



**Organization for Security and Co-operation in Europe
Secretariat**

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Conference Services

On the request of Slovenian Chairmanship please find enclosed Semi-Annual Reports of three Personal Representatives (PR) of the OSCE Chairman-in-Office on tolerance and non-discrimination:

- Ms. Anastasia Crickley, PR on Combating Racism, Xenophobia and Discrimination also focusing on Intolerance and Discrimination against Christians and Members of Other Religions;
- Prof. Gert Weisskirchen, PR on Combating Anti-Semitism; and
- Amb. Ömür Orhun, PR on Combating Intolerance and Discrimination against Muslims.

Report of Activities undertaken Jan- June 2005

Ms. Anastasia Crickley

Personal Representative of the Chair in Office of the OSCE in combating Racism, Xenophobia and Discrimination also focussing on Intolerance and Discrimination against Christians and members of other religions

Introduction

My appointment as Personal Representative also marked my first sustained contact with the OSCE. I was glad to accept the honour, in particular because of the unequalled work of the OSCE in promoting democracy and fairness and also because of the opportunities to address racism and discrimination presented by the unique transatlantic geographical community of participating states.

My involvement over many years with civil society organisations active in addressing racism and associated discriminations has brought up two important starting points. Firstly the importance of the involvement of all stakeholders particularly the discriminated and secondly that state practices active engagement in responding to racism through legislation, education and action are crucial. From my role too as Chairperson of the European Monitoring Centre on Racism (EUMC) and involvement with the Council of Europe I was particularly aware of other work in these areas, and the need not to duplicate but rather add value, especially given the limited resources of all regional organisations. My first major starting point was a belief in the effectiveness of integrating responses to racism while maintaining also respect for diversity in the experience of discrimination and acknowledging the uniqueness of different forms of racism.

Approach

Given my lack of previous OSCE knowledge and the complexity and multi-dimensional nature of my part time role, in the first period of my mandate I have given priority to engaging with the OSCE, its institutions and people, in order to create conditions for successful actions in my support of its work. During the period I have met bilaterally and in small groups with associated organisations, individual representatives and members of OSCE institutions

as well as maintaining ongoing contact ODIHR, the Slovenian chair in office staff, and my two colleagues, personal representatives. I am grateful to all for their time and tolerance and also to the Irish Representation for continued support.

Activities

At the end of January I made a preliminary visit to ODIHR in Warsaw where I also met the Director of the Contact Point for Roma and Sinti. In early February ODIHR convened a meeting with the three representatives, in Warsaw to discuss mechanisms for cooperation and coordination which also included a briefing by Spanish representatives on preparations for the Cordoba Conference and an opportunity to comment on these. During this month also I met informally with immigrant groups and coalitions in Boston USA and had introductory meetings and discussions with the Helsinki Commission, the Committee for Religious Freedom, the American Democratic League and the American Jewish Committee in Washington.

In March I met with the Chair, Secretary and members of the UN Committee on the Eradication of Racial discrimination during their session in Geneva, and had an informal meeting there with staff of the UN Special Representative on Racism. I also had the opportunity with my colleague representatives to make a presentation to the Parliamentary Assembly in Vienna and through that to meet bilaterally with a number of delegates. At the end of the month and the beginning of April I visited the Vatican where a comprehensive range of meetings with various Holy See representatives had been arranged over a three day period. On April 7th the three principal representatives met with the chair in Office in Ljubljana and also met there to discuss work in progress.

During May I participated in, mediated at and ran a number of bilateral meetings during the OSCE Migration Seminar (May 11th -13th) in Warsaw. I spoke also and contributed to the Warsaw NGO meeting which focussed also on Cordoba preparations. I continued during this period to engage with and contribute where possible to Cordoba preparations. To date in June I have spent a week participating in and moderating at the Seville NGO forum and the Cordoba conference on Anti-Semitism and other forms of discrimination. During the first part of the year I also met with a number of regional groups of European Roma Rights Centres and European Network

against Racism as well as national and local NGO's and Roma, Sinti and Traveller Groups.

Concluding Remarks

As a newcomer to the OSCE in my loosely designated, part-time but potentially I believe, my important role, it has taken some time to develop a working knowledge of OSCE operational and political structures. I have also needed to become more familiar with the challenges and possibilities of the OSCE participating states geographic expanse.

