



SUMMARY REPORT

OF THE

OSCE HIGH-LEVEL CONFERENCE

ON

TOLERANCE AND NON-DISCRIMINATION

28-30 June 2010
Astana, Kazakhstan

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I. EXECUTIVE SUMMARY

An OSCE High-Level Conference on Tolerance and Non-Discrimination was held in Astana on 28-30 June 2010 in accordance with Ministerial Council Decision 10/09¹. The Conference was opened by His Excellency Nursultan Nazarbayev, President of the Republic of Kazakhstan. A full list of the keynote speakers, moderators and introducers of plenary sessions is included in this report. More than four hundred participants attended the Conference, from participating States, OSCE Partners for Co-operation, international organizations, non-governmental organizations, and OSCE institutions and field operations. The Conference provided an important opportunity to review and assess progress, and to discuss current problems and ways in which they might be addressed. The Conference included an opening session and seven plenary sessions devoted to specific aspects of tolerance and non-discrimination. The OSCE Chairperson-in-Office concluded the Conference by summing up the proceedings in the “Astana Declaration”, which is included as an annex to this report.

Participants recalled existing OSCE commitments in the area of tolerance and non-discrimination, including recent Ministerial Council decisions, and emphasized the importance of their implementation. A large number of participants advocated combating intolerance and discrimination in a comprehensive way including through the adoption of additional, stronger or more detailed commitments. Numerous speakers commented on the damage done by government officials or politicians who use racist or intolerant speech and stressed the importance of State leaders and politicians speaking out against manifestations of hate or xenophobia.

There was a general acknowledgement among participants that intolerance, violence and hate crimes are a continuing – and even growing – problem in the OSCE region. Hate crimes and other forms of intolerance against religious groups, minorities, migrants, and Roma were mentioned frequently, as were crimes against persons based on their sexual orientation or gender identity. A number of examples were offered of instances of hate crimes in specific countries. Many speakers commented that the continuing lack of reliable data impedes analysis of the problem and called on governments to collect and publicize more statistics on hate crimes. Some speakers mentioned government policies that can contribute to discrimination and intolerance, such as racial profiling.

Much discussion at the Conference centred on the problem of intolerance against individuals who are members of specific groups, with separate plenary sessions focusing on anti-Semitism as well as intolerance against Muslims, and against Christians and members of other religious communities. Speakers expressed deep concern about the rise of intolerance and discrimination against Muslims, providing numerous examples of both societal and State actions that discriminate against Muslims, and recalling OSCE commitments that acts of terrorism should not be associated with any particular religion. Speakers also expressed alarm at the growth of anti-Semitism, including the proliferation of neo-Nazi groups, denial or minimizing of

¹ OSCE Athens Ministerial Decision No. 10/09 of 2009. The text is available at: http://www.osce.org/documents/cio/2009/12/41859_en.pdf.

the Holocaust, and criticisms of Israel that cross the line into anti-Semitism, recalling previous OSCE declarations that events in the Middle East never justify anti-Semitism.

Other aspects of religious intolerance were also discussed, including instances of intolerance against Christians. Many participants noted that various types of restrictions on Christians and other religious groups remain a problem in a number of OSCE countries, and noted that these restrictions challenge religious freedom. Participants also discussed the dilemma of defamation of religion versus freedom of expression, with different views expressed.

Intolerance or discrimination against a number of other groups was also discussed. Some speakers devoted special attention to the continuing problem of discrimination against Roma and Sinti in parts of the OSCE area, expressing regret at the lack of progress in implementing the OSCE's Action Plan on Improving the Situation of Roma and Sinti². The problems of intolerance and discrimination against lesbian, gay, bisexual or transgender persons was raised in several sessions, with some speakers decrying that homosexuality remains a crime in some participating States and calling for new OSCE commitments to protect these individuals and communities from discrimination or persecution.

Much of the Conference was devoted to discussion of good practices and means to combat or prevent intolerance or discrimination. One issue frequently emphasized was the need for strong and effective legislation against hate crimes and different forms of discrimination, including laws that establish specific offences and that impose enhanced penalties for crimes committed with a bias motive. Many speakers mentioned the crucial role of police and other law enforcement agencies in combating discrimination and the importance of providing effective training and sufficient resources for police, prosecutors and other officials. Several delegations gave examples of good practices from their own countries in training, community policing and intercultural co-operation. Some speakers underlined the value of international co-operation against intolerance, urging stronger OSCE ties with UNESCO and other international organizations.

The value of education in promoting understanding was another focus of discussion. Many speakers offered the view that education can be the strongest tool in promoting diversity and tolerance. Human rights education was cited as especially valuable. Several participants highlighted the importance of Holocaust education and Holocaust remembrance. A few speakers concentrated on the importance of textbooks being free of negative stereotypes or characterizations, providing examples of what they considered problems in some OSCE countries.

The role of the media was a topic of discussion in several sessions. Many participants expressed concern that negative images, provocative commentary and expressions of hate are common in the media, including mainstream media. Other speakers noted that the media can also be a positive force, spreading constructive messages and disseminating educational material. Many speakers expressed concern about the proliferation of hate on the Internet, which some saw as a factor in inciting hate

² OSCE Maastricht Ministerial Decision No. 9/09 of 2009. The text is available at: http://www.osce.org/documents/cio/2009/12/41853_en.pdf.

crimes. There was considerable discussion about ways to control such manifestations of hate while also respecting freedom of expression and the essential role of free and independent media.

A recurring theme throughout the Conference was the valuable role of civil society organizations as partners in promoting tolerance. Many interventions underscored the contributions civil society organizations are making in such fields as monitoring, data collection, training, disseminating positive messages, fostering intercultural and inter-religious exchanges, and assisting victims.

In each session of the Conference, participants offered recommendations for OSCE participating States and for the OSCE and its institutions on combating intolerance and promoting mutual respect and understanding. These recommendations are summarized in this report. They do not necessarily represent the views of the OSCE, as they were not adopted or endorsed by the participating States. In addition, a consolidated summary of written recommendations developed by civil society organizations is included as an annex.

II. SUMMARY OF THE SESSIONS AND RECOMMENDATIONS

Opening plenary session: Combating discrimination and promoting mutual respect and understanding

The High-Level Conference was official opened by the President of the Republic of Kazakhstan, **His Excellency, Nursultan Nazarbayev**. The President's opening remarks are available in full as Annex 2 of this report.

The moderator of the opening plenary session was the OSCE Chairperson-in-Office, the Minister of Foreign Affairs of the Republic of Kazakhstan **H. E., Kanat Saudabayev**.

Following President Nazarbayev's statement, opening remarks were presented by:

- **Mr. Jorge Sampaio**, UN High Representative for the Alliance of Civilizations
- **Mr. Mevlüt Çavuşoğlu**, President of the Parliamentary Assembly of the Council of Europe
- **Ambassador Knut Vollebaek**, the OSCE High Commissioner on National Minorities
- **Ambassador Janez Lenarčič**, Director of the OSCE Office for Democratic Institutions and Human Rights

These remarks were followed by formal statements by following high level delegates to the conference:

- **H.E. Remigijus Šimašius**, Minister of Justice of Lithuania
- **H.E. Mehmet Aydın**, State Minister of Turkey
- **H.E. Yacov Margi**, Minister of Religious Services of Israel
- **H.E. Elzbieta Radziszewska**, Secretary of State in the Chancellery of the Prime Minister of Poland, the Government Plenipotentiary for Equal Treatment

The Spanish Ambassador at large for the Alliance of Civilizations, **H.E. María Victoria González Román**, also delivered a statement on behalf of the European Union

The full text of these keynote statements are available on the High-Level Conference website³.

³ The website is: http://www.osce.org/conferences/tolerance_2010.html.

Session 1: Intolerance and Discrimination against Muslims

Moderator: **Mr. Doudou Diène**, former United Nations Special Rapporteur on Contemporary Forms of Racism, Racial Discrimination, Xenophobia and Intolerance

Introducers: **Ambassador Ömür Orhun**, Adviser and Special Envoy of the Secretary General of the Organization of the Islamic Conference
Professor Cheikh Bouamrane, President of the High Islamic Council of Algeria
Ambassador Adil Akhmetov, Personal Representative of the OSCE Chairperson-in-Office on Combating Intolerance and Discrimination against Muslims

The session dealt with a broad range of issues concerning intolerance and discrimination against Muslims in the OSCE region. Among the many problems raised were the growth of intolerance and discrimination against Muslims, hate crimes against Muslims, discriminatory State policies against Muslims, biased political discourse and biased media reporting. Speakers suggested a number of ways in which these problems could be addressed constructively, including through State action, international normative measures, educational programs, mutual co-operation.

Many speakers expressed concern about the rise of intolerance and discrimination against Muslims in OSCE participating States, and generally acknowledged that this form of racism and xenophobia deserves greater attention. The problem manifests itself in many forms, including through discriminatory government policies as well as societal intolerance, both of which should be addressed. Several speakers drew attention to existing OSCE commitments relating to protecting the rights of Muslims, and questioned whether they were sufficient to deal with the problem or if agreement on further commitments is needed. One speaker emphasized that dealing effectively with intolerance and discrimination against Muslims is a question of political will by governments. Along the same lines, another speaker noted that while OSCE participating States have repeatedly acknowledged the importance of political leaders speaking out against violence or intolerance against any group, these leaders were often silent in the face of attacks targeting Muslims, their property or their places of worship.

An issue of particular concern raised by several speakers is an increase in the number of hate crimes and incidents targeting Muslims, including incidents of violence. Many of these incidents are directed against women wearing headscarves. There were several references to the ODIHR's annual report *Hate Crimes in the OSCE Region: Incidents and Responses*⁴, mentioning especially the lack of reliable data on crimes against Muslims and the need to collect better data.

A number of participants expressed concerns about restrictions on the practice of Islam in the OSCE region. The example cited most often by non-governmental speakers was the decision by voters in Switzerland to prohibit the construction of new minarets.

⁴ The full text of the ODIHR report is available at <http://www.osce.org/item/41314.html>.

Speakers commented that fundamental rights and freedoms should not be subjected to popular voting. Some speakers called the prohibition a violation of religious freedom and one cited it as the most blatant recent instance of intolerance and discrimination against Muslims in the OSCE region. The Swiss delegation replied that the prohibition was enacted by voters despite the government's opposition, and that Muslims are well integrated in Swiss society and free to practice their religion.

Many other examples of restrictions against Islam were cited by participants, for example State controls on mosques and registration systems that can especially affect small denominations. Another example cited as a restriction against Islam the recent initiatives to prohibit wearing the burqa in public places. Non-governmental speakers criticized some participating States for refusing visas for some foreign religious personnel, placing obstacles in the way of distribution of the Koran and other religious material, and imposing other restrictions on Muslim communities.

Participants raised also the more general problem of State actions that can impact Muslims negatively and disproportionately. Racial profiling, for example, was cited as a practice that undercuts trust between law enforcement agencies and Muslim communities. Speakers stressed the importance of complying with international human rights standards while combating terrorism, and recalled the OSCE commitment to reject any association between terrorism and a particular religion.⁵

The role of the media was a significant issue for discussion during this plenary session. Some participants expressed the view that much media reporting was biased against Muslims and tended to promote negative stereotypes. Others asserted that crimes against Muslims are often under-reported in the media. Speakers acknowledged that freedom of expression is a fundamental human right and must be respected, but some argued that this right did not extend to hate speech. Some delegations raised particular concern about hate speech on the Internet, which often targets Muslims. One delegation pointed out that the Additional Protocol to the Council of Europe Convention on Cybercrime⁶ aims to criminalize acts of a racist or xenophobic nature committed through computer systems.

In addition to considering problems of discrimination and intolerance against Muslims, participants also discussed steps that could be taken to address these problems. Several speakers offered the view that although there are already a number of OSCE commitments concerning tolerance and non-discrimination, stronger normative standards might be required.

Many participants pointed to the significance of educational initiatives and civil society activities to challenge anti-Muslim stereotypes and promote mutual understanding. The ODIHR provided information on its joint project with UNESCO and the Council of Europe aiming to develop guidelines for educators on the problem of intolerance against Muslims. Several other educational and civil society initiatives promoting tolerance were mentioned during the meeting, including a series of town halls meeting focusing on engagement with Muslim youth in the USA; introducing a

⁵ OSCE Ljubljana Ministerial Decision No. 10/5 of 2005. The text is available at: http://www.osce.org/documents/mcs/2005/12/17441_en.pdf.
MC.DEC/10/05

⁶ The text is available at <http://conventions.coe.int/Treaty/EN/Treaties/html/189.htm>.

teaching course on new religions in Italy; and the 100 Muslim Peace Agents and Muslims for Peace and Justice initiatives in Sweden.

A number of speakers voiced the need for intercultural respect, co-operation, solidarity and understanding. Some delegations cited examples from their own countries of good practices to promote these values.

Among the recommendations to participating States and OSCE institutions were the following:

For participating States:

- Adopt stronger normative standards to counter intolerance and discrimination against Muslims;
- Condemn manifestations of intolerance or discrimination against Muslims;
- Challenge anti-Muslim rhetoric in public discourse and in the media, while respecting freedom of expression;
- Guarantee the right of Muslims to practice and manifest their religion without any discrimination, including the right to build mosques and dress in accordance with their religion or belief;
- Refrain from practices of racial profiling;
- Enhance mechanisms to identify hate crimes against Muslims and to collect and maintain reliable and comparable data on such crimes;
- Develop and implement action plans to combat intolerance and discrimination against Muslims, in consultation and co-operation with the ODIHR, other relevant international organizations, non-governmental organizations and specialized national bodies dealing with this issue;
- Support inter-religious and intercultural dialogue initiatives;
- Develop educational programmes and strategies to combat intolerance and discrimination against Muslims;
- Ensure that school texts books and curriculum do not include anti-Muslim stereotypes or prejudice, but promote mutual understanding and respect;
- Take advantage of ODIHR assistance in developing educational tools to combat intolerance;
- Develop and implement integration strategies for immigrants;
- Adopt a Ministerial Council Decision on measures to combat intolerance and discrimination against Muslims;
- Ratify the Additional Protocol to the Council of Europe Convention on Cybercrime;
- Organize a conference dealing specifically with intolerance and discrimination against Muslims.

For the OSCE and its institutions:

- The ODIHR should explore the relationship between anti-Muslim discourse and anti-Muslim hate crimes;
- The ODIHR should develop practical tools for journalists to support balanced reporting on Muslim-related issues.

