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Agenda item 9
Racism, racial discrimination, xenophobia and related forms of intolerance: follow-up to and implementation of the Durban Declaration and Programme of Action

Report of the Intergovernmental Working Group on the Effective Implementation of the Durban Declaration and Programme of Action on its eleventh session*

Chairman-Rapporteur: Mohamed Siad Douale (Djibouti)

Summary

The Intergovernmental Working Group on the Effective Implementation of the Durban Declaration and Programme of Action held its eleventh session from 7 to 18 October 2013. The present report contains a summary of the deliberations of the session.

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


II. Organization of the session

2. The Intergovernmental Working Group held its eleventh session from 7 to 18 October 2013. The Working Group held a special event on racism and football and held thematic discussions on women and racism, national monitoring initiatives and equal participation in the decision making process with regard to the implementation of the DDPA. Experts’ presentations were followed by interactive discussions. The Working Group adopted conclusions and recommendations on the above-mentioned themes.

A. Attendance

3. The session was attended by representatives of member states of the United Nations, observers from non-member states as well as observers from intergovernmental and non-governmental organizations.

4. Under item 4 of the programme of work, the Working Group held a special event on racism and football. Michel Platini, President of UEFA, opened the session as special guest speaker.

5. During this session, presentations on football and racism were made by Wilfried Lemke, Special Adviser on Sport for Development and Peace; Alexi Avtonomov, Chairperson of CERD; Tokyo Sexwale, Member of FIFA Task Force against Racism and Discrimination, Jeffrey Webb, President of CONCACAF and Chairman of FIFA Task Force against Racism and Discrimination; and Osasu Obayiuwana, Associate Editor, New African Magazine and Member of FIFA Task Force against Racism and Discrimination.

B. Opening of the session

6. On 7 October 2013, the High Commissioner for Human Rights, Ms Navi Pillay opened the session.

C. Election of the Chairperson-Rapporteur.

7. The Permanent Representative of Djibouti to the United Nations in Geneva, Mr Mohamed Siad Douale, was re-elected Chairman-Rapporteur by acclamation.

D. Statements

8. South Africa on behalf of the African Group expressed its support for the re-election of the chairperson and congratulated the High Commissioner and the Secretariat for their work. The European Union congratulated Mr Douale on his re-election as Chairperson-Rapporteur and expressed its determination to make a genuine and positive difference to those suffering from all forms of discrimination on the ground.
9. The delegate of Pakistan, speaking on behalf of the Organization of Islamic Cooperation, expressed commitment to cooperate and participate in order to make useful and productive discussions. The representative also expressed concern that pledges and commitments made thus far have not resulted in action oriented policies and programmes. The representative also expressed her concern regarding the religious stigmatisation of Muslim women.

10. Consequently, a number of delegations congratulated Ambassador Douale to his re-election and noted that the full and effective implementation of the DDPA by all States was fundamental for the prevention and elimination of racism, racial discrimination, xenophobia and related intolerance.

E. Adoption of the agenda and programme of work

11. After the election of its Chairperson, the Working Group adopted the agenda for its eleventh session and its programme of work.

III. Implementation of previous decisions of the Working Group

A. Special event on racism and football

12. Mr Platini, President of UEFA gave a speech in which he noted that football reflected developments in society. He stressed that the culture of football had strong symbolic value and that it was a goal of UEFA to increase tolerance for diversity. Respect was indeed, one of the key themes in a number of anti-discrimination campaigns launched by UEFA. The fight against discrimination had been on the forefront of UEFA’s public campaigns since the late 1980s. UEFA partnered with governments and NGOs, supported educational initiatives and used the publicity created by soccer events to broadcast anti-discrimination messages in football stadiums. Referees were now obliged to interrupt games in the case of discriminatory events and clubs could be severely punished for any such incident.

13. Mr Jeffrey Webb, President of CONCACAF and Chairman of the FIFA Task Force against Racism and Discrimination stressed in a video message the importance FIFA attributed to the fight against racism and that FIFA reacted with educational measures, prevention campaigns and severe sanctions to the threat of racism.

14. Mr Lemke, Advisor on Sport for Development and Peace, noted that racism was primarily a problem of our society not of sport. The most important measure to avoid racism was education and the consequent implementation of anti-discrimination measures. Zero tolerance policies, as applied in many football stadiums had to be extended beyond the pitch and cover society at large.

15. Mr Tokyo Sexwale, former Minister for Human Settlements in South Africa and Member of the FIFA Task Force against Racism and Discrimination recalled his personal experiences under Apartheid racism having spent over a decade on Robben Island Prison alongside Nelson Mandela. He noted, quoting Mandela, that sport was one of the most powerful tools to break down barriers in society. He informed the Working Group that several global foundations including the Mandela Foundation of which he is a trustee, Kathrada Foundation and the Sexwale Family Foundation, are supportive of an initiative to organise a global summit on racism and sport in 2014. Others to be approached include the Mbeki, Tutu and Qatar Foundations. The summit should result in a declaration that sets basic principles of behaviour for athletes. The declaration should then be transformed into Codes of Conduct at the national level. A “Global Barometer” of behaviour as a monitoring
A/HRC/25/75

16. Mr Avtonomov, Chairperson of CERD reported on instances when CERD dealt with racism, discrimination and sport. He remarked that sport could serve as an excellent tool to combat racism and to overcome barriers. He suggested that he could imagine that anti-discrimination and sport could be subjected to some soft-law rules in the future.

17. Mr Obayiuwana, Associate Editor of the New African Magazine and Member of the FIFA Task Force against Racism and Discrimination noted that the behaviour of athletes and crowds in stadiums provided society with examples of what was permitted and what was not accepted in real life. He said that a zero tolerance policy was useful and that football federations should consider even more severe sanctions for discriminatory behaviour by athletes or fans. An essential role had to be played by governments in that regard.

18. During the following discussion representatives agreed that sport was an important tool for social inclusion that allowed fighting discrimination. Nevertheless racism had been a problem in sport.

19. Some representatives argued that football clubs should be increasingly penalized for discriminatory behaviour of their fans and/or athletes. And a number of representatives supported the idea of creating Codes of Conduct for athletes and measuring athletes’ behaviour with the help of a “barometer”.

20. A representative mentioned the example of the football club FC Zenit St Petersburg that had initiated an exemplary programme against racism, which could be extended to other clubs. He also mentioned that it was important to have statutes for sport events that prohibited discrimination.

