# Technical Report

# Linking Uniform Crime Reporting Data to Other Datasets

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Since the 1930's the FBI's Uniform Crime Reporting (UCR) program has collected data on crimes reported to the police and on arrests. These data come from State and local law enforcement agencies, and for the UCR the FBI developed its own agency identifiers.

Most other Federal data collections, including the decennial census and the census of governments, use geocodes and government entity identifiers developed by the Census Bureau or by what is now the National Institute for Standards and Technology (NIST). Because the UCR and other data sources do not share place identifiers, analysis of crime data in conjunction with data from other sources has been difficult.

To overcome this obstacle, the Bureau of Justice Statistics (BJS) and the National Archive of Criminal Justice Data (NACJD) have created a data file, the Law Enforcement Agency Identifiers Crosswalk, that lists agencies by the FBI's codes as well as the other major identifying standards in use today. This report describes this file and its uses. The file is available free of charge from the NACJD. (See box on page 9 for information about how to acquire this file.)

## Highlights

The Bureau of Justice Statistics (BJS) and the National Archive of Criminal Justice Data (NACJD) recently developed the Law Enforcement Agency Identifiers Crosswalk. For the first-time, criminal justice researchers and statisticians will be able to analyze crime and arrest data reported by nearly 20,000 State and local law enforcement agencies in conjunction with socio-demographic data from other official datasets.

The crosswalk merged data from three major datasets:

• The FBI's Uniform Crime Reporting (UCR) program file containing 18,725 records, one for each law enforcement agency in the Nation that had ever reported to the UCR as of 1996

• The BJS 1996 Directory of Law Enforcement Agencies (DLEA) file of 18,745 law enforcement agencies, a complete census of publicly funded police and sheriffs' departments employing at least one part-time or full-time sworn police officer with full arrest powers

• The Census Bureau's Governments Integrated Directory (GID), which is a complete listing of all 86,745 recognized local governments in the United States.

The resulting file has 23,170 records:

• 14,313 from both the UCR and the DLEA
• 4,418 from only the UCR
• 4,439 from only the DLEA.

Each record in the file contains the following geo-coding information where matches were possible:

• The law enforcement agency's ORI code

• The Census Bureau's Governments Division code (GOVID), identifying the parent government of the law enforcement agency

• The National Institute of Standards and Technology (NIST) FIPS codes, identifying the geographic area of the agency.

## Origin of the crosswalk

The immediate need for a crosswalk was administration of the Local Law Enforcement Block Grant program, enacted in 1996, and the Juvenile Accountability Incentive Block Grant program, enacted the following year.

In both these programs, government awards are based on a formula that includes a 3-year average of violent crimes from the UCR. The juvenile block grant program also uses government expenditure data from the Census Bureau's finance survey files.

The crosswalk opens many opportunities for criminal justice research because it allows linking UCR offenses known, persons arrested, hate crimes, and supplementary homicide files to other official datasets. Beyond this linking, the crosswalk makes available the complete Federal Information Processing Standards (FIPS) geocoding for more complete geographic mapping of UCR data than previously possible. (For a list of abbreviations or acronyms associated with the crosswalk and for where to find data referenced here, see boxes on page 9.)

Researchers have always been able to aggregate UCR data to the State, county, and metropolitan area using those FIPS codes on the UCR tapes. With the crosswalk, however, the more detailed FIPS codes and government identification (GOVID) codes on the crosswalk allow more detailed analyses at finer geographic levels. The GOVID also allows analysis of multiple datasets, further enriching analytic possibilities.

**Using the GOVID** researchers can link UCR data to –

• BJS surveys and censuses of correctional programs that collect data on facility operations and staffing as well as about inmates

• Census Bureau's Governments Division files on government finance, expenditure, and employment, especially the quinquennial Census of Governments, last done in 1997, that collects data on all known governments rather than a sample

• the Federal Assistance Award Data System of the Census Bureau's Governments Division that produces datasets on all types of Federal financial assistance awards to all types of recipients.

**Using the FIPS codes** researchers can link the UCR files to data sets from the Census Bureau, Bureau of Labor Statistics, and other Federal agencies, including —

• the Decennial Census of Population and Housing, conducted every 10 years, that provides data on the full range of population and housing information, with extensive socio-demographic and economic data on persons and households, and about the housing stock.

