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**Racial discrimination, xenophobia and  
related forms of intolerance: follow-up to and  
implementation of the Durban Declaration and Programme of Action**

**Combating the glorification of Nazism, neo-Nazism and other  
practices that contribute to fuelling contemporary forms of  
racism, racial discrimination, xenophobia and related  
intolerance****Report of the Special Rapporteur on contemporary forms of racism,  
racial discrimination, xenophobia and related intolerance\****Summary*

The present report is submitted to the Human Rights Council pursuant to General Assembly resolution 80/192, by the Special Rapporteur on contemporary forms of racism, racial discrimination, xenophobia and related intolerance, Ashwini K.P. In preparing the report, the Special Rapporteur invited submissions from Member States and other relevant stakeholders on measures to combat the glorification of Nazism, neo-Nazism and other practices that contribute to fuelling contemporary forms of racism, racial discrimination, xenophobia and related intolerance. The report sets out the applicable international legal framework, summarizes the submissions received from Member States, presents an analysis on contemporary manifestations and trends in neo-Nazism, and advances recommendations addressed to Member States and other relevant stakeholders.

\* The present document was submitted to the conference services for processing after the deadline so as to include the most recent information.

## I. Introduction

1. The present report, submitted pursuant to Human Rights Council resolution 80/192, contains an exploration of the implementation of this resolution on combating glorification of Nazism, neo-Nazism and other practices that contribute to fuelling contemporary forms of racism, racial discrimination, xenophobia and related intolerance.
2. The report is informed by submissions received in response to a call for submissions addressed to States and other stakeholders, as well as additional research. The Special Rapporteur thanks those that submitted information.
3. In the present report, the Special Rapporteur presents an overview of the foundational principles and State obligations under international human rights law. Consistent with the positions of previous mandate holders, the Special Rapporteur stresses the importance of effective implementation of racial equality and non-discrimination standards under international human rights law, with particular attention to their application in combating glorification of Nazism, neo-Nazism and other practices. She calls upon Member States to demonstrate the resolute commitment required to confront the documented rise in hate crime and incitement to violence against ethnic, racial and religious minorities and groups worldwide. The Special Rapporteur further reminds Member States that the United Nations was established, in the aftermath of the horrors of the Second World War, with the express purpose of preventing future wars and protecting succeeding generations from the scourge of armed conflict. The Special Rapporteur calls upon all States to redouble their efforts to counter every form of ethnic, racial and religious hatred, and to actively promote tolerance and understanding both within and among nations.

## II. International Human Rights Law Framework

4. The prohibition of racial discrimination constitutes a peremptory norm of general international law, binding upon all States without exception and admitting of no derogation. Any treaty or international agreement inconsistent with this norm is, accordingly, void. The most comprehensive codification of this prohibition is found in the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD). This prohibition is further affirmed across the principal international human rights instruments, including the International Covenant on Civil and Political Rights (ICCPR), the International Covenant on Economic, Social and Cultural Rights (ICESCR), the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Convention on the Rights of the Child (CRC), and the Convention on the Rights of Persons with Disabilities (CRPD). Each of these instruments enshrines the foundational principle that all persons, by virtue of their inherent humanity, are entitled to the enjoyment of human rights without distinction of any kind. Upon ratification, States assume legally binding obligations to respect, protect and fulfil the rights guaranteed therein.<sup>1</sup>
5. The Special Rapporteur recalls that States bear an unequivocal obligation to ensure that their laws, policies and practices are free from discrimination in both design and application. Article 2(1) of ICERD imposes a positive duty upon States and all public authorities — at both national and local levels — to refrain from engaging in any act or practice of racial discrimination. This obligation extends further: States must neither sponsor, defend nor support racial discrimination perpetrated by any person, group or organization, including those that propagate doctrines of racial superiority or incite racial intolerance.
6. States are equally obligated to protect individuals within their jurisdiction from discriminatory conduct by non-State actors. This duty requires the enactment of comprehensive, effective anti-discrimination legislation that prohibits all forms of racial discrimination and guarantees equal and effective protection before the law. In this regard, the Special Rapporteur aligns with the guidance of the Office of the United Nations High

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<sup>1</sup> A/HRC/59/63.

Commissioner for Human Rights, which recommends that domestic anti-discrimination frameworks: clearly define and prohibit all forms of discrimination across all grounds recognized under international human rights law; apply across all areas of life regulated by law; incorporate an extensive and non-exhaustive list of protected characteristics; and explicitly prohibit direct and indirect discrimination, as well as segregation, victimization and retaliation against those who invoke their rights.

7. Both the ICERD and the International Covenant on Civil and Political Rights (ICCPR) expressly prohibit the propagation of racist and xenophobic ideas, as well as the advocacy of national, racial or religious prejudice constituting incitement to discrimination, hostility or violence. Article 4 of ICERD imposes upon States Parties an obligation to adopt immediate and positive measures to eradicate incitement to, and acts of, racial discrimination. Specifically, it requires States to criminalize: the dissemination of ideas founded upon racial superiority or hatred; incitement to racial discrimination; and acts of violence — or incitement thereto — directed against any race or group of persons on the basis of colour or ethnic origin.

8. The Rabat Plan of Action on the prohibition of advocacy of national, racial or religious hatred constituting incitement to discrimination, hostility or violence provides further elaboration of States' obligations under Article 2(1) of the ICCPR. In particular, it draws a critical analytical distinction between the negative duty of States to refrain from engaging in discriminatory conduct and their positive duty to enact legislative and other protective measures to prevent and remedy such conduct by others. This distinction is of considerable practical significance for the design of effective domestic legal frameworks.

9. The Special Rapporteur further recalls that the Human Rights Committee, in its general comment No. 18 (1989), affirmed that the realization of the principles of equality and non-discrimination cannot be achieved through passive abstention alone. Rather, the attainment of substantive equality requires States to take deliberate and targeted positive action, including through legislative, administrative and policy measures, to address structural and systemic forms of discrimination.

10. Racist incitement may manifest both explicitly and implicitly, including through indirect or coded language. In its general recommendation No. 35 (2013), the CERD advised that criminal penalties should be reserved for the most serious cases, proven beyond reasonable doubt, and must in all instances conform to the principles of legality, proportionality and necessity. Cases of lesser severity should be addressed through non-criminal measures.

11. The Special Rapporteur cautions that prohibitions on racist or intolerant speech must not be instrumentalized as a pretext for the illegitimate restriction of freedom of expression, particularly where such restrictions operate to the detriment of marginalized racial or ethnic groups — including in the context of expressions of protest, social discontent or political opposition. Equally, however, the rights to freedom of expression and association may not be invoked as a shield for conduct that violates the rights of others to equality and non-discrimination. In this regard, the CERD has emphasized that while Article 4 of ICERD is central to the regulation of racist speech, it must be read in conjunction with other provisions of the Convention and regard to the principles embodied in the Universal Declaration of Human Rights. Article 4 expressly references Article 5, which guarantees equality before the law and the right to be free from racial discrimination in the enjoyment of all rights, including the right to freedom of expression.

12. These obligations require States to actively work toward eliminating discrimination in practice and ensuring the effective enjoyment of the rights to equality and non-discrimination, encompassing both intentional and de facto racial discrimination. Articles 6 of ICERD and 2 of the ICCPR affirm that access to effective protection and remedies is as essential as legal prohibition. States must go beyond defining and banning discrimination — they are required to adopt positive measures to advance equality and respect for the dignity of the human person, particularly for groups subject to historical disadvantage or systemic exclusion.

