



Tennessee Hate Crime **2018**



BILL LEE
Governor

TENNESSEE BUREAU OF INVESTIGATION

901 R.S. Gass Boulevard
Nashville, Tennessee 37216-2639
(615) 744-4000
TDD (615) 744-4001



DAVID B. RAUSCH
Director

June 10, 2019

Ladies and Gentlemen:

I would like to present the 2018 Hate Crime annual report. This report is published by the TBI presenting information on reported crimes motivated by bias that occurred in Tennessee. The information contained in the report is based on crime statistics information submitted by law enforcement agencies, colleges and universities in Tennessee to TBI's Tennessee Incident Based Reporting System (TIBRS) program. TIBRS is the state version of the FBI's National Incident Based Reporting System (NIBRS) program. Please see <https://crimeinsight.tbi.tn.gov/> for additional information.

The groups toward which bias-motivated crimes may be directed are based on the national definitions and conform to the same standards used in the annual Hate Crime report published by the FBI for the United States. Any offense may be motivated by bias. The bias motivation is an element of the offense and is not reported as a separate crime occurrence.

I am very proud of the efforts of all participating law enforcement agencies, colleges and universities in the state to provide the data necessary to produce this report. Our combined efforts have resulted in this annual report detailing the nature of bias-motivated crime occurrences in our state.

Sincerely,

David B. Rausch
Director



Introduction

This report examines hate crimes reported to the Tennessee Incident Based Reporting System (TIBRS) by Tennessee law enforcement agencies, colleges and universities for the year 2018. Reporting agencies were contacted and asked to verify the accuracy of the hate crime data reported for their jurisdiction. An examination of the reported data revealed several trends and noteworthy facts that are detailed in the body of the report.

Bias Motivation

Hate crimes are often committed on the basis of differences in personal characteristics, such as appearance, language, nationality, or religion. The key element of any hate crime is the presence of bias motivation. The criminal act alone does not define a hate crime; rather, the investigation of the crime must conclude that the offender was bias motivated. Eight bias categories are used when reporting hate crimes: Anti-Racial, Anti- Ethnicity/National Origin, Anti-Religious, Anti-Disability, Anti-Sexual, Gender Bias, Gender Identity Bias and Non-Specific.

Please note that there is an “Unknown” bias code in the Non-Specific category. The purpose of the “Unknown” bias code is to serve as a category for those offenses thought to be bias motivated and which are currently under investigation. These crimes demonstrate characteristics of a hate crime; however, a specific bias motivation code/category has not been determined. Therefore, it should be noted that a hate crime *may or may not have* transpired. Once a conclusion is made, the agencies are responsible for removing the “Unknown” bias code and properly categorizing the hate crime. Incidents that do not involve facts and/or evidence of the offender’s bias motivation are to be reported as “None.”

Methodology

The TBI collects hate crime data regarding criminal offenses that are motivated, in whole or in part, by the offender’s bias against a race, religion, sexual orientation, ethnicity, ancestry, gender, gender identity or disability and are committed against persons, property or society. It is difficult to know with certainty whether a crime was a result of the offender’s bias because motivation is subjective. Law enforcement investigation is crucial for accurate hate crime reporting because it must reveal sufficient evidence to lead a reasonable person to conclude that the offender’s actions were motivated by his or her bias. Only then can law enforcement report an incident as a hate crime.

Categories of Bias Codes

Anti-Religious		Anti-Sexual Orientation
Jewish	Mormon	Male Homosexual (Gay)
Catholic	Jehovah's Witness	Female Homosexual (Lesbian)
Protestant	Eastern Orthodox – Greek	Homosexual (Gay & Lesbian)
Islamic	Other Christian	Bisexual
Multi-Religious Group	Buddhist	Heterosexual
Atheism/Agnosticism	Hindu	Anti- Gender
Other Religion	Sikh	Male
Anti-Racial/ Ethnicity/ Ancestry		Female
American Indian/Alaskan Native	Native Hawaiian/ Other Pacific Islander	Anti- Gender Identity
Asian	White	Transgender
Black or African American	Arab	Gender Non-Conforming
Hispanic or Latino	Non-Specific	Anti-Disability
Other Race/Ethnicity/Ancestry	Unknown	Physical Disability
Multi-Racial	None	Mental Disability

Data Collection

All law enforcement agencies are mandated by the Federal Hate Crimes Statistics Act of 1990 to report all hate crimes to the Attorney General. This report utilizes data collected through the Tennessee Incident Based Reporting System (TIBRS) to identify bias motivated offenses. The national data collection guidelines stipulate that a hate crime may involve multiple offenses, victims, and offenders within one incident. Counting crimes follows the same standards used in the Crime in Tennessee publication. Crimes Against Persons and Robbery are a count of the individual victims while Crimes Against Property count one offense for each incident, regardless of the number of victims.

This report uses the minimally accepted designations for race and ethnicity as established by the Office of Management and Budget (OMB) and published in the Federal Register. The revised standards have six minimum categories for data on race and three categories for data on ethnicity. In complying with published standards, the following racial designations are used in the hate crime data collection program: White, Black or African American, American Indian/Alaskan Native, Asian, Native Hawaiian or Other Pacific Islander and Multiple Races. The ethnic/ancestral designations are Hispanic, Arab and Other Race/Ethnicity/Ancestry.

Evidence a Crime is Motivated by Bias

Because motivation is subjective, it is difficult to know with certainty whether a crime was the result of the offender's bias. Therefore, before an incident can be reported as a hate crime, objective facts must be present to lead a prudent person to conclude that the offender's actions were motivated by bias. While no single fact may be conclusive, facts such as the following are supportive of a finding of bias.

- ❖ The offender and the victim were of a different race, religion, disability, sexual orientation, and/or ethnicity/national origin. For example, the victim was black and the offender was white.
- ❖ Bias related drawings, markings, symbols, or graffiti were left at the crime scene. For example, a swastika was painted on the floor of a synagogue.
- ❖ Bias-related verbal comments, written statements, or gestures were made by the offender, which indicated his/her bias. For example, the offender shouted a racial epithet at the victim.
- ❖ Certain objects, items, or things which indicate bias was involved. For example, the offenders wore white sheets with hoods covering their faces or a burning cross was left in front of the victim's house.
- ❖ The victim is a member of a racial, religious, disability, sexual-orientation, or ethnic/national origin group which is overwhelmingly outnumbered by other residents in the neighborhood where the victim lives and the incident took place. This factor loses significance with the passage of time; i.e., it is most significant when the victim first moved into the neighborhood and becomes less and less significant as time passes without incident.
- ❖ The victim was visiting a neighborhood where previous hate crimes were committed against other members of his/her racial, religious, disability, sexual orientation, or ethnic/national origin group and where tensions remained high against his/her group.
- ❖ Several incidents occurred in the same locality at or about the same time and the victims were all of the same race, religion, disability, sexual orientation, or ethnicity/national origin.
- ❖ A substantial portion of the community where the crime occurred perceived the incident as motivated by bias.
- ❖ The victim was engaged in activities promoting his/her race, religion, disability, sexual orientation, or ethnicity/national origin. For example, the victim was a member of the NAACP or participated in gay rights demonstrations.
- ❖ The incident coincided with a holiday or a date of particular significance relating to race, religion, disability, sexual orientation, or ethnicity/national origin, e.g., Martin Luther King Jr. Day, Rosh Hashanah.

Federal and Local Hate Crime Legislation

Hate crimes have been the topic of several discussions and forums in legislation across the country for many years. The push for legislative action often occurs after a highly publicized incident in which some form of bias is determined to be the main motivation for the offense. These cases involving hate crime have significantly contributed to the development or enhancement of federal and/or state hate crime statutes.

The chart below details some significant Hate Crime Statutes at both the Federal and State levels.

