported by one case during 2006 and by one case during 2007. Clearances were overreported by two during 2006 and by three during 2007.

We identified errors in the reporting of nonhomicide offenses (rape, robbery, assault, burglary, larceny, and motor vehicle theft); the error rate was within FBI guidelines.

The three sets of 2006 clearance statistics the press reported are attributed to 1) SAPD web site statistics before a hand count of clearances performed on May 3, 2007, 2) results of the hand count, and 3) an unsupported statistic reported by the Texas Department of Public Safety (DPS). The result of the hand count showed that homicide clearances were not researched and reported in a timely manner.

## RECOMMENDATIONS

We recommend SAPD:

- Classify and report all justifiable and negligent homicides.
- Develop formal policies, written procedures, and user guides for the UCR function.
- Perform clearance research and updates on a monthly basis.

- Ensure all offense reports are reviewed by the appropriate Sergeant Review Group before data entry into the UCR system.
- Procure an integrated modern records management system to facilitate UCR reporting.

We commend SAPD for its responsiveness and cooperation. The Department implemented the following recommendations during the audit:

- SAPD now classifies and reports all justifiable homicides as “homicides” and as “unfounded.”
- Daily error reports generated by the City’s Information Technology Services Department (ITSD) are now available to SAPD personnel.
- Programming errors relating to certain offense codes were corrected in the UCR system.

## INTRODUCTION

The San Antonio Police Department (SAPD) participates in the Federal Bureau of Investigation (FBI) Uniform Crime Reporting (UCR) program along with a vast number of other law enforcement agencies throughout the country. Accordingly, SAPD provides summarized information on crimes to the FBI through the Texas Department of Public Safety (DPS) UCR program. In practice, SAPD submits crime reports monthly to DPS, which then forwards them to the FBI's national UCR program. The information sent to DPS includes summary reports on eight serious crimes known as "Part I" crimes and clearances relating to these crimes. Generally, an offense is considered cleared when the suspect is arrested or when some element beyond law enforcement's control prevents the filing of formal charges, such as death of the offender. The Part I crimes are homicide, rape, robbery, assault, burglary, larceny, motor vehicle theft, and arson.

Tracking UCR crime data requires SAPD to have an effective and efficient crime reporting process. SAPD's 9-1-1 call center answers about one million calls each year. During 2006, 978,000 calls resulted in more than 433,000 written offense reports of which about 115,000 were for Part I crimes. From January 1 to June 30, 2007, SAPD answered about 495,000 calls resulting in approximately 213,000 written reports of which about 59,000 were for Part I crimes.

In May 2007, homicide and related arrest data for 2006 were called into question after the press published several seemingly conflicting clearance rates. To ensure SAPD provides a full and accurate accounting of crime to the public, Chief McManus requested the help of both the FBI's CJIS Division and the Office of the City Auditor. In response, the FBI sent a CJIS audit team to conduct a brief QAR (the results of the review are in **Appendix A** beginning on page 15), and this Office conducted its own audit, which we document in this report.

## OBJECTIVES, SCOPE, AND METHODOLOGY

We performed this audit at the request of Chief William McManus to:

- Determine if UCR reported homicide statistics are accurate, complete, timely, and in compliance with reporting criteria delineated in the FBI's UCR Handbook.
- Determine if other Part I UCR (i.e. nonhomicide) data are accurate, complete, and in compliance with reporting criteria delineated in the FBI's UCR Handbook.
- Determine how three different sets of 2006 homicide clearance statistics were reported to the press.

The scope of the audit was January 2006 through June 2007.

We did not audit additional statistics provided to the FBI in the monthly reports, such as Part II criminal offenses, type and quantity of drugs seized, officers killed or assaulted in the line of duty, and hate crime information.

We examined actual homicide cases (total homicides less “unfounded homicides”<sup>1</sup>) reported during the scope of the audit. We also selected and audited a random, statistical sample of 417 other serious (Part I) crimes (excluding homicide and arson) from a total population of 174,185 offenses. Additionally, we randomly selected and audited 50 arson cases from a population of 705. Our test work involved examining police offense reports, logbooks, spreadsheets, and case files, as well as electronic data from SAPD, the San Antonio Fire Department (SAFD) Arson Unit, and the City Magistrate’s Office. We interviewed staff and management from SAPD, SAFD, the Magistrate’s Office, District Attorney’s Office, DPS, and FBI. Our testing criteria were based on the FBI’s UCR Handbook (Revised 2004), Data Quality Guidelines (Revised 2004), and SAPD and SAFD procedures.

We conducted this audit from July to November 2007 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives. Our audit included tests of internal controls that we considered necessary under the circumstances.

## **CONCLUSIONS**

Generally, we found the reporting of homicides and related clearances was performed according to FBI and UCR criteria. However, the net results of errors we identified during fieldwork show that homicides were overreported by one case during both 2006 and 2007. Clearances were overreported by two during 2006 and by three during 2007. In addition, homicide clearances were not reported in a timely manner.

We identified a 7.19-percent error rate, or 12,524 offenses in a population of 174,185, in nonhomicide Part I offense reporting, which was within FBI guidelines. Correcting programming errors should improve the accuracy of the existing UCR information system. Also, management should purchase and implement a modern records management system to facilitate the accuracy of the UCR process.

The three sets of 2006 homicide clearance statistics the press reported are attributable to 1) statistics posted on the SAPD web site before a hand count of clearances performed on May 3, 2006, 2) the results of the hand count, and 3) an unsupported DPS statistic.

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<sup>1</sup> Offenses originally classified as homicides that are ultimately determined to be false or baseless.

## **STAFF ACKNOWLEDGMENT**

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## OBSERVATIONS AND RECOMMENDATIONS

### OBSERVATION A – Reporting Homicide Statistics

Our audit identified errors in homicide reporting attributable to the historical practices of prior SAPD administrations, a lack of written procedures, insufficient training, and clerical errors. The results of these errors are aggregated in Table A, which shows the net number of homicides overreported by one case during 2006 and one case during 2007.

Table A

Period >		2006 (January–December)			2007 (January–June)		
UCR Column >		Reported Homicides	Unfounded	Net or “Actual” Homicides	Reported Homicides	Unfounded	Net or “Actual” Homicides
Original Count >		119	0	119	67	3	64
Auditor Adjustments (Observation Number)	A.1		1	(1)			
	A.2	1		1			
	A.3	8	8	0	5	5	0
	A.4	1		1			
	A.5		2	(2)		1	(1)
	<b>Total Adjustments</b>	10	11	(1)	5	6	(1)
	<b>Adjusted Count</b>	<b>129</b>	<b>11</b>	<b>118</b>	<b>72</b>	<b>9</b>	<b>63</b>

A.1 One offense during 2006 was erroneously reported as a homicide. Police investigations found that the individual died as a result of his own actions, not by the hand of another. In accordance with UCR criteria, the incident is not considered a homicide. The offense should have been reported as “unfounded,” which would have lowered the net homicide count by one during 2006.

A.2 SAPD based the classification of homicides on the Medical Examiner’s and District Attorney’s actions. One offense during 2006 was originally classified as a homicide, but was not reported because the Medical Examiner could not determine “with certainty” the cause of death. Without that determination, the District Attorney’s Office was unwilling to file charges. UCR criteria state that neither the findings of a coroner’s inquest nor the actions of a prosecutor should affect the classification of offenses. The count of actual offenses during 2006 should have been increased by one.