13. The promotion of tolerance demands sustained investment in education and awareness. Article 26(2) of the Universal Declaration of Human Rights and Article 7 of

ICERD both require States to take immediate and effective measures — through teaching, education, culture and information — to combat prejudice and foster understanding, tolerance and friendship among nations and racial or ethnic groups. The Durban Declaration and Programme of Action reinforces this obligation, underscoring the transformative role of education in addressing attitudes and behaviours rooted in racism and related intolerance, and — at paragraph 97 — specifically emphasizing human rights education for children and young people as a preventive tool against discrimination.

14. The Special Rapporteur further draws attention to the United Nations Action Plan to Enhance Monitoring and Response to Antisemitism, launched in January 2025, which consolidates existing United Nations policies and frameworks addressing antisemitism and sets out recommendations to strengthen United Nations responses in accordance with international human rights law.

### III. Submissions from Member States

15. In this section, the Special Rapporteur summarizes information submitted by Member States, including information on existing laws and policies to counter Nazism and neo-Nazism and other practices that fuel contemporary forms of racism, racial discrimination, xenophobia and related intolerance. However, she does not analyse or evaluate those laws or policies. She emphasizes that summarizing a submission does not constitute an endorsement of its content.

#### Azerbaijan

16. Azerbaijan outlined its legal framework protecting against discrimination, reporting that equal rights are guaranteed under its Constitution and national legislation for all persons, irrespective of race, ethnicity, religion, language, sex, origin, property status, occupation, beliefs, or affiliation with political parties, trade union organizations or other public associations. In 2023, the mandate of the Commissioner for Human Rights (Ombudsman) was reportedly expanded to include independent monitoring functions to review and promote the right to equality and prevent discrimination, informed by recommendations of the European Commission against Racism and Intolerance (ECRI). A dedicated unit has been established within the Office of the Ombudsman to oversee and investigate complaints relating to violations of the right to equality.

17. Azerbaijan provided information about its criminal law provisions prohibiting incitement to national, racial, social or religious hatred and enmity, the humiliation of national dignity, and the dissemination of content promoting racial or ethnic discrimination, including through the media. Azerbaijan also highlighted the role of the Baku International Multiculturalism Centre, established in 2014, as an institutional framework for promoting tolerance and multiculturalism through education, research and international outreach. Azerbaijan further reaffirmed its commitment to preventing the glorification of Nazism and Fascism and to countering the distortion of Second World War history, observing 9 May as the Day of Victory over Fascism.

#### Iraq

18. Iraq provided information about its constitutional framework protecting against discrimination, reporting that Article 14 of the Constitution guarantees equality before the law for all Iraqis without distinction on grounds of gender, race, nationality, origin, colour, religion, sect, belief or economic or social status. Articles 14–21 further affirm rights to equality, life, security, liberty and equal opportunity. Iraq also reported that Article 2(2) of the Constitution guarantees full religious rights to all individuals, including Christians, Yazidis and Sabian Mandaeans. It also reported that Article 3 of the Constitution affirms Iraq's multi-ethnic and multi-religious character and its commitment to equal citizenship and social cohesion. Iraq reported that a draft law on the regulation of minority rights and the prevention of discrimination has been prepared and is currently under legal review, and that a national strategy for managing social diversity has been developed, with the aim of consolidating peaceful coexistence and rejecting hate speech and discrimination.

19. Iraq highlighted efforts to combat violent extremism and protect minority communities in the aftermath of crimes committed by the Islamic State in Iraq and the Levant (ISIL), including the establishment of a specialized court for crimes committed against community groups and the reconstruction of churches, Yazidi shrines and other places of worship destroyed by ISIL. Iraq reported that monthly stipends are being provided to survivors subjected to ISIL terrorism, and that committees have been formed to facilitate the return of property to displaced communities. Iraq further reported the adoption of a National Strategy to Combat Violent Extremism Leading to Terrorism (2021–2025), developed in accordance with human rights principles and implemented through specialized inter-ministerial subcommittees.

### **Morocco**

20. Morocco outlined its constitutional and legislative framework for combating racial discrimination, xenophobia and related intolerance. The 2011 Constitution prohibits incitement to racism, hatred and violence, enshrines equality and non-discrimination, affirms the pluralistic nature of national identity, and accords primacy to duly ratified international conventions over domestic law. The Penal Code criminalizes incitement to discrimination and hatred under Article 431-5, while sector-specific legislation reinforces these protections across a range of domains, including the Labor Code, the Press and Publishing Code, the Law on Audiovisual Communication, the Law on Electoral Processes, and legislation governing associations and political parties. Morocco also reported that a bill specifically targeting discrimination, racism and hate speech — including in the digital space — is currently being drafted to strengthen existing criminal provisions and improve victim protection.

21. Morocco highlighted the National Immigration and Asylum Strategy adopted in 2014 as a key policy framework for protecting migrants and refugees, promoting integration and preventing discriminatory conduct, including through special regularization campaigns, expanded access to public services, and the reopening of the Office for Refugees and Stateless Persons. Morocco reported on awareness-raising initiatives targeting racial prejudice against Black people and hate speech on social media, as well as the establishment of "Living Together" clubs in schools to promote a culture of acceptance from an early age. In the area of media and sport, Morocco reported the organization of training sessions for journalists in November and December 2025, and the publication in February 2026 of a Sports Media Guide providing ethical and legal guidelines for responsible coverage ahead of the 2025 Africa Cup of Nations and the 2030 FIFA World Cup. Morocco acknowledged remaining gaps in disaggregated data collection and reported ongoing efforts to strengthen monitoring and reporting mechanisms.

### **Peru**

22. Peru reported that discrimination is criminalized under article 323 of the Criminal Code, including the public promotion or incitement of discriminatory acts. Enhanced penalties reportedly apply where offences are committed by public officials or through information technologies and social media. Peru also highlighted a 2026 court judgment convicting an individual for an act of discrimination meeting the national threshold for criminal sanctions, which it described as reaffirming the commitment of the Public Prosecutor's Office to combating discrimination. The legislation also covers the public incitement or promotion of discriminatory acts, which is particularly relevant in addressing contemporary forms of hate speech, including in digital environments.

23. Peru highlighted the adoption of the 2025-2030 Multisectoral Strategy "Perú sin racismo" to 2030, which seeks to reduce prejudice, stereotypes and racist practices, strengthen State capacity to prevent and address ethnic and racial discrimination, and improve access to justice. The strategy reportedly involves 27 public institutions and 130 multisectoral interventions, reflecting a coordinated whole-of-government approach.

24. Peru reported on the "Alerta contra el Racismo" service, operated by the Ministry of Culture since 2021, which enables the public to report incidents of ethnic and racial discrimination, receive guidance on available remedies, and access support and follow-up measures. The service is complemented by outreach and awareness-raising activities in public spaces, schools, universities and cultural events aimed at promoting respect for

cultural diversity and combating racism. Peru also reported ongoing efforts to strengthen access to justice and institutional responses to discrimination, including the development of a National Strategy for Intercultural Justice, training programmes for judges, prosecutors, police officers and other public officials, and initiatives to incorporate intercultural and intersectional approaches into judicial practice. Additional measures reportedly include public awareness campaigns, educational activities and commemorations aimed at promoting equality, non-discrimination and respect for cultural diversity.

### **Russian Federation**

25. The Russian Federation outlined its legal framework for combating the glorification of Nazism, reporting that Article 354<sup>1</sup> of the Criminal Code criminalizes the rehabilitation of Nazism, including the public denial of facts established by the Nuremberg Tribunal, approval of the crimes set out therein, and the dissemination of knowingly false information regarding the activities of the USSR during World War II. Articles 243 and 244 further criminalize the destruction or desecration of war memorials and military graves. In 2025, amendments were adopted strengthening administrative liability for the public display of Nazi paraphernalia and symbols, and criminal liability for property destruction motivated by extremist intent. The offences may be aggravated when committed publicly or through the use of mass media or the Internet, with penalties including imprisonment (a sentence of up to 5 years). The Russian Federation reported that data indicate an increase in convictions for the rehabilitation of Nazism and continued monitoring of hate-motivated offenses.

