



# General Assembly

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Agenda item 66 (a)

**Elimination of racism, racial discrimination, xenophobia  
and related intolerance: elimination of racism, racial  
discrimination, xenophobia and related intolerance**

## **Contemporary forms of racism, racial discrimination, xenophobia and related intolerance**

### **Note by the Secretary-General\***

The Secretary-General has the honour to transmit to the General Assembly the report of the Special Rapporteur on contemporary forms of racism, racial discrimination, xenophobia and related intolerance, E. Tendayi Achiume, submitted in accordance with Assembly resolution [76/149](#).

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\* The present report was submitted after the deadline in order to reflect recent developments.



**Report of the Special Rapporteur on contemporary forms of racism, racial discrimination, xenophobia and related intolerance, E. Tendayi Achiume**

**Combating glorification of Nazism, neo-Nazism and other practices that contribute to fuelling contemporary forms of racism, racial discrimination, xenophobia and related intolerance**

*Summary*

In the present report, the Special Rapporteur on contemporary forms of racism, racial discrimination, xenophobia and related intolerance, E. Tendayi Achiume, summarizes information received from Member States with regard to the implementation of General Assembly resolution [76/149](#). The Special Rapporteur also summarizes the key trends in the glorification of Nazism and related racism, xenophobia and intolerance that she has observed and reported on during the five years of her mandate. The Special Rapporteur subsequently outlines the governing principles and obligations of racial equality and non-discrimination, highlighting their application in combating racism and xenophobia.

## I. Introduction

1. The present report is submitted to the General Assembly pursuant to resolution [76/149](#), in which the Assembly requested the Special Rapporteur on contemporary forms of racism, racial discrimination, xenophobia and related intolerance to submit a report on the implementation of that resolution to the Assembly at its seventy-seventh session.

2. In the report, the Special Rapporteur summarizes information received from Member States with regard to the implementation of the above-mentioned resolution. She thanks the Member States that made submissions for their contributions.

3. The Special Rapporteur also summarizes the key trends in the glorification of Nazism and related racism, xenophobia and intolerance that she has observed and reported on during the five years of her mandate. Such trends include the broadening of neo-Nazi groups to embrace white nationalists and right-wing populist movements; the increased acceptance of neo-Nazi and related racism, xenophobia and intolerance within mainstream discourses and forums; the use of new technologies to further neo-Nazism and related racism, xenophobia and intolerance; the recruitment of young people by neo-Nazi groups; an upsurge in antisemitism in Europe and North America; anti-Asian and anti-black racism, Islamophobia and attacks on non-nationals in relation to the origin and propagation of the coronavirus disease (COVID-19); and the instrumentalization of the standards and tools designed to address neo-Nazism and related racism, xenophobia and intolerance.

4. The Special Rapporteur subsequently outlines the governing principles and obligations of racial equality and non-discrimination, highlighting their application in combating racism and xenophobia. As highlighted in previous reports, she reminds Member States of the strong commitment required to tackle the increase in hate crime and incitement to violence targeting ethnic, racial and religious minorities worldwide. She reminds States to consider the references in General Assembly resolution [76/149](#) to the horrors of the Second World War and the call to save future generations from the scourge of war. She calls upon States to redouble efforts to address all forms of ethnic, racial and religious hatred and to promote tolerance and understanding within and between countries.

## II. Submissions by Member States

5. In the present section, the Special Rapporteur summarizes submissions received from Member States on laws and policies in place to combat Nazism and neo-Nazism, but she does not analyse or evaluate these laws or policies. She underscores that providing the summaries of the State submissions below does not constitute her endorsement of their content. Indeed, some of the laws and policies summarized below, and/or gaps and weaknesses in the relevant legislative and policy frameworks, may be, or have been, subject to review and condemnation by other actors in the United Nations human rights system for being in contravention of international human rights law.

### A. Armenia

6. The Government of Armenia provided information indicating that there are no neo-Nazi or similar groups within the State. The Government also provided information about measures taken in law to prevent and address incidents and manifestations of discrimination, hate speech and hate crime, in accordance with its international human rights obligations. A new Criminal Code will come into force in

July 2022, the relevant provisions of which include article 329, which criminalizes incitement to violence and discrimination, and article 330, which makes it a crime to distribute materials or objects for such purposes.

7. According to the information provided, the Ministry of Justice, in partnership with the Council of Europe, compiled a study on the legal regulations in place to prevent and punish hate speech. Based upon this study, amendments have been made to the relevant legal framework to address protection gaps. The Government also provided information about legal provisions in place to prevent discrimination in the labour market and draft legislation to ensure equality before the law and the comprehensive protection of minority groups.

8. Information was also provided about the policy steps taken alongside the legal measures mentioned above. They included an assessment of the collection of disaggregated data on discrimination, hate crime and hate speech to identify and address gaps in that respect. The data currently available are compiled from crime statistics and were summarized within the information provided. According to those statistics, hate crimes increased between 2016 and 2021, but data for 2021 showed a decrease compared with 2020.

9. The Government described its collaboration with regional and international human rights mechanisms. In 2020, Armenia submitted its fifth country report under the Council of Europe Framework Convention for the Protection of National Minorities. In addition, the State has ratified a number of international human rights treaties, including the International Covenant on Civil and Political Rights and the International Convention on the Elimination of All Forms of Racial Discrimination.

10. The Government also provided information about alleged incidences of human rights abuses perpetrated by Azerbaijan.

## **B. Belarus**

11. The Government of Belarus submitted a report entitled “The most resonant human rights violations in certain countries of the world”, which discusses alleged human rights violations in a range of Western countries, including Austria, Belgium, Bulgaria, Canada, Czechia, Estonia, Finland, France, Germany, Greece, Italy, Latvia, the Netherlands, Norway, Poland, Romania, Slovakia, Spain, Sweden, Switzerland, the United Kingdom of Great Britain and Northern Ireland and the United States of America. The themes covered include Islamophobic legislative provisions; discrimination and xenophobia against migrants, including refugees and asylum-seekers; discrimination against those from the Russian Federation and Belarus; antisemitic violence; other forms of antisemitism; hate speech by political officials; and the destruction of memorials to the Second World War.

## **C. Burundi**

12. The Government of Burundi reported that there is no racism, xenophobia or related intolerance within the country. In the information provided, the Government highlights its ratification of the International Covenant on Civil and Political Rights in 1990 and subsequently describes national legislative provisions, including the Penal Code and the Constitution, which transpose international obligations into national law and criminalize racial discrimination.