21. A number of representatives reported that their countries or national football federations had introduced measures to fight racism in sport, such as creating observers on football and racism or initiating public information campaigns.

22. There was agreement that education played a key role in anti-discrimination policies and that youth teams could play an important role.

23. A representative mentioned that the support of sponsors could also play an important part when it came to fighting racism.

IV. Discussion on women and racism: good practices and experiences on the evaluation and monitoring of the situation of women

24. Ms Claudia Mosquera Rosario Labbé, Researcher at the University of Colombia, presented her findings on women of African descent in the Latin American region.

25. She spoke about the need to make women of African descent visible in the context of Latin America. Therefore one would need to understand their specific situation. To do so one needed to comprehend other variables that determined women’s role, such as social class, origin or income level. Many women of African descent were marginalized in the Latin American context, noted the speaker. While the feminist agenda became more important in the region, feminism did not take account of the special situation of women of African descent. Indigenous women were being perceived as having ancestral knowledge and profited from policy approaches whereas women of African descent had no similar status. Indeed, they were being treated like foreigners in their own country.

26. Ms Mosquera observed that there existed different groups of women of African descent in the Latin American context. One group encompassed marginalized women
whose economic situation was most severe. Those women were often working as prostitutes and an increasing number was murdered in the course of their work while perpetrators were not being punished. In addition, many of those women were migrating to Chile, Italy, and Spain and to a lesser degree to France. They often had to leave children behind and suffered from sexually transmitted diseases.

27. Other women of African descent led peace initiatives, defended human rights and functioned as leaders. Both groups had in common that they suffered from discrimination. In Buenaventura (Colombia) fourteen women had been raped and killed within a year she said. All women had been linked to peace or community initiatives.

28. The second panellist, Ms Mireille Fanon-Mendes France, Member of the Working Group of Experts on People of African Descent, noted in her presentation that women of African descent are burdened with double discrimination. Even though, many states have introduced laws to combat discrimination, this was far from enough as discrimination was still a reality on the ground.

29. Referring to “equal pay for equal work”, Ms Fanon-Mendes France noted that in general, four out of ten women worked in the service sector and had low qualifications. They are badly paid and they survived on short term contracts if they are not altogether unemployed. Eighty-two percent of all part time workers are women and they lost approximately fifteen per cent of their salary over a life time in comparison to their male colleagues. Salary equality was a good indicator of discrimination, remarked Ms Fanon-Mendes France.

30. The speaker noted that discrimination was a long term result of the slave trade and colonialism and that it supported hierarchies that needed to be “deconstructed”. Other measures such as education or awareness-raising were not sufficient.

31. In the following discussion a number of representatives underlined that women of African descent carried a double burden and were marginalized. They stressed that increased government commitment was needed to end discrimination.

32. Representatives discussed the virtues of copying the initiative of a racism index/barometer at the UN level. Some panellists cautioned that such index might not be the best way to fight racism, but might instead divert the attention of the public from the core questions of the struggle against racism.

33. A number of delegations underlined the need to listen to the victims of discrimination and racism and to give them a voice. They also stressed the link between the political and the economic sphere. People who were being discriminated against were often excluded from both.

34. The MDGs and the post-2015 development agenda were of importance in that regard, a representative mentioned. The post-2015 agenda should indeed, address the suffering of women and ensure the participation of women in the political and economic sphere.

35. Gender and anti-discrimination policies were essentially cross cutting issues that needed to be implemented in a number of different areas, such as social, educational or cultural policies.

36. A number of delegations stressed that countries should emphasise the implementation of the Durban and Beijing declaration. Representatives also stressed that gender and discrimination were cross cutting issues that needed to be addressed in a number of policy areas, starting with the constitution.

37. Delegations noted that there was not enough data available on issues relating to discrimination and racism. While some regions spearheaded such data in their census questionnaires, such data was missing from other regions. Improved data collection was however, one of the key factors for improved monitoring and evaluation as mandated by the
Durban Declaration and Programme of Action. Representatives noted that a more systematic and consistent approach to evaluating and monitoring racial discrimination against women should be developed in order to address this phenomenon. To this end, more systematic and comprehensive data collection should be ensured by states.

38. Speaking on data collection both panellists noted that data collection was sometimes problematic. They mentioned that women of African descent might not perceive themselves as belonging to a discriminated minority and might therefore not point to this fact during a census. The question of “self-identification” was consequently important.

39. Answering a question Ms Mosquera Rosario Labbé cautioned that affirmative action could have paradox effects. Rather than serving poor, marginalized women it may primarily support middle-class women, who use affirmative action to their advantage. This had been the case in parts of the Latin American region where women who were closely linked to governing political parties were those who profited most of affirmative action. Nevertheless, she noted that affirmative action could serve as a policy tool.

40. In the afternoon session, Ms Patricia Schulz, member of CEDAW presented an overview of CEDAW’s work in relation to racial discrimination and discrimination based on sex and gender. Ms Schulz elaborated on multiple forms of discrimination women were objected to, including race, ethnicity, cast or disability. The Committee was acutely aware of those specific forms of discrimination. The Committee also regularly addressed structural issues and requested States to integrate women in labour markets, to guarantee women’s access to health and social services, to guarantee women education and to pass effective legislation to protect women from any form of discrimination. Ms Schulz further elaborated on individual communications the Committee had received in the past. She urged States to acknowledge and prohibit any double discrimination.

41. During the following discussion a number of delegations acknowledged that women were often subjected to double or triple discrimination.

42. Answering a number of questions from the floor, Ms Schulz first pointed to the important role played by civil society in the fight against racial discrimination.

43. She then noted, responding to the question how anti-discrimination laws could be strengthened, that States should first assess existing laws. In addition, Ms Schulz mentioned that training public officials who worked in this area was essential. Public officials should also be prepared to work closely with civil society.

44. On the issue of prevention, Ms Schulz noted that the avoidance of stereotypes in the public discourse was important. This could be done by adapting education and by improving awareness raising campaigns.

45. In the following presentation Ms Nyaradzayi Gumbonzvanda, Secretary-General of the YWCA referred to her personal experience. She noted that growing up in a poor household in a conflict ridden country had shown her that issues of race, class and gender were closely interlinked. Ms Gumbonzvanda noted that racial discrimination took away dignity and self-esteem from a person and warned about countering discrimination with reverse discrimination. Racial justice and equality on a global scale would rather be the solution for the problems society was facing.