Session 2: Combating Anti-Semitism

Moderator: **Mr. Gidon van Emden**, CEJI – a Jewish Contribution to an Inclusive Europe

Introducers: **Mr. Dan Tichon**, Chair of the Task Force on International Co-operation on Holocaust Education, Remembrance and Research
Mr. Rabbi Andrew Baker, Personal Representative of the OSCE Chairperson-in-Office on Combating Anti-Semitism

The second plenary session was devoted to the issue of combating anti-Semitism. Participants pointed out that many recent trends are worrying and discussed ways to address them more effectively. Numerous participants called for more vigorous implementation of OSCE commitments and a greater demonstration of political will by national leaders to combat anti-Semitism and to speak out more forcefully against it.

Many speakers commented that there has been a sharp rise in anti-Semitism over the past year, both in the OSCE area and around the world. One delegation called the increase “dramatic”, while another pointed to statistics showing that violent anti-Semitic incidents doubled last year. Another said that 2009 was the worst year for global anti-Semitism since the end of World War II. Some of the manifestations of anti-Semitism mentioned were incidents of violence (assaults, arson, vandalism) and hate speech, slander, neo-Nazi activities, and Holocaust denial.

Several speakers pointed out that instances of anti-Semitism generally increase as tensions in the Middle East rise or in the wake of Arab-Israeli incidents. One speaker expressed fear that the recent confrontation with the flotilla bound for Gaza might be such an incident. Many participants recalled the Berlin Declaration⁷, which states that international developments or political issues, including in Israel or elsewhere in the Middle East, never justify anti-Semitism. Unfortunately, however, participants said that experience shows that criticism of Israel and Israeli policies very often crosses the line into anti-Semitism and anti-Jewish violence. While criticism of Israel is not anti-Semitism *per se*, a number of participants contended that anti-Semitism in recent years has often been disguised as anti-Zionism. One speaker took a different view, saying that solidarity with the Palestinians is sometimes portrayed unfairly as anti-Semitism.

A major topic of discussion was Holocaust denial as a specific form of anti-Semitism. Several delegations expressed concern about increasing instances of Holocaust denial or glorification, which are also used as an incitement to hatred or violence. Some speakers commented on the danger of Holocaust “relativism”, which seeks to minimize the enormous dimension and scale of the Holocaust, as well its characteristic as genocide, by comparing or equating it to the crimes of Stalinism or to the Nakhba. Holocaust education and Holocaust remembrance thus remain vital tools in combating anti-Semitism. Speakers commended in this regard the efforts of the Task Force on International Cooperation on Holocaust Education, Remembrance and

⁷ Issued by the Bulgarian OSCE Chairmanship in Office, 2004. The text can be found at: http://www.osce.org/documents/cio/2004/04/2828_en.pdf.

Research⁸, an international body of 27 member States (25 of which are OSCE participating States), which have signed the Stockholm Declaration⁹. The Task Force deals with education and research related to the memory of the Holocaust as well as means to combat anti-Semitism.

As in the previous working session on intolerance against Muslims, speakers again noted the important role of the media, as both a positive and a negative force. Several interventions noted that anti-Semitism is a problem even in some mainstream media, which carry anti-Semitic articles or cartoons. An especially troubling trend is the increase in anti-Semitic content on the Internet, including “blood libel”, the long-discredited allegations of ritual murder. Speakers emphasized the importance of countering and condemning such instances of anti-Semitism.

Another issue discussed was the importance of monitoring anti-Semitic hate speech and hate crimes. The ODIHR annual report *Hate Crimes in the OSCE Region: Incidents and Responses*¹⁰ was quoted several times. In particular, speakers made reference to the statistic that only eight participating States reported anti-Semitic incidents to ODIHR. Several interventions stressed that monitoring of anti-Semitic hate crimes remains a weak point and that more monitoring efforts are needed. Mention was made of the “Working Definition of Antisemitism”¹¹ developed by the European Union Fundamental Rights Agency, which can be a valuable tool in monitoring and reacting to incidents.

The discussion at the plenary session also encompassed ways to combat anti-Semitism. Many speakers emphasized the importance of education as a counterweight to anti-Semitism, some giving examples of successful interventions in schools, universities and work places. Other participants mentioned dialogue, coexistence, and the need to embrace diversity. A few delegations gave examples of initiatives in their own countries that had been effective, including Canada’s Parliamentary Coalition to Combat Anti-Semitism¹².

The plenary session yielded many recommendations for action by OSCE participating States or by the OSCE and its institutions. The recommendations were not adopted or endorsed by Conference and do not necessarily represent the views of the OSCE. Among the recommendations to participating States and OSCE institutions were the following:

For participating States:

- Implement existing commitments on anti-Semitism, and respect declarations, including the Berlin Declaration of 2004;

⁸ Full details of the Task Force are available at: <http://www.holocausttaskforce.org/>.

⁹ The Declaration can be found at:

<http://www.humanrights.gov.se/stockholmforum/2000/page1192.html>.

¹⁰ The full text of the ODIHR report is available at <http://www.osce.org/item/41314.html>.

¹¹ The text of the working definition is available at: <http://fra.europa.eu/fraWebsite/material/pub/AS/AS-WorkingDefinition-draft.pdf>.

¹² Further information on the Parliamentary Coalition is available on its website at: <http://www.cpcca.ca/home.htm>.

- Sign the Stockholm Declaration on Holocaust Education, Remembrance and Research, and encourage parliamentarians to support the London Declaration on Combating Anti-Semitism¹³;
- Improve efforts to record, identify, report on and prosecute anti-Semitic and other hate crimes;
- Provide adequate security to Jewish communities, especially in the aftermath of tensions and incidents in the Middle East;
- Condemn anti-Semitism whenever it is expressed;
- Share best practices in combating anti-Semitism, including in the field of police training;
- Use and promote the “Working Definition of Anti-Semitism”;
- Support educational activities to teach tolerance and combat anti-Semitism, including Holocaust education;
- Promote opportunities for people of different religious and societal groups to meet each other.

For the OSCE and its institutions:

- The OSCE should formalize the schedule of the high level meetings on tolerance and non-discrimination, so that a regular review of the implementation of commitments on these issues can take place;
- The mandate of the three Personal Representatives of the Chairperson-in-Office on tolerance issues should be strengthened.

¹³ Adopted on 17 February 2009 by the Inter-parliamentary coalition for Combating Anti-Semitism, text available at: <http://www.communities.gov.uk/documents/corporate/pdf/1151284.pdf>.

Session 3: Combating racism, xenophobia and discrimination, also focusing on intolerance and discrimination against Christians and members of other religions

Moderator: **Father Vsevolod Chaplin**, Chair of Church Society Relations, Moscow Patriarchate, Member of the ODIHR Advisory Council on Freedom of Religion or Belief

Introducers: **Hon. Mario Mauro**, Personal Representative of the Chairperson-in-Office on Combating racism, xenophobia and discrimination, also focusing on intolerance and discrimination against Christians and members of other religions

Mr. Stephanos Stavros, Executive Secretary, European Commission against Racism and Intolerance

Prof. Massimo Introvigne, Managing Director of the Centre for Studies on New Religions

The third plenary session was devoted to four main issues: intolerance and discrimination against minorities including Roma and Sinti; restrictions on freedom of religion or belief; specific challenges faced by the Christians in the OSCE region; and discrimination against lesbian, gay, bisexual and transgender (LGBT) persons.

A number of participants noted an increase in prejudice, intolerance, violence and hate crimes against people with different ethnic, religious and racial backgrounds in the OSCE. Manifestations of these phenomena include discrimination in various areas, harassment and hate crimes. Some participants also highlighted that the media contributes to creating negative images and prejudices against vulnerable groups. Some State policies were mentioned as discriminatory, such as racial or ethnic profiling. The precarious situation of migrants was cited several times as a problem; one speaker added that the recent downturn in the global economy had heightened intolerance and xenophobia against migrants. Some speakers underlined that dialogue remains the most important tool for preventing and combating all forms of racism, xenophobia and intolerance. Co-operation among Mediterranean partners was highlighted as an opportunity to further strengthen dialogue and to address discrimination. International co-operation among law enforcement agencies was also suggested as means of reducing hate crimes.

The worsening situation of Roma and Sinti in parts of the OSCE region was mentioned by several speakers, some of whom expressed regret that limited progress had been made since the adoption of OSCE Action Plan on Improving the Situation of Roma and Sinti¹⁴. Institutionalized discrimination against Roma and Sinti was said to still exist in some OSCE countries, especially in regard to education; participating States were urged to end the practice of placing Roma children into “special schools”. The problem of hate crimes against Roma was deplored by some speakers, several of whom gave examples of recent cases of violent attacks against Roma resulting in death and serious injuries. Some speakers expressed their opinion that such attacks are the

¹⁴ OSCE Maastricht Ministerial Decision No. 3/03 of 2003. The text is available at: http://www.osce.org/documents/odihhr/2003/11/1751_en.pdf.

outcome of growing nationalist right wing movements that can pose a threat to regional security and that deserves further attention by the OSCE. The need for increased international co-operation among law enforcement agencies was highlighted.

Many speakers echoed the theme of restrictions to freedom of religion or belief. Delegations underlined that commitments pertaining to freedom of religion and belief apply to all religions, including the non-traditional denominations. Small or non-traditional religions are often perceived by State authorities and majority groups in society as a threat. One consequence of this is that such groups often face difficulties with registration, property and other issues. It was noted that such restrictions continue to exist in some participating States and are not in line with OSCE commitments. Several speakers offered specific examples of discrimination or mistreatment of minority religious groups in some OSCE participating States, including violence, threats, and destruction or confiscation of church property.

Participants also discussed the difficult issue of defamation of religion versus freedom of expression. One speaker commented that defamation of religions is becoming a global phenomenon which should be avoided and denounced; and urged that a balance be found between freedom of expression and protection of religions from derogatory commentary. On the other hand, some participants stressed the importance of respecting freedom of expression, recalling that even shocking or controversial statements are protected as freedom of speech under international law.

Some interventions mentioned threats, violence and legal obstacles against Christians and the problem of “Christianophobia”. These speakers argued that the OSCE should fight intolerance against Christians in the same way and with the same attention it devotes to other forms of intolerance. The debate also included an exchange of views on the place of religion in the public life. Some participants were concerned about growing opposition to the public role of religions in many participating States, which in some cases has resulted in the exclusion of Christian symbols from public space.

Another issue raised by some delegations was the problem of discrimination on the basis of sexual orientation and intolerance against LGBT persons. These speakers stressed that LGBT persons are entitled to the same rights and freedoms as all other individuals and groups. For example, the freedom of assembly of LGBT persons is not respected in some countries. One delegation pointed out that homosexuality is still a criminal offence in some OSCE participating States and urged that the OSCE should combat all forms of discrimination.

There was a divergence of opinion among participants on whether to expand the mandate of the OSCE Personal Representative of the Chairperson-in-Office on Combating racism, xenophobia and discrimination, also focusing on intolerance and discrimination against Christians and members of other religions. Some participants suggested creating a separate position of OSCE Chairperson-in-Office Personal representative on racism, xenophobia and other forms of intolerance also focusing on homophobia and transphobia, but other delegates felt that the existing mandate should not be expanded and called for more focused efforts within the existing mandate.

Among the recommendations to participating States and OSCE institutions were the following:

For participating States:

- Increase efforts to combat that racism, xenophobia and discrimination and ensure proper implementation of OSCE commitments on these issues;
- Collect accurate, disaggregated data on hate crimes according to specific victim groups, including Christians, Roma, migrants, and LGBT;
- Review and update anti-discrimination legal frameworks, involving vulnerable groups in the processes, and taking into account Recommendation 7 of the European Commission against Racism and Intolerance¹⁵;
- Establish independent authorities to examine complaints of discrimination;
- Ensure there is no hierarchy among different forms of discrimination;
- Ratify Protocol 12 of the European Convention on Human Rights;¹⁶
- Acknowledge the relationship between unequal treatment of minorities and manifestations of intolerance;
- End discrimination against Roma, especially in the field of education;
- Strengthen regional co-operation among law enforcement agencies in order to combat attacks against Roma and other groups by organized hate groups;
- Decriminalize homosexuality and implement the Yogyakarta Principles¹⁷;
- Include gender and sexual orientation as categories legally protected from discrimination.

For the OSCE and its institutions:

- Devote greater attention to intolerance and discrimination against Christians and members of other religions;
- Ensure that the Personal Representatives of the Chairperson-in-Office are more focused on their existing mandates;
- Create a separate position of Personal Representative of the Chairperson in Office dealing with racism, xenophobia and other forms of intolerance, including homophobia and transphobia;
- Discuss the human rights of migrants and include this topic on the agenda of OSCE human dimension meetings;
- Work with the Mediterranean Partners for Co-operation to combat intolerance;
- Convene a supplementary human dimension meeting in 2011 on racial and ethnic discrimination;
- Mainstream the issue of freedom of religion or belief into the mandates of OSCE institutions and field operations.

¹⁵ Recommendation 7 relates to legislation to combat racism and racial discrimination. The text is available at: http://www.coe.int/t/dghl/monitoring/ecri/activities/gpr/en/recommendation_n7/ecri03-8%20recommendation%20nr%207.pdf.

¹⁶ Protocol 12 relates to prohibition of discrimination. The text is available at: <http://www.humanrights.coe.int/Prot12/Protocol%2012%20and%20Exp%20Rep.htm>.

¹⁷ The Principles, formulated in 2006 by a group of human rights experts, relate to the application of international human rights law to sexual orientation and gender identity. The text is available at: <http://www.yogyakartaprinciples.org/>.

Session 4: The role of legislation, law enforcement, data collection, and civil society in combating and preventing intolerance and discrimination, including hate crimes

Moderator: **Mr. Paul Giannasi**, Police Superintendent, Race Confidence and Justice Unit, United Kingdom

Introducers: **Mr. Paul Wille**, Vice President of the Parliamentary Assembly of the Council of Europe
Dr. Alice Wong, Member of Parliament of Canada, Parliamentary Secretary for Multiculturalism

The fourth plenary session dealt with a wide range of issues. Among the topics most often raised were OSCE commitments, hate crimes, legislation, data collection and the role of civil society.

Many speakers recalled the decision adopted at the Athens OSCE Ministerial meeting on combating hate crimes.¹⁸ While welcoming this decision and the commitments it contained, some participants expressed concern that governments are not implementing the commitments. Several speakers attributed this to a lack of political will on the part of national leaders. Some stressed that government leaders should send stronger and more consistent public messages against hate crimes.

A number of participants commented that hate crimes are on the rise generally in the OSCE area or that hate crimes against specific groups are increasing. There was considerable mention of Roma and Sinti as a group suffering from discrimination and targeted by hate crimes. Various speakers also mentioned migrants, religious groups – including Christians – and LGBT individuals as targets of hate crimes.

