



Methodology

The Hate Crime Statistics Program of the FBI's Uniform Crime Reporting (UCR) Program collects data regarding criminal offenses that were motivated, in whole or in part, by the offender's bias against the victim's race/ethnicity/ancestry, gender, gender identity, religion, disability, or sexual orientation, and were committed against persons, property, or society. Because motivation is subjective, it is sometimes difficult to know with certainty whether a crime resulted from the offender's bias. Moreover, the presence of bias alone does not necessarily mean that a crime can be considered a hate crime. Only when a law enforcement investigation reveals sufficient evidence to lead a reasonable and prudent person to conclude that the offender's *actions* were motivated, in whole or in part, by his or her bias, should an agency report an incident as a hate crime.

Changes to the data collection

Over the last several years, at the recommendation of the Criminal Justice Information Services Division's Advisory Policy Board and with the approval of the FBI Director, the UCR Program has initiated several changes to the collection of hate crime data. Descriptions of those modifications, which are included in the published data, follow.

Revision to the definition of rape

The UCR Program initiated the collection of rape data under a revised definition and removed the term "forcible" from the offense name in 2013. The changes brought uniformity to the offense in both the Summary Reporting System (SRS) and the National Incident-Based Reporting System (NIBRS) by capturing data (1) without regard to gender, (2) including penetration of any bodily orifice by any object or body part, and (3) including offenses where physical force is not involved. Beginning in 2013, the UCR Program defined rape as follows:

Rape (revised definition): 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. (This includes the offenses of rape, sodomy, and sexual assault with an object as converted from data submitted via NIBRS.)

Rape (legacy definition): The carnal knowledge of a female forcibly and against her will.

In 2016, the FBI Director approved the recommendation to discontinue the reporting of rape data using the UCR legacy definition beginning in 2017.

The offenses of fondling, incest, and statutory rape are included in the crimes against persons, *other* category.

For all law enforcement agencies that submitted their hate crime data via NIBRS, the UCR Program combined the agencies' totals for the offenses of rape (which includes both male and female victims), sodomy, and sexual assault with an object to derive rape figures in accordance with the broader revised definition. (See the *NIBRS User Manual* for the definitions of those individual offenses.) In addition, the UCR Program published any offenses of fondling, incest, and statutory rape submitted via NIBRS in the crimes against persons category of *other*.

Addition of religion and anti-Arab bias motivations

In 2015, the UCR Program began permitting law enforcement agencies to report seven new religious anti-bias categories (anti-Buddhist, anti-Eastern Orthodox, anti-Hindu, anti-Jehovah's Witness, anti-Church of Jesus Christ, anti-Other Christian, and anti-Sikh), as well as an anti-Arab bias motivation.

In addition, the national UCR Program began collecting the race and ethnicity categories in a combined format in 2015. The revised category is Race/Ethnicity/Ancestry. Along with this change, the former anti-not Hispanic or Latino ethnicity bias was changed to anti-Other Race/Ethnicity/Ancestry bias.

Additions of animal cruelty, fraud offenses, and a cyberspace location to NIBRS

Beginning in 2016, the UCR Program began permitting law enforcement agencies that contribute their data via NIBRS to report offenses of animal cruelty, identity theft, and hacking/computer invasion, as well as the location of *cyberspace*.

Discontinuation of publishing data collected using the rape legacy definition

Beginning January 1, 2017, the national UCR Program ceased publishing rape data collected using the UCR legacy definition of rape.

Addition of federal data

Beginning in 2018, federal (FBI) hate crime data were included in the publication.

Data collection

Incident types

The Hate Crime Statistics Program collects data about both single-bias and multiple-bias hate crimes. A *single-bias incident* is defined as an incident in which one or more offense types are motivated by the same bias. Beginning in 2013, law enforcement agencies could report up to five bias motivations per offense type. Therefore, the definition of a *multiple-bias incident* has been revised to “an incident in which one or more offense types are motivated by two or more biases.”

