

International Human Rights Law Group

Bellagio Consultation **on the** **UN World Conference Against Racism**

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BELLAGIO CONSULTATION REPORT

INTRODUCTION

The Bellagio Consultation on the World Conference Against Racism (“Bellagio Consultation” or “Consultation”) was convened by Gay J. McDougall, a member of the United Nations Committee on the Elimination of Racial Discrimination and Executive Director of the International Human Rights Law Group (Washington, DC), with the support of The Rockefeller Foundation. The purpose of the Consultation was to bring together a diverse group of experts from around the world to formulate recommendations on the forthcoming United Nations World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance, which will be held in South Africa in 2001.

This report seeks to provide a synthesis of the discussions that took place during the Consultation. It puts forth the recommendations that were developed by the participants relating to the core themes and possible outcomes of the World Conference. It also advances several recommendations relating to the World Conference process and format, with particular emphasis on highlighting the need for World Conference participation by those who are most affected by, or have an impact on, racism and racial discrimination. The recommendations contained in this report were developed in the hopes that they might be useful to the World Conference Preparatory Committee, as well as to governments, non-governmental organizations (“NGOs”) and other interested parties involved in the World Conference.

OVERVIEW

The World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance will be not only an important global event; it will also motivate a critical process, through which a global consensus can be built for the articulation and implementation of new and effective approaches to eliminating racism. The World Conference can have a significant and long-lasting impact at the international, regional, national and local levels. Indeed, for those groups, communities and individuals most affected by racism and discrimination, the World Conference has the potential to affect their lives and life-chances in a most profound way.

To realize this enormous potential, the World Conference Against Racism must adhere to the United Nations resolutions that call for it to focus on practical and action-oriented strategies, concrete and specific commitments, and measurable and achievable goals. The World Conference must also identify the mechanisms and resources necessary to implement the strategies and plans of action. The Bellagio Consultation and the recommendations contained in this report are efforts to ensure that the World Conference Against Racism lives up to its potential and promise to make a major contribution to the struggle against racism, racial discrimination, xenophobia and related intolerance.

The Consultation was not intended to undertake an exhaustive and in-depth analysis of the myriad forms and manifestations of racism and intolerance around the world. Its focus was on developing recommendations and proposals for a successful and significant World Conference. This forward-thinking agenda was, however, grounded in a comprehensive analysis of historical and contemporary patterns of racism and racial discrimination, including the causes and consequences.

Part I of this report places the Consultation's discussions in context. It reflects comments made by participants but draws primarily on an analysis of racism, and of the denial of racism, conducted by a different group of experts in a previous meeting convened in December 1999 by the International Council on Human Rights Policy.¹ Part II contains a summary of presentations made during the Bellagio Consultation on selected issues, including globalization, immigration, ethnic conflict, indigenous peoples, recourse and remedies through legislation and litigation (the US example), and the role of national institutions on human rights.

Part III of this report sets out the recommendations of the Bellagio Consultation with respect to (A) Themes of the World Conference; (B) Action, Activities and Outcomes; (C) World Conference Participation; and (D) The Regional Preparatory Process. Part IV concerns the World Conference format and process, and contains information that may be of particular interest to NGOs.

Annex I to the Bellagio Consultation Report contains Concept Sheets that outline in more detail the practical steps to achieving a number of the recommendations made by the participants, and additional ideas for action, activities and outcomes. A List of Participants is provided in Annex II.

¹ The report of this meeting, entitled The Persistence and Mutation of Racism, is due to be published in February 2000.

PART I THE NATURE OF RACISM

The concept of “race” is a social construct that is frequently used for political ends. The overwhelming weight of authority proves that as a scientific and anthropological matter, the notion that people can be definitively categorized and classified into different “races” is a myth. There is only one race—the human race.

It is also abundantly clear that there is no one form, type or definition of “racism” or “racial discrimination.” However, for the purpose of the Bellagio Consultation and this report, “racial discrimination” is defined, in accordance with Article 1(1) of the International Convention on the Elimination of Racial Discrimination (“Race Convention” or “Convention”), as follows:

Any distinction, exclusion, restriction or preference based on race, colour, descent, or national or ethnic origin which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise, on an equal footing, of human rights and fundamental freedoms in the political, economic, social, cultural or any other field of public life.²

Racism (and racial discrimination) exists and persists, to some degree, in all societies and in every country and region around the world. The ways in which racism manifests itself and is perpetrated vary across cultures, contexts and historical eras—as must the strategies to combat racism.

Racism is ubiquitous, though not necessarily visible at the level of social behavior. Indeed, the very existence of racism is widely denied across cultures, countries and regions. This phenomenon of denial makes recognizing, identifying and effectively addressing racism particularly difficult. Denial operates on many levels, including even the language that is used to describe certain situations. Terms like “ethnic minority,” “ethnic conflict,” “immigration restrictions,” “new immigrant,” “illegal alien,” “urban poor” and “color-blindness,” are used to deny or obscure the racist aspects of certain social behaviors or government policies.

² It is important to note that the Race Convention provides that “special measures,” such as affirmative action, taken for the purpose of securing equality for certain groups, do not constitute racial (or “reverse”) discrimination.

In addition to blatant and covert acts and denials, racism can be manifested in attitudes, opinions and stereotypes; ideologies; inter-personal relationships; social practices; and institutions. Institutional racism, in which patterns of discrimination, marginalization and disadvantage become systematic and self-sustaining, is particularly problematic in that it is often considered simply “the way the system works”—which is at once the truth *and* an obfuscation of both the underlying problem and the possible solutions.

Racism is a tool to gain and maintain power. A significant cause (and effect) of racism in the world today stems from colonialism and slavery, the results of which include the often near-total exploitation, dispossession and dislocation of certain groups of people (or of peoples); misappropriation of their land and resources; and denial of their very humanity. The continuing legacy of colonialism and slavery is evident in many places and in many ways, some more obvious than others. Slavery has yet to be eradicated, either in its traditional forms, or in more contemporary forms, such as internal and cross-border trafficking in persons. The levels of economic and technological development of nations, peoples and groups of people, continue to develop largely along racial lines that have been drawn by colonialism and slavery—a further testament to the lingering effects of historical inequities and injustices.

Racism is inextricably linked with socio-economic factors. Racism is frequently an expression of underlying socio-economic inequalities, and in many societies, issues of race and socio-economic class are often conflated. Most of the world’s poor are people of color. Groups that face racial discrimination are denied access to land, wealth, employment, education, health and social services, law enforcement protection, and protection of their environment. The poor are often described in racist terms and blamed for their own deprivation.

Racism permeates the current patterns of economic globalization. The fusion of markets, economies and nation-states, as it is currently taking place, serves to increase the divide between rich and poor (nations and people). It exacerbates institutional and entrenched racism, while creating new patterns of exclusion and marginalization. The vast and rapid movement of capital, resources and technology is encouraged and under-regulated, while the concomitant movement and migration of people is severely restricted. Xenophobia and discrimination against immigrants is an increasingly widespread and common aspect of many societies and policies.

Racism relates to issues of ethnicity and ethnic identity, the political manipulation of which has led to internal and cross-border ethnic conflict, including “ethnic cleansing” and genocide. Racism also relates to the issues facing indigenous peoples, who are subjected to gross and systematic discrimination in every region of the world.

Racism is linked with other forms of discrimination and intolerance. Every human being has multiple bases of identity, including race, color, ethnicity, national or linguistic origin, class, caste, gender and sexual orientation. Racism compounds the various other forms of discrimination a person or group may face. There are also hierarchies constructed *within* racial groups on the basis of skin color or language, for example. Thus, racism can be internalized, resulting in discrimination against members of the same racial group. A person can be both a victim and a perpetrator of racial discrimination.

PART II PRESENTATIONS ON SELECTED ISSUES

The many complexities and subtleties of racism—how it is structured and manifested, and how it survives and mutates—are beyond the purview of this report and the Bellagio Consultation. However, as a point of departure for developing recommendations for the World Conference Against Racism, several participants were asked to make brief presentations on selected issues, including globalization; immigration; ethnic conflict; indigenous peoples; recourse and remedies through legislation and litigation (the US example); and the role of national institutions on human rights. The following section summarizes the presentations and the remarks made in the subsequent discussions.

Globalization

Globalization is one of the main features of modern society and has a major impact on racism. It is characterized by the integration or fusion of economic markets in ways that transcend nation-states. The key drivers of globalization are free-market capitalism and competition, privatization and de-regulation, and the maximization of profit.