26. The Russian Federation also reported on the adoption in April 2025 of Federal Law No. 74-FZ on perpetuating the memory of victims of genocide of the Soviet people during the Great Patriotic War, and on the "No Statute of Limitations" project, a multi-agency initiative aimed at preserving historical memory of Nazi war crimes and preventing the rehabilitation of Nazism.

27. The Russian Federation also reported on efforts focusing on countering extremist content online. Regulatory authorities monitor media and digital platforms, issue warnings, remove prohibited materials, and restrict access to online resources promoting extremism. Thousands of sanctions and corrective measures have been implemented, alongside the maintenance of official registers of extremist materials and organizations.

28. In addition, the Russian Federation emphasized initiatives aimed at preserving historical memory and preventing the falsification of history, including large-scale projects and institutional cooperation, including different Ministries, and involving law enforcement and other State bodies.

### **Uzbekistan**

29. Uzbekistan reported a comprehensive legal framework prohibiting racial discrimination, racial hatred and incitement to ethnic or religious hostility. Constitutional guarantees of equality are complemented by criminal provisions addressing discrimination, incitement to national, racial, ethnic or religious hatred, and offences motivated by racial or ethnic hostility. Organizations, political parties and associations promoting racial or ethnic hatred are prohibited and may be denied registration or dissolved through judicial procedures.

30. Uzbekistan highlighted measures to strengthen inter-ethnic harmony and social cohesion, including the adoption in 2019 of the Concept of State Policy in the Sphere of Inter-Ethnic Relations and the establishment of a commission to oversee its implementation. It also reported the adoption of a National Action Plan (2020–2022) to implement recommendations of the Committee on the Elimination of Racial Discrimination (CERD), aimed at strengthening protection against racial discrimination and promoting mutual understanding among different population groups.

31. The State reported ongoing efforts to promote tolerance and prevent hate speech through educational, cultural and awareness-raising initiatives. The Committee on Inter-Ethnic Relations and Compatriots Abroad reportedly organizes activities to foster friendship, mutual respect and tolerance among different ethnic communities, including efforts to strengthen resilience among young people against extremism, xenophobia and racism. Preventive and educational activities are also conducted through traditional and social media.

32. Uzbekistan further highlighted measures to strengthen freedom of conscience, interfaith dialogue and religious tolerance, including the 2021 Law on Freedom of Conscience and Religious Organizations and the 2025 Concept for Ensuring Freedom of Conscience and State Policy in the Religious Sphere. Additional measures include cooperation with civil society and national cultural centres, systems for addressing discrimination complaints, educational programmes, cultural events promoting inter-ethnic harmony, and efforts to strengthen monitoring and prevention mechanisms.

#### IV. Contemporary Manifestations and Trends in the Glorification of Neo-Nazism

33. The Special Rapporteur observes with serious concern that neo-Nazism has evolved beyond a marginal or symbolic phenomenon and is increasingly characterized by processes of reorganization, militarization and systematic recruitment. Information received indicates that such developments are occurring across multiple regions, reflecting a shift towards more structured and operationally capable extremist networks.<sup>2</sup> Against this backdrop, in the following section, the Special Rapporteur summarises several concerning and interconnected manifestations and trends in the glorification of Neo-Nazism. She has drawn information from submissions received from Member States, as summarised above, and other stakeholders<sup>3</sup>, as well as additional research materials.

##### Transnational and rapidly adaptive neo-Nazi and other extremist networks

34. Contemporary manifestations of racist extremism are increasingly transnational and networked. Patterns of discrimination, xenophobia and racially motivated violence are no longer confined to closed or hierarchical organizations but are disseminated through transnational digital ecosystems that facilitate propaganda, incitement to violence and the recruitment and radicalization of children and youth.<sup>4</sup>

35. These transnational networks facilitate the dissemination of extremist ideologies, the exchange of tactical knowledge and propaganda, and the strengthening of organizational capacities across jurisdictions. Such connections may also enable individuals to acquire operational experience, including combat training, as well as material, financial or logistical support that enhances the resilience and reach of extremist movements.

36. The increasing internationalization of these extremist networks underscores the evolving nature of contemporary violent extremism, which is no longer confined within national borders but increasingly operates through decentralized transnational ecosystems linking online and offline actors. This development raises significant challenges for States

<sup>2</sup> [George Washington University Program on Extremism](https://extremism.gwu.edu/sites/g/files/zaxdzs5746/files/Jackson%20%20Transnational%20neo%20Nazism%20in%20the%20USA%2C%20United%20Kingdom%20and%20Australia.pdf), *Transnational Neo-Nazism in the USA, United Kingdom and Australia*, by Paul Jackson (Washington, DC: George Washington University, February 2020), PDF, accessed May 8, 2026, <https://extremism.gwu.edu/sites/g/files/zaxdzs5746/files/Jackson%20%20Transnational%20neo%20Nazism%20in%20the%20USA%2C%20United%20Kingdom%20and%20Australia.pdf> (extremism.gwu.edu).

<sup>3</sup> Submissions were received from European Centre for Law and Justice; individuals; Jewish Culture Support Foundation; Information Group on Crimes Against the Individual; MAAT; National Council for Human Rights Brazil; NGO Monitor; Partners for Transparency; Rajiv Gandhi National University of Law; and SOVA Research Center.

<sup>4</sup> [RAND Corporation](https://www.rand.org/content/dam/rand/pubs/research_reports/RR1800/RR1841-1/RAND_RRA1841-1.pdf), *Mapping White Identity Terrorism and Racially or Ethnically Motivated Violent Extremism: A Social Network Analysis of Online Activity*, by Heather J. Williams et al., RR-A1841-1 (Santa Monica, CA: RAND Corporation, 2022), PDF, accessed May 8, 2026, [https://www.rand.org/content/dam/rand/pubs/research\\_reports/RR1800/RR1841-1/RAND\\_RRA1841-1.pdf](https://www.rand.org/content/dam/rand/pubs/research_reports/RR1800/RR1841-1/RAND_RRA1841-1.pdf) (rand.org).

seeking to prevent violent radicalization, disrupt extremist mobilization and protect communities targeted by racist, xenophobic and anti-government violence.<sup>5</sup>

37. In addition, the contemporary extremist landscape is marked by an increasing permeability between ideological extremist groups and nihilistic violence networks. Individuals may move fluidly between these environments, adopting extremist symbols and narratives without sustained ideological commitment. Traditional understandings of terrorism, centered on hierarchical organizations with clearly defined ideologies and command structures, are increasingly insufficient to capture the dynamics of contemporary violent extremism.<sup>6</sup> Information received by the Special Rapporteur indicates the emergence of decentralized violent milieus in which ideologically explicit extremist groups coexist and interact with online subcultures, violence networks and criminally oriented actors. At the same time, ideologically motivated organizations increasingly appropriate the aesthetics, communication styles and notoriety-driven tactics characteristic of nihilistic online cultures in order to attract attention, normalize violence and recruit younger audiences, as discussed further below.<sup>7</sup> These trends were reflected in a 2025 report of the European Union Agency for Law Enforcement Cooperation (Europol) on terrorism in the European Union, which documents developments in 2024. The report stated that the threat posed by right-wing violent extremists remained multifaceted, characterized by a mix of cross-border networks on the internet and lone actors, alongside a limited number of organized groups operating outside the digital space.<sup>8</sup>