Offense types

The law enforcement agencies that voluntarily participate in the Hate Crime Statistics Program collect details about offenders’ bias motivations associated with 13 offense types already being reported to the UCR Program: murder and nonnegligent manslaughter, rape, aggravated assault, simple assault, intimidation, human trafficking—commercial sex acts, and human trafficking—involuntary servitude (*crimes against persons*); and robbery, burglary, larceny-theft, motor vehicle theft, arson, and destruction/damage/vandalism (*crimes against property*). The law enforcement agencies that participate in the UCR Program via NIBRS collect data about additional offenses for crimes against persons and crimes against property. These data appear in *Hate Crime Statistics* in the category of *other*. These agencies also collect hate crime data for the category called *crimes against society*, which includes drug or narcotic offenses, gambling offenses, prostitution offenses, weapon law violations, and animal cruelty offenses. (The *NIBRS User Manual* provides an explanation of the 28 Group A offense categories made up of 71 Group A offenses.)

Crimes against persons, property, or society

The UCR Program’s data collection guidelines stipulate that a hate crime may involve multiple offenses, victims, and offenders within one incident; therefore, the Hate Crime Statistics Program is incident-based. According to UCR counting guidelines:

- One offense is counted for each victim in *crimes against persons*.
- One offense is counted for each offense type in *crimes against property*.
- One offense is counted for each offense type in *crimes against society*.

Victims

In the Hate Crime Statistics Program, the victim of a hate crime can be an individual, a business/financial institution, a government entity, a religious organization, or society/public as a whole. Law enforcement can indicate the number of individual victims, the number of victims 18 years of age and older, and the number of victims under the age of 18.

Offenders

According to the UCR Program, the term *known offender* does not imply the suspect’s identity is known; rather, the term indicates some aspect of the suspect was identified, thus distinguishing the suspect from an unknown offender. Law enforcement agencies specify the number of offenders (adults and juveniles) and, when possible, the race and ethnicity of the offender or offenders as a group.

Race/ethnicity

The five racial designations in the Hate Crime Statistics Program are: White, Black or African American, American Indian or Alaska Native, Asian, and Native Hawaiian or Other Pacific Islander. In addition, the UCR Program uses the ethnic designations of “Hispanic or Latino” and “Not Hispanic or Latino.”

Data reporting

Law enforcement agencies report hate crimes brought to their attention monthly or quarterly to the FBI either through their state UCR Programs or directly. These agencies submit hate crime data electronically in a NIBRS submission.

Agencies report offense data to the FBI via NIBRS using a data element within their reporting software to indicate whether an incident was motivated by bias. NIBRS is an incident-based, comprehensive data collection system. For example, the data element that indicates bias motivation applies to Group A offenses, and agencies can report information such as the age, sex, race, and ethnicity of victims, offenders, and arrestees. Although the data collected via NIBRS are not maintained in the hate crime database, they are available in NIBRS flat files. When agencies submit a *Group A Incident Report* with a bias indicator of “None,” a *Group B Arrest Report* (because no offenses [bias-motivated or otherwise] occurred in their respective jurisdictions), or a *Zero Report* (because no offenses [bias-motivated or otherwise] or arrests occurred), the FBI records zero hate crime incidents for that agency for the reporting period.

Population figures and area designations

Population estimation

For the 2021 population estimates used in these tables, the FBI computed individual rates of growth from one year to the next for every city/town and county using 2010 decennial population counts and 2011 through 2020 population estimates from the U.S. Census Bureau. The rates of growth for each agency were averaged; that average was then applied and added to its 2020 Census population estimate to derive the agency’s 2021 population estimate.

Universities and colleges

The population figures used for universities and colleges are student enrollments that were provided by the U.S. Department of Education for the 2020 school year, the most recent available. The enrollment figures include full-time and part-time students.

County designations

Based on the Office of Management and Budget’s standards for defining Metropolitan Statistical Areas, the UCR Program refers to suburban counties as metropolitan counties and to rural counties as nonmetropolitan counties.

Publication annotation

Narrative portions of this publication present percentage breakdowns for various facets of tabular data. Where percentage breakdowns are used, percentages may not add to 100.0 percent due to rounding.

