

INTRODUCTION

The Illinois Uniform Crime Reporting Program

The Illinois Uniform Crime Reporting (I-UCR) Program was developed in 1971 and implemented on January 1, 1972. The Illinois State Police was given the responsibility to act as the central repository for crime statistics. Reporting crime statistics is mandated by Chapter 50 of the Illinois Compiled Statutes (ILCS), 709/5.

The Uniform Crime Reporting Act. The Department shall be a central repository and custodian of crime statistics for the State and it shall have all power incident thereto to carry out the purposes of this Act, including the power to demand and receive cooperation in the submission of crime statistics from all law enforcement agencies.

Reporting law enforcement agencies submit data on a monthly basis to the I-UCR Program. Jurisdictions mandated to participate include villages, municipalities, counties, colleges, universities, park districts, railroads, forest preserves, hospitals, and other miscellaneous agencies throughout Illinois.

Index Crime offenses, Index Crime arrests, and Drug Crime arrests are mandated to be reported by law enforcement agencies. In April 1996, the Illinois State Police began the collection of additional crime statistics mandated by state and federal statutes. These included Domestic Offenses, Attacks Against School Personnel, and Hate Crimes. Crimes Against Children were also reported voluntarily to the I-UCR Program.

In 2010, the I-UCR Program transitioned to Index Crime reporting guidelines compliant with the Federal Uniform Crime Reporting (UCR) Program. Not all previously participating reporting agencies have successfully transitioned to the revised reporting guidelines. In 2011, 754 agencies submitted crime statistics as compared to the 903 agencies who submitted crime statistics prior to the transition to the Federal UCR Program reporting guidelines. Crime statistics submitted by agencies for the reporting year failing to adhere to the revised reporting guidelines and/or submission process were not accepted, and not represented in the publication. This exclusion impacts both county-wide and state-wide totals. Additional information regarding the revised reporting guidelines and subsequent Program impact is provided in detail on pages 8 and 9.

In 2014, the collection of Crimes Against Children was discontinued. Attacks Against School Personnel was combined with additional school-related statistical categories creating School Incident Reporting. Index Crime reporting was enhanced to comply to the Federal UCR Program's additional collection of the human trafficking offenses of commercial sex acts and involuntary servitude, and revision of the definition of forcible rape to rape.

The collection of Supplemental Homicide Data and Arrest Related Deaths began in 2016 as mandated by the ILCS.

In 2017, the collection of Officer Non-Fatal Shootings began as mandated by the ILCS, bringing the total number of mandated crime statistic reporting elements or categories to seven.

In 2021, the I-UCR Program's National Incident Based Reporting System (NIBRS) Repository was certified by the FBI. NIBRS reporting has replaced the legacy Summary Reporting System (SRS). The legacy SRS site will be available to local law enforcement agencies until December 31st, 2022. Crime in Illinois will be a hybrid report for reporting years 2021 and 2022. Both NIBRS and SRS data will be available for the hybrid years.

The collection of Use of Force data began in 2021 as mandated by the ILCS. Federal Use of Force guidelines were adopted and implemented.

The collection of Mental Health Incidents began in 2021 as mandated by the ILCS.

Complete reporting guidelines for each of the mandated reporting elements can be found on the I-UCR Program website at <https://isp.illinois.gov/crimereporting/>.

NOTE: There is potential for discrepancies between specific agency data statistics presented in *Crime in the United States 2021* versus *Crime in Illinois 2021*. This is because the statistics presented in this publication represent data submitted to the I-UCR Program as of March 31, 2022. The statistics in *Crime in the United States 2021* represent data submitted to the Federal UCR Program as of March 18, 2022.

Crime Statistics Interpretation Consideration

When comparing the crime statistics of one agency to those of another, many factors should be taken into consideration before drawing conclusions. Some conditions affecting the type and volume of crime are:

- Whether or not the reporting agency adhered to the revised offense definitions and applied revised scoring principles in the compilation of statistics
- Whether or not the reporting agency was complete in reporting for the entire year
- Population density and degree of urbanization
- Variations in composition of the population, particularly youth concentration
- Stability of population with respect to residents' mobility, commuting patterns, and transient factors
- Modes of transportation and highway system
- Economic conditions, including median income, poverty level, and job availability
- Cultural factors and educational, recreational, and religious characteristics
- Family conditions with respect to divorce and family cohesiveness
- Climate
- Effective strength of law enforcement agencies
- Administrative and investigative emphases of law enforcement
- Citizens' attitudes toward crime
- Crime reporting practices of citizens