46. Ms Gumbonzvanda presented a number of YWCA initiatives that could be explored to extract best practices. The YWCA Australia for example, evaluated the composition of the organisation’s boards in order to ensure that the leadership is truly inclusive and intergenerational. The YWCA in the USA and Canada spearheaded community projects which explicitly addressed issues of racial justice. The work of the YWCA in Georgia, Belarus and Finland had a strong focus on immigration and language. A key question in that regard was how to create welcoming communities, as racism undermined positive notions of globalization such as increased investment or technology transfer.
47. Regarding best practices in monitoring and evaluation Ms Gumbonzvanda noted that there was very little capacity at the community level. Essential data was lacking. She also noted that public officials needed to involve the concerned local communities in the drafting of public programmes. She mentioned that it was important to monitor the implementation of existing legislation before filling legislative gaps. A key issue was also resource allocation, as a country’s budget clearly showed its preferences. Gender responsive budgeting should be adopted by governments. Many remedies for public problems are linked to resources, such as protection of land rights, forests, or rivers. The speaker noted that it was a paradox that Africa was a rich continent but African women were queuing for food aid.

48. During the ensuing discussion Ms Gumbonzvanda pointed to a number of practical measures that can be taken. In city planning, planners should for example, duly avoid racial segregation. In education she recommended reviewing curricula and books to avoid stereotyping and she asked public officials to avoid discriminatory racial references in the public sphere in particular during election campaigns.

V. Discussion on national monitoring initiatives in the fight against racism, racial discrimination, xenophobia and related intolerance

49. Mr Stephanos Stavros, Executive Secretary of the European Commission against Racism and Intolerance (ECRI), Council of Europe, presented on ECRI’s work in this area. ECRI was an independent human rights body and had been developing – for eighteen years- through its country work and standard policy recommendations, standards to guide countries in their efforts to monitor racism and racial discrimination nationally. Mr Stavros mentioned that the ECRI pursued three main activities: country monitoring, research and the issuing of policy recommendations.

50. In some areas the Council of Europe followed a different approach than the UN. The term “racial discrimination” was wider and included discrimination based on race, ethnic origin, citizenship, religion and language. The Council also dealt with issues of homophobia.

51. ECRI placed high value on the standards of data collection, which encompassed three broad areas: criminal law, administrative and civil law and the collection of data on vulnerable groups (“equality data”). In the area of criminal law ECRI encouraged law enforcement to record all racist incidences (i.e. those which are perceived racist by the victim or any other person) and it encouraged countries to collect statistics on how criminal justice system responds to such cases. Some of the problems encountered were the following: Police officers were often not in the position to recognize such incidents as they focused on incidences that were coined racist under criminal law; Courts did not always feed the outcome of cases into databases; There were varying criminal law statistics in countries; The general figure for racial offenses was often motivated by a variety of bias (bias motivated offences); Some countries simply recorded if victim belonged to a vulnerable group, but that fact did not automatically infer a racist incidence. In order to improve the situation ECRI recommended making sure that law enforcement officials received adequate training, countries introduced integrated reporting systems for racial incidences, the outcome of trials in this area was recorded and countries introduced a detailed break/down of bias motivated offences (as there are different grounds for bias).

52. Similarly the authorities should collect data on the application of the civil and administrative law provisions against racial discrimination, including the number of complaints filed, the decisions rendered and the nature of the redress obtained. Mr Stavros noted that few countries recorded such data. And within a country many different authorities dealt with such complaints.
53. Regarding “equality data” he said that ECRI recommended gathering data on groups that were usually confronted with racism in key fields, such as housing, education, employment, health etc. Data could be collected through the national census. The census questionnaire would need to be designed in cooperation with minorities and should allow a person to tick a number of boxes. In addition to conducting a census ECRI also recommended countries to monitor the situation of minorities on a continuing annual basis. Confidentiality, informed consent and voluntary self-identification were basic principles for the purpose of any census the speaker said. Any data gathered would need to be validated by independent research. The speaker noted that data collected needed to be broken down according to ethnic/national origin, religion, language and citizenship. Account should be taken of double or multiple discriminations. Mr Stavros noted that any progress countries achieved was based on data gathering. He mentioned that surveys (often conducted by civil society) could sometimes serve as an alternative to a full-fledged census.

54. In general, Mr Stavros pointed out, data collection should conform to European standards concerning the right to respect for private life. Member states’ data collection systems should be developed in close cooperation with all those concerned, including civil society organizations.

55. Mr Ricardo Bucio Muijca, President of the National Commission against Discrimination of Mexico elaborated on Mexico’s struggle against discrimination and the work of the Commission. He explained the socio-demographic situation of the country and noted the large number of languages spoken and Mexico’s diverse population, while pointing out that until the 1990s Mexico did not acknowledge that racism existed in the country.

56. Around 2001 three events changed the situation. There was a change of government, the constitution was amended and in 2003 a law was passed to prevent discrimination while at the same time the National Council for the Prevention of Discrimination was set up.

57. The speaker said that the process to reform laws and behaviour of the society was on-going. The process was guided by the following principles:

- Promotion of anti-discrimination laws: Old and local laws often were often not in sync with federal laws and needed to be reformed.
- Reform of public policies: legislative changes did not automatically change programmes and the culture of public administration, but such cultural change was needed.
- Judicial outcomes: once the justice system took decisions that punished discrimination, such specific decisions could serve as precedents.
- Education: Anti-discrimination was mainstreamed and human rights were increasingly a part of the curriculum in schools.
- Promote a change in Mexican culture: Such a change was helped by debates that encouraged society to sanction racial offenses.
- Cases of discrimination: The National Council received complaints against entities such as schools or against public officials and could make binding recommendations to Ministries.
- International cooperation: The exchange of best practices and the building of a network among anti-discrimination bodies supported the cause.
- Coordination of agencies: The efficient coordination of government entities was an essential element of the overall strategy.

58. The speaker then noted that Mexico had created a working group that was responsible for the implementation of CERD recommendations. The working group
assembled forty-three different institutions and agencies reaching from federal to state level. He then noted some accomplishments that were achieved in the past:

- The visibility of the population of African descent increased. Public policy guidelines on how to include this part of the population in policy initiatives were developed.
- A national non-discrimination day was established.
- A children’s book was published which contained stories centred on human rights and anti-discrimination. On the basis of the book a TV series was made, which could be watched via You Tube.
- Around 30,000 civil servants received training and training courses were made available online.
- Information on discrimination was distributed in seven indigenous languages.