The possible breadth and extent of my brief also poses challenges. As stated earlier I believe in an integrated approach to responding to all forms of Racism but I also know that specific forms of discrimination have to be identified and analysed and may require targeted responses if they are to be addressed. This position has been reinforced over the past months. In clarifying realistically the proactiveness of my role I am conscious too of the need to stay within the overriding issue of racism and associated discrimination. I believe that there can be considerable merit in employing a thematic approach across the diversity of the OSCE region and in striving to support, raise awareness about and reinforce the work already undertaken by OSCE and ODIHR in participating states.

I have also been reinforced in my commitment in attempting to add value to the work of all regional organisations and agencies through enhanced co-ordination and cooperation and in the need to more actively engage in civil society initiatives against racism. Lastly I am struck by the ambivalence towards the possibility of discrimination against Christians and other religions which I have experienced in Europe in response to my mandate as well as by the lack of mainstream awareness and discourse in this area... My work for the coming months is being developed with these preliminary conclusions as a back drop. I will focus on a limited number of Issues, keeping in mind the CIO priority and indeed the concern across the region with migration and integration, with specific objectives and outcomes in mind.



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Semi-Annual Report on the activities as Personal Representative of the Chairman of the OSCE on Combating Antisemitism

- Meetings to coordinate the work between the 3 Personal Representatives of the Chairman in Office of the OSCE and ODIHR:
 1. 9.-10.02.05 Warsaw
 2. 08.04.05 Ljubljana
 3. 10.-11.05.05 Warsaw

- Working meeting in Berlin on invitation of Gert Weisskirchen (03.03.2005) with ODIHR, EUMC, ECRI, relevant ministries, relevant embassies, Center for Research on Antisemitism, several NGOs as an exchange of experiences concerning the issue of Antisemitism:
 1. Presentation of the ODIHR by Dr. Kathrin Meyer, EUMC by Thomas Schwarz and ECRI by Giancarlo Cardinale
 2. Discussion about a common definition of "Antisemitism"
 3. Discussion about the OSCE-Conference in Cordoba, main points should be to continue the implementation of the "Berlin Declaration", the issue Antisemitism should be one of the main points on the agenda, religious aspects should not be in the foreground
 4. Suggestion from the NGOs to organize an NGO Forum as pre-conference in Cordoba.

- Visit to Moscow and St. Petersburg 25.-28.04.05. Appointments with several NGOs (Jewish Community, Rabbis, Office of Human Rights, Memorial) and Mr. Lukin (Representative on Human Rights); the report has been submitted to the Chairman-in-Office.

Findings:

1. Antisemitism increased in Russia during last years;
2. Official statistics do not exist;
3. Besides Antisemitism exists a general Xenophobia;
4. Antisemitic literature is published;

5. President Putin stands for the fight against Antisemitism, particularly with regard to his speech in Auschwitz in January 2005;
 6. Law enforcement is not sufficient concerning antisemitic incidents;
 7. Mention of an antisemitic pamphlet signed by 19 Members of the Russian Duma;
 8. Suggestion of the NGOs of an OSCE-Antisemitism-Conference in Moscow.
 9. Mr. Lukin, the Human-Rights-Ombudsman accepted this suggestion and would be ready to set up an organisational structure with both the OSCE and NGOs.
- Moderator at the Cordoba Conference 08.-09.06.2005, Session 2 Education on the Holocaust and on Antisemitism

Planned activities for second half of 2005:

- To bring forward the finding of a common definition of “Antisemitism”, based on the “working definition”, elaborated by EUMC and AJC.
- Visit to Israel.
- Visit to Great Britain as a counterpart of the visit to Russia with the aim to write a “white paper”, about the visits and give recommendations.
- This reflection of what are the findings in both Memberstates, the Russian Federation and the United Kingdom, should be the starting point in order to deliver balanced reports (East and West of Vienna) on the developments in different countries.
- Next “white papers” should be focussing on France and Serbia, at a later stage then Germany and Hungary, Sweden and Marocco.
- Active participation at the Human Dimension Implementation Meeting in Warsaw in September 2005.
- Meeting with the Focal Points of all OSCE-Member States in Berlin or Vienna.
- Appointing a group of Parliamentarians advising the PersRep.
- Exchange of views with scholars, for instance to learn from research and experience of best practices, followed by a public meeting with politicians and journalists.
- After the next OSCE Ministerial Council a workshop should be organized in view of what to do in 2006 together with the CiO and the incoming CiO. One of the points will be to start the project of a Yearbook about the fight against Antisemitism, in close cooperation with EUMC, ECRI, ODIHR and israelian initiatives.
- For the years to come: once a year a prize for a “best-practice” - project awarded during an OSCE-Antisemitism Conference for example.