A.3 Justifiable homicides, such as officer-involved shootings and cases of self-defense, were not consistently classified as homicides. UCR criteria require these offenses to be reported on line 11 of *Return A, Monthly Return of Offenses Known to the Police* (see *Return A* form in **Appendix B** on page 17). Justifiable homicides should be reported in column 2 (Offenses Reported or Known to Police) and in column 3 (Unfounded, False or Baseless Complaints). Doing so results in zero additions to the

net or “actual” homicide count because the number of unfounded offenses is deducted from total reported offenses. We identified 13 justifiable homicides that were not reported; 8 during 2006 and 5 during 2007.

A.4 Negligent homicides, such as accidental shootings, were not classified and reported as homicides. UCR criteria require these offenses to be reported on line 12 (Manslaughter by Negligence) of *Return A*. We identified one negligent homicide during 2006. The corresponding offense code was not programmed correctly in the UCR system, which prevented it from posting as a homicide. SAPD does not rely solely on the UCR system reporting for homicides; the Department also uses a spreadsheet, known as the “Homicide Log,” for tracking homicides. However, this offense was not included in the log because of the historical practice by past administrations not to report negligent homicides. Reported homicides during 2006 should have been increased by one.

A.5 Two justifiable homicides during 2006 and one during 2007 were incorrectly reported “cleared” rather than “unfounded” as required by UCR criteria. SAPD traditionally reported justifiable homicides in this manner. The error resulted in SAPD underreporting unfounded homicides by two during 2006 and one during 2007.

## **RECOMMENDATIONS**

We recommend SAPD:

A.1 Develop written procedures that require both the Case Management System and the Police Uniform Crime Reporting module be updated until they can be replaced with a modern integrated records management system.

A.2 Refrain from basing the classification of suspicious deaths on the actions of a prosecutor or coroner. If a coroner rules with certainty that foul play was not the cause of a death, the previously reported homicide can be unfounded.

A.3 Classify and report all cases of justifiable homicides as “homicides” and as “unfounded” in the appropriate columns on line 11 of *Return A*. This was implemented during the audit.

A.4 Classify and report all negligent homicides in the appropriate columns on line 12 of *Return A* in accordance UCR guidelines.

A.5 Classify and report all cases of justifiable homicides as “homicides” and as “unfounded” in the appropriate columns on line 11 of *Return A*. This was implemented during the audit.

**OBSERVATION B – Reporting Homicide Clearances**

Our audit identified errors in the reporting of homicide clearances, which resulted in SAPD overreporting clearances by two during 2006 and three during 2007, as shown in Table B:

Table B

Period >		2006	2007
		Jan–Dec	Jan–Jun
UCR Column >		Cleared	Cleared
Original Count >		62	51
Auditor Adjustments	B.1	(1)	
	B.2	1	(1)
	B.3		(1)
	B.4	(2)	(1)
<b>Total Adjustments</b>		<b>(2)</b>	<b>(3)</b>
<b>Adjusted Count</b>		<b>60</b>	<b>48</b>

B.1 One offense was incorrectly reported as “cleared by exceptional means”<sup>2</sup> during 2006. UCR criteria allow cases to be cleared by exceptional means for a variety of reasons, including the death or incarceration of a suspect for a different offense. However, SAPD’s Homicide Division could not provide justification for this reported clearance. The result is that SAPD overreported clearances for 2006 by one.

B.2 We tested all 186 homicides and 113 clearances reported during the scope of the audit to determine if they met the criteria for cleared by arrest or exceptional means. We identified one offense that should have been reported as cleared during 2006 but was not reported cleared until 2007. This occurred because the Homicide Division lacked formal procedures requiring routine follow-up of cases with legal charges pending. The error resulted in an underreporting of clearances by one during 2006 and an overreporting by one during 2007.

B.3 One homicide offense was reported cleared during 2006 and again during 2007 due to a clerical error. The error resulted in an overreporting of clearances by one during 2007.

B.4 Two justifiable homicides during 2006 and one during 2007 were erroneously reported as cleared instead of unfounded as required by UCR criteria (also see

<sup>2</sup> For UCR purposes, cases can be “cleared by exceptional means” if 1) the investigation has established the identity of the offender; and 2) there is enough information to support an arrest, charge, and turning over to the court for prosecution; and 3) the exact location of the offender is known so that the subject can be taken into custody; and 4) there is some reason outside law enforcement control that precludes arresting, charging, and prosecuting the offender.

Observation A.5). These errors resulted in an overreporting of cleared offenses by two during 2006 and one during 2007.

## **RECOMMENDATIONS**

We recommend SAPD:

- B.1 Increase monitoring of the Homicide Log and Clearance List.
- B.2 Implement procedures for monthly follow-up of cases with legal charges pending.
- B.3 Increase monitoring of the Homicide Log and Clearance List.
- B.4 Classify and report all cases of justifiable homicides as “homicides” and as “unfounded” as appropriate in *Return A*. This was implemented during the audit.

## **OBSERVATION C – Reporting Other Part I Nonhomicide Offenses**

We selected a statistical sample of 417 nonhomicide Part I offenses (rape, robbery, assault, burglary, larceny, and motor vehicle theft) from a total population of 174,185 offenses reported during the 18-month scope period. Of the 417 offenses, we identified 30 offenses (or 7.19 percent) that were in error due to misclassification or misapplication of the UCR “hierarchy” rule. Extrapolating this statistically, we are 95-percent confident that the error rate in the population of nonhomicide offenses is 7.19 percent (or 12,524 offenses) with a 2.48-percent margin of error. This is within the FBI’s 10-percent error limit guideline. This error rate is also consistent with the discrepancy rates in the FBI’s QAR (see **Appendix A** beginning on page 15).

C.1 Of the 30 offenses we identified to be in error, 2 were classified to the wrong category; for example, an offense was classified as a larceny when it should have been classified as theft of a motor vehicle. Six offenses were misclassified to the wrong subcategory, such as classification of a simple assault as an aggravated assault. Ten were cases of telephone or verbal harassment which are Part II offenses that the SAPD UCR system posted as Part I assaults due to coding errors. The remaining twelve offenses we identified to be in error are discussed in C.2 below.

We observed several control issues that, if addressed, could reduce the error rate. SAPD does not require all offense reports, including supplemental reports, to be sent to the Records Unit. Thus SAPD has no true central records function in place to ensure accuracy, completeness, and compliance with UCR criteria. Some SAPD units and SAFD’s Arson Unit enter their own offense reports into the UCR system, which bypasses the Sergeant Review Group and Records Unit data entry controls. Generally, the patrol officer writes and signs the criminal offense report. It is then reviewed, approved, and signed by a patrol sergeant. The offense report is then routed to the Sergeant Review Group in the Records Unit, where the offense report is again reviewed and assigned an offense code for UCR purposes. Finally, data entry clerks enter information from the offense report into the UCR System. The Sergeant Review Group

is most familiar with UCR criteria and coding, and the Records Unit data entry clerks are most qualified to enter offense reports. If review, approval, and data entry controls are bypassed, the risk of misclassification increases.

C.2 Of the 30 offenses mentioned above, the UCR “hierarchy” rule was not applied properly to 12 offenses. For example, multiple offenses were reported for the same case when only the most severe offense should have been reported for UCR purposes. We observed SAPD’s UCR information system does not apply the UCR hierarchy rule to offense reporting. Generally, the hierarchy rule requires that when more than one offense is committed at the same time and place by a person or group of persons, only the offense that is highest in the Part I offense hierarchy (homicide → rape → robbery → assault → burglary → larceny → motor vehicle theft → arson) is reported for UCR purposes. For example, if a burglar broke into a house and stole several items, two offenses would normally apply: burglary and larceny. Since burglary is higher on the offense hierarchy than larceny, only the burglary should be reported for UCR purposes (but not necessarily for prosecution purposes). Currently, SAPD’s UCR system would capture and report both offenses in this example, resulting in the overreporting of crimes to DPS and FBI. We determined that as many as 5,669 of the 174,185 (or about 3.3 percent) Part I offenses could be overreported due to this programming deficiency.