13. Relevant policy documents are also outlined in the information provided, including Vision Burundi 2025; the national development plan of Burundi for 2018–2027; and the social protection and national health policy. The information describes

how measures outlined in these strategies address inequalities within the countries, including those that result from structural and systemic racism. Lastly, in its submission, the Government describes relevant institutions that contribute to the protection of human rights, including the Ombudsman, the National Independent Human Rights Commission, the Truth and Reconciliation Commission and the National Observatory for the Prevention and Eradication of Genocide, War Crimes and other Crimes against Humanity.

#### **D. Chile**

14. The Government of Chile provided information about the legal framework in place to prevent and combat discrimination, intolerance, racism and related violence. According to the information provided, Law No. 20.609 has been in place since 2012 and is designed to establish judicial redress in cases of discrimination. The law has been subjected to criticism based on issues with the definition of discrimination, the superiority of other rights over the rights to equality and non-discrimination within the national legal order and the low number of cases brought before the courts under the legislation. Bulletin No. 12.748-17 is being processed in order to address these criticisms and strengthen Law No. 20.609.

15. The Government also provided information about the public policies in place to prevent and combat discrimination and related intolerance. The national human rights plan is designed to mainstream human rights standards across the State. The first plan covered the period 2018–2021, and the second plan is currently being developed. There are a number of goals within the plans that address equality and non-discrimination, including manifestations of discrimination affecting migrants and refugees, older persons, women, LGBTIQ+ persons, persons with disabilities and indigenous and tribal peoples.

16. According to the information provided, the Human Rights Training and Education Unit has provided a range of training and awareness-raising activities for civil servants and the general public. For example, a training portal has been set up to provide courses to promote human rights awareness. These courses are tailored to different audiences and address varied topics.

#### **E. Guatemala**

17. The information provided by the Government of Guatemala was submitted by the Presidential Commission on Discrimination and Racism against Indigenous Peoples in Guatemala. It provided information about the commitment of the Government to combating racism, racial discrimination, xenophobia and intolerance and described how its response to such phenomena is grounded in the Durban Declaration and Programme of Action and its obligations under the International Convention on the Elimination of All Forms of Racial Discrimination.

18. According to the information provided, there are no known neo-Nazi, skinhead or extremist groups that promote, tolerate or exacerbate forms of racism, racial discrimination, xenophobia or other forms of related intolerance within the State's territory.

19. The Government provided information about the legislative provisions in place to prevent and combat manifestations of racism, racial discrimination, xenophobia and related intolerance. These provisions include article 4 of the Political Constitution of the Republic of Guatemala, which establishes the freedom and equality of all, and article 202 of the Penal Code, which criminalizes discrimination.

20. With regard to the institutional framework in place to promote political, social and cultural tolerance, the Presidential Commission on Discrimination and Racism against Indigenous Peoples was created pursuant to Governmental Agreement No. 390-2002 and is the public body responsible for the formulation and monitoring of public policies and programmes designed to address racism, racial discrimination, xenophobia and related intolerance. Details were supplied regarding the mandate of the technical committee for strengthening the strategic litigation of discrimination cases, which was set up to promote a space for dialogue and communication between civil servants and public officials to strengthen the investigation of discrimination cases. Efforts are also being made to promote linguistic plurality within the education system, to facilitate access to justice for indigenous peoples and train law enforcement officials on the prevention of discrimination and racism.

21. In addition, the Government provided disaggregated data on assistance provided by the Office for the Defence of Indigenous Women's Rights; cases handled by the judicial body; and the number of complaints of discrimination addressed by the legal component of the Presidential Commission on Discrimination and Racism against Indigenous Peoples. According to data on the complaints addressed by the Presidential Commission, in 2021, eight complaints were transferred to the Public Prosecutor's Office.

## **F. Iraq**

22. The Government of Iraq provided information indicating that there are no neo-Nazi groups within the State's territory. In its submission, the Government describes the emergence of Da'esh in Iraq in 2014. According to the information provided, Da'esh has committed atrocities including killings, torture, kidnappings, rape, sexual enslavement, child recruitment and crimes against humanity. The Government describes its response to the emergence of Da'esh, including legal measures taken to protect human rights and promote the rule of law, as well as steps to liberate the areas that have fallen under Da'esh control and provide temporary shelter to internally displaced persons.

23. The Government highlights relevant legal provisions in place in the State party, including Law No. 32 of 2016 adopted to counter racist movements, ideologies and political movements and organizations; Law No. 36 of 2015, which governs political parties; and provisions that protect religious freedom and worship.

24. In addition, the Government provided information about the policy framework, including the national strategy for countering terrorism for 2021–2025. The Government also described a joint initiative within the United Nations Assistance Mission for Iraq to address violence; initiatives created by the Ministry of Education to promote a spirit of tolerance and acceptance; and measures taken by the Committee on Information and Communication to ban any kind of incitement to violence or hatred against individuals and groups on the basis of ethnicity, gender or religious affiliation.

## **G. Lithuania**

25. The Government of Lithuania provided information about its position on General Assembly resolution [76/149](#). The Government stressed the importance that it places on the topics of racism, racial discrimination, xenophobia and related intolerance. The Government subsequently explained that, despite its commitment to addressing racism, racial discrimination, xenophobia and related intolerance, it had voted against General Assembly resolution [76/149](#) because of how it was being used by the Russian Federation, one of the main sponsors, to spread disinformation and weaponize sensitive issues.

26. The Government also provided information about the legislative steps that have been taken to address discrimination in the State. This includes the ratification of both the International Convention on the Elimination of All Forms of Racial Discrimination and regional standards on online hate speech and equality before the law. Information was also provided about the relevant national legal framework, including provisions in the recently amended Criminal Code, which apply criminal law to various forms and expressions of racism and xenophobia. Policies and programmes in place were also described, including the social inclusion development programme for 2021–2030 and participation in the implementation of the European Union anti-racism action plan entitled “A Union of equality: EU anti-racism action plan 2020–2025”.

27. The Government highlights that a number of steps have been taken in recent years to strengthen the response to hate crime and hate speech. For example, in 2020, a working group was established to promote an effective response to hate crime and hate speech. In addition, guidelines for the investigation of hate crime and hate speech were developed and approved by the Prosecutor General. Practical guidance for law enforcement officers on cooperation with communities vulnerable to hate crime have also been developed. Information was also included about a range of education and awareness-raising activities, including the establishment of tolerance education centres, materials to raise awareness about the Second World War and events to mark Roma Genocide Day.

