Education as a tool for prevention: Addressing and countering hate speech

Expert meeting: 13-18 May 2020

Education 2030

UNESCO Education Sector

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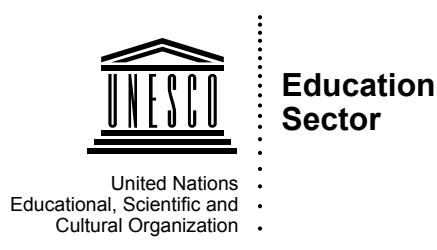
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Executive summary

The United Nations Strategy and Plan of Action on Hate Speech seeks to enhance the United Nations response to the global phenomenon of hate speech. As part of the implementation of the Strategy and Plan of Action, the UN Secretary-General called upon UNESCO and the United Nations Office on the Prevention of Genocide and the Responsibility to Protect (OSAPG) convene a *'Global Education Ministers Conference and Multi-stakeholder Forum on addressing and countering hate speech through education'* in 2021. The Conference aims to strengthen Member States' commitment to address and counter hate speech through education, as well as scale up educational responses with a view to reduce the impact and reach of hate speech.

In preparation for the Conference and Forum, UNESCO and the OSAPG convened a series of virtual meetings of experts from 13 to 18 May 2020. The Experts' Meeting brought together the world's top Experts engaged in the fields of addressing and countering hate speech, education and the promotion of fundamental human rights, and included youth representatives for an *'Expert Virtual Meeting on the role of education as a preventive tool'*.

The Experts' Meeting comprised an opening plenary and three working group sessions. The following summary outlines the meetings' principal themes and recommendations. **Part I** attempts to unpack our 'understanding of the issue', including definitions of hate speech, its complexities, multi-faceted nature, and binaries of global vs. local. The aim of this section is to provide conceptual clarification, understanding the causality of relations, the interacting factors that lead to the production and dissemination of hate speech, as well as challenges and possible educational responses. **Part II** emphasizes the online dimension of hate speech – the 'digital conundrum' – wherein key competencies for 'responsible' digital citizenship are outlined. Key thematic areas that emerged included equipping stakeholders with knowledge and skills to recognize and counteract hate speech online, including through Media and Information Literacy, building resilience, and protecting and promoting freedom of expression and other fundamental human rights; the role of artificial intelligence (and in particular social media ranking and recommendation algorithms) in detecting, proliferating and promoting online hate speech; and the concern for equitable digital access for all. **Part III** seeks to 'tackle the issue' from an educational perspective, by exploring possible strategies with equity and inclusion at the centre, where freedom of expression within the law is guaranteed, and local contexts are taken into consideration. Educational policies, best practices and comparative perspectives from intersecting programmes and pedagogies – both in formal and non-formal settings – are also explored. Finally, in **Part IV**, the report provides a list of actionable recommendations for the consideration of Member States, which could also be relevant for other key stakeholders.

Introduction and background

In an ever more complex and interconnected world that generates unprecedented opportunities and challenges, many are feeling excluded and vulnerable. In recent months, and as a result of the COVID-19 pandemic, a wave of hate speech has swept across the globe, further exacerbating xenophobia, racism, antisemitism, anti-Muslim hatred, anti-LGBTQI+ hatred and other forms of intolerance and discrimination (UN, 2020; see also OHCHR, 2020). In addition, disinformation is being used to target specific populations and countries. More recently, various groups have been falsely accused of spreading the COVID-19 virus and conspiracy theories have been instrumentalized for political gains, exacerbating socially-entrenched prejudices, and increased vulnerability, stigmatization and discrimination of those perceived as the 'other' (OHCHR, 2020). While part of an established global trend, hate speech and violent extremist ideologies are currently on the rise (OSAPG, 2020), adding urgency to the already existing need of addressing and countering the phenomenon. However, addressing and countering hate speech is a multi-layered endeavour, which includes tackling its root causes and drivers, preventing it from translating into violence and dealing with its wider societal consequences.

So what can be done?

The United Nations Strategy and Plan of Action on Hate Speech is a foundational instrument, which seeks to enhance the UN's response to the global phenomenon of hate speech.[1] The Strategy and Plan of Action acknowledges that hate speech has the potential to incite violence, as well as to undermine social unity and tolerance. Grounded in international human rights standards, chiefly the right to freedom of opinion and expression,[2] and driven by the universal values of tolerance, pluralism, equality and non-discrimination, the Strategy and Plan of Action sets out strategic guidance for the UN system to address and counter hate speech at the national, regional and global levels (UN, 2019). The framework of the UN Strategy and Plan of Action highlights the importance of education (through global citizenship education and the mainstreaming of media and information literacy in curricula), and policy building (through enhancing the capacity of policy-makers to draft policies and judicial operators to interpret laws to effectively address and counter hate speech, while protecting and promoting freedom of expression). Furthermore, the framework stresses the need for the continued support of Member States and private sector actors in their efforts to address and counter challenges posed by the hate speech phenomenon.

Freedom of opinion and expression: Recognized as a foundation of democracy and a precondition for the protection and promotion of all other human rights, freedom of opinion and expression – including freedom of thought, conscience and religion or belief[3] and

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1 The document was developed by the UN Working Group on Hate Speech coordinated by the United Nations Office on the Prevention of Genocide and the Responsibility to Protect (OSAPG). At the time of drafting, the Working Group comprised the following UN entities: UNESCO, the Alliance of Civilizations, the Executive Office of the Secretary-General, the Office of Counter-Terrorism, the Department of Global Communications, the Global Pulse initiative, the Office of the United Nations High Commissioner for Human Rights, the Department of Political and Peacebuilding Affairs, the United Nations Development Programme, the Office of the United Nations High Commissioner for Refugees, the United Nations Children's Fund, the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women).

2 As well as other fundamental human rights, such as the right to life, the right to privacy and data protection, the right to information, the right to freedom of association and assembly, the right to education, and the principles of equality and non-discrimination.

3 Here it is vital to recognize that the freedom of thought, conscience and religion or belief is central to the right to freedom of opinion and expression. Articles 18 and 19 of the Universal Declaration of Human Rights are expressive rights that are interlinked and mutually reinforcing. The legal continuum they represent is particularly important to highlight in the context of hate speech and disinformation in the digital age. Given the intrinsic link between these two fundamental rights, hereinafter in referring to the right to freedom of opinion and expression, freedom of thought, conscience and religion or belief is implicit.

freedom of the press and access to information – forms the main pillar of the UN's approach to addressing and countering hate speech. UNESCO has taken a lead in this area, as the UN specialized agency with a constitutional mandate to promote freedom of opinion and expression, in accordance with international human rights law and standard-setting instruments, in particular the International Covenant on Civil and Political Rights and the Rabat Plan of Action on the prohibition of advocacy of national, racial or religious hatred that constitutes incitement to discrimination, hostility or violence. The UN responses to hate speech range from supporting and promoting open, diverse, inclusive and vibrant civic spaces as well as independent and pluralistic quality journalism, to advising and assisting Member States in developing and interpreting laws and policies related to non-discrimination, freedom of opinion and expression, access to information and press freedom.

Education and media and information literacy:
Strengthening education systems to build learners' resilience to and awareness of hate speech, as well as educating them on their online and offline responsibilities and rights, is at the heart of UNESCO's educational initiatives.[4] In particular, UNESCO focuses its efforts on the promotion of global citizenship education, based on the three domains of learning (cognitive, socio-emotional and behavioural) to instil respect for diversity and human rights, social justice, gender equality and environmental sustainability – fundamental values that help to raise the defences of peace within learners against exclusionary rhetoric and hateful ideologies. For instance, UNESCO's global citizenship education programme engages with the history of genocides and atrocity crimes to help young people to better understand their dynamics, causes and consequences (e.g. hate speech and propaganda). This is further bolstered by the promotion of human rights education and education for the rule of law, two forms of education that can also be used to address and counter hate speech (UNESCO, 2020). Moreover, UNESCO's curricula for training teachers in Media and Information Literacy (MIL), capacity development activities for young people, and social media campaigns have strengthened critical thinking skills needed for addressing and countering hate speech.

