Foreword by the Secretary-General

UNITED NATIONS STRATEGY AND PLAN OF ACTION ON HATE SPEECH: DETAILED GUIDANCE ON IMPLEMENTATION FOR UNITED NATIONS FIELD PRESENCES

Fighting hate, discrimination, racism and inequality is at the core of United Nations

1 (IZIPSTIH F] XLI 3¾GI SR +IRSGMHI 4VIZIRXMSR ERH XLI 6IWTSRWMFMPMX] XS 4VSXIGX MR GSRW +VSYT ERH WIZIVEP 9RMXIH 2EXMSRW ¼IPH TVIWIRGIW

hate speech, drawing on existing plans and programmes, most importantly the Sustainable Development Cooperation Frameworks.

the promotion of diversity may be especially important in the immediate aftermath of an

with international law . This international legal framework encompasses both relevant and binding treaties[14] and soft law (or non-binding standards), most notably on the right to freedom of opinion ang (en (t)]TJ ET EMC /Spr4 (g)-11.8 (5s10s3 9s10s3 9sS-10.6(o)-1. (o))-8.6s)/Artis-1.2 (.4 (ng (en (

A. What is “hate speech” under the Strategy?

8LI 7XVEXIK] HI¼RIW LEXI WTIIGL EW XLI **following:**

Any kind of communication in speech, writing or behaviour, that attacks or uses pejorative or discriminatory language with reference to a person or a group on the basis of who they are, in other words, based on their religion, ethnicity, nationality, race, colour, descent, gender or other identity factor. This is often rooted in, and gener - ates, intolerance and hatred, and in certain contexts can be demeaning and divisive.

This HI¼RMXMSR TMWW JSWIXL SJ WYTTSVXMRK a common basis for the implementation of the Strategy by the United Nations, only. It does not give rise to any binding obligations upon States .[17] 8LIVI MW RS YRMZIVWEPP] EGGITXIH HI¼R hate speech under international law.[18] Under the Strategy, hate speech requires that the following three components be present (see ¼KYY.I

1. IT IS “ANY KIND OF COMMUNICATION”, WHETHER IN THE FORM OF “SPEECH, WRITING OR BEHAVIOUR”.

- ,EXI WTIIGL GER FI GSRZI]IH XLVSYKL any form of expression, including images, cartoons, memes, art objects, gestures and symbols.
- ,EXI WTIIGL GER FI HMWWIQMREXIH S¿ online.
- ;MXL VIKEVH XS FILEZMSYV MX MW MQ distinguish hate speech from hate crimes, as well as from acts of discrimination (i.e. when

FIGURE 1. THE COMPONENTS OF HATE SPEECH UNDER THE STRATEGY

HATE SPEECH
for the purposes of the Strategy, requires that these three components be present

3. with reference to one or more **identity factors**

17 9RMXIH 2EXMSRW 7XVEXIK] ERH 4PER SJ %GXMSR SR ,EXI 7TIIGL T

18 % 6 8 - ' 0) “Hate Speech” Explained: A Toolki(London, 2015), p. 10. For examples of various approaches to hate speech, see p. 12.

an individual is treated less favourably than others in a similar situation, on the basis SJ ER MHIRXMX] JEGXSV- ,EXI WTIIGL RIGIW sarily involves expression, whereas most hate crimes do not, though they are often preceded by hate speech. Furthermore, all hate crimes are criminal offences, whereas hate speech will not always constitute a crim - inal offence.

2. IT "ATTACKS, OR USES PEJORATIVE OR DISCRIMINATORY LANGUAGE".

> Under the Strategy, hate speech is commu- nication which is biased, bigoted, intolerant or prejudiced ("discriminatory") or contemp - tuous or demeaning ("pejorative") of an individual or group based on their identity.

3. IT MAKES REFERENCE TO AN "IDENTITY FACTOR".

> ,EXI WTIIGL MW GSQQYRMGÅXMSR XLEX QEOIW VIJ eeffected to a person or group's "religion, ethnic- ity, nationality, race, colour, descent, gender or

B. What types of speech are covered by the Strategy?

The Strategy covers a range of unlawful and lawful types of expression

%PP *SVQW SJ 6EGMEP (MWGVMQMREXMSR MQTSWIW E duty upon States to criminalize “all dissemi - nation 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 per- sons of another colour or ethnic origin”.