## **RECOMMENDATIONS**

We recommend SAPD:

C.1 Ensure all offense reports are routed to the Records Unit and reviewed by the appropriate Sergeant Review Group prior to data entry into the UCR system. Also, implement a process with adequate review, approval, and data entry controls for units that perform direct entry of offense reports. Alternatively, SAPD should return to a paper-based system wherein all reports are sent to the Sergeant Review Group and data entry clerks for processing.

C.2 Make modifications to the UCR system to ensure that the hierarchy rule is appropriately applied and offenses are not overreported.

## **OBSERVATION D – Multiple 2006 Homicide Clearance Rates**

In May 2007, the press reported three homicide clearance rates for SAPD for 2006 as follows: 1) 36.1 percent as originally listed on the SAPD Web site, 2) 50.4 percent quoted by the SAPD as the actual number of homicides, and 3) 40 percent quoted by the DPS.

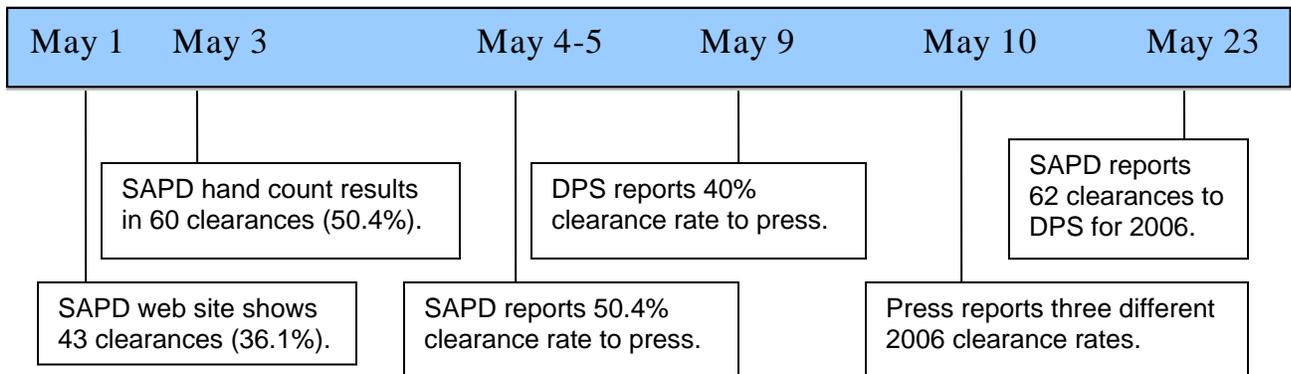
The first statistic of 36.1 percent is computed by dividing the number of 2006 homicide clearances (as published on the SAPD web site on May 1, 2007) by the total number of net homicides (total homicides less unfounded homicides) for 2006 ( $43 \div 119 = 36.1$  percent).

The second statistic of 50.4 percent was given to the press by Chief McManus on about May 4<sup>th</sup> or 5<sup>th</sup> (and later by SAPD Spokesperson Sergeant Gabe Trevino on about May 9<sup>th</sup>) after 2006 clearance numbers were revised. This revision was the result of SAPD staff hand counting the 2006 clearances on May 3, 2007. The hand count identified 17 additional 2006 clearances, which raised the total to 60 clearances for a new rate of 50.4 percent ( $60 \div 119 = 50.4$  percent).

The third statistic of 40 percent was given to the press by the Texas Department of Public Safety (DPS) on May 9, 2007. On July 31, 2007 the Office of the City Auditor spoke to the DPS UCR Program Manager, who stated that DPS could not explain how it had computed the 40-percent figure. Further, DPS had no supporting documentation for the information it had given the press.

The most recent statistics DPS could provide the Office of the City Auditor were 62 clearances and 119 homicides reported by SAPD on May 23, 2007. These statistics indicate a clearance rate of 52.1 percent ( $62 \div 119 = 52.1$  percent). We verified that for a three-week period after the initial May 3<sup>rd</sup> hand count, SAPD performed a more thorough review of clearances to ultimately arrive at 62 clearances and 119 homicides for 2006. These statistics were sent to DPS on May 23, 2007 for inclusion in its publication, *Crime in Texas – 2006*, and submission to the FBI. The related timeline is shown below.

**2006 Clearance Rate Timeline**



As mentioned previously, the changes in the homicide clearance rates for 2006 were the results of 1) a hand count performed in May, and 2) a subsequent three-week in-depth review. The three-week review SAPD performed in May showed that controls were not in place to ensure timely performance of homicide clearance work, including data entry into SAPD's UCR reporting system.

**RECOMMENDATION**

D.1 SAPD should develop procedures to ensure that clearance work is performed in a timely manner. Clearance research should be performed monthly for all homicide cases with legal charges pending.

## **OBSERVATION E – Antiquated Uniform Crime Reporting Information System**

SAPD's UCR information system consists of a series of mainframe-based independent programs that have not been updated since they were written by City programmers in the early 1980s. These programs are not well documented, integrated, or understood, nor are they easily modified or enhanced. Various components of the UCR system include the Computer Aided Dispatch System (CADS), Report Entry Application Processing System (REAPS), and the Police Uniform Crime Reporting (PUCR) system. Another frequently used application is the Police Magistrate Name Inquiry (PMNI). Additionally, SAPD uses a web-based application, the Case Management System, to maintain its investigative case notes and suspect information. The Case Management System does not interface with the UCR System. Consequently, the integrity of the data is at risk.

E.1 The UCR system does not contain sufficient input edit controls or user prompts, nor would the system be considered "user friendly" by today's standards. If any part of the data required by the REAPS system is not entered, the system puts the record into a suspense file without informing the user that the record has not been finalized or posted. We identified approximately 3,000 records for calendar year 2006 that did not post. These records contain Part I and Part II offenses and incident reports. The City's Information Technology Services Department was generating daily error reports, but due to their oversight did not provide them to SAPD personnel. When we brought this issue to their attention during the audit, ITSD department personnel corrected it.

E.2 Several offense codes were not programmed correctly in the UCR system. Consequently, a negligent homicide case did not post to the correct UCR category, which resulted in underreported offenses (see Observation A.4) and several Part II offenses posted as Part I offenses (see Observation C.1).

E.3 The UCR system does not correctly report monetary values associated with stolen and recovered property due to programming errors. These values were reported at double the actual value listed in the offense reports. The system also does not correctly apply the hierarchy rule (see Observation C.2).

## **RECOMMENDATIONS**

We recommend SAPD:

E.1 Procure a modern records management system to facilitate UCR reporting. The new system should incorporate controls to ensure offenses are properly reviewed and approved regardless of whether original reports are entered directly by officers or Records Unit data entry clerks. Until then, we recommend that the Records Unit use the daily Error Reports to identify and correct data entry errors. Use of the daily Error Reports was implemented during the audit.

E.2 Correct programming errors for offense codes that do not post to the correct UCR category. This recommendation was implemented during the audit.

E.3 Correct programming errors associated with the calculation of monetary values and application of the hierarchy rule.