Policy and legal efforts: UN policy-level efforts recognize the importance of safeguarding freedom of opinion and expression, with the promotion and development of free, independent and pluralistic media, understood as a force for peace and sustainability as well

as an expression of respect for human rights. The UN Strategy and Plan of Action on Hate Speech necessitates engagement with media and internet companies to support adherence to international standards, avoid 'privatized censorship' by platforms making decisions related to expressive rights that should be adjudicated by courts, and to protect the role of professional journalism as an antidote to hate speech and disinformation.[5] To date, UNESCO has engaged more than 17,000 judicial operators (judges, prosecutors and other judicial actors) from 60 countries in Latin America, Europe and Africa in training programmes about freedom of opinion and expression, access to information and safety of journalists. Moreover, UNESCO has developed a standard-setting instrument, the framework of Internet Universality Indicators, for assessing digital issues at the country level and promoting the concept of an internet aligned with human rights, openness and accessibility. The framework of requires a multi-stakeholder approach, and helps governments, companies, civil society organizations and other actors to assess internet development at the national level. This includes addressing challenges such as developing policies on hate speech.

Unpacking experts' perspectives

To inform the upcoming Global Ministerial Conference and Multi-stakeholder Forum, including content and design, UNESCO and the OSAPG held an *Experts' Virtual Meeting on Education as a tool for prevention: Addressing and countering hate speech* from 13 to 18 May 2020. The meeting comprised academics, youth representatives, civil society, lawyers, human rights experts and education specialists from across the world, covering the fields of addressing and countering hate speech, education, and the promotion of freedom of opinion and expression. The Experts' Meeting – which was held over a plenary and three working group sessions – focused on deepening an understanding of what hate speech is, what enables it and how it operates. Topics included reviewing existing evidence, exchanging good practices, building responsible online and offline citizenship, and developing a strategy to mobilize and strengthen Member States' capacity to respond to hate speech through formal, non-formal and informal education. This report provides a summary of the Experts' Meeting, outlines key thematic areas and offers actionable recommendations for Member States and other key stakeholders.

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4   The educational dimension to address hate speech stems from the *Education 2030 Incheon Declaration and Framework for Action* (UNESCO, 2016), notably Target 4.7 of Sustainable Development Goal 4, which calls on countries to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all. Retrieved from http://uis.unesco.org/sites/default/files/documents/education-2030-incheon-framework-for-action-implementation-of-sdg4-2016-en_2.pdf

5   While linked, it is important to note that hate speech, disinformation and conspiracy theories constitute separate phenomena, with their own histories, characteristics and legal status, often requiring their own unique forms of policy and educational responses.

Part I.

Decoding the phenomenon

To develop a better understanding of the phenomenon of hate speech, the first theme deliberated in working group sessions was the clarification of the concept itself. This involved a discussion of its multifaceted nature and complexity, specifically the root causes, drivers and conditions conducive to hate speech, as well as challenges and possible educational responses. The limitations of the report should be recognized, given that the phenomenon of hate speech is examined from an educational standpoint and the subsequent legal analysis offered falls within this purview.

Definition and legal provisions

To begin with, it is crucial to acknowledge that in accordance with international human rights law – in particular Article 3 of the Convention on the Prevention and Punishment of the Crime of Genocide (1951)[6], and more specifically Article 20 (2) of the International Covenant on Civil and Political Rights (1966):[7] *'any advocacy of national, racial or religious hatred that constitutes incitement to discrimination, hostility or violence shall be prohibited by law'*. That means only hate speech that reaches the threshold of incitement as defined by the ICCPR and the Genocide Convention may be prohibited by law.

While the issue of hate speech is addressed in a number of international and regional standard-setting documents, no internationally agreed upon definition of hate speech exists. For instance, the Council of Europe defines hate speech as *'the use of one or more particular forms of expression – namely, the advocacy, promotion or incitement of the denigration, hatred or vilification of a person or group of persons, as well any harassment, insult, negative stereotyping, stigmatization or threat of such person or persons and any justification of all these forms of expression – that is based on a non-exhaustive list of personal characteristics or status that includes race, colour, language, religion or belief, nationality or national or ethnic origin, as well as descent, age, disability, sex, gender, gender identity and sexual orientation'*. The International Convention on the Elimination of all Forms of Racial Discrimination defines hate speech as *'a form of other-directed speech which rejects the core human rights principles of human dignity and equality and seeks to degrade the standing of individuals and groups in the estimation of society'.*[8] The UN Strategy and Plan of Action on Hate Speech provides a working definition for the UN system. In this document, hate speech is understood as *'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 factors'.*[9] This definition goes beyond a definition of prohibited hate speech as defined in the ICCPR,[10] which would necessitate legitimate restrictions to freedom of opinion and expression.

From the outset, it is important to recognize that the term 'hate speech' is a common phrase used by many actors, including those in the international law and international human rights law spheres. However, this conventional phrase is not explicitly defined by international law, due to its ambiguity and multifaceted nature. Hate speech in essence concerns the restriction of speech, and the need to find a balance between such restrictions and freedom of opinion and expression as stipulated by Article 19 of the ICCPR. While freedom of opinion and expression is a fundamental 'cornerstone' human right, it is not an absolute right. Under exceptional circumstances and in accordance with human rights law, States may place some restrictions. Several key questions emerge about where and how we draw the line and, more importantly, who decides what constitutes hate speech.

The Rabat Plan of Action – which remains a principal instrument of reference – is a useful starting point. The Plan provides guidance to States and considers the distinction between the freedom of expression and incitement to discrimination, hostility and violence. It includes a six-part threshold test: *(1) the social and political context; (2) status of the speaker; (3) intent to incite the*

audience against a target group; (4) content and form of the speech; (5) extent of its dissemination (6) likelihood of harm, including imminence (OHCHR, 2012). The human rights organization ARTICLE 19 has a typology, better known as the 'Hate Speech Pyramid', that is also a useful and important illustration for unpacking the phenomenon of hate speech. The pyramid, in accordance with international law and human rights law, distinguishes between 'hate speech which must be prohibited',[11] meaning 'advocacy of discriminatory hatred constituting incitement to hostility, discrimination or violence'; 'hate speech that may be prohibited'[12] to 'protect the rights or reputations of others, or for the protection of national security or of public order, or of public health or morals' in limited and exceptional circumstances; and 'lawful hate speech'[13] that should be protected from restriction. It is in this last, blurred terrain of 'lawful hate speech' where our modus operandi is tested. Given that there is no internationally agreed upon definition of hate speech, regional human rights instruments provide varying standards for defining and limiting hate speech. Domestic legislation often reflects this lack of clarity (ARTICLE 19, 2015).

As a result, there are many countries where the term hate speech is either not used or not translatable. In Myanmar, for example, where the social media platform Facebook was used as a tool to incite to violence,[14] the term hate speech is closer to something that could be phrased as 'dangerous speech',[15] and refers to pejorative language directed at another group of people.[16] Though not a legal term, dangerous speech can be understood as any form of expression (speech, text or images) that can increase the risk that its audience will condone or participate in violence against members of another group. Dr. Susan Benesch, Founder and Director of the Dangerous Speech Project, coined this term after observing that 'fear-inducing and divisive rhetoric rises steadily before outbreaks of mass violence and that it is often uncannily similar, even in different countries, cultures, and historical periods' (Dangerous Speech Project, 2020).