The problem of hate crimes has many facets and, according to various speakers, a variety of measures must be taken to address the problem. Several delegations commented on the lack of reliable monitoring and data collection in many participating States, which impedes analysis and poses a challenge for the formulation of effective policy responses. One speaker noted the problem that in some States the importance given to privacy protections makes data collection a particular challenge. Other interventions pointed to the need to combat manifestations of hate on the Internet. Several speakers pointed to the importance of building understanding and tolerance, especially through education and other programs targeting youth. One representative described its new internet service, called ICARE Hate Crime News¹⁹, which contains daily updates on hate-motivated incidents and crimes in the OSCE region.

In regard to legislation, several speakers commented on the importance of enacting laws that establish specific offences or provide for enhanced penalties for crimes committed with a bias motivation. A number of delegations reported on

¹⁸ OSCE Maastricht Ministerial Decision No. 9/09 of 2009. The text is available at: http://www.osce.org/documents/cio/2009/12/41853_en.pdf.

¹⁹ The service is available at: <http://www.icare.to/themesNew.php?lang=en>.

developments in their own countries, citing progress in toughening legislation on hate crimes. A few commented that new categories of victims had been added to their hate crime legislation, such as Roma. One delegation stressed that destruction and desecration of places of worship should be included in legislation as hate crimes.

Law enforcement was another issue discussed, with several speakers pointing to the need for more training to enable the police and other agencies to address hate crimes and other forms of discrimination more effectively. Others mentioned the need to provide adequate resources to police units charged with combating hate crimes. Some State delegations described some of their own programs to train the judiciary, create oversight mechanisms, deploy specialized police, or take action to counter incitement in the media.

The plenary session also included some discussion of religious freedom and the problem of crimes or discrimination against religious groups or their members. One non-governmental delegation asserted that in certain OSCE States, religious groups cannot practice their religion unless they are registered and individuals are often prosecuted for their religious activities. Two representatives offered the view that governments should regulate the dissemination of religious material and that the influence of religious organizations should be limited. A participant noted the need to balance freedom of religion against freedom of expression and non-discrimination.

Many interventions stressed importance of reaching out to civil society groups as partners in combating and responding to hate crimes, intolerance and discrimination. They noted that civil society can make a contribution in many areas, including education, more effective law enforcement, data collection, assistance to victims and other areas.

The plenary session yielded many recommendations for action by OSCE participating States or by the OSCE and its institutions. The recommendations were not adopted or endorsed by Conference and do not necessarily represent the views of the OSCE. Among the recommendations to participating States and OSCE institutions were the following:

For participating States:

- Take all necessary steps to implement their commitments on tolerance and non-discrimination;
- Ensure that government leaders send strong and consistent messages condemning hate crimes and making clear that they will be investigated and prosecuted to the full extent of the law;
- Enact laws that establish specific offenses or provide enhanced penalties for violent crimes committed on the basis of race, religion, ethnicity, sexual orientation, gender, gender identity, disabilities, or other status;
- Provide adequate resources and policy guidance for law enforcement and other government agencies to address hate crime;
- Maintain and improve official systems to monitor, collect data and publicly report on hate incidents and hate crimes and their prosecution, and provide data to the ODIHR;

- Devote more assistance to training law enforcement officers, civil society and media;
- Reach out to civil society groups as partners in combating hate crimes and other forms of intolerance or discrimination;
- Invest additional efforts in improving capacity-building programmes for officials to combat hate crimes;
- Provide assistance to victims of hate crimes;
- Make use of the ODIHR's training programmes to combat intolerance, discrimination and hate crimes;
- Continue to support the ODIHR's Tolerance and Non-Discrimination Department;
- Offer support to National Points of Contact on Combating Hate Crimes.

For the OSCE and its institutions:

- Convene a supplementary human dimension meeting focusing on capacity-building to promote tolerance and non-discrimination;
- Focus on working with youth groups in order to prevent and combat hate crimes;
- The ODIHR should devote more attention to training of law enforcement officials, civil society and media on tolerance, non-discrimination and responding to hate crimes.

Session 5: The role of education to promote mutual understanding and respect for diversity according to the existing OSCE commitments

Moderator: **Mr. Philippe Kridelka**, Executive Director, Office of the Director-General, UNESCO

Introducers: **Professor Antonio Alonso Marcos**, San Pablo University, Spain
Dr. Nawal El Saadawi, Winner of North-South Prize of the Council of Europe, Egypt

The fifth plenary session focused on various aspects of the role of education in preventing and countering intolerance, discrimination, racism and xenophobia. The principal theme of the discussion was that education can be the strongest tool in promoting understanding, tolerance, diversity and co-operation. Many speakers suggested that one of the key roles of education should be to teach respect for all members of society. Some commented on the role of education in promoting human dignity and human development. Human rights education was also cited as important. The Lithuanian delegation announced that Lithuania will continue to focus on tolerance as a major issue during its 2011 Chairmanship of the OSCE.

A number of participants stressed the role of Holocaust education in preventing anti-Semitism. One delegate recalled the OSCE Ministerial Council decisions that encouraged participating States to promote education on and remembrance of the Holocaust, as well as other genocides.²⁰

The representative of the United Nations Educational Scientific and Cultural Organization (UNESCO) introduced and explained UNESCO's Declaration on the Principles of Tolerance²¹, which defines tolerance and identifies education as the most effective means to prevent intolerance and promote human values. The representative said that the OSCE can count on UNESCO as a partner in promoting tolerance and non-discrimination. Another delegation commended the work of the United Nations Tolerance unit.

Several delegations commented on the need for tolerance toward LGBT individuals, including in education, stressing that they are entitled to the same rights as all other individuals. One speaker pointed out that LGBT persons are often unsafe in schools and universities and sometimes need special attention. Another speaker commented on the need for an educational environment free from harassment and bullying, including on grounds of sexual orientation.

The role of religion in education was an issue raised by a number of participants. Several speakers expressed the view that parents should have the right to educate their children in accordance with their religious beliefs. They noted that some

²⁰ One such decision was OSCE Ljubljana Ministerial Decision No. 10/5 of 2005. The text is available at: http://www.osce.org/documents/mcs/2005/12/17441_en.pdf.

²¹ The text of the declaration is available at: <http://www.unesco.org/cpp/uk/declarations/tolerance.pdf>.

OSCE participating States do not respect this right and, in particular, that children are being taught religion in school that may not accord with their family's beliefs.

The issue of school textbooks was also raised in a number of interventions. One participant stressed that textbooks should be free from racial hatred. Some civil society speakers complained about public school textbooks in some participating States that they considered biased against their religions, while some civil society organizations countered with the view that governments have a responsibility to monitor and block "pseudo-religions" and protect people from dangerous sects.

Several non-governmental participants presented the work of their organizations to promote tolerance in various ways, including through education, volunteer work and assistance to victims.

The plenary session yielded many recommendations for action by OSCE participating States or by the OSCE and its institutions. The recommendations were not adopted or endorsed by Conference and do not necessarily represent the views of the OSCE. Among the recommendations to participating States and OSCE institutions were the following:

For participating States:

- Implement OSCE commitments on promoting tolerance through education;
- Develop education programmes for tolerance, mutual respect and understanding;
- Support Holocaust education and remembrance;
- Agree on a normative basis to establish responsibility for denying the crime of genocide or other crimes against humanity;
- Promote and respect the rights of national minorities to study in their own languages;
- Support the contribution of youth to the promotion of tolerance through formal and informal education and web resources;
- Provide training for teachers, making use of the ODIHR's program on promoting tolerance through education;
- Respect the right of parents to choose what religious education their children receive in school;
- Ensure that school textbooks do not include stereotypes and prejudice against any groups;
- Establish education programs that present objective information about all communities, including LGBT communities;
- Protect freedom of religion or belief for all groups, including minority religious groups;
- Support the work done by NGOs to promote tolerance and mutual understanding.

For the OSCE and its institutions:

- The OSCE should partner with UN organizations, including UNESCO, in programs to promote tolerance;

- The ODIHR should include information on LGBT persons or communities in its reports dealing with tolerance and non-discrimination issues;
- The ODIHR should monitor instances of genocide denial.

Session 6: Addressing Public Manifestations of Intolerance in Accordance with OSCE Commitments and Promoting Understanding through Open Dialogue in the Media, including the Internet

Moderator: **Ms. Dunja Mijatović**, OSCE Representative on Freedom of the Media

Introducers: **Mr. Dainius Radzevičius**, Chairman of the Lithuanian Journalists' Union and Chairman of the Lithuanian Council of Radio and Television

The sixth plenary session focused primarily on combating expressions of intolerance in the media and on the Internet, while at the same time protecting freedom of expression.

Many participants made statements expressing concern and regret about the prevalence of hate speech and other manifestations of intolerance in the media. Examples include racist, anti-immigrant, anti-Semitic, anti-Muslim, anti-Roma and homophobic content, as well as the propagation of hateful ideologies. The same problems arise with regard to manifestation of hate on the Internet. Speakers contended that hateful discourse can incite hate crimes. Several speakers stressed the problem of anti-Muslim content in particular, asserting that such reporting has contributed to the growth of intolerance and discrimination against Muslims. Some speakers pointed out that hate speech can be found in the mainstream media in many countries.

A problem highlighted by several speakers is the role of politicians and government leaders at both the local and national levels in spreading racist and xenophobic sentiments. This has occurred at public meetings and demonstrations in the OSCE area. One delegation raised the issue of national leaders who incite hatred against other nations. Other delegations stressed that public officials should set a continuous example of promoting tolerance.

Participants acknowledged the problem of dealing with hate speech while also protecting freedom of expression. There was agreement that freedom of expression is a basic human right that must be safeguarded. Many participants, however, offered the view that freedom of expression does not extend to incitement to violence, or to racist diatribes. One participant said that blasphemy is not a protected form of speech, while another said freedom of expression includes the right to criticize religions. Some delegations commented that the courts, not governments, should decide on a case by case basis if particular statements were contrary to laws against discrimination or hate speech.

A number of suggestions were put forward by participants during the plenary session on means to combat hate speech and manifestations of intolerance. Several speakers noted that while the media and the Internet could be platforms to promote intolerance, they could also be used to promote and teach tolerance and understanding. Other participants suggested that development of professional standards for journalists and self-regulation by the media could help avert racist or xenophobic content.

Some interventions related to freedom of religion, regretting intolerance in the media and on the Internet against religions in general or against specific religions. Speakers commented on the need to improve inter-religious dialogue. One speaker regretted the intolerant behaviour exhibited by some religious groups.

The plenary session yielded many recommendations for action by OSCE participating States or by the OSCE and its institutions. The recommendations were not adopted or endorsed by Conference and do not necessarily represent the views of the OSCE. Among the recommendations to participating States and OSCE institutions were the following:

For participating States:

- Ensure that political leaders condemn intolerant speech and that they refrain from making racist, xenophobic and or other intolerant statements, either against specific groups or in general;
- Challenge hate on Internet, while guaranteeing freedom of expression in line with OSCE commitments;
- Ensure that national legislation applies also to racist, xenophobic, anti-Semitic and anti-Muslim offences committed via the Internet;
- Foster dialogue with Internet service providers to develop policies on flagging and addressing hate on the Internet;
- Train law enforcement agents and prosecutors on how to address crimes motivated by racist, xenophobic, anti-Semitic or other bias on the Internet;
- Cooperate with civil society and use new forms of media, including social networking, to raise awareness of cultural and religious diversity, as well as to develop educational programmes to protect children from dangerous materials on the Internet;
- Collect data on incitement to hatred in the media;
- Carry out a study on the relationship between hate speech and hate crimes;
- Promote participation of minorities and migrants in State funded media, by encouraging recruitment of personnel from diverse background and producing programmes that present different cultural heritages and promote intercultural tolerance;
- Recognize the positive role that free and independent media can have in promoting mutual respect and understanding, including through specific educational and awareness-raising programmes;
- Create an urgent appeal procedure within the OSCE under which a rapporteur or a group of independent experts can be dispatched to look into and respond to hate-related situations raised by participating States;
- Promote dialogue among religious communities and the media and raise awareness on language that has the potential to lead to heightened antagonism and even violence against religions;
- Create an environment in which freedom of religion or belief can flourish and in which religious and belief communities can engage in fruitful dialogue with each other;
- Abolish laws against blasphemy;

- Provide adequate security to individuals, communities and religious or other institutions that face threats of violence;
- Co-operate with international human rights mechanisms, including the United Nations High Commissioner for Human Rights, the human rights treaty bodies, and the special procedures of the UN Human Rights Council concerning freedom of religion or belief, freedom of expression, and combating racism.

For the OSCE and its institutions:

- The OSCE Representative on Freedom of Media should support participating States in fulfilling their commitments in relation to tolerance and non-discrimination, as they relate to the media;
- The OSCE Representative on Freedom of Media should co-operate with NGOs in monitoring manifestations of hate, racism or xenophobia on the Internet;
- The OSCE Representative on Freedom of Media and the ODIHR should co-operate with international and national media professional associations in order to develop guidelines and professional standards on objective media reporting;
- The ODIHR should devote more attention to hate crimes on the Internet in its annual hate crime reports.

Session 7: Strategies for promoting tolerance and understanding, inter-ethnic and intercultural dialogue, including its religious dimension, in the OSCE area

Moderator: **Ms. Eva Biaudet**, Ombudsman for Minorities, Finland

Introducers: **Mr. Petar Antić**, Assistant Minister for Human and Minority Rights, Serbia
Father Justo Lacunza Balda, Rector Emeritus of the Pontifical Institute for Arabic and Islamic Studies of Rome
Mr. Eraly Tugzhanov, Head of the Assembly of Nationalities of Kazakhstan

The sixth plenary session focused ways and means to promote tolerance and understanding. Speakers noted that governments have the primary responsibility to prevent discrimination and combat intolerance. Political leaders should therefore recognize their responsibility to build trust and confidence.

The major theme of the session was the need for inclusive dialogue to promote tolerance and co-operation and to break down negative stereotypes. Participants commented that the dialogue should include representatives of all communities, groups, institutions and organizations in order to ensure better understanding and to achieve respect for diversity. Various interventions stressed the importance of intercultural, interethnic and inter-religious dialogue. Several speakers mentioned the value of interethnic exchanges, including visits to places of worship and home visits, as a means of building understanding. Some speakers pointed to youth programs as a particularly significant contribution to developing intercultural awareness and tolerance.

A number of delegations gave examples of initiatives to promote tolerance in their own countries, including a taskforce for cultural dialogue in Austria, a festival of national cultures in Belarus, a program of intercultural dialogue among youth in Canada, new legislation to welcome more immigrants in Luxembourg, and a platform for interethnic dialogue in the Russian Federation.

