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

Report of the Ad Hoc Committee of the Human Rights Council on the Elaboration of Complementary Standards to the International Convention on the Elimination of All Forms of Racial Discrimination on its fifteenth session*

Chair-Rapporteur: Kadra **Ahmed Hassan** (Djibouti)

Summary

The present report is submitted pursuant to Human Rights Council decision 3/103 and Council resolutions 6/21 and 10/30. The report is a summary of the proceedings of the fifteenth session of the Ad Hoc Committee of the Human Rights Council on the Elaboration of Complementary Standards to the International Convention on the Elimination of All Forms of Racial Discrimination.

* The annexes to the present report are being circulated in the language of submission only.



I. Introduction

1. The Ad Hoc Committee of the Human Rights Council on the Elaboration of Complementary Standards to the International Convention on the Elimination of All Forms of Racial Discrimination submits the present report pursuant to Council decision 3/103 and Council resolutions 6/21 and 10/30.

II. Organization of the session

2. In line with Human Rights Council resolution 57/25, the annual session of the Ad Hoc Committee was, for the first time, split into two one-week segments. Given the constraints arising from the financial and liquidity situations, the United Nations had adopted several measures, including reducing meeting time for all United Nations organs and bodies, which impacted on the work of the Ad Hoc Committee. Notably, the first segment of the session was reduced to 6 meetings instead of 10, which were held from 9 to 11 April 2025. The second segment took place from 26 to 30 May 2025.

A. Attendance

3. The session was attended by representatives of Member States, a non-Member Observer State, intergovernmental organizations, non-governmental organizations in consultative status with the Economic and Social Council, and other non-governmental organizations (see annex II).

B. Opening of the session

4. The fifteenth session was opened by the Chief of the Rule of Law, Equality and Non-Discrimination Branch at the Office of the United Nations High Commissioner for Human Rights. He emphasized that racism, racial discrimination, xenophobia and related intolerance remained deeply entrenched in societies worldwide and was rooted in historical injustices such as the legacy of enslavement, the transatlantic slave trade, colonialism and successive racially discriminatory practices. He underscored the persistence of racial profiling, hate speech and xenophobic narratives, particularly targeted at marginalized groups such as people of African and Asian descent, Indigenous Peoples, migrants, refugees, and minorities such as Roma. He expressed concern over the continued spread of dehumanizing narratives targeted at migrants in political discourse, the media and public debate across many countries. Racial profiling remained a widespread concern in law enforcement, disproportionately affecting marginalized racial and ethnic groups through practices such as identity checks and stop-and-search. These practices undermined public trust and contributed to systemic overpolicing. He called on States to prohibit racial profiling by adopting clear guidelines and reviewing laws that may enable such practices. He also stressed the need to strengthen international and national human rights frameworks to achieve racial equality and eliminate all forms of racial discrimination. Finally, he highlighted the critical role of the Ad Hoc Committee in enhancing protection for victims of racism, racial discrimination, xenophobia and related intolerance, as outlined in the Durban Declaration and Programme of Action.

C. Election of the Chair-Rapporteur

5. At its 1st meeting, held on 9 April 2025, the Ad Hoc Committee elected Kadra Ahmed Hassan, Ambassador and Permanent Representative of Djibouti to the United Nations Office and other international organizations in Geneva, as its Chair-Rapporteur, by acclamation.

6. The Chair-Rapporteur opened the fifteenth session by expressing gratitude for her re-election and reaffirmed her commitment to inclusive and constructive discussions in support of the Ad Hoc Committee's mandate. She recalled that at its fourteenth session, the Ad Hoc Committee had heard presentations from legal experts and engaged in discussions

on legal questions concerning the role of criminal and civil law in addressing acts of a racist and xenophobic nature, particularly under article 4 of the International Convention on the Elimination of All Forms of Racial Discrimination. The Ad Hoc Committee also discussed key issues such as intersectionality, xenophobia, racial profiling, and discrimination based on religion or belief. Furthermore, it addressed procedural safeguards for accused persons, rights of victims, access to justice, and the right to remedy. The Ad Hoc Committee adopted conclusions and recommendations, in which it called for continued engagement with legal experts to provide further advice to the Chair-Rapporteur on the issues outlined in paragraphs 129 and 130 of the report on its fourteenth session.¹

7. The Chair-Rapporteur urged the Ad Hoc Committee to make substantive progress in fulfilling its mandate to elaborate, as a matter of priority and necessity, complementary standards in the form of a convention or additional protocol(s) to the Convention, as outlined in Human Rights Council decision 3/103 and Council resolutions 6/21 and 10/30. Resolutions 71/181 of the General Assembly and 34/36 of the Human Rights Council called upon the Chair-Rapporteur of the Ad Hoc Committee to ensure the commencement of the negotiations on the draft additional protocol to the Convention, criminalizing acts of a racist and xenophobic nature. In this context, she emphasized the importance of deepening legal discussions and expressed hope that the expert presentations would facilitate meaningful advancement.

8. Acknowledging that racism remained a persistent global challenge, she encouraged delegations to stay actively engaged in combating racism, racial discrimination, xenophobia and related intolerance. She affirmed that tangible progress was achievable through open dialogue and a shared commitment to justice and equality.

D. Adoption of the agenda

9. At its 1st meeting, held on 9 April 2025, the Ad Hoc Committee adopted the following agenda for its fifteenth session:

1. Opening of the session.
2. Election of the Chair-Rapporteur.
3. Adoption of the agenda and programme of work.
4. Presentations by legal experts on the issues listed in paragraph 129 of the report of the Ad Hoc Committee on its fourteenth session and discussion thereon.
5. Presentations by legal experts on the issues listed in paragraph 130 of the report of the Ad Hoc Committee on its fourteenth session and discussion thereon.
6. Introduction of and discussion on the Chair's updated draft document concerning the possible scope, terms, elements and structure of the draft additional protocol to the Convention criminalizing acts of a racist and xenophobic nature.
7. Discussion on the conclusions and recommendations of the session.
8. Adoption of the conclusions and recommendations of the session.

E. Organization of work

10. At its 1st and 7th meetings, held on 9 April 2025 and 26 May 2025, the Ad Hoc Committee adopted the programme of work for each segment of the fifteenth session, respectively (annex I).

11. At the 1st meeting, the Chair-Rapporteur invited delegates to make general statements. Delegations congratulated the Chair-Rapporteur on her re-election and made general statements.

¹ [A/HRC/57/69](#).