Incitement requires a triangular relationship between the hate speaker, an audience and the target group, as in ¼ K Y V below.[24]

According to international standards on the meaning of “incitement to hostility, discrimina - tion or violence”:

> The terms “hatred” and “hostility” should be understood to refer to intense and irrational

24 % 6 8 - ' 0) “Hate Speech” Explained: A Toolkit, p. 73.

25 6 E F E X 4 P E R S J % G X M S R T E V The Camden Principles on Freedom of EX•8„) $Xw~ H92 q $:!8p @

14 u u 2 2 2 2 2 2

TABLE 1. LEGAL RESTRICTIONS AND NON-LEGAL MEASURES

Table 1 distinguishes the circumstances in which legal prohibitions and restrictions are rerraotiristETA (r)-18.5 (t)-6.4 (i)ID 1110 >

2. Speaker	The position or status of the speaker in society and their authority SV MR½YIRGI SZIV their audience	> (SIW XLI WTIEOIV LEZI TS[IV SV MR½YIRGI MR WSGMIX] > %VI XLI] E REXMSREP PIEHIV TSPMXMGMER TYFPMG S PIEHIV SV WSGMEP QIHME MR½YIRGIV# > ;LEX MW XLIMV VITYXEXMSR ERH WXERHMRK MR WSGMI > ;LEX MW XLIMV VIPEXMSRWLMT [MXL XEVKIXIH KVSYTW
3. Intent	The state of mind	

PEACEKEEPING MISSIONS

Peacekeeping missions with an explicit mandate on hate speech have a heightened responsibility to implement the Strategy

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Special political missions, therefore, play an important role in identifying, leveraging and supporting preventive approaches and responsive mechanisms, which can curb hate speech at the regional and national levels.

In keeping with the context in which special political missions operate, hate speech and its implications can be integrated across many of the political and diplomatic tools used in the implementation of mission mandates: action-oriented analysis, preventive diplomacy, mediation, electoral assistance, human rights, peacebuilding support, capacity-building, and partnerships.

8LI RI\X ERH QENSV TEVX SJ XLMW +YMH
down each of the Strategy's 13 commitments into concrete actions to be taken by United 2EXMSRW ¼IPH TVIWIRGIW 9RMXIH 2EXM presences are encouraged to develop and operationalize their own action plans for the implementation of the United Nations Strategy ERH %GXMSR 4PER SR ,EXI 7TIIGL MR PM TEVXMGYPEV QERHEXIW ERH XLMW +YMH

- - - t - Q T P I Q I R X E X M S R S J X L I 7 X V E X I K] ... W thirteen Commitments

The Strategy should shape the priorities of all R S R Q M W W M S R E R H Q M W W M S R ¼ I S H T V W L R G W E R H provide a basis for the design, development and delivery of programmatic activities, in particular in contexts where hate speech has been identi - ¼ I H E W E X L V I E X X S 9 R M X I H - 2 E X M S R W R S V Q W T V M R G M ples and values. In countries where hate speech L E W R S X F I I R M H I R X M ¼ I H E W E T V I W W M R K M W W Y I X L I Strategy should have a preventive function.

In prioritizing their implementation of the Strategy, 18 commitments, individual 9 R M X I H 2 E X M S R W ¼ I P H T V I W I R G I W W L S informed by factors such as: the type of ¼ I P H T V I W I R G I R S R

51 This guidance is accompanies by an internal annex containing examples of good practices. These examples are intended to be usefulto 9 R M X I H 2 E X M S R W ¼ I P H T V I W I R G I W S [[L K R S G M S Q R T V P M Q H I R X X L I 7 X V E X I K] M R X L I M V T E V X M G Y P E V G S R X I \ X G E X I H E H E T X I H E R H E T T P M I H M R S X L I V ¼ I P H W I X X M R K W