Fundamental to this discussion are the principles of equality and non-discrimination.[17] Under international human rights law, States are obligated to guarantee equality in the enjoyment of all human rights. When responding to hate speech, States should act under the principal notion that 'all human beings are born free and equal in dignity and rights' (ARTICLE 19, 2015). The Camden Principles on Freedom of Expression and Equality remind us that the 'right of everyone to be heard, to speak and to participate in political, artistic and social life are, in turn, integral to the attainment and enjoyment of equality'. Furthermore, 'when people are denied public participation and voice, their issues, experiences and concerns are rendered invisible, and they become more vulnerable to bigotry, prejudice and marginalisation' (ARTICLE 19, 2009).[18] Inherently, this has specific implications for the field of education. UNESCO's Convention against Discrimination in Education (1960) is the first international instrument that covers the right to education extensively and has a binding force in international law. It encompasses the idea that education is not a luxury, but a fundamental human right and underscores States' obligations to proscribe any form of discrimination in education while promoting equality of educational opportunities. That said, drawing on interlinkages between education, hate speech, freedom of expression and the principle of non-discrimination is a complex endeavour. Rising levels of complexity have implications for education systems and signal the emergence of a new global context for learning.

Educational approaches

It is important for individuals and groups to adapt understandings of hate speech, in particular the 'identity factor', to their socio-political contexts, while ensuring compliance with international human rights law. This fosters a sense of inclusion and empowerment of those who often are the targets of hate speech, which is therefore a vital component of any successful educational response. Moreover, it is crucial to distinguish hate speech that is prohibited (i.e. incitement to discrimination, hostility and violence, involving an inciter, an audience and a target of victims)[19] from other forms of hate speech, including hate speech that is offensive to some, but may still be protected under the right to freedom of expression (i.e. hate speech that causes distress). To this end, educational approaches could include intergenerational

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11   This is elaborated in Article 20 (2) of the ICCPR, wherein States are required to prohibit certain severe forms of 'hate speech', including through criminal, civil and administrative measures. See also Article 3 of the Convention on the Prevention and Punishment of the Crime of Genocide (1948), which stipulates the prohibition of 'direct and public incitement to genocide'. Also see the Rome Statute of the International Criminal Court (1998) Article 25 (e), which refers to incitement to commit genocide.

12   In adherence with requirements set forth in Article 19(3) of the ICCPR.

13   As articulated by Article 19 (2) of the ICCPR, which raises concerns in terms of intolerance and discrimination, and requires an appropriate and proportional response by States. It is also important to recognize – with respect to educational responses – the complexities surrounding these legal distinctions, particularly with respect to 'lawful hate speech', which may be confusing for learners, requiring further unpacking in an education setting.

14   Human Rights Impact Assessment – Facebook in Myanmar: https://about.fb.com/wp-content/uploads/2018/11/bsr-facebook-myanmar-hria_final.pdf

15   Retrieved from https://www.article19.org/resources/hate-speech-explained-a-toolkit/

16   https://www.article19.org/wp-content/uploads/2020/05/2020.02.04-A19-Hate-Speech-Law-Policy-Paper-final-3.pdf

17   The Universal Declaration of Human Rights, Article 1: https://www.un.org/en/universal-declaration-human-rights/

18   See also Cherian George, 'Hate Spin: The Manufacture of Religious Offence and Its Threat to Democracy' (MIT, 2016): https://prezi.com/nmrqv4fxdezs/hate-spin/

19   Jeroen Temperman 2016, p 371

or transnational hate speech analyses. For example, research and analysis on transnational networks of white supremacy groups could be beneficial, as well as further exploration into unpacking the generational gap on free speech (i.e. the disparity between older and younger generations' understanding of what amounts to hate speech and what is understood as free speech).

Educational approaches must also include and consider the perspectives of those who perpetrate, consume and disseminate, or are targets of hate speech. As such, individual identity factors (e.g. status, gender and socioeconomic class) and their interrelationships (e.g. gender differences with regards to the effects of 'sexting') are of particular relevance. A key manner in which learners can build resilience to as well as address and counter hate speech is by creating educational frameworks that teach about perpetrators and/or targeted groups, with a view to unpack what often lies behind hate speech, such as stereotypes, prejudices, disinformation and conspiracy theories.[20]

Challenges

One of the main challenges surrounding the phenomenon of hate speech and how it flourishes includes identifying how it can thrive in contexts of excessive fear and whether it is intentional. For example, during the COVID-19 crisis, many have been confronted with a 'disinfodemic'[21] with a rise in misinformation (i.e. the spread of false information that is not created with the intention of causing harm). Yet, there have also been reported cases of hate speech and physical assaults against people of Asian descent who are being accused of not only spreading but also creating the COVID-19 virus (UN, 2020). Also, there have been reports of a resurgent anti-Semitic Jewish-plot-to-control-the-world theory, as well as those instrumentalizing COVID-19-related hate speech based on religious or national identity to incite further hatred against 'others' for political gain (OHCHR, 2020). Certainly, right-wing proponents seem to be capitalizing on the current atmosphere of fear and uncertainty caused by the pandemic, combined with socio-economic challenges, to attract people to their hateful rhetoric.[22] There is a dire need for good governance capable of assuaging the public's fears during crises.

The current situation makes other challenges all the more salient. A major issue is that hate speech regulations differ considerably around the world, with some countries lacking legislative frameworks, and others failing to adequately implement necessary laws, notably in terms of compliance with international human rights law, including when measures to address hate speech are designed or utilized to limit freedom of expression .[23] A related challenge arises from the fact that victims may not consistently report incidents of hate speech to authorities, due to a plethora of reasons ranging from a lack of understanding of what amounts to hate speech, to what constitutes hate speech in a given context and its contemporary forms (including memes, sports team chants, etc. that are often covert and subtle). In addition, the capacity of private tech and social media companies to counter the spread of hate speech on their platforms, in line with international human rights standards, is of prime importance in this context. This raises specific challenges related, for instance, to the questionable efficiency of automated systems and algorithms to properly identify hate speech and ensure moderation, highlighting the need for greater transparency on how hate speech policies are implemented and evaluated.

Underpinning many of these challenges is the 'elephant in the room' – structural discrimination, socially entrenched prejudices and stigmatization, which create an environment wherein expressions and acts of hatred flourish. There is a paramount need for social media and tech companies to adopt and implement a clear and comprehensive anti-discrimination framework, with responsive and efficient institutional mechanisms of accountability.

Research needs

When addressing hate speech, theory-, research- and victim-based approaches are to be applied. Theory-based approaches will help to conceptualize and build analytical models to explain and hypothesize about the causes and effects of hate speech. At the same time, research-based approaches are needed to enable theories and concepts to be tested. Empirical research – in multiple cultural, political and social contexts – helps to capture, monitor, analyze and define hate speech and the myriad factors that surround the phenomenon. For online hate

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20   Addressing conspiracy theories has gained urgency in the current context. For example, the COVID-19 pandemic has given birth to many such theories accusing China or even the US army of creating the virus: https://fsi.stanford.edu/news/china-covid19-origin-narrative. Also, more recently there has been another anti-Semitic theory positioning George Soros as responsible for the George Floyd protests: https://www.latimes.com/world-nation/story/2020-06-22/george-soros-conspiracy-theories-surge-amid-george-floyd-protests
21   For more details refer to https://en.unesco.org/sites/default/files/disinfodemic_deciphering_covid19_disinformation.pdf
22   More details of how far-right extremists are exploiting the COVID pandemic can be found in the following article: https://www.voanews.com/covid-19-pandemic/how-far-right-extremists-are-exploiting-covid-pandemic
23   More recently, and within the COVID-19 pandemic context, with respect to restrictions on LGBTQI+ rights: https://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=25884&LangID=E

speech, new methods of computational, or 'big data', research are needed to measure the presence and spread of such content, particularly on social media platforms, social messaging services and online messaging boards. Understanding psychological, behavioural and cognitive outcomes associated with the impact of hate speech will require complex models of causes, effects and interacting factors that lead to the production and dissemination of such speech. Particular attention to the perspective and interests of victims of hate speech is important in this respect.

Besides mapping the root causes and power dynamics of all forms of intolerance and discrimination, further research is required with regards to measuring the impacts of hate speech, both on targeted groups and the wider public (e.g. the relationship between online violence and offline violence). Collectively, such research will yield a greater understanding of how and when incitement to hatred results in actual violence. This necessitates more research on the linkages between bullying/cyberbullying and hate speech, the effect of hate speech on mental health, and what motivates people to behave hatefully towards others. To such ends, ethnographic inquiry into groups such as far-right, jihadist, incel and religious violent extremist is instrumental, with specific focus on their messaging systems and strategies, particularly via online platforms, as well as ideological justifications for espousing hatred of others. In addition, and although there is some substantive research on how these groups operate and their motivations, keeping up with their strategies and metamorphosis in digital environments, evolving networks and renewed modes of recruitment is a constant challenge.