• the Current Population Survey that provides data on employment, unemployment, earnings, and hours of work. Data are available by demographic characteristics, occupation, industry, and class of worker. Supplemental questions produce data on topics like school enrollment, income, previous work experience, health, employee benefits, and work hours.

• the Survey of Income and Program Participation that provides information on source and amount of income; labor force participation; participation in income supplementing programs such as food stamps, pension systems, private health insurance coverage, public or subsidized rental housing, low-income energy assistance, and school breakfast and lunch programs; and general demographic characteristics.

• the National Vital Statistics System Mortality Data, Multiple Cause-of-Death Public-Use Data Files that provide mortality data for cities, counties, and standard metropolitan areas. These data are produced by the National Center for Health Statistics from certificates filed for deaths occurring in each State. For example, the crosswalk file was used to link homicide data from the National Vital Statistics System to the FBI's Supplementary Homicide Reports for an analysis of the agreement between the two sources at the county level.*

*Brian Wiersma and others, "A Comparison of Supplementary Homicide Reports and National Vital Statistics System Homicide Estimates for U.S. Counties," *Homicide Studies*, 4,4, Nov. 2000, pp. 317-340.

The UCR coding does not associate the agency with its parent government. The current crosswalk was originally designed to link the number of violent crimes reported by individual police agencies to specific local governments for formula grant purposes.

**FBI UCR codes (ORI)**

Law enforcement agencies voluntarily report summary crime and arrest data monthly to the FBI. Initially most reporting agencies were in large cities, and before 1957 the FBI did not aggregate data, even to the national level. Over the years the number and types of agencies reporting crime have increased.

Every agency that reports to the UCR is assigned a unique Originating Reporting Agency Identifier or ORI. For the most part, police agencies have an ORI and report crimes, but other agencies — like fire marshals, alcoholic beverage control agencies, regional and special purpose task forces, Federal agencies, and private colleges — also have law enforcement responsibilities and are assigned ORI codes.

By design, the ORI codes are the first seven digits of the FBI's National Crime Information Center (NCIC) number. Established in 1967, NCIC is a nationwide computerized system that provides law enforcement with ready data about wanted persons, stolen property, and other information.

The ORI codes begin with a two-letter State designation which is similar, but not identical, to that used by the U.S. Postal Service. For example, Nebraska in the ORI numbers is NB, whereas the postal abbreviation is NE.

**Table 1. Number of ORI's assigned to State government, by State**

| State government | Number of ORI's |
|---|---|
| Alabama | 32 |
| Alaska | 9 |
| Arizona | 12 |
| Arkansas | 23 |
| California | 138 |
| Colorado | 30 |
| Connecticut | 29 |
| Delaware | 17 |
| Florida | 497 |
| Georgia | 122 |
| Hawaii | 3 |
| Idaho | 16 |
| Illinois | 71 |
| Indiana | 110 |
| Iowa | 9 |
| Kansas | 17 |
| Kentucky | 137 |
| Louisiana | 24 |
| Maine | 58 |
| Maryland | 62 |
| Massachusetts | 83 |
| Michigan | 99 |
| Minnesota | 17 |
| Mississippi | 27 |
| Missouri | 17 |
| Montana | 8 |
| Nebraska | 99 |
| Nevada | 13 |
| New Hampshire | 14 |
| New Jersey | 44 |
| New Mexico | 13 |
| New York | 280 |
| North Carolina | 274 |
| North Dakota | 8 |
| Ohio | 22 |
| Oklahoma | 31 |
| Oregon | 79 |
| Pennsylvania | 232 |
| Rhode Island | 17 |
| South Carolina | 117 |
| South Dakota | 5 |
| Tennessee | 19 |
| Texas | 48 |
| Utah | 13 |
| Vermont | 17 |
| Virginia | 169 |
| Washington | 10 |
| West Virginia | 124 |
| Wisconsin | 21 |
| Wyoming | 5 |

The remaining five digits of the ORI code are generally numeric. Depending on the State, the first two or three digits identify the county within the State and the remaining digits identify the reporting agency within the county. The last five digits sometimes incorporate alpha characters, such as *SP* for State police agency, *WL* for wildlife police, *HP* for highway patrol, and other combinations. (See *Appendix 1* on page 7 for more information on the variations in ORI coding across the States.)