### **OBSERVATION F – UCR Procedures, User Guides, and Training**

SAPD does not have formal administrative procedures to facilitate the UCR process. Administrative procedures are essential to ensure consistent performance, accuracy, and completeness in reporting. One example is the breakdown of communications between SAFD's Arson Unit and SAPD. The Arson Unit was providing arson-related reclassification and clearance information to SAPD's Records Unit, where the information was filed without entry into the UCR system. In another example, some SAPD officers incorrectly reported an offense as cleared when an arrest warrant was issued rather than when the arrest was made as UCR criteria require. Also, some officers did not realize they were responsible for the research involved in determining if an arrest had been made in order to keep clearance data current. Other officers entered clearances in the Case Management System, but did not update the UCR system, which provides the data for the UCR reports.

Complicating the lack of formal procedures, no user guides were available for the UCR mainframe information system and very few users were provided formal training. Data entry clerks in the Records Unit receive eight hours of training, but many temporary and regular users outside of the unit did not receive any training. We observed a lack of training on arson input screens. Users were unknowingly entering erroneous values resulting in the UCR system underreporting property damages. The decimal point in the property value field on the arson data input screen was not clearly marked and consequently amounts the user intended as \$1,500 were captured by the system and reported as \$150 (this is a separate issue from that described in E.3 regarding the UCR system doubling the monetary values of stolen and recovered property). Without adequate training, including detailed instruction on the various screens required by the UCR system, errors are inevitable.

### **RECOMMENDATION**

F.1 We recommend SAPD establish written procedures and user guides and develop training for users of the current system. Known areas of concern, such as the decimal point issue, should be highlighted so that users are aware of the issue and can take greater care when entering dollar values. SAPD Property Crimes Detectives had begun drafting their procedures just prior to this audit. Also, SAPD management assigned one of its analysts to lead the effort to draft data-entry procedures in response to our recommendation.

## **APPENDICES**

## **APPENDIX A – Quality Assurance Review Summary**

The FBI's QAR consisted of a review of SAPD's UCR process. It was performed on August 7, 2007 by an FBI Criminal Justice Information Services (CJIS) audit team, which was assisted by the Texas State Department of Public Safety (DPS) UCR Program Manager.

The QAR consisted of an assessment of the UCR process broken down into these three areas 1) crime report management and compliance with UCR criteria, 2) records management, and 3) data quality. The results were discussed with SAPD management at an exit briefing. The resulting QAR report shows that SAPD met FBI and UCR criteria, as described in the following sections.

### **Crime Report Management and Compliance With UCR Guidelines**

CJIS auditors asked 29 questions where the answer is basically recorded as "Meets UCR Guidelines" or "Does not meet UCR Guidelines." SAPD met UCR guidelines for 28 of the 29 questions. CJIS auditors had only two comments:

- Relating to centralized records: The auditors checked a "Does Not Meet UCR Guidelines" box and commented: "Agency POC (Sgt. Klauer) indicated that supplemental [crime] reports are not always routed to the Records Dept. for submission for UCR purposes." (See recommendations for Observation C on page 10.)
- Relating to recording property values: The CJIS auditors commented: "Agency is not sure if Property Values are being captured correctly. This is under review by the agency at the time of the QAR. Sgt. Klauer indicated after discussion with Rosemary Webb, State UCR Program Manager, that the Supplement to the Return A will be estimate-totals at this time." (See recommendations for Observation E on pages 12-13.)

### **Records Management**

CJIS auditors gave SAPD a score of "8" on its assessment of the Department's records management capabilities. A score of "8" is the best score a law enforcement agency can achieve on a QAR records management assessment.

### **Data Quality**

Results of the data quality review of **103** Part I crimes and **125** Part II crimes follows:

<b>Classification Discrepancies</b>	<b>Part 1</b>	<b>Part II</b>
• Overreported	2	
• Underreported	2	9
• Misclassification	2	
<b>Nonclassification Discrepancies</b>	<b>Part 1</b>	<b>Part II</b>
• Arrest		
• Hate Crime		
• LEOKA (Law Enforcement Officers Killed and Assaulted)	1	
<b>Total Discrepancies</b>	<b>7</b>	<b>9</b>

The discrepancy rates are 6.8 percent ( $7 \div 103 = 6.8$  percent) for Part I crimes and 7.2 percent ( $9 \div 125 = 7.2$  percent) for Part II crimes. Both rates meet the FBI's acceptable discrepancy rate guideline of 10 percent.

APPENDIX B – Return A, Monthly Return of Offenses Known to the Police

TX UCR-15

RETURN A - MONTHLY RETURN OF OFFENSES KNOWN TO POLICE  
UNIFORM CRIME REPORTING BUREAU  
TEXAS DEPARTMENT OF PUBLIC SAFETY  
P.O. BOX 4143 AUSTIN, TX 78765

CLASSIFICATION OF OFFENSES	OFFENSES REPORTED OR KNOWN TO POLICE (INCLUDE UNFOUNDED AND ATTEMPTS)	UNFOUNDED, FALSE, OR BASELESS COMPLAINTS	NUMBER OF ACTUAL OFFENSES (COL. 2 MINUS COL. 3) (INCLUDE ATTEMPTS)	TOTAL OFFENSES CLEARED BY ARREST OR EXCEPTIONAL MEANS (INCLUDE COL. 6)	NUMBER OF CLEARANCES INVOLVING ONLY PERSONS UNDER 18 YRS OF AGE
CRIMINAL HOMICIDE	32	3	29	52	5
MURDER/NONNEGLECT MANSLAUGHTER	11				
MANSLAUGHTER BY NEGLIGENCE	12				
FORCIBLE RAPE	88	23	65	26	
RAPE BY FORCE	21				
ATTEMPT TO COMMIT FORCIBLE RAPE	3	2	1		
ROBBERY	266	15	251	70	3
FIREARM	110	5	105	31	
KNIFE OR CUTTING INSTRUMENT	33	3	30	6	
OTHER DANGEROUS WEAPON	13	2	11	5	
STRONG-ARM (HANDS, FEET, FISTS)	110	5	105	28	3
ASSAULT	324	163	161	928	50
FIREARM	125	6	119	42	1
KNIFE OR CUTTING INSTRUMENT	87	6	81	48	3
OTHER DANGEROUS WEAPON	123	3	120	45	3
HANDS, FEET, FISTS-AGG INJ	220	105	115	75	1
SIMPLE ASSAULTS	2769	105	2664	718	42
BURGLARY	1563	40	1523	92	4
FORCIBLE ENTRY - NO FORCE	1130	32	1098	67	2
UNLAWFUL ENTRY - NO FORCE	380	8	372	23	1
ATTEMPTED - FORCED ENTRY	53		53	2	1
LARCENY -THEFT	5395	132	5263	811	80
MOTOR VEHICLE THEFT	662	50	612	29	2
AUTOS	384	30	354	25	
TRUCKS AND BUSES	190	15	175	4	
OTHER VEHICLES	88	5	83		
<b>G R A N D T O T A L</b>	<b>11330</b>	<b>426</b>	<b>10904</b>	<b>2008</b>	<b>144</b>

MONTH AND YEAR: MAY 2007

PREPARED BY: \_\_\_\_\_ TITLE: \_\_\_\_\_

AGENCY IDENTIFIER: TXSFD0000 POPULATION: 941,100

ARRESTS OF UNDER 18: YES NO

ARRESTS OF 18 AND OVER: YES NO

WILLIAM P. MCMAHON, CHIEF OF POLICE

This is a sample of the monthly report San Antonio Police Department sent to the Texas Department of Public Safety.

