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Interoperability Means Success for All Law Enforcement

“Know where to find the information and how to use it—that’s the secret of success.”

~Albert Einstein

For more than a decade, the FBI’s Criminal Justice Information Services Division has made considerable strides in eliminating gaps in sharing biometric information through interoperability. The high-profile cases of illegal immigrants Rafael Resendez-Ramirez, a.k.a., The Railroad Killer (1990s), and Victor Manuel Batres-Martinez, who raped two nuns and murdered one of them (2002), as well as the terrorist attacks of September 11 (2001), demonstrated how imperative the real-time, reciprocal exchange of information among multiple repositories is to defending our borders and nation. Following these acts, new congressional legislation mandated that the Department of Justice’s FBI and the Department of Homeland Security (DHS) develop a technical solution for our respective systems, the Integrated Automated Fingerprint Identification System (IAFIS) and the Automated Biometric Identification System (IDENT), to become interoperable.

In 2006, the FBI and the DHS implemented an interim solution to share extracts of records through the Office of Biometric Identity Management, formerly the United States Visitor and Immigrant Status Indicator Technology program. The FBI provided extracts from the National Crime Information Center’s Known and Appropriately Suspected Terrorist and Wanted Person Files, as well as information on foreign special interests. In return, the DHS supplied information on persons who were expedited removals from the United States and those who were denied visas for entry based on biometric data. By 2008, the agencies began phasing out shared data extracts as the shared services capability was introduced. Shared services are the desired end state for biometric interoperability allowing the real-time search and exchange of information from all partner repositories via a single query.

Interoperability success can also be attributed to uniformity in capturing biometrics. In the same year shared services began,

Interoperability in Action

A Guatemalan national was arrested in Rhode Island for driving without a license. His fingerprints were submitted to the IAFIS, which returned a no match response. Through interoperability, the fingerprints and limited biographic data were also checked among IDENT records, where a match was found. The man was identified as a wanted member of a criminal organization responsible for several high-profile kidnappings and murders in Central America. Consequently, federal officials turned the man over to the Guatemalan police.

the DHS Customs and Border Protection (CBP) and the Department of State (DOS) Consular Affairs started a rolled, tenprint pilot. This, along with technological advances, currently allows CBP to conduct 98,000 searches a day at air and sea primary processing lanes. Through the Rapid Response functionality, these checks can be made at limited primary sea and air ports of entry before granting foreign travelers admission to the United States. In addition, the DOS can now submit 30,000 searches daily for visa applicants against the IAFIS criminal master file.

Today, the participants of IDENT/IAFIS Interoperability include all 50 states, the District of Columbia, four territories, and all federal agencies that submit Criminal Answer Required transactions. Through a single query, interoperability streamlines the process of sharing information by allowing authorized users to search approved data sets in a partner agency's repository and, if technically capable, receive a response.

Upon searching the criminal history information in IAFIS, participating agencies automatically query IDENT for basic immigration identity information, such as name, date of birth, place of birth, gender, and when available, a photograph. A positive identification, or a verification of identity in a repository, generates a response containing related biographic information, criminal history information, and immigration identity information. Together, these pieces assist in determining the use of aliases, generating threat profiles, and making sound decisions regarding public safety and national security.

In addition to facilitating queries among multiple systems for current cases, interoperability can also provide tremendous benefits for latent print searches. For example, the FBI and Department of Defense (DoD) recently implemented the Latent Interoperability Pilot with the Texas Department of Public Safety. Prior to the pilot, local and state criminal justice agencies searched latent fingerprints of criminal cases against the IAFIS. However, searches of IDENT and the DoD's Automated Biometric Identification System (ABIS) were only accepted on a case-by-case basis and processed manually. Through the pilot, the Texas Department of Public Safety can search latent prints against the full repositories of both IAFIS and ABIS in a single query. Another pilot between the FBI and the DHS aims to emulate the success of the DoD pilot. It will expand the availability of latent services beyond established user communities for superior information quality and timeliness.

The CJIS Division continues to expand the number of interoperability partners within the criminal justice and intelligence communities, widening the range of biometric sharing and garnering increasingly accurate and complete information. With such vast repositories, interoperability will continue to improve law enforcement's ability to solve crimes and protect our nation's borders.

How to Report New UCR Initiatives

For the past few years, the FBI's Uniform Crime Reporting (UCR) Program staff and the UCR Redevelopment Project team have been developing the standards by which law enforcement agencies can submit new, more detailed data. Recent initiatives include the collection of human trafficking offenses and arrests, the new bias categories of gender and gender identity, offenses counted in accordance with the revised rape definition, and updated race and ethnicity categories. Together, these data will help UCR become more relevant to current issues and concerns. To report these data as part of their 2013 data submissions, law enforcement agencies—regardless of whether they submit via the National Incident-Based Reporting System (NIBRS) or the traditional Summary Reporting System (SRS)—must adhere to updated technical specifications.