Caution to users

Valid assessments about crime, including hate crime, are possible only with careful study and analysis of the various conditions affecting each local law enforcement jurisdiction. (See *Uniform Crime Reporting Statistics: Their Proper Use*.) In addition, some data in this publication may not be comparable to those in prior editions of *Hate Crime Statistics* because of differing levels of participation from year to year. Therefore, the reader is cautioned against making simplistic comparisons between the statistical data of this program and that of others with differing methodologies or even comparing individual reporting units solely on the basis of their agency type.

Table methodology

To be included in this publication, law enforcement agencies must have submitted at least one *Group A Incident Report* or a *Group B Arrest Report* via NIBRS. The published data, therefore, do not necessarily represent reports from each participating agency for all 12 months (or 4 quarters) of the calendar year. In addition, the UCR Program does not apply offense estimation procedures to account for missing data from agencies that do not participate in the Hate Crime Statistics Program.

When examining the data contained in this report, data users should be aware that the first line following each table number presents that table's unit of analysis: incident, offense, victim, or known offender.

The tabular presentation that follows briefly describes the data sources and the methods used to construct the Participation Table and Tables 1–14.

(1) Table	(2) Database	(3) Table Construction	(4) Table Methodology
Participation	All law enforcement agencies participating in the Hate Crime Statistics Program.	This table presents the number of law enforcement agencies participating in the Hate Crime Statistics Program and their jurisdictions' aggregate population for 2021 distributed by population group.	The data used in creating this table were from all law enforcement agencies that submitted at least one <i>Group A Incident Report</i> , a <i>Group B Arrest Report</i> , or a <i>Zero Report</i> for at least one month of the calendar year via NIBRS. The published data, therefore, do not necessarily represent reports from each participating agency for all 12 months (or four quarters) of the calendar year.
1	All law enforcement agencies participating in the Hate Crime Statistics Program.	This table presents the number of incidents, offenses, victims, and known offenders distributed by bias motivation. Federal hate crime data are also included.	<p>The data used in creating this table were from all law enforcement agencies submitting one or more hate crime incidents for at least one month of the calendar year. The published data, therefore, do not necessarily represent reports from each participating agency for all 12 months (or four quarters) of the calendar year.</p> <p>Because incidents may include more than one offense type, the column figures will not add to the total number of incidents.</p> <p>Because some offenders are responsible for more than one offense type, the column figures will not add to the total number of known offenders.</p> <p>The offense definition of rape, as well as the collection and presentation of rape data changed in 2013. See the revision to the definition of rape in this Methodology.</p>

2	All law enforcement agencies participating in the Hate Crime Statistics Program.	This table presents the number of incidents, offenses, victims, and known offenders distributed by offense type. Federal hate crime data are also included.	<p>The data used in creating this table were from all law enforcement agencies submitting one or more hate crime incidents for at least one month of the calendar year. The published data, therefore, do not necessarily represent reports from each participating agency for all 12 months (or four quarters) of the calendar year.</p> <p>Because incidents may include more than one offense type, the column figures will not add to the total number of incidents.</p> <p>Because some offenders are responsible for more than one offense type, the column figures will not add to the total number of known offenders.</p>
3	All law enforcement agencies participating in the Hate Crime Statistics Program.	This table presents the number of hate crime offenses distributed by the known offender's race and ethnicity, as well as the offense type. Federal hate crime data are also included.	<p>The data used in creating this table were from all law enforcement agencies submitting one or more hate crime incidents for at least one month of the calendar year. The published data, therefore, do not necessarily represent reports from each participating agency for all 12 months (or four quarters) of the calendar year.</p> <p>The sum of offenses by the known offender's ethnicity does not equal the sum of offenses by the known offender's race because not all law enforcement agencies that report offender race data also report offender ethnicity data.</p> <p>The offense definition of rape, as well as the</p>