A government can have more than one agency with an ORI code. This is particularly true of State governments in which the State police have a barracks in every county, each with its own ORI code (table 1). Add to this, State wildlife agencies and alcoholic beverage control agencies, and the number of ORI's assigned to a State can be large. Florida has the most, with 497 separate ORI's assigned to the State level of government.

About 96% of the general purpose local governments have one ORI in the UCR file (table 2). But 382 have 2, and New York City has 20. Of the 1,873 ORI's in multiple-ORI governments, half are in Texas, as a result of constables being added to the crosswalk from the 1996 Directory of Law Enforcement Agencies (DLEA).

## Federal Information Processing Standards (FIPS) codes

FIPS codes were developed to uniquely identify geographic and population areas such as States, counties, cities, Metropolitan Statistical Areas, congressional districts, foreign geographic entities, and incorporated and unincorporated places. More than a single code, FIPS refers to standardized systems of numeric and/or alphabetic coding issued by the NIST, a Department of Commerce agency.

Geographic elements to be assigned codes are alphabetized and then assigned codes serially, generally with gaps that permit additions.[1]  Codes for entities in a State are unique within that State. The basic geographic code formats used in the crosswalk are —

• States — 2 digits
• Counties and county equivalents — 3 digits
• Places, including incorporated and unincorporated places and Census Designated Places — 5 digits
• Metropolitan Statistical Areas — 4 digits
• Consolidated Metropolitan Statistical Areas — 2 digits.

[1]For FIPS information see <http://www.census. gov/geo/www/ tiger/glossary.html> and <http:// www.census.gov/geo/www/cob/pl_info.htm>. See also <http://www.itl.nist.gov/fipspubs/index. htm>.

**Table 2. Number of general purpose local governments, by number of ORI's assigned to them**

| Number of governments | Number of ORI's assigned | Percent |
|---|---|---|
| 17,590 | Total | 100% |
| 16,962 | 1 | 96.4 |
| 382 | 2 | 2.2 |
| 88 | 3 | 0.5 |
| 39 | 4 | 0.2 |
| 80 | 5 | 0.5 |
| 16 | 6 | 0.1 |
| 13 | 7 | 0.1 |
| 2 | 8 | 0 |
| 4 | 9 | 0 |
| 3 | 10 | 0 |
| 1 | 20 | 0 |

## The Census Bureau's Governments Integrated Directory and GOVID

The Census Bureau maintains the Governments Integrated Directory, a listing of all known local governments in the United States. (See <http://www.census.gov/govs/ www/index.html>.)

The directory includes —
• 3,043 county governments
• 19,373 municipal governments
• 16,629 township governments
• 34,684 special districts such as housing and transit authorities
• 13,726 independent school districts that are independent of any other government such as a county or a State.

The Census Bureau assigned a unique 9-digit GOVID code to each of these 87,000 State and local government entities. The GOVID consists of —

| Digit | Content |
|---|---|
| 1-2 | State ID |
| 3 | Type of government code |
| 4-6 | County code |
| 7-9 | Unit code |

A particularly useful component of the GOVID is Government type. This single digit identifies —

| Value | Government type |
|---|---|
| 0 | State |
| 1 | County |
| 2 | Municipal |
| 3 | Township |
| 4 | Special district |
| 5 | Independent school district |
| 6 | Federal agency |
| 7 | Tribal |

**How ORI relates to FIPS and GOVID**

Although the coding schemes have similarities, each results in codes that are not the same for a particular agency or locality. For example, Minneapolis City, in Hennepin County, Minnesota, has the following codes from the three coding schemes included in the crosswalk:

Minnesota State ID
| UCR ORI | MN |
| GOVID | 24 |
| FIPS | 27 |

Hennepin County ID
| UCR ORI | 027 |
| GOVID | 027 |
| FIPS | 053 |

Minneapolis City, full ID
| UCR ORI | MN 027 11 |
| GOVID | 24 2 027 020 |
| FIPS | 27 053 43000 |

**Crosswalk description**

The crosswalk file contains records for over 23,000 agencies. It was created by matching electronic files and manually looking up agency, government, and location information.

Three main electronic source files were used:

• A file supplied by the FBI that contained ORI numbers, agency names, and UCR State and county codes for every ORI that had ever been issued. Mailing addresses of most agencies were also included.