Tennessee Hate Crime Statutes (State)		United States Hate Crime Statutes (Federal)	
1989	Tennessee Code Ann. 39-17-311	1969	Hate Crimes Provision Act
Criminalizes intentional desecration of places of worship and burial as well as the state or national flag.		Permits federal punishment for bias motivated crimes based on religion, race, and national origin	
1990	Tennessee Code Ann. 39-17-309	1990	Hate Crime Statistics Act
Establishes intimidation of others from exercising civil rights through injury or threat of injury as well as damaging or defacing real or personal property as a Class D felony. Also allows victims to seek remedies in criminal or civil court in addition to the provided penalties.		Requires all law enforcement agencies in the United States to submit annual hate crime data to Attorney General. Establishes guidelines for data collection and states that data will only be used for research and/or statistical purposes. Attorney General will publish an annual summary of data acquired.	
2008	Tennessee Code Ann. 40-35-114	1999	Hate Crimes Prevention Act
Amends Criminal Sentencing Reform Act of 1989 so court may consider enhancing defendant's sentence when victim vulnerable due to age or physical or mental disability. Also enhances sentence if victim was intentionally selected due to defendant's belief or perception of race, religion, color, disability, sexual orientation, national origin, ancestry, or gender.		Prohibits intentional bodily injury based on race, religion, or national origin. Adds gender, sexual orientation and disabilities as federal hate crime categories. Offenses prosecuted as felonies when fire, firearm, or explosive is used to attempt or achieve bodily injury or death.	
		2009	Matthew Shepard & James Byrd, Jr. Act
		Extends Federal Hate Crime Act of 1969 to include crimes motivated by individual's actual or perceived gender, sexual orientation, gender identity, or disability.	

Quick Facts

- ❖ Of the 552,110 Group A offenses reported in 2018, 0.04% of these crimes were reported with a known bias motivation.
- ❖ A total of 364 reported victims were reported with bias of Unknown and are not included in further analysis.
- ❖ A total 196 individual victims were reported with a known bias motivation in the offense.
- ❖ This report only examines the categories of Crimes Against Persons and Property.
- ❖ Overall, the number of bias motivated victims increased by 1.0% from 2017-2018.
- ❖ Disability Bias motivated victim offenses decreased from 35 victims in 2017 to 15 victims in 2018.
- ❖ Crimes Against Property accounted 24.9%, while Crimes Against Persons accounted for 75.1% in 2018.
- ❖ Assault Offenses were the most frequently reported bias motivated offense in 2018.
- ❖ Males (64.4%) were victimized at a higher rate than females (35.6%).
- ❖ 23 victims and 12 offenders in 2018 were juveniles (under age 18).
- ❖ 72.5% of hate crime offenders were male, 16.2% were female, with the remaining offenders reported with an Unknown gender at 11.3%.
- ❖ The time frame of 6:00 p.m. through 8:59 p.m. was the most commonly reported time period for bias-motivated crimes in 2018.
- ❖ Most bias motivated offenses were reported as having occurred on a Thursday in 2018.
- ❖ 50 or 27.9% bias-motivated incidents were Cleared by Arrest in 2018.
- ❖ The majority of hate crimes occurred at a location of Residence/Home at 26.4%.
- ❖ Racial/Ethnicity/Ancestry bias (55.6%) was the most frequently reported known bias in 2018, with Anti- Black or African American comprising 31.6% of the total reported number of hate crimes.
- ❖ Personal Weapons (hands, feet, teeth, etc.) comprised the most reported weapon type used in 2018 at 61.9%.

Table 1: 2016-2018 Bias Motivation Occurrences

Bias Motivation	2016		2017		2018	
	Total	% of Total	Total	% of Total	Total	% of Total
Race/Ethnicity/Ancestry Bias	121	67.2%	111	57.2%	109	55.6%
Anti-White	30	16.7%	15	7.7%	18	9.2%
Anti-Black or African American	76	42.2%	74	38.1%	62	31.6%
Anti-American Indian or Alaska Native	0	0.0%	1	0.5%	3	1.5%
Anti-Asian	0	0.0%	1	0.5%	5	2.6%
Anti-Multiple Races, Group	6	3.3%	3	1.5%	2	1.0%
Anti-Native Hawaiian or Other Pacific Islander	0	0.0%	0	0.0%	0	0.0%
Anti-Arab	4	2.2%	0	0.0%	4	2.0%
Anti-Hispanic or Latino	3	1.7%	11	5.7%	15	7.7%
Anti-Other Race/Ethnicity/Ancestry	2	1.1%	6	3.1%	0	0.0%
Religious Bias	17	9.4%	18	9.3%	29	14.8%
Anti-Jewish	1	0.6%	2	1.0%	9	4.6%
Anti-Catholic	1	0.6%	0	0.0%	0	0.0%
Anti-Protestant	0	0.0%	0	0.0%	1	0.5%
Anti-Islamic (Muslim)	4	2.2%	9	4.6%	2	1.0%
Anti-Atheism/Agnosticism	0	0.0%	0	0.0%	1	0.5%
Anti-Mormon	3	1.7%	1	0.5%	2	1.0%
Anti-Jehovah's Witness	0	0.0%	0	0.0%	0	0.0%
Anti-Eastern Orthodox (Russian, Greek, Other)	3	1.7%	1	0.5%	2	1.0%
Anti-Other Christian	3	1.7%	3	1.5%	2	1.0%
Anti-Buddhist	1	0.6%	0	0.0%	0	0.0%
Anti-Hindu	0	0.0%	0	0.0%	0	0.0%
Anti-Sikh	0	0.0%	2	1.0%	4	2.0%
Anti-Multiple Religions, Group	0	0.0%	0	0.0%	1	0.5%
Anti-Other Religion	1	0.6%	0	0.0%	5	2.6%
Sexual Bias	36	20.0%	30	15.5%	43	21.9%
Anti-Gay	19	10.6%	12	6.2%	20	10.2%
Anti-Lesbian	3	1.7%	6	3.1%	2	1.0%
Anti-Lesbian, Gay, Bisexual, or Transgender (Mixed Group)	11	6.1%	10	5.2%	13	6.6%
Anti-Heterosexual	2	1.1%	1	0.5%	0	0.0%
Anti-Bisexual	1	0.6%	0	0.0%	1	0.5%
Anti-Male	0	0.0%	0	0.0%	3	1.5%
Anti-Female	0	0.0%	1	0.5%	0	0.0%
Anti-Transgender	0	0.0%	0	0.0%	2	1.0%
Anti-Gender Non-Conforming	0	0.0%	0	0.0%	2	1.0%
Disability Bias	6	3.3%	35	18.0%	15	7.7%
Anti-Physical Disability	3	1.7%	1	0.5%	3	1.5%
Anti-Mental Disability	3	1.7%	34	17.5%	12	6.1%
Total Known Bias	180	100.0%	194	100.0%	196	100.0%
Unknown (offender's motivation not known)	51		134		364	

Note: An offense may contain up to five bias motivations. Some victims may be reflected in more than on anti-bias group.

Agencies Reporting a Bias of Unknown—2018

The 2018 offenses reported with an Unknown Bias are being reviewed and the number should be decreasing. Please check <https://crimeinsight.tbi.tn.gov/> for updated information. Below is a list of agencies reporting Unknown bias. For the purpose of this report, all data analysis will exclude the category of Unknown.

Table 2: Agencies Reporting a Bias of Unknown—2018	#
15th Judicial Drug Task Force	2
Athens Police Department	3
Benton County Sheriff's Office	6
Bradford Police Department	4
Brentwood Police Department	1
Carroll County Sheriff's Office	2
Carter County Sheriff's Office	139
Collierville Police Department	13
DeKalb County Sheriff's Office	1
Dyer County Sheriff's Office	1
Englewood Police Department	1
Ethridge Police Department	1
Franklin Police Department	1
Gibson County Sheriff's Office	20
Grainger County Sheriff's Office	2
Hamilton County Sheriff's Office	1
Hardin County Sheriff's Office	2
Hendersonville Police Department	14
Hickman County Sheriff's Office	1
Houston County Sheriff's Office	1
Jefferson County Sheriff's Office	10
Johnson County Sheriff's Office	1
LeMoyne-Owen College	1
Mason Police Department	1
McMinn County Sheriff's Office	1
Monroe County Sheriff's Office	72
Montgomery County Sheriff's Office	2
Morristown Police Department	2
Mountain City Police Department	1
Murfreesboro Police Department	6
Newbern Police Department	1
Oak Ridge Police Department	1
Pulaski Police Department	1
Putnam County Sheriff's Office	4
Rhodes College	2
Robertson County Sheriff's Office	3
Spring Hill Police Department	2
Tennessee College of Applied Technology at Nashville	1
Tennessee Department of Safety	30
Trezevant Police Department	1
Union County Sheriff's Office	3
Washington County Sheriff's Office	2

Comparison of Offense Types Motivated by Bias

Persons vs. Property

Hate crimes, by their nature, are typically committed against individuals. Society is rarely reported as the victim of bias-motivated offenses, and those incidents have not been included in this report. Offenses analyzed in this report include **Crimes Against Persons and Crimes Against Property**. Crimes where the bias is reported as “Unknown” will not be included in the analysis portion of this report.