12. The representative of Pakistan, speaking on behalf of the Organization of Islamic Cooperation (OIC), stated that OIC member States reaffirmed their unwavering support for the mandate of the Ad Hoc Committee. He emphasized that the mandate had grown in significance in the light of rising racism, xenophobia, hate speech and religious intolerance, particularly Islamophobia. He stressed the need for legislative measures to address existing legal gaps to protect victims of hate crimes. He reiterated the importance of a robust response to discrimination on the basis of religion or belief in the additional protocol. The representative of Pakistan requested the Chair-Rapporteur to present a draft protocol to initiate negotiations and reiterated his country's commitment to constructive participation and discussion.

13. The representative of the European Union reaffirmed the commitment of the European Union to the International Convention on the Elimination of All Forms of Racial Discrimination and to the global fight against racism, racial discrimination, xenophobia and related intolerance. She noted that with 182 States Parties, the Convention – a landmark treaty safeguarding the rights to equality and dignity for all – was approaching universal ratification, and she encouraged the remaining States to ratify it. She emphasized that the European Union had a strong legal framework addressing racial discrimination, which included provisions against incitement to violence or hatred, and measures to combat online hate speech. She noted that those initiatives were undertaken within the framework of the Convention, which should be interpreted in conjunction with other relevant international instruments. She reiterated the position of the European Union that there was no need for complementary standards or an additional protocol. She reiterated the commitment of the European Union to actively and constructively engage in the work of the Ad Hoc Committee.

14. The representative of Ghana, speaking on behalf of the African Group, expressed concern over the reduced programme of work, noting that this limited engagement and interaction with the legal experts. She emphasized that the fifteenth session presented an important opportunity to address procedural gaps identified in the Convention and to tackle contemporary forms of racial discrimination effectively. She referred to paragraph 199 of the Durban Declaration and Programme of Action and reaffirmed the commitment of the African Group to combating racism in all its forms, including xenophobia, Afrophobia, religious intolerance and racial profiling. She referred to the responsibility of States to provide protection to victims through remedies and to eliminate impunity for acts of racism. She underscored the importance of multilateral principles, such as transparency, inclusiveness and compromise, and reaffirmed the commitment of the African Group to working with all stakeholders to advance the implementation of the Durban Declaration and Programme of Action.

15. The representative of South Africa said that his country aligned itself with the statement delivered on behalf of the African Group and welcomed the implementation of General Assembly resolution 79/161, adopted in December 2024, which allowed the session of the Ad Hoc Committee to be split into two full one-week segments to enhance interaction with experts and make optimal use of the time and resources allocated to this mechanism. He emphasized that the fifteenth session offered an opportunity to reflect on substantive and procedural gaps in the Convention and reiterated the urgent need to elaborate complementary standards, as mandated by paragraph 199 of the Durban Declaration and Programme of Action. He highlighted key contemporary manifestations of racism, including xenophobia, Islamophobia, antisemitism, racial profiling, the propagation of racism and xenophobia online, and incitement to racial, ethnic and religious hatred. He stressed the importance of protecting victims, ensuring accountability and eliminating impunity.

16. The representative of Ethiopia said that his country aligned itself with the statement made on behalf of the African Group and reaffirmed its support for the mandate of the Ad Hoc Committee. He emphasized that current international frameworks did not adequately address contemporary forms of racism and racial discrimination, which continued to affect millions of people globally. He expressed concern over the rise of hate speech, xenophobia and extremist ideologies, and highlighted persistent structural inequalities and systematic discrimination. He stressed the urgent need for contemporary standards to fill protection gaps and called on Member States to engage with openness and cooperation. He reaffirmed the commitment of Ethiopia to the work of the Ad Hoc Committee and the country's readiness

to contribute to a robust, unified, legally binding framework to combat all forms of racial discrimination and intolerance.

17. The representative of Algeria noted that the session offered an opportunity to reflect on the enduring challenges of racial discrimination. She expressed concern over the resurgence and proliferation of contemporary forms of racism, racial discrimination, xenophobia and related intolerance, which continued to pose serious threats to the enjoyment of human rights and fundamental freedoms. She underscored the urgent need to take effective measures to address the persistence of racism and racial discrimination, and emphasized the need for stronger political will and commitment to a comprehensive and integrated approach to combat those issues in all their contemporary forms. She called for concrete action in the process of elaborating complementary standards, reaffirmed the support of Algeria for that process and pledged its constructive engagement throughout the session.

18. The representative of Brazil reaffirmed her country's unwavering commitment to the fight against racism, racial discrimination, xenophobia and related intolerance. She emphasized that Brazil recognized that racist acts, whether expressed through hate speech, conduct or systemic structures, constituted serious violations of human rights. She highlighted the legal framework of Brazil, which criminalized racism, and underscored the importance of combating racism as essential to realizing the right to development and advancing the 2030 Agenda for Sustainable Development. She noted that the work of the Ad Hoc Committee contributed meaningfully to strengthening the multilateral system by advancing complementary standards. She reiterated the commitment of Brazil to engaging in open and constructive dialogue in pursuit of meaningful, lasting and transformative solutions.

19. The representative of Egypt said that her country aligned itself with the statements delivered on behalf of OIC and on behalf of the African Group, reaffirming support for the Ad Hoc Committee as a key platform to advance complementary standards. She stressed the need to address normative and implementation gaps in combating contemporary forms of racism, including religious intolerance. She emphasized the importance of demonstrating stronger political will to combat all forms of racial discrimination. She expressed concern over the alarming and persistent resurgence of racism, racial supremacy and religious intolerance, which were sustained by political narratives rooted in fear and exclusion. She underscored the importance of a robust response to discrimination and hatred based on religion and belief, including Islamophobia. She advocated for the early commencement of intergovernmental negotiations on the basis of a zero draft additional protocol.

20. The representative of the Bolivarian Republic of Venezuela reiterated support for the work of the Ad Hoc Committee, emphasizing its role in addressing existing gaps and advancing efforts to eradicate all forms of contemporary racism. He highlighted the constitutional and legal frameworks of the Bolivarian Republic of Venezuela aimed at combating racial discrimination. He recalled that the Durban Declaration and Programme of Action called on States to address discrimination against migrants and to counter xenophobic acts and sentiments. In that context, he referred to the deportation of Venezuelan migrants from the United States of America to El Salvador. He reaffirmed his country's strong commitment to continued actions against racism, racial discrimination, xenophobia and related intolerance.