A number of participants noted that it was necessary for governments to be actively engaged in designing, funding and implementing activities to promote dialogue and interaction. This is especially the case in regard to implementing educational strategies and programs, which are often the responsibility of governments. One delegation remarked on the value of requiring police to engage actively with members of the communities they serve in order to break down barriers of distrust. Another commented on the value of countries adopting national action plans on human rights. Some delegations mentioned that policies that enable minority communities to use their own languages can help reduce tensions and discontent.

Many participants stressed the importance of government co-operation with civil society to promote tolerance. One delegation stressed the value of providing adequate and continuing funding to civil society groups involved in promoting tolerance.

Another underscored the importance of providing support in creating civil society networks.

Respect for human rights was cited as a crucial element of tolerance. One delegation stated that there can be no hierarchy between different forms of discrimination and expressed concern regarding discrimination on the basis of sexual orientation and gender identity. Another delegation emphasized the importance of respect for freedom of religion and protection of religious minorities. The representative of a religious denomination noted that religious groups must ensure that they do not infringe on the rights of other individuals. Several delegations commented again on the problem of hate crimes.

Some participants expressed concern about recent events in Kyrgyzstan. It was noted that lessons are yet to be learned from the recent events there. A call was made for an investigation of recent events, which should involve international experts and representatives of civil society.

Speakers also raised the need for international co-operation to promote tolerance and prevent discrimination. This was all the more important as migration and other cross-border activities increased. The representative of UNESCO noted that the OSCE's work complements efforts underway by UNESCO; another delegation also called for closer OSCE co-operation with UNESCO. The United Nations Alliance of Civilizations²² was cited as another forum that can assist the OSCE in building intercultural co-operation. Several other international or regional conferences were also mentioned as having assisted in building bridges among different groups.

The work of the Personal Representatives of the Chairperson-in-Office was acknowledged by many participants and participating States were encouraged to invite the Personal Representatives to conduct visits.

The plenary session yielded many recommendations for action by OSCE participating States or by the OSCE and its institutions. The recommendations were not adopted or endorsed by Conference and do not necessarily represent the views of the OSCE. Among the recommendations to participating States and OSCE institutions were the following:

For participating States:

- Support civil society efforts to combat intolerance and discrimination, and to promote dialogue and tolerance;
- Recognize the role of freedom of religion or belief in promoting mutual respect and understanding, in particular with regard to the right to manifest one's religion and display religious symbols;
- Engage in consultations with religious faiths and groups of non-believers in order to achieve a better understanding of religious freedom and places of worship;
- Engage youth in strategies to combat discrimination and target youth for education against intolerance;

²² Full information on the Alliance of Civilizations is available on its website at: <http://www.unaoc.org/>.

- Ensure that civil society activists receive appropriate protection from acts of violence or harassment perpetrated by racist or intolerant group or individuals, and protection against any malicious prosecution or other official attempts to silence them.

For the OSCE and its institutions:

- OSCE should engage youth in strategies to combat discrimination;
- OSCE should work with other intergovernmental organizations, including UNESCO, to promote inter-religious dialogue and interethnic communication, to create a better co-operation and understanding.

Closing plenary session

The closing plenary session offered a final opportunity for participants to comment on conclusions and recommendations emerging from the High-Level Conference.

The highlight of the session was a statement by the OSCE Chairperson-in-Office, State Secretary and Foreign Minister of Kazakhstan Kanat Saudabayev, at which he closed the proceedings of the High-Level Conference by reading the “Astana Declaration”. The Declaration addressed the key points discussed at the Conference. The full text of the Astana Declaration is available as Annex 1.²³

²³ OSCE document number CIO/GAL/111/10 of 30 June 2010. The text of the Declaration is also available on line at: http://www.osce.org/documents/cio/2010/06/45108_en.pdf.

IV. ANNEXES

ANNEX 1. THE ASTANA DECLARATION

By the Chairperson-in-Office

Distinguished Delegates,

Let me sum up the proceedings of this High-Level Conference on Tolerance and Non-Discrimination, follow-up to the Bucharest High-Level Conference on Combating Discrimination and Promoting Mutual Respect and Understanding, in what I would like to call

“Astana Declaration”

Based on consultations, I understand that OSCE participating States,

Being inspired once more by the spirit of Astana, the Capital of multinational and multiconfessional Republic of Kazakhstan,

Noting that this conference is being held during the International Year for the Rapprochement of Cultures, and being a testimony to the commitment of the international community to promote dialogue among civilizations and mutual understanding between peoples and religions,

Supporting various initiatives, including the initiative of President of Kazakhstan N.A.Nazarbayev on convening Congress of Leaders of World and Traditional Religions, in order to strengthen dialogue, mutual understanding and cooperation among religions, cultures and civilizations that are complementary and interrelated, Reaffirming that respect for human rights and fundamental freedoms, democracy and the rule of law is important in creating a context for intercultural, inter-religious and inter-ethnic understanding, and is at the core of the OSCE comprehensive concept of security, and that tolerance and non-discrimination are important elements in the promotion of human rights and democratic values,

Recalling the sixty-fifth anniversary of the end of World War II and determined to prevent the recurrence of such evil, are proud of the common achievements of the CSCE and the OSCE in striving towards global peace and security, reconciliation, co-operation and the promotion of democratic values, human rights and fundamental freedoms,

Having learnt from the past the dangers of intolerance, discrimination, extremism and hatred on ethnic, racial and religious grounds; reaffirming their determination to combat these threats and acknowledge that they may sow the seeds of conflict and violence on a wider scale, Strongly condemning any denial of the Holocaust and all forms of ethnic cleansing; Confirming their adherence to the UN Convention on the Prevention and Punishment of the Crime of Genocide adopted on 9 December 1948 and calling to take every possible action to ensure that attempts to commit genocide are prevented today and in the future; taking measures to bring the perpetrators of such crimes to justice,

Concerned by the violent manifestations of intolerance throughout the OSCE region and acknowledging the urgent need for further co-operation among participating States and with civil society to combat these effectively, Reaffirming the OSCE commitments on promoting tolerance and non-discrimination, and acknowledging that the primary responsibility for addressing acts of intolerance and discrimination rests with the participating States,

Taking note of the recommendations elaborated by the participants of the Civil Society Preparatory Meeting who acknowledged the value of inter-ethnic, inter-religious and intercultural dialogue and stressed the paramount importance of respecting and promoting fundamental rights in the pursuit of tolerant and non-discriminatory societies, which respect the rights of all.

Recognizing the instrumental role that political representatives can play in taking the lead in combating intolerance and discrimination and promoting mutual respect and understanding,

1. Call for implementation of the OSCE commitments with a view to devising and implementing effective policy measures aimed at preventing and responding to manifestations of racism, xenophobia, anti-Semitism, discrimination and intolerance, including against Christians, Muslims, members of other religions, Roma and Sinti, other ethnic and racial groups inter alia through legislation, law enforcement training, data collection and monitoring of hate crimes, education, media and constructive public discourse, the establishment of national institutions or specialized bodies, the development and implementation of national strategies and action plans in this field and the promotion of inter-ethnic and inter-cultural dialogue, including in its religious dimension;
2. Encourage to work with civil society in the prevention of hate crimes through, inter alia, community outreach, education, victim assistance and monitoring of hate groups;
3. Reiterate their concerns about the manifestations of intolerant and xenophobic political discourse, and call on political representatives, including parliamentarians, to continue to reject strongly and to condemn manifestations of racism, xenophobia, anti-Semitism, discrimination and intolerance, including against Christians, Muslims, members of other religions, Roma and Sinti, other ethnic and racial groups and on the basis of gender, as well as violent manifestations of extremism associated with religious intolerance, aggressive nationalism and neo-Nazism, while continuing to respect freedom of expression;
4. Recall the essential role that the free and independent media plays in democratic societies and the positive influence it can have in countering or exacerbating misperceptions and prejudices and in that sense continues to encourage the adoption of voluntary professional standards by journalists, media self-regulation and other appropriate mechanisms for ensuring increased professionalism, accuracy and adherence to ethical standards among journalists;
5. Call for a strengthened commitment to implement the 2003 Action Plan on Improving the Situation of Roma and Sinti within the OSCE Area. Further call for stepping up efforts to implement the subsequent Ministerial Council Decisions, placing a particular emphasis on educational opportunities for Roma and Sinti and promoting tolerance and combating prejudices against Roma and Sinti in order to prevent their further 3

marginalization and exclusion, to address the rise of violent manifestations of intolerance against Roma and Sinti, and to take all necessary measures to ensure access to effective remedies;

6. Strongly condemn all manifestations of anti-Semitism. Recall the Berlin Declaration 2004 and declare unambiguously that international developments or political issues, including those in Israel or elsewhere in the Middle East, never justify anti-Semitism. Encourage to ensure a safe environment for Jewish communities across the OSCE region;

7. Commit to counter prejudice, discrimination, intolerance, and violence against Christians and members of other religions, including minority religions, which continue to be present in the OSCE region. Call to address the denial of rights, exclusion and marginalization of Christians and members of other religions in our societies;

8. Firmly reject the attempts to associate terrorism and extremism with Islam and Muslims and declare that international developments and political issues cannot justify any forms of intolerance and discrimination against Muslims in general. Call on full respect of international human rights standards, while fighting terrorism, and acknowledge that building trust, mutual understanding and respect among different communities and government authorities strengthens the efforts to counter extremism that may lead to violence. To this end, encourage to raise awareness of intolerance against Muslims and challenge anti-Muslim prejudice and stereotypes;

9. Acknowledge the relationship between intolerance and discrimination, including in its violent manifestations, and limitations of freedom of religion or belief and reaffirm their commitment to guarantee the right to freedom of thought, conscience, religion or belief, including the right of the individual to profess and practice a religion or a belief alone or in community with others. Reaffirm the right of individuals to practice the religion of their choice;

10. Call to acknowledge the positive contribution of migrants to host societies and to speak out strongly against racist and xenophobic public discourse against migrants, refugees, non-citizens or asylum seekers, while continuing to respect freedom of expression;

11. Call to increase their efforts, in co-operation with civil society to counter the incitement to imminent violence and hate crimes, including through the Internet, within the framework of their national legislation, while respecting freedom of expression, as well as to use opportunities offered by the Internet for the promotion of democracy, human rights and tolerance education.

12. Encourage in cooperation with civil society and communities to engage in inter-cultural, inter-religious and inter-ethnic partnerships as a means to fight intolerance and to promote mutual respect and understanding. In this context, welcome the UN Alliance of Civilizations initiative, which aims at facilitating harmony and dialogue by underlining the common denominator of different cultures and religions.

ANNEX 2. OPENING REMARKS BY H.E. NURSULTAN NAZARBAYEV, PRESIDENT OF KAZAKHSTAN

STATEMENT BY MR. NURSULTAN NAZARBAYEV, PRESIDENT OF THE REPUBLIC OF KAZAKHSTAN, AT THE OPENING SESSION OF THE OSCE HIGH-LEVEL CONFERENCE ON TOLERANCE AND NON-DISCRIMINATION

Astana, 29 June 2010

Distinguished Conference participants,

The last decade of the last century and the first decade of this century have brought dramatic changes in the very understanding of tolerance and, most importantly, in actual policies in the OSCE area. And this is no accident because the conditions for co-operation between different ethnic groups, cultures, religions and civilizations have changed.

One might mention two fundamental changes underlying the increasingly difficult context for the policy of tolerance. First and foremost, there is the fact that since the times of the great migration of peoples there has never in the history of continental Europe been such a mass movement of millions of people from different parts of the world – millions of people together with their cultures, religions and values. And what seemed like an academic problem 20 years ago has now become a harsh everyday reality. In these conditions many old stereotypes, including many norms of political correctness, have simply come crashing down.

Tolerance and toleration, which were undoubtedly among European civilization's most important achievements in the period after the Second World War, are today becoming the subject of ever more intensive discussion.

We see manifestations of an alternative approach to political values in modern-day Europe. First and foremost, there is the rise in the popularity of nationalistic and extreme right-wing parties, which are frequently sceptical of tolerance as a political principle. There is also a significant change in migration policy compared with the situation 20 years ago. A tightening of requirements, an increase in barriers and a tougher position on linguistic and cultural barriers have greatly changed the criteria of tolerance in practice.

Lastly, religious identity has unfortunately become a factor that divides rather than unites people on the European continent. Manifestations of religious intolerance have become a factor not only in everyday behaviour but also in political behaviour.

We see clear signs that a significant number of social, ethnic and territorial conflicts are beginning to take on the appearance of religious conflicts. This adds to the problems of confessional tolerance even in countries with highly developed institutions to govern these relations.

All of this cannot but result in a very serious change in the understanding of tolerance in European countries, and in the understanding of the limits of this tolerance.

On the other hand, in the Eurasian part of the OSCE's area of responsibility we are observing no less complicated and dramatic processes. For a long time the mechanisms of totalitarian statehood led to an accumulation of inter-ethnic and interreligious problems in a vast territory from the Baltic Sea to the Pamir Mountains. However, it must be noted in all fairness that during that time strict control did not allow conflicts to develop into an acute form resulting in large-scale armed clashes. This might be called "totalitarian tolerance". One of its tools was forced resettlements. However, this form of tolerance began to fail as early as the 1980s.

Over the last 20 years, quite a number of problems have developed in the sphere of ethnic and religious tolerance. Frequently this situation has resulted and is resulting in human casualties on a massive scale. Thousands of people have perished during these years.

The absence of the old mechanisms for resolving problems and a lack of experience in new ways of regulating these issues, the complexity of the ethnic composition of the region, unresolved problems of the past and a weak civil society – all of this makes the question of tolerance particularly relevant in the Eurasian part of the OSCE area.

Ladies and gentlemen,

As the country chairing the OSCE, Kazakhstan intends to contribute to the promotion of ideas of tolerance, inter-ethnic peace and inter-confessional harmony in the OSCE area.

What are the distinctive features of the Kazakh model of tolerance that could be successfully adapted to the specific conditions of other OSCE States?

First, this model has been based on tolerance, toleration, hospitality and respect for other peoples, cultures and religions – all characteristic of the age-old history of the Kazakh people.

Second, in sovereign Kazakhstan tolerance has become not only a norm of political culture but also a key principle in State policy. Kazakhstan was in fact the first country in the OSCE area to create a unique public institution. The Assembly of Peoples of Kazakhstan has become a successful forum for dialogue in the co-ordination of the interests of different ethnic groups and religious confessions.

Third, the Kazakh policy of tolerance has from the outset included both an internal and an external dimension. Thanks to this fact, Kazakhstan's policy on tolerance is systematic, predictable and free of double standards. It is no accident that Kazakhstan is regarded by many OSCE countries as a possible mediator in the resolution of frozen conflicts.

Fourth, Kazakhstan is an active proponent of dialogue among civilizations. Our country is doing everything possible to promote the development of dialogue between the Muslim world and the West and is a member of the Group of Friends of the Alliance of Civilizations.