Bias-motivated offenses categorized in TIBRS as Crimes Against Persons accounted for 75.1% of all hate crimes in 2018. Crimes Against Property, in contrast, accounted for 24.9% of all hate crimes reported. Racial Bias accounted for 56.3% of reportable known bias motivation categories in TIBRS, followed by Sexual Orientation Bias at 18.3%.

Intimidation (40.1%) made up the largest offense type in 2018, followed by Simple Assault (31.7%) and Aggravated Assault (21.8%).

The categories of Race/Ethnicity/Ancestry Bias (58.1%) and Sexual Orientation Bias (21.6%) accounted for the most reported bias motivation types associated with Crimes Against Persons in 2018.

Further, data on Crimes Against Property revealed, Destruction/Damage/Vandalism accounted for the most reported offense type at 64.6%.

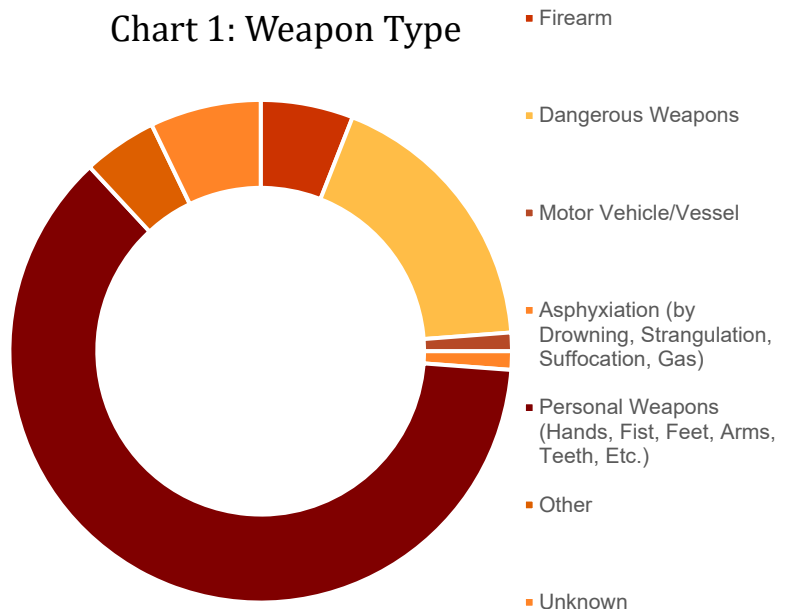
Theft- All Other Larceny accounted for the second most reported offense at 10.4%. Overall, the majority of Crimes Against Property offenses were reported with a Racial Bias motivation in 2018.

Crimes Against Persons		Table 3
Offense Type	Total	
Rape	1	
Forcible Sodomy	1	
Forcible Fondling	2	
Statutory Rape	1	
Aggravated Assault	31	
Simple Assault	45	
Intimidation	57	
Stalking	4	
Total	142	
Crimes Against Property		
Offense Type	Total	
Burglary	1	
Counterfeiting/Forgery	2	
Destruction/Damage/Vandalism	31	
Fraud- False Pretenses	3	
Fraud- Identity Theft	1	
Theft- Shoplifting	2	
Theft from Motor Vehicle	3	
Theft-All Other Larceny	5	
Total	48	

Crimes Against Persons

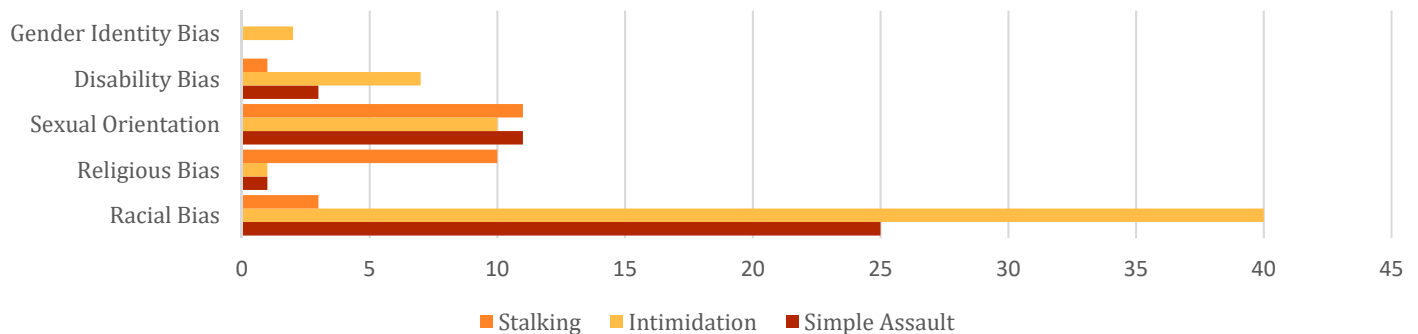
Chart 1 depicts Weapon Types used in Crimes Against Persons. Up to three weapons may be reported with any offense requiring weapon entry. Of the 84 weapons reported, the most commonly reported weapon type category was Personal Weapons (61.9%) which includes the use of hands, feet, teeth, etc. to inflict injury. The second highest weapon type category reported in 2018 was the category of Dangerous Weapons (17.9%) which includes the use of a Knife/Cutting Instrument and Blunt Object.

Chart 1: Weapon Type



Further findings indicated, TIBRS offenses listed as Aggravated Assault, Simple Assault and Intimidation increased by 14.2% from 2017 to 2018. The two bias groups most reported for the combined offenses listed below were Race/Ethnicity/Ancestry Bias at 58.4% followed by Sexual Orientation Bias at 23.4%.

Chart 2: Crimes Against Persons



TIBRS defines the offense of Intimidation as “unlawfully placing another person in reasonable fear of bodily harm through the use of threatening words and/or other conduct, but without displaying a weapon or subjecting the victim to actual physical attack.” Sixty-two such bias-motivated Intimidation offenses were reported in 2018, resulting in a 51.2% increase from 2017. Aggravated Assault offenses, in comparison, decreased 23.1% from 2017 to 2018.

Crimes Against Property

The TIBRS Crimes Against Property category includes offenses such as Burglary, Counterfeiting/Forgery, Destruction/Damage/Vandalism, Fraud, Robbery, and Theft- All Other Larceny. Of the 49 bias-motivated Crimes Against Property offenses, 33 were reported under the Destruction/Damage/Vandalism offense. Over the past three years, this offense has consistently been the most frequently reported hate crime against property.