59. The National Commission against Discrimination, the speaker said, used social media and traditional media for its campaigns. He finally held that all forms of discrimination were interrelated and that a democratic country had the duty to fight all forms of discrimination.

60. During the ensuing discussion Mr Starvos supported the initiative by the European Union to closely cooperate with ECRI and noted that ECRI cooperated with the European Network of Specialized National Equality Bodies, called Equinet. The European Union welcomed the fact that ECRI in its work interprets intolerance as including homophobia.

61. The panellists also underlined, in an answer to a question from the floor, that data collection was essential as solid data was the basis for policies. Panellists also mentioned, responding to a question, that self-identification was the only method that could be used during a census.

62. Mr Starvos noted that ECRI did not collect data on religious discrimination, but that ECRI undertook qualitative analysis on that matter.

63. In the afternoon M. Claudia Mosquera Rosario Labbé presented a number of theories on different patterns of racism and their raison d’être. She argued that there were two levels of racism. The first level was an “analytical level” that was linked to generational knowledge about racism. In addition, there existed a second level, which differed from society to society. She noted that diversity was good for society. It made societies more liberal and tolerant. She further noted that anti-racism campaigns can have a paradox effect, as they can lead to a society that became so sensitive about the race, caste and creed that groups started hating other people. The speaker cautioned that anti-racism campaigners should be very cognizant of this fact. The speaker also talked about the different perspectives on racism, such as the Marxist perspective or the colonial perspective.

VI. Discussion on equal participation in the decision making process in the fight against racism

64. Ms Alexandra Ocles, State Minister, Department of People, Social Movements and Citizens Participation, Ecuador, presented on her efforts to ensure equal participation in Ecuador. She mentioned that the country’s structures had been adapted and the constitution had been revised. The revised constitution recognizes minorities, such as the Afro-Ecuadorian minority. In addition, Ecuador had developed a national plan called “buen vivir”, which contained policy guidance for the entire state.
65. Ecuador, the speaker noted, perceived itself as a multi-cultural and multi-ethnic country and aimed to ensure the political participation of people who belonged to ethnic minorities. Main pillars of these policies were citizen participation in government affairs and a focus on transparency. The legislative branch of government sought to involve people by consulting with people affected by a law before the passing the respective law. The executive branch of government had established mobile offices, where concerns could be voiced. The new constitution also provided for the establishment of “national equality councils” that added to the design of public polices (on issues such as gender, persons of disabilities, the Montubio people). In addition an increasing number of citizen watchdog groups participated in politics.

66. The speaker pointed to a number of legal instruments that focused on the eradication of racism, such as the “Pluri-National-Plan” and pointed out that there was also greater representation of indigenous and Afro-Ecuadorians in government. In the National Assembly 15% of its 137 members now belonged to minority groups. Ms Ocles voiced a number of recommendations that should help states to fight racism. First, countries should include collective rights and certain standards in their constitutions; Second, countries needed to focus on affirmative action and should create public policies to ensure non-discrimination; Third, countries should create observer organizations and draft guidelines for state institutions to ensure equal participation.

67. The following speaker, Mr Istvan Haller, Secretary of State with the National Council for Combating Discrimination (NCCD), Romania, explained the work of the NCCD. He said that the NCCD implemented EU directives and combatted discrimination by acting on complaints of individuals, taking ex officio action and fining perpetrators. In addition the NCCD trained public officials and civil society. The NCCD was also active in preventing discrimination by encouraging minorities, such as the Roma people to apply for posts in law enforcement, the judicial system or at universities. Mr Haller said that the fight against discrimination needs to be carried forward not only by minorities but by larger parts of the population.

68. During the following discussion representatives welcomed increased cooperation and exchange of good practices between different national mechanisms and between national mechanisms and United Nations agencies. There was a need to further explore the potential of national mechanisms to improve the implementation of existing international standards. The establishment of national mechanisms was of the utmost importance and would provide information on occurrences and trends, through the collection and analysis of data; provide recommendations to policy-makers; help to meet UN reporting duties; contribute to awareness-raising campaigns, educational activities and trainings and therefore to prevention; provide assistance, ensure effective protection and remedies to victims of discrimination. Where such national mechanisms were already in place, some basic criteria should ensure their effectiveness, such as the independence of the mechanism.

69. Some delegates also pointed to the fact that in numerous countries women did not enjoy same rights as men in many areas of life, including in the political context. A lack of statistics worsened the situation of women and other minorities. Countries should consequently collect data.

70. Another delegation pointed out that racism and democracy were incompatible. The Human Rights Council had passed a respective resolution, which could serve as a basis for the IGWG’s conclusions.

71. Other delegations pointed to their own countries’ experiences and said that the victims of discrimination should be in the centre of all deliberations. Victims should also be given the opportunity to tell the Working Group about their experiences.

72. A delegation pointed to a report of the group of eminent persons/experts who in 2000 supported the creation of a racial equality index.
73. Several speakers noted the important role of civil society.

74. In a reaction to questions from the floor, the panellists noted that statistics were an essential policy tool. Whenever a group was invisible in statistics, a country would not introduce policy measures for that group.

75. In his presentation, Adv. J. R. Walters, Ombudsman, Namibia, elaborated on the concepts of participation and consultation, identified the partners in the decision-making process, discussed the idea of the NHRI or specialized body providing a forum for equal participation, examined the right to participation in public affairs in Namibia and looked at the Ombudsman role in the fight against racism and concluded with recommendations. He noted that some difficult answers include: How do we get people involved in the fight? What does it mean to participate on equal basis? What’s the right forum? Who are the participants?

76. Mr Walters stated that we shouldn’t forget the changing nature of racism and further referred to CERD that has repeatedly made it clear in its dialogue with State Parties that no country can rightly claim that it does not face within its own borders actual or potential problems of racial discrimination as refined in Article 1 of ICERD. Referring to the concepts of Participation and Consultation, he quoted Art 6(1) of the ILO Convention No. 169; the Indigenous and Tribal Peoples Convention and the UN Declaration on the Rights of Indigenous Peoples. He highlighted that the duty to ensure appropriate consultation falls on governments and not on private persons or enterprises. Ensuring consultation and participation is the responsibility of governments. Participation should not be symbolic and there should be a specific institutional body for consultation. He elaborated on the provisions of the DDPA that urged states and encouraged the private sector to promote participation of victims of racism, racial discrimination, xenophobia and related intolerance, in economic, social and cultural decision-making at all stages, particularly in the development and implementation of poverty alleviation strategies, development projects, etc.