Moreover, additional research is required in order to collect policies that are being introduced by Member States, and to map anti-hate speech educational programmes to assess and measure the impacts of hate speech before, during and after the implementation of counter-effort interventions and prevention programmes. This should bear in mind the gravity of the offline implications of online hate speech, including detrimental effects at the individual, community and society level. Further research is needed about the clear association between hate speech and hate crimes,[24] hate speech and offline violence against targeted communities,[25] and the connection of exposure to radical online material and extremist ideology.[26]

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24 Mossie, Z., & Wang, J. H. (2019). 'Vulnerable community identification using hate speech detection on social media'. *Information Processing & Management, 57*(3). https://doi.org/10.1016/j.ipm.2019.102087: See also OSCE ODIRH for a more detailed definition of what is a hate crime https://hatecrime.osce.org/what-hate-crime

25 Weber, M., Viehmann, C., Ziegele, M., & Schemer, C. (2020). 'Online hate does not stay online—how implicit and explicit attitudes mediate the effect of civil negativity and hate in user comments on prosocial behavior'. *Computers in Human Behavior, 104*, 106-192. https://doi.org/10.1016/j.chb.2019.106192

26 Hassan, G., Brouillette-Alarie, S., Alava, S., Frau-Meigs, D., Lavoie, L., Fetiu, A. & Sieckelinck, S. (2018). 'Exposure to extremist online content could lead to violent radicalization: A systematic review of empirical evidence'. *International Journal of Developmental Science, 12*(1–2), 71–88. DOI: 10.3233/DEV-170233

Part II.

Addressing citizenship in the digital era

The second theme distinguishes the notion of responsible global citizenship from that of responsible digital citizenship and identifies key educational approaches in these domains. Global citizenship education encompasses among other outcomes the knowledge and skills to recognize and counter messages of hate. It strives to empower youth, build their resilience, and encourage their moral and social engagement.

One of the current challenges of responsible global citizenship building is adapting goals and strategies to the digital world, so that citizens possess knowledge and skills – technological and argumentative – to critically analyze and counteract online hate speech. However, it is important that global citizenship curricula address both the online and offline contexts since hate speech in each setting differs (i.e. in terms of dynamics as well as who the victims, bystanders and perpetrators are, and what they think, etc.) and raising awareness of such differences will help to create more targeted educational responses. Online environments, while able to act as a force for good, have become echo chambers for hateful rhetoric and fertile ground for the emergence of various hate groups, making the need for responsible digital citizenship building ever more urgent.

Media information literacies as a measure to address and counter hate speech

It is often in the field of media and information that people are confronted with harmful content, including hate speech. In the digital era, social media platforms have become central stations where racist, sexist and xenophobic content, and other types of hateful speech accumulate and are easy to access and share. Media and Information Literacy (MIL) competencies serve as enablers of peace and interreligious and intercultural dialogue and can provide the tools to address and counter hate speech. MIL equips people with skills to access, search, evaluate, use and contribute to information and media content critically. Media and information literate citizens are knowledgeable and discerning processors and producers of information, which allows them to actively tackle hate speech, and contribute to social inclusion and peace in online and offline spaces. For example, UNESCO's MIL Youth Hackathon provided young people across the globe with an opportunity to develop projects to tackle social challenges such as hate speech and cyberbullying, using MIL as a tool. This resulted in a number of youth-led initiatives, including the Virtual Organization on MIL for Cyber Peace. In addition, UNESCO's MIL CLICKS social

media innovation acts as an antidote to hate speech on social media platforms by empowering young people to share relevant learning content with their peers, use the media in classrooms and workplaces, and create counter-narratives against hate speech. In the field of education, MIL curricula needs to foster critical thinking skills necessary to adequately assess information in terms of accuracy (i.e. detect fake news and conspiracy theories and separate them from legitimate reporting), and online wellbeing built around the principle of empathy towards others, and a sense of responsibility for one's online behaviour. MIL skills are a fundamental citizenship competency for addressing and countering hate speech.

Social pedagogy and social-emotional learning

The current moment exposes the need for greater investment in social-emotional skills to foster '*a sense of belonging to a common humanity, sharing values and responsibilities, empathy, solidarity and respect for differences and diversity, as well as feel and assume a sense of responsibility for the future*' (UNESCO, 2019). Mainstreaming social-emotional learning (SEL) throughout education (formal, non-formal and informal) and at all levels is paramount (UNESCO MGIEP, 2020). Effective SEL programmes are rights-based, scientifically accurate and grounded in evidence, participatory and inclusive, gender responsive, culturally appropriate, and carefully adapted for specific age groups and audiences. SEL is a powerful educational tool to address and counter harmful social norms and practices, including in crisis situations. Effective SEL programmes should also be part of a larger ecosystem, reaching beyond classrooms to involve the whole school, families, communities and media (UNESCO, 2020).

Social pedagogy is a para-academic and public discipline, which refers to the reflexive and inclusive adoption of various digital technologies across formal, non-formal and public contexts.[27] Digital media's capability to mobilize social consciousness of hate speech across cultural scenes such as music, visual arts, literature and spoken word performances provides a unique opportunity for social pedagogy to impact and influence public sensibilities.

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27   Nelson, B. J., & Venkatesh, V. (in press). 'Manifeste pour une pédagogie sociale: cultiver une inclusivité réflexive à l'ère du narcissisme et du solipsisme nourris par les médias sociaux'. In D. Morin, S. Aoun, & S. Al-Baba Douaihy (Eds.), 'Le nouvel âge des extrêmes?' *Les démocraties occidentales, la radicalisation et l'extrémisme violent*. Montréal, Canada: Presses de l'Université de Montréal.

Indeed, it is the inclusive nature of social pedagogy that makes it particularly well-suited for fostering pluralism, a principle on which responsible digital citizenship rests.

Human rights education and freedom of expression

One of the principal roles of digital citizenship programming is fostering knowledge and understanding of human rights and freedom of expression (including freedom of the press and freedom of information), democracy and the rule of law.[28] The concept underpinning human rights education is best articulated by the UN Declaration on Human Rights Education and Training (2011), wherein it is recognized that human rights in education should: *'(a) provide knowledge and understanding of human rights norms and principles, the values that underpin them and the mechanisms for their protection; (b) include learning and teaching in a way that respects the rights of both educators and learners; and (c) empower persons to enjoy and exercise their rights, as well as respect and uphold the rights of others'* (OHCR, 2011). This is fundamental when attempting to address and counter hate speech through education. Pedagogies linked to human rights education (e.g. empathy-based education, critical thinking, critical pedagogy and social pedagogy) are also fundamental to addressing and countering hate speech. Such pedagogies produce insights that help build resilience and promote prosocial behaviours and moral engagement – all of which represent desirable outcomes of global citizenship education. Incorporating programmes addressing the above-mentioned principles within education can empower stakeholders to address and counter incidents of hate speech, and work as an antidote to the silencing effect such speech can impose.[29]

The role of technology companies

Encouraging transparency and accountability of technology companies remains a challenge.[30] In particular, there is a need to explore the possibility of a plurality of measures for addressing and countering online hate speech, and to move away from the binary of keeping or removing content.[31] In this respect, transparency on how technology companies address hate speech, as well as greater clarity on policies and definitions, and the use of automation for content moderation and ranking algorithms is paramount. There is also a significant need for technology companies to invest in adequate human rights training for employees, particularly for those involved in social media content management or moderation.