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Semi-Annual Report of
Ambassador Ömür Orhun,
Personal Representative of the Chairman-in-Office of the OSCE
on Combating Intolerance and Discrimination against Muslims

1. I was appointed as the Personal Representative of the Chairman-in-Office of the OSCE on Combating Intolerance and Discrimination against Muslims at the end of 2004. The gist of my mandate has been defined as promoting better coordination of participating States' efforts aimed at the effective implementation of relevant OSCE decisions, cooperating and coordinating with the other Personal Representatives on Combating Intolerance and Discrimination, with the ODIHR and with other OSCE Institutions. This appointment was extended by the Slovenian OSCE Chairman-in-Office at the beginning of 2005.
2. It would be seen from the mandate that the scope of my activities as the Personal Representative is rather restricted and is mainly confined to promotion of better coordination. I am not supposed to replace or duplicate the efforts and the activities of the ODIHR, but to reinforce them. As such, I am also not tasked to collect or analyze data from individual countries.
3. I would submit that this mandate is also rather general, necessitating learning by practice. On the other hand, it should be noted that because of institutional difficulties encountered at the OSCE, effective start of the functioning of this new mechanism of the OSCE was somewhat delayed.
4. My appointment was made public, which generated interest from various Muslim interest groups and the media, especially in my home country. I was also approached by the press and the Turkish Radio broadcasting to Europe. In the interviews I gave I tried to underline my mandate and my priorities, as being:
 - a. raising awareness on tolerance and non-discrimination,
 - b. underlining the need to implement decisions by the OSCE on combating intolerance and discrimination,
 - c. highlighting the necessity of having an adequate legislative framework in dealing with hate crimes and fully implementing this legislative framework,
 - d. highlighting good-practices,
 - e. stressing the importance of education of especially the younger generations and training of law enforcement and judicial authorities,
 - f. drawing attention to the role the written and visual media can play in promoting tolerance and in fighting discrimination and intolerance.

I also stressed the vital importance of trying to avoid clashes of cultures or religions and of aiming for harmony and respect to "the other", who ever the other might be. The press coverage in Turkey was adequate and I hope the same will happen during my visits to participating States. (Indeed, my visit to the Netherlands, which will be

touched upon later on, generated great interest and my remarks to the press found fair coverage.)

5. I was received by the Minister of Foreign Affairs of Turkey Mr. Gül, who wished me well publicly. I also met and consulted the Deputy President of the OSCE Parliamentary Assembly Mr. Yalçıntaş. I received messages of congratulations from the Secretaries General of the Arab League and of the Organization of Islamic Countries (OIC). The Secretary General of the OIC also expressed their desire to expand relations between the OSCE and OIC. He also informed member countries of the OIC of my appointment. Furthermore, quite a number of Ambassadors in Ankara visited me, inquiring of this new OSCE mechanism. I was also approached by Muslim NGOs from England, Belgium, Germany, USA and Turkey.
6. After consulting the Chairmanship, I participated at and contributed to the following meetings and/or events:
 - a. Coordination meeting in Warsaw on 10 February 2005 with the participation of the three Personal Representatives, the Chairmanship and the ODIHR staff and its Director.
 - b. Conference at the Turkish-American Association at Ankara on 16 February 2005, on Reform and Change in the Broader Middle Eastern Region, addressing the Conference together with the US, UK and Moroccan Ambassadors.
 - c. OSCE Parliamentary Assembly Winter Session in Vienna on 24-25 February 2005. (I addressed the OSCE-PA.)
 - d. Press briefing and conference on the occasion of the release of the International Helsinki Federation's Report on "Intolerance and Discrimination Against Muslims in the EU since September 11", on 7 March 2005 in Vienna. (I made a short introduction and answered questions.)
 - e. Taking advantage of this trip to Vienna, I met and consulted a number of OSCE Permanent Representatives and representatives of the Chairmanship as well as the OSCE Representative on Freedom of the Media.
 - f. TESEV-DIIS-HBF (Turkish Economic and Social Studies Foundation, Danish Institute of International Studies and the Heinrich Böll Foundation) Workshop on OSCE Experience in Promoting Democracy, held in İstanbul on 3-5 March 2005. (I delivered one of the introductory statements.)
 - g. Conference on the Middle East and Islam organized by the Işık University of İstanbul on 16 March 2005, attending as a panel member and delivering a statement.
 - h. Meeting with the OSCE CiO Minister Rupel and members of the OSCE Task Force in Ljubljana on 7 April 2005.
 - i. Workshop of the Turkish Women's NGO's in preparation of the Middle East Women's NGO's Symposium, İstanbul, 9 April 2005. (Opening remarks by myself.)
 - j. Islamic World Forum Meeting, Doha, Qatar, 10-12 April 2005. (Contribution to various sessions.)