77. The speaker further stressed that victims of racism, racial discrimination and xenophobia had a central position in the DDPA, including Africans and people of African descent; indigenous peoples; migrants, etc. and highlighted the plight of women who, because of their gender are more likely to be victims of racism, racial discrimination, xenophobia and related intolerance. Mr Walters also highlighted the role and importance of the media in the DDPA and the Durban Review Conference.

78. In relation to the role of the NHRI’s, he stated that although the central responsibility for promoting and protecting human rights rested with governments, they could not always find a neutral space in which to interact and exchange ideas with other actors, especially civil society. If there were no representative institutions for victims of racism, racial discrimination, xenophobia and other related intolerance, how could meaningful and effective consultation and participation in the fight against these phenomena take place? He quoted paragraph 112 of the Durban Declaration which recognized the importance of NHRI’s that conform to the Paris Principles, but also other specialized bodies and Ombudsman in the struggle against racism.

79. Mr Walters further elaborated on the question of what would be the mechanism that could best meet the challenges of promoting, protecting and monitoring compliance with the recommendations of CERD and the DDPA. He noted that the creation of such mechanism had the function of acting as a bridge, connection or link between state actors (government, parliaments, local governments, etc) and civil society, on the one hand and between the international bodies (CERD, Special Procedures, etc) on the other hand. He stated that civil society organizations constituted a valuable source of information for the NHRI or mechanism on realities facing ethnic and national minorities. He stressed that capacity building of civil society was an invaluable means of making the principles of equality and non-discrimination effective in the field. He stated that the effective
implementation of ICERD and the DDPA depended on the triangular relationship between the State, the treaty bodies and civil society.

80. Mr Walters highlighted the paramount role of parliaments in the fight against racism, where a range of measure is decided with a direct impact on the fight against racism and promoting diversity, equality and social justice. In referring to local authorities, he noted that NHRI s or mechanisms had to work on creating, developing and maintaining relationships with local authorities. It was indeed at that level that political choices had the most direct, concrete and practical consequences on citizens and their daily lives. He then presented an overview on the right to participate in public affairs in Namibia (Para 10 to 10.4.1). He mentioned the international, regional and national standards regional and international and highlighted specific examples of avenues available to civil society. He mentioned the African Commission’s statement regarding the political participation of the San and other indigenous communities in Namibia. He mentioned that in 2009, the Ombudsman had decided to begin the process of assisting the government to develop a national human rights action plan for Namibia. The Baseline Study Report on Human Rights in Namibia was recently launched and it was envisaged that the draft action plan will be submitted to Parliament by the end of 2014.

81. The speaker stressed the importance of the Ombudsman as an institution and as a valuable partner in the fight against racism, racial discrimination, xenophobia and related intolerance. He noted that the Ombudsman could in collaboration with relevant stakeholders, foster dialogue and facilitate cooperation with government by advising governments on the ratification of international instruments and the removal of reservations; play an important role in advising governments with respect to bringing national legislation and national practices prohibiting racism, racial discrimination in line with international human rights obligations; act as appropriate agency for the dissemination of CERD, ICEDAW, the Durban Declaration and other international human rights instruments and make their contents widely known; ensure that the comments and recommendations of CERD, CEDAW the Programme of Action, are widely disseminated, considered and implemented by governments; mainstream human rights into their activities and programmes within the framework of their mandates. develop and conduct outreach activities at the national level to raise awareness about racism and racial discrimination; teach young people about the importance of tolerance and respect and collect, compile, analyse, disseminate and publish reliable statistical data aimed at monitoring the situation of vulnerable groups and developing practices and measures to prevent and combat racism, racial discrimination, xenophobia and related intolerance.

82. In the following presentation, Chief Wilton Littlechild, Chairperson of the Expert Mechanism on the Rights of Indigenous Peoples, presented an overview of the work of the Expert Mechanism on the Rights of Indigenous Peoples, and elaborated on how this work could be applied to the work of the IGWG. Throughout his presentation he highlighted the relevance of the UN Declaration on the Rights of Indigenous Peoples.

83. He mentioned that to date the Expert Mechanism on the Rights of Indigenous Peoples had undertaken five studies: on Indigenous peoples’ right to education (2009), on the right to participate in decision-making (2011), on the role of languages and culture in the promotion and protection of the rights and identity of Indigenous peoples (2012), a follow-up report on the right to participate in decision-making, with a focus on extractive industries (2012); and on access to justice (2013). He noted that each study included an “advice,” which provided direction on the implementation of the related rights. The studies and advice had highlighted the clear relationship between the rights enshrined in the UN Declaration on the Rights of Indigenous Peoples and the importance of indigenous peoples’ right to self-determination to the realization and full enjoyment of those rights.

84. He noted that indigenous peoples are among the most excluded, marginalized and disadvantaged sectors of society. This had had a negative impact on the ability to determine the direction of their own societies, including in decision-making on matters that affect
their rights and interests. The exclusion of indigenous peoples from full, effective and meaningful participation in decision-making, including in political processes, was often grounded in discrimination.

85. The speaker provided a brief overview of the findings of the Expert Mechanism on its study on the right to participation in decision-making, and highlighted the indicators of good practices identified in the study, based on criteria found in the UN Declaration on the Rights of Indigenous Peoples. First and most importantly was “the extent to which indigenous peoples were involved in the design of the practice and their agreement to it.” Other indicators included: Allows and enhances indigenous peoples’ participation in decision-making; Allows indigenous peoples to influence the outcome of decisions that affect them; Realizes indigenous peoples’ right to self-determination; Includes, as appropriate, robust consultation procedures and/or processes to seek indigenous peoples’ free, prior and informed consent.”