## APPENDIX C – Management Response



# CITY OF SAN ANTONIO

SAN ANTONIO TEXAS 78283-3966

Pete M. Gonzales, Jr., CPA, CFE  
City Auditor  
San Antonio, Texas

RE: Management's Corrective Action Plan for the Audit of the San Antonio Police Department's Uniform Crime Reporting Process

San Antonio Police Department Management has reviewed the audit report and has developed the Corrective Action Plans below corresponding to report recommendations.

Recommendations					
#	Description	Audit Report Page	Accept, Partially Accept, Decline	Responsible Person's Name/Title	Completion Date
<b>A. Reporting Homicide Statistics</b>		5			
A.1	Develop written procedures that require both the Case Management System and the Police Uniform Crime Reporting (PUCR) module be updated until they can be replaced with a modern integrated records management system.	6	Accept	Lt. Joseph MacKay	11-21-2007
		<p><b>Action plan:</b> Homicide Unit – Uniform Crime Reports Standard Operating Procedure modified to require both Case Management System and PUCR be updated.</p> <p>Note: See attachment Homicide SOP 218 Uniform Crime Reporting paragraphs .01 and .02.</p>			
A.2	Refrain from basing the classification of suspicious deaths on the actions of a prosecutor or coroner. If a coroner rules with certainty that foul play was not the cause of a death, the previously reported homicide can be unfounded.	6	Accept	Lt. Joseph MacKay	11-21-2007
		<p><b>Action plan:</b> Homicide Unit – Uniform Crime Reports Standard Operating Procedure was modified. UCR classification of suspicious deaths is determined by the Homicide Unit. If a coroner rules that foul play was not the cause of death, the previously reported homicide may be unfounded.</p> <p>Note: See attachment Homicide SOP 218 Uniform Crime Reporting .04 Classification of Murder Related Offenses.</p>			

<b>Recommendations</b>					
#	Description	Audit Report Page	Accept, Partially Accept, Decline	Responsible Person's Name/Title	Completion Date
A.3	Classify and report all cases of justifiable homicides as 'homicides' and as 'unfounded' in the appropriate columns on line 11 of Return A.	6	Accept	Lt. Joseph MacKay	06-04-2007
<p><b>Action plan:</b></p> <p>Homicide Unit – Uniform Crime Reports Standard Operating Procedure spells out the classification and reporting of cases of justifiable homicides as homicides and as unfounded and requires submittal of this information to the Investigations Division representative for approval and the Departmental UCR Reporting Representative.</p> <p>Note: See attachment Homicide SOP 218 Uniform Crime Reporting .01</p>					
A.4	Classify and report all negligent homicides in the appropriate columns on line 12 of Return A in accordance FBI criteria.	6	Accept	Lt. Joseph MacKay	06-04-2007
<p><b>Action plan:</b></p> <p>Homicide Unit – Uniform Crime Reports Standard Operating Procedure spells out the classification and reporting of cases of negligent homicides and requires submittal of this information to the Investigations Division representative for approval and the Departmental UCR Reporting Representative.</p> <p>Note: See attachment Homicide SOP 218 Uniform Crime Reporting .01</p>					
A.5	Classify and report all cases of justifiable homicides as 'homicides' and as 'unfounded' in the appropriate columns on line 11 of Return A.	6	Accept	Lt. Joseph MacKay	06-04-2007
<p><b>Action plan:</b></p> <p>Homicide Unit – Uniform Crime Reports Standard Operating Procedure spells out the classification and reporting of cases of justifiable homicides as homicides and as unfounded and requires submittal of this information to the Investigations Division representative for approval and the Departmental UCR Reporting Representative.</p> <p>Note: See attachment Homicide SOP 218 Uniform Crime Reporting .01</p>					

<b>Recommendations</b>					
#	Description	Audit Report Page	Accept, Partially Accept, Decline	Responsible Person's Name/Title	Completion Date
<b>B. Reporting Homicide Clearances</b>		<b>8</b>			
B.1	Increase monitoring of the Homicide Log and Clearance List.	9	Accept	Lt. Joseph MacKay	06-04-2007
		<p><b>Action plan:</b> The Homicide Log and Clearance List are monitored weekly. They are both updated by a Homicide Unit Supervisor as murders occur and clearances are reported. The Homicide Lieutenant reads these reports on Mondays prior to submitting the Weekend Review Report and on Fridays prior to submitting the Week In Review report up the chain of command.</p> <p>Note: See attachment Homicide SOP 218 Uniform Crime Reporting .01(I)</p>			
B.2	Implement procedures for monthly follow-up of cases with legal charges pending.	9	Accept	Lt. Joseph MacKay	06-04-2007
		<p><b>Action plan:</b> Follow-up of cases with legal charges pending occurs monthly. Homicide Unit Supervisors review all cases with legal charges pending with their detectives and submit a monthly report documenting that review.</p> <p>Note: See attachment Homicide SOP 218 Uniform Crime Reporting .01(E)</p>			
B.3	Increase monitoring of the Homicide Log and Clearance List.	9	Accept	Lt. Joseph MacKay	06-04-2007
		<p><b>Action plan:</b> The Homicide Log and Clearance List are monitored weekly. They are both updated by a Homicide Unit Supervisor as murders occur and clearances are reported. The Homicide Lieutenant reads these reports on Mondays prior to submitting the Weekend Review report and on Fridays prior to submitting the Week In Review report up the chain of command.</p> <p>Note: See attachment Homicide SOP 218 Uniform Crime Reporting .01(I)</p>			

<b>Recommendations</b>					
#	Description	Audit Report Page	Accept, Partially Accept, Decline	Responsible Person's Name/Title	Completion Date
B.4	Classify and report all cases of justifiable homicides as 'homicides' and as 'unfounded' as appropriate in Return A. This was implemented during the audit.	9	Accept	Lt. Joseph MacKay	06-04-2007
		<p><b>Action plan:</b> Homicide Unit – Uniform Crime Reports Standard Operating Procedure spells out the classification and reporting of cases of justifiable homicides as homicides and as unfounded and requires submittal of this information to the Investigations Division representative for approval and the Departmental UCR Reporting Representative.</p> <p>Note: See attachment Homicide SOP 218 Uniform Crime Reporting .01</p>			
<b>C. Reporting Other Part I Offenses</b>		<b>9</b>			
C.1	Ensure all offense reports are routed to the Records Unit and reviewed by the appropriate sergeant review groups prior to data entry into the UCR system.  Also, implement adequate review, approval, and data entry controls for units who perform direct entry of offense reports.  Alternatively, return to a paper based system wherein all reports are sent to the Sergeant Review Group and data entry clerks for processing.	10	Accept	Sgt. Orlando Navarro Sgt. Andrea Klauer	12-12-2007 12-12-2007
		<p><b>Action plan:</b> All reports are submitted to the Report Review Unit (except covert units) for review, completeness and accuracy of information. Note: See attachment Report Review SOP 218 Uniform Crime Reporting .01 and 02.  All reports entered by the covert units (ROP, Narcotics, and Vice Unit) are reviewed and researched by utilizing the ITSD Daily Error Report to identify and correct data entry errors. Note: See attachment UCR Coordinator SOP 218 Uniform Crime Reporting .01</p>			
C.2	Make modifications to the UCR system to ensure that the hierarchy rule is appropriately applied and offenses are not over reported.	10	Accept	Sgt. Andrea Klauer	12-12-07
		<p><b>Action plan:</b> For the short term fix, the UCR Coordinator shall manually create a pivot table on a monthly bases which shall review the download and isolate all the case numbers with suffixes and separate the UCR by crime category. The UCR Coordinator will review those reports to ensure they qualify for the Time and</p>			