- k. International Conference on a New Perspective for the NGOs of the Islamic World, held in İstanbul on 30 April-1 May 2005, whereby “The Union of NGOs of the Islamic Countries” was founded.
- l. Meeting between NGOs, OSCE Task Force, the Personal Representatives and the ODIHR, Warsaw, 10-11 May 2005. (In the margins of this meeting separate sessions were held with the Head of the Slovenian OSCE Task Force and the Director of the ODIHR, as well as between the three Personal Representatives, addressing primarily the modalities of coordination.)
- m. ODIHR Human Dimension Seminar on Migration and Integration, Warsaw, 11-13 May 2005. (I addressed Working Session IV)
- n. In response to an official invitation from the Government of the Netherlands, I conducted a country visit to Holland from 17-20 May 2005. The itinerary for the visit and organization of meetings was coordinated by the Ministry of Foreign Affairs and the Ministry of Immigration and Integration. During my visit I was accompanied by the Acting Head of the ODIHR’s Tolerance and Non-Discrimination Programme, Ms. Jo-Anne Bishop.

This visit marked my first visit to a country since my appointment at the end of 2004. The invitation to visit the Netherlands provided an opportunity to follow-up on the recent rise in anti-Muslim sentiment in Holland. In the aftermath of the murder of a Dutch filmmaker, dozens of mosques and Muslim schools were attacked, which has created an increased climate of fear among the Muslim population, which number around one million and comprise approximately 6 percent of the population, two-thirds of which are of Turkish and Moroccan origin. While the rise of anti-Muslim incidents have generated a significant amount of press coverage, the positive initiatives undertaken by the Dutch authorities and specialized bodies to engage representatives of Muslims communities as partners in combating manifestations of intolerance and violence against Muslims also must be underlined.

The invitation of the Dutch government for my visit was a clear indication of the government’s commitment to improve the situation of Muslims and its genuine desire to seek remedies to existing challenges.

Given my mandate as explained earlier, the purpose of the visit was to:

- i. Learn about the situation of Muslims in the Netherlands, make observations and report findings to the OSCE Chairman-in-Office;
- ii. Identify good practices underway in the Netherlands to promote tolerance and respect towards Muslims and to combat discrimination and intolerance against Muslims;
- iii. Raise awareness about programmes available to support the Government of the Netherlands and representatives of civil society in their efforts to combat intolerance and discrimination against Muslims.

I would like to thank the Ministry of Foreign Affairs and the Ministry of Immigration and Integration of Holland for all their efforts in developing and coordinating the programme for my visit.

My report on my country visit to the Netherlands has already been submitted to the Chairman-in-Office, with my observations and recommendations, including sharing of this report with the Dutch Government.