21. The representative of Sierra Leone said that his country aligned itself with the statement made on behalf of the African Group and referred to General Assembly resolution 79/161, which underscored the importance of elaborating complementary standards to combat contemporary forms of racism, racial discrimination, xenophobia and related intolerance. He referred to the impact of the current liquidity crisis on the work of the Ad Hoc Committee. He emphasized the need for inclusive and constructive dialogue that reflected the lived experiences of those affected by racial injustice. Highlighting the urgency of addressing legal gaps, particularly in addressing racial profiling, hate speech and digital manifestations of racism, he called for a focused, transparent and consensus-driven leading process to a draft additional protocol.

22. The representative of the Dominican Republic reaffirmed her country's commitment to the work of the Ad Hoc Committee and to actively combating racism, racial discrimination, xenophobia and related forms of intolerance. She highlighted national constitutional and

legal measures adopted aimed at upholding human dignity for all, regardless of background, race or belief. She emphasized that the work of the Ad Hoc Committee was essential to strengthening the international framework for addressing contemporary forms of racial discrimination, particularly those affecting the most marginalized groups in society. She reiterated the support of the Dominican Republic for a substantive, constructive and cooperative dialogue throughout that process.

23. The representative of Togo said that his country aligned itself with the statement delivered on behalf of the African Group. He emphasized that the mandate of the Ad Hoc Committee reflected the commitment of the international community to collective action in promoting equality and eliminating racial stereotypes. He reaffirmed the proactive engagement of Togo with the work of the Ad Hoc Committee to strengthen the international anti-racism legal framework.

24. The representative of Iraq reaffirmed his country's support for the work of the Ad Hoc Committee. He highlighted national constitutional and legal measures aimed at combating racial discrimination. He welcomed discussions about an additional protocol, emphasizing its potential to strengthen international efforts to promote equality and uphold the dignity of all.

F. Commemorative session marking the sixtieth anniversary of the International Convention on the Elimination of All Forms of Racial Discrimination

25. As part of the year-long campaign launched on 21 March 2025 to commemorate the sixtieth anniversary of the adoption of the International Convention on the Elimination of All Forms of Racial Discrimination, the Ad Hoc Committee held a special commemorative session during its third meeting, on 10 April. The event provided an opportunity to reflect on the Convention's achievements, assess the current state of racial discrimination globally, and explore how complementary standards can enhance its effectiveness in addressing contemporary forms of racism and racial discrimination.

26. The commemorative session comprised opening remarks by the United Nations Deputy High Commissioner for Human Rights; a statement by the Ambassador and Permanent Representative of Guatemala, Francisco Calí Tzay; a pre-recorded video message from the Chair of the Committee on the Elimination of Racial Discrimination, Michał Balcerzak; a pre-recorded message from the Special Rapporteur on contemporary forms of racism, racial discrimination, xenophobia and related intolerance, Ashwini K.P.; and remarks by the Senior Programme Manager of the International Service for Human Rights, Salma El-Hosseiny.

27. In her opening remarks, the Deputy High Commissioner acknowledged that, while the Convention and the recommendations of the Committee on the Elimination of Racial Discrimination had been instrumental in setting international standards and guiding States in fulfilling their obligations, the world continued to face persistent and evolving challenges that perpetuated racial discrimination. She emphasized the dynamic nature of racism globally, highlighting its pernicious effects across all sectors of society and in every region of the world, and particularly its impact on peace, development and human dignity. She stressed that the adoption of complementary legal standards would reinforce the existing framework to address contemporary manifestations of racism, including hate speech, racial cybercrime and xenophobia. Emphasizing the need for renewed political will to fulfil obligations under the Convention, she urged States to take concrete actions, such as advancing reparatory justice, promoting inclusive policymaking, collecting and utilizing disaggregated data, and implementing education initiatives, to combat racial discrimination effectively and promote equality for all.

28. The Ambassador and Permanent Representative of Guatemala emphasized the historical significance and lasting relevance of the Convention in the global fight against racism and racial discrimination. He highlighted its foundational principles, including the rejection of racial superiority. Drawing on his extensive experience, he underscored the need for a more thorough analysis of national legislation, enhanced educational efforts and

initiatives, and the implementation of inclusive policies to effectively address systemic racism, xenophobia and exclusion. He also reaffirmed the vital role of the Committee on the Elimination of Racial Discrimination in interpreting the Convention and monitoring State compliance and called for renewed commitment from all stakeholders to uphold the Convention's vision of equality and justice for all.

29. The Chair of the Committee on the Elimination of Racial Discrimination emphasized the Convention's enduring significance as a foundational human rights treaty and a cornerstone for upholding equality and dignity. He described it as a living instrument that must continue to evolve in order to address contemporary forms of racial discrimination. He highlighted the crucial role of the Ad Hoc Committee in ensuring that the Convention remained robust and responsive to emerging contemporary forms of racial discrimination, including xenophobia, religious intolerance and systemic exclusion. Reaffirming the support of the Committee on the Elimination of Racial Discrimination for this work, he stressed the importance of multilateral cooperation and the active engagement of States. He underscored that States, as the lawmakers of international human rights law, bore responsibility for the effectiveness and legitimacy of the global framework. He concluded by calling for the anniversary to serve as a catalyst for renewed action and tangible progress towards racial equality.

30. The Special Rapporteur on contemporary forms of racism, racial discrimination, xenophobia and related intolerance acknowledged the historic significance and transformative potential of the Convention, while urging honest reflection on the persistent global failures to eliminate racial discrimination. She emphasized that the Convention remained a vital global framework for addressing diverse forms of racial and ethnic discrimination, recognizing the roots of these in colonialism, white supremacy and systemic oppression. It had empowered historically marginalized communities to assert their experiences within international human rights discourse, offering both legal recognition and affirmation. Expressing concern about growing resistance to international human rights mechanisms and about the normalization of racism, xenophobia, Islamophobia and antisemitism, she stressed that the elaboration of complementary standards presented a crucial opportunity to strengthen and modernize the Convention. She noted that these standards were essential in addressing gaps related to structural discrimination, intersectionality and contemporary manifestations of racism. She concluded by calling for renewed political will to ensure that racial equality was embedded not only in law, but also in practice and culture, honouring the legacy of those who had long fought for dignity, equality and justice.