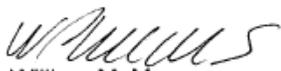
<b>Recommendations</b>					
#	Description	Audit Report Page	Accept, Partially Accept, Decline	Responsible Person's Name/Title	Completion Date
		<p>Place Rule or if they would fall under the Hierarchy Rule. This will determine if those reports should be removed from the tally.</p> <p>The San Antonio Police Department is currently in the process of finalizing the requirements for a Commercial off the Shelf (COTS) Record Management System (RMS) that will ensure that the hierarchy rule is appropriately applied and offenses are not over reported.</p> <p>Note: See attachment UCR Coordinator SOP 218 Uniform Crime Reporting .02</p>			
<b>D. Multiple 2006 Homicide Clearance Rates</b>		<b>10</b>			
	Develop procedures to ensure that clearance work is performed in a timely manner. Clearance research should be performed monthly for all homicide cases with legal charges pending.	12	Accept	Lt. Joseph MacKay	06-04-2007
		<p><b>Action plan:</b></p> <p>Homicide Unit – Uniform Crime Reports Standard Operating Procedure spells out the classification and reporting of cases of justifiable homicides as homicides and as unfounded and requires submittal of this information to the Investigations Division representative for approval and the Departmental UCR Reporting Representative. This occurs monthly.</p> <p>Note: See attachment Homicide SOP 218 Uniform Crime Reporting .01</p>			
<b>E. Antiquated UCR Information System</b>		<b>12</b>			
E.1	Procure a modern records management system to facilitate UCR reporting. The new system should incorporate controls to ensure offenses are properly reviewed and approved regardless of whether original reports are entered directly by officers or Records Unit data entry clerks. Until then, we recommend that the Records Unit use the daily Error Reports to identify and correct data entry errors.	12	Accept	Sgt. Andrea Klauer	12-12-2007
		<p><b>Action plan:</b></p> <p>The Department's Direct Report Entry Management System is anticipated to be functional within 24 months which will facilitate UCR reporting.</p> <p>The UCR Coordinator shall receive the ITSD Daily Error Report, review the data, make the necessary corrections, and notify the Data Clerk Supervisor or Unit Supervisor of the errors being made by their subordinates. The relay of this information is for guidance and training purposes.</p>			

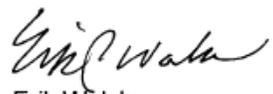
Recommendations					
#	Description	Audit Report Page	Accept, Partially Accept, Decline	Responsible Person's Name/Title	Completion Date
		Note: See attachment UCR Coordinator SOP 218 Uniform Crime Reporting .01			
E.2	Correct programming errors for offense codes that do not post to the correct UCR category.	13	Accept	Lisa Cisneros	12-12-2007
		<p><b>Action plan:</b></p> <p>The Department's Information System Office will correct any programming errors detected related to offense codes that do not post to the correct UCR category.</p> <p>Note: See attachment UCR Coordinator SOP 218 Uniform Crime Reporting .02</p>			
E.3	Correct programming errors associated with the calculation of monetary values and application of the hierarchy rule.	13	Accept	ITSD	Estimated time frame of 24 months
		<p><b>Action plan:</b></p> <p>The San Antonio Police Department is currently finalizing the requirements for a Commercial off the Shelf (COTS) Record Management System (RMS) that will correct programming errors associated with the calculation of monetary values and application of the hierarchy rule. The system will output all summary Uniform Crime Reports (UCR)/National Incident-Based Reporting System (NIBRS). The implementation of the Record Management System will correct the program errors we are currently experiencing.</p>			
<b>F. UCR Procedures, User Guides, and Training</b>		13			
	Establish written procedures and user guides, and develop training for users of the current system.	13	Accept	Sgt. Roland Casias Sgt. Andrea Klauer	March 2008
		<p><b>Action plan:</b></p> <p>Homicide Unit, Report Review Unit, and UCR Coordinator procedures have been established to ensure consistent performance, accuracy, and completeness in reporting. Patrol Property Crimes</p>			

Recommendations					
#	Description	Audit Report Page	Accept, Partially Accept, Decline	Responsible Person's Name/Title	Completion Date
					<p>Unit SOP will be completed by the end of January 2008.</p> <p>Note: See attachment Homicide SOP 218 Uniform Crime Reporting .01, Report Review Unit SOP 218 Uniform Crime Reporting, UCR Coordinators SOP 218.</p> <p>The Police Report Entry Guide has been developed and is currently being edited to ensure completeness and accuracy. The user guide will be completed by the end of January 2008.</p> <p>The UCR Coordinator shall provide department-wide training and shall be completed by the end of March 2008 and continue to conduct follow-up sessions for further clarification until the Department's Direct Report Entry System is completely functional. The training will be provided to all Data Clerks assigned to the Records Unit, Expeditors assigned to the Communications Unit, all Covert Units, and all key personnel assigned to the Patrol Property Crimes Units. All other patrol staff that require the training will be conducted by the respective Patrol Unit. Newly hired and promoted personnel shall be trained by the Training Academy staff.</p>

We are committed to addressing the recommendations in the audit report and the plan of actions presented above.

Sincerely,

  
 William McManus  
 Chief of Police  
 San Antonio Police Department

  
 Erik Walsh  
 Assistant City Manager  
 City Manager's Office

		<i>San Antonio Police Department Homicide Standard Operating Procedure</i>			
<b>Procedure 218.00 Uniform Crime Reporting</b>					
<b>Office of Primary Responsibility (OPR):</b>	<b>IDC</b>	<b>Effective Date:</b> April 3, 2003	<b>04 Jun 2007</b> New Procedure		
<b>Office Symbol:</b>	<b>ICH - Homicide</b>	<b>Section:</b>	<b>Administrative</b>		
<b>SAPD Forms Prescribed:</b>	<b>None</b>	<b>Number of Pages: 6</b>	<b>4</b>		

**RESPONSIBILITIES:** To establish and maintain a process to document, track, update and clear cases investigated by the Homicide Unit.

**POLICY:** This procedure will be in accordance with the Uniform Crime Reporting criteria establish by the FBI.

**Tasks:**

**.01 Uniform Crime Reporting Sergeant:**

- A. Prepares and presents a monthly preliminary UCR Homicide Supplement for any new murders assigned for investigation, justifiable homicides, or negligent homicides and forwards the supplement to the Investigations Division Representative who approves and then forwards the supplement to the Departmental Uniform Crime Reporting Representative for formal preparation, calculation and presentation.
- B. Receives Charge and Disposition reports from detectives for all murder cases filed with the District Attorney's office.
- C. Receives copies of all Change of Offense Reports for all death related offenses changed by detectives assigned to the Homicide Unit.
- D. Upon receiving a Change of Offense Report, updates the PUCR Disposition page and Case Management to reflect the appropriate offense and follow-up unit.
- E. Maintains a spreadsheet of murder cases filed at large with the District Attorney's Office and conducts a monthly wanted check on these cases to determine if the suspect(s) in the case have been indicted and arrested for the offense charged.
- F. Upon finding that a suspect has been arrested on a murder case that was filed at large, updates the PUCR Disposition page with the appropriate clearance category and Case Management with the appropriate UCR information. Notice is obtained through the magistrate system (PMAG), or through the TRU daily activity report, or the Case Management Cleared Warrant System.
- G. Upon receiving notification that a murder case is Unfounded, Cleared by Arrest, Cleared by Exceptional Means, or Cleared by Juvenile Arrest,

updates the PUCR Disposition page to reflect the appropriate clearance category and Case Management with the appropriate UCR information.

- H. Updates the Homicide Murder Log to reflect the appropriate clearance category when a murder case is cleared and initials and dates the entry made in the Murder Log.
- I. Conducts weekly accuracy checks of the Homicide Murder Log and UCR Clearance section of the Homicide Murder Log.