• The BJS Directory of Law Enforcement Agencies (DLEA), 1996, that lists all active police agencies, regardless of UCR participation, with one or more

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**Contents of the crosswalk file**

**FBI UCR**
> Originating Agency Identifier (ORI)
> Agency Name
> Agency Covered By Another ORI Flag
> Multiple County Flag
> State Code
> County Code
> County Name
> Metropolitan Statistical Area
> Population Group Code
> Population Covered
> Reporting Agency Address
> Reporting Agency Zip Code

**Bureau of the Census (GOVID)**
> Governments Division State Number
> Government ID (Numeric)
> Government ID (String)
> Census Government Type (Or BJS Assigned)
> Government Name
> Population 1994

**Federal Information Processing Standards (FIPS)**
> State Code
> County Code
> Place Code
> Metropolitan Statistical Area (MSA) Code
> Metropolitan Statistical Area Name
> Consolidated Metropolitan Statistical Area Code (CMSA)

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part-time or full-time law enforcement officers with arrest power (sworn law enforcement officers). It was derived from a complete enumeration of all State and local police agencies in the United States. This file contained NCIC numbers as reported by the respondent agencies and the GOVID. The first seven digits of the NCIC number were assumed to be the ORI number. The date of this file — 1996 — was the date assigned to the crosswalk file.

• The Governments Integrated Directory, supplied by the Census Bureau, listed all local governments as defined by the Census Bureau for general statistical purposes — counties, cities, townships, special districts, and independent school districts — with name, address, GOVID, and FIPS State, county, metropolitan area, and place codes (where applicable).

Through the ORI codes, the FBI file was matched to the DLEA file, which contained both ORI and GOVID. The result was matched to the GID using GOVID. The third file that emerged contained ORI, GOVID, and FIPS State, county, and place variables.

Matches were obtained for 62% of the 23,000 records in both the UCR and DLEA files. A few thousand records from each file remained unmatched. For most nonmatches, the agency was included in either the FBI file or the DLEA file.

In a few instances the ORI code in the DLEA differed from the ORI in the UCR. After verifying that the two records were from the same agency, the ORI from the UCR was used.

| Source | Number of records | Percent |
|---|---|---|
| Total | 23,170 | 100.0% |
| UCR and DLEA | 14,313 | 61.8 |
| UCR only | 4,418 | 19.1 |
| DLEA only | 4,439 | 19.2 |

It was apparent from agency names and the absence of UCR reporting that many agencies in the UCR files no longer exist. In addition, the ORI dataset includes some Federal agencies such as China Lake Naval Air Weapons Station, California, and Butner Federal prison in North Carolina, regional task forces, private colleges, and so on that do not meet the DLEA definition of a State or local law enforcement agency.

Of the agencies in the DLEA that do not match an ORI from the UCR, about 3,000 of these have an ORI derived from the first seven digits of the NCIC number they reported in the DLEA census. A police agency can have an NCIC number assigned for participation in the NCIC program but not have an ORI because they do not participate in the UCR program.

In addition, the DLEA lists only the main or headquarters offices and not individual branches for multibranch agencies, such as State police. The FBI lists all branches.

## Agencies covered by another ORI

Some police agencies report data to the UCR program for other localities. Sometimes this results from one jurisdiction contracting with another for police protection services rather than having its own police force. In other cases the arrangement may be less formal. In these situations the reporting agency may include the crime and arrest data in its own reports or may report separately using the other agency's ORI number.

Overall, about 10% of the general purpose local government agencies in the UCR files indicate that they are covered by another reporting agency, but many of these agencies appear to no longer operate; that is, the jurisdiction once had a police agency with an ORI number in the UCR system but has ceased to exist. About half of the agencies in the UCR coded as covered by another agency were not detected during the 1996 DLEA.

Whether an ORI is covered by another reporting agency is indicated on the UCR and crosswalk files. This varies by the type of government: 3.8% of county ORIs, 11.5% of municipal ORIs, and 17% of township ORIs are coded as covered by another reporting agency.

## Manual matches

Nonmatched records were manually looked up in the Governments Integrated Directory file for the GOVID and FIPS codes. Because almost all police agencies have a geographic reference in their name, this identifier of political geography and not the mailing address was used to find the FIPS place code. For example, a county sheriff's office may have a mailing address of a city within the county. Typically, a county encompasses a city, and the true geographic area the agency covers is the larger county.