## **H. Mauritius**

28. The Government of Mauritius described the legal framework in place to ensure the equal treatment of minority groups, including constitutional provisions guaranteeing protection from discrimination and ensuring religious freedom and relevant sections of the Criminal Code criminalizing a range of acts against persons, events and property of a religious nature and offences involving incitement to hatred.

29. Information was also provided about amendments made to section 46 of the Information and Communication Technologies Act, in 2018, to address the malicious use of social media. The amendments were designed to protect individuals from being victims of racial discrimination by means of hate speech, impersonation or other types of harassment carried out through various information and communications technologies. The Government also provided information about relevant provisions in the Equal Opportunities Act; the Truth and Justice Commission Act; the Judicial and Legal Provisions Act; and the Protection of Human Rights Act.

30. The Government provided information about the role of the Independent Broadcasting Authority, which was created in 2001 to uphold and promote the pluralistic nature of Mauritian culture. The role of the Office of the Ombudsman, including in investigating complaints of discrimination, was also described.

31. The Government detailed measures taken to ensure equality and non-discrimination across a wide range of societal settings, including employment, housing, health, education, cultural activities and political participation.

32. The Government provided information about steps to preserve the cultural diversity of Mauritius within the education system through its formal curriculum and extracurricular activities, as well as measures to tackle bullying and hate speech within educational institutions. Programmes to promote equal participation in cultural activities were also described. These include the provision of infrastructure for all religions, as well as various funds for the preservation of cultural heritage and the promotion of linguistic pluralism. The Government described the opening of the

Intercontinental Slavery Museum in October 2020, with an inaugural exhibition entitled “Breaking the silence”.

33. Information was provided about the country’s political system, according to which, voting rights are available to all individuals aged over 18 years and governments are selected every five years, in accordance with the Constitution and other national legal provisions. Mauritius ranked among the top 21 countries in the Democracy Index 2020 of the Economist Intelligence Unit.

## **I. New Zealand**

34. The Government of New Zealand provided information about the national action plan against racism. The Government has committed to developing a national action plan as part of its formal response to the recommendations accepted during the third cycle of the universal periodic review. According to information provided, the aim of the national action plan is to work in partnership with the National Iwi Chairs Forum and other communities to progressively eliminate racism at all levels of society within the country. A process for developing the action plan has been agreed and is now under way, drawing on a range of consultative activities with indigenous communities, organizations and community and thought leaders.

35. Information was also provided about combating incitement to hatred. The Royal Commission of Inquiry into the terrorist attack on Christchurch masjidain in 2019 looked at hate speech. The Commission recommended amending the existing offence of inciting racial disharmony to extend the application of criminal sanctions for incitement against religious groups and increasing the corresponding penalties. Information was also provided about legal amendments that go beyond the scope of the recommendations of the Commission, which are currently the subject of public consultation.

## **J. Russian Federation**

36. The Government of the Russian Federation submitted detailed information about allegations of ethnic discrimination against Russians in Western States since February 2022. According to the information provided, the most frequent violations include the refusal of services, including education, health care and banking, to those of Russian nationality; discriminatory measures targeting Russian businesses; the confiscation of and/or deliberate damage to Russian property; the coercion of individuals to repent for and/or condemn the actions of the Government of the Russian Federation; the banning of those of Russian nationality from sporting events, competitions and cultural events; threats and insults against Russians; the eviction of Russian individuals in violation of lease agreements; and the dismissal of Russians from employment.

37. The information provided by the Government also describes calls to exclude Russian cultural contributions from the global cultural heritage. In addition, schoolchildren who have Russian citizenship or who are of Russian origin have been subjected to humiliation and insults by their classmates and other manifestations of Russophobic attitudes.

38. The information submitted includes detailed examples of such allegations in Austria, Canada, Estonia, France, Germany, Greece, Italy, Latvia, Lithuania, the Netherlands, Norway, Romania, Spain, Sweden, Ukraine, the United States of America and the United Kingdom of Great Britain and Northern Ireland.



## K. Spain

39. The Government of Spain provided information about the legislative measures taken to prevent and protect against racism, racial discrimination and related intolerance. According to this information, a law to combat racism, racial discrimination, xenophobia and related forms of intolerance is currently being drafted and was subject to public consultation.

40. In addition to measures taken to strengthen the national legal framework, the Government provided information about steps taken to prevent crimes and restore victims' rights in cases of racial and/or ethnic discrimination. According to this information, the Government has undertaken work to strengthen the Support Service for Victims of Racial or Ethnic Discrimination. The annual reports of the Service contain disaggregated statistical data on cases of discrimination. Those data inform national studies, such as the study in 2020 entitled "Perception of discrimination based on racial or ethnic origin". The Government also collaborates with the European Commission on the monitoring of online hate speech and has developed the Real Up project to improve monitoring of all forms of hate speech.

41. The Government also provided information about the policy framework in place and indicated that a strategic framework for citizenship and inclusion and against xenophobia and racism for 2021–2027 is currently being developed.

42. According to the information provided, the Government has also undertaken a range of awareness-raising activities, including events to mark the International Day for the Elimination of Racial Discrimination and the International Day of Remembrance of the Victims of Slavery and the Transatlantic Slave Trade.

## III. Review of relevant trends

43. In the present section, the Special Rapporteur presents an analysis of the key trends in the glorification of Nazism and related racism, xenophobia and intolerance that she has observed during the last five years of her mandate. These trends are based upon the reports of the Special Rapporteur to the General Assembly and the Human Rights Council. These reports include information provided by Member States and civil society organizations in submissions to the Special Rapporteur, which are available on her website.

44. These trends are perceived as being interlinked and mutually reinforcing. She reminds Member States of the complex, multifaceted and pervasive nature of neo-Nazism and related racism, xenophobia and intolerance. She urges that strong commitment and sustained political will are required for Member States to fulfil their obligations under international law to tackle the increase in hate crimes and incitement to violence targeting ethnic, racial and religious minorities worldwide.

### A. Broadening of neo-Nazi groups to embrace white nationalists and right-wing populist movements

45. As was highlighted in the report of the Special Rapporteur to the thirty-eighth session of the Human Rights Council ([A/HRC/38/53](#)), neo-Nazism today is regularly combined with other ideologies of racial superiority or hatred as a means of widening acceptance and strengthening its support base. The Special Rapporteur notes with concern the success of this strategy as suggested by the growing support for and acceptance of neo-Nazi ideology in an increasing number of countries.

46. The resurgence of neo-Nazism in contemporary times has much to do with the broadening of this movement to include and contribute to various networks of white

supremacist, racist and xenophobic projects, especially the project of white nationalism, and other extreme right-wing ideologies. This broadening of neo-Nazism has made it more accessible, and by forging allegiances with other groups espousing ideologies of racial hatred and superiority – including ideologies of white nationalism – neo-Nazi groups have expanded their reach. As elucidated below, political leaders and even government officials at the highest level have regrettably been complicit in this expansion.