Globalization is not inherently evil and does not *have* to perpetuate racism and discrimination. Indeed, the spread of information technology, which is a key feature of globalization, can provide great educational benefits to marginalized groups and peoples. The opening up of markets can provide economic and employment opportunities and promote development. For globalization to have a pro-active and positive impact on racism, however, the profit-driven interests of the private sector must be tempered by state and corporate responsibility.

Globalization makes possible the transfer and concentration of enormous wealth into the hands of a few, mostly private corporations, thereby increasing the divide between the rich and the poor. It also increases the digital divide as rapidly developing technologies, such as the Internet, remain accessible only to a privileged few. These economic and digital divides, not surprisingly, occur along colonialism's fault lines: North/South and White/Black. The economic, political and cultural dominance of North America and Europe is maintained, as is the exclusion, marginalization and exploitation of countries and peoples in the rest of the world. At present, the benefits of globalization are by no means globally shared.

Globalization is monopolized by the private sector, the primary aims of which are profit and the accumulation of wealth. These aims are often inimical to the aims of good governance through social justice and equity. While aggrandizing the private sector, globalization reduces the role of the State, or rather States abdicate responsibility for regulating the conduct and activities of transnational and national corporations, foreign investors and other non-state actors. The responsibility of the State is clear, as globalization happens as a practical matter through laws and policies at the national level. This is an important point in addressing the phenomenon of the "race to the bottom," in which poorer countries compete for private investment by lowering their standards, including environmental regulations and social protections that the investors would be subject to in their home countries.

Another aspect of globalization involves intellectual property rights. Private corporations are appropriating what were once "common" or freely-accessible resources, such as seeds and extracts from medicinal plants, and turning them into privately-owned commercial products over which the corporations have exclusive rights to use and distribute. Patented medicines, such as treatments for HIV/AIDS, which is now so widespread in Africa and other poor areas of the world that it undermines development and social stability, are priced out of reach for millions of people who desperately need them.

Globalization exacerbates the structural, institutional and entrenched patterns of racism that exist within and between countries and regions. Furthermore, it creates new patterns of exclusion, marginalization and exploitation. The excluded are mostly the poor, the black and the formerly-colonized. Their lands, resources and labor are exploited with little gain to them. They lack access to wealth, economic and investment opportunities, employment and safe working conditions, education, information technology, environmental and other legal protections, health care, social services, political power, and influence in international affairs and arenas. The excluded are also threatened with the loss of their culture and identity, as society becomes more dominated by the homogenizing effects of globalization.

The costs of such exclusion are high, even in purely economic terms. Human, natural and cultural resources are wasted, and potential consumer markets are lost. Cycles of poverty and degradation create resentment, which can lead to diminished productivity and costly violence and conflict. Sustainable economic development will not be possible without global inclusion.

Globalization highlights the importance of involving a range of actors and sectors of society in developing a plan of action to address racism and racial discrimination. The role of the State, private corporations and affected communities are critical, as is the role of multilateral institutions, such as the World Trade Organization and the World Bank. Until recently, the World Bank and other regional and international financial institutions have strongly supported globalization and free-market economics, without due regard to the negative effects on developing countries in general, or on excluded people(s) in such countries in particular. However, institutions like the World Bank have begun to realize both the ethical and economic imperatives of addressing the deleterious effects of unrestricted globalization driven solely for profit.

Immigration

While the vast movement of capital, goods and resources is promoted and facilitated by States, the movement of people, generally from poorer areas, countries and regions to richer ones, is strongly resisted, strictly regulated and sometimes even criminalized. Global migration is nonetheless increasing, as is racial discrimination against immigrants, migrant workers, refugees, asylum-seekers and displaced persons.

Immigrants are often made the scapegoat for the ills of society, in particular the socio-economic problems of their “host” country. Anti-immigrant bias and xenophobia are frequently propagated by the media and opportunistic political leaders, and are evident in restrictive (and racist)³ immigration policies that curb the flow of certain groups of people, primarily people of color. For example, in affluent Western Europe, there has been an increasing tendency to formally group “aliens” into three levels of “desirable” immigration: migrants from the European Union and the EFTA countries, migrants from North America, and the rest. While it is argued that there is no racist intent behind these policies, their effects are obvious—white workers from the rich Western countries are welcome, while people from the developing world are excluded.

³ Although distinctions made by States between citizens and non-citizens are excluded from the operation of the International Convention on the Elimination of Racial Discrimination (by Article 1(2)), such distinctions can still constitute racial discrimination, albeit outside the purview of the Convention. In fact, the Committee on the Elimination of Racial Discrimination has found that discrimination in the *granting* of citizenship can fall within the ambit of the Convention.

Migrant workers, such as miners, seasonal workers and domestic servants, are often at the mercy of their employers and are treated as commodities—attracted when needed and expelled when no longer required. In many cases, women migrants are subjected not only to racial discrimination, but also to discrimination and abuse on the basis of their gender. Even if recourse mechanisms are formally available, they may be ineffective because to resort to them would invite retaliation. Children of migrant workers are often without meaningful rights or protections as well.

The situation of undocumented (“sans-papier”) migrants is even more difficult. These migrants usually belong to ethnic groups different from the “host” community and are excluded and discriminated against, not just because of their undocumented status, but also because of their ethnicity. They are frequently characterized as “illegal aliens” (although only activities, not people, can ever be “illegal”), which is then used as a justification for denying them their fundamental human rights and freedoms, including access to education and basic health and social services. The International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, as of December 1999 (nine years after its adoption), has only twelve ratifications and has not yet entered into force, mainly because it includes protections for undocumented as well as documented migrants.

It is estimated that there are at least eighty million international migrants in the world. As stated in Article 1 of the Universal Declaration of Human Rights: “All human beings are born free and equal in dignity and rights.” This does not change when a person moves from the place of her/his birth.

Ethnic Conflict

The most publicized contemporary ethnic conflicts have taken place in the former Yugoslavia and in Africa. However, ethnic conflict is a global phenomenon that threatens the human right to peace. Most superficial analyses tend to attribute ethnic crises to the declining capacity of the State and its failures at management. Though correct, this approach is simplistic. In order to discern the causes of ethnic conflict, a holistic approach is necessary. For this purpose, three broad categories can be identified: historical factors, pre-disposing factors and triggering factors.

Colonialism features prominently among the historical factors. The creation of colonial States tended to foreground the interests of European States with far-reaching implications. Arbitrary boundaries set up as a result of colonization divided ethnic groups that straddled the imposed borders, and in some cases deprived communities of basic resources such as water. Since colonization was not readily accepted, the colonizers tended to adopt the practice of divide and rule, privileging one ethnic group

over the other as an organizing tool. This disparate treatment of people contributed to creating “reservoirs of hostility” between ethnic groups. Suspicions and hostilities between groups did not disappear upon the gaining of independence; in fact, they returned to center stage in Europe and Africa following the end of the cold war.

The resurgence of ethnic conflict has been facilitated by a set of pre-disposing factors that have become more salient with the passage of time. These include demographic factors, such as ethnic composition, migration flow and marriage patterns; socio-economic conditions and relations, such as divisions of labor, disparities in income, and unequal distribution or concentration of resources; political power and representation factors, such as the distribution of state portfolios along ethnic lines, disparities in political representation and participation, and promotion of a mono-ethnic national identity; and cultural factors, such as religion and the media.

Typical triggering factors of ethnic conflict are the failure to satisfy the legitimate claims made by ethnic groups for recognition of their separate identity, and the failure to recognize their claims for a fair share in the power and wealth of the country. The articulation of these demands has been advanced by the introduction of liberal democratic systems in some States. While this mode of governance favors the resolution of complex political emergencies, a government’s failure to satisfy the claims of ethnic conflicts often engenders conflict.

An understanding of the historical, pre-disposing and triggering factors of ethnic conflict is required in order to recognize and respond to the warning signals that always precede any conflict. Such a holistic approach is also necessary to establish mechanisms at the international, regional and national levels for conflict prevention, intervention and resolution, including mechanisms for on-going risk assessments and for monitoring conditions and trends in places where ethnic conflict has erupted in the past.

Indigenous Peoples

Over the last decade, the issues of indigenous peoples have gained in visibility, particularly at the international level. This is due in large part to the growing activism among indigenous peoples, who have been able to achieve the establishment of procedures and forums for international cooperation. They also have had increasing success in accessing and utilizing various international mechanisms, such as the United Nations Sub-Commission on the Promotion and Protection of Human Rights, the United Nations Committee on the Elimination of Racial Discrimination, the International Labor Organization, and the World Bank.