Complicating the manual lookup was confusion of place names; many counties have localities that share their names with localities in other counties in the same State. Even within some counties the same name may refer to three localities: a city, a township, and a village. If an agency was definitely linked to a geographic area, that area's FIPS codes were assigned to that agency. Similarly, if the agency could be definitely linked to a government, that government's GOVID was added to the file for that agency record.

## Special situations

**State police.** The crosswalk file contains both State police headquarters and branch locations, each with its own ORI and separate record. The GOVID for all State police agencies is that of their State government. The FIPS codes listed for branches of the State police are based on the area that the branch covers. For example, the Michigan State Police — Washtenaw County (ORI MI81081) is assigned the State of Michigan's GOVID and the FIPS place code of Washtenaw County. In other instances a State police branch may be assigned to a city, and the city FIPS place code is used. Headquarters are given a separate FIPS place code (98000) to indicate that they are not a branch office. Analysts may, of course, recode these values to meet their own needs.

**Colleges and universities.** Many colleges and universities, both public and private, have their own police departments. Often the location of the university can be determined from its mailing address. For example, the University of Michigan Department of Public Safety covers the campus in Ann Arbor. The place code for the city of Ann Arbor was assigned to this agency, although the agency covers an area that is smaller than the one the FIPS place code represents.

With multibranch campuses it is not always possible to determine the location from the address. A FIPS place code was assigned only when it was certain that the agency's jurisdiction was confined to the campus within the place.

The GOVID's listed for college and university police agencies are the GOVID's of the government that created them. This is most often the State GOVID for public colleges and universities, or less frequently it is a county, city, or special district GOVID. Colleges and universities are either coded with a specific government type when it was apparent from the name or coded with 9 for university/college in the government type code.

**Independent school districts.** These districts matched electronically only if they were in the UCR file and their ORI numbers were in the DLEA file. Several States have independent school districts that the Census Bureau considers to be local governments, as distinguished from school districts that are dependent agencies of county governments. Some independent school districts have police agencies. These agencies were given the GOVID of their parent government whenever possible. Some colleges are also considered to be independent school districts. They were given their parent government's GOVID. In many instances the parent government could not be identified, but the government type was apparent and was coded accordingly.

**Special districts.** Special districts include hospital districts, port authorities, airport authorities, transportation authorities, and rail and tunnel authorities. The prevalence of these special districts varies greatly by State. Like independent school districts, special districts matched electronically only if they were in the UCR file and their ORI numbers were available from the DLEA file, which included active special district police agencies.

However, there were many instances when a special police agency was listed in the UCR files without a match to the DLEA. In the crosswalk file there are approximately 250 special district agencies that could not be electronically matched by ORI number or manually matched to a parent government based on names and addresses. The FIPS place code listed with these agencies is based on the main geographic area that it serves. For example, many railroad police contained a county name in the agency name on the UCR file, and the FIPS code for that county was used.

**Census designated places (CDP's).** CDP's are densely settled populations that have a name but are not legally incorporated. The Census Bureau does not consider them to be governments. Their boundaries, which usually coincide with visible features or the boundary of an adjacent incorporated place, have no legal status.[2]

No elected officials serve traditional municipal functions for these areas. Given the above definition, CDP's were not listed in the Census Bureau's directory file, but some were listed on the UCR file. FIPS place codes for them were obtained from the Census Bureau and included in the file.

[2]1990 Census of Population and Housing, Summary Tape File 3, Technical Documentation, December 1991.

**Indian tribes.** The Census Bureau has assigned GOVID's to all tribal police agencies that have law enforcement functions as defined for the DLEA; those agencies were included in the crosswalk. Many of the Nation's 567 federally-recognized tribes do not have a tribal police agency. The Bureau of Indian Affairs, State police, or a local sheriff perform law enforcement functions for them. Consequently, these tribes do not have a law enforcement agency specific to them in the crosswalk.

Tribal police records differ from other records in the crosswalk file in two ways:

• *ORI.* Not all tribal police agencies had ORI codes in the UCR or DLEA files. When an actual ORI for a tribal agency did not exist or when there were multiple ambiguous ORI's, an ORI was assigned to the tribal agency in the crosswalk file using the following hierarchy: UCR files, DLEA files, the local law enforcement and juvenile accountability block grant formula files, and missing data. In some instances for tribes without an actual ORI, an ORI was constructed for a tribal agency for block grant formula purposes by using the two-digit UCR State code followed by "TRIB" and "1," "2," and so on.