Guard against direct agency-to-agency comparisons when analyzing I-UCR statistics. Such comparisons could be misleading unless demographic differences between jurisdictions are taken into account. Every community has unique social, ethnic, and economic factors which may affect its crime statistics. These dissimilarities may bias the results of any comparative analysis between agencies. The state of crime within a jurisdiction is complex and cannot always be defined based on statistics alone, as it might be when comparing one agency to another. The definition of jurisdiction itself may vary between agencies, as evidenced by railroad agencies and state agencies whose jurisdictions are comprised of non-geographical areas.

In addition, uniform crime reporting statistics reflect "offenses known to police." In other words, these crime counts and rates only reflect information on crimes reported to police, not necessarily all crimes that occurred. Propensity to report a crime varies by the type of crime and the individual characteristics of the victim.

In general, the decision to use any indicator for analysis purposes must be made with care. The statistical indicators presented within this publication have utility for law enforcement administrators; however, they must be used with caution. No single indicator is sufficient for thorough crime analysis. Instead, decisions law enforcement administrators are called upon to make require a multifaceted, analytical approach.

I-UCR Reporting Agencies

Of the over 1,000 law enforcement agencies in Illinois, 669 agencies reported 2021 statistics as compared to the 722 agencies who reported 2020 statistics. Noncompliant agencies failed to report statistics using submission protocol, submit statistics compliant to reporting guidelines, or submit any statistics, or the agency reported through an intermediary agency (sheriff's office, police department, etc.).

Prior to publication, reporting agencies are provided the opportunity to review and adjust data during the annual verification process. There are oftentimes changes to statistics initially submitted based on the agency's continued investigation of an incident. Additionally, a common error detected during verification is related to data entry (i.e. a ten (10) is entered and submitted instead of a one (1)). The annual verification process has been in place for thirty years; however, only 50 of the 669 reporting agencies completed the 2021 verification process.

Agency Type	2021
Municipalities	536
Sheriffs' Offices	71
Colleges & Universities	37
State Agencies	4
Railroads	3
Park Districts	8
Forest Preserves	5
Other Agencies	3
TOTAL	669

Of the 669 reporting agencies, 357 became certified in National Incident Based Reporting System (NIBRS) in 2021.

The Crime Index/Crime Rate

A majority of the offense and arrest statistics in this publication focus primarily on what are known as Index Crimes. The historical collection of eight crime categories that make up this index was expanded to ten crime categories in 2014 with the addition of two human trafficking offense categories. This index of crimes provides an indication of the extent serious crime occurs in the jurisdiction, region, or state. Five of the Index Crime categories are crimes against persons including criminal homicide, rape, aggravated battery/aggravated assault, human trafficking commercial sex acts, and human trafficking involuntary servitude. The five remaining Index Crime categories are crimes against property including robbery, burglary, theft, motor vehicle theft, and arson.

The I-UCR Program's **Crime Index** translates into the number of offenses reported within the ten Index Crime categories as defined by the Federal UCR Program.

Criminal Homicide - The willful (non-negligent) killing of one human being by another.

Rape - Penetration of the vagina or anus with any body part or object, or oral penetration by a sex organ of another person, without the consent of the victim; attempts are included.

Robbery - The taking or attempting to take anything of value from the care, custody, or control of a person or persons by force or threat of force or violence and/or putting the victim in fear; attempts are included.

Aggravated Battery/Aggravated Assault - An unlawful attack by one person upon another for the purpose of inflicting severe or aggravated bodily injury. This type of assault is usually accompanied by the use of a weapon or by means likely to produce death or great bodily harm. It is not necessary that an injury results from the attack when a weapon is used that could cause great personal injury; attempts and attempted criminal homicide are included.

Burglary - The unlawful entry of a structure to commit a felony or a theft; attempts are included.

Theft - The unlawful taking, carrying, leading, or riding away of property from the possession of another; attempts are included.

Motor Vehicle Theft - The theft or attempted theft of a motor vehicle.

Arson - Any willful or malicious burning or attempt to burn, with or without intent to defraud, a dwelling house, public building, motor vehicle or aircraft, or personal property of another; attempts are included.