31. The representative of the International Service for Human Rights presented the work of the United Nations Anti-Racism Coalition, an international coalition of national, regional and international non-governmental organizations, social movements and human rights defenders, created and led by Africans and people of African descent. She emphasized the urgent need to address systemic racism, particularly anti-Black racism rooted in colonialism and the transatlantic slave trade. She underscored the persistent and growing nature of structural and intersectional racism globally, especially against Africans and people of African descent. She pointed to the lack of disaggregated data, systemic police violence, and the failure of States to enact meaningful reforms or provide reparations. Highlighting the African Union's 2025 theme of justice for Africans and people of African descent through reparations, she called for global reparatory justice as a central response to the legacies of colonialism and slavery. She urged States to adopt a structural, victim-centred approach to addressing historical injustices and ongoing racial inequalities, placing the voices of affected communities at the heart of policymaking and accountability efforts.

32. During the discussion, representatives of Algeria, Brazil, Ecuador, Egypt, Eritrea, Ethiopia, the Gambia, Ghana (on behalf of the African Group), India, Iran (Islamic Republic of), Iraq, Namibia, Pakistan, Sierra Leone, South Africa, Spain and Venezuela (Bolivarian Republic of), and of the European Union, made statements reaffirming their commitment to the Convention and emphasizing the need to strengthen its implementation.

33. States such as Algeria, Egypt, Eritrea, Ethiopia, the Gambia, Ghana (on behalf of the African Group), Namibia and South Africa highlighted the enduring impact of colonialism, slavery and apartheid, and the need for reparatory justice and for full implementation of the

Convention and the Durban Declaration and Programme of Action. Several States, including Algeria, Ecuador, India, Namibia, South Africa and Spain, shared national legislative and institutional measures that they had taken to combat racial discrimination and promote equality, while also acknowledging persistent structural challenges.

34. States such as Iran (Islamic Republic of) and Iraq raised concerns about racial discrimination in the context of international conflicts. Some States, including Ecuador, Egypt, the Gambia, Spain and Venezuela (Bolivarian Republic of), highlighted discrimination against migrants. The European Union emphasized the persistence of racial discrimination and its profound impact on individuals and societies, and highlighted the importance of political will, stronger enforcement of existing legislation, and a collective commitment to lasting change. Several States, including Brazil, Ecuador, Egypt, Eritrea, Ethiopia, the Gambia, Ghana (on behalf of the African Group), Pakistan, Sierra Leone and South Africa, emphasized the importance of elaborating standards that were complementary to the Convention as a necessary step to address contemporary forms of racism and close existing normative gaps, and reaffirmed their support for the work of the Ad Hoc Committee in that regard.

35. States widely called for enhanced international cooperation and victim-centred approaches to ensure that historically marginalized communities were placed at the heart of efforts to address racial discrimination. The commemorative session underscored that, while the Convention remained a foundational instrument, evolving global challenges demanded renewed commitment, legal innovation and multilateral solidarity to eliminate racial discrimination in all its forms.

36. In her closing remarks, the Chair-Rapporteur expressed deep appreciation to all participants, speakers and Member States for their contributions to the commemorative session marking the sixtieth anniversary of the Convention. She emphasized the importance of reaffirming commitment to the principles of the Convention and of taking concrete legal and practical actions to combat racial discrimination. Furthermore, she highlighted the role of the Ad Hoc Committee in ensuring that the Convention remained responsive to contemporary challenges, and called for continued international cooperation and solidarity to build a world rooted in dignity, equality and respect for all.

III. Discussions

A. Presentations and discussion with legal experts during the first segment of the session

37. During the 2nd and 4th meetings of the first segment of the fifteenth session, held on 9 and 10 April 2025, the Ad Hoc Committee considered agenda items 4 and 5. This included presentations by legal expert Joanna Botha, Professor of Public Law at Nelson Mandela University in South Africa, on issues contained in paragraphs 129 (a) and 130 (a) and (c) of the report on the fourteenth session of the Ad Hoc Committee. The Committee also heard a presentation by Pablo Ceriani Cernadas, Vice-Chair of the Committee on the Protection of the Rights of All Migrant Workers and Members of Their Families.

Discussion on the list of acts of a racist and xenophobic nature

38. At its 2nd meeting, the Ad Hoc Committee heard a presentation contained in a video message by Ms. Botha, who recalled that an additional protocol to the Convention would help to better define States' obligations regarding the criminalization of hate speech and hate crimes. She explained that the conducts listed in article 4 could be grouped into three main offences: (a) hate speech; (b) hate crimes; and (c) participation in organizations that promoted racial hatred or discrimination. She outlined the elements relevant to defining those offences and reiterated that criminal penalties should not be the sole response to racism, highlighting the Convention's broader support for educational and remedial measures.

39. The representatives of India, Pakistan, South Africa, Togo and Venezuela (Bolivarian Republic of), and of the European Union, made statements.

Discussion on the different options for grounds on which xenophobia could be prohibited and criminalized

40. At the same meeting, the Ad Hoc Committee heard presentations by Ms. Botha and Mr. Ceriani Cernadas on the issue of xenophobia. In her presentation, Ms. Botha emphasized that xenophobia was not explicitly addressed in any international treaty, including the Convention. Instead, it was typically subsumed under racial discrimination, which limited the ability to address xenophobia as a distinct and targeted form of harm based on foreignness or perceived foreignness. She outlined several options to address that gap, including the explicit listing of “foreignness” as a prohibited ground in the draft additional protocol. That approach would require amending article 1 of the Convention and would enable xenophobic discrimination to be addressed directly in international human rights law.

41. Mr. Ceriani Cernadas presented the work of the Committee on the Protection of the Rights of All Migrant Workers and Members of their Families, highlighting the development of a joint general comment on xenophobia together with the Committee on the Elimination of Racial Discrimination. He emphasized the broad impact of xenophobia, not only on migrants and their families but also on non-migrant populations, particularly on racialized groups. He explained that both Committees had expressed concerns over the growing trend of xenophobia and racial discrimination, noting their detrimental effects on social cohesion, inclusion and human development, which ultimately hindered peaceful and inclusive community development.

42. The representatives of Colombia, Pakistan and Saudi Arabia, and of the European Union, made statements.

Discussions on the definition of profiling and elements for the criminalization of racial profiling

43. At its 4th meeting, held on 10 April 2025, the Ad Hoc Committee heard and discussed a presentation by Ms. Botha.

44. Ms. Botha emphasized the importance of adopting a broad and intersectional understanding of profiling. She noted that profiling was not confined to race or ethnicity but frequently involved multiple and intersecting grounds of identity, including religion, gender, language and nationality. Moreover, profiling occurred across a wide range of contexts, such as healthcare, education and public services. Ms. Botha stressed that the definition of profiling should be aligned with article 1 (1) of the Convention to ensure comprehensive protection against all forms of discrimination.