### The involvement of children and young people

38. The intensifying involvement of disproportionately male minors in neo-Nazism and other extremist networks is a particularly alarming trend, with data indicating recent rises in youth participation in extremist activities and networks globally.<sup>9</sup> As is discussed in more detail below, neo-Nazi and other extremist groups increasingly use digital platforms, including to engage with and recruit children and young people, accelerating their involvement in such networks. They are increasingly exposed and socialised by online extremist environments, including encrypted channels, fringe forums, anonymous image boards and networks commonly referred to as “Terrorgram.”<sup>10</sup> These spaces often do not operate as formal organizations but rather as cultural ecosystems in which hate speech, irony, misogyny, shock content and transgressive behavior contribute to the erosion of social and moral boundaries. In such environments, repeated exposure to violent content may precede and facilitate ideological radicalization amongst children and young people. Research has

<sup>5</sup> National Counterterrorism Innovation, Technology, and Education Center (NCITE), *Malicious Insider Threats: An Overview* (Omaha, NE: University of Nebraska at Omaha, 2023), accessed May 11, 2026,

<https://digitalcommons.unomaha.edu/cgi/viewcontent.cgi?article=1043&context=ncitereportsresearch>

<sup>6</sup> Jon Lewis and Haroro J. Ingram, *Founding Fathers of the Modern American Neo-Nazi Movement: The Impacts and Legacies of Louis Beam, William Luther Pierce, and James Mason* (Washington, DC: Program on Extremism, George Washington University, June 2023), accessed May 11, 2026, <https://extremism.gwu.edu/sites/g/files/zaxdzs5746/files/2023-05/founding-fathers-final.pdf>.

<sup>7</sup> Institute for Strategic Dialogue (ISD), “Out of the Woodwork: Examining the Global Aspirations of The Base,” *Digital Dispatches*, September 2025, <https://www.isdglobal.org/digital-dispatch/out-of-the-woodwork-examining-the-global-aspirations-of-the-base-2/>.

<sup>8</sup> Europol, *European Union Terrorism Situation and Trend Report 2025 (EU TE-SAT)* (Luxembourg: Publications Office of the European Union, 2025), PDF, accessed May 8, 2026, [https://www.europol.europa.eu/cms/sites/default/files/documents/EU\\_TE-SAT\\_2025.pdf](https://www.europol.europa.eu/cms/sites/default/files/documents/EU_TE-SAT_2025.pdf). ([europol.europa.eu](https://www.europol.europa.eu)).

<sup>9</sup> RAND Corporation, *Mapping White Identity Terrorism and Racially or Ethnically Motivated Violent Extremism: A Social Network Analysis of Online Activity*, by Heather J. Williams et al., RR-A1841-1 (Santa Monica, CA: RAND Corporation, 2022), PDF, accessed May 8, 2026, [https://www.rand.org/content/dam/rand/pubs/research\\_reports/RR1800/RR1841-1/RAND\\_RRA1841-1.pdf](https://www.rand.org/content/dam/rand/pubs/research_reports/RR1800/RR1841-1/RAND_RRA1841-1.pdf). ([rand.org](https://www.rand.org)); & A/77/512.

<sup>10</sup> Institute for Strategic Dialogue (ISD), “Neo-Nazi Accelerationists Seek New Digital Refuge amid Looming Telegram Crackdown,” October 4, 2024, <https://www.isdglobal.org/digital-dispatch/neo-nazi-accelerationists-seek-new-digital-refuge-amid-looming-telegram-crackdown/>. ([isdglobal.org](https://www.isdglobal.org)).

documented accounts explicitly discussing TikTok as a recruitment tool capable of reaching many more people than established far-right platforms.<sup>11</sup> The aforementioned Europol report raised serious concerns about the involvement of children and youth in digital communities that promote violence, and that the number of minors and youth engaged in terrorist or violent extremist activities continued to rise across the European Union in 2024.<sup>12</sup>

39. An example of violent extremist youth network operating at a global scale is a network known as “764,” reportedly established in 2020 and expanded through online platforms. Information suggests that this network specifically targets minors through encrypted applications, employing violent imagery, Nazi symbolism and psychological coercion to incite self-harm and acts of violence. Similarly, the Special Rapporteur has received information regarding the group “No Lives Matter” (NLM), which has reportedly evolved from an online extremist forum, which involves children and young people, into an entity promoting real-world violence. The group is said to disseminate instructional materials related to the execution of violent acts, including terrorist attacks and the construction of explosive devices, while encouraging attacks against racialised groups and migrants. According to available information, violence within these spaces is frequently detached from coherent political objectives and instead becomes performative, competitive and identity-forming. Practices such as livestreaming acts of violence, imitation of perpetrators and the gamification of suffering reportedly play a central role in these environments. Authorities have reportedly classified the group as posing a significant terrorist threat.

### **The promotion of accelerationist ideologies**

40. Neo-Nazi and other extremist organizations, such as “The Base,” “Atomwaffen Division” and “Feuerkrieg Division”<sup>13</sup>, reportedly adhere to and promote accelerationist ideologies that frame violence as both inevitable and desirable. The Special Rapporteur notes, however, that in many such networks ideology appears increasingly to function less as a coherent political programme and more as a mechanism for legitimizing violence, glorifying perpetrators and normalizing social conflict.

41. The ideology and activities of these groups reportedly draw substantial ideological inspiration from the historical Nazi Party and explicitly presents itself as a continuation of that tradition. Available information indicates that groups, such as “The Base”, employ symbolism and rhetoric associated with neo-Nazi ideology, including imagery derived from runic iconography historically appropriated by Nazi movements. These groups promote an extremist worldview centered on notions of racial replacement and demographic threat, including narratives portraying immigration, interracial relationships and declining birthrates as existential dangers to the so-called “white race.”

42. Groups adhering to and promoting accelerationist strategies have called for guerrilla violence, acts of sabotage and the incitement of racial conflict intended to generate widespread instability and social breakdown. Such ideologies and tactics pose serious risks to public safety, democratic institutions and the human rights of targeted communities. For example, between 2019 and 2021, law enforcement and security services in the United States, Canada and several European countries reportedly disrupted multiple plots linked to “The Base,” leading to arrests of individuals allegedly involved in plans to carry out assassinations, attacks on infrastructure and acts of violence targeting minority communities. In certain cases, investigations uncovered clandestine training activities involving weapons handling, combat tactics and survival training. The Special Rapporteur notes that these developments

<sup>11</sup> Institute for Strategic Dialogue (ISD), “NazTok: An Organized Neo-Nazi TikTok Network Is Getting Millions of Views,” July 29, 2024, <https://www.isdglobal.org/digital-dispatch/naztok-an-organized-neo-nazi-tiktok-network-is-getting-millions-of-views/>. (isdglobal.org).

<sup>12</sup> Europol, *European Union Terrorism Situation and Trend Report 2025 (EU TE-SAT)* (Luxembourg: Publications Office of the European Union, 2025), PDF, accessed May 8, 2026, [https://www.europol.europa.eu/cms/sites/default/files/documents/EU\\_TE-SAT\\_2025.pdf](https://www.europol.europa.eu/cms/sites/default/files/documents/EU_TE-SAT_2025.pdf). (europol.europa.eu).

<sup>13</sup> Thomas Renard and Kacper Rekawek, “The Base, and the Basis for Listing Far-Right Terror Groups”, *International Centre for Counter-Terrorism*, 26 July 2024. Available at <https://icct.nl/publication/base-and-basis-listing-far-right-terror-groups>. (icct.nl).

prompted several States, including Canada, the United Kingdom of Great Britain and Northern Ireland, Australia and New Zealand, as well as the European Union, to designate the organization as a terrorist entity.