86. Chief Wilton Littlechild highlighted a few examples from the study in these areas. In relation to participation in parliamentary processes, he stated that mechanisms that guaranteed the representation of indigenous peoples in state parliaments could provide an important opportunity for indigenous peoples to participate in and influence decision-making on a range of issues. He noted that there are still many challenges to be faced in improving both representation and its effectiveness. He elaborated on the indigenous legal systems, quoting the UN Declaration on the Rights of Indigenous Peoples, articles 5, 27, 34 and 40, which affirms the right of indigenous peoples to maintain and strengthen their own legal systems Articles 8 and 9 of the ILO Convention 169 also dealt with those rights. Indigenous legal systems, including legislative, judicial and procedural aspects, could maintain harmony within Indigenous societies and enhance Indigenous peoples’ ability to influence decision-making externally. He stressed that indigenous legal systems, that included legislative (Indigenous laws), judicial and procedural aspects, were critical to internal decision-making. He then referred to participation in decision-making mechanisms linked to state and relevant non-state institutions and processes affecting indigenous people. He stressed that it was important that all sectors of indigenous society to have the opportunity to engage and participate in consultative and decision-making structures. This was especially true for women and youth, who were often marginalized in those processes.

87. The speaker highlighted the importance of free, prior and informed consent noting that many decisions connected to development projects drastically affected the rights of indigenous peoples, yet are taken without their free, prior and informed consent. He stated that indigenous peoples identified the right of free, prior and informed consent as a requirement, prerequisite and manifestation of the exercise of their right to self-determination. It was of fundamental importance to the participation of Indigenous peoples in decision-making. This was the case because free, prior and informed consent established the framework for all consultations relating to the acceptance of projects that affected them, and any related negotiations pertaining to benefit sharing and mitigation measures.

88. Pointing to the link between the work of the Expert Mechanism and the work of the IGWG, he noted that the non-racist, equal and non-discriminatory inclusion of indigenous peoples in the Durban Declaration and Programme of Action had been a struggle from Day 1. He encouraged the IGWG to fully explore the ways in which the Durban Declaration and Programme of Action could be applied to indigenous peoples in a way that was consistent with today’s international laws, norms and standards. Paramount in that regard was the UN Declaration on the Rights of Indigenous Peoples. He suggested that that could be achieved by holding a specific conference on overcoming racism facing indigenous peoples. Such a conference could discuss how racism against indigenous peoples could be addressed through the advancement of the rights of indigenous peoples as contained in the UN Declaration on the Rights of Indigenous Peoples, with a focus on self-determination; recognition and promotion of participation in internal decision-making processes; full and equal participation in State and international decision-making processes, including this
Working Group; and racism in the enjoyment of all civil, political, economic, social and cultural rights. Key areas of concern including treaties, agreements and constructive arrangements, free, prior and informed consent, particularly in relation to lands, territories and resources; the participation of those indigenous individuals that were most marginalized, including women, youth, the elderly, and persons with disabilities; and the representation of indigenous peoples in international fora could be explored in more detail.

89. He urged the Working Group to encourage states to engage in implementing treaties and treaty rights in the spirit of mutual respect, equality, non-discrimination and beneficial partnerships. Through this type of approach, we could forge a positive path to reconciliation.

90. In the following presentation, Eugénie R. AW, from the Centre d’Etudes des Sciences et Techniques de l’Information (CESTI) elaborated on the role of mass media in the fight against racism, racial discrimination, xenophobia and related intolerance. She stressed the importance of respecting the independence of the mass media and noted that mass media was a reflection of society. She stressed that community mass media was a key participant in democratic processes and that in the public arena mass media could influence people, promote knowledge and science, promote socialization amongst young people, etc. Media had four main roles to play she noted, including education; entertainment; development and promotion of national unity. She further noted that mass media could hide the truth, could claim to speak legitimately and could distort reality.

91. The speaker stressed that the fight against racial discrimination also involved the media. Media create public opinion. Journalists could be considered as a counter balance to power. They should be guided by ethic and professional standards. Journalists should check the real facts and validate them in order to confront contradictory thesis. She highlighted the following key elements that should be respected: the right to freedom of information; the fact that journalist should resist all propaganda and they should respect sources, transparency respect of embargos, right to rectify mistakes, respect of human dignity. She noted that media was diverse and dealt with diverse topics.

92. The speaker mentioned that the following elements were essential to the fight against racism and could be supported by the media: the idea of providing a platform for reflection, the voicing of opinions, encouraging people to take part in public life, local empowerment, education in all different forums, including education for adults, integrative education, the possibility to acquire knowledge for minorities and migrants.

93. During the following discussion, some representatives referred to their country’s experience. The Namibian representative for example, noted that Namibia had a progressive constitution that provided the framework for the fight against racism, racial discrimination, xenophobia and related intolerance. He mentioned that discrimination based on race was outlawed since 1991, and noted that there were many institutions, including courts, where those affected could take their grievances.

94. Representatives pointed out that it was essential for victims of racism to be fully involved in decision-making processes and that they noted that for promoting social cohesion it was imperative that the rich cultural heritage of minorities should be protected, as noted in Paragraph 2 of the DDPA.

95. A delegation noted the importance for all people to take part in the decision-making processes in combating racism. The best way to ensure this was equal participation in the political life at all levels. Unfortunately a number of victims of racism were deprived of that right due to a lack of citizenship.

96. Delegates also discussed the issue of self-censorship of the media, which was perceived as a problem in a number of countries.

97. Mr Walters noted that if there were no representative institutions for victims a meaningful consultation could not take place. He suggested looking at NHRI or specialized
bodies as forums that could ensure participation. On the right to vote, he suggested that people should first approach institutions, such as the ombudsman or a NHRI that could help them to obtain birth certificates in their country of origin (as such certificates were often missing). Those institutions could then assist people in obtaining voting rights.

98. Mr Littlechild stressed the importance of including women in all decision making processes on all levels. On the issue of racisms and sports, he noted that sometimes sport was used as a tool for exclusion and racism, That’s why people had to organize their own sports and traditional games regionally. Yet sports were also an opportunity for inclusion.

99. Mr Littlechild noted that indigenous people had made contributions to the work of the United Nations, such as the recognition of spiritual or environmental rights.

100. Ms. Aw noted that there were two aspects regarding media regulation. First, the institutional aspect that involved representatives, institutions for media regulation but also industry bodies, which are responsible for the second aspect: self-regulation. She stressed that it was essential for all (including self-regulatory bodies) to respect the freedom of expression. She noted that there was an increasing number of trustworthy and capable media outlets in Africa that provided reliable information.