Chart 3: Destruction/Damage/Vandalism 3 year comparison

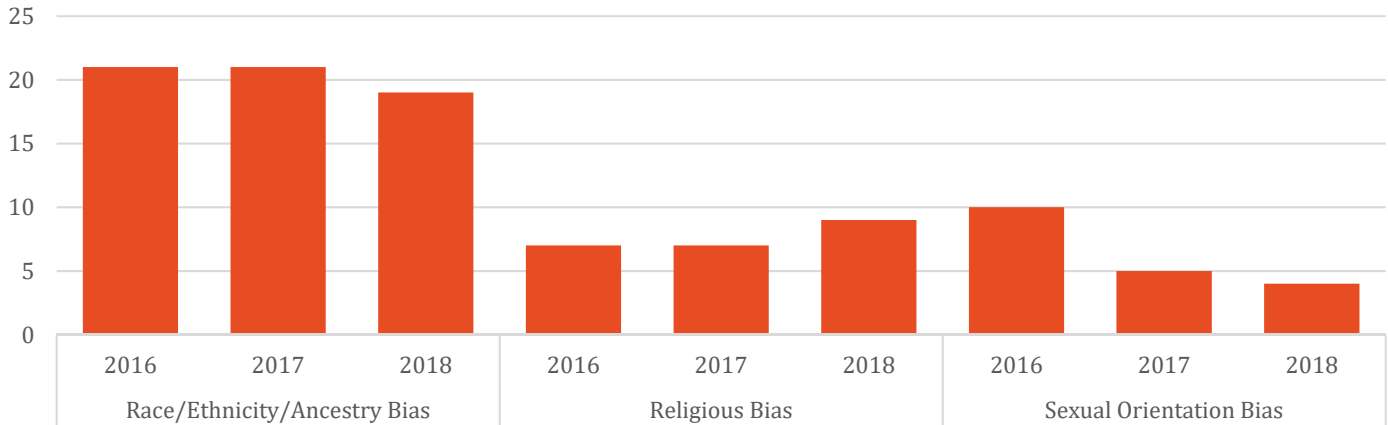
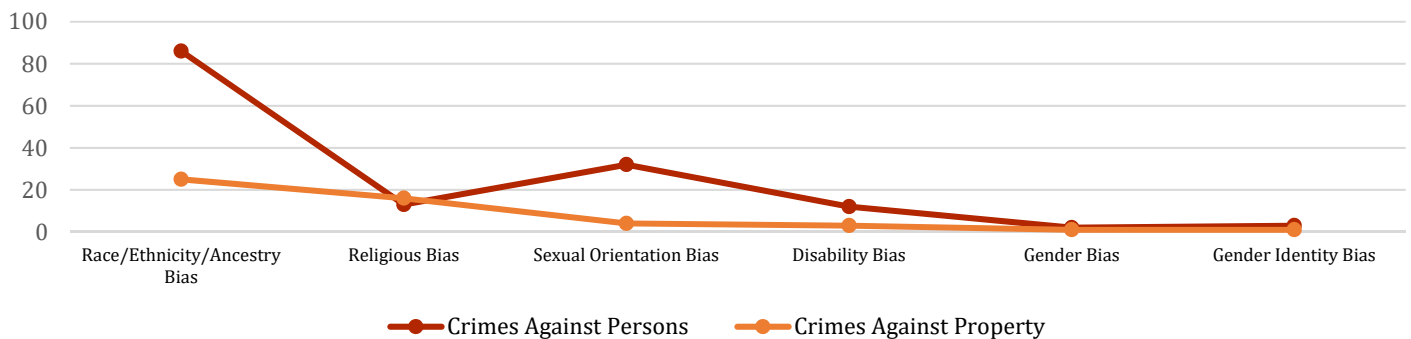


Chart 3 shown above compares bias-motivated offenses for the Destruction/Damage/Vandalism category from 2016 to 2018. Noteworthy findings in data revealed, Religious Bias increased by 28.6% from 2016 to 2018. Sexual Orientation Bias, in contrast, decreased by 60.0% within the three-year time span. Gender Identity Bias and Gender Bias made up less than one percent and as a result are not included in Chart 3.

Chart 4: Crimes Against Persons vs. Crimes Against Property

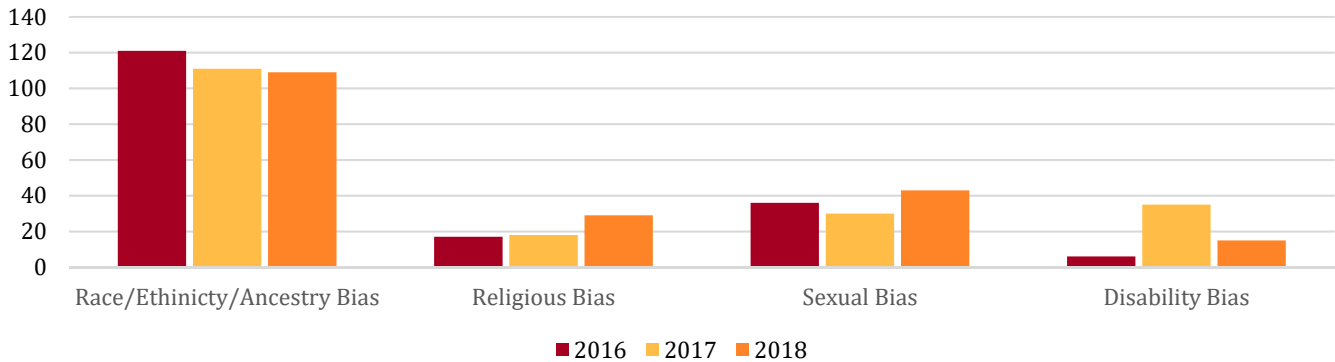


Data shown on Chart 4 represents a comparison between Crimes Against Persons and Crimes Against Property by Bias Motivation type for 2018. Though Race/Ethnicity/Ancestry Bias was the most frequently reported bias in 2018, Sexual Orientation Bias was often associated with Crimes Against Persons. Religious Bias was more frequently reported with Crimes Against Property in 2018.

Hate Crime Victims

In 2018, there were a total of 560 hate crime victims reported. Of those 560 victims, 364 were reported with an Unknown Bias or in other words, “offender’s motivation not known.” Per TIBRS, Unknown Bias are thought to have characteristics of a bias motivated offense and are currently under investigation to determine a specific category. Victims reported with an Unknown Bias are not included in Chart 5.

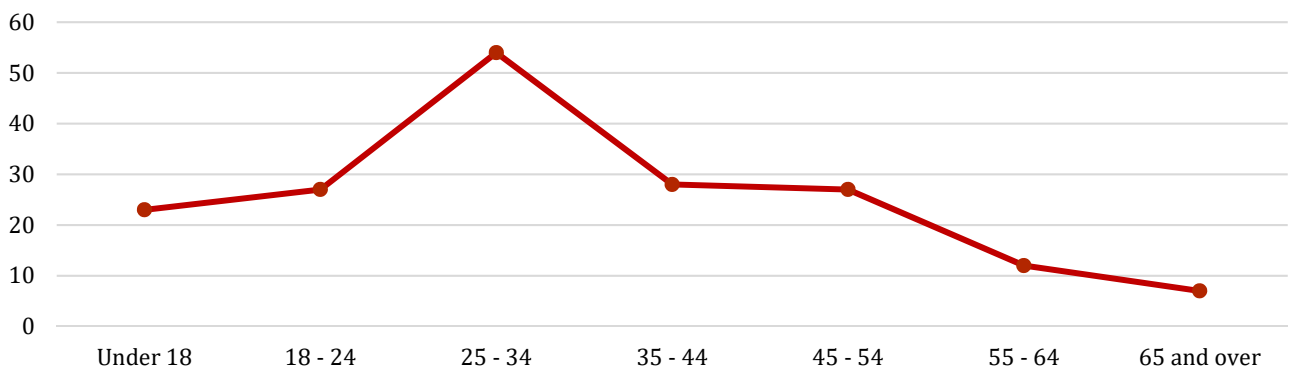
Chart 5: Victims by Year



The bias category of Race/Ethnicity/Ancestry decreased by 9.9 % from 2016-2018. Religious Bias, in contrast, increased by 70.6% within the three year time span. Further analysis on victim data revealed, Males (64.4%) were victimized at a higher rate, than females (35.6%).

Victims identified as White made up 65.7% of the hate crime victims whereas 32.0% were identified as Black or African American. The race category of Asian made up 2.2%. Native American/Alaskan Native, Native Hawaiian or Other Pacific Islander had zero reported victims for 2018. Additionally, 14 victims were reported with an Unknown race.

Chart 6: Victims by Age



Data revealed the age group category of 25-34 was the most common victim age group accounting for 30.3% of individual victims reported with a known bias in 2018. The age group to be least victimized in 2018, with a known bias, were ages 65 and Over, only accounting for 3.9%. Eight victims were reported with an unknown age.

Juvenile Victims and Offenders

Equally important, 23 victims of known bias hate crime offenses were juveniles in 2018. Racial/Ethnicity/Ancestry Bias was the most commonly reported motivation for Juvenile hate crimes at 60.9%. Juvenile victims classified as White and Black or African American respectively accounted for 50% within that bias-motivation category.