However, it is still the case that indigenous peoples in their own countries and regions are among the most marginalized and excluded groups. In some countries, the very existence of indigenous peoples is denied. In many countries, indigenous communities are treated in a paternalistic fashion as “helping the poor,” and the racist implications of such treatment is obscured or ignored.

A major obstacle to the full realization of the equality and inclusion of indigenous peoples is the fact that their most important demands relate to collective rights, including the right to land and resources, to self-determination and autonomy, to development, and to practice their culture. Over the past 50 years, the international regime for the promotion and protection of human rights has focused largely on individual rights, leaving the jurisprudence of collective rights comparably underdeveloped. Increased attention needs to be paid to collective rights at the international, regional and national levels.

It is also important that issues concerning indigenous peoples are not only addressed as a distinct and separate category, but are fully integrated into the discourse on racism and racial discrimination. This is necessary in order for effective responses to be developed that address institutionalized racism, globalization, immigration, colonialism, slavery, civil conflict and internalized racism—as they pertain to indigenous peoples.

Recourse and Remedies: Legislation and Litigation (the US example)

The United States has comprehensive laws on racial discrimination, some of the most important of which date back to 1866. These laws are strong on civil and political rights, but do not address economic rights. While the US example cannot easily be transposed elsewhere, it can usefully be examined to illustrate the factors that make legal frameworks prohibiting racial discrimination effective or ineffective. What is clear from the US example is that “good laws” are not enough. In order to be effective, several additional factors must be in place.

First, the costs and penalties associated with acts of racial discrimination must be significant, but not exorbitant, in order to constitute effective deterrents to the practices. If the penalties for discrimination are unrealistically high, there will be reluctance in applying them to the perpetrator(s). If the penalties for discrimination are predictable and minimal, they will be figured into the “cost of doing business.” Thus in US employment discrimination cases, employers may be willing to risk having to pay an employee’s lost wages, but may be deterred by the prospect of punitive damages awarded by a jury.

Second, in attempting to change patterns and practices through a litigation strategy, it is important to target the best defendant: the person (or entity) most accountable for the discrimination, or most able to effect change. In certain cases, this means that a plaintiff must be able to sue the government.

Third, those who impose the penalties for discrimination should not be comprised solely of persons from the group that derives privileges and benefits from the discrimination, or from the system that supports the discrimination. For instance, early US discrimination and civil rights cases were decided by judges who identified with, and thus sided with, the defendants.

Fourth, there must be an adequate infrastructure for handling the discrimination cases, including a sufficient number of trained lawyers with sufficient resources and incentives to carry on their work. Such incentives include the possibility of winning attorneys' fees, while not being liable for opposing attorneys' fees in unsuccessful cases, and the possibility of filing class-action suits on behalf of a number of plaintiffs.

Fifth, there must be a way to collect admissible evidence of the discrimination. In the US, professional "testers" will solicit companies or organizations for goods, services or opportunities to show that they are being offered to some people and not to others. The disparate results can then be used in courts of law against the companies or organizations.

Even with "good laws" that can be implemented effectively, the limitations of legislation and litigation must be recognized. Racism cannot be eradicated solely by outlawing it. Any regulation, prohibition, punishment or recourse for victims, at the national or international level, will address only the manifestations of racism, not its underlying causes nor most of its consequences. Legal, judicial and administrative responses to racism must be complemented by political and socio-economic responses, including those aimed at addressing the root causes of racism.

The Role of National Institutions on Human Rights

National institutions, including human rights commissions and ombudspersons, can play a vital role in ensuring compliance with national and international standards and norms, and in combating racism and racial discrimination. To be effective, however, several requirements must be met.

The members of the institution must be representative of the population that they serve, and they must be allowed to determine their own priorities. The institution must be impartial and independent, with safeguards to protect both its credibility and its

independence. It must have a broad mandate that allows for effective action, as well as adequate resources to carry out its work.

It is difficult, if not impossible, for a national human rights institution to operate effectively in non-democratic systems, such as countries under military rule. The institution should be able to observe and monitor the implementation of the standards it sets. It should be visible and accessible to its constituency, at no or little cost, and should be centrally involved in public education and awareness-raising.

The distinction between the national institution and the courts should be clear, and accordingly, the institution should issue recommendations as opposed to judgments. It should, however, be able to initiate inquiries and compel cooperation and assistance as necessary.

PART III

RECOMMENDATIONS OF THE BELLAGIO CONSULTATION

This section of the report is a synthesis of the proposals and suggestions made during the Bellagio Consultation. It is divided into four sets of recommendations relating to: (A) Themes of the World Conference; (B) Action, Activities and Outcomes; (C) World Conference Participation; and (D) The Regional Preparatory Process.

A. Recommendations on the Themes of the World Conference

A Slogan for the World Conference: The World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance needs to have a central, unifying and positive message that captures and promotes the ideals and purposes of the conference. In order to be effective, the message should be short and simple, and easily translated into various languages. The message must also be relevant to, and have resonance with, various cultures, countries and regions. Of the many suggestions made during the Bellagio Consultation, the following proposed central themes were selected:

- *All Different, All Equal: Combating Racism Together*
- or
- *Combating Racism: Equality, Diversity and Justice*

Core Themes of the World Conference: United Nations resolutions on the World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance have called for the conference agenda to be action-oriented, in order for practical strategies to be developed and for real, concrete results to be achieved. Using as the point of departure the objectives of the World Conference, as stated in resolution 1997/74 of the Commission on Human Rights, recommendations on the conference agenda were made and synthesized during the Bellagio Consultation. The following core themes are proposed topics for Working Groups at the World Conference:

▪ ***Theme I: Forms and Manifestations of Racism, Racial Discrimination, Xenophobia and Intolerance***

This core theme would identify the various forms and manifestations of racism that exist and persist in communities, countries and regions around the world.

Sub-issues of Theme I:

- Sources, causes, and contributing factors of racism, such as
 - The legacy and contemporary forms of colonialism and slavery
 - Economic globalization, disparate patterns of development and discriminatory socio-economic policies
 - Multiple bases of identity that compound discrimination, such as gender and class
- Entrenched institutional, structural and systemic racism, including persistent disparities in socio-economic development and in political representation and participation
- Xenophobia and discriminatory national immigration policies
- Discrimination based on skin color
- Ethnic conflicts
- Caste systems
- Religious intolerance
- Hate speech and hate crimes
- Racism in law enforcement and criminal justice systems

- ***Theme II: Victims of Racism, Racial Discrimination, Xenophobia and Related Intolerance***

This core theme would identify those communities, groups and people(s) around the world who are victims of racism and racial discrimination.

Sub-issues of Theme II:

- Indigenous peoples
- Ethnic, national, religious and linguistic minorities
- “Excluded majorities” (such as Afro-Brazilians and Black South Africans under apartheid)
- Migrants, refugees, asylum-seekers and displaced persons
- Groups subject to discrimination on the basis of descent (such as the Dalits and the Burakumin)
- People of color in the Americas

- ***Theme III: Remedies, Recourse, Redress and Compensatory Measures***

This core theme would examine ways to address persistent patterns and individual violations involving racial discrimination, including measures that should be taken at the international, regional, national and local levels.

Sub-issues of Theme III:

- Legislative, regulatory and administrative responses
- Judicial responses
- Political responses
- Socio-economic responses
- Law enforcement and criminal justice system reform
- Special measures and affirmative action
- Reparations

- ***Theme IV: Strategies to Achieve Full and Effective Equality and Accountability***

This core theme would examine how to address the underlying causes and consequences of racism, and would focus on measures aimed at preventing racism, and at promoting and protecting the rights of persons to be free from racial discrimination.

Sub-issues of Theme IV:

- Achieving full implementation of the International Convention on the Elimination of All Forms of Racial Discrimination
- Creating effective early warning mechanisms
- Establishing the accountability of non-state actors, including the corporate and financial sectors
- Assessing the costs of exclusion and the benefits of diversity
- Guaranteeing full, effective and equal political participation and self-determination
- Promoting economic, social and cultural rights
- Addressing social behavior, attitudes, cultural stereotypes and inter-personal discrimination
- Strengthening the role of governments in promoting diversity, multi-culturalism and tolerance
- Building the capacity of national institutions, non-governmental organizations and civil society to combat racism
- Bridging the “digital divide” by promoting broad-based access to information technology
- Using education, information technology, media and communications to prevent racism and intolerance
- Monitoring and measuring progress

B. Recommendations on Action, Activities and Outcomes

Bellagio Consultation participants formulated a series of ideas for action and activities relating to the themes, possible outcomes, and other aspects of the World Conference Against Racism. The criteria used in generating these ideas were that they should be practical, concrete and innovative, and that they should have broad-based impact and importance. The action or activities could occur at the international, regional, national or local level, and could occur before, during or after the actual conference in 2001.