It is crucial to recognize the importance of appeals, review grievance mechanisms accessible to users, and meaningfully engage in multi-stakeholder partnerships, with a view to more effectively address the offline and online aspects of hate speech. Technology companies need to gain a better understanding of the phenomenon of mobile phone addiction, strive to find ways of dealing with it, as well as revisit, update and monitor social media platform policies directed at youth. Such policies may include codes of conduct for social media platforms, digital service acts and recommendations on how to deal with online hate speech.[32]

In addition, the algorithmic classification and transmission of information on social media platforms can be problematic when hate speech – sometimes embedded within disinformation and conspiracy theory campaigns – is propagated at exponentially rapid rates. Consequently, there is a need for further development of social media technologies and machine learning components, for which multi-stakeholder, non-partisan collaborations between researchers, government, media, educational establishments, civil society organizations and technology platforms are required. Additionally, technology companies need to address the significant gap in human resources if they are to effectively address hate speech and respond adequately to the rate at which it is being disseminated on their platforms. This will require significant investment in human resources, as well as adequate and effective training. Lastly, bridging the digital divide and ensuring affordable digital access will amplify the voices of learners and teachers worldwide and help to address and counter hate speech. While the agile use of digital space by youth presents opportunity, there still are many for whom access to digital technology and the internet is limited.[33]

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28   See also UNESCO Declaration of Principles on Tolerance (1995): http://portal.unesco.org/en/ev.php-URL_ID=13175&URL_DO=DO_TOPIC&URL_SECTION=201.html

29   See the framework of *Competences for Democratic Culture*, an instrument from The Council of Europe, which inspires approaches to teaching competences for democratic culture building: https://rm.coe.int/prems-008318-gbr-2508-reference-framework-of-competences-vol-1-8573-co/16807bc66c. One example of such an effort to address hate speech may be 'Learning Democracy at Utøya', which is a nationwide initiative supported by the Ministry of Education in Norway. The programme deals with hate speech and anti-democratic forces through the empowerment of young people and contains components directed at schools as well as youth organizations. https://theewc.org/projects/learning-democracy-at-utoya/

30   OSAPG and ESRC Human Rights Big Data and Technology Project (in press). Summary Report of roundtable with social media companies on the implementation of the United Nations Strategy and Plan of Action on Hate Speech.

31   EFF comments to the French Avia Law https://cdn2.nextinpact.com/medias/lettre-faba-cc-06-01-2020-submitted-with-all-exhibits-pdf-a-format.pdf

32   Christchurch Call to Action (2019): https://www.christchurchcall.com/call.html and see also: 'Paris Call for Trust and Security in Cyberspace' (2018): https://pariscall.international/en/

33   Learn more from UN Secretary-General's Roadmap for Digital Cooperation: https://www.un.org/en/content/digital-cooperation-roadmap/

Part III.

Tackling the issue from an educational perspective

United Nations' intersecting efforts

The third working group examined the theme of educational policies and programmes developed by the UN and employed by Member States. The programmes aim to develop measures to address and counter hate speech, identify their efficiency, or lack thereof, and help Member States gain a broader understanding of how to tackle hate speech. These programmes include the frameworks of Global Citizenship Education (GCED) and Media Information Literacy (MIL) initiatives. All of these have adopted multi-stakeholder and interdisciplinary approaches to help young people engage with media and information systems effectively, and develop critical thinking and life-long learning skills to socialize and become active citizens that support peace and human rights, solidarity, and just and peaceful societies.

Implementation of educational programmes addressing sensitive issues is another area in need of attention. Such programmes could be carried out in the spirit of social-emotional learning and deal with sexual and reproductive health and relationship education, tolerance and acceptance of difference, stigmatization and discrimination. In addition, educational initiatives offering psychosocial support and fostering mental wellbeing of youth could play a crucial role in strengthening our understanding of the dynamics of hateful rhetoric and of how to best approach it in and out of the classroom environment.

Similarly, disaster and emergency management programmes could help to build resilience while programmes promoting independent quality journalism and advocating information literacy would equip students with necessary skills to resist hateful discourse and disinformation often present during crises. Such programmes could prove instrumental in reversing the tide of prejudice and scapegoating, which can result in hate crimes.

Finally, interdisciplinary programmes combining teaching on religion, faith and universal rights such as the #Faith4Rights initiative can serve as examples of good practices to address and counter hate speech. The programme builds on a wealth of tools developed by UN entities, such as UNESCO (intercultural competencies and prevention of violent extremism), the UN Office on Genocide Prevention and the Responsibility to Protect and the UN Alliance of Civilizations (religious sites).[34]

Curricular-related approaches

Pedagogies linked to global citizenship education and human rights education (e.g. empathy-based education, critical thinking, critical pedagogy and social pedagogy) are important because they produce insights that empower individuals to take a moral stance and actively engage in countering hate speech. However, the standardization of education is leading to a testing culture, which often places greater emphasis on the cognitive dimension of learning vis-à-vis the social-emotional and behavioural components. This could lead to teaching and learning for testing purposes rather than the humanistic vision and purpose articulated by the right to education.[35] Yet, it should be recognized that cognitive gains can be enriched when the social and emotional aspects of learners are engaged, or when participatory and action-oriented pedagogies are used to engage students in ways that they find meaningful and memorable (UNESCO, 2019). A move towards agile curricula adapted to the diversity and plurality of modern societies is fundamental.

Since the phenomenon of hate speech impacts young people both in and outside the classroom, educational policies need to be school-wide or even society-wide. As such, education should not be restricted to formal contexts, but include informal and non-formal settings, while incorporating perspectives from stakeholders in public safety, civil society, religious communities, media, the justice system, mental health and social services, as well as youth themselves. Educational approaches need to account for students' different ages, backgrounds and levels, and whether or not they have been exposed to hate speech. Particular attention should be paid to discrimination or violence based on sexual orientation and gender identity/expression, as prescribed by SDG 4: all learners, without discrimination, should be provided with a learning environment free from discrimination and violence (UNESCO, 2020). Above all, however, the conceptualization of terms relating to hate speech has to be a participatory process in which students, without discrimination on any grounds, are given room to understand for themselves and according to their contexts the roots of hate and fear. Providing youth with

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34   34 #Faith4Rights programme was drafted jointly by faith-based actors, academics and UN human rights stakeholders and launched in January 2020. Retrieved from: https://www.ohchr.org/Documents/Press/faith4rights-toolkit.pdf

35   Right to education handbook, UNESCO (2019): https://unesdoc.unesco.org/ark:/48223/pf0000366556?posInSet=3&queryId=7355f986-a97b-4c29-80b8-818dde44a958

skills and insights into how to recognize and respond to hate speech[36] will enable them to develop or better understand reporting mechanisms, such as flagging incidents of hate speech appropriately.

Professional skill development of teachers

For young people to become key actors of change in addressing and countering hate speech, teachers need to be provided with adequate and continuous professional development opportunities to ensure they are capable of creating safe and diverse spaces where contentious issues, such as what hate speech is and how to actively engage it, can be openly discussed. This will also entail ensuring that there is diversity in teaching and administrative personnel in education settings. In addition, while teachers' freedom of expression needs to be protected, it is also important to prepare teachers for situations in which they may be asked to set aside their own beliefs and values so that a pluralist discussion can take place. To such ends, teachers must learn to become impartial and provide arguments for views they may not hold themselves. Similarly, given the multifaceted nature of the hate speech phenomenon as well as the diversity of modern contexts, providing teachers with a one-size-fits-all 'recipe' to implement in the classroom may no longer be enough. It is essential that educators are properly trained in human rights, and possess the self-confidence to discuss related issues, as well as conceptualize and define what hate speech is to students. Showing critical engagement with the issue can empower students when they are confronted with hateful rhetoric, as well as other potentially harmful content such as mis- and disinformation.

Harnessing the power of youth

It is crucial to recognize, harness and promote the power of youth. There are many young people all over the world designing solutions within their communities to address and counter hate speech and contribute to a culture of peace. This is why it is important to actively engage youth at all stages of interventions, so that young peoples' voices are heard, and their needs and concerns understood. This means that we need to design appropriate responses to addressing and countering hate speech through education: with youth, for youth and most importantly by youth. Creating policies for youth empowerment and putting young people and their perspectives at the centre of co-creating interventions is of utmost importance. Youth need to take centre stage and be partners in consulting with public policy officials, experts in social services, mental health, public safety and community policing. This calls for greater investment and support for youth-led initiatives and, most importantly, the direct involvement of young people, without discrimination on any grounds, in the decisions that affect them and the future they will inherit.