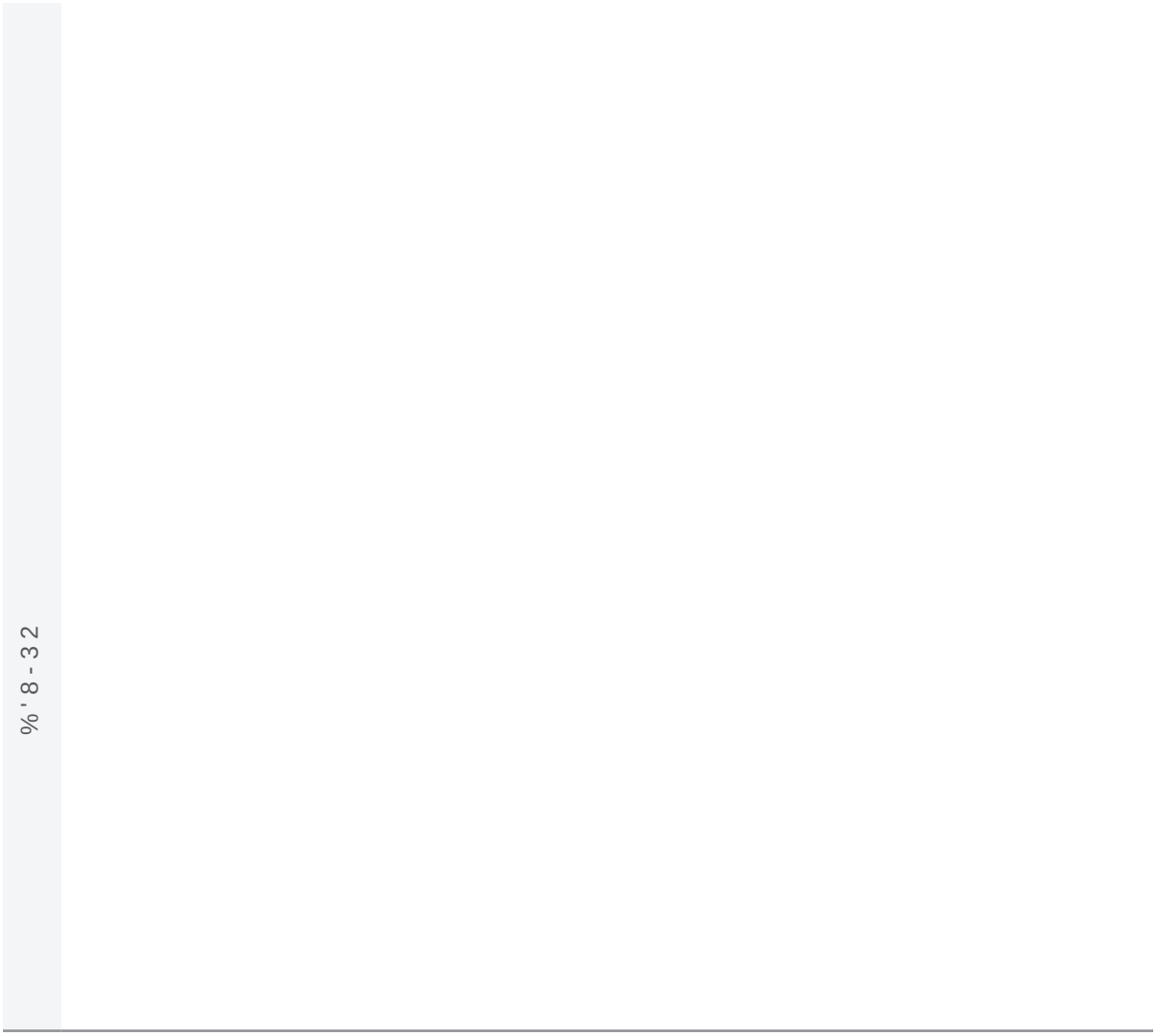
-R SVHIV XS IRWYVI XLEX XLMW +YMHERGI MW EW

for implementing the thirteen commitments of the Strategy

8LI EGXMSR TSMRXW ERH WTIGM¼G VIGSQQIRHEXMSRW FIPS[EVI MRXIRH

COMMITMENT 1:
MONITORING AND ANALYSING HATE SPEECH

Relevant United Nations entities should be able to recognize, monitor, collect data on and analyse hate speech trends