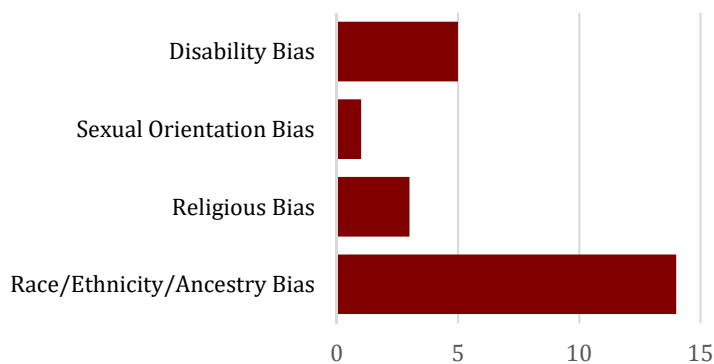
Findings also indicated juvenile females accounted for 52.2% while male juveniles accounted for 47.8%.

Ten adult offenders were reported as having committed hate crimes against individuals under the age of 18. Only 9.1% offenders of hate crimes committed against juveniles were other juveniles and male juveniles were the most common offender against other juveniles in 2018.

Offense Type	Total
Statutory Rape	1
Aggravated Assault	4
Simple Assault	7
Intimidation	10
Theft- All Other Larceny	1
Total	23

Offender Age	Male	Female
Under 18	10	2
18 to 24	0	2
25 to 34	5	0
35 to 44	0	1
45 to 54	0	0
55 to 64	1	0
65 and over	1	0
Total	17	5

Chart 7: Juveniles by Bias Type



In 2018, Racial Bias among juveniles made up 60.9% of all bias motivation reported, followed by Disability Bias at 21.7%.

The least reported known bias reported in 2018 was Sexual Orientation Bias at 4.3%. Unknown Bias against juveniles is not included in Chart 6.

When and Where

Chart 8: Time of Day

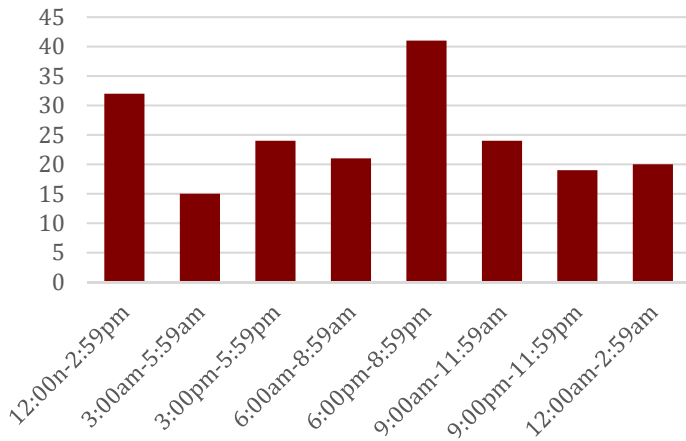


Chart 9: Location

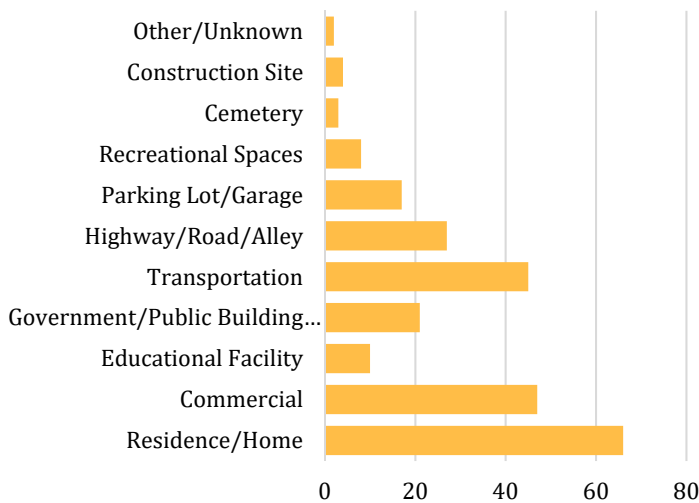
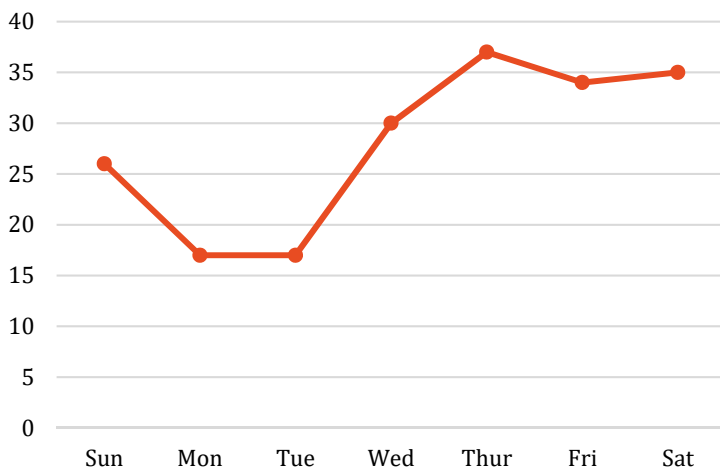


Chart 10: Day of Week



Time of day, location, and day of week, are examined in an effort to identify when hate crimes occur. Chart 8 details the Time of Day of when hate crime incidents occurred in 2018. The majority of 2018 hate crimes occurred between the hours of 6:00pm to 8:59 pm. Intimidation accounted for the majority of Bias-motivated offenses in this time frame. Incidents with an unknown Bias motivation are not included in Charts 8-10.

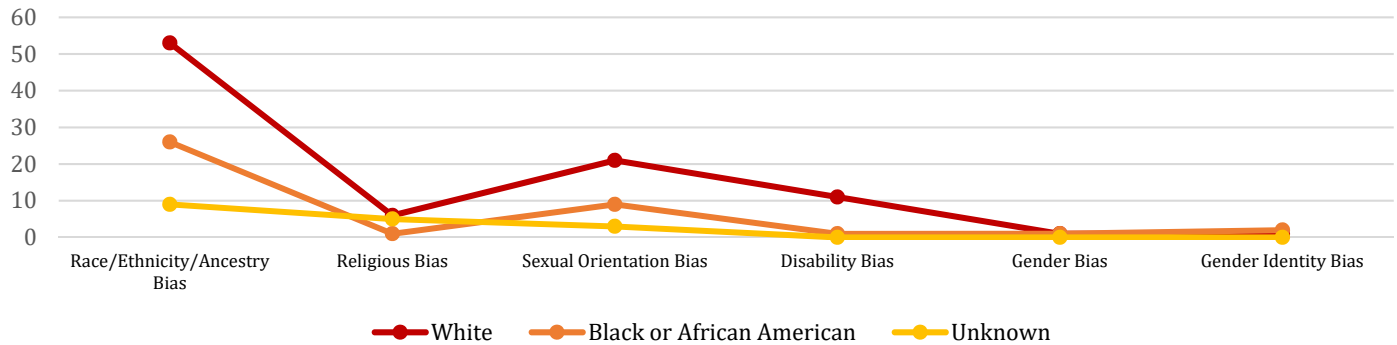
Per TIBRS, more than one location category may be reported in an incident. Data illustrated on Chart 9 revealed the location type of Residence/Home (26.4%) accounted for the highest reported location, followed by Commercial (18.8%) and Transportation (18.0%). Per TIBRS, some examples of commercial locations include, Convenience Store, Service/Gas Station, Grocery/Supermarket, etc.

The most reported day of week in 2018 was Thursday (18.9%), followed by Saturday (17.9%). Although Thursday accounted for the most frequent day for Bias motivated offenses, Race/Ethnicity/Ancestry occurred predominately on Wednesdays and Fridays. Data appears to show lower numbers on Monday and Tuesday with a large increase on Wednesday with Race/Ethnicity/Ancestry offenses in 2018.

Hate Crime Offenders

Examination of 2018 offender data revealed that males are the most common perpetrators of bias motivated crimes at 72.5% whereas, females only accounted for 16.2%. Offenders with an Unknown Gender accounted for 11.3% of the offender data in 2018. More specifically, White offenders accounted for 60.4% and Black or African American offenders accounted for 27.8% of all hate crime offenders.