• *FIPS codes.* Tribal police agencies have been arbitrarily assigned a FIPS place code of 97000.

**Future routine crosswalk maintenance**

Routine periodic maintenance is needed because the crosswalk quickly becomes outdated. The next overall update is scheduled to follow the completion of the 2000 Directory of Law Enforcement Agencies census in 2001. Thereafter, the DLEA is expected to be repeated every 4 years.

Some types of change that will affect the crosswalk include:

• **Change in DLEA definition of local law enforcement agency**. The 1996 DLEA included all publicly funded police and sheriffs' departments that employed at least one full-time or part-time sworn officer with general arrest powers. The 2000 DLEA will include only those agencies that are publicly funded and employ the equivalent of at least one full-time sworn officer. An agency will be included if it employs two or more half-time officers, but not if it employs only one part-time officer and no full-time officers. This change is designed to reduce the number of law enforcement agencies with very restricted responsibilities. In Texas, for example, a constable may be an office with a single person who performs limited law enforcement duties only a few days a month. The 1996 DLEA has 540 agencies with less than 1 full-time equivalent sworn officer (counting part-time as .5), and these appear to not have matches in the UCR.

• **Moving to a nine-digit ORI.** States and localities are implementing the National Incident Based Reporting System (NIBRS), creating a record for each crime. Currently, UCR summary data are extracted from the NIBRS records. NIBRS includes a nine-digit ORI code. To ensure that each ORI code is unique, the FBI will move to using nine-digit ORI codes. For consistency the crosswalk will also need to include the nine-digit ORI code.

• **Creation of new agencies**. In 1997 the FBI added 182 new ORI's across 22 States. These new ORI codes are not included in the crosswalk because it has a 1996 reference date. Why these were added seems to depend on the State, and it is doubtful that they all represent local law enforcement agencies meeting the BJS DLEA definition. For example, Tennessee added 62 colleges/universities, 25 drug task forces, and 26 ORI's for the Tennessee Technical Centers in 26 locations. Most

of these are not reporting any violent crime, but there were several that appear to be new agencies. These agencies are being surveyed for the 2000 DLEA to see if they meet the DLEA definition of a local law enforcement agency.

• **Out-of-service ORI's**. The cross-walk file contains records of two law enforcement agencies known to have been decommissioned since the 1996 DLEA. Agencies may be defunct, for example, when a municipal government decides to contract with the county for police services rather than to maintain its own police force. Police departments cease to exist, or an ORI was assigned to a regional task force that has completed its work, and so on. It would be helpful for a variety of purposes to code these agencies as no longer operational.

• **Abolished or created governments**. The Massachusetts legislature recently abolished seven county governments and assigned their police protection functions to the State government. Conversely, States periodically establish new cities and towns. The Census Bureau continually monitors State legislatures for such changes and updates the directory files as changes occur. These will be reflected in the crosswalk.

Keeping the crosswalk current will be fairly straightforward. But, for describing trends, it may be necessary to devise a scheme to cover situations like those described above.

**Future special efforts**

Aside from routine maintenance, future efforts include these areas where additional work is needed:

• **Railroad police.** Based on agency names, the file contains some 225 records for railroad police, usually 1 for each county in which a railroad operates. These all come from the UCR files, and none matches to the DLEA files. Most probably no longer exist. A special research project may be needed to address these situations.

• **Colleges and universities.** The current crosswalk has 70 colleges and universities that could not be linked to a parent government based on name; many of these are private schools. The U.S. Department of Education (DEd) directory of all colleges and universities indicates whether a school is private or public, and, if public, which government operates it. Using the DEd directory, the Census Bureau has created a file containing GOVID for public colleges and universities that will be electronically matched to the crosswalk in the future. The remaining private colleges and universities will be coded manually using the DEd directory.

**Appendix 1. ORI codes and county identifiers**

For most jurisdictions, the first three digits after the two-letter State identifier of the ORI code represent the numeric county code. However, this is not always the case (appendix table 1).