%'8-32

%'8-32 7TIGM¼G 6IGSQQIRHEXMSRW

ACTION 2: Monitoring and collection of data

3. Conduct a review of existing activities at the country level on the monitoring of hate speech online

COMMITMENT 2:
ADDRESSING ROOT CAUSES, DRIVERS AND ACTORS OF HATE SPEECH

The United Nations system should adopt a common understanding of the root causes and drivers of hate speech in order to take relevant action to best address and/or mitigate its impact. Relevant United Nations entities should also identify and support actors who challenge hate speech.

ACTION 4: -HIRXM¼GEXMSR SJ GEYWIW HVMZIVW ERH

11. Ensure that the Strategy is integrated into existing United Nations political and human rights analy-
WMW ERH VITSVXMRK 6' LIEH SJ QMWWMSR VIPIZERX 9RMXIH 2EXMSRW
12. -HIRXMJ] PIEHMRK MRWXMKEXSVW WTIEOIVW HMWWIQMRE EXSVW SJ LEXI
ing, whether State or non-State actors, and determine their motivations or the underlying drivers behind their hateful expressions in the particular country context (e.g. political objectives, inequal - ity based on identity factors or protected characteristics, impunity, historical or current grievances, economic inequality within the country, absence of free and secure civic space, and online disinhi- bition), which may be symptoms of deeper structural issues that should be addressed by the State
6'3 9RMXIH 2EXMSRW GSYRXV] XIEQ TIEGIOIITMRK STIVEXMSR SV WTIGM
13. -HIRXMJ] GEYWIW HVMZIVW ERH EGXSVW JYVXLIVMRK KIRHIV VIPEXIH L
ing operation or special political mission).
14. Identify patterns of intersectional hate speech (i.e. hate speech that targets individuals or groups on the basis of more than one identity factor).
15. Identify leading actual and potential challengers to hate speech, both State and non-State actors,
XLIMV TSWMXMSR MR WSGMIX] ERH XLIMV EFMPMX] XS MR½YIRGI GLERK
or special political mission).

ACTION 5: Addressing causes, drivers and actors

16.

COMMITMENT 3:
ENGAGING AND SUPPORTING THE VICTIMS OF HATE SPEECH

United Nations entities should show solidarity with the victims of hate speech and implement human rights-centred measures aimed at countering retaliatory hate speech and escalation of violence and at empowering the targeted people or communities. They should also promote measures to ensure that the rights of victims are upheld, and that their needs are addressed, including through advocacy for remedies, access to justice and psychological counselling.

ACTION 6: Solidarity with victims

24. 4VSQTXP] I\TVIWW WSPMHEVMX] [MXL ZMGXMQW SV XEVKIXW SJ LEXI W MRGMXIQIRX XS HMWGVMQMREXMSR LSWXMPMX] SV ZMSPIRGI F] 6' LI

24.1 Meeting with victims' representatives and hearing their testimonies or views;

24.2 If deemed appropriate in the context, issuing public statements through traditional and online media which recognize the harms of hate speech to individual victims (including psychological harms), to targeted and vulnerable communities and to society as a whole.

25. 4VSQSXI XLI QIERMRKJYP ZSMGI SJ ZMGXMQW MRGPYHMRK F] MRZMXMR the agendas of public forums, intergroup dialogues and consultations on tackling hate speech, IWTIGMEPP] MRGMXIQIRX XS HMWGVMQMREXMSR LSWXMPMX] SV ZMSPIF or special political mission).

ACTION 7: Countering retaliatory hate speech and escalation of violence

26. In the aftermath of a major incident of hate speech, especially incitement to discrimination, hostility or violence, terrorism or another crime, conduct a risk assessment as to the possibility

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ACTION 8: Ensuring that victims' rights and needs are upheld

COMMITMENT 4:
CONVENING RELEVANT ACTORS

When relevant to the context, the United Nations should support the convening of key actors, reframe problems in ways that make solutions more attainable, introduce independent mediation and expertise, and build coalitions.