### **The intensifying migration of neo-Nazi and other extremist content into algorithmically driven digital platforms**

43. The Special Rapporteur identifies the continuing migration of neo-Nazi and extremist content into algorithmically driven digital platforms as one of the most consequential contemporary developments. Contemporary digital technologies do not merely reproduce pre-existing forms of neo-Nazism but actively transform and reconfigure them. Online platforms host extensive networks of accounts promoting Nazism, including content related to Holocaust denial, glorification of Nazi ideology and support for racially motivated violence. Evidence suggests that algorithmic recommendation systems may actively amplify such content following minimal user interaction, thereby facilitating rapid exposure and potential radicalization. A range of digital platforms, including Telegram, VKontakte, Gab and Reddit, as well as imageboards and other lightly moderated environments, remain particularly susceptible to the circulation of extremist propaganda. At the same time, mainstream platforms continue to play a decisive role in amplifying such content, enabling the rapid spread of slogans, hashtags, memes and decontextualized audiovisual material, as well as coordinated campaigns targeting individuals and groups belonging to national, ethnic, religious or linguistic minorities.<sup>14</sup>

44. Extremist networks have adapted their strategies to exploit algorithmic systems, intentionally designing content to maximize visibility and reach. This has enabled accounts with limited or no prior audience to disseminate extremist material widely.<sup>15</sup> These digital ecosystems are often marked by anonymity, platform migration and the use of semi-private or encrypted online spaces, which may limit content moderation and enable the sustained circulation of extremist material. Information received by the Special Rapporteur described how researchers investigated content moderation of such content by creating dummy accounts. They found that, after viewing just ten videos from pro-Nazi accounts, TikTok's algorithmic 'For You Page' immediately began recommending similar content — with an AI-translated Hitler speech appearing within 25 videos. Critically, the platform failed to find any violations upon being reported, and accounts remained active for over a week. As was highlighted in the Special Rapporteur's report on online racist hate speech, digital platforms tend to use content moderation algorithms to identify hateful content and may use automation or employ staff to moderate content, among other measures. Such measures tend to be grounded in race-neutral approaches, which can lead to the replication or even exacerbation of societal racial and ethnic inequalities.<sup>16</sup>

45. While acknowledging the heterogeneity of motivations underlying engagement with such content, the Special Rapporteur emphasizes that the repeated exposure and circulation of Nazi symbolism in online environments contributes to the desensitization of users to the historical realities of mass violence and persecution. She further notes that the global circulation of such imagery reflects a broader trend in which extremist symbols are increasingly globalised and integrated into transnational digital cultures, complicating traditional understandings of neo-Nazi dissemination and influence.<sup>17</sup>

46. The Special Rapporteur received reports of substantial surges in both the volume and severity of hate-related content online. This includes the proliferation of dehumanizing narratives and calls for violence and coded language designed to evade detection. Platforms have reportedly faced challenges in enforcing content moderation policies consistently across languages and regions.

<sup>14</sup> Heather J. Williams and Alexandra T. Evans, *Extremist Use of Online Spaces* (Santa Monica, CA: RAND Corporation, 2022), PE-A1458-1, accessed May 11, 2026, [https://www.rand.org/content/dam/rand/pubs/perspectives/PEA1400/PEA1458-1/RAND\\_PEA1458-1.pdf](https://www.rand.org/content/dam/rand/pubs/perspectives/PEA1400/PEA1458-1/RAND_PEA1458-1.pdf).

<sup>15</sup> A/C.3/73/L.53/Rev.1.

<sup>16</sup> A/78/538.

<sup>17</sup> A/HRC/56/67.

47. Digital platforms now function not only as channels for dissemination but also as integrated ecosystems for recruitment, training and coordination. The intensifying migration of neo-Nazi and other extremist content into algorithmically driven digital platforms has enabled the wide dissemination of extremist material, significantly expanding recruitment potential beyond traditional far-right ecosystems.<sup>18</sup> Encrypted messaging services, in particular, have enabled extremist groups to operate with increased secrecy, complicating monitoring and accountability efforts. In this regard, the so-called “NazTok” ecosystem has been identified as an organized network operating on the platform TikTok, reportedly generating millions of views. Research indicates that pro-Nazi content on such platforms has reached tens of millions of views, including material promoting Holocaust denial, the glorification of Nazi leadership and ideology, and the endorsement or replication of racially motivated acts of mass violence.<sup>19</sup>

### **Disinformation and generative artificial intelligence**

48. Of particular concern to the Special Rapporteur is the growing use of generative artificial intelligence (AI) by extremist actors. The Special Rapporteur notes research indicating the deployment of AI tools to produce propaganda at scale, including synthetic audio, manipulated images and disinformation materials. These technologies enable the rapid and sophisticated production of extremist content, often exceeding the capacity of existing moderation systems.<sup>20</sup> GNET's January 2025 analysis of 38 white supremacist Telegram channels found documented use of AI across multiple propaganda categories: AI restoration and translation of Hitler speeches, AI-generated songs promoting white supremacist beliefs, and AI-generated image manipulation designed to produce disinformation at a quality level substantially exceeding previous hand-crafted material.

49. Such AI-generated content has begun to appear in offline contexts, including public advertising spaces, demonstrating the convergence between digital and physical propaganda environments. The Special Rapporteur is concerned that the scale and speed of AI-driven content production may significantly outpace current regulatory and enforcement frameworks.

50. The convergence of hate speech, disinformation and violent radicalization, further worsened by generative AI, represents a critical human rights concern. The construction of perceived “internal enemies,” including migrants, religious minorities and other vulnerable groups, is frequently embedded within broader narratives aimed at mobilizing hostility and legitimizing violence. The Special Rapporteur underscores the risk that sustained exposure to such online environments, including disinformation produced by generative AI, particularly among youth, may facilitate pathways from ideological adherence to violent action.

### **Coded language and symbolic communication**

51. The use of coded language and symbolic communication remains a defining feature of contemporary extremist discourse. Numeric codes, visual symbols and indirect references are widely employed to normalize extremist ideologies, facilitate recruitment, facilitate identity formation and evade platform regulation. These tactics are increasingly integrated into mainstream digital culture, including memes and short-form video content. Examples include the use of numerical codes such as “88,” which is widely understood within extremist

<sup>18</sup> A/C.3/73/L.53/Rev.1.

<sup>19</sup> Institute for Strategic Dialogue (ISD), “NazTok: An Organized Neo-Nazi TikTok Network Is Getting Millions of Views,” *Digital Dispatches*, July 29, 2024, <https://www.isdglobal.org/digital-dispatch/naztok-an-organized-neo-nazi-tiktok-network-is-getting-millions-of-views/>.

<sup>20</sup> Georgia Lala, “From Confusion to Extremism: How Deepfakes Facilitate Radicalisation”, *Global Network on Extremism and Technology (GNET)*, 11 February 2026. Available at <https://gnet-research.org/2026/02/11/from-confusion-to-extremism-how-deepfakes-facilitate-radicalisation>. ([gnet-research.org](https://gnet-research.org)).

milieus as a reference to Nazi slogans, as well as the deployment of visual symbols, imagery and usernames incorporating references to Nazi iconography. These techniques enable the normalization and dissemination of extremist ideology in ways that are less readily detectable, particularly within youth-oriented digital environments.<sup>21</sup>

52. The Special Rapporteur emphasizes the increasing convergence of hate speech, disinformation and processes of violent radicalization. Hate propaganda is no longer limited to expressions of intolerance but is frequently embedded within broader manipulative narratives that construct perceived collective or institutional adversaries. In this context, the notion of an “internal enemy” is often projected onto migrants, religious minorities, or public figures associated with inclusive policies. The Special Rapporteur notes that such narratives function as tools for mobilization, recruitment and ideological conditioning, and may, in certain circumstances, contribute to pathways leading from symbolic adherence to the endorsement or perpetration of acts of violence. Particular concern is expressed regarding the exposure of young individuals to such environments, especially within closed or semi-closed digital channels, where sustained engagement may increase the risk of radicalization.<sup>22</sup>

53. Investigations into these networks have revealed the use of sophisticated recruitment and coercion strategies targeting minors. These methods include the dissemination of violent content and extremist symbolism, combined with psychological manipulation aimed at inducing compliance. Information further suggests that individuals recruited into the network may be subjected to extortion and coercion, including pressure to engage in self-harm or acts of violence against others. Such acts are then documented and circulated within the network, serving both as propaganda and as a mechanism for further recruitment and radicalization.