- o. Taking advantage of my visit to the Hague, I visited the Office of the High Commissioner on National Minorities and had a constructive conversation with Ambassador Rolf Ekeus and his collaborators.
 - p. Meeting of the Consortium on Regional Cooperation in the Middle East, held in Rabat on 4-5 June 2005. (I contributed extensively to all sessions of this meeting.)
 - q. Taking advantage of my visit to Rabat, I visited Ambassador Yousef Amrani, Director General for Political Affairs at the Moroccan Ministry of Foreign Affairs and discussed the forthcoming Cordoba Conference, OSCE's outreach activities and other matters within my mandate.
 - r. On 7 June 2005, I attended the NGO Forum in Sevilla, organized by Tres Culturas, and made one of the three speeches at the opening session. (Distributed as PC.DEL/491/05)
 - s. On 8-9 June 2005, I participated at the OSCE Cordoba Conference on Intolerance and moderated Session IV, "Fighting Intolerance and Discrimination against Muslims, Facilitating Integration and Respecting Cultural Diversity." Within the margins of this Conference, the three Personal Representatives met with the Chairman of the Permanent Council and the Director of ODIHR on modalities of reporting and better coordination. I also met separately with the Heads of the Belgian and USA Delegations upon their requests.
 - t. On 10 June 2005, I attended the meeting of the Advisory Council of ODIHR's Panel of Experts on Freedom of Religion or Belief and briefed them on my mandate, activities and perceptions.
 - u. On the occasion of the Cordoba Conference and with a view to highlighting my mandate and my perceptions, I wrote two articles which were published in the Turkish Daily News on 4 and 5 June 2005. (Distributed as PC.DEL/512/05)
 - v. On 20-21 June 2005, just before going to Vienna for my PC presentation, I will attend in Istanbul the Symposium of the Middle East Women's NGO's that will be held within the scope of the Democracy Assistance Dialogue.
7. After reporting to the Permanent Council and to the Mediterranean Contact Group on 23 June 2005, I anticipate visiting the USA in conjunction with the OSCE-PA Meeting and hopefully together with the other two Personal Representatives on 1-8 July 2005. During this time, which will also be my second country visit, I hope to meet US Government officials and representatives of the civil society.

Furthermore, I have also received invitations from Germany, France and United Kingdom, which I will try to realize later in the year. (I would prefer to conduct my country visits upon invitations.)

8. This concludes my first semi-annual report. However, taking this opportunity I would like to underline a couple of points:

- a. At our recent meeting in Warsaw held with the Head of the Slovenian OSCE Task Force and the Director of the ODIHR, all participants underlined the necessity for closer and better coordination, between the Chairmanship, the ODIHR and the three Personal Representatives. I can not agree more, as I tried to stress also at that meeting. It is evident that coordination needs a two/three way interaction and information flow.
 - b. The Personal Representatives of CiO, as their mandates also stipulate, work in a part-time and honorary capacity. As such they have no office, staff or other administrative and substantial backing, aside from their reliance on the ODIHR. This is a point that requires careful consideration and putting in place arrangements that will meet the requirements of this new mechanism. I am confident that the OSCE Chairmanship and the participating States will address this issue to reach satisfactory conclusions.
9. Finally, as the Personal Representative on Combating Intolerance and Discrimination against Muslims, my perception on the implementation of my mandate can be summarized as follows:
- a) The historical, cultural and psychological depth of the issue of discrimination and intolerance needs to be always taken into full consideration.
 - b) A sound normative framework to combat intolerance and discrimination both in the OSCE and in other international and national fora does exist; what is needed is to put this normative framework into full use and implementation.
 - c) There is also a need for an intellectual and ethical strategy to avoid political exploitation of the issues related to discrimination and intolerance.
 - d) Discrimination and intolerance against Muslims is not only a matter of discrimination against a specific religious group, but is also a matter that deeply affects international relations as well as the internal stability of Western societies. As such, it is a multifaceted question and must be addressed through a holistic approach.
 - e) Various forms of intolerance and discrimination need not to be artificially separated or an arbitrary hierarchy be established between them. Discrimination is discrimination and must be condemned and dealt with whatever the underlying motive might be. Within this framework, there should not be any competition between efforts dealing with different forms of discrimination.
 - f) The following points must be underlined, stressed and given prominence:
 - i. The quality of life of Muslims living in Western societies must be improved. This will lead to better understanding and better integration, thus to lessening of mutual mistrust.
 - ii. Muslims should not be seen as second class citizens, must not be demonized, marginalized, feared or despised.
 - iii. The war on terror must not become a war on Muslims.
 - iv. It should be recognized that Muslims have the same basic needs and desires as others, which are material well-being, cultural acceptance and religious freedom without political or social intimidation. In that vein, Muslims should not be marginalized or attempted to be

assimilated, but should be accommodated. Accommodation is the best strategy for integration.

g) What could the Personal Representative do? What should be his priorities?

- Awareness-raising.
- Stressing the need for sound legal strategies, a sound legal framework and the implementation of that framework (judicial measures).
- Underlining the need for education, not only of the law enforcement officials, but especially of the younger generation.
- Highlighting good practices.
- Highlighting the role of the media.
- Stressing the importance of social harmony and respect, especially respect for “the other”.
- Searching for commonalities rather than divisions.
- Promoting inter-cultural and inter-religious dialogue.