45. The representatives of Pakistan, South Africa, Togo and the United Kingdom of Great Britain and Northern Ireland, and of the European Union, made statements.

Discussion on the Chair’s updated draft document and on the preliminary conclusions and recommendations

46. At its 5th meeting, held on 11 April 2025, the Chair-Rapporteur presented a preliminary Chair’s updated draft document. She highlighted a few changes and proposals that had been introduced, reflecting the discussions held during the two previous days. The representatives of Brazil, Pakistan and South Africa, and of the European Union, made comments.

47. At its 6th meeting, also held on 11 April 2025, the Ad Hoc Committee discussed the preliminary conclusions and recommendations. It agreed to focus on the criminalization of hate speech and hate crimes, and to address participation in organizations that promote and incite racial discrimination, while emphasizing that criminal sanctions should be reserved for the most serious cases. The Ad Hoc Committee also acknowledged the need to address racial profiling and xenophobia and called for further clarification during the second segment regarding legal definitions, effective measures to combat these issues, and the inclusion of broader and intersectional grounds of discrimination.

B. Presentations and discussion with legal experts during the second segment of the session

48. The second segment of the session was opened by the Chair-Rapporteur at the 7th meeting of the session, held on 26 May 2025. She recalled the discussions and preliminary conclusions and recommendations reached during the first segment. She noted that the second segment would benefit from the contributions of legal experts, namely Beatrice Bonafe, Professor of International Law at La Sapienza University, Rome; Joanna Botha, Professor of Public Law at Nelson Mandela University, South Africa; and Li-Ann Thio, Provost's Chair and Professor of Law at the National University of Singapore. She said that the Ad Hoc Committee would also hear from Michał Balcerzak, Professor of International Human Rights Law at Nicolaus Copernicus University, Poland, who would take part in his capacity as an academic expert rather than as Chair of the Committee on the Elimination of Racial Discrimination. The experts provided legal advice on key elements, including draft provisions and definitions, to make progress in elaborating a draft protocol to the Convention. The Chair-Rapporteur reiterated her call for renewed commitment to developing complementary standards to the Convention, in response to the evolving nature of racial discrimination.

49. Ibrahima Guissé, member of the Committee on the Elimination of Racial Discrimination and that Committee's focal point for the Ad Hoc Committee, took part in the opening session of the second segment. He emphasized that racial discrimination today was increasingly complex and required stronger legal responses. He highlighted the persistent gaps in the legal definitions of key concepts such as xenophobia, racial profiling, hate speech and hate crimes. Mr. Guissé noted that the Committee on the Elimination of Racial Discrimination had initiated development of the above-mentioned general recommendation on xenophobia, recognizing its growing relevance and the current lack of a clear legal definition in international law. He also underscored the importance of adopting intersectional approaches, particularly in addressing discrimination faced by ethno-religious groups.

Discussion on further clarifications requested at the first segment

50. During the 7th meeting, Ms. Botha provided further information and clarification with regard to how profiling or racial profiling could be addressed in the draft additional protocol. She highlighted the different types of legal measures that could be used to address issues of racial profiling. She emphasized that criminal measures should be reserved for serious cases, and underscored that the use of remedial measures, as well as awareness-raising measures in that context, was encouraged.

51. The representatives of Colombia, Iran (Islamic Republic of) and South Africa, and of the Council of Europe and the European Union, made statements.

52. During the 8th meeting, held on 26 May 2025, Ms. Botha provided further information and clarification on xenophobia and xenophobic discrimination. She explained that xenophobia was a form of discrimination targeting individuals perceived as foreigners or outsiders, often based on identity-related grounds such as race, ethnicity or nationality. She emphasized that xenophobia often manifested in indirect forms of discrimination. She stressed the need for a strong legal response grounded in human rights, education and prevention, while using criminal law only for the most serious cases. She also called for the development of clearer international legal standards to address xenophobia directly, particularly when it resulted in exclusion or violence.

53. The representative of South Africa made a statement.

Discussion on proposed definitions of acts of a racist and xenophobic nature, with elements for their criminalization

54. At the same meeting, Ms. Botha also discussed article 4 of the Convention, outlining three key offences: hate speech, hate crimes, and participation in organizations promoting racial discrimination. She emphasized the need for clear legal definitions, especially for hate speech. To that end, she proposed defining hate speech through six cumulative elements: (a) expressive conduct; (b) advocacy of hatred; (c) intent; (d) targeting based on prohibited

grounds; (e) incitement to harm; and (f) resulting direct or systemic harm. She explained that hate crimes were ordinary criminal offences committed with a bias motive, such as targeting an individual on the basis of race or nationality, and were subject to enhanced penalties to reflect the identity-based harm inflicted. Ms. Botha also highlighted the complexity of criminalizing participation in racist organizations, cautioning against vague legal provisions that could infringe on the freedoms of expression and association. She called for the adoption of precise legal standards and emphasized the importance of proper training for law enforcement officials to ensure effective and equitable implementation.

55. The representatives of Colombia and Venezuela (Bolivarian Republic of), and of the European Union, made statements.

Discussion on terms and notions that could be integrated into the draft additional protocol

56. During the 9th meeting, held on 27 May 2025, the Ad Hoc Committee heard from Mr. Balcerzak.

57. In his presentation, Mr. Balcerzak outlined key proposals for provisions to be included in a draft additional protocol to the Convention, with a focus on combating racial profiling, algorithmic bias and xenophobia. He stressed the need for a clear legal definition of racial profiling, including practices driven by artificial intelligence, and called for specific State obligations, such as the establishment of oversight mechanisms, the provision of remedies for victims, and training on implicit bias. He emphasized the importance of recognizing “foreignness” as a prohibited ground of discrimination and proposed the criminalization of public incitement to xenophobic hatred. Mr. Balcerzak underscored the need for a holistic, forward-looking approach that balanced legal precision with practical implementation across diverse legal systems.

58. The representative of the European Union made a statement.

Discussion on elements of draft provisions, concerning non-criminal measures in response to, and for prevention of, the commission of acts of a racist and xenophobic nature

59. At the same meeting, the Ad Hoc Committee heard from Ms. Thio. She stressed the need for a comprehensive, non-criminal approach to addressing racist and xenophobic acts, complementing criminal prosecution. She emphasized that restorative justice, education, reconciliation and community-based initiatives could foster dialogue and healing between offenders, victims and communities. She underscored that non-criminal measures were particularly suitable for less severe or first-time offences and aimed to address root causes, promote empathy and prevent recurrence. Those approaches prioritized moral accountability, social cohesion and respect for human dignity over punitive responses.