**.02 UCR Detective:**

- A. Receives Charge and Disposition reports from detectives for all non-murder UCR active cases filed with the District Attorney's office.
- B. Receives copies of all Change of Offense Reports for all non-murder UCR active offenses changed by detectives assigned to the Homicide Unit.
- C. Upon receiving a Change of Offense Report, updates the PUCR Disposition page and Case Management to reflect the appropriate offense and follow-up unit.
- D. Maintains a spreadsheet of non-murder cases filed "at large" with the District Attorney's Office and conducts a monthly wanted check on these cases to determine if the suspect(s) in the case have been indicted and arrested for the offense charged.
- E. Upon finding that a suspect has been arrested on a non-murder case that was filed "at large", updates the PUCR Disposition page with the appropriate clearance category and Case Management with the appropriate UCR information.
- F. Upon receiving notification from the assigned detective-investigator that a non-murder case is Unfounded, Cleared by Arrest, Cleared by Exceptional Means, or Cleared by Juvenile Arrest, updates the PUCR Disposition page with the appropriate clearance category and Case Management with the appropriate UCR information.
- G. Identifies from monthly downloads, all non-felony aggravated assault UCR active cases. These cases are provided to the Sergeant in charge of non-felony Assaults.

**.03 Unit Member Responsibilities:**

- A. Detective Investigators:
  - 1. On every case involving a change of offense, investigators will provide their supervisor with a copy of all Change of Offense reports. After reviewing and approving the Change of Offense Report, the supervisor will forward the Change of Offense report to the UCR Sergeant for changes involving death related cases or to the UCR Detective for all other felony and misdemeanor cases.
  - 2. Immediately after filing a case with the District Attorney's Office, every investigator will provide the UCR Sergeant with a copy of all Charge and Disposition reports for murder cases or the UCR Detective with a

copy of all Charge and Disposition reports for all other cases, regardless of whether or not an arrest has been made in the case. This will apply to all cases, without exception.

3. Immediately after filing a case with the District Attorney's Office, an investigator will update Case Management to reflect the date the case was filed. This will apply to all cases, without exception. Investigators do not update the UCR information blocks in Case Management – these blocks are only updated by the UCR Sergeant/Detective.
4. Will immediately update the Case Management system with the name, date of birth and SID number (if available) of any suspect for an offense being investigated, regardless of whether or not the case has been filed with District Attorney's Office. The designation for a suspect in Case Management will be "SP."
5. Will immediately update the Case Management system with the name, date of birth and SID number of any actor arrested for an offense being investigated, regardless of whether or not the case has been filed with District Attorney's Office. The designation for an actor in Case Management will be "AP."
6. Will immediately update the Case Management system with the name, date of birth and SID number of any suspect where charges for an offense are filed at large with District Attorney's Office. The designation for a suspect who has a case filed on them in Case Management will be as "FP."
7. Investigators will present all cases carried Pending Further Information (PFI), Unfounded, Cleared by Exception or Cleared by Arrest to a supervisor for approval before the case is placed in the file room.

B. Sergeants:

1. Supervisors will review and approve/initial all Change of Offense reports and immediately forward the approved report to the UCR Sergeant (for all death related cases) or the UCR Detective (for all non-death related cases). The UCR Sergeant or UCR Detective is then responsible for updating the PUCR Disposition page and Case Management to reflect the change of offense.
2. Supervisors will review and approve/initial all cases carried PFI, Unfounded, or Cleared by Exception before the case is placed in the file room. Supervisors will review all PFI cases to determine if enough information exists to clear the case by exceptional means. If a PFI case can be Cleared by Exception, the supervisor will return the case to the investigator who will prepare the proper report and resubmit the case for approval.
3. After approval, supervisors will forward all cases carried as Cleared by Exception, Cleared by Arrest, or Unfounded to the UCR Sergeant/Detective so that the case can be cleared on the PUCR Disposition page and in Case Management.
4. During the monthly case review with each investigator, supervisors

will ensure that all reviewed cases in the Case Management system accurately reflect the required information.

5. The Homicide Sergeant in charge of non-felony aggravated assaults will receive from the UCR Detective copies of all misdemeanor UCR active cases identified from the monthly downloads. The Homicide Sergeant in charge of non-felony aggravated assaults will make sure that two attempts – a letter and follow-up phone call - are made to contact the complainants in these cases directing them to contact the Homicide Unit to proceed with their case. Copies of the offense report and letter sent to the complainants, and any documented attempts to contact the complainant through phone calls, will be kept on file for one month. If the complainant in these cases fails to contact the Homicide Unit as directed, the cases will be returned to the UCR Detective who will update the cases with the appropriate UCR classification. **This procedure will not apply to UCR active simple assaults.**
6. The Homicide Murder Log will be the only source for all murder related UCR information.
7. A supervisor verifies any UCR statistics for release to the media or any member of this department prior to release.

**.04 Classification of Murder Related Offenses:**

- A. The determination of whether or not an offense should be classified as a homicide for UCR purposes is not decided solely on the opinion(s) of the Medical Examiner's Office or the District Attorney's Office. However, these opinions can be considered when assessing whether or not the facts of the case establish the elements of the offense for the offense in question.

**.05 Discussion:**

- A. It is the responsibility of each detective investigator and each supervisor assigned to the Homicide Unit to ensure that all UCR active cases assigned for follow-up investigation are properly documented, tracked and recorded in accordance with the Uniform Crime Reporting criteria established by the FBI.
- B. For UCR purposes, the disposition/status of all cases assigned to detectives will be classified by the use of one of the following categories:
  1. Cleared by Arrest
  2. Cleared by Juvenile Arrest
  3. Cleared by Exceptional Means
  4. Active
  5. Unfounded
- C. **Cleared by Arrest** - The Uniform Crime Reporting Handbook published by the FBI states that an offense is "cleared by arrest" or "solved" for crime reporting purposes when at least one person is:

1. Arrested for the offense, or
2. Charged with the commission of the offense ***and*** turned over to the court for prosecution.
3. If no physical arrest is made, a clearance by arrest can be claimed when the offender is a person under 18 years of age and is cited to appear in Juvenile Court or before other juvenile authorities.

D. **Cleared by Exception** - The Uniform Crime Reporting Handbook published by the FBI states that offenses can be cleared by exceptional means if all of the following questions can be answered in the affirmative.

1. Has the investigation definitely established the identity of the offender?
2. Is there enough information to support an arrest, charge, and turning over the case to the court for prosecution?
3. Is the exact location of the offender known so that the subject could be taken into custody now?
4. Is there some reason outside law enforcement's control that precludes arresting, charging, and prosecuting the offender?

E. **Exceptional Clearances** - Generally, an offense can be exceptionally cleared when it falls into one of the following categories. This list is not all-inclusive; there may be other circumstances in which a law enforcement agency is entitled to an exceptional clearance.

1. Suicide of the offender (The person who committed the offense is dead).
2. Double Murder (Two persons kill each other).
3. Deathbed confession (The person who committed the offense dies after making the confession).
4. Offender killed by police or citizen.
5. Confession by an offender who is already in law enforcement custody or serving a sentence.
6. Offender is prosecuted by state or local authorities in another city for a different offense or is prosecuted in another city or state by the federal government for an offense which may be the same (law enforcement makes an attempt to return the offender for prosecution, but the other jurisdiction will not allow the release).
7. Extradition is denied.
8. The victim refused to cooperate in the prosecution, the identity of the offender is known, there is enough information to support an arrest, charge, and turning over the case for prosecution, and the exact location of the offender is known and the offender could be

taken into custody.