54. There is an emergence of online communities in the Middle East and North Africa engaging with Nazi symbolism, imagery and narratives in digital environments. Information suggests that such content circulates through regional online subcultures in which extremist aesthetics are reproduced, remixed and disseminated across social media platforms, including in meme-based and short-form visual formats.<sup>23</sup>

55. Engagement with Nazi-related symbolism in these contexts does not always reflect coherent ideological adherence to national socialist doctrines. Rather, such material is frequently embedded within broader patterns of online expression characterized by irony, misogyny, transgression, political grievance and cultural provocation. In certain instances, Nazi imagery is repurposed in ways that distort its historical meaning, including through Holocaust distortion and the trivialization of historical atrocities.

### **Holocaust distortion and antisemitism**

56. Holocaust distortion is a prevalent contemporary manifestation of antisemitism, which is disseminated by neo-Nazi and other extremist groups. This includes practices of inversion, trivialization and the appropriation of Nazi imagery, as well as rhetoric that draws false equivalences between the holocaust and other historical or contemporary events. The Special Rapporteur notes that such narratives erase the historical specificity of the Holocaust

<sup>21</sup> Christer Mattsson and Thomas Johansson, “Neo-Nazi Violence and Ideology: Changing Attitudes toward Violence in Sweden’s Skinhead and Post-Skinhead Eras,” *Terrorism and Political Violence* 35, no. 1 (2023): 104–117, <https://doi.org/10.1080/09546553.2021.1871898>.

<sup>22</sup> Federal Office for the Protection of the Constitution (Germany), *Right-Wing Extremism on the Internet: Risks of Digital Agitation and Radicalisation* (Cologne: Bundesamt für Verfassungsschutz, January 30, 2025), PDF, accessed May 9, 2026, [https://www.verfassungsschutz.de/SharedDocs/publikationen/EN/right-wing-extremism/2025-01-right-wing-extremism-on-the-internet.pdf?\\_\\_blob=publicationFile&v=5](https://www.verfassungsschutz.de/SharedDocs/publikationen/EN/right-wing-extremism/2025-01-right-wing-extremism-on-the-internet.pdf?__blob=publicationFile&v=5). ([verfassungsschutz.de](https://www.verfassungsschutz.de)).

<sup>23</sup> Moustafa Ayad, “Resurrecting the Reich: Middle Eastern and North African Digital Nazi Communities,” *Global Network on Extremism and Technology (GNET)*, September 27, 2022, <https://gnet-research.org/2022/09/27/resurrecting-the-reich-middle-eastern-and-north-african-digital-nazi-communities/>. ([gnet-research.org](https://gnet-research.org)).

while instrumentalizing its memory, thereby contributing to the normalization and diffusion of antisemitic discourse.<sup>24</sup>

57. These distortions are not confined to rhetorical expressions but are increasingly embedded within organized campaigns and advocacy practices. These include the use of visual propaganda, coordinated dissemination through digital platforms and the incorporation of such narratives into reports and public discourse. Information received indicates that these representations frequently reproduce core elements historically associated with antisemitic ideology, including collective demonization, dehumanization and conspiratorial portrayals of Jewish influence. For example, the Special Rapporteur further notes reports that the organization known as “The Base” promotes antisemitic conspiracy theories, including narratives alleging covert Jewish or so-called “Zionist control” over political and social institutions. Research undertaken on US-based violent extremist networks provide an example of the scope of antisemitic content online. Research documented over 150,000 antisemitic posts shared by more than 1,000 accounts between August 2024 and January 2025, with a 21 per cent increase in the final month — establishing that algorithmic amplification of racial hatred is not a static but an accelerating phenomenon.<sup>25</sup>

58. The emergence of so-called “mapping” initiatives targeting Jewish individuals and institutions are also of concern. These initiatives involve the systematic identification, cataloguing and public dissemination of information relating to Jewish organizations, often framed as efforts to expose alleged political or ideological networks. The Special Rapporteur notes that such practices raise serious concerns with respect to privacy, security and the potential facilitation of harassment or violence.

59. These developments reflect evolving forms of collective targeting that, while distinct in context, may reproduce underlying dynamics of exclusion and stigmatization. Their increasing prevalence highlights the need for comprehensive responses that address not only explicit manifestations of neo-Nazism but also contemporary practices that may replicate or reinforce patterns of discrimination and hostility toward Jewish individuals and communities. There is a troubling trend towards the trivialization of Nazi symbols and rhetoric, as well as the normalization of discriminatory practices.

### **Geopolitical events, including violent conflicts, as a driver of hate speech and hate related content**

60. As included in the Special Rapporteur’s 2025 report to the General Assembly, there has been a significant increase in violent conflict globally and this has a strong interrelationship with the spread of racist hate speech and hate related content, including the most serious forms of this scourge, which meet the criteria for incitement to discrimination, hostility or violence. Manifestations of racial hatred relating to violent conflict include racial slurs and stereotypes, racialized narratives about conflict situations, the scapegoating and dehumanization of those from marginalized racial and ethnic groups, the legitimization and justification of violence towards those from racial and ethnic groups, and reframing aggression as legitimate self-defence. Political figures engage in hate speech relating to conflict and legitimise its racist hate speech, legitimizing its broad spread.<sup>26</sup> Such patterns are exemplified by how the continuing armed conflicts in Gaza and Sudan have been instrumentalised by extremist actors, operating online, to amplify antisemitism, anti-Muslim hatred, anti-Black racism and xenophobia.<sup>27</sup>

61. In the European context, the volume of online disinformation and hate speech peaked during critical events, including the 7 October Hamas attack, the April 2024 Iranian missile

<sup>24</sup> United Nations Educational, Scientific and Cultural Organization (UNESCO), *History under Attack: Countering Disinformation and Holocaust Distortion Online* (Paris: UNESCO, 2023), accessed May 9, 2026, <https://unesdoc.unesco.org/ark:/48223/pf0000382159>.

<sup>25</sup> [Institute for Strategic Dialogue \(ISD\)](https://www.isdglobal.org/digital-dispatch/naztok-an-organized-neo-nazi-tiktok-network-is-getting-millions-of-views/), “NazTok: An Organized Neo-Nazi TikTok Network Is Getting Millions of Views,” July 29, 2024, <https://www.isdglobal.org/digital-dispatch/naztok-an-organized-neo-nazi-tiktok-network-is-getting-millions-of-views/>. ([isdglobal.org](https://www.isdglobal.org/)).

<sup>26</sup> A/80/496.

<sup>27</sup> Ibid.

strike, the August 2024 riots in the United Kingdom, and the September 2024 Lebanon pager attack.<sup>28</sup> The research identified antisemitism and anti-Muslim hate as dominant themes in online discourse surrounding the Israel-Hamas conflict. The findings further revealed internal divisions within extremist networks. Telegram is highlighted as a key hub for extremist content, significantly outpacing other major platforms in the volume and coordination of disinformation and hate narratives, and noted that online discourse on the conflict transcended national boundaries.