Multi-modalities and multi-stakeholder approaches

Because the issue of addressing and countering hate speech is a complex endeavour, and there is no simple solution, educational policies and curricula programmes need to be comprehensive and diverse in approach, inclusive of various contexts and multi-stakeholder perspectives, as well as representative of the spirit of plurality and respect of human rights on which they depend for their success. While not all initiatives need to focus on hate speech, they need to promote a sense of diversity and inclusivity.[37] Consequently, the scope of interventions needs to include formal, informal and lifelong learning. Policies must reach beyond education so as to affect full participation in society, especially as they relate to combating hate speech and the seriously harmful effects of racism, xenophobia, antisemitism, anti-Muslim hatred, anti-LGBTQI+ hatred and all other forms of intolerance and discrimination.

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36   It is important to acknowledge that spreading hate is not just about 'speech'. The NGO, ARTICLE 19, for example, indicates that hate speech can be expressed through 'any expression imparting opinions or ideas – bringing an internal opinion or idea to an external audience. It can take many forms: written, non-verbal, visual, artistic, etc., and may be disseminated through any media, including internet, print, radio, or television', see: https://www.article19.org/data/files/medialibrary/38231/'Hate-Speech'-Explained---A-Toolkit-%282015-Edition%29.pdf. Furthermore, some violent extremist groups are deploying a variety of musical forms, with lyrics that convey hate, but may not be recognizable to teachers. Teachers and learners need training in recognition of how groups use a multiplicity of messaging, and why this appeals to in young people. Hate can also be buried in nationalism or patriotism.

37   UNESCO's *Futures of Education: Learning to become* initiative can serve as a relevant example. The initiative is built on the basis of plural 'futures' in recognition of diversity. The International Commission on the Futures of Education started their work in a context of complexity, uncertainty and fragility even before COVID-19 to reimagine education, learning and knowledge for all humanity. The COVID-19 crisis has exacerbated existing vulnerabilities and inequalities. For more information see https://en.unesco.org/futuresofeducation/

Part IV.

Actionable recommendations

A list of key actionable recommendations follows for the consideration of Member States in addressing and countering hate speech through education:[38]

- **Safeguarding human rights –** Educational responses addressing and countering hate speech require full respect of fundamental human rights, including the right to education and the right to freedom of opinion and expression, and principles of equality and non-discrimination. Education institutions must teach about hate speech in theoretical forms, and governments must also guarantee that policies and legislation can ensure that places of learning do not become breeding grounds for hateful ideologies. The principles of equality and non-discrimination must be upheld, with rights to education, freedom of opinion and expression, and other fundamental human rights protected and promoted, both inside and outside school. This includes the provision of 'holistic' human rights education (i.e. education about, through and for human rights), as outlined in the United Nations Declaration on Human Rights Education and Training.

- **Investing in more research and collecting and analyzing data –** The provision of relevant and high quality education can help to create conditions that make it difficult for hateful ideologies to proliferate, and educational content and teaching/learning approaches can develop learners' resilience to hate speech. More research and data are required to further unpack our understanding of the phenomenon and develop more effective and contextualized educational responses. Specifically, more research is required on the phenomenon of hate speech online and offline, who is behind it, how it spreads, root causes and what connection it has to offline violence, as well as disaggregated data on those targeted and affected.

- **Involvement of multiple stakeholders –** Long-lasting partnerships depend on multiple participants intersecting formal and informal settings and create strategies to address and counter hate speech in and outside schools and higher education institutions. Such partnerships may include, but are not limited to, education bodies, civil society, community agencies, mental health and social service providers, media and internet companies, the judicial system, sporting entities, public safety, religious or community leaders and faith-based organizations, as well as governmental, inter-governmental and non-governmental organizations. In addition, it is important to ensure that stakeholders are equipped with qualities such as empathy, appreciation of pluralism, critical thinking, reasoning, media and information literacy, pluralistic dialogue, and social media and internet-related knowledge and skills.

- **Professional development and training –** Education policy-makers, teacher-trainers, school leaders and teachers must receive appropriate training. Programmes should include policy knowledge, open-source toolkits and strategies tailored to specific populations, and guidance in youth-appropriate language. In addition, teachers need to be offered practical guidance for the classroom – how to become aware of their own implicit biases and prejudices, how to manage controversial or sensitive discussions, how to let students agree or disagree within the classroom context, etc. They also need training on how to carry out both primary and secondary prevention interventions with youth regardless of whether they have been exposed to or at risk of hate speech, both as victims and as perpetrators.

- **Include learnng outcomes associated with addressing and countering hate speech –** Learning outcomes need to be part of formal school curricula and categorized as required skills, as opposed to 'soft skills', and given equal value to those associated with literacy and numeracy. Also, education to address hate speech needs to be complemented with pedagogies that promote anti-bullying and anti-discrimination, and be inclusive and respectful of perspectives and rights of minorities and vulnerable groups, as well as focus on gender equality. Hate speech should be taught against the backdrop of the root causes of intolerance and discrimination, taking into consideration the specificities of each type of intolerance and discrimination, as well as the rise of populism and violent extremist ideologies. Finally,

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38   A key challenge is getting Member States to support educational recommendations – especially if States have political or legal stumbling blocks that limit freedom of expression. To create change on the ground, policies need to be based on concrete projects that give priority to education and capacity-building within a shared vision and framework.

educational curricula should address the link between hate speech and atrocity crimes.[39] This could include country and region-specific education on the association between past atrocities and hate speech and discrimination.

- **Media Information Literacy (MIL) mainstreamed** – MIL needs to be recognized as an enabling tool for addressing and countering hate speech. While learning to recognize instances of hate speech committed by others may be relatively straightforward, acknowledging one's own acts of hateful rhetoric or discriminatory behaviour remains a challenge for many. MIL has the capacity to equip everyone with the skills necessary to foster responsible and respectful online presence.

- **Creating policies for youth empowerment** – Putting young people and their perspectives at the centre of co-creating interventions is of utmost importance. Youth need to take centre stage and be partners in consulting with public policy officials, experts in social services, the judicial system, mental health, public safety and community policing.

- **Focus on building open educational resources** – Such resources and databases can house and share good practices and lessons learned from across the globe, consolidated at both the local and global level, and the kinds of multi-stakeholder partnerships that have been successful in implementing hate speech educational interventions.

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39   The value of teaching about the history of genocides and atrocity crimes, such as the Holocaust (Shoah) for instance, has been referred to as an efficient means to raise awareness about the dynamics of hate speech, state-sponsored propaganda and group-targeted violence (Jews in this case), and to harness learners' critical thinking and empathy. Learn more at: https://en.unesco.org/themes/holocaust-genocide-education

Appendices

Appendix 1. **Meeting agenda**

Education as a tool for prevention: addressing and countering hate speech

Agenda – Expert meeting

Plenary Session **13 May 2020**	
[Paris local time]	
14:40 – 14:55	**Connecting to online platform Microsoft Teams**
15:00 – 15:05	**Welcome and Introduction by Chair** • Vibeke Jensen, Director, Division of Peace and Sustainable Development, UNESCO
15:05 – 15:20	**Opening remarks** • Stefania Giannini, Assistant Director-General for Education, UNESCO • Adama Dieng, UN Under-Secretary-General and Special Adviser of the Secretary-General for the Prevention of Genocide
15:20 – 16:50	**Framing the discussion** • **Presentation of the UN's work on hate speech (Strategy and Plan of Action – why now?)**, Office on Genocide Prevention and the Responsibility to Protect (OSAPG) • **UNESCO's work on hate speech and implications for its mandate (challenges and opportunities – education as a preventative tool?)**, UNESCO • **Tour de table and general comments from the experts** Unpacking expert's own understanding of the process – what is your key expectation and what would be your key recommendation for Member States and other key stakeholders with respect to addressing and countering hate speech? *2-3 minutes per expert*
16:50 – 17:00	**Closing remarks** • Moez Chakchouk, Assistant Director-General for Communication and Information, UNESCO
17:00 – 17:10	**Next Steps** • Vibeke Jensen, Director for the Division of Peace and Sustainable Development, UNESCO

WORKING GROUPS SESSIONS

Working Group 1: Understanding the issue – what is hate speech, what are its root causes and how does it proliferate?