9. Warrant is outstanding for an offender, but before being taken into custody the offender dies.
  10. The handling of a juvenile offender either orally or by written notice to parents in instances involving minor offenses such as petty larceny. No referral is made to juvenile court as a matter of publicly accepted law enforcement policy.
- F. **The UCR Program recognizes that departmental policy in various law enforcement agencies allows discontinuing an investigation and administratively closing cases for which all investigation has been completed.** The administrative closing of a case or the clearing of a case by departmental policy does not permit exceptionally clearing the offense for UCR unless all four questions can be answered "yes."
- G. The Case Management System will include the option of administratively closing a case. Examples of cases classified as administratively closed include but are not limited to:
1. Cases referred to Municipal Court jurisdiction,
  2. Cases where another agency requests investigative responsibility,
  3. Cases where no crime has been committed (e.g. apparent sudden deaths, suicides and attempted suicides, accidental shootings and accidental deaths, etc),
- H. In accordance with UCR standards and for the purposes of clearing non-felony aggravated assaults by exceptional means, the following circumstances must exist:
1. The offense report must definitely establish the identity of the offender – in these cases, the identity of the offender is considered "definitely established" when the report provides the offender's full name and date of birth, or the offender's full name and address;
  2. There is enough information to support an arrest, charge, and turn over the case to the court for prosecution – in these cases, the elements of the offense must be present to support the offense;
  3. There is enough information to determine the location of the offender known so that the subject could be taken into custody – in these cases, enough personal information (name, date of birth, etc) must exist so that an address for the offender could be determined; and,
  4. There is some reason outside law enforcement's control that precludes arresting, charging, and prosecuting the offender – in these cases, this requirement is satisfied when the complainant fails to cooperate with the investigation (i.e., the complainant fails to respond within one month to the correspondence sent in relation to the case).
- I. **Unfounded** - The Uniform Crime Reporting Handbook published by the

FBI states that offenses can be unfounded when a complaint is determined through investigation to be false or baseless – in other word, no crime occurred. If the investigation shows that no offense occurred nor was attempted, UCR program procedures dictate that the reported offense must be unfounded.

		<i>San Antonio Police Department Report Review Standard Operating Procedure</i>			
<b>Procedure 218.00 Uniform Crime Reporting</b>					
<b>Office of Primary Responsibility (OPR):</b>	<b>SDC</b>	<b>Effective Date:</b> Replaces Proc. Dated	<b>21 Dec 2007 New Procedure</b>		
<b>Office Symbol:</b>	<b>SRR</b>	<b>Section:</b>	<b>Operations</b>		
<b>SAPD Forms Prescribed:</b>	<b>None</b>	<b>Number of Pages:</b>	<b>1</b>		

**RESPONSIBILITIES:** Review all offense reports and place proper Uniform Crime Code Classification.

**POLICY:** This procedure will be in accordance with the Uniform Crime Reporting criteria establish by the FBI.

**Tasks:**

**.01 Report Review Sergeant:**

- A. Review offense and incident reports to ensure proper classification.
- B. Review offense reports for completeness and accuracy of information necessary for proper UCR coding.
- C. Place proper UCR code on offense reports. Report review sergeant will add his identifying initial to each report.
- D. Place weapons code on all Assaults (to include Murders, Terroristic Threats, Harassments and Resisting Arrests), Robberies and Sexual offense.
- E. Return incomplete or inaccurate reports for correction and logging the returned reports into the Report Review Database and PRTS program.
- F. Fill out and submit a three page UCR form to every Sexual Assault, Indecency with a child and Homicide offenses for data entry clerks to reference.
- G. Answer questions from Patrol Sergeants and Patrolmen in regards to proper offense classification.
- H. Answer questions from Clerk Supervisors and Data Entry Clerks in regards to proper offense classifications and UCR coding.
- I. Keep a record of the number of reports submitted and reviewed each day.
- J. Look for all Hate Crimes reports and notify the UCR Sergeant with the case number.

		<i>San Antonio Police Department Report Review Standard Operating Procedure</i>			
<b>Procedure 218.00 Uniform Crime Reporting</b>					
Office of Primary Responsibility (OPR):	SDC	Effective Date:	21 Dec 2007	Replaces Proc. Dated New Procedure	
Office Symbol:	SRR	Section:	Operations		
SAPD Forms Prescribed:	None	Number of Pages:	2		

**.02 Training:**

- A. Train report review sergeants in performing tasks as listed in .01.
- B. Train in use of discrepancy notice/log system in S.A.M. Resources

	<b>San Antonio Police Department</b> <i>UCR Coordinator</i> <b>Standard Operating Procedure</b>		
<b>Procedure 218.00</b> <b>Uniform Crime Reporting</b>			
<b>Office of Primary Responsibility (OPR):</b>	<b>SDC</b>	<b>Effective Date:</b> Replaces Proc.	<b>12 Dec 2007</b> New Procedure
<b>Office Symbol:</b>	<b>SAS</b>	<b>Section:</b>	<b>Administrative</b>
<b>SAPD Forms Prescribed:</b>	<b>None</b>	<b>Number of Pages:</b>	<b>2</b>

**RESPONSIBILITIES:** To review and compile all UCR data submitted from the various sources. Ensure all statistical data is updated and compiled on Part 1 offenses and UCR clearances. Submit UCR data to DPS.

**POLICY:** This procedure will be in accordance with the Uniform Crime Reporting criteria establish by the FBI.

**Tasks:**

**.01 UCR Coordinator Daily Task:**

- A. Review and research all Information Technology Services Division (ITSD) error reports such as, "UCR Edit Program" and "Finalized Reports not on UCR File." Research the error that occurred and make appropriate corrections.
- B. Review all Arson reports submitted by the Arson Investigators before reports are entered into the computer.

**.02 UCR Coordinator Monthly Tasks:**

- A. Verify and make adjustments to all categories on the UCR Return A.
- B. Review and verify all Homicides on the UCR Homicide Supplemental Report submitted by the Homicide Sergeant.
- C. Research the monthly download to locate all offense reports that meet the specifications for the UCR Law Enforcement Officers Killed or Assaulted "LEOKA" report.
- D. Review Magistrates report sent by Information Systems Office.
- E. Review and submit additional curfew violation data to the UCR Juvenile report.
- F. Review UCR Narcotics report submitted by the Narcotics Sergeant.
- G. Review offense reports sent by Report Review Sergeants that meet the specifications for a UCR Hate Crime. Complete the "Hate Crime" supplemental reports for each hate crime.
- H. Review, make corrections to and count all the Family Violence reports submitted by patrol officers. The family violence forms for the month are sent to DPS.

- I. Review the UCR Arson report.
- J. Review monthly download of all Part 1 offense reports which qualify under the "Hierarchy Rule" and the "Separation of Time and Place Rule" (UCR Handbook, pages 10-13)

The UCR Coordinator will use the monthly download of Part 1 offenses and create a pivot table to isolate the offense reports with suffixes. Read all the suffix reports to ensure any tallies that are removed from the UCR count qualify under the Hierarchy and Time and Place Rules.

- K. Check for over-reporting of clearances. Remove any clearances that must to be canceled out due to the removal of any over reported Part 1 crimes.
  - L. Make final adjustments and prepare all UCR reports for the signature of the Chief of Police or his designee. The UCR report is sent up to the Chief of Police through the chain of command.
  - M Report any programming errors for offense codes that do not post to the correct UCR category.
- .03 Departmental Training:**  
Provide UCR training as needed department wide.