In 2008, at the initiative of our country, the “Common World: Progress through Diversity” forum of foreign ministers took place in Astana. Kazakhstan was the initiator and organizer of the successful holding of the three Congresses of the Leaders of World and Traditional Religions – a unique international forum to consolidate global inter-confessional peace. Taking into account the important practical contribution made by Kazakhstan to the strengthening of dialogue among civilizations, the United Nations actively supported our proposal to have 2010 proclaimed the International Year of Rapprochement of Cultures.

Today there is an urgent need in the OSCE’s area of responsibility for dialogue among cultures, civilizations and religions. It is for this reason that when we talk about the third, humanitarian basket of the OSCE, we must remember that not only election processes should be the focus of our attention.

When we encounter urgent problems of a humanitarian nature, we need to give serious thought to our priorities. We believe that humanitarian issues are very important in the work of the OSCE and this problem must not be viewed in restricted terms.

I believe it is especially important to focus on studying and making use of the positive experience of tolerance in different regions through the elaboration of common approaches, without double standards.

Today the time has come for the work of the OSCE field missions to undergo serious revision. They do much useful work in different areas – from environmental issues to gender policy. At the same time, I believe that an emphasis on issues of ethnic and religious tolerance could become a key element in their activities. The problem of tolerance has a very high price in terms of human life. If the OSCE field missions were to become an additional force in the efforts to resolve these issues, this would be a most important contribution by the Organization in our part of the world.

Lastly, there is a need to overcome the stereotypes of the OSCE itself as an organization. The changes in language, migration, religious, cultural and education policy that we observe in the OSCE participating States have not been given proper consideration at the collective level.

I believe that we must all work together in summarizing the recent serious shifts in the policy of tolerance and produce a common document, which I would tentatively call “The OSCE: Towards Tolerance in the New Decade”.

We are proposing that this question be included on the agenda of the forthcoming OSCE summit. As you know, tolerance, together with trust, tradition and transparency, is the main policy direction for the Kazakh Chairmanship of the OSCE. In this context, we believe it useful to consider two institutional proposals.

The first is the need to create an OSCE centre on tolerance and non-discrimination. Central Asia is a region with a complicated ethnic picture in terms of its population. Here different peoples have lived side by side for centuries. The bitterest consequence of the conflict in Kyrgyzstan is that the seeds of mistrust can be sown between other peoples of the region. This represents a significant challenge to stability in the region and a threat to all OSCE participating States. Essentially, the alliance in the fight against international terrorism and extremism, the front line of which passes through our neighbour Afghanistan, is weakening. Chaos and destabilization in the region play into the hands of the organizers of illicit trafficking in narcotic drugs, arms and human beings.

The second point is that consideration should be given to the possible establishment within the OSCE of the post of a High Commissioner on Inter-Ethnic and Interreligious Tolerance. I firmly believe that such an institution would help to develop dialogue between different ethnic and religious communities in OSCE countries, prevent conflicts and quickly resolve tensions as they arise. This would undoubtedly help to increase the authority and effectiveness of the entire Organization.

Ladies and gentlemen,

Among all the peoples of the world one finds the age-old maxim that hate cannot stop hate, but hate can be overcome through the absence of hate.

I am confident that our Conference will generate new forward-looking ideas for promoting tolerance and non-discrimination and combating all forms of intolerance. The positive experience and practical endeavours in this vitally important sphere must become the common property of all the countries in the vast area from Vancouver to Vladivostok.

I wish all the participants in the Conference fruitful work.

Thank you for your attention.

ANNEX 3. BIOGRAPHICAL INFORMATION ON KEYNOTE SPEAKERS AND INTRODUCERS

Opening Session:

Dr. Nursultan Abishevich Nazarbayev,
The President of the Republic of Kazakhstan

President Nazarbayev was born on July 6, 1940 in the village of Chemolgan, Kaskelen District, Almaty region. In 1967, he graduated from the Highest Technical Educational Institution at the Karaganada Metallurgic Works. He is a Doctor in Economics, Academician of the National Academy of the Republic of Kazakhstan, International Academy of Engineering, Russian Federation Academy of Social Sciences, Honorable Professor of the Al-Farabi Kazakh State National University, Honorable Member of the Academy of Science of the Republic of Belarus, Honorable Professor of the Lomonosov Moscow State University. From 1960 through 1969, he worked at the Karaganda Metallurgical Works. From 1969 through 1973, he was involved in the Party and Komsomol work in Temirtau of the Karaganda region. From 1973 to 1977, he was a secretary of the party committee at the Karaganda Metallurgic Works. From 1977 through 1979, he served as secretary, and then second secretary of the Regional Committee of the Party in Karaganda. From 1979 through 1984, he served as Secretary of the Committee of the Communist Party of the Republic of Kazakhstan. From 1984 through 1989, he was a Chairman of the Ministers Council of the Kazakh Soviet Socialist Republic. From 1989 through 1991, he served as First Secretary of the Central Committee of the Communist Party of Kazakhstan. From February to April 1990, he concurrently served as Chairman of the Supreme Council of the Kazakh Soviet Socialist Republic. Since April 1990, he is a President of the Republic of Kazakhstan. On December 1, 1991 the first national presidential elections were held where Nursultan Nazarbayev had been supported by 98.7 percent of electors. On April 29, 1995 the powers of the President Nursultan Nazarbayev have been prolonged till 2000 as a result of the national referendum. On January 10, 1999 he was elected the President of the Republic of Kazakhstan on the alternative basis with 79.78 per cent of electors. On December 4, 2005 he was again elected President of the Republic of Kazakhstan supported by 91.15 per cent of electors. President Nazarbayev also serves as the Chairman of the Assembly of People of Kazakhstan, the Supreme Commander in Chief of the Armed Services of the Republic of Kazakhstan and the Chairman of the World Association of Kazakhs.

Mr. Jorge Fernando Branco de Sampaio,
UN High Representative for the Alliance of Civilizations

H.E. Mr. Jorge Fernando Branco de Sampaio is a Portuguese lawyer, politician, and former President of the Republic. He started his political career as college student of the Law School of the University of Lisbon; in that period he was involved in the student contestation against the fascist regime and, between 1960 and 1961, was leader of the Lisbon students union. Following his graduation in 1961, he started a notable career as a lawyer, often involved in the defence of many political prisoners. After the Carnation Revolution of 1974, Mr. Sampaio founded the MES (Portuguese acronym

for Social Left Movement), but abandoned this political project soon after. In 1978 he joined the Socialist Party, where he remains to present day. His first election to the Portuguese National Parliament was in 1979. Between then and 1984, he was a member of the European Commission for Human Rights, where he developed important work on these topics. In 1996, Jorge Sampaio won the elections and became President of the Republic, a position in which he was confirmed for a second term in 2001 (until March 2006). As President, his actions were mainly focused on education, social issues, human rights for all and European and international affairs. In May 2006 he was appointed by the United Nations Secretary-General as his Special Envoy to Stop Tuberculosis. His task is to work to reach the Millennium Development Goal of beginning to reverse the incidence of the disease by 2015. In April 2007, he was appointed as the High Representative for the Alliance of Civilizations, a UN initiative aimed at crossing cultural and religion divides among communities.

Mr. Mevlüt Çavuşoğlu,

President of the Parliamentary Assembly of the Council of Europe

Mr. Mevlüt Çavuşoğlu (born 5 February 1968 in Turkey) is the current president of the Parliamentary Assembly of the Council of Europe. He also represents Antalya Province in the Turkish Grand National Assembly. First elected to Parliament in the 2002 general election, he is a founding member of the Justice and Development (AK) Party.

Mr. Çavuşoğlu graduated from Ankara University in 1988 where he studied international relations. He then received a masters in economics from Long Island University in New York, and doctorates from Bilkent University and the London School of Economics, where he was for a time president of the Turkish Society. While serving in parliament, he has chaired the Committee on Migration, Refugees and Population. Mr. Çavuşoğlu joined the Parliamentary Assembly of the Council of Europe in 2003 and soon after was named the head of the Turkish delegation and a vice-president of the Assembly. He became president just months before Turkey takes up the chairmanship of the Committee of Ministers of the Council of Europe (November 2010) and at the same time that there is a Turkish president of the Congress of the Council of Europe.

Amb. Knut Vollebaek,

OSCE High Commissioner on National Minorities

H.E. Ambassador Knut Vollebaek was appointed to the post of High Commissioner on National Minorities of the Organization for Security and Co-operation in Europe (OSCE) for a three-year term on 4 July 2007. A former Norwegian foreign minister, High Commissioner Vollebaek is internationally recognized for his role in the promotion of peace and security and the protection of human rights, which have been a constant theme in his political and diplomatic career. As Norway's Foreign Minister (1997-2000), Mr. Vollebaek was the Chairman-in-Office of the OSCE in 1999 at a time when crises fuelled by interethnic tension erupted with remarkable speed and force in the OSCE region. In his capacity as OSCE chairman, he played a key role in attempting to find a peaceful solution to the Kosovo situation in the run-up to the war and led the international community efforts to establish a presence in Kosovo and

assist in its reconstruction and rehabilitation in the aftermath of the hostilities. Mr. Vollebaek joined his country's foreign service in 1973 and has had an illustrious career with a history of challenging and sensitive positions at home and in New Delhi, Madrid and Harare. In 1991-1993, he was Norway's Ambassador to the Central American States (based in Costa Rica) and, most recently, served his country as the Norwegian Ambassador to the United States. In 2001, Ambassador Vollebaek was appointed Commander of the Royal Norwegian Order of St. Olav by His Majesty King Harald V of Norway for his years of public service. He has also been awarded a number of honorary titles and decorations, including honorary doctorates from the St. Olaf and Concordia Colleges in Minnesota, USA.

Amb. Janez Lenarčič,

Director of the OSCE Office for Democratic Institutions and Human Rights

The OSCE's Office for Democratic Institutions and Human Rights is led by Ambassador Janez Lenarčič of Slovenia. Amb. Lenarčič took over as Director in July 2008, bringing with him many years of experience in international affairs. He was the Slovenian Ambassador to the OSCE from 2003 to 2006. In 2005, when Slovenia held the OSCE's rotating Chairmanship, he chaired the Permanent Council in Vienna, the Organization's regular political decision-making body. After his Vienna assignment, he was appointed State Secretary for European Affairs in 2006, heading the working group for the preparation of the Slovenian Presidency of the EU (January to June 2008) and, subsequently, assuming responsibility for co-operation between the Presidency and the European Parliament.

He also served as Diplomatic Adviser in the office of the Slovenian Prime Minister and in the Permanent Mission of Slovenia to the United Nations in New York. Amb. Lenarčič, born in Ljubljana in 1967, holds a degree in international law from Ljubljana University.

Mr. Kanat Saudabayev,

OSCE Chairperson-in-Office, Secretary of State – Minister of Foreign Affairs of the Republic of Kazakhstan

H.E. Minister Kanat Saudabayev was appointed Secretary of State – Minister of Foreign Affairs of the Republic of Kazakhstan by the Decree of President Nursultan Nazarbayev on September 4, 2009. From 2007 to that appointment, he served as Kazakhstan's Secretary of State, a top position in the presidential administration. From 2000 to 2007, Minister Saudabayev served as Ambassador Extraordinary and Plenipotentiary of Kazakhstan to the United States of America, where he brought an important contribution to the strengthening of the strategic partnership between Kazakhstan and the USA in the spheres of security, economy and democratic development. Before his appointment to the U.S., Minister Saudabayev had a long career in the fields of government, diplomacy and the arts. Minister Saudabayev holds degrees from the Leningrad Institute of Culture and the Academy of Public Sciences of the Central Committee of Communist Party of the Soviet Union. He has a PhD in Philosophy from the Kazakh State University and a PhD in Political Science from the Moscow State University. His service has been recognized by the Order of Otan (Fatherland), Kazakhstan's highest state award, and the Order of Kurmet (Honour).

Mr. Remigijus Šimašius,
Minister of Justice of Lithuania

H.E. Minister Remigijus Šimašius was born on 12 March, 1974. In 1992-1997 he graduated from Vilnius University, Faculty of Law with a lawyer's diploma. From 1995 to 2004 Minister Šimašius worked as a legal expert and project manager at the Lithuanian Free Market Institute. In 2002 he obtained PhD in socio-legal studies at the Lithuanian University of Law, Faculty of Law, Department of Philosophy of Law. He worked as a Lecturer (Theory of Law) at the Lithuanian University of Law in 2002-2005 and was the Chairman of the editorial panel of the scholarly-practical journal *Legal Problems* in 2003-2007. In 2006 he became the President of the Lithuanian Free Market Institute. On 4 December 2008 he was appointed by Presidential Decree the Minister of Justice of the Fifteenth Government.

Mr. Mehmet Aydın,
State Minister of Turkey

H.E. Minister Mehmet Aydın is a professor of philosophy and religion and one of Turkey's Ministers of State, responsible for overseeing the Directorate of Religious Affairs. He was born in 1943 in Elazığ. He graduated from the Faculty of Theology at Ankara University in 1966 and received his Ph.D. in Philosophy from the University of Edinburgh in 1971. He has taught both religion and philosophy at: Atatürk University from 1971-1973; Ankara University and Middle East Technical University from 1976-1984; and Dokuz Eylül University, where he is Dean of the Faculty of Divinity. He has been advisor on religious matters to the National Security Council (Turkey). Minister Aydın is also a member of the Turkish Philosophical Association and author of several books such as: *God and Moral Value in Kant and in Modern British Philosophy* (1992); *Turkish Contribution to Philosophy* (1985); *Philosophy of Religion* (1992); *Religious Culture and Moral Knowledge* (1982); *Islam en Dialog*, Amsterdam (1996). As well as his own writings he has translated the works of Pakistani religious thinker and philosopher Fazlur Rahman Malik.

Mr. Ferhat Dinosha,
Minister for Human and Minority Rights of Montenegro

H.E. Minister Ferhat Dinosha was born in 1954. He graduated from the Faculty of Philosophy in Prishtina, Department of English Language and Literature. After a long journalistic career, he was a professor of English. He has been a member of the Democratic Union of Albanians in the Montenegrin Parliament since 1996. He served as Minister without Portfolio following the adoption of the "Agreement on minimum principles for the development of democratic infrastructure in Montenegro" which was signed by the government and opposition. In 2002, he became the President of the Democratic Union of Albanians. Minister Dinosha is one of the founders of the Montenegrin Helsinki Committee for Human Rights.