101. The working group was not in a position to adopt conclusions and recommendations on two topics, namely on whether to invite the media at its 12th session to discuss the role of media in the fight against racism, racial discrimination, xenophobia and related intolerance, and on whether to invite the Independent Eminent Experts at its 12th session to present their previous proposal for the United Nations to develop a racial equality index aimed at measuring and addressing existing racial inequalities.

VII. Conclusions and recommendations

102. The Working Group recalls the DDPA and the Outcome Document of the Durban Review Conference as well as its relevant recommendations in all its previous sessions.

103. The Working Group requests OHCHR to continue its efforts to contribute to enhance the effectiveness of the follow-up mechanisms to the DDPA with a view to achieve better synchronization, complementarity and coordination of their work.

A. Special Event on Racism and Football

104. The Working Group reaffirms the important role of sport in the fight against racism, racial discrimination, xenophobia and related intolerance. It notes that racism in sports is not a stand-alone phenomenon but it reflects manifestations of racism in societies.

105. The Working Group encourages States and sport organizations to use sports, in particular football, to promote respect for diversity and tolerance and to promote and protect human rights of victims of racism, racial discrimination, xenophobia and related intolerance, in particular of migrants and persons belonging to national or ethnic, religious and linguistic minorities as well as to use sports as an integration tool. The Working Group highlights the importance of enhanced partnerships between States, sport organizations, sport sponsors, civil society, media and other relevant stakeholders to implement inter alia effective campaigns such as the “zero tolerance for discrimination” campaign.

106. The Working Group reaffirms the importance of education and awareness raising initiatives for preventing and combating effectively racism, racial
discrimination, xenophobia and related intolerance in sport, noting in particular the role of youth in this regard.

107. The Working Group takes note with appreciation of the efforts of sport organizations in contributing to combat impunity on acts of racism, racial discrimination, xenophobia and related intolerance in sport events and encourages them to further enhance combating impunity through the adoption and implementation of severe disciplinary measures and/or sanctions on such acts. In this regard, it is important to ensure thorough investigation and prompt prosecution.

108. The Working Group also encourages national, regional and international sport organizations to elaborate and implement effectively codes of conduct that prohibit acts of racism, racial discrimination, xenophobia and related intolerance and envisage severe sanctions for those who violate them.

109. The Working Group takes note with interest of the global civil society initiative “Sports for Social Change”, which aims at mobilizing support for collaborative action in combating racism in sports, and includes the idea to establish a global barometer to assess the level of national compliance with the international commitment against racism in sport. In this regard, the Working Group invites the initiating foundations to provide further information in relation thereto at its 12th session.

110. The Working Group encourages States to work in collaboration with sport organizations to further enhance the application of relevant existing international law instruments to racism and sport, taking into account the relevant provisions of the DDPA.

B. Women and racism: good practices and experiences on the evaluation and monitoring of the situation of women

111. The Working Group urges States to respect their obligations and commitments related to women as reflected in the DDPA.

112. The Working Group also invites all competent treaty bodies, such as CEDAW and CERD to continue taking into account relevant provisions of the DDPA, in particular on women who are victims of racism, racial discrimination, xenophobia and related intolerance. In this regard, the Working Group commits to continue to collaborate closely with CEDAW, CERD and other relevant bodies on all issues pertaining to women and racism, racial discrimination, xenophobia and related intolerance in line with the DDPA.

113. The Working Group recognizes that women can suffer from racism, racial discrimination, xenophobia and related intolerance which occur on the grounds of race, color, descent or national or ethnic origin and also recognizes that women can suffer multiple or aggravated forms of discrimination, based on other related grounds such as sex, language, religion, political or other opinion, social origin, property, disability, birth or other status. It deplores that women often face higher unemployment, precarious work, lower salaries and lack of access to social security. It also notes the negative impact of economic crisis on gender related policies which suffer from budget cuts.

114. The Working Group urges States to ensure equality between women and men by, inter alia, adopting and implementing without delay national legislations and policies and by implementing effectively their international obligations to combat racism, racial discrimination, xenophobia and related intolerance. It highlights the importance of the principles enshrined in the Beijing Action Plan and encourages stakeholders to implement them effectively.
115. The Working Group requests OHCHR to invite States to submit information on good practices on experiences in the evaluation and monitoring of the situation of women related to racism, racial discrimination, xenophobia and related intolerance to the OHCHR database, containing information on practical means to address racism, racial discrimination, xenophobia and related intolerance. In relation thereto, the Working Group requests OHCHR to compile the submitted information and present it at the 12th session of IGWG.

116. The Working Group invites States, in close cooperation with civil society, to promote gender equality and the advancement of women and to design and implement laws, policies, strategies, programmes, action plans and projects aiming at prevention and eradication of racism, racial discrimination, xenophobia and related intolerance, integrating a gender perspective, in line with the DDPA. In this regard, the Working Group emphasizes the importance of having a victims’ oriented approach in the fight against racism, racial discrimination, xenophobia and related intolerance.

117. The Working Group invites governments to ensure effective monitoring of implementation of existing legislative and policy frameworks to combat racism, racial discrimination, xenophobia and related intolerance and to promote gender equality, in line with the DDPA. It encourages States to provide for effective remedies for victims and ensure accountability for perpetrators.

118. The Working Group urges States to take all necessary and prompt measures to address specifically, through policies and programmes, racism and racially motivated violence against women and girls and to increase cooperation, policy responses and effective implementation of national legislation and of their obligations under relevant international instruments, and other protective and preventive measures aimed at the elimination of all forms of racially motivated discrimination and violence against women and girls.

C. National monitoring initiatives in the fight against racism, racial discrimination, xenophobia and related intolerance

119. The Working Group encourages States to establish and/or strengthen national mechanisms that effectively monitor and address issues pertaining to the fight against racism, racial discrimination, xenophobia and related intolerance and to provide adequate resources for their full and effective functioning. It encourages national mechanisms to include a wide range of representatives of governmental entities and civil society organizations, where applicable, and to ensure that they fully and efficiently implement their mandate.