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 acts has not attained 18 years of age; attempts are included.

Human Trafficking Involuntary Servitude - The obtaining of a person(s) through recruitment, harboring, transportation, or provision, and subjecting persons by force, fraud, or coercion into involuntary servitude, peonage, debt bondage, or slavery; attempts are included.

The **crime rate** indicates the prevalence of crime occurring across a given population. It is generally defined as the total number of Index Crimes per 100,000 inhabitants and is calculated as follows:

$$\frac{\text{Index Crime Count} \times 100,000}{\text{Jurisdictional Population}} = \text{Crime Rate}$$

The jurisdictional population can be that of a city, town, village, county, or state.

The **percent change** indicates the increase or decrease of the volume of statistics reported.

$$\frac{\text{Current Total} - \text{Previous Total}}{\text{Previous Total}} \times 100 = \text{Percent Change}$$

Index Crime Offense Classifications

In 2010, the I-UCR Program transitioned and became compliant with the Federal UCR Program's reporting guidelines. This transition significantly impacted the classification and scoring procedures agencies previously used in compiling Index Crime statistics.

Offenses occurring within a crime incident must first be classified into the appropriate offense category as defined by the Federal UCR Program. The federal definitions for the ten Index Crime categories can be found on page 6. The definitions do not, in all cases, mirror Illinois Compiled Statutes (ILCS) offense definitions. It is critical for an agency to review the definitions prior to submitting statistics to ensure only offenses meeting the definition are reported. This will avoid the potential to both over and under report offenses. The text below highlights how the differences between some of the Federal and ILCS offense definitions may impact crime statistic reporting.

Criminal Homicide - The ILCS has many homicide-related offenses; however, only first degree and second degree murder meet the federal offense definition and are reported.

Aggravated Battery/Aggravated Assault - The ILCS allows battery and assault offenses to be elevated to aggravated based on who the victim is (police officer, correctional officer, fireman, private security officer, teacher, emergency medical technician, disabled person, person age 60 years or older, or pregnant victim); where the incident took place (public way, public property, or sports or entertainment arenas when events are scheduled); or if the assailant conceals his identity (hooded, robed, or masked). If the battery or assault offense is elevated to aggravated based ONLY on one of the criteria above, the offense is not classified as aggravated and should not be reported.

Arson - The ILCS stipulates that the value of damaged property must be \$150 or more for an offense to be classified as an arson. The revised definition requires the reporting of any willful malicious burning or attempt to burn property as an arson without regard to the value of the property.

Burglary and Theft - There were no changes to the definition for either offense category. Historically, vehicle burglaries have been classified and reported as thefts. Many agencies were incorrectly classifying and reporting vehicle burglaries in the burglary category. The development of more detailed reporting guidelines coupled with a statewide training initiative resulted in a better understanding of the definition of burglary.

Rape - In 2014, the Federal UCR Program revised the definition of forcible rape to rape, requiring the collection of additional sex offenses. The revised definition was implemented by the I-UCR Program in the 2014 reporting year.

Forcible Rape - Carnal knowledge is defined as "the act of a man having sexual bodily connections with a woman; sexual intercourse."

Rape - Penetration, no matter how slight, of the vagina or anus with any body part or object, or oral penetration by a sex organ of another person, without the consent of the victim. Force is not a required element.

Index Crime Offense Scoring

Once offenses in a crime incident have been classified, agencies are tasked with scoring or counting the number of offenses having occurred. The scoring of offenses requires the application of the Hierarchy Rule, Crimes Against Persons versus Crimes Against Property scoring rules, the Hotel Rule, and Separation of Time and Place Rule. Each of these scoring rules will have an impact by decreasing the number of offenses reported.

Hierarchy Rule

The order in which the Index Crime categories are listed on page 6 is significant, establishing the hierarchy order. Criminal homicide is ranked as the highest offense in the hierarchy order and theft is the lowest offense in the hierarchy order. If several offenses are committed within one incident, it is referred to as a multi-offense incident. The Hierarchy Rule requires that when a multi-offense incident has occurred, the agency must identify which of the offenses is the highest in the hierarchy order and report only that offense. The other offenses in the multi-offense incident are not reported. Motor vehicle theft, arson, and human trafficking offense categories are exceptions to the Hierarchy Rule.