The format used to develop each idea was to describe the concept, the rationale behind it, the practical steps towards implementation, and the implementing partners, or those actors, institutions and mechanisms necessary for carrying out the idea. Further details on how to implement the following recommendations are contained in Annex I to this report.

Pre-Conference Activities

1. The convening, by the Secretary-General of the United Nations, of a series of high-level consultations, including:
 - a meeting with the Presidents of all the multilateral and regional development banks, with a view toward: (1) issuing a joint statement, to be read at the opening of the World Conference, which speaks to the economic costs of racial discrimination and exclusion, and pledges a review and evaluation of all institutional programs and decisions for racial discrimination; (2) establishing an inter-agency task force on racism and racial discrimination, comprised of high-level representatives of each bank, that would undertake activities in support of the World Conference, including regional research studies and expert meetings and seminars; and (3) securing a commitment from each bank to assist in funding the World Conference.
 - a summit with high-level figures of the world's major religious communities, with a view toward issuing the equivalents in each faith of an edict on racism, racial discrimination, xenophobia and related intolerance, thereby affirming that combating racism is also an issue of faith.
 - a meeting with the top executives of the world's major Internet providers, with a view toward adopting a voluntary code of conduct and guidelines on hate speech and hate propaganda on the Internet.

- a meeting with the top media executives, with a view toward their commitment to be “implementing partners” in a global media campaign to combat racism and to publicize the World Conference.
2. The launching of an aggressive media campaign at the national and international levels, using television, print and radio. The campaign could include 30-second spots (public service announcements) and print advertisements on the topic of racism and the World Conference, as well as a special program on the International Day Against Racism, 21 March 2001. Several international and national networks, such as CNN, the BBC and comparable French, Spanish, Russian, Chinese, Arabic, Portuguese and other language media outlets, could agree to broadcast for free. Local media providers and networks, including community radio stations, could also be approached for their services.
 3. The development of a global on-line school audience and network for a multi-cultural and anti-racism curriculum, thereby extending the benefits of information technology while using the Internet to promote tolerance and combat racism. One hundred target communities in technology-poor regions and countries could be identified and corporations could be approached to donate the resources, equipment and training necessary to connect schools in those communities to the Internet. An on-line program could be offered to schools around the world on a weekly basis, starting in Spring 2001, and contributions from the students (stories, statistics, surveys), could be posted on-line. The live webcast of the World Conference in South Africa could include on-line hosts to facilitate interaction and allow the various schools to experience the conference.

Conference Commitments on Actions to be Taken

4. To appoint a United Nations inter-agency task force on racism, focusing on mainstreaming a programme of action against racism throughout the United Nations system (including all field operations), developing institutional policies and initiatives to combat racism, and promoting the recommendations and plans of action emerging from the World Conference. The task force would be comprised of high-level representatives from UNDP, UNIFEM, UNICEF, UNESCO, Habitat, ILO, UNHCR, and other relevant bodies.
5. To establish a semi-autonomous United Nations body that would promote research and conduct training programs on racism-related issues. The research and training center would publish studies, compile statistics, maintain databases, and develop qualitative and quantitative indicators to measure international, regional and national progress in the struggle against racism.

6. To establish, with the technical assistance of the Office of the High Commissioner for Human Rights, operational units within regional organizations, such as the OAS, OAU and ASEAN, which would focus on combating racism in the respective region, and which would be similar to the units that currently exists within the Council of Europe.
7. To create a United Nations voluntary trust fund and the allocation of support, facilities and a platform to give visibility and a voice, at the international and national levels, to victims of racial discrimination, including but not limited to the Dalits, Roma and Afro-Latins.
8. To launch a post-conference publicity campaign, using the media and the Internet to disseminate the ideas, “best practices,” recommendations and plans of action emerging from the World Conference.
9. To facilitate the creation of a network of universities from around the world to conduct research on issues of racism, and engage in cross-cultural exchange and education.
10. To formulate national plans of action to combat racism, which, like the global plan of action in the final World Conference document, should include specific and measurable goals; targets, benchmarks and indicators to measure progress; timetables for achieving objectives; and identified resources and mechanisms for implementation and monitoring compliance.
11. To strengthen the capacity of the United Nations Committee on the Elimination of Racial Discrimination to monitor compliance with the Race Convention. This would include allocating increased resources to facilitate regular in-country visits, consultations with regional and national bodies, and technical assistance to States Parties in producing their reports to the Committee.

C. Recommendations on World Conference Participation

The ability of the World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance to achieve its objectives of developing action-oriented and practical strategies will depend on the presence, contribution and participation of all actors and sectors of society that have a stake in this process. The World Conference must not only allow, but actively promote and support the participation of those persons who are most affected and marginalized by racism and intolerance—and who will have the least amount of resources and the least access to the World Conference and to preparatory activities. The World Conference must also

promote the participation of those state and non-state actors and institutions that have an impact or influence, positive or negative, on racism.

To this end, the Bellagio Consultation recommends that a panel of testimony from victims of racism, racial discrimination, xenophobia and intolerance, be scheduled on the agenda of the main (government) conference. The objective is to give groups and individuals a platform from which to make their issues, concerns and expectations known, and to underscore the purpose of the World Conference and the work that will be undertaken there. The panel would also make visible those manifestations of racism that are currently invisible or are being denied.

The Bellagio Consultation also recommends special meetings at the main (government) conference for actors and sectors of society that do not traditionally participate in world conferences but are critical to this World Conference Against Racism. These include national institutions, law enforcement and immigration officials, politicians and parliamentarians, municipal authorities and human relations commissions, multilateral financial institutions and development banks, transnational and private corporations, media and Internet companies, trade unions, and educational institutions.

Affirming the role and status of NGOs as partners in the World Conference process is critical to the overall success and significance of the World Conference Against Racism, particularly as governments will require the mobilized efforts of NGOs to put the World Conference strategies into action. In the discussions on “lessons learned” from the past, participants confirmed that the failure to provide adequately for the contributions of NGOs seriously undermined the objectives and the effectiveness of recent world conferences. They also confirmed that successful outcomes resulted when “best practices” were used that allowed governments to take fuller advantage of NGO contributions, as in the recent Diplomatic Conference on the Establishment of an International Criminal Court (“Rome Conference”).

The Bellagio Consultation recommends that the World Conference Against Racism follow the successful model of the Rome Conference and ensure that NGOs have the information and assistance necessary to their participation, have adequate time and facilities for meetings, and have access to all main (government) conference meetings and drafting sessions. In order to ensure that all relevant actors are allowed and encouraged to participate in the World Conference process, the Bellagio Consultation recommends that the United Nations Economic and Social Council and the General Assembly adopt the following draft resolution on guidelines for conference participation.

The World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance should provide the opportunity to participate to all persons who are affected by, or have an impact on, these issues. The World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance will be open to the widest possible participation of governments, national institutions, non-governmental organizations (NGOs), grassroots organizations, organizations of indigenous peoples or minorities, community-based groups, cultural or religious institutions, and other sectors of civil society, including:

- (1) Any NGO in consultative status with ECOSOC;
- (2) Any NGO or group accredited to participate in the regional or preparatory meetings for the World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance;
- (3) Any NGO or group which participated in any of the United Nations World Conferences, or their regional or preparatory meetings, held in the past ten years, including the Diplomatic Conference on the Establishment of an International Criminal Court and its preparatory meetings;
- (4) Any NGO or group which has participated in the sessions of the Commission on Human Rights, the Sub-Commission on Human Rights, or any of their Working Groups;
- (5) Any other NGO or group which has an interest in the subject matter of the World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance, can provide the Secretariat with a copy of their constitution, and can demonstrate that they are committed to the purposes and principles of the United Nations, may participate if they apply in writing to the Secretariat.

D. Recommendations on the Regional Preparatory Process

In addition to broad-based participation at the World Conference Against Racism, another significant factor that will determine the overall impact of the World Conference is the regional preparatory process. Most of the substantive work on the World Conference agenda, issues and goals must be completed before the actual conference in 2001. Regional preparatory activities are the vehicles by which specific problems of racism can be identified, “best practices” and successful models for combating racism can be examined, concrete strategies can be formulated, and consensus and broad-based participation can be mobilized.