Mr. Ya'akov Margi,
Minister of Religious Services of Israel

H.E. Minister Ya'akov Margi is an Israeli politician who currently serves as a member of the Knesset for Shas and as the country's Minister of Religious Services. Margi was born in 1960 in Morocco and brought to Israel during the Yakhin Operation in 1962. Between 1993 and 2003 he served as chairman of the local religious council in Beersheba. Since 2001 he has been the director general of Shas. He was first elected to the Knesset in 2003. After retaining his seat in the 2006 elections, Margi served as group chairperson of the party's faction at the Knesset. He also served briefly as chairman of the House Committee. He retained his seat again in the 2009 elections, having been placed sixth on the Shas list, and was appointed Minister of Religious Services in the Netanyahu government.

Ms. Elzbieta Radziszewska,
Secretary of State in the Chancellery of the Prime Minister of Poland, the Government Plenipotentiary for Equal Treatment

H.E. Minister Elizabeth Radziszewska (born in 1958 in Białocinie) is a Polish politician and Member of Parliament. In 1982 she graduated from the Faculty of Medicine, Medical University of Lodz. In the first half of the 1990s she served as a councillor in Piotrkow Trybunalski district. In parliament she served as a Deputy Chairman of Parliamentary Committee on Family and Women's Rights. In 2008 Ms. Elizabeth Radziszewska became a Secretary in the administration of the Prime Minister. Since April 30, 2008 she is the Government's Plenipotentiary for the Equal Treatment.

Session 1:

Mr. Doudou Diene,
Former United Nations Special Rapporteur on Contemporary Forms of Racism, Racial Discrimination, Xenophobia and Intolerance

Born in Senegal in 1941, Mr. Doudou Diène was a prizewinner in philosophy in Senegal's Concours Général. He holds a law degree from the University of Caen, a doctorate in public law from the University of Paris and a diploma in political science from the Institut d'Études Politiques in Paris. Having joined the UNESCO Secretariat in 1977, in 1980 he was appointed Director of the Liaison Office with the United Nations, Permanent Missions and United Nations departments in New York. Between 1985 and 1987, he held the posts of Deputy Assistant Director-General for External Relations, spokesperson for the Director-General, and acting Director of the Bureau of Public Information. After a period as Project Manager of the 'Integral Study of the Silk Roads: Roads of Dialogue' aimed at revitalizing East-West dialogue, he was appointed Director of the Division of Intercultural Projects in 1993 (currently Division of Intercultural Dialogue). In this capacity, he directed various projects on intercultural dialogue, including the *Slave Route*, *Routes of Faith*, *Routes of al-Andalus*, and *Iron Roads in Africa*. In 1998 he was placed in charge of activities pertaining to inter-religious dialogue. In 2002, he was appointed by the Commission on Human Rights as

Special Rapporteur on contemporary forms of racism, racial discrimination, xenophobia and related intolerance, a mandate in which he served until July 2008. He is the author of numerous publications and has chaired and been the distinguished guest on various panels, radio and television programs.

Amb. Ömür Orhun,

Adviser and Special Envoy of the Secretary General of the Organization of the Islamic Conference

H.E Amb. Ömür Orhun has served at Turkish Embassies in Athens, Beijing, Stockholm and Belgrade and at the Turkish Mission to NATO. He was the Turkish Ambassador to Norway (1990-1995) and to Azerbaijan (1995-1996). Mr. Orhun has served twice at the Turkish Foreign Office as Director General for International Security Affairs (1987-1990 and 1996-2000). He was the Permanent Representative of Turkey to the OSCE between 2000 and 2004. From December 2004 until December 2008 he served as the Personal Representative of the Chairman-in-Office of the OSCE on Combating Intolerance and Discrimination against Muslims. This was a part time and honorary position, which was created to promote greater tolerance and harmony and which also aimed to combat racism, xenophobia and discrimination. Presently Ambassador Orhun is the Adviser and Special Envoy of the Organization of Islamic Conference (OIC). He has contributed various articles on human rights, tolerance and non-discrimination, as well as on international security matters to different publications, and has addressed quite a number of audiences.

Prof. Cheikh Bouamrane,

President of the High Islamic Council of Algeria

Prof. Cheikh Bouamrane obtained his degree in philosophy at the University of Paris Sorbonne. After teaching for almost 20 years he joined UNESCO as a Secretary General of the National Commission for UNESCO (1963-1964). Then he worked in National Council of Culture (1990-1991), Minister of Communication and Culture of Algeria (1991) and was the President of the Union of Algerian Writers (1995-1996). Since 2001 Prof. Cheikh Bouamrane has been the President of the High Islamic Council. He has authored several articles and scientific publications on philosophy and Islamic issues.

Session 2:

Mr. Gidon van Emden,

European Jewish Information Centre

Mr. Gidon van Emden is Deputy Director for European Policy and Jewish Affairs at CEJI - A Jewish Contribution to an Inclusive Europe. He is responsible for complementing CEJI's educational activities with advocacy work in the fields of discrimination and education. Raised in the Netherlands, Mr. van Emden has lived in the United Kingdom, Israel and the United States, and he has been in Brussels since 2004. He holds an MBA and degrees in Jewish Studies and Jewish Communal Service, from the University of Amsterdam, University College London and Brandeis

University. Prior to working for CEJI, he worked for the European Union of Jewish Students and as a free-lance journalist and consultant to NGOs.

Mr. Dan Tichon,

Chair of the International Taskforce on Holocaust Education, Remembrance and Research

Born in 1937, Mr. Dan Tichon is a former Israeli politician and Speaker of the Knesset 1996 - 1999. He served as an officer in the Israel Defense Forces before graduating with an economics and international relations degree from the Hebrew University of Jerusalem. From 1970 to 1974, he served as Advisor to the Minister of Trade and Industry on Development Areas and from 1971 to 1981, he was Chairman of the Directors' Council of the Housing and Development Company. In 1977 he was appointed Director General of the Housing and Development Company. In 1981, he was elected to the 10th Knesset as a member of Likud. He served as member of the Knesset Committees on Finance, Internal Affairs and the Environment, State Control, Energy, and Sport. In 1984, Tichon was re-elected and became Deputy Speaker of the Knesset and member of the Knesset Committees on Finance and State Audit. After being elected again to the 12th Knesset he continued in these positions, serving also as Chairman of the Israel-Germany Parliamentary Friendship League. In the 13th Knesset he was Chairman of the Knesset Committee on State Audit, and member of the Knesset Committee on Finance. In July 1996, he was appointed Speaker of the 14th Knesset.

Mr. Rabbi Andrew Baker,

Personal Representative of the Chairperson-in-Office on Combating Anti-Semitism

Rabbi Andrew Baker is Director of International Jewish Affairs for the American Jewish Committee. In this position he is responsible for maintaining and developing AJC's network of relationships with Jewish communities throughout the Diaspora and addressing the accompanying international issues and concerns. Rabbi Baker has been prominent in international efforts to combat anti-Semitism in work with foreign governments and with the US Congress and Administration. In January 2009 he was appointed the Personal Representative of the OSCE (Organization for Security and Cooperation in Europe) Chair-in-Office on Combating Anti-Semitism, and he was reappointed to this position in 2010. He has played an active role in confronting the legacy of the Holocaust and addressing Holocaust-era moral and material claims. He is a Vice President of the Conference on Jewish Material Claims against Germany, the Jewish umbrella organization that has worked on restitution issues for half a century. In 2003 he was awarded the Officer's Cross of the Order of Merit (First Class) by the President of Germany for his work in German-Jewish relations. He was a member of Government Commissions in both the Czech Republic and Slovakia that have been established to address the claims of Holocaust Victims. He is a member of the National Historical Commission of Lithuania and has been a key player in negotiating the return of Torah scrolls and Jewish communal properties from that country. In 2006 the President of Lithuania presented him with the Officer's Cross of Merit for his work. In recognition of these efforts, he was awarded the Order of the Three Stars by the President of Latvia in 2007. He helped the Romanian Government establish a national commission to examine the history of the Holocaust in that country, and

served as one of its founding members. For this work he was awarded the National Order of Merit (Commander) by the President of Romania in 2009. Rabbi Baker previously served as AJC's Director of European Affairs (1992-2000) and as its Washington Area Director (1980-1992). He is a past President of the Interfaith Conference of Washington and a former Commissioner on the District of Columbia Human Rights Commission. He was also the only non-congregational rabbi to serve as President of the Washington Board of Rabbis. A native of Worcester, Massachusetts, Rabbi Baker received a B.A. from Wesleyan University and a Masters Degree and Rabbinic Ordination from Hebrew Union College-Jewish Institute of Religion in New York City.

Session 3:

Father Vsevolod Chaplin,

Chair of Church Society Relations, Moscow Patriarchate, Member of ODIHR
Advisory Council on Freedom of Religion or Belief, Russian Federation

Father Vsevolod Chaplin was born in 1968. He graduated in 1990 from the Moscow Theological Seminary and in 2004 from the Moscow Theological Academy. He ordained priest of the Russian Orthodox Church in 1992 and worked in the Publishing Department of the Moscow Patriarchate in 1985-1990, then from 1990 the Department for External Church Relations of the Moscow Patriarchate (DECR MP). Since 2001 Father Vsevolod Chaplin has been the DECR MP Deputy Chairman. He specializes in the spheres of church – state and church – society relations, inter-Christian and interfaith dialogue and the relations between the church and secular media. Father Vsevolod Chaplin is a Member of the Central Committees of the World Council of Churches and the Conference of European Churches and the Expert council of the Russian Parliamentary Committee on the Affairs of Public Associations and Religions Organizations.

Mr. Mario Mauro,

Personal Representative of the Chair-in-Office of the OSCE on Combating Racism, Xenophobia and Discrimination, also focusing on intolerance and discrimination against Christians and members of other religions

The Honourable Mr. Mario Mauro, born in 1961 in San Giovanni Rotondo, is an Italian Member of the European Parliament and a teacher of history. In 1985 he got a degree in Literature and Philosophy at the Università Cattolica del Sacro Cuore in Milan. He is a member of the political party Forza Italia. In 1997 he was appointed by the Italian Episcopal Conference to Italy's National Council of Catholic Schools. Since 1999 he has been a member of the European Parliament as a member of European People's Party, where he was appointed Vice President of the Culture and Education Committee, working on issues related to e-learning and exchange programs. In 2004 he was re-elected to the EP for the second time and appointed Vice President of the European Parliament. He held this position until July 2009. He also teaches Human Fundamental Rights in natural law at the European University of Rome. He wrote five books including: *Freedom Difendiamo il futuro: Interventi per la libertà della scuola* (1999), *L'Europa sarà cristiana o non sarà* (2004), *Compagni di Scuola:*

genitori, insegnanti, studenti e sindacati per le generazioni del futuro (2004), *Il Dio dell'Europa* (2007), and *Piccolo dizionario delle radici cristiane d'Europa*, with Elisabetta Chiappa (2007).

Mr. Stephanos Stavros,

Executive Secretary, European Commission against Racism and Intolerance

Mr Stephanos Stavros was born in Corfu, Greece, in 1961. He has studied law in Athens (1979-1984) and London (LLM 1985, PhD 1989). He is a member of Athens Bar. He has worked for the Greek Minister of Foreign Affairs (Legal Department) and the Greek Council for Refugees. Since 1994 he is a Council of Europe staff member. He has held various positions in this Organisation: lawyer in the Secretariat of the European Commission of Human Rights, référendaire in the Registry of the European Court of Human Rights, administrator in the Secretariat of Group of States against Corruption (GRECO), Head of the Penology and Criminology Division and Head of the Central Division of Administration; since June 2009 he is the Executive Secretary to ECRI. He is the author of a book entitled "The Guarantees for Accused Persons under Article 6 of the European Convention on Human Rights" and several academic articles (in English, Greek and French) on human rights, minorities, migrants, refugees and asylum-seekers, freedom of religion and criminal law. He has also obtained an MBA.

Prof. Massimo Introvigne,

Managing Director of the CESNUR (Center for Studies on New Religions)

Prof. Massimo Introvigne, born in 1955 in Rome, is an Italian sociologist of religion. He is the founder and managing director of the Center for Studies on New Religions (CESNUR), an international network of scholars who study new religious movements. Introvigne is the author of tens of books and articles in the field of sociology of religion. He was the main author of the *Enciclopedia delle religioni in Italia* (Encyclopedia of Religions in Italy). He is a member of the editorial board for the *Interdisciplinary Journal of Research on Religion*. He is also a consultant on intellectual property rights. He has participated in several activities of the International Society for the Sociology of Religion and the International Federation of Catholic Universities. He is also a member of the "Sociology of Religion" group of the Italian Association of Sociology

Session 4:

Mr. Paul Giannasi

Police Superintendent, Race Confidence and Justice Unit

Mr. Giannasi is a Police Superintendent working within the Ministry of Justice in the United Kingdom. He is the project-lead for a cross-governmental hate crime programme. The programme will improve the way we respond to hate crime from the call-taker through to the courts. It also has influence over hate crime prevention and offender management policy. Mr. Giannasi is the UK National Point of Contact to the Office for Democratic Institutions and Human Rights on hate crime and has worked to share good practice within the OSCE region and within Africa. Mr. Giannasi is also a

member of the Association of Chief Police Officers (ACPO) Hate Crime Group and is coordinating the refresh of the ACPO hate Crime Manual which will guide all UK police officers and partners.

Mr. Paul Wille,

Vice President of the Parliamentary Assembly of the Council of Europe

Mr. Paul Wille is a Belgian politician and a member of the Open VLD. During 1999 – 2009 he was a member of the Flemish Parliament (called before February 25, 2005: Council Flemish) and senator appointed by the Flemish Parliament. Since 2003 he has been also working as Adviser for Foreign Trade (Ministry of Foreign Affairs, Foreign Trade and Development Co-operation). In 2004 Mr. Wille became a member of the Parliamentary Assembly of the Council of Europe and the Assembly of the Western European Union. From January 2008 he holds a post of the Vice President of the Council of Europe. Twice in his life Paul Wille was awarded the order of merit: Officer of the Order of Leopold in 2007 and Knight of the Order of Crown in 1987.

Ms. Alice Wong,

Member of Parliament Parliamentary Secretary for Multiculturalism

Ms. Alice Wong is an educator, entrepreneur and an active community leader. She moved to Canada from Hong Kong in 1980 and is currently a resident of Richmond. She obtained her Ph.D. in Curriculum and Instruction in 1993. Ms. Wong joined Kwantlen University College (now Kwantlen Polytechnic University) in 1998 and became the Manager of International Programs until October 2006. Ms. Wong served on many different boards including: the Rosewood Manor in Richmond, Rotary Club of Richmond, Benevolent Relief Seniors Care Society, Ethno Business Council, Chiu Chow Benevolent Association, and the Women's Enterprise Society of BC. She guest hosted current affairs programs on local Chinese and Multicultural radio and television. On October 14, 2008, Alice Wong was elected to the House of Commons in Richmond, and continues to serve the public as a Member of Parliament for Richmond. On November 7, 2008 she was appointed as the Parliamentary Secretary for Multiculturalism. Alice Wong is a member of two standing committees in the House of Commons: (1) Citizenship and Immigration; and (2) Status of Women.