The aim of this working group is to unpack hate speech: (1) for conceptual clarification and (2) to develop a better understanding of this phenomenon, including root causes, drivers and conditions conducive to hate speech.

Working Group 1: Understanding the issue – what is hate speech, what are its root causes and how does it proliferate? 14 May 2020	
[Paris local time]	
14:40 – 14:55	**Connecting to online platform Microsoft Teams**
15:00 – 15:10	**Introduction by Mr Guilherme Canela De Souza Godoi, UNESCO (Chair) and Ms Susan Benesch (co-Chair)** • Outline working modalities of the Working Group
15:10 – 16:00	**Understanding the issue – what constitutes hate speech?** • Unpacking hate speech: (1) for conceptual clarification and (2) to develop a better understanding of this phenomenon, including root causes, drivers and conditions conducive to hate speech. *[Please ensure that the cross-cutting themes of online hate speech, media and information literacy, as well as gender and youth dimensions are covered in your discussion.]*
16:00 – 16:50	**An educational perspective** • Identify three key challenges and three key opportunities for addressing and countering hate speech through education.
16:50 – 17:00	**Strategic round-up** • Conclusion and outlining the next steps.

Working Group 2: Digital conundrum – what are the key competencies for 'responsible' digital citizenship?

Citizenship education encompasses the knowledge and skills to recognize hate speech, and enables individuals to counteract messages of hatred. One of its current challenges is adapting goals and strategies to the digital world, providing not only argumentative but also technological knowledge and skills that a citizen may need to critically analyze and counteract online hate speech. The aim of this working group is to engage with this subject further, with a view to identify a set of skills, competences, values and attitudes required for 'responsible' digital citizenship, and policies to uphold them.

Working Group 2: Digital conundrum – what key competencies are required for 'responsible' digital citizenship? 15 May 2020	
[Paris local time]	
14:40 – 14:55	**Connecting to online platform Microsoft Teams**
15:00 – 15:10	**Introduction by Mr. Castro Wesamba, OSAPG (Chair) and Mr. Olunufesi Suraj (co-Chair)** • Outline working modalities of the Working Group
15:10 – 16:00	**Digital conundrum – what are the key competencies for 'responsible' digital citizenship?** • Distinguishing the idea of 'responsible citizenship' from that of 'responsible digital citizenship' and identifying key competencies required for the latter. *[Please ensure that the cross-cutting themes of online hate speech, media and information literacy, as well as gender and youth dimensions are covered in your discussion.]*
16:00 – 16:50	**An educational perspective** • Identify three key challenges and three key opportunities for addressing and countering hate speech through education.
16:50 – 17:00	**Strategic round-up** • Conclusion and outlining the next steps.

Working Group 3: Tackling the issue – how can we develop effective formal and non-formal education policies and practice?

The aim of this working group is to explore possible strategies, education policies, practices and pedagogies – both in formal and non-formal settings – that Member States have at their disposal or can develop to address and counter hate speech. Such strategies may have implications for other relevant public services, including training for police. The objective is to identify what works and, more importantly, what does not work, with a view to better inform Members States on how to tackle hate speech.

Working Group 3: Tackling the issue – how can we develop effective education policies and practices? 18 May 2020	
[Paris local time]	
13:40 – 13:55	**Connecting to online platform Microsoft Teams**
14:00 – 14:10	**Introduction by Ms Cecilia Barbieri, UNESCO (Chair) and Mr Vivek Venkatesh (Co-Chair)** • Outline working modalities of the Working Group
14:10 – 15:00	**Tackling the issue – how can we develop effective education policies and practices?** • Explore possible strategies, education policies, practices and pedagogies that Member States can develop to address and counter hate speech. *[Please ensure that the cross-cutting themes of online hate speech, media and information literacy, as well as gender and youth dimensions are covered in your discussion.]*
15:00 – 15:50	**An educational perspective** • Identify three key challenges and three key opportunities for addressing and countering hate speech through education.
15:50 – 16:00	**Strategic round-up** • Conclusion and outlining the next steps.

Appendix 2. **Resources**

The references below were identified by experts during and after the meeting. These references are compiled under seven different categories:

1. *Legal Instruments,*
2. *General Policies and Guidelines,*
3. *Education Related Policies and Guidelines,*
4. *Counter-Hate Initiatives and Programmes,*
5. *Educational Resources,*
6. *Academic References, and*
7. *Media Resources.*

1. Legal Instruments

Camden Principles on Freedom of expression and Equality. Developed by ARTICLE 19, the principles assert the affirmative relationship between freedom of expression, equality and universality of human rights. Available at: https://www.article19.org/data/files/pdfs/standards/the-camden-principles-on-freedom-of-expression-and-equality.pdf [accessed 4 September 2020]

Convention on the Rights of the Child. The 1989 Convention on the Rights of the Child is a treaty that recognizes specific rights for children. Available at: https://www.unicef.ca/en/policy-advocacy-for-children/about-the-convention-on-the-rights-of-the-child?ea.tracking.id=20DIAQ01OTE&19DIAQ02OTE=&gclid=CjwKCAjwqpP2BRBTEiwAfpiD-3DGZ1yE8mPYSlP6ezHuBkTsW1FKG51KkUR2_MCv6yAGl707ufBXahoC_EsQAvD_Bwe [accessed 4 September 2020]

International Convention on the Elimination of All Forms of Racial Discrimination. United Nations convention committing all members to the elimination of racial discrimination. Available at: https://www.ohchr.org/en/professionalinterest/pages/cerd.aspx [accessed 4 September 2020]

International Covenant on Civil and Political Rights. Treaty adopted by the United Nations General Assembly on December 1966 to respect the civil and political rights of individuals. Available at: https://www.ohchr.org/en/professionalinterest/pages/ccpr.aspx [accessed 4 September 2020]

The Rabat Plan of Action. Prohibition of advocacy of national, racial or religious hatred that constitutes incitement to discrimination, hostility or violence. Available at: https://www.ohchr.org/EN/Issues/FreedomReligion/Pages/RabatPlanOfAction.aspx [accessed 4 September 2020]

The Universal Declaration of Human Rights (UDHR). Proclaimed by the United Nations General Assembly in Paris on 10 December 1948 (General Assembly resolution 217 A) as a common standard of achievements for all peoples and all nations. It sets out fundamental human rights to be universally protected and has been translated into over 500 languages. Available at: https://www.un.org/en/universal-declaration-human-rights/ [accessed 4 September 2020]

The Council of Europe Against Online Hate Speech: Conundrums and Challenges. Report, Doc. No. MCM (2013)015, from the Council of Europe Conference of Ministers responsible for Media and Information Society, 'Freedom of expression and Democracy in the Digital Age: Opportunities, Rights, Responsibilities', Belgrade, 7-8 November 2013. Available at: https://www.ivir.nl/publicaties/download/Expert_paper_hate_speech.pdf [accessed 4 September 2020]

The Convention on the Prevention and Punishment of the Crime of Genocide. Human rights treaty adopted by the United Nations General Assembly on 9 December 1948. All participating countries are advised to prevent and punish genocide actions. Available at: https://www.ohchr.org/EN/ProfessionalInterest/Pages/CrimeOfGenocide.aspx[accessed 4 September 2020]

The Rome Statute of the International Criminal Court. Treaty that established the International Criminal Court. Available at: https://www.icc-cpi.int/resource-library/documents/rs-eng.pdf [accessed 4 September 2020]