62. In Sudan the widespread use of social media in the context of the ongoing conflict has fuelled hate speech and deepened digital polarization, exacerbating ethnic, political and ideological divisions. Hate speech disseminated through platforms such as Facebook, X (formerly Twitter), WhatsApp and Telegram has reportedly played a critical role in intensifying hostilities by fostering resentment and dehumanizing opposing groups, including through the circulation of terms targeting specific groups along military and political lines.<sup>29</sup>

### **The political mainstreaming of extremism**

63. The Special Rapporteur expresses deep concern regarding the increasing electoral representation of extremist political parties promoting racist or xenophobic ideologies within national and local legislative bodies in several countries. The growing institutional presence of such actors raises serious concerns regarding the normalization of discriminatory discourse and the mainstreaming of narratives rooted in racial superiority, exclusion and intolerance.<sup>30</sup>

64. In this regard, the Special Rapporteur emphasizes that all democratic political parties bear a responsibility to ensure that their programmes, public discourse and political activities are grounded in respect for human rights, fundamental freedoms, democracy, the rule of law and principles of good governance. The Special Rapporteur further underscores the obligation of political actors to unequivocally condemn messages and rhetoric that disseminate ideas based on racial superiority or hatred or that contribute to contemporary forms of racism, racial discrimination, xenophobia and related intolerance.<sup>31</sup> As made clear in the Rabat Plan of Action, political leaders should refrain from using messages of intolerance or expressions which may incite violence, hostility or discrimination; but they also have a crucial role to play in speaking out firmly and promptly against intolerance, discriminatory stereotyping and instances of hate speech. It should be made clear that violence can never be tolerated as a response to incitement to hatred.<sup>32</sup>

65. The increasing normalization of exclusionary and discriminatory rhetoric within political discourse in several countries is a related concern. Reports indicate that migrants and refugees are frequently portrayed as threats to national security or economic stability, contributing to social polarization and, in some cases, inciting violence and discrimination. Such rhetoric has, in certain contexts, been accompanied by restrictive policy measures and increased deportation initiatives, as well as the instrumentalization of migration issues for political mobilization. These developments risk undermining social cohesion and exacerbating the marginalization of already vulnerable populations.

66. Public discourse by political leaders and State officials carries particular influence in shaping social attitudes and public perceptions. Rhetoric that generalizes or stigmatizes religious or ethnic communities may contribute to hostile social climates, reinforce prejudice and increase the vulnerability of targeted groups to discrimination and hate crimes. Political leaders and State officials also play an important role in developing human rights-based

<sup>28</sup> Institute for Strategic Dialogue (ISD), *Conflict Amplified: Disinformation and Hate in the Israel-Hamas War* (January 2025), <https://www.isdglobal.org/wp-content/uploads/2025/01/Conflict-amplified-Disinformation-and-Hate-in-the-Israel-Hamas-War.pdf>.

<sup>29</sup> Hind Abbas Hilmi Ibrahim, *Digital Warfare: Exploring the Influence of Social Media in Propagating and Counteracting Hate Speech in Sudan's Conflict Landscape*, Sudan Working Paper SWP 2025:3 (Bergen, Chr. Michelsen Institute, 2025), <https://www.cmi.no/publications/9610-digital-warfare-exploring-the-influence-of-social-media-in-propagating-and-counteracting-hate>.

<sup>30</sup> A/C.3/73/L.53/Rev.1.

<sup>31</sup> A/RES/77/204.

<sup>32</sup> A/HRC/22/17/Add.4, para 36.

policies. The Special Rapporteur therefore reiterates that States must ensure that counter-extremism, integration and national security policies are implemented in full compliance with international human rights law, including the principles of equality, non-discrimination and freedom of religion or belief.

67. These environments characterized by officially sanctioned suspicion, exclusionary rhetoric or disproportionate targeting of racialised communities may create fertile conditions for the expansion of xenophobic and far-right movements. In this regard, the Special Rapporteur underscores the importance of ensuring that efforts to prevent violent extremism are evidence-based, rights-compliant and developed in close consultation with affected communities.

### **Neo-Nazism, counter-extremism policies and Anti-Muslim racism**

68. Research suggests that certain counter-extremism policies and public security discourses in several European countries may contribute, intentionally or unintentionally, to broader climates of suspicion directed toward Muslim communities.<sup>33</sup> In some contexts, policies framed around countering extremism have overlapped rhetorically or symbolically with narratives advanced by so-called “counter-jihad” movements and other anti-Muslim extremist actors.

69. The Special Rapporteur further observes that available research points to the risk that policies perceived as collectively associating Muslim communities with extremism may not only undermine social cohesion and trust but may also create conditions conducive to the growth and legitimization of far-right and anti-Muslim movements. In particular, concern has been raised regarding instances in which extremist actors have presented themselves as legitimate “counter-extremism” advocates in order to target Muslims and normalize discriminatory narratives under the guise of security discourse.<sup>34</sup>

70. Counter-terrorism and counter-extremism measures must at all times comply with international human rights law, including the principles of equality, non-discrimination and freedom of religion or belief. Policies that contribute to the stigmatization or collective suspicion of racial, ethnic or religious communities risk reinforcing exclusionary narratives and may inadvertently strengthen extremist mobilization.

71. Concerns have also been raised by civil society organizations and regional human rights actors regarding initiatives aimed at publicly identifying Muslim institutions and organizations, including through mapping projects that published detailed information concerning mosques and Muslim associations. According to information received, critics warned that such initiatives contributed to stigmatization, heightened insecurity and the normalization of anti-Muslim racism within public discourse. Concerns were also raised regarding the publication of identifying information and the potential implications for the safety and security of affected communities.

### **Intersections between neo-Nazism and broader racism, xenophobia and related intolerance**

72. The resurgence of neo-Nazi and extremist ideologies is closely linked to broader patterns of racism, xenophobia, as well as systemic and intersectional discrimination. Information received indicates a rise in hate crimes, both physical and digital, targeting refugees, migrants, religious minorities, Jews, Muslims, Asians and people of Asian descent, and Africans and persons of African descent.

<sup>33</sup> Hilary Aked, Mel Jones and David Miller, *Islamophobia in Europe: How Governments Are Enabling the Far-Right “Counter-Jihad” Movement* (Bristol, Public Interest Investigations, 2019). Available at [https://research-information.bris.ac.uk/ws/portalfiles/portal/192414854/Aked\\_Jones\\_Miller\\_Counterjihad\\_report\\_2019.pdf](https://research-information.bris.ac.uk/ws/portalfiles/portal/192414854/Aked_Jones_Miller_Counterjihad_report_2019.pdf).

<sup>34</sup> A/HRC/53/62.

73. Data indicating rising hate crime rates in several countries, including significant increases in racially and religiously motivated incidents. The Special Rapporteur is concerned by reports that active links between law enforcement officials and neo-Nazi and other extremist groups can be a contributing factor to the elevated rates of the disproportionate use of force targeting Black Americans.<sup>35</sup>

74. Rising hate crime levels have shown to include increasing targeting of migrants, including refugees and asylum seekers. These offences reportedly included property damage, threats, hate speech and physical assaults. The Special Rapporteur observes that these patterns reflect the continued direct targeting of refugees and migrants, including by far-right actors, and raise concerns regarding the adequacy of measures to ensure their protection and safety.

75. In addition to rising hate crime, the Special Rapporteur also received reports that neo-Nazism and other forms of related extremism are leading to the perpetration of acts of terror, including those targeting racialised groups. For example, a 2025 report of Europol documents the arrest of 47 individuals across 10 European Union Member States in 2024 on suspicion of involvement in violent right-wing terrorist activities.<sup>36</sup> The marked increase in incidents of racial violence and hate crimes across several Western countries in recent years targeting individuals belonging to racial, religious and linguistic minority communities raise serious concerns regarding the effective implementation of principles of equality, non-discrimination and pluralism.