Regional preparatory activities, including preparatory conferences, expert consultations and satellite meetings, should be strongly urged and supported by the World Conference Preparatory Committee, and adequate resources should be allocated to hold them, as a necessary part of the World Conference. The regional preparatory conferences should be inward-looking and should result in concrete and practical plans of action, with attending mechanisms for implementation that can be fed into the World Conference as well as pursued independently within the region.

PART IV

WORLD CONFERENCE FORMAT AND PROCESS

This section of the report covers issues relating to the World Conference format and process. It also discusses various aspects of the role of NGOs and highlights “lessons learned” from previous World Conferences.

A. The World Conference Preparatory Committee Meeting (PrepCom 2000)

The Preparatory Committee (“PrepCom”) for the World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance, will hold its first meeting from 1 to 5 May 2000 in Geneva, following the 56th session of the Commission on Human Rights. PrepCom 2000 is expected to finalize the following aspects of the World Conference:

- conference agenda
- dates for the conference
- dates for the NGO Forum
- conference venue
- conference format
- rules of procedure
- draft final document

The agenda for the World Conference Against Racism is likely to be based on the broad objectives set out in General Assembly resolution 52/111 of 12 December 1997. The tentative dates for the conference are 31 August to 7 September 2001. At this present stage of planning, the conference is to take place over eight continuous days, beginning with a “high-level segment” for Presidents, Prime Ministers and other heads of State. The conference will consist of Working Group meetings, followed by a final plenary session. The NGO Forum is tentatively scheduled for Saturday, 1 September 2001. The unconfirmed venue for the World Conference is a new conference center in Johannesburg.

B. The World Conference Regional Preparatory Process

Pursuant to General Assembly resolution 52/111, States and regional organizations are to take the initiative in holding national and regional preparatory meetings. The Council of Europe is organizing a European Conference Against Racism to be held in Strasbourg from 11 to 13 October 2000, with an NGO Forum from 10 to 11 October 2000. The government of Brazil, with the assistance of the Inter-American Institute for Human

Rights in Costa Rica, will be hosting a meeting for the Inter-American region in late 2000 or early 2001. There are also initial discussions for a regional meeting in Africa to be organized by the Organization for African Unity (“OAU”) and to be held in Senegal.

It is important that regional preparatory conferences take place in each region. It is also important that regional groupings be designated in ways that are conducive to the goals of defining the issues and developing effective strategies to combat racism. For the purpose of this World Conference Against Racism, it is appropriate for the United States and Canada to be grouped with South and Central America and the Caribbean, given the commonalities of how and why racism is manifested and needs to be addressed in the “Americas.” This point is further supported by the fact that the regional human rights system for the Americas, and the membership of the Organization of American States (“OAS”), includes both North and South American countries. In addition to regional preparatory conferences, the regional economic commissions will organize regional expert meetings on specific racism-related topics.

The role of NGOs in the regional preparatory process is crucial. NGOs must work on convincing their governments, the host of the World Conference (South Africa), the Secretary-General of the World Conference (the UN High Commissioner for Human Rights) and the Preparatory Committee of the need to (1) identify hosts and funding for regional meetings, and (2) support NGO participation in these meetings. Particular attention needs to be paid to promoting the regional participation of NGOs in countries where engaging in discussions on race may have political implications or be considered “subversive” by governments.

As for other types of preparatory meetings, one recommendation made at the Bellagio Consultation was for the United Nations to continue its practice from previous world conferences of designating certain expert consultations as “satellite meetings,” to which a UN representative would attend. The documents produced at the satellite meetings would be circulated at conference preparatory meetings and at the World Conference itself.

C. Next Steps for the UN

Several needs of the UN, and the Office of the High Commissioner for Human Rights (“OHCHR”) in particular, were identified during the Bellagio Consultation. They included funding and staffing needs, as well as planning and public relations needs.

The OHCHR will pay the conference servicing costs for the World Conference (approximately two million US dollars) and is appealing to governments and private foundations for voluntary contributions. South Africa will need to pay the additional

costs of holding the World Conference (approximately five to six million US dollars). Several Nordic countries have stated that they will provide financial assistance to South Africa. In addition to conference servicing, funds will have to be secured to sponsor NGO participation and regional preparatory activities. The UN Foundation has agreed to provide two million US dollars to the OHCHR to help fund the regional preparatory meetings.

The OHCHR is establishing a small World Conference Secretariat, but is still critically under-staffed. A suggestion for seconding temporary staff to work on the World Conference was made by the UN Deputy High Commissioner for Human Rights, particularly with respect to contributing the necessary “expert thinking” to the planning of the conference and the regional preparatory meetings.

The OHCHR is committed to making full use of information technology to broaden the audience base of the World Conference: there is a webpage on the World Conference at the OHCHR website and the World Conference will be simultaneously broadcast over the Internet. To continue developing web-based strategies and outreach efforts, further technical expertise from Internet professionals and companies is needed.

The UN is making efforts to increase the visibility of and public support for the World Conference. For example, the UN Department of Public Information indicated in 1999 that it would initiate a worldwide information and media campaign on the World Conference.⁴ Also, the High Commissioner for Human Rights has appointed seven goodwill ambassadors for the World Conference, including Nobel Prize laureates for literature Wole Soyinka (Nigeria) and Seamus Heaney (Ireland), actor and musician Ruben Blades (Panama), writer Tahar Ben Jelloun (Morocco), sitarist Ravi Shankar (India), former President Vigdis Finnbogadottir (Iceland) and children’s rights activist Marian Wright Edelman (USA). Further technical expertise and strategies for a global media and public relations campaign is needed.

4. Report of the sessional open-ended working group to review and formulate proposals for the World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance, E/CN.4/1999/16 (16 March 1999), para. 44.

D. Negotiating the Political Traffic

There was some discussion during the Bellagio Consultation on the potential political “hot spots” or “flashpoints” at the World Conference, and possible strategies for dealing with governments and controversial issues. Clearly, the World Conference will not be able to escape inter-governmental politics.

It was noted that governments with historical rivalries may focus their efforts on embarrassing or criticizing each other, and some may try to suppress any scrutiny of themselves or their allies by exerting pressure on other governments or on NGOs. It was also noted that governments often refuse to look inward at how people in the country are marginalized and excluded, preferring instead to focus on the how the country itself might be marginalized in the greater geo-political sense.

Further, some governments will simply say that there is no racism in their country. NGOs will need to be prepared to address these denials, including by preparing background papers; gathering information, statistics, testimonies and other documentation; organizing meetings and seminars to formulate positions and to build consensus among affected groups in the country; and interacting with government representatives and delegates to inform them of problems within the country.

The Bellagio Consultation also identified potential problems with focusing on economic issues as the umbrella for, or common denominator of, racism and racial discrimination around the world. Much of the difficulty stems from the refusal of several economically powerful countries to recognize economic, social and cultural rights and the right to development as human rights. These economic powers may attempt to block efforts to address economic globalization and inequitable development. There is also the potential of economic issues being used to flare up the “North/South” divide, thus impeding the global consensus and international cooperation necessary to an effective World Conference.

NGOs will need to develop a strategy for how to approach governments and how to raise sensitive issues in public forums. Some governments will go to great lengths to contain certain issues, such as economic rights; the issue of reparations for slavery; or the plight of Palestinians, Tibetans, Aborigines and other excluded groups. NGOs should use the consensus and resolutions from governments in previous world conferences to bolster their positions on particular issues. This is also an area where coalition-building is important from an NGO perspective. NGOs should coordinate a strategy for identifying which NGO or group will push an issue forward, and how. For example, slavery, reparations and affirmative action are not issues for the African-American community alone.

Notwithstanding the need to take into consideration the political interests and implications that may be at stake, NGOs will have to confront governments and other powerful forces, including corporations; criticize socio-economic policies that impede racial justice and inequality; and call for a positive change to the status quo. If the World Conference is to make a significant contribution to the struggle against racism, the victims must be publicly identified by name, along with the governments that have the ultimate responsibility for ensuring their rights. An important lesson can be learned from the World Conference on Human Rights in Vienna (1993), where the NGO Organizing Committee was jettisoned by the NGOs themselves for re-printing the NGO Programme of Action without the references to specific country situations that had been named in the original document.