ACTION 9: Convening and reframing

39. Establish the United Nations as a convenor for addressing and countering hate speech at the country level through its role in bringing together and empowering key State and non-State actors — including government ministries, parliamentarians, independent national human rights institutions, media regulators, and civil society organizations — for the effective implementation of the Strategy and Plan of Action

40. Identify which key actors (e.g. the media, representatives of political parties, religious leaders, civil society organizations, human rights defenders and victims) to engage and create opportunities for those actors to discuss the challenges and opportunities of addressing hate speech (e.g. through a peacekeeping operation or special political mission).

41. Provide support and training to relevant United Nations personnel and counterparts

COMMITMENT 5:
ENGAGING WITH NEW AND TRADITIONAL MEDIA

The United Nations system should establish and strengthen partnerships with new and traditional media to address hate speech narratives and promote the values of tolerance, non-discrimination, pluralism, and freedom of opinion and expression.

ACTION 11: Building partnerships with media

44.

ACTION 13: Promoting self-regulation and ethical journalism

%GXMSR 7TIGM¼G 6IGSQQIRHEXMSRW

51. Avoid and actively discourage the use of the term “responsible journalism”, since it can serve as XLI TVIXI\X JSV EVFMXVEV] ERH YRPE[JYP VIWXVMGXMSRW SR NSYVREP TIEGIOIITMRK STIVEXMSR SV WTIGMEP TSPMXMGEP QMWWMSR 92)7'3

52. 4VSQSXI WIPJ VIKYPEXMSR SJ XLI QIHME [LIVI MX MW IJJIGXMZI ERH XL implementation of voluntary professional codes of conduct for the media and journalists [52] 6'3 92'8 TIEGIOIITMRK STIVEXMSR SV WTIGMEP TSR C$0Đ '`WK STI

ACTION 14: 4VSQSXMRK XLI TVSXIGXMSR SJ NSYVREPM

%GXMSR 7TIGM¼G 6IGSQQIRHEXMSRW

57. 4VSQSXI XLI MQTPIQIRXEXMSR SJ XLI 9RMXIH 2EXMSRW 4PER SJ %GXMS
the Issue of Impunity at the national level by State authorities, media outlets, professional asso-
GMEXMSRW ERH GMZMP WSGMIX] SVKERM^EXMSRW 6'3 92'8 TIEGIOIITMR
QMWWMSR 92)7'3

58. 'SRHIQR YRIUYMZSGEPP] XLVSYKL TYFPMG WXEXIQIRXW ERH TVMZEXI HI
WMSR 92'8 TIEGIOIITMRK STIVEXMSR SV WTIGMEP TSPMXMGEP QMWWMS

58.1 All attacks and violence against journalists and media workers, including torture, killings,
enforced disappearances, arbitrary arrests and arbitrary detentions, expulsions, intimidation,
XLVIEXW ERH LEVEWWQIRX SRPMRI ERH S¿MRI EW [IPP EW EXXEGOW
S¾GIW ERH QIHME SYXPIXW MR FSXL GSR½MGX ERH RSR GSR½MGX

58.2 The misuse of defamation and libel law >þõ ,Ó >2 Xcaon Tw 7 0 0 10.9 (g)-8(c)-13.(4 (, 2s)-8.82 ar)-5.-2.1 -5.9 (a)-5

%GXMSR 7TIGM¼G 6IGSQIRHEXMSRW

ACTION 15: Building media capacity

61.

68.3 Ensure the greatest possible transparency in their policies, standards and actions relating to freedom of expression and other fundamental rights;[54]

68.4 Ensure that any enforcement of their own rules (including terms of service and standards) involves an evaluation of such factors as context and the harm of the content, including by ensuring that any use SJ EYXSQEXMSR SV EVXM¼GMEP MRXIPPMKIRGI XSSPW MRZSPZIW E LY

68.5)RWYVI XLEX GSRXI\XYEP EREP]WMW MRZSPZIW KVSYTW QSWX EJJIGXI and that such groups are involved in identifying the most effective tools to address harms caused on the platforms;

68.6 Develop tools that promote individual autonomy, security and free expression, and involve HI EQTPM¼GEXMSR HI QSRIXM^EXMSR IHYGEXMSR GSYRXIV WTIIGL when appropriate, to the banning of accounts and the removal of content.[55]

69.