## **B. Increased acceptance of neo-Nazi and related racism, xenophobia and intolerance within mainstream discourses and forums**

47. As was also highlighted in her report to the thirty-eighth session of the Human Rights Council (ibid.), the Special Rapporteur expresses her deep concerns at the growing presence of expressions of Nazism, neo-Nazism and fascism in politics worldwide, especially in several European and North American countries. Neo-Nazi groups today are emboldened by prominent populist leaders who share their beliefs and espouse the same rhetoric as they do. Indeed, the rise of populism and, especially, right-wing, nationalist populism has, in some countries, aided the popularity of neo-Nazi ideologies and related racism, xenophobia and intolerance. Although many nationalist populist leaders in Europe, North America and Australia formally disavow neo-Nazi ideology, they nonetheless express support for racist and xenophobic tenets that are premised on similar ideologies of racial superiority that are at the core of neo-Nazi ideology. All theories of racial superiority, and all efforts to scapegoat persons on the basis of their race, ethnicity, national origin, sexual orientation or related status make the work of neo-Nazis easier. Even where neo-Nazis are not formally included in Government, the presence therein of extreme right-wing ideologues can have the effect of injecting into governance and political discourse the very same ideologies that make neo-Nazism so dangerous.

48. Right-wing populism spreads and exploits antipathy towards ethnic, racial or religious minorities by accusing these groups of having co-opted political elites for their own advancement. Furthermore, as another Special Rapporteur has also noted, in times of great, and ever increasing, social, political and economic anxiety in the global North, it is among those who perceive themselves as the most marginalized (including among white majorities) that such antipathy can gain easy traction. To exploit the public's dissatisfaction with, and fear and resentment of, the conditions of the State and personal circumstances, right-wing populists adopt and advance opinions and trends that are likely to fuel populist mobilization.

49. In sum, white supremacist and neo-Nazi ideologies have a symbiotic relationship with right-wing populism, each strengthening the other. By adopting the language and core ideas of these extreme ideologies, right-wing populists gain political power by mobilizing these groups to vote for them. In turn, when populist politicians gain mainstream success, white nationalist and neo-Nazi ideas become more socially acceptable. Emboldened by seeing leaders sympathetic to their cause in Government, white supremacists and neo-Nazis increasingly occupy public platforms and recruit new members.

## **C. Use of new technologies to further neo-Nazism and related racism, xenophobia and intolerance**

50. In her report to the thirty-eighth session of the Human Rights Council (ibid.), the Special Rapporteur presented analysis on the use of new technologies to further neo-Nazism and related racism, xenophobia and intolerance. She noted, with alarm,

that neo-Nazis and white supremacist groups have taken advantage of new digital technologies and social platforms to promote their ideologies and arguments. Indeed, the Internet has made it easier for people to communicate, express their views and engage in debate across vast distances. The Internet has also provided groups espousing racial superiority and hatred with effective platforms for spreading their messages, organizing events and raising money. The anonymity provided by the Internet and social media allows people to express views that they would deny in public. Moreover, the interactivity of new social media platforms allows for the easier creation of virtual communities in which extremists can easily disseminate information to their target audiences.

51. The Internet, and social media in particular, has become a growing means through which neo-Nazi groups recruit followers. It is documented that hate groups such as these usually direct their recruitment efforts at targeting susceptible individuals, such as loners and children. Groups espousing racial superiority – including neo-Nazis – have increasingly targeted children and youth as recruits because they are typically more impressionable, may feel alone and marginal, and desire a sense of identity and group belonging. Some neo-Nazi websites are specifically tailored towards children, with the aim of indoctrinating them. Neo-Nazi websites appeal to children through music, activities, games, “memes” and cartoon characters. Indeed, even video games exist that are devoted to propagating ideologies of racial superiority and racial hatred.

52. In addition to recruitment, neo-Nazis and other hate groups also use digital platforms to incite hatred and violence on racial, ethnic, religious and related grounds. The ease and rapidity with which information can now be shared online, especially through social media platforms, means these platforms have now become arguably the most frequent sites of hate speech, and even incitement to violence. These platforms have facilitated the global transmission of harmful stereotypes against stigmatized groups targeted by groups such as neo-Nazis. Such stereotypes and related propaganda make violence against targeted groups more acceptable and arguably more likely. In addition, neo-Nazi and related groups have also relied on online platforms to plan and circulate information about public events that range from demonstrations to acts of violence, including targeting groups and individuals on the basis of race, ethnicity, national origin, religion, gender, sexual orientation and related grounds. As outlined in the report of the Special Rapporteur to the seventy-fifth session of the General Assembly ([A/75/329](#)), the COVID-19 pandemic and its racialized harm, discussed further below, exacerbated these trends, as more of people’s everyday lives were played out online.

#### **D. Recruitment of young people by neo-Nazi groups**

53. As outlined in the reports of the Special Rapporteur to the thirty-eighth and forty-first sessions of the Human Rights Council ([A/HRC/38/53](#) and [A/HRC/41/55](#)), various forms of new technology are used to recruit individuals to neo-Nazi and associated ideologies. Such practices, as well as other recruitment techniques, can have a disproportionate impact on young people, particularly those in vulnerable social situations.

54. Research shows that the typical neo-Nazi or hate group follower is generally young, white and male. Religion, economic class, education and social status are also salient factors. It is important to note, however, that no meaningful psychological profile exists for predicting whether a person will have an inclination towards terrorism. Furthermore, research shows that no one is born with personality traits that define a person as inclined towards extremism or terrorism. Relevant socioenvironmental factors may include poverty; a lack of education and employment

opportunities, technical skills and family support; alienation; and dysfunctional family relationships.

55. In the literature on the psychology of extremism, a broad consensus has emerged that social situational factors – not personal traits – determine extremist behaviour. Factors such as social identity formation, acculturation, social influence and normative pressure from group membership strongly affect psychologically vulnerable individuals. Social networks can determine individual choices, including whether to engage in pro- or antisocial behaviour. Studies show that young people’s motives to join hate groups are not primarily ideological or political. They were linked rather to social and emotional reasons and the search for affiliation, protection, acknowledgement and adventure.