60. The representative of the European Union made comments.

Discussion on elements of personal jurisdiction and on elements of draft provisions, concerning procedural guarantees for the accused

61. During the 10th meeting, held on 27 May 2025, the Ad Hoc Committee heard from Ms. Bonafe, who explained the concept of personal jurisdiction in international criminal law. She focused on two key principles: active personality (jurisdiction based on the nationality of the offender) and passive personality (jurisdiction based on the nationality of the victim). She highlighted how those principles complemented territorial jurisdiction, especially in addressing crimes with cross-border elements, such as hate crimes and cybercrime. She emphasized the need for codifying those principles in a future protocol in order to ensure consistency and legal certainty across jurisdictions. She presented concrete elements for draft provisions on those issues.

Discussion on elements of draft provisions, concerning procedural guarantees for the accused

62. At the same meeting, Ms. Bonafe referred to the essential procedural guarantees that must be afforded to individuals accused of crimes under international law, with a focus on the right to a fair trial. She emphasized the convergence of international human rights law and international criminal law in establishing core protections such as the presumption of innocence, the right to legal counsel, the right to be informed of charges, and the right to a public and impartial hearing. Those guarantees applied at all stages of criminal proceedings. She proposed elements for draft provisions to be included in a future draft additional protocol to ensure that those rights were uniformly upheld and effectively implemented.

63. The Ad Hoc Committee also discussed concrete proposals for the definitions of the offences of hate speech and hate crimes, which could be included in the draft additional protocol to the Convention.

64. The representatives of Colombia and Venezuela (Bolivarian Republic of), and of the European Union, made comments.

Discussion on elements of draft provisions, concerning the rights of the victim

65. During the 11th meeting, held on 28 May 2025, the Ad Hoc Committee heard presentations from Ms. Bonafe. She outlined the evolving recognition of victims' rights in international law, focusing on victims' participation in criminal proceedings and entitlement to reparation. She highlighted the need for protective measures during trials, especially for vulnerable victims, and emphasized balancing those rights with the rights of the accused. She underscored the right to reparation, including restitution, compensation and rehabilitation, and the importance of both judicial and non-judicial remedies. She made concrete proposals on elements for draft provisions to include those rights.

Discussion on elements of draft provisions, concerning mitigating and aggravating factors for criminal liability

66. At the 12th meeting, held on 28 May 2025, Ms. Bonafe made a presentation on the role of mitigating and aggravating factors in sentencing under international law, emphasizing their importance in tailoring penalties to the gravity of the crime and to the individual circumstances of the convicted person. She outlined various personal and contextual factors that may influence sentencing, such as the degree of intent, cooperation with authorities, and the vulnerability of victims. She also presented drafting options for provisions for a future draft additional protocol to the Convention, including general clauses on appropriate penalties, specific lists of mitigating and aggravating factors, and provisions encouraging cooperation with authorities. In addition, Ms. Bonafe introduced elements for draft provisions on the duty to criminalize, the duty to establish and exercise criminal jurisdiction, and extradition.

67. During the same meeting, the Ad Hoc Committee, with support from Ms. Botha and Ms. Bonafe as legal experts, continued its discussions on concrete proposals for defining the offences of hate speech, hate crimes, racial profiling, xenophobia, and xenophobic discrimination. Those definitions were discussed, with a view to their possible inclusion in the draft additional protocol to the Convention.

68. The representatives of Colombia and Indonesia made comments.

Discussion on elements and grounds for exclusion from responsibility

69. At the 14th meeting, held on 29 May 2025, the Ad Hoc Committee heard a presentation from Ms. Thio. She examined the circumstances under which States, individuals and legal entities may be held responsible, or excluded from responsibility, for acts of a racist and xenophobic nature under international law. Ms. Thio outlined the obligations of States to prevent and respond to such acts, including those committed by private actors, and highlighted the importance of due diligence, attribution and effective remedies.

Discussion on aspects related to how to address discrimination on the basis of religion or belief

70. At the same meeting, Ms. Thio delivered a second presentation, focusing on how discrimination on the basis of religion or belief could be addressed in a future draft of an additional protocol to the Convention. She emphasized the historical and conceptual overlap between race and religion, particularly in cases of intersectional discrimination such as Islamophobia and antisemitism. Ms. Thio outlined three potential approaches: maintaining the current interpretive framework, broadening the definition of racial discrimination to encompass religion, or treating discrimination on the basis of religion or belief as an aggravating factor when it intersected with racial discrimination. She underscored the importance of balancing efforts to combat racial discrimination with the protection of freedom of expression and freedom of religion or belief.

71. Building on Ms. Thio's presentation, Ms. Botha reiterated that any additional protocol to the Convention should remain closely aligned with the Convention itself, and should serve to supplement it rather than to diverge from it, in order to maintain coherence between the two instruments. She emphasized that the inclusion of discrimination on the basis of religion or belief in the protocol should be grounded in its connection to ethnicity, a recognized ground of discrimination under the Convention.

IV. Introduction of and discussion on the Chair's updated draft document

72. At its 13th meeting, held on 29 May 2025, the Ad Hoc Committee considered agenda item 6, namely discussion on the Chair's draft document concerning the possible scope, terms, elements and structure of the draft additional protocol criminalizing acts of a racist and xenophobic nature.

73. The Chair-Rapporteur introduced a revised version of the Chair's updated draft document, explaining that it had been developed in collaboration with the legal experts. She outlined the changes made in each section and invited delegates to provide general remarks. She also presented the concrete elements of draft provisions introduced for further consideration, with a view to their inclusion in a draft additional protocol. Those draft provisions were explained and discussed during the second segment of the fifteenth session. She emphasized that the Chair's updated draft document outlined the scope, terms, elements and structure of a potential draft additional protocol to the Convention.

74. During that session, Ms. Bonafe clarified that participation in organizations that incited or promoted racial discrimination had not been introduced in the draft document as an independent offence. Instead, it was considered a mode of liability, a possible way of committing one of the offences defined, namely hate speech or hate crime. In that context, mere participation in such organizations was not sufficient to constitute a crime; rather, a material contribution and intent to commit one of the offences were required. That approach was designed to ensure consistency with article 4 of the Convention. The Chair-Rapporteur further emphasized that that approach also aimed to strike a balance with the rights to freedom of association and freedom of assembly.