			collection and presentation of rape data changed in 2013. See the revision to the definition of rape in this Methodology.
4	All law enforcement agencies participating in the Hate Crime Statistics Program.	This table presents the number of hate crime offenses distributed by the offense type and bias motivation. Federal hate crime data are also included.	<p>The data used in creating this table were from all law enforcement agencies submitting one or more hate crime incidents for at least one month of the calendar year. The published data, therefore, do not necessarily represent reports from each participating agency for all 12 months (or four quarters) of the calendar year.</p> <p>The offense definition of rape, as well as the collection and presentation of rape data changed in 2013. See the revision to the definition of rape in this Methodology.</p>
5	All law enforcement agencies participating in the Hate Crime Statistics Program.	This table presents the number of hate crime offenses distributed by the known offender's race, ethnicity, and bias motivation. Federal hate crime data are also included.	<p>The data used in creating this table were from all law enforcement agencies submitting one or more hate crime incidents for at least one month of the calendar year. The published data, therefore, do not necessarily represent reports from each participating agency for all 12 months (or four quarters) of the calendar year.</p> <p>The total number of offenses by the known offender's ethnicity is not equal to the total number of offenses by the known offender's race because not all agencies that submit offender race data also submit offender ethnicity data.</p>

6	All law enforcement agencies participating in the Hate Crime Statistics Program.	This table presents the number of hate crime offenses distributed by victim type and offense type. Federal hate crime data are also included.	The data used in creating this table were from all law enforcement agencies submitting one or more hate crime incidents for at least one month of the calendar year. The published data, therefore, do not necessarily represent reports from each participating agency for all 12 months (or four quarters) of the calendar year.
7	All law enforcement agencies participating in the Hate Crime Statistics Program.	<p>This table presents the number of hate crime victims (individuals, businesses/financial institutions, government entities, religious organizations, and society/public as a whole) distributed by the offense type and bias motivation. Federal hate crime data are also included.</p> <p>This table also provides the number of juvenile and the number of adult victims.</p>	<p>The data used in creating this table were from all law enforcement agencies submitting one or more hate crime incidents for at least one month of the calendar year. The published data, therefore, do not necessarily represent reports from each participating agency for all 12 months (or four quarters) of the calendar year.</p> <p>The offense definition of rape, as well as the collection and presentation of rape data changed in 2013. See the revision to the definition of rape in this Methodology.</p> <p>The total number of adult victims and the total number of juvenile victims represent victims by bias motivation. The aggregate of the adult and juvenile individual victims will not equal the total number of victims because the total number of victims includes individuals, businesses/financial institutions, government entities, religious organizations, and society/public as a whole. In addition, the aggregate of adult and juvenile individual</p>

			victims does not equal the total number of crimes against persons because not all law enforcement agencies report the ages of individual victims.
8	All law enforcement agencies participating in the Hate Crime Statistics Program.	This table presents the number of hate crime incidents distributed by victim type and bias motivation. Federal hate crime data are also included.	<p>The data used in creating this table were from all law enforcement agencies submitting one or more hate crime incidents for at least one month of the calendar year. The published data, therefore, do not necessarily represent reports from each participating agency for all 12 months (or four quarters) of the calendar year.</p> <p>A multiple-bias incident includes one or more offense types motivated by two or more biases.</p>
9	All law enforcement agencies participating in the Hate Crime Statistics Program.	This table presents the number of known hate crime offenders distributed by the known offenders' race, ethnicity, and age categories. Federal hate crime data are also included.	<p>The data used in creating this table were from all law enforcement agencies submitting one or more hate crime incidents for at least one month of the calendar year. The published data, therefore, do not necessarily represent reports from each participating agency for all 12 months (or four quarters) of the calendar year.</p> <p>The known offenders' ethnicity and age totals are representative of those agencies that provided ethnicity and/or age breakdowns. Not all agencies provide ethnicity and/or age data; therefore, neither the known offenders' ethnicity total nor the known offenders' age total will be equal to the known offenders' race total.</p>