56. In several studies examining non-ideological risk factors, former neo-Nazis or white supremacists who predominantly joined hate groups as children reported experiencing one or more of the following adverse environmental conditions: childhood physical abuse, childhood or adolescent sexual abuse, emotional and physical neglect, parental incarceration, parental abandonment, the witnessing of serious violence (domestic and/or neighbourhood) and/or family disruption (for example, divorced or deceased parents). Several psychological studies have shown that events of this sort may contribute to an increased likelihood of neo-Nazi and related extremist radicalization.

57. The above-mentioned factors help explain the circumstances of youth recruitment, but should by no means be understood to excuse or exonerate extremism and those who participate in neo-Nazi and related supremacist activities. Today, sociologists generally approach neo-Nazi and related movements as social movements that bring together those sharing a common ideology. Movements committed to racist and xenophobic ideology exploit the psychological and socioenvironmental factors described above to successfully target youth.

58. As elucidated in the report of the Special Rapporteur to the forty-first session of the Human Rights Council ([A/HRC/41/55](#)), information and data available about the implication of young people in violent extremism mainly focuses on Islamist extremism. Very little information is available about counter-extremism programmes focusing on far-right or neo-Nazi extremism. Despite the rise in neo-Nazi and white supremacist extremism, only a few States in the European region and North America have addressed radicalization and recruitment by hate groups in national strategies to counter terrorism, which are largely focused on Islamist extremism.

## **E. Upsurge in antisemitism in Europe and North America**

59. The contemporary strengthening of neo-Nazism, as described above, has had grave social consequences, including violent acts by groups connected to this movement and who share related ideologies of racial superiority and hatred. In Europe and North America especially, there have been dramatic increases in antisemitic incidents tied to neo-Nazi groups and affiliated white supremacist and white nationalist groups. Incidents of violence were perpetrated in countries across Europe and beyond. Contemporary iterations of Nazi ideology have grown in their traditional strongholds and in some cases expanded beyond them, posing a threat to racial equality in different parts of the world.

60. The upsurge in antisemitism preceded the COVID-19 pandemic, but such disturbing patterns intersected with the general trend whereby discussion of the origin and propagation of COVID-19 became a vector for various forms of hatred. As highlighted in the report of the Special Rapporteur to the seventy-fifth session of the General Assembly ([A/75/329](#)), global antisemitic rhetoric online and offline falsely

identified Jews as having manufactured or spread COVID-19 to advance global control. Stigmatization and conspiracy theories exploit historical tropes of racialized fears of disease. For example, as far back as the fourteenth century, Jews were falsely accused of poisoning wells to spread bubonic plague. In a similar vein, one submission received by the Special Rapporteur described an explosion of antisemitic conspiracy theories that began to populate social media as soon as news emerged of a dangerous new virus spreading across the world.

61. News outlets and social media platforms worldwide reported variations of antisemitic conspiracy theories. Attacks on Jewish religious sites, assaults on Jewish individuals, attempts to deliberately infect Jewish individuals with COVID-19 and violent threats against Jewish individuals on social media were also reported, as described by the Special Rapporteur in her report (*ibid.*).

## **F. Anti-Asian and anti-black racism, Islamophobia and attacks on non-nationals in relation to the origin and propagation of COVID-19**

62. In her report to the seventy-fifth session of the General Assembly, the Special Rapporteur also highlighted the impacts of the COVID-19 pandemic on other groups affected by racism and related intolerance (*ibid.*). The rise in antisemitism, linked to the COVID-19 pandemic, as described above, must be understood in the context of broad and rampant racism and other forms of hatred and intolerance affecting other groups as well. Extremists were ready and able to exploit the fear and confusion that accompanied the pandemic, particularly in its early stages.

63. The COVID-19 pandemic exposed interlinking crises that had been hiding in plain sight: a public health disaster, and ethnonationalist rhetoric and politics – the latter driving impacts of and responses to the former. It laid bare how dangerous climates of intolerance, racialized and religious suspicion and fear can be to the social fabric that sustains prosperous and safe communities. As populist regimes and extremists exploit and fuel anxieties about the pandemic, it has become increasingly clear how and why ethnonationalism is not just a fringe problem; it affects the very structures that are supposed to undergird liberal institutions.

64. Submissions for the previous report of the Special Rapporteur (*ibid.*) and countless news and human rights reports were rife with examples of the widespread discrimination, harassment and assault – online and physical – against persons of Chinese or Asian descent.

65. Politicians also exploited and fuelled anxieties about the COVID-19 pandemic. For example, in what was an all-too-familiar attempt to normalize xenophobia and racism as reasonable reactions to COVID-19, some dubbed it the “Wuhan flu” or the “China flu”.

66. As already noted, such racist tropes and disinformation feed into pre-existing and underlying biases or prejudices, and has not been limited to East Asians and Jews. As described in the previous report of the Special Rapporteur (*ibid.*), incidences of Islamophobia, anti-Roma sentiments and discrimination against Palestinians in the context of the COVID-19 pandemic were also reported.

67. The manifestations of racism, xenophobia and related intolerance during the pandemic undermined effective public health responses. The ubiquitous antisemitic conspiracy theories and neo-Nazi and other ethnonationalist fear-mongering and hatred had a grave impact on the ability to mitigate the spread of COVID-19. A study undertaken in 2020 showed that people who held COVID-19 conspiracy beliefs would be less likely to comply with social distancing guidelines or take up future vaccines.

68. The Special Rapporteur wishes to highlight that the COVID-19 pandemic has not ended and that the damage to the social fabric that it caused persists. She also stresses the need to learn lessons from the COVID-19 pandemic in order to prevent similar racism, Islamophobia, antisemitism and xenophobia in the context of future public health or other emergencies.

### **G. Instrumentalization of the standards and tools designed to address neo-Nazism, antisemitism and related racism, xenophobia and intolerance**

69. The Special Rapporteur interprets resolution [76/149](#) and other relevant international standards and tools as seeking the genuine protection of groups and individuals subject to human rights violations rooted in neo-Nazism. The Special Rapporteur has regrettably noted a trend whereby various actors have instrumentalized certain human rights standards and tools resulting in repression of human rights. The Special Rapporteur is deeply alarmed by this trend because it undermines serious attempts to address neo-Nazism and related racism, xenophobia and intolerance. Moreover, it can obscure the oppression of groups affected by human rights violations, often also rooted in neo-Nazism, racism, xenophobia and related intolerance. Universality is a foundational principle of international human rights law and the rights of one group cannot be instrumentalized to deny the human rights of others.