Of the 3,011 State police agencies on the crosswalk file from the UCR:
• 68% match on the UCR county code and the 3rd-5th digits of the ORI code
• 172 (about 6%) use alpha characters such as SP (State Police) or HP (Highway Patrol) in the county field of the ORI
• 110 have no UCR county code on the UCR files
• 670 (22%) have a county code that does not match for any apparent reason.

For general purpose local governments, 83% of the appropriate county digits in the ORI numbers matched the UCR county code on the UCR files, but

**Appendix table 1. States, by whether the third through fifth digits of the ORI code match the UCR county code on UCR data files (general purpose local governments only)**

| 100% match | Matching with a few exceptions | Percent matching | Rarely/never matching | Percent matching |
|---|---|---|---|---|
| Arkansas | Arizona | 99.0% | Alabama | 23.5% |
| California | Colorado* | 99.2 | Alaska | 5.9 |
| Florida | Delaware | 93.3 | Connecticut | 9.1 |
| Idaho | Georgia* | 99.0 | Hawaii | 28.6 |
| Iowa | Indiana* | 99.6 | Maryland | 11.0 |
| Kentucky | Illinois* | 93.1 | Michigan | 0.0 |
| Maine | Kansas | 99.7 | New Mexico | 43.1 |
| Massachusetts | Louisiana* | 99.0 | New York | 4.1 |
| Minnesota | Missouri* | 89.6 | South Dakota | 0.0 |
| Mississippi | Nebraska | 99.6 | Virginia | 18.5 |
| Montana | New Jersey* | 99.8 | Wisconsin | 49.4 |
| Nevada | North Carolina | 99.6 | | |
| New Hampshire | Ohio* | 99.0 | | |
| North Dakota | Oregon | 99.5 | | |
| Oklahoma | Pennsylvania* | 99.8 | | |
| Rhode Island | South Carolina | 99.6 | | |
| Utah | Tennessee* | 98.2 | | |
| Vermont | Texas* | 99.6 | | |
| Wyoming | Washington* | 99.6 | | |
| | West Virginia | 99.2 | | |

*Only nonmatches are the following cities using alpha characters in the ORI code: Denver, Atlanta, Indianapolis, Chicago, New Orleans, Kansas City (MO), St. Louis, Newark, Cincinnati, Cleveland, Columbus (OH), Philadelphia, Pittsburgh, Memphis, Dallas, Houston, San Antonio, and Seattle.

these varied greatly by State, with some States always matching and others never matching:

• 19 States have 100% match between the UCR county code and the 3rd-5th digits of the ORI code

• 11 States never or rarely match

• 12 States match except for a few large cities that incorporate alpha characters in their ORI code.  For example,  Indianapolis's ORI is INIPD00, and Newark's is NJNDP00.  Perhaps codes were assigned to these early participants in the UCR program before the standardized ORI coding scheme was developed.

• 8 additional States seem to follow the coding convention but have exceptions. In some cases a few nonmatches appear to be due to coding errors in the county code; in other instances it appears that the county code is correct, but the ORI county portion of the ORI code uses a different county number than the one in the county code variable.

For special police agencies and universities that are not a part of State government, the ORI code matches the UCR county code about 70% of the time.

## Appendix 2. Comparing FBI population groups to Census type of government

The FBI identifies each agency according to population groups that are used to present data and calculate estimates in *Crime in the United States* (*Appendix 2,* table 1). These groupings primarily identify if the agency serves a city or county and the population of the area it serves. It also stratifies counties according to whether they are in Metropolitan Statistical Areas, which the Census Bureau generally designates as urban areas with a center city of at least 50,000 population.

The Census Bureau's Governments Division codes were compared to the FBI Population Groups for counties and cities (*Appendix 2,* tables 2 and 3). Of those agencies classified as county agencies by the UCR —
• 56% are also classified as counties by the Census Bureau
• 39% are classified as State agencies
• 5% are classified as other types of government.

Of those agencies classified as city agencies by the UCR —
• 79% are classified as municipal agencies by the Census Bureau
• 14% are classified as townships
• 5% are classified as State agencies.