In instances where a motor vehicle theft is reported along with an additional theft in a multi-offense incident, the motor vehicle theft is the only offense reported with no regard for the Hierarchy Rule. This exception only applies when motor vehicle theft and theft alone are the only offenses reported in a multi-offense incident.

If the offenses of arson or human trafficking occur in a multi-offense incident, the reporting agency must report the arson and/or human trafficking offense. The Hierarchy Rule is then applied to the remaining offenses to determine which offense is the highest in the hierarchy order. The arson and/or human trafficking offense and the highest-ranking of the remaining offenses must be reported.

Crimes Against Persons - Crimes Against Property

Categorizing an offense as a crime committed against a person or committed against property is the next step in scoring offenses. Criminal homicide, rape, aggravated battery/aggravated assault, human trafficking commercial sex acts and involuntary servitude are crimes against persons. For these categories, one offense is scored for each victim. The number of offenders involved in the incident is irrelevant. Robbery, burglary, theft, motor vehicle theft, and arson are crimes against property. For robbery and theft, one offense is scored for each distinct operation or attempt, regardless of the number of victims or offenders. For burglary, motor vehicle theft, and arson, each offense is scored independently.

Hotel Rule

Burglaries of hotel or motel rooms, lodging houses, spas, resorts, or other places where lodging is the main purpose are scored differently than other burglaries. If a number of rooms are burglarized over the same time frame, the burglaries are scored as one offense.

Separation of Time and Place

Separation of time and place means that the time interval between same offenses and the distances between locations where they have occurred are insignificant. Offenses must have occurred during an unbroken time frame and at the same or adjoining locations. In these cases the offenses are reported as a single offense. This rule is applied to the property crimes of theft and robbery only. It is not applied to crimes against persons, or the remaining crimes against property of burglary, motor vehicle theft, or arson.

Index Crime and Drug Offense Arrest Data

Historically, arrest data has not represented a 'clearance rate' for a specific law enforcement agency, a county, or for the state of Illinois as compared to the number of Index Crime offenses reported. Due to a variety of circumstances, an offense may be administratively or exceptionally cleared with no arrest. An example is an incident where a suspect commits a homicide and then commits suicide. An arrest for the homicide offense cannot be made; however, the incident is noted as cleared by one of the two aforementioned means.

Additionally, there are numerous guidelines that must be adhered to when reporting Index Crime arrests. The following guidelines, though not inclusive, represent a majority of the critical arrest reporting guidelines.

- Agencies report one arrest for each individual suspect arrested for a specific Index Crime offense, regardless of how many cases of the same offense may be cleared. Example: A suspect is arrested for six residential burglaries occurring over a four month period. Only one arrest for burglary is submitted.
- The Hierarchy Rule must be applied. If a suspect is arrested for multiple Index Crime offenses having occurred within a single incident, an arrest is submitted only for the most serious offense. Example: A suspect is arrested for home invasion and second degree murder. The only arrest submitted is the arrest for second degree murder.
- The exceptions to the Hierarchy Rule that apply to offense reporting are also applied to the reporting of arrests. Arson and human trafficking arrests are always reported, followed by the arrest for the most serious offense within the incident. Example: A suspect is arrested for arson, theft, and aggravated battery. An arrest is submitted for arson and aggravated battery.
- Arrest data is submitted for the month in which the arrest occurred, not for the month in which the offense occurred and was subsequently reported. An offense may have occurred in November 2016, and an arrest not made until May of the following year. The Index Crime offense is submitted and reflected in the 2016 report, and the associated arrest is submitted and reflected in the 2017 report.
- The guidelines governing the submission of Drug Offense arrests differ from Index Crime arrest reporting guidelines. Agencies submit the number of offenses in each drug category where an arrest has been made. One suspect may be arrested for possession of cannabis, possession of a controlled substance, and possession of drug paraphernalia. An arrest in each of the three categories is reported.
- *Effective July 29, 2016, the possession of 10 grams or less of cannabis and associated drug paraphernalia were no longer collected due to the decriminalization of these offenses. This legislative change was responsible for the decreased number of arrests in both categories.*

Due to the complexity of Index Crime arrest reporting guidelines, individual agency arrest statistics are not provided to prevent use of the data in an attempt to arrive at a clearance rate. Index Crime arrest data is, however, compiled for each county, and the state of Illinois. Drug Offense arrest statistics are similarly compiled.