E. The NGO Forum

The NGOs at the World Conference Against Racism should make every effort, and be given full opportunities, to interact with governments and other state and quasi-state delegates at the conference. There must also be a separate forum for NGOs to convene and pursue an agenda and activities designed from an NGO perspective.

The purposes of the NGO Forum are manifold:

- To give a voice and visibility to groups and to forms of racism that are currently invisible or being denied (including Dalits, Afro-Latins, Roma, Burakumin, indigenous peoples, Black North Africans, migrant workers, *et al*).
- To provide a space that is open to broad participation, and not confined to UN terminology and protocol.
- To provide a base for developing strategies for lobbying government delegates and influencing the main (government) conference.
- To draft an NGO final document.
- To facilitate the exchange of information, experiences and strategies for international advocacy and grassroots activism.
- To provide networking and coalition-building opportunities for various kinds of groups (for example, between indigenous groups in the Americas and indigenous groups in Oceania; between Afro-Latins and African-Americans; between international and national NGOs; between NGOs in the North and NGOs in the South, *et al*).
- To bring together the human rights, women's rights, economic rights, indigenous peoples, racial justice and social justice communities.

***F. Lessons Learned from Previous World Conferences:
Achievements and Missed Opportunities***

Presentations were made at the Bellagio Consultation on “Lessons Learned from Previous World Conferences”, focusing on the World Conference on Human Rights in Vienna (1993) and the Fourth World Conference on Women in Beijing (1995)—their objectives, goals and expected outcomes; their concrete achievements; and their missed opportunities.⁵

The following were noted as the major achievements of the World Conference on Human Rights in Vienna:

- Reaffirmation of the universality and indivisibility of human rights and fundamental freedoms
- Commitment to mainstreaming human rights into the UN system
- Commitment to mainstreaming gender into the UN system
- Commitment to strengthening the human rights mechanisms of the UN
- Establishment of the Office of the High Commissioner for Human Rights
- Establishment of the Special Rapporteur on violence against women, its causes and consequences
- Furthering the international debate on the need for an International Criminal Court

The following were noted as the major achievements of the Fourth World Conference on Women in Beijing:

- Reaffirming women’s rights as human rights
- Increasing the visibility of the Convention on the Elimination of All Forms of Discrimination Against Women
- Placing gender on the agenda at the international and national levels
- Adopting a strong, comprehensive final document

5. Recent world conferences include the World Summit for Children (1990), Conference on Environment and Development (1992), World Conference on Human Rights (1993), International Conference on Population and Development (1994), World Summit for Social Development (1995), Fourth World Conference on Women (1995), Conference on Human Settlements (Habitat II) (1996), World Food Summit (1996), and the Rome Diplomatic Conference on the Establishment of an International Criminal Court (1998).

- Obtaining national responses from governments (for example, the United States established the President's Inter-Agency Task Force on Women and the Office on Violence Against Women)
- Establishing the UN Assistant Secretary-General and Special Adviser on Gender Issues
- Having 30,000 participants at the NGO Forum; 50,000 participants total⁶

Based primarily on an examination of the "missed opportunities" of previous conferences, several factors were identified as important to a successful and effective World Conference Against Racism:

- Governments must be convinced to send their best negotiators and high-level government officials on their delegations. Government delegations should include members who have demonstrated expertise and experience in the subject-matter of the conference, and should include public (non-government) members.
- Governments should send, or support the participation of, municipal authorities, local public officials, law enforcement officials, members of the judiciary, members of national institutions (including human rights and human relations commissions), and other quasi-state officials whose work has an impact, both positive and negative, on racism and racial discrimination.
- The programme of action resulting from the World Conference, and the national plans of action developed by governments after the conference, should contain specific commitments and measurable goals, targets and benchmarks. In order to implement and monitor the strategies and responses set forth in the plans of action, effective mechanisms for accountability need to be established and adequate resources need to be allocated.

6. It was noted that a huge number of participants is not necessary to a "successful" conference and could actually hinder the amount and quality of interfacing between NGOs and government delegates, and among NGOs themselves.

- NGOs must recognize that the World Conference is a process and not just an event. Preparations to participate must be as early as possible. NGOs must participate in the regional and national preparatory meetings, and organize meetings and activities of their own to prepare for the World Conference. Support must be given to facilitate the participation of NGOs from poorer countries and regions. Support must also be given to facilitate the participation of national NGOs and other “non-governmental” groups, including community-based organizations, grassroots groups and indigenous peoples.
- The role and status of, and facilities made available to, NGOs are crucial and should be clarified at the earliest possible stage.

G. Lessons Learned from Previous World Conferences: NGO Participation and List of Principles

NGO Participation

The participation of the NGO community at the World Conference Against Racism will be a key factor in determining the impact and effectiveness of the conference. The contributions of expertise and experience from the NGO community will be needed in order to (1) articulate the principles that should be affirmed in the final document, (2) identify the contemporary problems of racism that should be addressed, and (3) develop and ultimately implement and monitor the strategies and plans of action to combat racism and racial discrimination around the world. To this end, adequate arrangements need to be made for the NGO Forum as well as for full NGO participation in the main (government) conference.

It was noted during the Consultation that at the World Conference on Human Rights in Vienna, the NGO Forum was located in the basement of the building where the conference was held. This had some benefits, in terms of proximity to the government delegates and fostering a sense of community among the NGOs, but it was generally seen as marginalizing. The NGO delegates were also not allowed into the drafting sessions. At the Fourth World Conference on Women in Beijing, the NGO Forum was thirty miles away from the main (government) conference and was highly disorganized. The NGO delegates were subjected to harassment by Chinese officials, and were only allowed to demonstrate in a school yard away from the conference. The NGOs were allowed to observe drafting sessions, but not informal sessions, and they could make interventions in plenary sessions only in coalitions with other NGOs.

Habitat II in Istanbul (1996) was noted as an example of “best practices” for NGO participation, as NGOs could participate in drafting sessions, albeit within rigid guidelines, and were allowed to observe informal sessions. The Rome Diplomatic Conference on the Establishment of an International Criminal Court (1998) was also lauded as an example of “best practices” for allowing NGO access to the drafting sessions and for taking advantage of NGO contributions to the final document.

The Economic and Social Council and the General Assembly should adopt a resolution on guidelines for participation in the World Conference Against Racism, recognizing that many NGOs, national NGOs in particular, do not have consultative status with ECOSOC. Further, many groups, including community-based organizations, indigenous groups, and other interested parties whose participation and contributions are crucial to the World Conference, do not consider themselves “NGOs” in the technical sense. The draft resolution recommended by the Bellagio Consultation is discussed in Part III. C. of this report.

List of Principles

1. The NGO Forum should be as least as long in duration as the main (government) conference.
2. The NGO Forum should be held at the same location as the main conference.
3. NGO delegates should have access to main conference buildings and rooms.
4. NGO delegates should be able to attend plenary, formal, informal and drafting sessions, to make oral and written interventions, and to participate in drafting sessions within established guidelines.
5. NGO delegates should have adequate facilities, accommodations and conference services made available to them.
6. There should not be an NGO Forum registration fee.
7. The United Nations should appoint a World Conference NGO liaison to assist in coordinating the NGO Forum and in facilitating NGO participation, such as by establishing a process for securing travel visas and accommodations, and for distributing information and documents.

8. Even if governments are allowed to examine the list of NGOs accredited to attend the World Conference, governments must not be allowed to veto any NGO that meets the criteria set out by the United Nations.
9. The United Nations, the World Conference Preparatory Committee, and the government of South Africa should issue a clear statement that harassment or maltreatment of NGO delegates will not be tolerated.
10. Time should be allocated in the main conference agenda for joint events, activities and meetings that would include government and NGO delegates together.

H. Next Steps for NGOs

Bellagio Consultation participants identified numerous needs of the NGO community in preparing for the World Conference. These needs included securing funding, establishing an NGO Planning or Organizing Committee, obtaining information, and conducting outreach and mobilization efforts.

Funding

NGOs will need funding to send representatives to the World Conference, the NGO Forum and regional preparatory meetings. Funding for NGOs and other groups from poorer countries and regions is especially important. Those persons who are most interested in and affected by racism and racial discrimination (including national NGOs, community-based organizations, grassroots groups, indigenous peoples, racial and social justice movements, economic rights groups, women's rights groups, *et al*) will most likely be those with the least amount of resources and access to the World Conference and preparatory activities.

It is critical to start identifying sources and applying for funds now, as fundraising often entails a lengthy process. Sources may include governments, foreign ministries, foundations or other private institutions, corporations and multilateral development banks. Funders may be more interested in supporting projects that are characterized as a process rather than a one-time event, thus NGOs should consider how the World Conference can be one part or component of a more comprehensive program (for example, a campaign for the alleviation of poverty).