COMMITMENT 7:

ACTION 20: Promoting media and information literacy

77. Support programmes, projects and activities on media and information literacy, including digital or technological literacy, that encourage people's critical thinking and critical competencies and TVSQSXI EQSRK SXLIV XLMRKW 6'3 92'8 TIEGIOIITMRK STIVEXMSR SV W 92)7'3 92-'

77.1 Competencies to search for, critically evaluate, use and contribute information and media con-

COMMITMENT 8:
FOSTERING PEACEFUL, INCLUSIVE AND JUST SOCIETIES TO ADDRESS THE ROOT CAUSES AND DRIVERS OF HATE SPEECH

The United Nations system should raise awareness about respect for human rights, non-discrimination, and understanding of other cultures and religions, as well as about gender equality, including in the digital world. It should promote intercultural, interfaith and intrareligious dialogue and mutual understanding.

ACTION 21: Raising awareness about respect for human rights

78. Initiate and support initiatives that raise awareness more generally about how to address and coun-
XIV LEXI WTIIGL S¿MRI ERH SRPMRI MR OIITMRK [MXL MRXIVREXMSREP L
SR JVIIHSQ SJ I\TVIWWMSR ERH SR XLI VMKLX XS IUYEPMX] ERH RSR HM
TIEGIOIITMRK STIVEXMSR SV WTIGMEP TSPMXMGEP QMWWMSR 92-' 92)7'

78.1 4SWXIV GEQTEMKRW EX XLI PSGEP SV REXMSREP PIZIP

78.2 1IWWEKMRK ERH TVSKVEQQMRK SR QMWWMSR VEHMS ERH SV XIPIZMW

78.3 Media interviews

78.4 Social media posts

78.5 4YFPMG GEQTEMKRW

78.6 Community-level dialogues

78.7 4IIV XS TIIV I\GLERKIW ERH XVEMRMRK WIQMREVW

78.8 7XYHIRX SYXVIEGL ERH FVMI¼RKW

78.9 0IZIVEKMRK STMRMSR PIEHIVW MR½YIRGIVW I\TIVXW ERH GSQQYRMX

79. Ensure that awareness-raising activities and communications consistently identify the importance of addressing and countering hate speech for the achievement of the Sustainable Development
+SEPW , TEVXMGYPEVP] XLSWI SR IRHMRK TSZIVX] +SEP IRWYVMRK U
IUYEPMX] +SEP VIHYGMRK MRIUYEPMX] +SEP TVSQSXMRK TIEGIJ
ERH IRLERGMRK KPSFEP TEVXRIVWLMTW JSV WYWXEMREFPI HIZIPSTQIR
operation or special political mission).

%GXMSR 7TIGM¼G 6IGSQQIRHEXMSRW

COMMITMENT 9:
ENGAGING IN ADVOCACY

%GXMSR 7TIGM¼G 6IGSQQIRHEXMSRW

88.)RWYVI SRGI E HIGMWMSR LEW FIIR XEOIR XS KS TYFPMG XLEX TYFPMC

88.1 Convey system-wide consistency, coordination and coherence in responding to the situation;

88.2 6IWTIGX MRXIVREXMSREP LYQER VMKLXW RSVQW ERH-WXERHEVHW E ments of United Nations human rights experts (i.e. special procedure mandate holders, treaty FSHMIW ERH GSQQMWWMSRW SJ MRUYMV] JEGX ¼RHMRK QMWWMSRW

89. Adhere to the values and principles enshrined in the Charter of the United Nations.

90. Ensure that all United Nations country team members align their messages to the public statements 6' LIEH SJ QMWWMSR

91.