70. As was underscored in the report of the Special Rapporteur to the fiftieth session of the Human Rights Council ([A/HRC/50/61](#)), she notes, with alarm, that the Russian Federation has sought to justify its military invasion and territorial aggression in Ukraine on the purported basis of eliminating neo-Nazism. This is a blatant instrumentalization of the serious human rights concerns raised by neo-Nazi mobilizations where they exist. The pretextual use of neo-Nazism to justify territorial aggression seriously undermines genuine attempts to combat neo-Nazism. The Special Rapporteur denounces and condemns in the strongest terms such pretextual use, including in relation to the unlawful breach of the sovereign territory of Ukraine and the humanitarian crisis that breach has caused.

71. The Special Rapporteur also calls attention to the politically motivated instrumentalization of the fight against antisemitism, which is increasingly linked to the adoption, promotion and implementation by States of the International Holocaust Remembrance Alliance working definition of antisemitism. While reiterating the urgent need for Member States to remain committed to fighting antisemitism in all its manifestations, she urges greater attention and care regarding the implications of tools used in that context. Specifically, she calls upon Member States to ensure that all measures taken and instruments relied upon are fully compliant with and supportive of broader international human rights law norms.

72. Notwithstanding the political endorsement of the International Holocaust Remembrance Alliance working definition across Europe and in North America, it has become highly controversial and divisive owing to its susceptibility to being politically instrumentalized and the harm done to human rights resulting from such instrumentalization.<sup>1</sup> As a result, the Special Rapporteur cautions against reliance on the working definition as a guiding instrument for and at the United Nations and its constituent entities.

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<sup>1</sup> See, for example, Corey Balsam, "Who's against adopting the IHRA antisemitism definition?", *The Times of Israel*, 9 December 2020, which contains a list of some of the myriad groups and individuals that have publicly raised serious concerns about the definition or its instrumentalization, including Israel Prize laureates, academics, universities, civil liberties groups, Jewish and Israeli organizations, and Palestinian and Arab organizations.

73. Besides its adverse impact on the human rights of minorities and vulnerable groups, including Jews, the International Holocaust Remembrance Alliance working definition is highly contested among world-renowned scholars of antisemitism and related academic fields.<sup>2</sup> About 350 leading scholars support an alternative definition of antisemitism established in the Jerusalem Declaration on Antisemitism, warning that the International Holocaust Remembrance Alliance working definition is “unclear in key respects and widely open to different interpretations”, which “has caused confusion and generated controversy, hence weakening the fight against antisemitism”.<sup>3</sup> Signatories of the Jerusalem Declaration on Antisemitism include international scholars of antisemitism, among them, pre-eminent Jewish scholars of antisemitism, as well as scholars in related fields such as Jewish, Holocaust, Israel, Palestine and Middle East studies.

74. The International Holocaust Remembrance Alliance working definition is largely instrumentalized on the basis of the 11 “contemporary examples of antisemitism” attached to it, 7 of which relate to the State of Israel. Some of the examples are being invoked and leveraged to suppress human rights and fundamental freedoms, such as freedom of expression, assembly and political participation and the right to equality and non-discrimination.<sup>4</sup>

75. Although the International Holocaust Remembrance Alliance working definition is promoted as being “non-legally binding”, its de facto influence on the policy and practice of governments and private actors has contributed to violations of the human rights of freedom of expression, assembly and political participation, among others.<sup>5</sup> The Special Rapporteur observes that it is precisely the “soft law” status of the working definition that effectively helps to undermine certain co-existent rights, without offering any remedy or means to legally challenge such violations. Indeed, even Kenneth Stern, the lead drafter of the working definition, has publicly denounced the instrumentalization of the working definition, including to the detriment of freedom of expression on university campuses.<sup>6</sup>

76. The International Holocaust Remembrance Alliance working definition and the illustrative examples attached to it are wielded to prevent or suppress legitimate

<sup>2</sup> See, for example, Peter Ullrich, Brian Klug and Amos Goldberg, “Expert submission in the context of a public consultation launched by the European Commission for its upcoming ‘Strategy on combating antisemitism and fostering Jewish life in the EU’”, 5 July 2021, available at [https://ec.europa.eu/info/law/better-regulation/have-your-say/initiatives/13068-Strategy-on-combating-antisemitism-and-fostering-Jewish-life-in-the-EU/F2661357\\_en](https://ec.europa.eu/info/law/better-regulation/have-your-say/initiatives/13068-Strategy-on-combating-antisemitism-and-fostering-Jewish-life-in-the-EU/F2661357_en); and Taner Akçam and others, “Call by scholars on global leaders at Malmö Forum on Combating Antisemitism”, 11 October 2021, available at <https://s3.eu-central-1.amazonaws.com/euobs-media/b7602129dc4791bd47267b593f517caa.pdf>.

<sup>3</sup> Jerusalem Declaration on Antisemitism, released on 25 March 2021.

<sup>4</sup> Rebecca Ruth Gould, “Legal Form and Legal Legitimacy: The IHRA Definition of Antisemitism As a Case Study in Censored Speech”, *Law, Culture and the Humanities*, vol. 18, No. 1 (February 2022); Palestine Legal, “Backgrounder on efforts to redefine antisemitism as a means of censoring criticism of Israel”, January 2020; Rowan Gaudet, “IHRA Definition At Work”, Independent Jewish Voices Canada, updated 4 March 2022; and European Legal Support Center, “Berlin Court Finds Deutsche Welle Unlawfully Dismissed Journalist Farah Maraga”, updated 11 September 2022. The political adoption and promotion of the International Holocaust Remembrance Alliance working definition of antisemitism across the European Union, for example, has facilitated human rights violations and incidents that are cause for alarm. See communications of the special procedures mandate holders AL DEU 3/2019 and AL AUT 2/2022, which can be found in the communications database of the Office of the United Nations High Commissioner for Human Rights, available at <https://spcommreports.ohchr.org/Tmsearch/TMDocuments>.

<sup>5</sup> Ibid.