NGO Organizing or Planning Committee

An NGO Organizing or Planning Committee is needed to provide some structure and centralization to NGO efforts. The Committee would serve to (1) mobilize NGO participation, (2) help secure funding for NGOs, (3) collect and disseminate information, (4) provide networks and links, and (5) coordinate the NGO Forum. Ultimately, the Committee should be directed by South African NGOs, partnered with groups worldwide, with designated regional coordinators in each region.

Information

Information on the World Conference process and preparatory activities must be disseminated worldwide, requiring translation into different languages, including but not limited to the six official languages of the UN. It is important to develop information campaigns bearing in mind that not all NGOs and interested groups have e-mail or Internet access.

Outreach and Mobilization

Given the incredible diversity of participation that the World Conference Against Racism will require in order to be effective, there will need to be pro-active outreach and mobilization of broad-based public support. To date, the World Conference process has been a top-down process that has been engaged primarily at the UN level and by a few governments. It is time to start encouraging involvement at the grassroots level.

One strategy that has been suggested is for NGOs to organize World Conference activities that can “piggy-back” onto, or be integrated into, already planned events, such as Beijing +5, Social Development +5, Millennium Assembly, annual meetings of national organizations, meetings of development institutions, academic conferences, and cultural and other events. It is critical that the NGO community start building consensus and solidarity now so as to present a united front and minimize inter-NGO conflicts during the World Conference.

CONCLUSION

Progress has been made in the struggle against racism—the host country of the World Conference, South Africa, providing the most obvious recent example. However, serious and systemic problems still persist. These problems are global, but they require specific strategies, concrete goals and committed action at the international, regional, national, local and individual levels.

The World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance is an important opportunity to build upon the achievements of the past and provide a global vision for the future—a vision of a world without racism, that embraces all people, and that promotes equality, diversity and justice.

International Human Rights Law Group

BELLAGIO CONSULTATION

ANNEX I

CONCEPT SHEETS FOR POSSIBLE ACTION, ACTIVITIES AND OUTCOMES

One of the central questions posed during the Bellagio Consultation on the World Conference Against Racism was: *What can be done with this unique opportunity that the World Conference provides, appreciating both the possibilities of United Nations world conferences and the practical constraints of the conference process?* The Consultation participants focused much of their efforts on brainstorming possible actions and activities that could be engaged in—recognizing that the outcomes should be innovative, concrete and practical; should address a top priority issue or theme; and should have broad-based impact.

The brainstorming and concept-development exercises were not confined to identifying activities specific to the actual event itself in 2001 or to the Programme of Action. The activities could occur or be initiated before, during or after the World Conference; could be carried out at the international, regional, national and/or local level; and could involve government, UN, institutional or non-governmental actors.

The following Concept Sheets were developed for only a select number of ideas put forth by participants, some of which are listed in Part III. B. of the Bellagio Consultation Report (“Recommendations for Action and Activities”). The Concept Sheets describe the desired outcomes, the rationale behind them, and the steps and actors necessary to implement them. Many of the ideas are inter-related and overlapping, however, the Concept Sheets are intended as starting points—providing a basic outline for ideas that could be refined, altered, combined, condensed or otherwise formed into concrete plans of action.

CONCEPT 1

UN High-Level Consultations

Have the Secretary-General of the United Nations, Kofi Annan, convene a series of high-level consultations, including:

- a meeting with the Presidents of all the multilateral and regional development banks, with a view toward: (1) issuing a joint statement to be read at the opening of the World Conference Against Racism, which speaks to the economic costs of racial discrimination and exclusion, and pledges to review and evaluate all institutional programs and decisions with regard to racial discrimination; (2) establishing an inter-agency task force on racism and racial discrimination comprised of high-level representatives of each bank, that would undertake activities in support of the World Conference, including regional research studies and expert meetings and seminars; and (3) securing a commitment from each bank to assist in funding the conference.
- a summit with high-level figures of the world's major religious communities, with a view toward issuing the equivalents in each faith of an edict on racism, racial discrimination, xenophobia and related intolerance, thereby affirming that combating racism is also an issue of faith.
- a meeting with the top executives of the world's major Internet providers, with a view toward adopting a voluntary code of conduct and guidelines on Internet hate speech and propaganda.
- a meeting with the top media executives, with a view toward their commitment to be "implementing partners" in a global media campaign to combat racism and to publicize the World Conference.

RATIONALE

The development bank sector, religious communities, Internet providers and the media are key sectors of society that can have enormous impact on combating racism around the world. They can play a critical role in mobilizing global action to address the problems of racism and intolerance, and it is important to secure their commitment and involvement in the World Conference process.

IMPLEMENTATION

- convince the UN Secretary-General to call the meetings
- identify staff in the OHCHR to organize the meetings, including developing the agenda and preliminary drafts of the commitments
- have the UN Secretary-General and the High Commissioner for Human Rights expend political capital in getting key individuals to attend the meetings

IMPLEMENTING PARTNERS

Representatives of the targeted sectors; the UN Secretary-General and OHCHR; NGOs and other institutions, particularly those working on issues related to the targeted sectors.

CONCEPT 2

Global Media and Public Relations Campaign

Launch an aggressive, global media and public relations campaign on racism and the World Conference Against Racism.

RATIONALE

Efforts must be made to raise public awareness around racism and racial discrimination and to counter denials that racism exists and persist in many communities, countries and regions. The campaign would educate people around the world about racism, help change negative attitudes and stereotypes, mobilize action and involvement in the struggle against racism, and publicize events and activities associated with the World Conference.

IMPLEMENTATION

- secure pro bono services of advertising agencies and creative artists to design the elements of the campaign
- convince entertainment and sports figures and other celebrities to appear in endorsements
- secure television and radio airtime to broadcast 30-second spots or public service announcements
- secure advertising space to run print advertisements on the topic of racism and the World Conference
- secure services of filmmakers and video producers to develop video news releases and feature programs, including a special program on the International Day Against Racism, 21 March 2001

IMPLEMENTING PARTNERS

International and national networks, such as CNN, the BBC and comparable French, Spanish, Russian, Chinese, Arabic, Portuguese and other language media outlets; regional and local media providers and networks, including community radio stations; advertising and media professionals and companies; creative artists, including graphic artists and copywriters; figures in the entertainment and sports industry; private funders, including corporations and foundations.

CONCEPT 3

On-Line Anti-Racism Curriculum

Connect schools in technology-poor areas to the Internet and develop a global on-line school audience and network for a multi-cultural and anti-racism curriculum.

RATIONALE

The increasing “digital divide” is one of the contemporary manifestations and consequences of racism that will have overwhelming negative impact as technological developments continue to transform the world. People of color, the poor, and other excluded communities tend to have the least amount of access to technology, including the Internet. One way to address this problem is by targeting students and schools in technology-poor countries and regions. The development of an on-line curriculum would extend the benefits of information technology while using the Internet to promote tolerance and combat racism.

IMPLEMENTATION

- identify 100 target communities in technology-poor countries and regions
- convince corporations to donate the resources, equipment, computer software and training necessary to connect schools in those communities to the Internet
- have educators design a multi-cultural, anti-racism curriculum and an interactive on-line program that could be offered to schools around the world on a weekly basis
- invite students and schools to contribute stories, statistics, surveys and other information that could be posted on-line
- encourage students to be “pen pals” (via the computer) with students in other countries and regions
- arrange for the live webcast of the World Conference in South Africa with on-line hosts to facilitate interaction as the various schools observe the conference

IMPLEMENTING PARTNERS

Corporations such as Cisco, Microsoft, Apple, IBM, AOL; Harvard University’s Berkman Center for the Internet and Society and partner institutions in each region of the world; private foundations such as the Bill and Melinda Gates Foundation.

CONCEPT 4

UN Inter-Agency Task Force on Racism

Have the Secretary-General of the United Nations, Kofi Annan, appoint a United Nations Inter-Agency Task Force on Racism comprised of high-level representatives from relevant UN bodies.

RATIONALE

The United Nations Task Force on Racism would focus on mainstreaming a programme of action against racism throughout the United Nations system, including all field operations. It would develop institutional policies and initiatives to combat racism, review and make recommendations concerning the mainstreaming efforts of UN bodies, and publish regular reports available for public review. The Task Force would also promote and publicize the recommendations and plans of action emerging from the World Conference.