Understanding the International Criminal Court (ICC). The establishment of the International Criminal Court for the prosecution of the perpetrators of the most serious crimes committed in Member States territories or by their nationals. Available at: https://www.icc-cpi.int/iccdocs/PIDS/publications/UICCEng.pdf [accessed 4 September 2020]

United Nations Strategy and Plan of Action on Hate Speech. The strategy recognizes that over the past 75 years, hate speech has been a precursor to atrocity crimes, including genocide, from Rwanda to Bosnia to Cambodia. Available at: https://www.un.org/en/genocideprevention/hate-speech-strategy.shtml [accessed 4 September 2020]

UNESCO Legal Standards on Freedom of Expression. A toolkit for the judiciary in Africa. Available at: https://unesdoc.unesco.org/ark:/48223/pf0000366340.locale=en [accessed 4 September 2020]

UNESCO Caja de herramientas para escuelas judiciales iberoamericanas. Formación de formadores en libertad de expresión, acceso a la información pública y seguridad de periodistas. Available at: https://unesdoc.unesco.org/ark:/48223/pf0000251593 [accessed 4 September 2020]

User Rights. Council of Europe resources related to human rights for internet users. Available at: https://www.coe.int/en/web/freedom-expression/internet-users-rights [accessed 4 September 2020]

Vienna Convention on the Law of Treaties. An international agreement governing treaties between states. Available at: https://treaties.un.org/doc/Publication/UNTS/Volume%201155/volume-1155-I-18232-English.pdf [accessed 4 September 2020]

2. General policies & guidelines Related to hate speech and freedom of expression

Faith for Rights. A framework for cross-disciplinary reflection and action on the connections between religions and human rights. Available at: https://www.ohchr.org/Documents/Press/Faith4Rights.pdf [accessed 4 September 2020]

Side-Stepping Rights. In this policy brief, ARTICLE 19 examines the compliance of dominant social media platforms with international freedom of expression standards and gives practical recommendations on what companies should do to demonstrate their commitment to protecting freedom of expression. Available at: https://www.article19.org/resources/side-stepping-rights-regulating-speech-by-contract/ [accessed 4 September 2020]

Tackling Hate. This briefing explores how States and other stakeholders should respond to rising levels of intolerance and hate in societies in all parts of the world, by acting on UN standards to promote inclusion, diversity and pluralism. Available at: https://www.article19.org/resources/tackling-hate-action-un-standards-promote-inclusion-diversity-pluralism/ [accessed 4 September 2020]

UNESCO Countering Online Hate Speech. Provides a global overview of the dynamics characterizing hate speech online and measures to counteract and mitigate it. Available at: https://unesdoc.unesco.org/ark:/48223/pf0000233231 [accessed 4 September 2020]

UNESCO School for Judges: Lessons in freedom of information and expression from and for Latin America's courtrooms. Available at: https://unesdoc.unesco.org/ark:/48223/pf0000263857 [accessed 4 September 2020]

3. Education related policies & guidelines

Addressing Antisemitism Through Education: Guidelines for Policymakers. UN guidance on combating antisemitism both for policy-makers and teachers, including UNESCO's principles on tolerance, given rising homophobia and xenophobia. Available at: https://unesdoc.unesco.org/ark:/48223/pf0000263702 [accessed 4 September 2020]

The Belgrade Recommendations on Draft Global Standards for Media and Information Literacy Curricula Guidelines. Recommendations on draft global standards for media and information literacy curricula guidelines. Available at: https://en.unesco.org/sites/default/files/belgrade_recommendations_on_draft_global_standards_for_mil_curricula_guidelines_12_november.pdf [accessed 4 September 2020]

Education 2030 Framework for Action. Incheon Declaration and Framework for Action for the implementation of Sustainable Development Goal 4. Available at: https://www.sdg4education2030.org/education-2030-framework-action-unesco-2015 [accessed 4 September 2020]

Education about the Holocaust and Genocide. Education about the Holocaust and genocide is part of UNESCO's efforts to promote Global Citizenship Education (GCED), a priority of the Education 2030 Agenda. Available at: https://en.unesco.org/themes/holocaust-genocide-education [accessed 4 September 2020]

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Appendix 3. **List of experts**

(This list is arranged in alphabetical order)

Mr Ahmed Reid, Chairperson of the Working Group of Experts on people of African descent.

Mr Ahmed Shaheed, Special Rapporteur on Freedom of Religion or Belief.

Mr Alexander Hinton, Professor of Anthropology and Global Affairs at Rutgers University, Director of the Center for the Study of Genocide and Human Rights, and UNESCO Chair on Genocide Prevention.

Ms Ana Perona-Fjeldstad, Director of the European Wergeland Centre.

Mr Dan Shefet, Lawyer, Association for Accountability and Internet Democracy (AAID) & Cabinet Shefet.

Mr Ibrahim Salama, Chief of Human Rights Treaties Branch, OHCHR.

Ms Katharina von Schnurbein, European Coordinator on combating anti-Semitism, European Commission.

Mr Leon Saltiel, Representative at UN Geneva and UNESCO, and Coordinator on countering antisemitism for the World Jewish Congress.

Ms Lynn Davis, Emeritus Professor of International Education, University of Birmingham.

Ms Marija Vasileva-Blazev, Special Advisor, Office of the Secretary-General's Envoy on Youth.

Ms Mona Rishmawi, Chief of the Rule of Law, Equality and Non-Discrimination, OHCHR.

Ms Naglaa Elemary, Professor of Media Studies, British University in Egypt.

Mr Nicholas Ceolin, Communication Lead, Office of the Secretary-General's Envoy on Youth.

Mr Olunusesi Suraj, Coordinator, UNESCO University Network on Media and Information Literacy & Intercultural Dialogue, Senior Lecturer, Department of Mass Communication, Faculty of Social Science, University of Lagos.

Mr Omar Costilla Reyes, Postdoctoral research fellow at MIT on Neuroscience and Artificial Intelligence.

Ms Patricia Melendez, Head of Civic Space, ARTICLE 19.

Mr Peder Nustad, Head of Education, Center for Holocaust and Minorities Studies.

Mr Rubén Ávila, Education and Research Officer, the International Lesbian, Gay, Bisexual, Transgender, Queer & Intersex Youth and Student Organisation (IGLYO).

Ms Susan Benesch, Founder and Director, Dangerous Speech Project and Faculty Associate, Berkman Klein Center for Internet and Society at Harvard University.

Mr Vernor Muñoz Villalobos, Head of Policy and Advocacy, Global Campaign for Education and Former Special Rapporteur on the Right to Education.

Ms Victoria Ibiwoye, Youth Representative on the SDG-Education 2030 Steering Committee.

Mr Vivek Venkatesh, UNESCO Chair in the Prevention of radicalization and violent extremism and Director, Centre for the Study of Learning and Performance.

Ms Yangsook Lee, Deputy Head, Institute of Global Citizenship Education, Asia-Pacific Centre of Education for International Understanding (APCEIU).

Education as a tool for prevention: Addressing and countering hate speech

Expert meeting: 13-18 May 2020

Addressing and countering hate speech is a multi-layered endeavour, which includes tackling its root causes and drivers, preventing it from translating into violence and dealing with its wider societal consequences.

Within the framework of the Education 2030 Agenda, and more specifically target 4.7 of Sustainable Development Goal 4 (SDG 4), as well as the United Nations Strategy and Plan of Action on Hate Speech – which places specific emphasis on the role of education as a tool for addressing hate speech – UNESCO and the United Nations Office on the Prevention of Genocide and the Responsibility to Protect (OSAPG) convened a series of virtual meetings of experts from 13 to 18 May 2020. This report highlights some of the key discussion areas and unpacks the role of education as a preventive tool. It argues that strengthening educational responses to build the resilience of learners to exclusionary rhetoric and hate speech is paramount for sustainable development and peace for all.

Stay in touch

Section of Education

UNESCO
7, place de Fontenoy
75352 Paris, France

🌐 **https://on.unesco.org/globalconvention**

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