Session 5:

Amb. Philippe Kridelka,

Executive Director, Office of the Director-General, UNESCO

Ambassador Philippe Kridelka holds a Master's Degree in Law, and entered the Diplomatic Service in October 1987. Ambassador Kridelka is currently the Permanent Representative of Belgium to the UNESCO in Paris. He has been the Belgian Ambassador to Singapore/Brunei from 2002-2005. His first appointment overseas was as the First Secretary at the Belgian Embassy in Tehran from 1989-1992. Following that, Amb Kridelka became Deputy Director of the Central European Desk at the Ministry of Foreign Affairs in Brussels. His other appointments include Counsellor, Belgian Embassy in Warsaw (1995-1998) as well as Counsellor, Belgian

Representative to the European Union (WTO Desk, 1999-2000). Most recently, he was Diplomatic Advisor to the Belgian Deputy Prime Minister.

Professor Antonio Alonso Marcos,
San Pablo University, Spain

Professor Antonio Alonso is a Ph. D. on International Relations and he teaches Social Doctrine of the Church, Polemology and Spanish Foreign Policy at the CEU-San Pablo University (CEU-USP) in Madrid, Spain. He participates at the UNISCI research unit on International Security and Co-operation (University Complutense of Madrid, UCM), and he is the Secretary of the International Observatory for the Peace at the Mediterranean (CEU-USP). He is the President of the Observatory Anti Religious Defamation. He has participated in and organized many roundtables on Central Asia and Islamism, due to the fact his Doctoral Thesis is on the activity of Hizb ut Tahrir in that region. He has also written some scientific articles on the links between religious beliefs, tolerance, civil society and security. Under the NGO Helsinki-España, he specialized on Rapid Experts in Assistance and Co-operation Teams, for conflict prevention, crisis management and post-conflict rehabilitation. He was involved in a project to teach Human Rights in some schools of the region of Madrid, where he conducted some activities to help educational community to avoid discrimination and learn tolerance.

Dr. Nawal El Saadawi,
Winner of North-South Prize of the Council of Europe, Egypt

Dr. Nawal El Saadawi is an Egyptian feminist writer, activist, physician and psychiatrist. She has written many books on the subject of women in Islam, paying particular attention to the practice of female genital mutilation in her society. Saadawi graduated as a medical doctor in 1955 from Cairo University. Through her medical practice she observed women's physical and psychological problems and connected them with oppressive cultural practices. She also linked patriarchal oppression, class oppression and imperialist oppression. She eventually became the Director of Public Health. In 1972 she published *Al-Mar'a wa Al-Jins* (Woman and Sex), confronting and contextualising various aggressions perpetrated against women's bodies, including female circumcision, which became a foundational text of second-wave feminism. As a consequence of the book as well as her political activities, Saadawi was dismissed from her position at the Ministry of Health. From 1979 to 1980 she was the United Nations Advisor for the Women's Programme in Africa (ECA) and Middle East (ECWA). Long viewed as controversial and dangerous by the Egyptian government, Saadawi was imprisoned in September 1981. She considered running in the 2005 Egyptian presidential election, before stepping out due to stringent requirements for first-time candidates. She was awarded the 2004 North-South Prize by the Council of Europe.

Session 6:

Ms. Dunja Mijatović,
OSCE Representative on Freedom of the Media

Ms. Dunja Mijatović was appointed OSCE Representative on Freedom of the Media on 11 March 2010. She is an expert in media law and regulation. In 1998, as one of the founders of the Communications Regulatory Agency of Bosnia and Herzegovina, she helped to create a legal, regulatory and policy framework for the media in a complex post-war society. She was also involved in setting up a self-regulatory Press Council and the first Free Media Helpline in South East Europe. In 2007 she was elected Chair of the European Platform of Regulatory Agencies. She was the first non-EU Member State representative and the first woman to hold this post. Previously, she chaired the Council of Europe's Group of Specialists on freedom of expression and information in times of crisis. During her Chairmanship, the CoE Committee of Ministers adopted the Declaration by the Committee of Ministers on the protection and promotion of investigative journalism and Guidelines on protecting freedom of expression and information in times of crisis. As an expert on media and communications legislation, she has worked in Armenia, Austria, Iraq, Jordan, Montenegro, Serbia, Slovenia, Morocco and the United Kingdom.

Mr. Dainius Radzevičius,
Chairman of the Lithuanian Journalists' Union and Chairman of the Lithuanian Council of Radio and Television

Mr. Dainius Radzevičius is the President of the Lithuanian journalists association. Since 1996 Mr. Radzevičius has been working as an author and TV presenter on Lithuanian television. He teaches at Institute of Journalism, Vilnius University, Educational Centre of Ministry Finance and Ministry of Justice. He obtained his journalism degree at the Vilnius University. In 2004 Mr. Radzevičius was awarded the "Knight's cross" order of merit.

Session 7:

Ms. Eva Biaudet,
Ombudsman for Minorities, Finland

Former minister and MP for the Swedish People's Party Ms. Eva Biaudet was appointed Finland's new Ombudsman for Minorities on 6 May 2010. Ms. Biaudet had previous appointments as the OSCE's Special Representative for Combating the Traffic of Human Beings, as Minister of Health and Social Services and Minister of Gender Equality and as a long-term Member of Parliament. As the Ombudsman for Minorities, Ms. Biaudet is in charge of advancing the status and legal protection of ethnic minorities and foreigners and of promoting non-discrimination, equality and good ethnic relations in Finland.

Mr. Petar Antić,
Assistant Minister for Human and Minority Rights, Serbia

Mr. Petar Antić was born in Vienna in 1975. He graduated from the Faculty of Law, University of Belgrade. In 2002, he attended a training program on advocacy for human rights at the Columbia University. From 2001 to 2009, he was the Executive Director of the Center for Minority Rights. He is the author of several publications including: *Violations of Roma Rights in Serbia* (2001), *Roma and the Right to Health Protection* (2004), and *Roma and the Right to Legal personality* (2006). He worked as a consultant for the OSCE and was involved in the development of a strategy for improving the position of Roma. He participated in drafting various documents related to the Decade of Roma Inclusion.

Father Justo Lacunza Balda,

Rector Emeritus of the Pontifical Institute for Arabic and Islamic Studies of Rome

Father Justo Lacunza Balda, of the Missionaries of Africa, is a professor of the Pontifical Institute for Arabic and Islamic Studies of Rome (PISAI). He holds a licentiate in Arabic language and Islamic studies from PISAI and a doctorate in African languages and cultures from the School of Oriental and African Studies of the University of London. Father Lacunza joined the Order of the White Fathers and held various missionary positions in Tanzania from 1969 to 1974. During 1982 - 1986 he was an assistant professor at PISAI in Rome, a Professor of Arabic and Islamic Studies from 1989, and a dean from 1995. In 2000 he became the rector of the PISAI in Rome. Father Lacunza has published numerous papers and articles on Islam issues.

Mr. Eraly Tugzhanov,

Deputy Chairman – Head of the Secretariat of the Assembly of People of Kazakhstan of the Presidential Administration of the Republic of Kazakhstan

Mr. Eraly Tugzhanov was born in 1963 in the western Kazakhstan region. He received his law degree at Karaganda State University named after E.A. Buketov and Institute of State and Law of the Academy of Science of Kazakhstan. From 1991 to 1998 he worked as a teacher in the Department of Theory and State History and Law of the Karaganda State University named after E.A. Buketov. From 1994 to 1996 he was a researcher in the Institute of State and Law of the Academy of Sciences of the Republic of Kazakhstan. In 2001 he became a director of the Institute of Law and Civil Service of the Kazakh Humanitarian Law University in Astana. From 2001 to 2006 he was the Deputy Akim of the Karaganda region, since 2006 to 2008 – the chairman of the Committee on Religious Affairs of the Ministry of Justice of the Republic of Kazakhstan. In February 2008 by the Decree of the President of the Republic of Kazakhstan he was appointed to the position of the Chairman of the Assembly of People of Kazakhstan, the head of the Secretariat of the Assembly of People of Kazakhstan of the Presidential Administration of the Republic of Kazakhstan. Mr. Eraly Tugzhanov owns the State awards and titles of honour which are “Yeren Yenbegi Ushin” Medal, “Kazakhstan Respublikasynyn Tauyelsizdigine 10 Zhyl” anniversary medal.

ANNEX 4. CONSOLIDATED SUMMARY OF CIVIL SOCIETY RECOMMENDATIONS

Civil Society Preparatory Meeting OSCE High Level Conference on Tolerance and Non-Discrimination

Consolidated Summary of Recommendations



Astana 28 June 2010

Please Note: The following recommendations were submitted and presented by Civil Society participants in the Preparatory Meeting before the High-Level Conference on Tolerance and Non-Discrimination in Astana, 28 – 30 June 2010.

The opinions and recommendations expressed in this document do not in any way reflect the position of and/or recommendations of the OSCE ODIHR.

Foreword

Recognizing that the respect for human rights and fundamental freedoms, democracy and the rule of law is at the core of the OSCE comprehensive concept of security, which underlines the fundamental principles of universality, non-discrimination, indivisibility and relatedness of Human Rights and calling for a consistent and non-hierarchical approach to tolerance and non-discrimination;

Acknowledging that the fight against intolerance and discrimination is interlinked to the respect of the rule of law, democratic values, human rights and fundamental freedoms, including freedom of expression, thought, conscience, religion or belief, freedom of assembly and association;

Recognizing that the responsibility for promoting tolerance and non-discrimination rests with OSCE participating States in responding to intolerance with adequate policies and legislation;

Introduction

We express our gratitude to the Chairman-in-Office and the ODIHR, for devising this Civil Society Preparatory Meeting and the government of the Republic of Kazakhstan for hosting and supporting it, as well as bestowing the Conference sessions with the recommendations that follow herein;

We remain ever more convinced of the need for Civil Society Preparatory Meetings, to foster the necessary co-operation and dialogue between participating States, and the many civil society actors active in the field of tolerance and nondiscrimination within the OSCE region;

Areas of concern

Expressing concern about the rise of hate motivated incidents and crimes targeting individuals because of their race, religion, ethnicity, sexual orientation, gender identity, disability and other similar factors;

Noticing that the vital role played by civil society organizations and human rights defenders in combating intolerance and discrimination is undermined by the fact that civil society activists in many OSCE states are themselves subject to violence, malicious prosecution, and other official and unofficial efforts to silence and repress them;

The Preparatory Meeting for Civil Society calls upon OSCE participating States to:

General recommendations

1. Schedule at regular intervals OSCE's high-level conferences on combating intolerance to keep international attention focused on the issue;
2. Promote public-private partnership in the fight against intolerance and discrimination and to raise awareness on the positive contribution religious communities to the building and well-being of our democratic societies;
3. Continue providing *fora* for expert discussions and international co-operation on tolerance-related issues such as hate crimes;
4. Support the work of the Personal Representatives of the Chair-in-Office on combating intolerance.

SESSION I: Combating intolerance and discrimination against Muslims

To the participating States:

5. Condemn all manifestations of intolerance and discriminations against Muslims and take preventive measures to challenge anti-Muslim prejudice and stereotypes;
6. Guarantee the right of the Muslims to practice and manifest their religion, without any discrimination, in accordance with international human rights standards. This includes the right to build mosques and dress how they want, as long as they take their decisions freely;
7. Fully respect international human rights standards while fighting terrorism, and take necessary measures in order to prevent discriminatory anti-terrorism measures, in particular racial and religious profiling;
8. Enhance their legislation concerning hate crimes against Muslims and ensure that such legislation is effectively implemented by law enforcement officers and prosecutors, by providing adequate policy guidance, training, and resources;
9. Collect and maintain publicly available data on hate crimes against Muslims. The data gathered must be accurate, comprehensive and comparable as well as disaggregated, in order to facilitate analysis and informed policy decisions to prevent and combat such crimes and incidents;
10. Conduct outreach and education efforts to communities and civil society groups to reduce fear and assist victims of hate crimes and hate motivated incidents. This should include meetings for women involved in religious associations and who are under represented;
11. Adopt an inclusive definition of national identity, more in line with the reality and the diversity of the European people. Recognise and raise awareness of the past and present contributions of Muslims to the world and the countries they live in;
12. Develop education programmes and strategies to combat intolerance and discrimination against Muslims and ensure that school textbooks and curriculum do not include anti-Muslim stereotypes and prejudice but promote mutual respect and understanding. Benefit from the expertise and experience of ODIHR in this area;

13. Adopt a specific OSCE Ministerial Decision on measures to combat intolerance and discrimination against Muslims at the national, regional and international levels;
14. Use the term “Islamophobia” as a form of racism and xenophobia, targeting Muslims in the OSCE decisions.

To ODIHR:

15. Support the development of a working definition of intolerance and discrimination against Muslims;
16. Produce a position paper on the prohibition of construction of minarets in Switzerland;
17. Enhance its co-operation with all intergovernmental actors, including the OIC and the UN Alliance of Civilizations, in its efforts to promote tolerance, respect, mutual understanding and non-discrimination.

SESSION II: Combating anti-Semitism

To the participating States:

18. Implement OSCE commitments regarding monitoring, investigating, prosecuting and reporting anti-Semitic hate crimes;
19. Submit data on anti-Semitic crimes and incidents, legislative developments and good practices to ODIHR;
20. Provide adequate security to Jewish communities acknowledging that violence against Jewish communities increases in the aftermath of tensions and events in the Middle East;
21. Implement the 2004 Berlin Declaration on Combating anti-Semitism, especially to “declare unambiguously that international developments or political issues, including those in Israel or elsewhere in the Middle East, never justify anti-Semitism.”
22. Support the specialized focus within ODIHR on anti-Semitism in concert with its work on hate crimes.