OVERARCHING MESSAGES FOR PUBLIC ADVOCACY

- ,EXI WTIIGL IWTIGMEPP] MR GMXIQIRX XS hostility, discrimination or violence, is harmful to realizing human rights, peace, development and security, to social cohesion and harmony, and to fostering peaceful and inclusive societies.
- The dissemination of hate speech and incitement to discrimination, hostility or violence can exacerbate tensions and lead to violence, can divide and devastate communities, and can create an atmosphere for widespread human rights abuses and even atrocity crimes.
- 4SPMXMGEP PIEHIVW WLSYPH YVKIRXP] ERH unambiguously condemn acts of incitement to discrimination, hostility or violence, and take rapid measures to reduce tensions.
- State authorities should hold accountable those who have incited discrimination, hostility or violence, including, in the severest cases, through criminal prosecution.

COMMITMENT 12:
BUILDING THE SKILLS OF UNITED NATIONS STAFF

United Nations staff skills at both the leadership and the working levels to understand and address

COMMITMENT 13:
SUPPORTING MEMBER STATES

9TSR VIUYIWX XLI 9RMXIH 2EXMSRW WLSYPH TVSZMHI WYTTSVX XS 1IQFIV building and policy development to address hate speech. In this context, the United Nations will convene an international conference on education for prevention, with a focus on addressing and countering hate speech, which would involve ministers of education.

ACTION 27: Support for Member States

%GXMSR 7TIGM¼G 6IGSQQIRHEXMSRW

103. Upon request, provide technical assistance and support, including on reviewing existing or proposed legislation, on policies, on case law, and on mechanisms for addressing and countering hate speech and incitement to discrimination, hostility or violence, in accordance with international LYQER VMKLXW PE[ERH WXERHEVHW 6'3 TIEGIOIITMRK STIVEXMSR SV 3,'6 XLI 3¾GI SR +IRSGMHI 4VIZIRXMSR ERH XLI 6IWTSRWMFMPMX] XS

104. 4VSQSXI XLI IWXEFPMWLQIRX ERH MQTPIQIRXEXMSR SJ E REXMSREP PIK of hate speech, which includes laws on the prohibition of incitement to discrimination, hostility or violence, and anti-discrimination legislation, in accordance with international human rights law, while warning against the adoption of any proposed hate speech legislation that risks undermining free - HSQ SJ I\TVIWWMSR 6'3 92'8 TIEGIOIITMRK STIVEXMSR SV WTIGMEP TSP

105. (IXIVQMRI [LEX OMRHW SJ SXLIV WYTTSVX 7XEXI EGXSVW MRGPYHMRK (such as independent national human rights institutions, representatives of the judiciary, and law IRJSVGIQIRX EYXLSVMXMIW RIIH MR SVHIV XS EHHVIWW LEXI WTIIGL IJ 92'8 TIEGIOIITMRK STIVEXMSR SV WTIGMEP TSPMXMGEP QMWWMSR

106. Support capacity-building of key State actors — notably judges, judicial personnel (such as TVSWIGYXSVW ERH GSYVX S¾GMEPW PE[IRJSVGIQIRX EKIRXW ERH QIC international human rights norms and standards relating to hate speech, especially the standard for incitement to discrimination, hostility or violence that amounts to a criminal offence (as indicated MR XLI 6EFEX 4PER Rabat 2 %GXMSR WLSRW E RYH MHERGI 6'3 92'8 TIEGIOIITMRK STIV special political mission).

107. Support the training of teachers, especially those occupying leadership or senior positions, on effectively addressing and countering hate speech at schools, and, through these initiatives, promote the participation of affected communities and vulnerable groups.

Key Resources on hate speech

The following list of key UN and civil society sources elaborate on international human rights law and standards on hate speech. Please note that, while this list highlights the key texts, it is non-exhaustive.

UN ACTION PLANS

- 6EFEX 4PER SJ %GXMSR SR XLI TVSLMFMXMSR SJ EHZSGEG-] SJ REXMSRE XYXIW MRGMXIQIRX XS HMWGVMQMREXMSR LSWXMPMX] SV ZMSPIRGI
- 92 4PER SJ %GXMSR SR 7en-GRSRM`R IQIH XLX P€p MXRIGOB}€R] `