75. The Chair also explained that certain sections of the draft Chair's document did not yet contain draft provisions, as they required further discussion and additional work within the Ad Hoc Committee. These included issues such as discrimination on the basis of religion or belief, and obligations concerning the non-criminal measures to be adopted.

76. She further clarified that the draft Chair's document was intended to facilitate interaction among delegates, encouraging them to bring in national perspectives and suggest elements that should be added or removed. That collaborative effort was aimed at shaping the text as the work progressed. The objective of the fifteenth session was to present a legally sound draft Chair's document that could serve as a foundation for further discussion and refinement at the sixteenth session. She underscored the importance of developing a modern, high-quality instrument that addressed existing gaps in the Convention and provided the

Committee on the Elimination of Racial Discrimination and Member States with appropriate guidance to tackle contemporary forms of racial discrimination.

V. Consideration and adoption of conclusions and recommendations of the session

77. At its 15th meeting, held on 30 May 2025, the Ad Hoc Committee considered and adopted the draft conclusions and recommendations, under agenda item 7.

78. The Chair-Rapporteur introduced a two-page text containing the draft conclusions and recommendations, explaining that it captured the discussions and progress made during the session and identified areas where a minimum level of convergence had emerged. She further noted that these were also based on the Chair's updated draft document, and invited delegates to discuss them. Regarding the areas of convergence, the legal experts – through the Chair's updated draft document – had started developing elements for draft provisions, which would be considered and discussed at the sixteenth session. She noted that some areas would need additional discussion and clarification from the legal experts.

79. The delegations of Colombia, Iran (Islamic Republic of), Iraq, Sierra Leone, South Africa and the United Kingdom, and of the European Union, made comments and suggestions on the proposed conclusions and recommendations and agreed on specific language to be included in the document. Delegates also expressed support for continued engagement with legal experts at the next session of the Committee, facilitated through the Chair-Rapporteur, and agreed to maintain the two one-week segment format for the sixteenth session.

80. The Chair-Rapporteur acknowledged the essential contributions of the legal experts in addressing issues raised during the fourteenth session, as reflected in the Chair's updated draft document. She noted that consensus had been reached on the proposed conclusions and recommendations. She expressed appreciation for the delegates' constructive engagement and invited them to formally adopt the conclusions and recommendations.

81. Following the adoption of the conclusions and recommendations by the delegates, the Chair-Rapporteur affirmed that she would proceed with the preparation of the report of the Ad Hoc Committee at its fifteenth session, for submission to the Human Rights Council at its sixtieth session.

82. In closing the session, the Chair-Rapporteur expressed appreciation for the active engagement and commitment of delegates throughout both segments of the fifteenth session. She highlighted the meaningful progress achieved, despite challenges, and reaffirmed the importance of continuing collective efforts towards elaborating an additional protocol. The Chair-Rapporteur emphasized the transitional nature of the fifteenth and upcoming sixteenth sessions, which were considered as essential steps in bridging past discussions with the start of drafting an additional protocol to the Convention. She underscored the need to address existing legal gaps through a modern, high-quality instrument that ensured effective protection against racial discrimination. While acknowledging the steps taken, she stressed that much more remained to be done to combat racial discrimination in all its forms. She emphasized that the elaboration of complementary standards through an additional protocol was essential to building a more comprehensive and effective international framework. She reminded delegates of the human impact at the heart of their mission and expressed confidence in the Committee's ability to fulfil its mandate.

VI. Conclusions and recommendations

83. **The Ad Hoc Committee welcomed the additional inputs and precise legal advice provided by legal experts during the session, particularly with regard to the concrete elements for draft provisions as requested in paragraphs 129 and 130 of the report on**

its fourteenth session.² The legal experts addressed, to the greatest extent possible during the current session, the requests made during the previous session.

84. Following the discussions held during its fifteenth session, and building on previous sessions, the Ad Hoc Committee reached consensus, in principle, that the draft additional protocol would address the conducts outlined in article 4 of the International Convention on the Elimination of All Forms of Racial Discrimination, summarized as follows:

- (a) Hate speech;
- (b) Hate crimes;
- (c) Participation in organizations that promote and incite racial discrimination.

85. The Ad Hoc Committee considered proposed definitions for the offences of hate speech and hate crimes, as well as options for addressing the question of participation in organizations that promoted and incited racial discrimination.

86. The Ad Hoc Committee considered that criminalization should be reserved for serious cases, with a preference for a holistic strategy to combat racial discrimination. While article 4 of the Convention provided for some conducts to be declared offences punishable by law, other provisions of the Convention supported a comprehensive approach, including through preventive measures, education and awareness-raising, as well as remedial measures.

87. The Ad Hoc Committee also agreed, in principle, that the draft additional protocol would address racial profiling and xenophobia. It considered concrete elements of draft provisions concerning measures to prevent and prohibit xenophobia and xenophobic discrimination, as well as the prohibition of racial profiling and its intersection with artificial intelligence. The Ad Hoc Committee further examined elements of draft provisions defining xenophobia, xenophobic discrimination and racial profiling.

88. The Ad Hoc Committee took note with appreciation of the updated version of the Chair's document on the scope, structure, terms and elements of the draft additional protocol to the International Convention on the Elimination of All Forms of Racial Discrimination criminalizing acts of a racist and xenophobic nature, prepared pursuant to paragraph 11 of Human Rights Council resolution 57/25.

89. The Ad Hoc Committee recommends that, in accordance with its mandate, legal experts representing diverse regions and legal systems continue to provide the Chair-Rapporteur with more developed inputs and precise legal advice in preparation for the sixteenth session. It also recommends that their interactive participation be ensured in future sessions.

90. The Ad Hoc Committee reached consensus, in principle, that with the assistance of the legal experts, it would further elaborate and discuss the concrete elements and draft provisions on:

- (a) Hate speech;
- (b) Hate crimes;
- (c) Participation in organizations that promote and incite racial discrimination;
- (d) Racial profiling;
- (e) Xenophobia and xenophobic discrimination;
- (f) Non-criminal measures in response to, and for prevention of, the commission of acts of a racist and xenophobic nature;

² [A/HRC/57/69](#).