IMPLEMENTATION

- OHCHR to recommend that the UN Secretary-General appoint a Task Force
- OHCHR to propose the terms of reference
- Task Force to be appointed and commence its work prior to the conference

IMPLEMENTING PARTNERS

UN Secretary-General; OHCHR, UNDP, UNIFEM, UNICEF, UNESCO, Habitat, ILO, UNHCR, and other UN bodies; private foundations, including the UN Foundation and the Rockefeller, Ford, Kellogg and MacArthur Foundations; NGOs.

CONCEPT 5

UN Research Center on Racism

Establish a semi-autonomous United Nations body that would promote research and conduct training programs on racism-related issues.

RATIONALE

There is a real need for an international research and documentation center that is dedicated to issues of race and racism. One of the problems in combating racism is the lack of generally available and accessible information on the topic. The center would conduct research, publish studies, compile statistics, maintain databases, collect information from around the world (including information relating to compliance with international human rights standards), and develop qualitative and quantitative indicators to measure international, regional and national progress in the struggle against racism.

IMPLEMENTING PARTNERS

UN research bodies such as UNESCO, UNITAR and INSTRAW; other UN bodies; governments; national institutions; NGOs; experts and academics.

CONCEPT 6

Anti-Racism Units within Regional Organizations

Establish, with the technical assistance of the Office of the High Commissioner for Human Rights, operational units within regional organizations, such as the OAS, OAU, ASEAN, regional economic commissions and multilateral treaty organizations, which would focus on combating racism in their respective regions, and which would be similar to the unit that currently exists within the Council of Europe.

RATIONALE

The work of regional organizations such as those identified above have tremendous influence on national and regional policies and practices that have impact, both positive on negative, on racial discrimination and the lives of people affected by racism. These organizations must be made aware of their influence in this regard, and encouraged to integrate anti-racism programs and principles throughout their internal and external operations.

IMPLEMENTATION

- OHCHR to engage the various regional organizations and obtain their commitments to establish anti-racism units

IMPLEMENTING PARTNERS

Regional organizations; UN bodies including OHCHR; governments; regional NGOs.

CONCEPT 7

UN Voluntary Trust Fund for Victims

Create a United Nations voluntary trust fund and allocate support and facilities to give an international platform to victims of racial discrimination, including but not limited to the Dalits, Roma, Afro-Latins, Black North Africans and Burakumin.

RATIONALE

It is critical to give visibility and voice to those communities, groups and people(s) who are victims of racial discrimination around the world, most of whom are marginalized in their own regions and countries. Their plight requires special and urgent international attention.

IMPLEMENTATION

- United Nations to create a permanent forum on racism
- United Nations to initiate a voluntary trust fund

IMPLEMENTING PARTNERS

UN bodies including the UN Secretary-General, OHCHR, Commission and Sub-Commission on Human Rights, Commission on the Status of Women; governments; NGOs; representatives of communities, groups and people(s) affected by racism.

CONCEPT 8

Post-Conference Publicity Campaign

Launch a post-conference publicity campaign, using the media and the Internet to disseminate the ideas, “best practices,” recommendations and plans of action emerging from the World Conference Against Racism.

RATIONALE

The outcomes of the World Conference Against Racism must be popularized and made accessible to communities around the world. In particular, the recommendations and plans of action can have an educational and empowering impact if widely disseminated. In order to be used as resources by governments, governmental agencies, legislators, NGOs, educational institutions and others, post-conference documents and materials must be translated into as many languages as possible, as well as edited into versions that can be easily understood by the general population.

IMPLEMENTATION

- translate conference materials into as many languages as possible, especially languages of groups affected by racism
- edit conference materials into simplified, easy to understand versions
- make conference materials available over the Internet, on CD-ROMs, and in printed forms that are widely disseminated
- organize a publicity event on the International Day Against Racism, 21 March 2001, using radio and television broadcasts

IMPLEMENTING PARTNERS

Media networks and outlets, including community radio stations and newspapers; advertising and media professionals and companies; private funders, including corporations and foundations; UN bodies such as the Department of Public Information; governments; national institutions; NGOs.

CONCEPT 9

Network of Research Centers

Develop, with the technical assistance of the Office of the High Commissioner for Human Rights, a network of universities and research centers from around the world that would conduct research and publish studies on issues of racism.

RATIONALE

A network of universities and research centers could coordinate the production of research on racism in order to help raise awareness and promote understanding of the issue. The network could also facilitate much needed cross-cultural exchange and increase the public's awareness and use of international human rights standards.

IMPLEMENTING PARTNERS

National university and colleges in countries around the world, including human rights education programs; United Nations University; UN research bodies such as UNESCO, UNITAR and INSTRAW; other UN bodies; Human Rights Network of Academy of Sciences; academics and experts.

CONCEPT 10

Government Declarations of Commitment

Have every government represented at the World Conference Against Racism declare specific commitments as to what they will do in their respective countries over the next five years to combat racism and promote tolerance.

RATIONALE

At the Fourth World Conference on Women in Beijing, the Australia delegation called for each government to make specific commitments with respect to women's rights. The formal proposal was defeated, however several countries took up the challenge, indicating their commitment to the mission of the conference. The detailed and specific commitments should include collecting data on racism; passing national anti-discrimination legislation; and ratifying or improving implementation of international human rights instruments, including, but not limited to the International Convention on the Elimination of All Forms of Racial Discrimination.

The commitments would form the basis of national plans of action, which like the global programme of action in the final World Conference document, should include specific and measurable goals; targets, benchmarks and indicators to measure and assess progress; timetables for achieving objectives; and identified resources and mechanisms for implementation and monitoring compliance.

IMPLEMENTATION

- OHCHR to approach a number of governments and obtain their agreement to make commitments
- governments in agreement to hold national consultative meetings to discuss and formulate their national commitments
- Governments in agreement to draft and put forth a formal proposal to be adopted at the conference

IMPLEMENTING PARTNERS

Governments; national institutions; OHCHR; NGOs.

CONCEPT 11

Public Hearing on Racism

Hold a public panel or hearing at the World Conference Against Racism providing testimony of “voices pleading for justice” from victims of racism and racial discrimination around the world.

RATIONALE

It is essential to give groups and individuals a platform from which to make their issues, concerns and expectations known, and to underscore the purpose of the World Conference Against Racism. The panel would also make visible those manifestations of racism that are currently invisible or are being denied.

IMPLEMENTATION

- have the UN Committee on the Elimination of Racial Discrimination (CERD) agree to sponsor the panel
- schedule the panel on the agenda of the main conference in South Africa to be attended by government and NGO delegates
- identify presenters and select a panel with thematic and regional diversity, and with representation from youth
- document the panel on videotape to be broadcast continually throughout the conference

IMPLEMENTING PARTNERS

CERD; OHCHR; documentary filmmaker or video producer; representatives of affected communities, groups, people(s); NGOs; funders to sponsor the participation of panelists, including private foundations, corporations and governments.

CONCEPT 12

International Code of Conduct

Formulate an international code of conduct to be used by transnational corporations and multilateral development banks.

RATIONALE

The conduct, activities and practices of the private sector, including transnational corporations and multilateral development banks, are a source of growing concern for their negative impact on excluded and marginalized communities around the world. Particularly in this age of globalization and privatization, it is important to develop safeguards that promote corporate responsibility. The code of conduct would establish anti-discrimination standards and a system of self-monitoring for transnational corporations and banks to help ensure that their policies and practices, including with respect to employment, marketing, investment and lending criteria, are carefully reviewed and regulated for any racial discrimination or racist impact.

IMPLEMENTATION

- UN Secretary-General to convene a special meeting of the private sector, including key representatives of the business community, corporations and lending and assistance institutions, to discuss the importance of corporate responsibility with respect to combating racism
- create forums, including at the World Conference Against Racism, for bringing together the private sector with NGOs, human rights organizations, and communities, groups and people(s) affected by racism to facilitate the exchange of information on the impact of corporate conduct on racism
- develop a code of conduct to be adopted and implemented by transnational corporations and multilateral development banks

IMPLEMENTING PARTNERS

Transnational corporations, including corporations that have exhibited “best practices” such as The Body Shop, Ben & Jerry’s and Working Assets; development banks; development assistance institutions; NGOs such as Business for Social Responsibility, World Business Council on Sustainable Development, Prince of Wales Foundation, World Business Academy, and International Chamber of Commerce; UN Secretary-General and other UN bodies; NGOs.

International Human Rights Law Group

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ANNEX II

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