For more information about the new UCR initiatives, see the article about human trafficking in this edition of The CJIS Link, the overview of the new UCR data collections in the December 2012 edition, and the article about the UCR Program changing the definition of rape in the March 2012 edition of the Link.

NIBRS Agencies Use Revised Flat File Layouts

One document now supplies NIBRS agencies with everything they need to submit all of the new types of data. The *NIBRS Technical Specification* provides updated flat file record layouts (including the cargo theft indicator), new offense definitions (for trafficking offenses), and additional data values (for new bias motivation categories and types, as well as updated race and ethnicity categories). This document is available on the FBI's updated Web site at <http://www.fbi.gov/about-us/cjis/ucr/ucr-program-data-collections>.

SRS Agencies Use Excel Workbook or Revised Flat File Layouts

Two options currently exist for SRS agencies to submit new data:

- Microsoft Excel Products (provided by the FBI)—This option is a one-stop shop to submit all of the new data types. With the *UCR Summary Excel Workbook* and the *UCR Summary Excel Tally Book*, agencies can electronically record and submit their Summary data. These documents are coming to the FBI's UCR Web site soon, but in the meantime, agencies may access them on the Association of State UCR Programs' Web site at www.ASUCRP.net.
- Traditional Flat File—*Summary Reporting System Technical Specification* includes revised offense definitions (for rape), new offense definitions (for human trafficking), and

updated data codes (for expanded race and ethnicity categories). In addition, SRS agencies can use the *Hate Crime Technical Specification* and the *Cargo Theft Technical Specification* to prepare submissions for those respective initiatives. These documents are available on the FBI's updated Web site at <http://www.fbi.gov/about-us/cjis/ucr/ucr-program-data-collections>.

Keep in Mind

Law enforcement agencies should note that paper forms for the new data are not yet available; forms on the Web are not up to date. Therefore, agencies must use one of the formats specified above when submitting new data. Although revised forms will be ready in the months to come, the national UCR Program staff encourages agencies to use electronic submission methods as the program moves toward the July 1, 2013, deadline to discontinue processing paper submissions.

Another electronic submission option that the FBI will begin processing next year when its new system goes live is detailed in *FBI UCR Extensible Markup Language (XML) Information Exchange Package Documentation (IEPD) for Summary and NIBRS*, which is currently available at www.ASUCRP.net. The national UCR Program encourages agencies to familiarize themselves with the XML format and to consider adopting it for future submissions.

Agencies with additional questions concerning data submission methods should contact their respective state UCR Program managers or the national UCR Program's Crime Statistics Management Unit by e-mail at <cjis_comm@leo.gov> or by telephone at (304) 625-4830.

BUSTED...With an Assist from NICS and IAFIS/IDENT Team

NICS Reaches Milestone

Tuesday, February 12, 2013, marked a milestone for the National Instant Criminal Background Check System (NICS). At 8:57 that morning, the NICS Section processed its one millionth denial transaction. The transaction originated from a Federal Firearms Licensee in Texas, and it was submitted to the NICS Contracted Call Center on Friday, February 8. It was initially delayed and placed in the NICS Delay Queue pending further review and research. Additional research conducted within the allotted window of 3 business days revealed the transaction would be a denial pursuant to a federal firearm prohibition.

From November 30, 1998, when it was established, through mid-morning February 12, 2013, the NICS Section of the FBI's Criminal Justice Information Services Division processed 77,411,159 firearm background checks.

IAFIS/DHS's IDENT Team Up to Establish Applicant's Identity

The Department of State (DOS) Office of Personnel Security and Suitability received an application for employment in the DOS Industrial Security Section. The applicant's fingerprints were submitted to the FBI's Integrated Automated Fingerprint Identification System (IAFIS), and because of interoperability, a search of the Department of Homeland Security's (DHS's) Automated Biometric Identification System (IDENT) was also initiated. IDENT returned a match to the prints, but with another person's name. Upon review, it was discovered that there was a Moderate Risk Public Trust position granted for the individual. The Office of Personnel Security and Suitability contacted the DOS Industrial Security Section, and the subject's access was rescinded because of biometric fraud.

UCR Program Adds Human Trafficking Offenses to Data Collection, Includes More Specific Prostitution Offenses

On January 1, 2013, the FBI's Uniform Crime Reporting (UCR) Program began collecting data regarding human trafficking as mandated by the *William Wilberforce Trafficking Victims Protection Reauthorization Act of 2008*. According to David Cuthbertson, Assistant Director of the FBI's Criminal Justice Information Services (CJIS) Division, "As law enforcement begins to capture and submit data on human trafficking, our UCR statistics will start to show the extent of what is essentially modern-day slavery in our country."