<sup>6</sup> Kenneth Stern, “I drafted the definition of antisemitism. Rightwing Jews are weaponizing it”, *The Guardian*, 13 December 2019, available at [www.theguardian.com/commentisfree/2019/dec/13/antisemitism-executive-order-trump-chilling-effect](http://www.theguardian.com/commentisfree/2019/dec/13/antisemitism-executive-order-trump-chilling-effect).



criticisms of the State of Israel, a State that must, like any other in the United Nations system, be accountable for human rights violations that it perpetrates. Those primarily harmed as a result are Palestinians, as well as human rights defenders advocating on their behalf. This harm is occurring in a period of heightened repression of Palestinians, including escalating, daily gross violations of their human rights.<sup>7</sup>

77. States Members of the United Nations and United Nations officials should firmly reject and act responsibly to end the political instrumentalization of the fight against antisemitism. Apart from preventing further harm to Palestinians and human rights defenders, they should do so in the interest of fighting antisemitism in an effective and inclusive way and to protect Jewish persons and groups harmed by such instrumentalization.<sup>8</sup>

78. In view of the controversial status and divisive effect of the International Holocaust Remembrance Alliance working definition and its negative impact on human rights, the Special Rapporteur respectfully calls upon States Members of the United Nations to suspend the adoption and promotion of the working definition and the examples attached to it. In this context, she reminds States that the urgency of combating antisemitism has been a cause that she has consistently championed during her tenure in both thematic and country reports.<sup>9</sup>

79. Precisely because the scourge of antisemitism remains an urgent issue of human rights concern, the Special Rapporteur urges the United Nations system and Member States urgently to launch an open and inclusive process to identify an enhanced response to antisemitism by the United Nations, consistently rooted in and supportive of human rights. The process should consider multiple instruments relevant to fighting antisemitism and involve, among others, the communities affected, experts and relevant stakeholders that have been excluded to date, as well as United Nations special procedures mandate holders. She stresses that the elimination of the scourge of antisemitism must be, as part of the fight against all forms of bigotry and discrimination, grounded in international law, including the International Covenant on Civil and Political Rights, the International Convention on the Elimination of All Forms of Racial Discrimination and the Durban Declaration and Programme of Action.<sup>10</sup>

#### IV. Applicable legal framework

80. The Special Rapporteur recalls that international human rights law is based on the premise that all persons, by virtue of their humanity, should enjoy all human rights without discrimination on any grounds. Racial discrimination is defined in article 1 (1) of the International Convention on the Elimination of All Forms of Racial Discrimination. The Special Rapporteur reiterates that the prohibition on racial

<sup>7</sup> See, inter alia, [A/HRC/49/83](#), [A/HRC/49/85](#) and [A/HRC/49/87](#); and various communications of special procedures mandate holders, including UA ISR 9/2022, OL ISR 6/2022, AL ISR 3/2022 and AL ISR 2/2022, available at <https://spcommreports.ohchr.org/Tmsearch/TMDocuments>.

<sup>8</sup> Jewish Voice for Peace, “40+ Jewish groups worldwide oppose equating antisemitism with criticism of Israel”, 17 July 2018; Jüdische Stimme, “The Jewish voice does not need a kosher certificate”, 13 January 2019; Mairav Zonszein, “Berlin art college withdraws funding to Israelis seeking to unlearn Zionism”, 21 October 2020; and Jewish Voice for Labour, “How Labour’s claim of countering antisemitism has resulted in a purge of Jews: submission by Jewish Voice for Labour to the Equalities and Human Rights Commission and to the Forde Enquiry”, 5 August 2021, available at <https://drive.google.com/file/d/1nfnmySTnxuwTBVf4kIC0GtJ9ykulcwhd/view>.

<sup>9</sup> [A/HRC/41/54/Add.2](#), paras. 68–69; [A/HRC/41/54/Add.1](#), para. 62; [A/HRC/44/57/Add.2](#), para. 47; [A/HRC/38/52](#), para. 17; [A/HRC/44/57](#), para. 25; [A/76/434](#), para. 88 (g); [A/HRC/50/61](#); [A/76/369](#); [A/HRC/48/77](#); [A/75/329](#); [A/HRC/44/58](#); [A/74/253](#); [A/HRC/41/55](#); [A/73/312](#); and [A/HRC/38/53](#).

<sup>10</sup> See the Durban Declaration and Programme of Action, including paras. 10 and 57–62 of the Declaration; and para. 150 of the Programme of Action.



discrimination is aimed at guaranteeing substantive equality, as well as formal provisions of equality. States must take action to combat intentional or purposeful racial discrimination, as well as de facto or unintentional racial discrimination. She reminds States that they cannot derogate from their obligations to uphold the jus cogens prohibition of racial discrimination in international law, even in times of public emergency.

81. The International Convention on the Elimination of All Forms of Racial Discrimination and the International Covenant on Civil and Political Rights both impose strong limitations on the propagation of racist and xenophobic ideas, and outlaw the advocacy of national, racial or religious prejudices that amount to incitement to discrimination, hostility or violence. Speech that constitutes advocacy of antisemitic racial and religious prejudices amounting to incitement to discrimination, hostility or violence is thus unlawful and prohibited under the applicable legal frameworks. The Special Rapporteur also recalls that, under article 20 of the International Covenant on Civil and Political Rights, any forms of propaganda for war must be prohibited by States parties.

82. The Special Rapporteur recalls that, in accordance with article 2 (1) of the International Convention on the Elimination of All Forms of Racial Discrimination, States parties are not to sponsor, defend or support racial discrimination by any persons or organizations, including those espousing racial superiority and intolerance. Under article 4 of the Convention, States parties are required to condemn all propaganda and all organizations that are based on ideas or theories of superiority of one race or group of persons of one colour or ethnic origin, or which attempt to justify or promote racial hatred and discrimination in any form. This means that States parties must take action to prohibit organizations that meet the conditions established in article 4 (b), including in contexts in which such organizations use antisemitic fervour to attempt to mainstream their extreme ideologies or racial, ethnic or religious hatred and intolerance. Legislation alone is not sufficient. As is made clear in article 6 of the Convention, effective protection from and remedies for racial discrimination are just as important as formal provisions.

83. Under article 4 of the Convention, States parties are also required to undertake to adopt immediate and positive measures designed to eradicate all incitement to, or acts of, such discrimination, and to make punishable by law all dissemination of ideas based on racial superiority or hatred, incitement to racial discrimination, as well as all acts of violence or incitement to such acts against any race or group of persons of another colour or ethnic origin. The Committee on the Elimination of Racial Discrimination has recommended concrete guidance for States parties on the adoption of legislation combating racist speech falling under article 4, and the Special Rapporteur encourages States to review general recommendation No. 35 (2013) on combating racist hate speech in order to benefit from that guidance. In the general recommendation, the Committee recalls that the proscription of racist hate speech and the flourishing of freedom of expression should be seen as complementary, and that the rights to equality and freedom from discrimination, and the right to freedom of expression, should be fully reflected in law, policy and practice as mutually supportive human rights.

84. Article 19 of the International Covenant on Civil and Political Rights protects freedom of opinion and of expression. Any restriction on freedom of speech must not only be a matter of necessity, but must be proportionately tailored to achieve the legitimate end that warrants the restriction. It is specifically stated in article 20 of the Covenant that States parties must prohibit, by law, any advocacy of national, racial or religious hatred that constitutes incitement to discrimination, hostility or violence. The Human Rights Committee and a number of other human rights mechanisms have interpreted this provision as creating a high threshold, because limitations on speech

must remain exceptional. When individuals or groups meet this high threshold, including in the context of antisemitic hate speech, States must hold these actors to account for their violations of international human rights law.