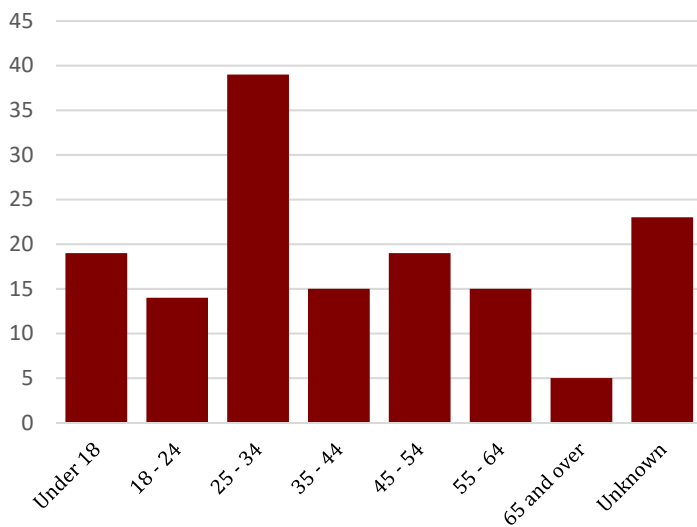
Chart 11: 2018 Offender Race by Bias Type



Note: Unknown Bias where the 'offender's motivation is not known' is not included in Chart 11.

Notably, 17 offenders were reported with an Unknown race in 2018. Further analysis on offender data indicated no other race category was reported in 2018.

Chart 12: Offender Age Overview



Note: Unknown Bias where the 'offender's motivation is not known' is not included in Chart 12.

The age group category of 25-34 accounted for the largest age group of known offenders in 2018. The age group categories of Under 18 and 45-54 made up 12.8% respectively in 2018. Data shown on Chart 12 revealed those least likely to engage in a bias motivated crime are individual aged 65 and over. 15.4% of offenders were reported as having an unknown age.

Hate Crimes and Clearances

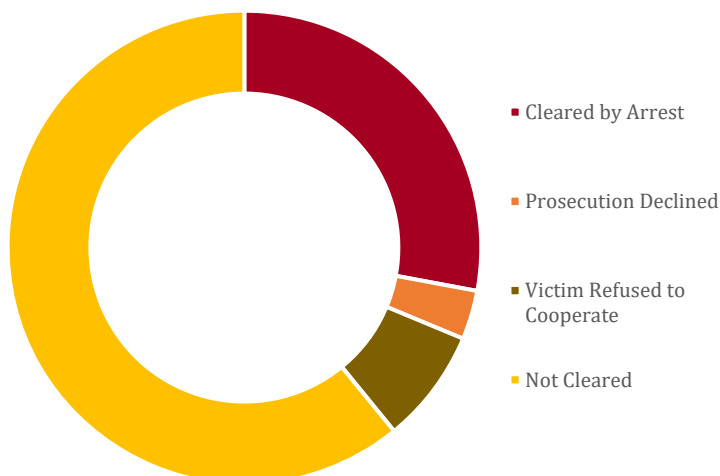
Of the 196 known hate crime offenses reported in 2018, 50 were cleared by arrest in TIBRS. Twenty of all hate crimes were cleared exceptionally because of victims refusing to cooperate or prosecution being declined by the district attorney. The table (right) details the number of 2018 bias motivated offenses cleared by arrest.

There are various factors that contribute to the low clearance rate of bias-motivated crimes. Among other things, time of day and location in which the offense occurs could affect the availability of essential law enforcement investigation elements such as evidence, witnesses, etc. Additionally, a victim’s fear of retaliation can also be considered when evaluating the clearance of hate crimes.

Examination of the 2018 Victim to Offender relationship data revealed that the majority of victims reported knew their offender(s). This gives insight into the dilemma of uncooperative victims and/or witnesses law enforcement agencies potentially face when investigating crimes.

Table 6: 2018 Hate Crime Incidents Cleared by Arrest	
Offense Type	Cleared
Crimes Against Persons	
Fondling	1
Sodomy	1
Statutory Rape	1
Aggravated Assault	11
Simple Assault	21
Intimidation	8
Crimes Against Property	
Destruction/Damage/Vandalism	5
Fraud-Identity Theft	1
Theft-Shoplifting	1
Total	50

Chart 13: 2018 Hate Crime Clearances



The graph to the left details the percentage of 2018 bias motivated incidents by type of clearance.

The offense types most frequently Cleared by Arrest were Aggravated Assault and Simple Assault with 32 incidents cleared. In addition, 14 clearance types reported Victim Refused to Cooperate.

Of the 196 reported known bias offenses reported 109, or 60.9%, were not cleared in 2018.

2018 Bias by Jurisdiction

Anti-Race/Ethnicity/Ancestry Bias

Agency	Crimes Against Persons	Victim Count
Anti-Asian		
Lebanon Police Department	Intimidation	1
McMinn County Sheriff's Office	Intimidation	1
Vanderbilt University	Stalking	2
Anti-Black or African American Bias		
Bartlett Police Department	Intimidation	1
Bradley County Sheriff's Office	Aggravated Assault	1
Brighton Police Department	Simple Assault	1
Chattanooga Police Department	Simple Assault	2
Clarksville Police Department	Aggravated Assault	1
Clarksville Police Department	Simple Assault	2
Cleveland Police Department	Aggravated Assault	2
Cleveland Police Department	Simple Assault	1
Cleveland Police Department	Intimidation	1
Clinton Police Department	Aggravated Assault	3
Germantown Police Department	Intimidation	2
Gibson County Sheriff's Office	Aggravated Assault	1
Greenville Police Department	Intimidation	2
Jackson Police Department	Intimidation	1
Knoxville Police Department	Intimidation	1
Lebanon Police Department	Intimidation	3
Maryville Police Department	Intimidation	2
Maury County Sheriff's Office	Aggravated Assault	1
Memphis Police Department	Intimidation	1
Memphis Police Department	Stalking	1
Millington Police Department	Aggravated Assault	1
Morristown Police Department	Intimidation	1
Murfreesboro Police Department	Simple Assault	1
Murfreesboro Police Department	Intimidation	1
Nashville Metro Police Department	Intimidation	1
Pigeon Forge Police Department	Intimidation	1
Rutherford County Sheriff's Office	Intimidation	1
Shelby County Sheriff's Office	Simple Assault	1
Shelby County Sheriff's Office	Intimidation	1
Trenton Police Department	Intimidation	1
Williamson County Sheriff's Office	Intimidation	1

Anti-Hispanic or Latino		
Bartlett Police Department	Simple Assault	4
Blount Police Department	Simple Assault	1
Crossville Police Department	Simple Assault	1
Elizabethton Police Department	Intimidation	1
Knoxville Police Department	Aggravated Assault	3
Knoxville Police Department	Simple Assault	1
Memphis Police Department	Simple Assault	1
Nashville Metro Police Department	Simple Assault	1

Anti-Race/Ethnicity/Ancestry Bias Continued	Anti-Multi-Racial Group Bias	
Clarksville Police Department	Simple Assault	1
Washington County Sheriff's	Simple Assault	1

Anti-White Bias		
Chattanooga Police Department	Intimidation	4
Gibson County Sheriff's Office	Simple Assault	1
Greeneville Police Department	Simple Assault	1
Lebanon Police Department	Intimidation	1
Millington Police Department	Intimidation	1
Munford Police Department	Simple Assault	1
Sullivan County Sheriff's Office	Simple Assault	1
Washington County Sheriff's Office	Aggravated Assault	1

Agency	Crimes Against Property	Victim Count
	Anti-African American or Black Bias	
Chattanooga Police Department	Destruction/ Damage/Vandalism	1
Elizabethton Police Department	Destruction/Damage/Vandalism	1
Hendersonville Police Department	Theft-Shoplifting	1
Kingsport Police Department	Destruction/Damage/Vandalism	1
Knoxville Police Department	Destruction/Damage/Vandalism	2
McMinnville Police Department	Destruction/Damage/Vandalism	3
Millington Police Department	Destruction/Damage/Vandalism	1
Mount Juliet Police Department	Destruction/Damage/Vandalism	1
Murfreesboro Police Department	Destruction/Damage/Vandalism	1
Oak Ridge Police Department	Destruction/Damage/Vandalism	1
Sevier County Sheriff's Office	Destruction/Damage/Vandalism	1
Shelby County Sheriff's Office	Destruction/Damage/Vandalism	1
Tennessee Department of Safety	Destruction/Damage/Vandalism	1
Vanderbilt University	Destruction/Damage/Vandalism	1
	Anti-American Indian or Alaska Native	
Spring Hill Police Department	Fraud-False Pretenses	1
	Anti-Asian	
Spring Hill Police Department	Theft-Shoplifting	1
	Anti-Hispanic or Latino	
Bradley County Sheriff's Office	Destruction/Damage/Vandalism	1

