



# Confronting Hatred While Respecting Freedom of Expression

March 2010

## About Us

Human Rights First believes that building respect for human rights and the rule of law will help ensure the dignity to which every individual is entitled and will stem tyranny, extremism, and violence.

Human Rights First protects people at risk: refugees who flee persecution, victims of crimes against humanity or other mass human rights violations, victims of discrimination, those whose rights are eroded in the name of national security, and human rights advocates who are targeted for defending the rights of others. These groups are often the first victims of societal instability and breakdown; their treatment is a harbinger of wider-scale repression. Human Rights First works to prevent violations against these groups and to seek justice and accountability for violations against them.

Human Rights First is practical and effective. We advocate for change at the highest levels of national and international policymaking. We seek justice through the courts. We raise awareness and understanding through the media. We build coalitions among those with divergent views. And we mobilize people to act.

*Human Rights First is a non-profit, nonpartisan international human rights organization based in New York and Washington D.C. To maintain our independence, we accept no government funding.*

This report is available for free online at [www.humanrightsfirst.org](http://www.humanrightsfirst.org).

© 2010 Human Rights First. All Rights Reserved.

### Human Rights First

#### Headquarters

333 Seventh Avenue  
13th Floor  
New York, NY 10001-5108

Tel.: 212.845.5200  
Fax: 212.845.5299

#### Washington D.C. Office

100 Maryland Avenue, NE  
Suite 500  
Washington, DC 20002-5625

Tel: 202.547.5692  
Fax: 202.543.5999

[www.humanrightsfirst.org](http://www.humanrightsfirst.org)

The debates around the adoption and enforcement of legal norms restricting “defamation of religions” and other forms of speech have diverted attention and resources from implementing political and educational tools that can effectively confront and counteract violence, discrimination, incitement and hatred.

Rather than create new international norms restricting freedom of expression, Human Rights First recommends the following steps that governments, political leaders and public officials should take to:

*Combat bias-motivated violence and other forms of public and private discrimination;*

*Condemn and counteract speech that incites violence against or promotes acts that curtail the enjoyment of rights by particular individuals and groups on account of their religion, race, national origin, etc.;*

*Reduce fear among targeted individuals and communities and diffuse community tensions;*

*Promote communication among affected communities, law enforcement, political leadership and civil society; and*

*Advance intercultural and interreligious understanding.*

These recommendations are based on the work that Human Rights First has done for the past several years to combat racist, antisemitic, xenophobic, anti-Muslim, homophobic and related violence, primarily in North America, Europe and the former Soviet Union.

## Guidelines to Confront Hatred

### Speak Out Against Hatred

#### Political leaders, government and other officials serving in public office should:

- Pledge to refrain from using rhetoric that incites violence or promotes acts that curtail the enjoyment of rights by others.
- Speak out publicly and consistently to condemn such speech when it occurs; build political consensus—reaching out across political party lines—to encourage speaking out.

#### Governments should:

- Establish guidelines and best practices for public officials at all levels to prevent statements that incite violence or promote acts that would curtail the enjoyment of rights by others.

### Counteract the Impact of Hatred

#### Governments and all officials serving in public office should:

- Provide adequate security to individuals, communities and religious or other institutions that face threats of violence.
- Establish specialized bodies or empower the appropriate existing bodies to diffuse community tensions as well as foster collaborative approaches and improve lines of communication between local government, local law enforcement, civil society groups, and community leaders to ensure effective responses to violence and hateful public discourse.
- Train civil servants—particularly those that engage routinely with the public—on promoting respect for the rights of others, dealing with incidents of hate-motivated violence and combating negative stereotypes of, and discrimination against, individuals and groups.
- Enact laws prohibiting both public and private discrimination that are in line with international standards and ensure proper oversight and public accountability of their enforcement.
- Build public trust in government institutions by ensuring accountability for human rights violations by everyone including government officials—such as racial profiling and police abuse of victims of bias-motivated violence.
- Ensure adherence to international treaty commitments guaranteeing freedom of expression, freedom of association and assembly, freedom of religion and belief and other human rights.

#### All officials serving in public office should:

- Use every opportunity to affirm common bonds of humanity and to guarantee equal protection under the law without discrimination for all individuals—citizens and noncitizens—in their jurisdiction. Leaders should take advantage of their positions to promote interreligious and intercultural understanding as well as policies and practices of nondiscrimination.

## Combat Violent Hate Crime

Governments are required to fulfill their international legal obligations to combat discrimination. When discrimination is manifested in hate crimes, States must transform the principles of nondiscrimination and equal protection into practical action.

### Governments should:

- **Acknowledge and condemn violent hate crimes whenever they occur.** Senior government leaders should send immediate, strong, public, and consistent messages that violent hate crimes will be investigated thoroughly and prosecuted to the full extent of the law.
- **Strengthen enforcement and prosecute offenders.** Governments should ensure that those responsible for hate crimes are held accountable under the law, that the prosecution of hate crimes against anyone regardless of their legal status in the country is a priority for the criminal justice system.
- **Monitor and report on violent hate crimes.** Governments should maintain official systems of monitoring and public reporting to provide accurate data for informed policy decisions to combat violent hate crimes, including against refugees and asylum seekers.
- **Reach out to community groups.** Governments should conduct outreach and education efforts to communities and civil society groups to reduce fear and assist victims, advance police-community relations, encourage improved reporting of hate crimes to the police and improve the quality of data collection by law enforcement bodies.

## Strengthen the Capacity of Intergovernmental Bodies

### Governments should:

- Comply with international norms and cooperate with international human rights bodies and mechanisms that regularly review States' fulfillment of human rights commitments—including treaty bodies, the United Nations High Commissioner for Human Rights, and the special procedures of the Human Rights Council concerning freedom of expression, religion and belief, and combating racism.
- Support and strengthen the mandates of regional intergovernmental organizations and mechanisms that are addressing discrimination, such as the Organization for Security and Cooperation in Europe (OSCE), the Council of Europe, the Organization of American States and others.
- Encourage the active participation of civil society groups and representatives of targeted communities in relevant international bodies and mechanisms.