SESSION III: Combating racism, xenophobia and discrimination, also focusing on intolerance and discrimination against Christians and members of other religions

To the participating States:

23. Collect data on hate crimes against Christians, also where Christians are a majority and give to hate crimes and hate speech against majority religions the same attention given to minority religions;
24. Deliver upon their commitments on tolerance and non-discrimination, including commitments to combat all acts and manifestations of hate, and hate crimes against persons who are members or perceived as members of minority and majority groups, through legislation, law enforcement, education, media, data collection;

25. Create a separate position of an OSCE Chair-in-Office Personal Representative dealing with racism, xenophobia and other forms of intolerance, including combating homophobia and transphobia;
26. Uphold the principle of equal treatment of Roma and Sinti in all areas, including access to education, health, employment, and housing;
27. Acknowledge the relationship between unequal treatment, marginalization of minority groups and manifestations of intolerance;
28. Decriminalize homosexuality;
29. Implement the *Yogyakarta Principles on the application of International Human Rights Law in relation to Sexual Orientation and Gender Identity* in their policies;
30. Include references to sexual orientation, gender identity and expression in the final conference declaration of the Chairmanship-in-Office;
31. Include gender and sexual orientation as grounds of discrimination in relevant legislation and in the development of policies;
32. In formulating national legislation to combat racism and racial discrimination consider ECRI's General Policy Recommendation No. 7 on *National legislation to combat racism and racial discrimination*;
33. Promote and respect the rights of national minorities, giving them the possibility to study also in their own language especially some subjects, like history;
34. Promote awareness on issues related to freedom of religion or belief for relevant state authorities, including at a local level through mechanisms of cooperation with religious communities and expert training;
35. Recognize freedom of religion or belief as essential in promoting mutual respect and understanding, in particular with regard to the right to manifest one's religion and display religious symbols.

SESSION IV: The role of legislation, law enforcement, data collection and civil society in combating and preventing intolerance and discrimination, including hate crimes

To the participating States:

36. Take all necessary steps to implement tolerance and non-discrimination commitments, including the recently adopted Ministerial Council Decision No. 9/09 on Combating Hate Crimes;
37. Senior government leaders should send strong and consistent messages that violent crimes, which appear to be motivated by prejudice and intolerance will be investigated thoroughly and prosecuted to the full extent of the law;
38. Enact laws that establish specific offences or provide enhanced penalties for violent crimes committed because of the victim's race, religion, ethnicity, sexual orientation, gender, gender identity, mental and physical disabilities, or other similar status. Moreover, provisions of hate crime laws should include not only the victims of hate crimes, but also those associated or those who advocate on behalf of victims groups;
39. Strengthen enforcement and prosecute offenders, and provide adequate policy guidance, training, and resources to law enforcement bodies to address hate crime;

40. Maintain official systems to monitor, register and publicly report on hate incidents and hate crimes, as well as prosecutions. The data gathered must be accurate, comprehensive and comparable as well as disaggregated, in order to facilitate, analysis and informed policy decisions to prevent and combat such crimes and incidents;
41. Reach out to civil society groups who can play a role in assisting victims, documenting incidents, and building confidence in official bodies in order to increase reporting;
42. Pay a special attention to the prosecution of hate motivated accidents and hate crimes against Roma and Sinti;
43. Show continued support for the ODIHR's Tolerance and Non-Discrimination Department (TnD), in particular to encourage:
 - a) efforts to ensure that the Law Enforcement Officer Program on Combating Hate Crime (LEOP) has the support it needs and that participating States are taking part in this program;
 - b) regular meetings of the National Points of Contact on Combating Hate Crimes, with the full participation of civil society groups and representatives of specialized anti-discrimination bodies;
 - c) wide dissemination of ODIHR's publication *Hate Crime Laws – A Practical Guide* and development of guidelines on data collection;
 - d) agreements between ODIHR and participating States on programmes of technical assistance to combat hate crime;
 - e) sufficient funding for the TnD Department and its programmes and activities on hate crime through the regular OSCE budget and through extra-budgetary contributions;
 - f) ODIHR to report on the context in which hate crimes occur by highlighting the problems of discrimination, marginalization and intolerant rhetoric, including on the Internet in the annual hate crime report.

SESSION V: The role of education to promote mutual understanding and respect for diversity according to OSCE commitments

To the participating States:

44. Develop education programmes for tolerance and mutual respect and understanding, including inter-cultural education, in domestic education systems and provide adequate teacher training in this field;
45. Promote a better understanding of “the other” and focus on learning about individuals in society in order to create a truly inclusive society respecting the equality and diversity of all;
46. Acknowledge the contribution of youth to the promotion of tolerance and mutual respect and understanding and foster their active participation in society, also through informal education and web resources;
47. Respect the right of parents to ensure the religious and moral education of their children in conformity with their convictions, including through providing religious and ethics education in public schools when applicable, including the views of representatives of different groups;

48. Encourage teaching about religions, preparing curriculum promoting tolerance and mutual understanding and respect, teaching about history without demonizing any religion, ethnic or national group or civilization;
49. Ensure that school textbooks do not include stereotypes and prejudice against any groups in order to promote mutual understanding and respect for diversity. Encourage that school textbooks acknowledge cultural heritage of all groups in teaching and recognize their points of view in order to promote mutual understanding;
50. Promote and respect the rights of national minorities, giving them the possibility to study in their own language. Encourage that majority groups also learn about minorities in order to promote respect for diversity.

SESSION VI: Addressing public manifestations of intolerance in accordance with OSCE commitments and promoting understanding through open dialogue in the media, including the Internet

To the participating States:

51. Call upon political leaders to refrain from making racist, xenophobic and intolerant statements against specific groups and to condemn intolerant speech;
52. Recognize the positive role that free and independent media can have on preventing the increase of bias and prejudice and in promoting mutual respect and understanding, including through specific educational and awareness-raising programmes (possibly developed for instance through international media competitions);
53. Challenge hate on Internet, while guaranteeing freedom of expression in line with OSCE commitments;
54. Foster positive dialogue between religious communities and the media and raise awareness on language that has the potential to lead to heightened antagonism and even violence against religions;
55. Actively create an atmosphere in the public space within which freedom of religion or belief can best flourish and in which religious and belief communities can engage in full and fruitful dialogue. This space should be open to all, and the public media can play an important role in the creation of this space;
56. Ensure participation of minorities and migrants in State funded media by encouraging recruitment of personnel from diverse background and producing programmes that present different cultural heritages and promote intercultural tolerance;
57. Combat intolerance and hate speech in an exemplary way.

SESSION VII: Strategies for promoting tolerance and understanding, interethnic and intercultural dialogue, including with respect to religion, in the OSCE area

To the participating States:

58. Support civil society in their efforts to combat intolerance and discrimination and promote co-ordination of civil society in the OSCE area, including in areas

- of intolerance against migrants and ethnic minorities and intolerance based on sexual orientation;
59. Engage in consultations with religious faiths, institutions and organizations and groups of non-believers in order to achieve a better understanding of the requirements of religious freedom. This includes enhancing dialogue and communication with religious or belief communities on matters related to places of worship;
 60. Recognize freedom of religion or belief as essential in promoting mutual respect and understanding, in particular with regard to the right to manifest one's religion and display religious symbols;
 61. Some participants called on participating States to treat all religions equally, avoiding distinguishing "traditional religion" and "non-traditional religion" whereas some other stressed that this distinction was necessary;
 62. Some participants call on participating States to abolish blasphemy laws while others called for robust safeguards to be put in place against vilification of religion;
 63. To provide political space for civil society efforts to foster inter-cultural dialogue.

ANNEX 5. AGENDA

OSCE High-Level Conference on Tolerance and Non-Discrimination Astana, 29-30 June 2010

Agenda and Timetable

Tuesday, 29 June 2010

- 10.00 Opening session: Welcoming remarks and general statements.
- Official opening of the conference and keynote speeches:
Challenges in implementing OSCE commitments in the area of
tolerance and non-discrimination.

As host, the **President of Kazakhstan, H.E. Nursultan Nazarbayev**, will officially open the conference.

10:20 - 11:30 Opening plenary session: Combating discrimination and promoting mutual respect and understanding

Moderator: OSCE Chairperson-in-Office, Secretary of State – Minister of Foreign Affairs of the Republic of Kazakhstan H.E. **Minister Kanat Saudabayev**

Opening remarks by

- Mr. Jorge Sampaio, UN High Representative for the Alliance of Civilizations
- Mr. Mevlüt Çavuşoğlu, President of the Parliamentary Assembly of the Council of Europe
- Amb. Knut Vollebaek, OSCE High Commissioner on National Minorities
- Amb. Janez Lenarčič, Director of the Office for Democratic Institutions and Human Rights

Followed by:

Formal statements by high level delegates

- H.E. Remigijus Šimašius, Minister of Justice of Lithuania
- H.E. Mehmet Aydın, State Minister of Turkey
- H.E. Yacov Margi, Minister of Religious Services of Israel
- H.E. Elzbieta Radziszewska, Secretary of State in the Chancellery of the Prime Minister of Poland, the Government Plenipotentiary for Equal Treatment

Part 1: Forms of intolerance and discrimination

11.45 – 13.15 Plenary session 1: Combating intolerance and discrimination against Muslims

Moderator:

Mr. Doudou Diene, former United Nations Special Rapporteur on Contemporary Forms of Racism, Racial Discrimination, Xenophobia and Intolerance

Introducers:

Amb.Ömür Orhun, Adviser and Special Envoy of the Secretary General of the Organization of the Islamic Conference.

Prof. Cheikh Bouamrane, President of the High Islamic Council of Algeria

Amb. Adil Akhmetov, Personal Representative on Combating Intolerance and Discrimination against Muslims

13.15 – 14.30 Lunch on behalf of the CiO

14.30 – 16.00 Plenary session 2: Combating Anti-Semitism

Moderator:

Mr. Gidon van Emden, European Jewish Information Centre, Belgium

Introducers:

Mr. Dan Tichon, Chair of the International Taskforce on Holocaust Education, Remembrance and Research

Mr. Rabbi Andrew Baker, Personal Representative of the Chairperson-in-Office on Combating Anti-Semitism.

16.00 – 17.30 Plenary session 3: Combating racism, xenophobia and discrimination, also focusing on intolerance and discrimination against Christians and members of other religions

Moderator: Father Vsevolod Chaplin, Chair of Church Society Relations, Moscow Patriarchate, Member of ODIHR Advisory Council on Freedom of Religion or Belief, Russian Federation

Introducers:

Mr. Stephanos Stavros, Executive Secretary, European Commission against Racism and Intolerance

Prof. Introvigne, Managing Director of the CESNUR (Center for Studies on New Religions)

Mr. Mario Mauro, Personal Representative of the Chairperson-in-Office on Combating racism, xenophobia and discrimination, also focusing on intolerance and discrimination against Christians and members of other religions

17.40 – 18.00 Departure and arrival of the participants to the Central Park

18.00 – 18.45 Visit of the Ethno Village

19.00 – 20.30 Dinner on behalf of the OSCE Chairperson-in-Office

Wednesday, 30 June 2010

The way forward: Preventing and responding to intolerance, including hate crimes. Promoting mutual respect and understanding, including through gender perspective.

09.00-10.30 Plenary session 4: The role of legislation, law enforcement, data collection, and civil society in combating and preventing intolerance and discrimination, including hate crimes

Moderator: Mr. Paul Giannasi, Police Superintendent, Race Confidence and Justice Unit, United Kingdom

Introducers:

Mr. Paul Wille, Vice President of the Council of Europe's Parliamentary Assembly

Dr. Alice Wong, Member of Parliament of Canada, Parliamentary Secretary for Multiculturalism

10.45-12.15 Plenary session 5: The role of education to promote mutual understanding and respect for diversity according to the existing OSCE commitments

Moderator: Mr. Philippe Kridelka, Executive Director, Office of the Director-General, UNESCO

Introducers:

Prof. Antonio Alonso Marcos, San Pablo University, Spain

Dr. Nawal El Saadawi, Winner of North-South Prize of the Council of Europe, Egypt

14.00 – 15.30 Plenary session 6: Addressing public manifestations of intolerance, in accordance with the OSCE commitments and promoting understanding through open dialogue in the media, including the Internet

Moderator: Ms. Dunja Mijatovic, OSCE Representative on Freedom of the Media

Introducers:

Mr. Dainius Radzevicius, Chairman of the Lithuanian Journalists' Union and Chairman of the Lithuanian Council of Radio and Television

15.45–17.15 Plenary session 7: Strategies for promoting tolerance and understanding, inter-ethnic and intercultural dialogue, including its religious dimension, in the OSCE area

Moderator:

Ms. Eva Biaudet, Ombudsman for Minorities, Finland

Introducers:

Mr. Petar Antic, Assistant Minister for Human and Minority Rights, Serbia

Father Justo Lacunza Balda, Rector Emeritus of the Pontifical Institute for Arabic and Islamic Studies of Rome (PISAI)

Mr. Eraly Tugzhanov, Head of the Assembly of Nationalities of Kazakhstan

17.15 – 18.00: Closing plenary session

Closing ceremony

ANNEX 6. SUMMARY OF PARTICIPATION

Summary of Participants OSCE High-Level Conference on Tolerance and Non-Discrimination

Astana, 28-30 June 2010

Participants attended from the following participating States:

Albania	Kyrgyzstan
Germany	Latvia
United States of America	Lithuania
Armenia	Luxembourg
Austria	Malta
Azerbaijan	Moldova
Belarus	Montenegro
Belgium	Norway
Bosnia and Herzegovina	Uzbekistan
Bulgaria	Netherlands
Canada	Poland
Cyprus	Portugal
Croatia	Romania
Denmark	Russian Federation
Spain/EU	Holy See
Estonia	Serbia
Finland	Slovakia
France	Slovenia
Georgia	Sweden
United Kingdom	Switzerland
Greece	Tajikistan
Hungary	Czech Republic
Ireland	Turkmenistan
Italy	Turkey
Kazakhstan	Ukraine

Participants attended from the following OSCE Partners for Co-operation:

Afghanistan	Jordan
Algeria	Korea
Australia	Mongolia
Egypt	Morocco
Israel	Thailand
Japan	Tunisia

Participants attended from the following international organizations:

- Council of Europe
- Council of Europe Parliamentary Assembly
- European Union
- Office of the United Nations High Commissioner for Human Rights
- Organization of the Islamic Conference
- United Nations

United Nations Children's Fund
 United Nations Development Programme
 United Nations Educational, Scientific and Cultural Organization
 United Nations High Commissioner for Refugees

Participants attended from the following OSCE institutions:

OSCE High Commissioner on National Minorities
 OSCE Office for Democratic Institutions and Human Rights
 OSCE Office of the Representative on Freedom of the Media

Participants attended from the following OSCE field operations:

OSCE Centre in Astana
 OSCE Mission in Kosovo
 OSCE Mission to Serbia

Participants attended from over 100 civil society organizations from:

Algeria	Kazakhstan
Germany	Kyrgyzstan
United States of America	the Former Yugoslav Republic of Macedonia
Austria	Lithuania
Belgium	Moldova
Bosnia and Herzegovina	Norway
Bulgaria	Uzbekistan
Canada	Netherlands
Denmark	Poland
Spain	Romania
Egypt	Russian Federation
France	Serbia
Georgia	Sweden
United Kingdom	Switzerland
Greece	Tajikistan
Hungary	Czech Republic
Israel	Ukraine
Italy	