(g) **Draft provisions that have been introduced in the Chair's updated draft document.**

91. **The Ad Hoc Committee requests concrete elements for discussion on:**

(a) **Approaches to addressing, within the draft additional protocol, discrimination on the basis of religion or belief, taking into account the intersectionality of various forms of discrimination, including as aggravating factors;**

(b) **Further measures to address, in the draft additional protocol, acts of a racist and xenophobic nature committed online and in cyberspace, including through digital tools, artificial intelligence and new technologies, and States' obligations and the liability of individuals and legal entities.**

Annex I

Programme of Work – First Segment (as adopted on 9 April 2025)

<i>Monday 07.04</i>	<i>Tuesday 08.04</i>	<i>Wednesday 09.04</i>	<i>Thursday 10.04</i>	<i>Friday 11.04</i>
		Item 1 Opening of the Session OHCHR	Commemorative session of the 60th anniversary of the adoption of ICERD	Item 6 continued Discussion on the Chairperson's draft document
		Item 2 Election of the Chairperson	Ms. Nada Al-Nashif, Deputy High Commissioner for Human Rights	
		Item 3 Adoption of the Programme of Work	H.E. Ambassador Francisco Cali Tzay, Permanent Representative of Guatemala	
		General statements	Mr. Michal Balcerzak, Chair of the Committee on the Elimination of Racial Discrimination (video message)	
			Ms. Ashwini K.P, Special Rapporteur on contemporary forms of racism, racial discrimination, xenophobia and related intolerance (video message)	
			Ms. Salma El Hosseiny, Senior Programme Manager, International Service for Human Rights	

10:00 – 13:00

Monday 07.04	Tuesday 08.04	Wednesday 09.04	Thursday 10.04	Friday 11.04
15:00 – 18:00		Item 4 Discussion on para. 129 (a) The list of acts of a racist and xenophobic nature, including but not limited to those listed in article 4 of the Convention, to be criminalized, taking into account the threshold of each act Pre-recorded video message Prof. J. Botha	Item 5 continued Discussion on para. 130 (a) Definition of profiling in criminal law, elements for the criminalization of racial profiling and objective and reasonable grounds on which the crime or offence of racial profiling would be excluded Pre-recorded video message Prof. J. Botha	Item 7 Discussion on preliminary conclusions and recommendations of the session
		Item 5 Discussion on para 130 (c) Different options for grounds on which xenophobia could be prohibited and criminalized, including as separate ground under the notion of foreignness Pre-recorded video message Prof. J. Botha Presentation by Mr. Pablo Ceriani, Vice-Chair of the Committee on the Protection of the Rights of All Migrant Workers and Members of their Families	Item 6 Discussion on the Chairperson's draft document	

Programme of Work – Second Segment (as adopted on 26 May 2025)

	<i>Monday 26.05</i>	<i>Tuesday 27.05</i>	<i>Wednesday 28.05</i>	<i>Thursday 29.05</i>	<i>Friday 30.05</i>
	Item 1	Item 4 continued	Item 4 continued	Item 4 continued	Item 7 continued
	Opening of the second segment by the Chairperson-Rapporteur	Terms and notions that could be integrated in the draft additional protocol	Discussion on para 129 (h) Elements of draft provisions on the rights of the victim, in particular the right to protection, remedies, to access to justice, to seek effective, prompt and adequate reparation for the harm suffered and to access to relevant information concerning violations and reparation mechanisms	Discussion on para 130 (g) Elements and grounds for excluding from responsibility States, individuals and legal entities for acts of a racist and xenophobic nature	Discussion on conclusions and recommendations of the session
	Item 2	Pre-recorded video message Mr. Michal Balcerzak, Chair of CERD	to protection, remedies, to access to justice, to seek effective, prompt and adequate reparation for the harm suffered and to access to relevant information concerning violations and reparation mechanisms	Pre-recorded video Prof. L. Thio	
	Adoption of programme of work 2nd segment	Discussion on para 129 (i)	Prof. B. Bonafe	Discussion on aspects relevant to paragraph 130 (d)	
	Remarks by Mr. Ibrahima Guissé Member of CERD and focal point for the Ad Hoc Committee	Elements of draft provisions on non-criminal measures in response to, and prevention of the commission of acts of a racist and xenophobic nature against persons or groups of persons, including mediation, reconciliation, rehabilitation, non-repetition, education, and other relevant measures		Pre-recorded video Prof. L. Thio	
	Item 4 and 5	Pre-recorded video Prof. L. Thio		Item 6	
	Responses to the questions posed during 1st segment			Discussion on the Chairperson's draft document	
	Prof. J. Botha				
	Item 4 and 5 (continuation)	Item 4 continued	Item 5 continued	Item 6 continued	Item 8
	Responses to the questions posed during 1st segment	Discussion on para 129 (b)	Discussion on para 130 (f)	Discussion on the Chairperson's draft document	Adoption of the conclusions and recommendations of the 15th session
	Prof. J. BOTHA	Elements of the personal jurisdiction of the draft additional protocol	Mitigating factors that could be considered for criminal liability, including the age of the perpetrator of acts of a racist or xenophobic nature	Item 7	
	Item 4 continued	Prof. B. Bonafe		Discussion on conclusions and recommendations of the session	
	Discussion on para. 129 (c)	Discussion on para 129 (g)	Prof. B. Bonafe		
	Proposed definitions of acts of a racist and xenophobic nature with elements for their criminalization	Elements of draft provisions on the procedural guarantees for the accused, in particular the right to a fair trial	Discussion on aspects relevant to paragraphs 129 (d) and (j)		
	Prof. J. Botha	Prof. B. Bonafe	Prof. J. Botha and B. Bonafe		

Annex II

List of participants

Member States

Algeria, Argentina, Austria, Azerbaijan, Belgium, Brazil, Burundi, Cabo Verde, Canada, China, Colombia, Cyprus, Czechia, Djibouti, Dominican Republic, Ecuador, Egypt, Eritrea, France, Gambia (Republic of The), Germany, Ghana, Honduras, India, Indonesia, Iran (Islamic Republic of), Iraq, Lesotho, Maldives, Mexico, Namibia, Pakistan, Portugal, Romania, Russian Federation, Saudi Arabia, Seychelles, Sierra Leone, South Africa, Spain, Togo, Ukraine, United Arab Emirates, United Kingdom of Great Britain and Northern Ireland, Venezuela (Bolivarian Republic of).

Non-Member States represented by observers

State of Palestine

Intergovernmental organizations

Council of Europe, European Union, Organization of Islamic Cooperation

Non-governmental organizations in consultative status with the Economic and Social Council

Swiss Agency for the Development of Human Rights (ASDH), International Human Rights Commission Relief Fund Trust, Rencontre Africaine pour la défense des droits de l'homme

Non-governmental organizations not in consultative status with the Economic and Social Council

Cadira Foundation, Movimento Nacional de Direitos Humanos