85. The Committee on the Elimination of Racial Discrimination has reiterated that freedom of expression is integrated into the Convention and that the Convention contributes to a fuller understanding of the parameters of freedom of expression under international human rights law. For determining what racist expression should be punishable by law, the Committee stresses the importance of context, which includes: (a) the content and form of the speech; (b) the economic, social and political climate; (c) the position or status of the speaker; (d) the reach of the speech; and (e) the objectives of the speech. Member States, and even private actors such as the technology companies that often directly interface with racist and xenophobic content online, must remain vigilant in their identification of racist expression in national climates in which certain groups, including neo-Nazis, are openly committed to spreading and enforcing intolerance. The Committee warns that racist speech may sometimes rely on indirect language to disguise its targets or objectives, and may rely on coded symbolic communication to achieve its ends. Even incitement may be express or implied, through actions such as displays of racist symbols or the distribution of materials as well as words.

86. Member States must take urgent action to ensure that racist expressions violating the standards set out in the International Convention on the Elimination of All Forms of Racial Discrimination are made punishable by law. The Committee on the Elimination of Racial Discrimination has recommended that the criminalization of forms of racist expression be reserved for serious cases, to be proven beyond reasonable doubt, that the application of criminal sanctions be governed by the principles of legality, proportionality and necessity, and that less serious cases should be dealt with using non-criminal sanctions.

87. The Special Rapporteur also recalls that in paragraph 84 of the Durban Declaration, States Members of the United Nations at the World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance condemned the persistence and resurgence of neo-Nazism, neo-fascism and violent nationalist ideologies based on racial or national prejudice. In paragraph 85 of the Declaration, they condemned political platforms and organizations based on, among other things, doctrines of racial superiority and related discrimination, as well as legislation and practices based on racism, racial discrimination, xenophobia and related intolerance, highlighting that they were incompatible with democracy and transparent and accountable governance. Member States also reaffirmed, in paragraph 94 of the Declaration, that the stigmatization of people of different origins by acts or omissions of public authorities, institutions, the media, political parties or national or local organizations was not only an act of racial discrimination but could also incite the recurrence of such acts, thereby resulting in the creation of a vicious circle that reinforced racist attitudes and prejudices and required universal condemnation.

## V. Conclusions and recommendations

**88. The Special Rapporteur urges States to comply fully with their obligations as enshrined in article 4 of the International Convention on the Elimination of All Forms of Racial Discrimination and reiterates her encouragement to those States that have made reservations to article 4 of the Convention to withdraw those reservations and commit to the obligation to tackle hate speech and incitement to violence.**

89. The Special Rapporteur recommends that Member States draw on relevant guidance, including general recommendation No. 35 of the Committee on the Elimination of Racial Discrimination and the Rabat Plan of Action on the prohibition of advocacy of national, racial or religious hatred that constitutes incitement to discrimination, hostility or violence, to effectively balance the regulation of hate speech and the right of freedom of expression within relevant legislative and policy frameworks.
90. The Special Rapporteur also urges States to take concrete actions to ensure the full and effective implementation and dissemination of the Durban Declaration and Programme of Action.
91. She reiterates her recommendation that Member States should implement the concrete recommendations that other United Nations bodies, especially the Committee on the Elimination of Racial Discrimination, have made pertaining to combating racist and xenophobic expression.
92. The Special Rapporteur would like to stress the importance of reliable disaggregated data and statistics on racist and xenophobic crimes. The collection of data regarding the ideological affiliations of perpetrators, as well as the identity of victims, in cases involving suspected or alleged hate crimes is vital for understanding the prevalence of hate incidents and for designing measures to combat them. Data are also vital for monitoring racist crimes and assessing the impacts of measures taken to address such crimes. A lack of consistent and reliable reporting on antisemitic violence and other hate incidents is a widespread issue, and official statistics are often much lower than those reported by non-governmental organizations, which allow direct reporting on the Internet. The discrepancy between official data and unreported incidents reveals the need for more comprehensive, accessible, safe and dependable networks for reporting antisemitic violence. Civil society must continue and strengthen its role in collecting data and working with victims, who may not feel safe reporting incidents to authorities.
93. The Special Rapporteur highlights the need to develop and implement effective, inclusive and comprehensive frameworks complemented by other means to combat racism. In this regard, collaboration with civil society and international, regional and national human rights mechanisms can reinforce the efforts to counter antisemitism and extremist movements and groups, including neo-Nazis. In particular, civil society can play a vital role in collecting information on racist crimes, working with victims and raising awareness. The Special Rapporteur encourages robust coordination between governmental structures and civil society entities to amplify efforts to develop and implement relevant legislation and policies.
94. The Special Rapporteur calls upon Member States to suspend the adoption and promotion of the International Holocaust Remembrance Alliance working definition of antisemitism and the examples attached to it. In this context, she reminds States that the urgency of combating antisemitism has been a cause that she has consistently championed during her tenure in both thematic and country reports.
95. She urges the United Nations system and Member States urgently to launch an open and inclusive process to identify an enhanced response to antisemitism at and by the United Nations consistently rooted in and supportive of human rights. This process should consider multiple instruments relevant to fighting antisemitism and involve, among others, the communities affected, experts and relevant stakeholders excluded to date, as well as United Nations special procedures mandate holders. She stresses that the elimination of the scourge of

**antisemitism must be, as part of the fight against all forms of bigotry and discrimination, grounded in international law, including the International Covenant on Civil and Political Rights, the International Convention on the Elimination of All Forms of Racial Discrimination and the Durban Declaration and Programme of Action.**

**96. The Special Rapporteur stresses the complex, multifaceted and pervasive nature of neo-Nazism and related racism, xenophobia and intolerance. She urges that strong commitment and sustained political will are required to address the trends in neo-Nazism and related racism, xenophobia and intolerance that she has observed over the last five years. She urges Member States to fully recognize the danger posed by these trends and take comprehensive and effective action to address them. In this regard, she draws the attention of Member States to the recommendations that she has made to the General Assembly and the Human Rights Council over the last five years and urges them to take action to ensure the effective implementation of those recommendations.**

**97. Member States must take urgent and active measures to ensure that educational systems develop the content necessary to promote truthful accounts of the past, including the horrors of the Second World War, and to promote tolerance and understanding of international human rights principles.**

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