Anti-White Bias		
Alcoa Police Department	Destruction/Damage/Vandalism	1
Greeneville Police Department	Fraud-False Pretenses	2
Meigs County Sherriff's Office	Theft- All Other Larceny	1

Anti-Religious Bias

Agency	Crimes Against Persons	Victim Count
	Anti-Eastern Orthodox (Russian, Greek, Other)	
Hamilton County Sheriff's Office	Aggravated Assault	1

Anti-Religious Bias Continued		
Agency	Anti-Jewish	
Knoxville Police Department	Intimidation	1
Nashville Metro Police Department	Intimidation	4
Anti-Islamic		
Bartlett Police Department	Intimidation	1
Dover Police Department	Intimidation	1
Anti-Multiple Religions Group		
Knoxville Police Department	Intimidation	1
Anti-Other Religion		
Sullivan County Sheriff's Office	Stalking	1
Anti-Sikh		
Springfield Police Department	Simple Assault	1

Anti-Sexual Orientation or Gender Bias

Agency	Crimes Against Persons	Victim Count
Anti- Bisexual Bias		
Cleveland Police Department	Intimidation	1
Anti-Gay		
Blount County Sheriff's Office	Simple Assault	2
Dyersburg Police Department	Aggravated Assault	2
Franklin Police Department	Intimidation	1
Knoxville Police Department	Aggravated Assault	1
Meigs County Sheriff's Office	Aggravated Assault	2
Monroe County Sheriff's Office	Aggravated Assault	1
Montgomery County Sheriff's Office	Simple Assault	1
Murfreesboro Police Department	Aggravated Assault	1
Sevierville Police Department	Simple Assault	1
Agency	Crimes Against Persons	Victim Count
Anti- Lesbian (Female Homosexual) Bias		
Oak Ridge Police Department	Simple Assault	1
Franklin Police Department	Intimidation	1
Anti-Lesbian, Gay, Bisexual, or Transgender Bias (Mixed Group)		
Carter County Sheriff's Office	Aggravated Assault	1
Chattanooga Police Department	Simple Assault	3
Cleveland Police Department	Intimidation	1
Memphis Police Department	Aggravated Assault	1
Memphis Police Department	Intimidation	1
Milan Police Department	Intimidation	1
Millington Police Department	Simple Assault	1
Agency	Crimes Against Property	Victim Count
Anti-Sexual Orientation or Gender Bias Continued		
Anti-Gay (Homosexual Male) Bias		
Dandridge Police Department	Destruction/Damage/Vandalism	1
Knoxville Police Department	Destruction/Damage/Vandalism	1
Tennessee Department of Safety	Destruction/Damage/Vandalism	1

Anti-Sexual Orientation or Gender Bias Continued	Anti-Lesbian, Gay, Bisexual, or Transgender (Mixed Group)	
Knoxville Police Department	Destruction/Damage/Vandalism	1

Agency	Crimes Against Persons	Victim Count
Anti-Gender Non-conforming		
Chattanooga Police Department	Simple Assault	1
Anti-Male		
Montgomery County Sheriff's Office	Simple Assault	1
Anti-Transgender		
Nashville Metro Police Department	Simple Assault	1

Agency	Crimes Against Property	Victim Count
Anti-Male		
Union University	Destruction/Damage/Vandalism	1
Anti-Transgender		
Nashville Metro Police Department	Theft-All Other Larceny	1

Anti-Physical Disability

Agency	Crimes Against Persons	Victim Count
Anti-Mental Disability		
Chattanooga Police Department	Intimidation	1
Covington Police Department	Simple Assault	1
Knoxville Police Department	Simple Assault	1
Millington Police Department	Simple Assault	1
Millington Police Department	Aggravated Assault	2
Shelby County Sheriff's Office	Simple Assault	2
Sullivan County Sheriff's Office	Simple Assault	2
Sullivan County Sheriff's Office	Aggravated Assault	1

Agency	Crimes Against Property	Victim Count
Anti-Physical Disability		
Algood Police Department	Theft-All Other Larceny	1
Hickman County Sherriff's Office	Theft-All Other Larceny	1
Whitwell Police Department	Theft-All Other Larceny	1

TIBRS Group A Offense Definitions

Animal Cruelty – Intentionally, knowingly, or recklessly taking an action that mistreats or kills any animal without just cause, such as torturing, tormenting, mutilation, maiming, poisoning, or abandonment.

Arson – To unlawfully and intentionally damage, or attempt to damage, any real or personal property by fire or incendiary device.

Assault Offenses – An unlawful attack by one person on another.

Aggravated Assault – An unlawful attack by one person upon another wherein the offender uses a weapon or displays it in a threatening manner, or the victim suffers obvious severe or aggravated bodily injury involving apparent broken bones, loss of teeth, possible internal injury, severe laceration or loss of consciousness.

Simple Assault – An unlawful physical attack by one person upon another where neither the offender displays a weapon, nor the victim suffers obvious severe or aggravated bodily injury involving apparent broken bones, loss of teeth, possible internal injury, severe laceration or loss of consciousness.

Intimidation – To unlawfully place another person in reasonable fear of bodily harm through the use of threatening words and/or other conduct, but without displaying a weapon or subjecting the victim to actual physical attack.

Stalking – To intentionally and repeatedly follow or harass another person in such a manner as would cause that person to be in reasonable fear of being assaulted, suffering bodily injury or death.

Bribery – The offering, giving, receiving or soliciting of anything of value (i.e., a bribe, gratuity or kickback) to sway the judgment or action of a person in a position of trust or influence.

Burglary/Breaking and Entering – The unlawful entry into a building or other structure with the intent to commit a felony or a theft.

Counterfeiting/Forgery – The altering, copying or imitation of something, without authority or right, with the intent to deceive or defraud by passing the copy or thing altered or imitated as that which is original or genuine; or the selling, buying or possession of an altered, copied or imitated thing with the intent to deceive or defraud.

Destruction/Damage/Vandalism of Property – To willfully or maliciously destroy, damage, deface or otherwise injure real or personal property without the consent of the owner or the person having custody or control of it.

Drug Offenses – The violation of laws prohibiting the production, distribution, and/or use of certain controlled substances and the equipment or devices utilized in their preparation and/or use.

Drug Violations – The unlawful cultivation, manufacture, distribution, sale, purchase, use, possession, transportation or importation of any controlled drug substance.

Drug Equipment Violations – The unlawful manufacture, sale, purchase, possession or transportation of equipment or devices utilized in preparing and/or using drugs or narcotics.

Embezzlement – The unlawful misappropriation by an offender to his/her own use or purpose of money, property, or some other thing of value entrusted to his/her care, custody or control.

Extortion/Blackmail – To unlawfully obtain money, property, or any other thing of value, either tangible or intangible, through the use or threat of force, misuse of authority, threat of criminal prosecution, threat of destruction of reputation or social standing or through other coercive means.

Fraud Offenses – The intentional perversion of the truth for the purpose of inducing another person or other entity in reliance upon it to part with something of value or surrender a legal right.

False Pretenses/Swindle/Confidence Game – The intentional misrepresentation of existing facts or conditions, or the use of some other deceptive scheme or device to obtain money, goods, or other things of value.

Credit Card/Automatic Teller Machine Fraud – The unlawful use of a credit or debit card or automatic teller machine for fraudulent purposes.

Impersonation – Falsely representing one's identity or position, and acting in the character or position thus unlawfully assumed, to deceive others and thereby gain a profit or advantage, enjoy some right or privilege, or subject another person or entity to an expense, charge, or liability which would not have otherwise been incurred.

Welfare Fraud – The use of deceitful statements, practices or devices to unlawfully obtain welfare benefits.

Wire Fraud – The use of an electric or electronic communications facility to intentionally transmit a false and/or deceptive message in furtherance of a fraudulent activity.