Photo by Kay Chernush for the U.S. State Department

Now, law enforcement agencies participating in the UCR Program can submit offense and arrest data for human trafficking in two new categories: commercial sex acts and involuntary servitude. The UCR Program defines these offenses as follows:

Human trafficking/commercial sex acts—Inducing a person by force, fraud, or coercion to participate in commercial sex acts, or in which the person induced to perform such act(s) has not attained 18 years of age.

Human trafficking/involuntary servitude —The obtaining of a person(s) through recruitment, harboring, transportation, or provision, and subjecting such persons by force, fraud, or coercion into involuntary servitude, peonage, debt bondage, or slavery (not to include commercial sex acts).

In addition to adding these offenses, the UCR Program has made distinctions between assisting or promoting prostitution, purchasing prostitution, and prostitution as required by the act. The new and revised offense definitions were derived from the collaborative efforts of the FBI's CJIS Advisory Policy Board, which is made up of representatives from all major law enforcement organizations, and staff from the national UCR Program with input from the Criminal Investigative Division's Civil Rights Unit, the Office of the General Counsel, and victim advocacy

groups, such as Polaris Project. Law enforcement agencies can submit their data about human trafficking and prostitution through either of the UCR Program's two reporting systems: the National Incident-Based Reporting System (NIBRS) or the traditional Summary Reporting System (SRS), both of which define the offenses the same. Human trafficking/commercial sex acts and human trafficking/involuntary servitude are Group A offenses in the NIBRS and Part I offenses in the SRS; agencies can submit both offense and arrest data for these offenses. The crimes of assisting or promoting prostitution, purchasing prostitution, and prostitution are Group A offenses in the NIBRS, which captures offense and arrest data for Group A offenses, and Part II offenses in the SRS, which collects only arrest data for Part II crimes.

Agencies that need assistance with reporting codes can find them in each system's new technical specifications, which are available on the FBI's Web site at <http://www.fbi.gov/about-us/cjis/ucr/technical-specifications>. Submitted data will be published in the annual report *Crime in the United States* and an upcoming NIBRS publication; the FBI will also maintain the data in the national UCR database.

Need to Know

UCR State Program Bulletin and UCR Newsletter Available on the LEO

Law enforcement agencies that contribute data to the Uniform Crime Reporting (UCR) Program through a state program can access current and past editions of the *UCR State Program Bulletin* on the LEO Intranet at

https://www.leo.gov/http://leowcs.leopriv.gov/lesig/cjis/programs/crime_statistics/state_program_bulletins/state_program_bulletins.htm.

Direct contributors can access current and past editions of the *UCR Newsletter* on the LEO Intranet at https://www.leo.gov/http://leowcs.leopriv.gov/lesig/cjis/programs/crime_statistics/newsletters/newsletters.htm.

Users with questions concerning access to the LEO should contact the LEO Operations Unit by telephone at (304) 625-5555.

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Available exclusively online, *The CJIS Link* provides information about system enhancements, training opportunities, policy changes, and successes to CJIS system users across the law enforcement, national security, and intelligence communities. Be sure to visit www.fbi.gov/about-us/cjis to sign up for e-mail alerts that let you know when new editions become available.

To share your feedback, success stories, and article suggestions to make this newsletter even better, e-mail *The CJIS Link* staff at cjis_comm@leo.gov. Please be sure to put "CJIS Link" in the subject line.

Rising From the Ashes of Tragedy: Pamela Hotsinpiller Receives FBI Director's Community Leadership Award

In April, FBI Director Robert S. Mueller, III, recognized West Virginia resident Pamela Hotsinpiller as one of the recipients of the 2012 Director's Community Leadership Award.

Hotsinpiller received the award for her advocacy for crime victims and support of the law enforcement community.

In 2011, her son Derek, a 24-year-old U.S. Marshal, was killed in the line of duty by a fugitive. In honor of her son and her late husband James, a long-time member of the Bridgeport (WV) Police Department, Hotsinpiller established the James and Derek Hotsinpiller Memorial Scholarship Fund, Inc., to assist college students pursuing a career in law enforcement or social science.

The goal of the fund is to raise dollars that help put more officers on the street, not only to protect communities but also fellow officers.

In addition, Hotsinpiller is involved with the Derek Hotsinpiller Fallen Star Memorial 5K Race, honoring all officers killed in the line of duty.



Pamela Hotsinpiller receives a 2012 Director's Community Leadership Award



James W. Hotsinpiller, Jr.



Derek W. Hotsinpiller