10	All law enforcement agencies participating in the Hate Crime Statistics Program.	This table presents the number of hate crime incidents by bias motivation and location type. Federal hate crime data are also included.	<p>The data used in creating this table were from all law enforcement agencies submitting one or more hate crime incidents for at least one month of the calendar year. The published data, therefore, do not necessarily represent reports from each participating agency for all 12 months (or four quarters) of the calendar year.</p> <p>Reporting agencies may specify 1 of 46 location designations. However, not all reporting agencies have made the programming changes to allow the relatively new location designations; therefore, the data collected to date are not yet representative of all location designations. Beginning in 2016, law enforcement was permitted to submit data under the location of <i>cyberspace</i>.</p>
11	All law enforcement agencies participating in the Hate Crime Statistics Program.	This table presents the number of offenses distributed by the offense type and reporting state. Federal hate crime data are also included.	<p>The data used in creating this table were from all law enforcement agencies that submitted at least one <i>Group A Incident Report</i>, a <i>Group B Arrest Report</i>, or a <i>Zero Report</i> for at least one month of the calendar year via NIBRS. The published data, therefore, do not necessarily represent reports from each participating agency for all 12 months (or four quarters) of the calendar year.</p> <p>The offense definition of rape, as well as the collection and presentation of rape data changed in 2013. See the revision to the definition of rape in this Methodology.</p>

			Readers should take into consideration relevant factors in addition to the areas' crime statistics when making any valid comparisons of crime among different locales. <i>UCR Statistics: Their Proper Use</i> provides more details concerning the proper use of UCR statistics.
12	All law enforcement agencies participating in the Hate Crime Statistics Program.	This table presents the total number of participating agencies, the population represented, the number of agencies that submitted data about hate crime incidents, and the number of incidents reported. Federal hate crime data are also included.	<p>The data used in creating this table were from all law enforcement agencies that submitted at least one <i>Group A Incident Report</i>, a <i>Group B Arrest Report</i>, or a <i>Zero Report</i> for at least one month of the calendar year via NIBRS. The published data, therefore, do not necessarily represent reports from each participating agency for all 12 months (or four quarters) of the calendar year.</p> <p>Readers should take into consideration relevant factors in addition to the areas' crime statistics when making any valid comparisons of crime among different locales. <i>UCR Statistics: Their Proper Use</i> provides more details concerning the proper use of UCR statistics.</p>
13	All law enforcement agencies that submitted one or more hate crime incidents to the Hate Crime Statistics Program.	This table presents the data from those agencies that reported one or more hate crime incidents occurred in their respective jurisdictions during one or more quarters in 2021. The data are distributed by bias motivation and quarter. Federal hate crime data are also included.	<p>The data used in creating this table were from all law enforcement agencies that submitted at least one <i>Group A Incident Report</i>, a <i>Group B Arrest Report</i>, or a <i>Zero Report</i> for at least one month of the calendar year via NIBRS. The published data, therefore, do not necessarily represent reports from each participating agency for</p>

			<p>all 12 months (or four quarters) of the calendar year.</p> <p>Blanks in any of the four columns under <i>Number of incidents per quarter</i> indicate that an agency did not submit a report for that particular quarter.</p> <p>Readers should take into consideration relevant factors in addition to the areas' crime statistics when making any valid comparisons of crime among different locales. <i>UCR Statistics: Their Proper Use</i> provides more details concerning the proper use of UCR statistics.</p>
14	All law enforcement agencies that reported no hate crime incidents occurred in their jurisdictions for any of the reporting periods for which the agencies submitted data to the Hate Crime Statistics Program.	This table lists the agencies that indicated no hate crime incidents occurred in their respective jurisdictions during the quarter(s) in 2021 for which they submitted reports. Federal hate crime data are also included.	<p>The data used in creating this table were from all law enforcement agencies that submitted at least one <i>Group A Incident Report</i>, a <i>Group B Arrest Report</i>, or a <i>Zero Report</i> for at least one month of the calendar year via NIBRS. The published data, therefore, do not necessarily represent reports from each participating agency for all 12 months (or four quarters) of the calendar year.</p> <p>Blanks in any of the four columns under <i>Zero data per quarter</i> indicate that an agency did not submit a report for that particular quarter.</p> <p>Readers should take into consideration relevant factors in addition to the areas' crime statistics when making any valid comparisons of crime among different</p>

			locales. <i>UCR Statistics: Their Proper Use</i> provides more details concerning the proper use of UCR statistics.
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