

# REPORTING HATE INCIDENTS TOWARDS ODIHR'S 2025 HATE CRIME REPORT

## Factsheet for Civil Society

### Introduction

As part of its annual Hate Crime Report, ODIHR collects hate incidents reported by civil society organizations (CSOs). CSO-monitored hate incidents provide vital context to the data and information shared by States, and highlight the damaging impact of hate crimes on targeted communities. ODIHR publishes hate incidents reported by CSOs on its **Hate Crime Report Website** (<http://hatecrime.osce.org>) on 16 November each year (International Day for Tolerance).

This factsheet explains how to report hate incidents to ODIHR, and what details to include to ensure that the hate incidents can be included on the website

### What is a hate crime?

OSCE participating States recognize that a hate crime is a criminal act committed with a bias motivation.

**Bias motivations** are based on preconceived opinions, stereotypical assumptions, intolerance or hatred directed towards a group that shares a common characteristic. These characteristics include 'race', ethnicity, language, religion, nationality, sexual orientation, gender, gender identity, disability, and any other fundamental identity traits.

**Criminal offences** include violent attacks against people, threats/harassment, and attacks against property.

Hate crimes do not only affect individuals from specific groups. People or property associated with a group that shares a protected characteristic, such as human rights defenders, community centres, or places of worship can also be targets of hate crimes.

**To be included in ODIHR's Report, an incident must consist of a criminal offence motivated by bias.**

**The incident must have taken place in 2025.**

## How can I tell if an incident was motivated by bias?

**Bias indicators** can help us assess whether an incident was motivated by bias:

- **Time, place and location of the offence**  
Did the incident coincide with a significant event, such as a religious festival, commemoration or pride parade? Did the incident target or take place in a property commonly associated with a particular group (e.g., a community centre, or a mosque, church or other place of worship)?
- **Victim/Witness Perception**  
Do victims or witnesses believe they were targeted because of their identity?
- **Comments, Written Statements, Gestures, and Graffiti**  
Did the suspect comment or insult the victim's identity? Were graffiti, drawings or symbols left at the scene of the incident? If the target was a property, was it associated with a particular group, such as a monument or a cemetery?
- **Racial, Ethnic, Gender, and Cultural Differences**  
Do the suspect/s and victim/s differ in terms of their characteristic (e.g., skin colour, religious, ethnic/national origin, or sexual orientation)? Is there a history of conflict between the victim's group and the suspect's group? Is the victim from a minority group in the area where the incident occurred? Was the victim engaged in activities promoting their group at the time of the incident?
- **Organized Hate Groups**  
Were hate group posters, graffiti or symbols found near the scene? Is there a hate group active in the area? While this can be a significant indicator, hate crimes are often committed by persons not connected to any organized group and with no history of criminal behaviour.
- **Previous Bias Crimes/Incidents**  
Have similar incidents occurred in the area? Who were the victims? Was the victim previously targeted because of their association with or belonging to a group?

## Is it still a hate incident if there are other motives involved?

Yes. These are sometimes called “mixed motive” incidents. In many cases, persons or property targeted because of bias have also had items of value, like money or mobile phones, stolen from them in the course of these attacks. If bias indicators are present then these incidents can also be recorded as hate incidents and submitted to ODIHR.

## What information does ODIHR need?

ODIHR analyses all the information reported by CSOs and publishes relevant cases as 'hate incidents'. ODIHR cannot assess whether all CSO-reported cases are criminal offences. To analyse potential hate incidents, ODIHR requires the following information:

- **Date, Time and Location of the Incident**
- **Source of Information**

The best sources are interviews with victims and witnesses. Media reports can also be useful, but it is important to assess the reliability of the source and to cross-check the information as much as possible.

- **Type of Crime**

What type of crime was committed? While other types of crimes can also be included and described, ODIHR reports primarily on the following crimes:

- **Violent attacks against people:** homicide, physical violence, sexual assault, abduction, robbery, bombing/arson attack clearly targeting people.
- **Threats/harassment:** threats, threatening behaviour, harassment, harassing behaviour.
- **Attacks against property:** arson attack, damage to property, burglary, theft, vandalism, hacking.

- **Bias motivation**

ODIHR reports on these hate crime strands:

- **Racist and xenophobic hate crime**
- **Anti-Roma hate crime**
- **Anti-Semitic hate crime**
- **Anti-Muslim hate crime**
- **Anti-Christian hate crime**
- **Other hate crime based on religion or belief**
- **Gender-based hate crime**
- **Anti-LGBTI hate crime**
- **Disability hate crime**

To help us identify the bias, please include information about all identity characteristics (gender, religion, nationality, etc.), and be aware that hate incidents can involve *multiple biases*.

- **Perpetrator(s)**

Information on suspected perpetrators (their age, ethnicity and relationship to victim) can help to determine whether the incident was a hate crime.

- **Brief Description of the Incident with Bias Indicators**

Please explain why you consider the incident to be bias motivated. Bias indicators can be used to help identify hate crimes. Briefly describe the incident using bias indicators.

- **Was the incident reported to the police?**

- **Response of Local Authorities**

This could include statements by public officials, press releases and/or meeting with representatives of the targeted community. Please also mention a lack of response or cooperation from police when the incident was reported the incident.

- **Impact on the Victim(s) and the Community**

Include the victim's view on the response and treatment by the authorities and first responders. Any reactions of the local community (e.g., a press release), the perception of the targeted community (e.g., fear for safety), and the impact on the security situation should also be mentioned.

- **The gender of the victim(s)**

## **Does ODIHR collect information on other forms and expressions of intolerance, like hate speech and discrimination?**

Some hate speech or discrimination cases may be criminal offences under national law (e.g., promoting a racist movement, incitement to hatred, or restricting access to services on religious grounds). **ODIHR does not publish hate speech or discrimination incidents as there is no consensus among OSCE States about whether such acts should be criminalized.**

## **How can CSOs submit information about hate incidents to ODIHR?**

Information about hate crimes and hate incidents that took place **during 2025** can be sent to [hatecrimereport@odihr.pl](mailto:hatecrimereport@odihr.pl), by **31 March 2026**, with the subject line:

**"HCR 2025 [NAME OF CIVIL SOCIETY ORGANIZATION/GROUP]"**

Please note that ODIHR can also receive relevant reports published by CSOs. Please send the report's URL, including a brief description of the data collection methodology.

**Contributors will receive an email in September or October 2026 asking them to review their incidents before they are published.**

Incidents that meet ODIHR's criteria will be published on the **Hate Crime Report website** (<http://hatecrime.osce.org>) on the International Day for Tolerance (16 November 2026).