Identity Theft – Wrongfully obtaining and using another person’s personal data (e.g. name, date of birth, social security number, driver’s license number, credit card number).

Computer Hacking/Invasion – Wrongfully gaining access to another person’s or institution’s computer software, hardware, or networks without authorized permissions or security clearances.

Gambling Offenses – To unlawfully bet or wager money or something else of value; assist, promote or operate a game of chance for money or some other stake; possess or transmit wagering information; manufacture, sell, purchase, possess or transport gambling equipment, devices or goods; or tamper with the outcome of a sporting event or contest to gain a gambling advantage.

Betting/Wagering – To unlawfully stake money or something else of value on the happening of an uncertain event or on the ascertainment of a fact in dispute.

Operating/Promoting/Assisting Gambling – To unlawfully operate, promote or assist in the operation of a game of chance, lottery or other gambling activity.

Gambling Equipment Violations – To unlawfully manufacture, sell, buy, possess or transport equipment, devices and/or goods used for gambling purposes.

Sports Tampering – To unlawfully alter, meddle in or otherwise interfere with a sporting contest or event for the purpose of gaining a gambling advantage.

Homicide Offenses

Murder and Nonnegligent Manslaughter – The willful (nonnegligent) killing of one human being by another.

Negligent Manslaughter – The killing of another person through negligence.

Justifiable Homicide – The killing of a perpetrator of a serious criminal offense by a peace officer in the line of duty; or the killing, during the commission of a serious criminal offense, of the perpetrator by a private individual.

** Justifiable homicide is not considered a crime and is not included in an agency’s crime counts.*

Negligent Vehicular Manslaughter – The negligent killing of another person by the driver of a motor vehicle while under the influence of alcohol and/or drugs. Not included in this category are deaths of persons due to their own negligence; accidental deaths resulting from non-alcohol or drug related negligence (i.e., distracted driving such as tuning a car radio, talking on the phone, texting, etc.) and other accidental traffic fatalities.

Human Trafficking Offenses

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.

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

Kidnapping/Abduction – The unlawful seizure, transportation, and/or detention of a person against his/her will, or of a minor without the consent of his/her custodial parent(s) or legal guardian.

Larceny/Theft Offenses – The unlawful taking, carrying, leading or riding away of property from the possession, or constructive possession, of another person.

Pocket-Picking – The theft of articles from another person’s physical possession by stealth where the victim does not become immediately aware of the theft.

Purse Snatching – The grabbing or snatching of a purse, handbag, etc., from the physical possession of another person.

Shoplifting – The theft, by someone other than an employee of the victim, of goods or merchandise exposed for sale.

Theft from Building – A theft from within a building which is either open to the general public or of which the offender has legal access.

Theft from Coin-Operated Machine or Device – A theft from a machine or device which is operated or activated by the use of coins.

Theft from Motor Vehicle – The theft of articles from a motor vehicle, whether locked or unlocked.

Theft of Motor Vehicle Parts or Accessories – The theft of any part or accessory affixed to the interior or exterior of a motor vehicle in a manner which would make the item an attachment of the vehicle or necessary for its operation.

All Other Larceny – All thefts which do not fit any of the definitions of the specific subcategories of Larceny/Theft listed above.

Motor Vehicle Theft – The theft of a motor vehicle.

Pornography/Obscene Material – The violation of laws or ordinances prohibiting the manufacture, publishing, sale, purchase or possession of sexually explicit material, e.g., literature, photographs, etc.

Prostitution Offenses

Prostitution – To unlawfully engage in sexual relations for profit.

Assisting or Promoting Prostitution – To solicit customers or transport persons for prostitution purposes; to own, manage or operate a dwelling or other establishment for the purpose of providing a place where prostitution is performed; or to otherwise assist or promote prostitution.

Purchasing Prostitution – To purchase, or trade, anything of value for commercial sex acts.

Robbery – The taking, or attempting to take, anything of value under confrontational circumstances from the control, custody or care of another person by force or threat of force or violence, and/or by putting the victim in fear of immediate harm.

Sex Offenses, Non Consensual– Any sexual act directed against another person, forcibly and/or against that person’s will; or not forcibly or against the person’s will where the victim is incapable of giving consent.

Rape – The carnal knowledge of a person, forcibly and/or against that person’s will; or not forcibly or against the person’s will where the victim is incapable of giving consent because of his/her youth or because of his/her temporary or permanent mental or physical incapacity.

Sodomy – Oral or anal sexual intercourse with another person, forcibly and/or against that person’s will; or not forcibly or against the person’s will where the victim is incapable of giving consent because of his/her youth or because of his/her temporary or permanent mental or physical incapacity.

Sexual Assault With An Object – To use an object or instrument to unlawfully penetrate, however slightly, the genital or anal opening of the body of another person, forcibly and/or against that person’s will; or not forcibly or against the person’s will where the victim is incapable of giving consent because of his/her youth or his/her temporary or permanent mental or physical incapacity.

Fondling – The touching of the private body parts of another person for the purpose of sexual gratification, forcibly and/or against that person’s will; or not forcibly or against the person’s will where the victim is incapable of giving consent because of his/her youth or because of his/her temporary or permanent mental or physical incapacity.

Sex Offenses, Consensual- Unlawful, Nonforcible sexual intercourse.

Incest – Nonforcible sexual intercourse between persons who are related to each other within the degrees wherein marriage is prohibited by law.

Statutory Rape – Nonforcible sexual intercourse with a person who is under the statutory age of consent.

Note: By Tennessee Statute the victim must be between ages 13-17 and the offender must be at least four years older for an offense to be classified as Statutory Rape.

Stolen Property Offense – Receiving, buying, selling, possessing, concealing or transporting any property with the knowledge that it has been unlawfully taken, as by burglary, embezzlement, fraud, larceny, robbery, etc.

Weapon Law Violations – The violation of laws or ordinances prohibiting the manufacture, sale, purchase, transportation, possession, concealment or use of firearms, cutting instruments, explosives, incendiary devices or other deadly weapons. This category includes violations such as the manufacture, sale or possession of deadly weapons; carrying deadly weapons, concealed or openly; using, manufacturing, etc., silencers; and furnishing deadly weapons to minors.

TIBRS Group B Offense Definitions

There are ten Group B offense categories and they encompass all of the crimes which are not Group A offenses, with the exception of most traffic offenses which TIBRS does not collect information on.

Bad Checks – Knowingly and intentionally writing and/or negotiating checks drawn against insufficient or nonexistent funds.

Curfew/Loitering/Vagrancy Violations – The violation of a court order, regulation, ordinance or law requiring the withdrawal of persons from the streets or other specified

areas; prohibiting persons from remaining in an area or place in an idle or aimless manner; or prohibiting persons from going from place to place without visible means of support.

Disorderly Conduct – Any behavior that tends to disturb the public peace or decorum, scandalize the community or shock the public sense of morality.

Driving Under the Influence – Driving or operating a motor vehicle or common carrier while mentally or physically impaired as the result of consuming an alcoholic beverage or using a drug or narcotic.

Drunkenness – To drink alcoholic beverages to the extent that one’s mental faculties and physical coordination are substantially impaired.

Family Offense, Nonviolent – Unlawful, nonviolent acts by a family member (or legal guardian) which threaten the physical, mental or economic well-being or morals of another family member and which are not classifiable as other offenses, such as Assault, Incest, Statutory Rape, etc.

Liquor Law Violations – The violation of laws or ordinances prohibiting the manufacture, sale, purchase, transportation, possession or use of alcoholic beverages.

Peeping Tom – To secretly look through a window, doorway, keyhole or other aperture for the purpose of voyeurism.

Trespass of Real Property – To unlawfully enter land, a dwelling or other real property.

All Other Offenses – All crimes which are not Group A offenses and not included in one of the specifically named Group B crime categories listed above.

Includes: Contempt of Court, Failure to Appear, Violation of Probation / Parole, etc.

Note: Effective with the April 2013 data submissions, the TIBRS program discontinued the collection of data for the Group B offense of Runaway.



Tennessee Bureau of Investigation, June 2019. Publication Authorization Number 348109, electronic copies only. This publication was promulgated at a cost of \$0.00 per copy.