120. The Working Group urges States to collect, compile, analyze and publish reliable statistical data at the national and local levels and undertake all other related measures which are necessary to assess regularly the situation of individuals and groups of individuals who are victims of racism, racial discrimination, xenophobia and related intolerance. Such statistical data should be disaggregated in accordance with national legislation. Any such information shall, as appropriate, be collected with the explicit consent of the victims, based on their self-identification and in accordance with provisions on human rights and fundamental freedoms, such as data protection regulations and privacy guarantees. This information must not be misused;

121. The Working Group also encourages governments and national mechanisms to conduct additional research and qualitative analysis of data with a view of monitoring effectively incidents of racism, racial discrimination, xenophobia and related intolerance and designing efficient measures for the prevention and eradication of these scourges. The Working Group invites national mechanisms to provide...
recommendations to governments and to help them meet reporting duties under relevant international obligations. The Working Group also invites national mechanisms to contribute to the effective protection and provision of assistance and remedies for victims of racial discrimination and awareness raising and education.

122. The Working Group welcomes the launch of the OHCHR database, containing information on practical means to address racism, racial discrimination, xenophobia and related intolerance in accordance with paragraph 191 (d) of the DDPA, and calls upon States and other relevant stakeholders to continue to provide information to the database. In this regard, the Working Group requests the OHCHR to regularly update the database.

123. The Working Group requests States, wherever appropriate through cooperation with international organizations, national institutions, non-governmental organizations and the private sector, to organize and facilitate training activities, including courses or seminars, on international norms prohibiting racial discrimination and their applicability in domestic law, as well as on their international human rights obligations, for prosecutors, members of the judiciary and other public officials.

124. The Working Group invites governments, international and regional organizations, national human rights institutions, civil society organizations and other relevant stakeholders, including OHCHR, to support initiatives, including by organizing capacity building activities, to strengthen monitoring and qualitative evaluation related to racism, racial discrimination, xenophobia and related intolerance.

D. Equal participation in the decision-making process in the fight against racism

125. The Working Group expresses its concern on the existence of different barriers in law and in practice, which prevent victims of racism, racial discrimination, xenophobia and related intolerance as stipulated in chapter II of the DDPA from equal participation in public life, which include decision making process in the fight against racism, racial discrimination, xenophobia and related intolerance.

126. The Working Group urges States to ensure full, equal and effective participation of all in economic, social, cultural, civil and political life, including by eliminating existing different barriers in law and in practice. The Working Group highlights the importance of ensuring full, equal and effective participation, without any discrimination of victims of racism, racial discrimination, xenophobia and related intolerance in decision making processes. In relation thereto, the Working Group invites NHRIs and civil society to assist States in this process.
Annex I

[English only]

Agenda

1. Opening of the session.
2. Election of the Chairperson Rapporteur
3. Adoption of the agenda and programme of work.
4. Special event on racism in sport
5. Discussion on women and racism: good practices and experiences of evaluation and monitoring the situation of women.
6. Discussion on national monitoring initiatives on the fight against racism, racial discrimination, xenophobia and related intolerance
7. Discussion on equal participation in the decision making process in the fight against racism.
8. Presentation and adoption of the report of the 11th session.
Annex II

List of attendance

Algeria, Angola, Argentina, Australia, Austria, Bangladesh, Belarus, Brazil, China, Columbia, Cuba, Bolivarian Republic of Venezuela, Bulgaria, Czech Republic, Democratic People’s Republic of Korea, Denmark, Djibouti, Ecuador, Egypt, Estonia, Ethiopia, Finland, France, Germany, Ghana, Greece, Guatemala, Iceland, India, Indonesia, Iraq, Ireland, Italy, Jamaica, Japan, Kuwait, Latvia, Lithuania, Luxembourg, Madagascar, Malaysia, Mexico, Morocco, Namibia, Netherlands, Norway, Pakistan, Poland, Portugal, Qatar, Republic of Korea, Former Yugoslav Republic of Macedonia, Romania, Russian Federation, Rwanda, Saudi Arabia, Senegal, Somalia, South Africa, Spain, Sri Lanka, Sweden, Switzerland, Togo, Tunisia, Turkey, Ukraine, United Arab Emirates, United Kingdom of Great Britain and Northern Ireland, Uruguay.

Non-Member States represented by observers

Holy See, State of Palestine.

Intergovernmental Organizations

African Union, Council of Europe, European Union, Organization of the Islamic Conference.

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

### Programme of work

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<tr>
<th>Time</th>
<th>Monday 7 October 2013</th>
<th>Tuesday 8 October 2013</th>
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<tr>
<td><strong>morning:</strong> session: from 10:00 to 13:00</td>
<td>Item 1: Opening of the session</td>
<td>Item 5: Discussion on women and racism: good practices and experiences in the evaluation and monitoring of the situation of women. Presentation by: Ms Claudia Mosquera Rosario Labbé Department of Social Work and researcher at the Centre for Social Studies faculty (Colombia) Ms Mireille Fanon-Mendes France Member of the Working Group of People of African Descent  ➢ Discussion</td>
<td>Item 5: (cont’d) Presentation by: Ms Patricia Schulz Member of CEDAW Discussion</td>
<td>Item 6: Discussion on national monitoring initiatives in the fight against racism, racial discrimination, xenophobia and related intolerance. Presentation by: Mr Ricardo Bucio Mujica President, National Commission against Discrimination of Mexico Mr Stephanos Stavros Executive Secretary to ECRI, Directorate of Human Rights and Anti Discrimination, Council of Europe  ➢ Discussion</td>
<td>Preliminary discussion on conclusions and recommendations on Item 6</td>
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<td><strong>afternoon:</strong> session: from 15:00 to 18:00</td>
<td>Item 4: Implementation of previous decisions of the Working Group: Special event on racism in Football. Mr Michel Platini, Head of UEFA  ➢ Discussion</td>
<td>Presentation by: Member of the CEDAW (tbc)  ➢ Discussion</td>
<td>Preliminary discussion on conclusions and recommendations on Item 5</td>
<td>Item 6: (cont’d) Presentation by: Ms Claudia Mosquera Rosario Labbé Department of Social Work and researcher at the Centre for Social Studies faculty  ➢ Discussion</td>
<td>Item 7: Discussion on equal participation in the decision-making process in the fight against racism Presentation by: Ms Alexandra Ocles State Minister, Department of People, Social Movements and Citizen Participation (Ecuador) Mr István Haller Secretary of State with the National Council for Combating Discrimination of Romania  ➢ Discussion</td>
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<td>UN OFFICIAL HOLIDAY</td>
<td>Informal consultations on draft conclusions and recommendations on Item 5, 6 and 7</td>
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<td>Ms. Eugenie Rokeia Aw Centre d'Etudes des Sciences et Techniques de l'Information (CESTI)</td>
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