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**Appendix 2, table 1. FBI population groups**

| | |
|---|---|
| I. | Cities 250,000 + |
| A. | Cities 1,000,000 + |
| B. | Cities 500,000 - 999,999 |
| C. | Cities 250,000 - 499,999 |
| II. | Cities 100,000 - 249,999 |
| III. | Cities 50,000 - 99,999 |
| IV. | Cities 25,000 - 49,999 |
| V. | Cities 10,000 - 24,999 |
| VI. | Cities 2,500 - 9,999 |
| VII. | Cities under 2,500 |
| VIII. | Non-MSA counties |
| A. | Non-MSA counties 100,000+ |
| B. | Non-MSA counties 25,000 - 99,999 |
| C. | Non-MSA counties 10,000 - 24,999 |
| D. | Non-MSA counties under 10,000 |
| E. | State Police |
| IX. | MSA counties |
| A. | MSA counties 100,000+ |
| B. | MSA counties 25,000 - 99,999 |
| C. | MSA counties 10,000 - 24,999 |
| 0 | U.S. possessions |

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**Appendix 2, table 2. Census/BJS government type for agencies classified as counties by UCR**

| Census/BJS government type | Number | Percent |
|---|---|---|
| Total | 5,735 | 100.0% |
| State | 2,235 | 39.0 |
| County | 3,213 | 56.0 |
| Municipal | 32 | 0.6 |
| Township | 2 | 0.0 |
| Special district | 23 | 0.4 |
| Independent school district | 6 | 0.1 |
| Federal agency | 4 | 0.1 |
| Tribal | 2 | 0.0 |
| Railroad police* | 218 | 3.8 |

*Assigned by BJS for the crosswalk and not used by the Census Bureau.

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**Appendix 2, table 3. Census/BJS government type for agencies classified as cities by UCR**

| Census/BJS government type | Number | Percent |
|---|---|---|
| Total | 12,667 | 100.0% |
| State | 629 | 5.0 |
| County | 59 | 0.5 |
| Municipal | 9,960 | 78.6 |
| Township | 1,766 | 13.9 |
| Special district | 61 | 0.5 |
| Independent school district | 88 | 0.7 |
| Federal agency | 4 | 0.0 |
| Tribal | 23 | 0.2 |
| Railroad police* | 7 | 0.1 |
| College/university* | 70 | 0.6 |

*Assigned by BJS for the crosswalk and not used by the Census Bureau.

**Abbreviations related to the crosswalk**

| | |
|---|---|
| **CDP** | Census Designated Place |
| **CMSA** | Consolidated Metropolitan Statistical Area |
| **DEd** | U.S. Department of Education |
| **DLEA** | Directory of Law Enforcement Agencies |
| **FAADS** | Federal Assistance Awards Data System |
| **FIPS** | Federal Information Processing Standards |
| **FTE** | Full-time Equivalent |
| **GID** | Governments Integrated Directory |
| **GOVID** | Government Identification |
| **JAIBG** | Juvenile Accountability Incentive Block Grant |
| **LLEBG** | Local Law Enforcement Block Grant |
| **MSA** | Metropolitan Statistical Area |
| **NACJD** | National Archive of Criminal Justice Data |
| **NCIC** | National Crime Information Center |
| **NIBRS** | National Incident-Based Reporting System |
| **NIST** | National Institute of Standards and Technology |
| **NVSS** | National Vital Statistics System |
| **ORI** | Originating Agency Identifier (FBI-UCR) |
| **SIPP** | Survey of Income and Program Participation |
| **UCORI** | A locality's crime is reported to Uniform Crime Reporting program by another agency |
| **UCR** | Uniform Crime Reporting program |
| **USPS** | United State Postal Service |

**How to obtain the Law Enforcement Agency Identifiers Crosswalk, 1996**

On the Internet —
• Go to the website of the National Archive of Criminal Justice: <www.icpsr.umich.edu/NACJD>
• Click on "Download Data"
• Enter study number 2876 in the box on left
• Click on "Enter"
• Answer questions (first time only) and email address
• List of files is presented
• Click on "Uncompressed" to browse
• Use "shift-click" to download.

**Sources of data**

BJS and UCR files are available at NACJD <www.icpsr.umich.edu/NACJD>. Census Bureau files are available at <www.census.gov>. The Census Bureau website describes other datasets that may interest researchers and analysts looking for data to be analyzed with UCR data. Selected census files and data from other government agencies are available at NACJD's parent organization, the Inter-university Consortium for Political and Social Research at <www.icpsr.umich.edu>. The National Vital Statistics System data are available from the National Center for Health Statistics — <www.cdc.gov/nchs>.