## V. Conclusions and recommendations

76. The Special Rapporteur notes that since the previous reporting cycle, manifestations of neo-Nazism and related extremism have continued to evolve and intensify rapidly. Generative artificial intelligence is increasingly being used at scale to produce and circulate hateful content, deepfakes targeting racialised groups and communities have proliferated across social platforms, and decentralised online ecosystems have made it harder to track the recruitment activities of extremist movements. The continuing armed conflicts in Ukraine, Gaza and Sudan have been instrumentalised by extremist actors to amplify antisemitism, anti-Muslim hatred, anti-Black racism and xenophobia. Against this backdrop, the Special Rapporteur urges Member States to act with renewed urgency.

77. The Special Rapporteur underscores that the intensification of such incidents reflects a complex and evolving phenomenon, linked to broader structural factors, including persistent inequalities and the normalization of intolerant discourse in public debate. The situation warrants sustained attention and the adoption of comprehensive measures aimed at prevention, accountability and the protection of affected individuals and communities.

78. The Special Rapporteur recommends that Member States:

(a) Adopt comprehensive measures to counter racist hate speech, xenophobic political discourse and the mainstreaming of extremist narratives in electoral campaigns, while upholding the right to freedom of expression, in line with the recommendations of the United Nations human rights mechanisms, in particular general recommendation No. 35 (2013) of the CERD, the relevant provisions of the ICCPR, the Rabat Plan of Action and the United Nations Strategy and Plan of Action on Hate Speech;

<sup>35</sup> Brannan Centre for Justice, “Hidden in Plain Sight: Racism, White Supremacy, and Far-Right Militancy in Law Enforcement” (2020).

<sup>36</sup> Europol, *European Union Terrorism Situation and Trend Report 2025 (EU TE-SAT)* (Luxembourg: Publications Office of the European Union, 2025), PDF, accessed May 8, 2026, [https://www.europol.europa.eu/cms/sites/default/files/documents/EU\\_TE-SAT\\_2025.pdf](https://www.europol.europa.eu/cms/sites/default/files/documents/EU_TE-SAT_2025.pdf) ([europol.europa.eu](https://www.europol.europa.eu)).

(b) Strengthen targeted action to address the proliferation of online hate speech, including content generated or amplified by artificial intelligence systems, deepfakes and synthetic media, and ensure that platform regulation is rights based, transparent and effectively enforced;

(c) Ensure that comprehensive anti-discrimination legislation, covering all grounds for discrimination, including intersecting grounds, is in place and is regularly reviewed in light of emerging forms of discrimination, in line with the ICERD and OHCHR guidance on Protecting Minority Rights: A Practical Guide to Developing Comprehensive Anti-Discrimination Legislation;

(d) Take all necessary steps to ensure the effective implementation, independent monitoring and adequate resourcing of anti-discrimination legislation, including by establishing or strengthening national equality bodies;

(e) Take immediate steps to address the existing gaps in national anti-discrimination frameworks, with particular attention to gaps relating to algorithmic discrimination;

(f) Take steps to ensure that all acts relating to the glorification of Nazism, including the public display of Nazi symbols, the use of the Nazi salute, the production and circulation of neo-Nazi propaganda and the organising of marches honouring Nazi collaborators, are prohibited and, where appropriate, criminalised in national law, with sanctions proportionate to the severity of the offences;

(g) Ensure that complaints mechanisms are accessible, trauma informed and adequately resourced, and that all victims and survivors of racism, racial discrimination, xenophobia and related intolerance can effectively access remedy, including reparations and the guarantee of non-repetition;

(h) Invest more resources in building and sharing knowledge on positive measures that have been shown to prevent and counter racism, racial discrimination, xenophobia and related intolerance, including by supporting peer learning between States and meaningful participation of affected communities in the design of such measures;

(i) Raise public awareness about national, regional and international remedies available to those who are victims and survivors of racism, racial discrimination, xenophobia and related intolerance, with particular outreach to communities that face structural barriers to accessing justice;

(j) Adopt and adequately fund national action plans, with a particular focus on educational institutions, to counter racism, extremism and the resurgence of neo-Nazism, including through Holocaust education and education on the history of slavery, colonialism and genocide, and take all necessary steps to ensure their effective implementation;

(k) Take targeted action based on research, best practices and the relevant recommendations of United Nations human rights mechanisms, to address the recruitment and radicalisation of young people, with specific attention to gaming platforms, encrypted messaging applications, livestreaming services and influencer driven content;

(l) Ratify the ICERD, if they have not done so already, and bring national legislation into full conformity with its provisions;

(m) Withdraw any applicable reservations to article 4 of the International Convention on the Elimination of All Forms of Racial Discrimination;

(n) Consider, if they have not already done so, making a declaration under article 14 of the ICERD, recognising the competence of the CERD to receive and consider communications from individuals or groups of individuals within their jurisdiction claiming to be victims of a violation by a State party of any of the rights set forth in the Convention;

(o) Redouble efforts to ensure the effective implementation of all provisions of ICERD, including through the timely submission of periodic reports and the implementation of concluding observations of CERD;

(p) Strengthen and expand education and public awareness campaigns to counter racist stereotypes, antisemitism, anti-Muslim hatred, anti-Black racism, anti-Roma racism and xenophobia, and to promote diversity, including by ensuring that such topics are integrated into curricula at all stages of education and into the training of teachers, journalists and public officials;

(q) Invest in strengthened capacity to collect and disseminate disaggregated data, including by race, ethnicity, religion, gender, age and migration status, on all forms of hate crime and hate speech that promote racist and neo-Nazi ideologies, in order to develop a full understanding of the scope of the problem and to enable the design and implementation of evidence based laws and policies;

(r) Regulate the use of artificial intelligence systems to prevent such phenomena amplifying neo-Nazism and related extremism, particularly through the automated moderation of online content. Regulatory frameworks should ensure human oversight of automated decision making and provide for effective remedies where harm occurs;

(s) Protect the safety of journalists, human rights defenders, anti-racism activists and members of targeted communities who speak out against neo-Nazism, racism and xenophobia, including by addressing online harassment, doxing and threats of violence;

(t) Take all necessary and appropriate measures to implement the Durban Declaration and Programme of Action and the outcome document of the Durban Review Conference, and engage constructively with the activities of the Permanent Forum on People of African Descent.

(u) The Special Rapporteur recommends that other stakeholders, including civil society organisations, technology companies and academic institutions:

(v) Continue to facilitate enhanced collaboration among representatives of different racial, ethnic and religious communities to counter all forms of intolerance and discrimination, with particular attention to building solidarity across communities that are targeted by overlapping forms of hatred;

(w) Contribute to the collection and dissemination of disaggregated data on hate speech that promotes racist and neo-Nazi ideologies and hate crimes, including data on online manifestations, in order to develop a full understanding of the scope of the problem and to enable the design and implementation of relevant laws and policies;

(x) Continue and strengthen work to provide trauma informed support to victims and survivors of hate crimes and racist and xenophobic hate speech, including legal aid, psychosocial support and protection from secondary victimisation;

(y) Continue and enhance work to promote public awareness of multiculturalism, diversity and tolerance, including through the inclusion of relevant materials in education curricula, the production of counter narratives and partnerships with cultural and sporting institutions;

(z) Technology companies should ensure that their content moderation policies, recommender systems and generative artificial intelligence tools are designed and operated in a manner consistent with international human rights standards, including by conducting and publishing regular human rights impact assessments, providing meaningful transparency to researchers and civil society and offering effective remedies to affected users;

(aa) Academic and research institutions should expand independent research on the evolving tactics of neo-Nazi and other extremist movements, including their use of digital technologies, and ensure that such research informs the design of preventive responses by States and other actors.

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