

OSCE Conference on Anti-Semitism
Vienna, 19 - 20 June 2003

The Process of the Federal Grant Program

"The Formation of Attitudes of Tolerant Consciousness And Prevention of Extremism in Russian Society (2001 – 2005)" Implementation in 2001 – 2002

On August 25, 2001 the government of the Russian Federation accepted the federal grant program "The Formation of Attitudes of Tolerant Consciousness and Prevention of Extremism in Russian Society (2001 – 2005)." The approval of the program was caused by some circumstances related to cases of tolerance and intolerance in a situation of increasing *social diversity* in Russia.

First of all, the development of a civil society has determined increasing awareness *on individual and social levels*. Both individuals and social groups have become more aware of their position in the environment, above all in the system of socio-economic, ethnic, cultural and cross-confessional relations. This process can be accompanied by the growth of various prejudices and phobias in group consciousness: *xenophobia* as a reaction to an encounter with representatives with another culture, *ethnophobia*, *migrantphobia*, *caucasesphobia*, *anti-Semitism*. These fears lead to the violation of human rights, nationalism, discrimination and, associated with them, intolerance. *So* there is a dangerous tendency of

growing cross-ethnic, cross-confessional, socio-economic, cross-generational and political intolerance under conditions of increasing social diversity in Russian society. The mentioned forms of intolerance often become the means of extremist movements, escalating hatred, national discord and social conflicts in the society, Under these conditions, the state program of the development of social norms of tolerance and peace-love is a way to counteract the growing social aggressive culture, national conflicts, extremism, terrorism **and** fanaticism.

*Second, on the state level, under the conditions of the modernization of the Russian economy, the socio-economic development of the country depends much on the successful development of a culture of negotiation, the art of compromise, productive competition among different financial – industrial groups, and among small and middle-sized businesses. What is especially clear is the appearance in the economic field of the pragmatic **function of tolerance as a social norm that determines the balance of interests of competing sides.*** For example, any manifestations of intolerance or even unwillingness to accept tolerance in the negotiations lead to failure. Thus we **can** analyze the influence of negotiation culture, in which negotiations appear as social **norms** of tolerance, on the economics of developed countries. This analysis allows us to say that the development of tolerance in Russia is required, not only for increasing the tolerance of different groups for each other and social strategy to counteract extremism, but also for the increase in economic efficiency.

Third, Russia needs to enter the international legal sphere of counteraction against discrimination, racism, xenophobia and associated with them intolerance, extremism and terrorism. This entering is impossible without following the UNESCO Declaration of tolerance principles and other UN documents addressed to the human rights.

On the whole the up-to-date diagnostic says *that the **more socially diverse is the society the clearer is the state's task as an organ of searching for consent in different fields of life,*** not only as an organ of compulsion. It is the search for **an** optimal measure of consent, a diapason of tolerance that becomes one of the main tasks of the state policy directed to the achievement of ***social trust and tolerance as factors of economic growth, social stability and personal security.*** **All** the above-mentioned circumstances have determined the demand for the development of a federal program on tolerance as a basis for the policy of achieving social

consent, peace, tolerance of different religions and of counteraction against extremism in our multinational, cross-confessional, multicultural society.

The Department of Education of the Russian Federation is the state requester of the Program. The financing of the federal grant program in 2001-2002 was made from the Federal Budget (the Article of Scientific Research) as it had been stated in the Government Decree * 629 issued on August 25, 2001. The stated sum was 25,0 million rubles annually. The program is supposed to have three stages and should be implemented from 2001 until 2005. For the past period 47 participants from different regions of the Russian Federation, governmental and non-governmental structures, scientific, educational and social organizations won the 1st stage and the beginning of the 2nd stage competition. The program is spread in the following areas: the Republic of Adygei, Bashkortostan, Daghestan, Kabardino-Balkaria, Karelia, Karachaevo-Cherkessia, Mordovia, Northern Osetia, Tatarstan, Udmurtia; Krasnodar and Stavropol Territories; Belgorod, Kaluga, Kemerovo, Kirov, Kursk, Novosibirsk, Perm, Rostov, Samara, Tomsk and Yaroslavl regions; Komi-Permyatsky district, Moscow and St-Petersburg.

During the 1st stage of program implementation the main attention was paid to *the three privileged things*: the organization of the social intolerance and tension monitoring in different social groups and regions; the development of effective technologies, that can help to form social norms of tolerance; the development of pilot centers of tolerance and social security as a basic program network.

The general results of the *social tension monitoring* showed some basic factors that we need to remember while predicting social risks and projecting socio-economic programs on different levels. These factors are: the growth of population hyper-mobility that causes breaking of usual social distances between ethnic, confessional, generational and social society levels; the perception of cruelty, xenophobia, ethnophobia, migrantphobia as a common social norm and so overt or latent permission for using negative aggressive behavioral patterns in the activity of individuals and social groups; spreading of manipulative technologies that form attitudes "ours – aliens", making the enemy image, using the hostility language in mass media, creating radical "sites of hatred" in Internet, with teenagers and socially deprived levels of population as the

main targets,

The mentioned aspects appear clearly in the life of different social groups of higher social attention (adolescents, migrants, national minorities). Thus the teenager's relation to nationalism and extremism, different religions (including sects), informal youth unions was analysed in a monitoring "The problems of tolerance in the adolescent subculture" (2003). According to its outcome *adolescents lack positive values and it often results in the fact that cruelty and extremism become a social norm and violence is viewed as an approved way of national conflict resolution*. We should mention the frightening fact that 34,2% of responders were indifferent to any radical youth groups including skinheads. These young people will form social and state life of our country in near future so it's very important to mention the following. It is their indifference to socially dangerous phenomena, cruelty and extremism as a usual norm of our living style that obviously proves the need of activation of the state tolerance policy in Russia.

The given facts show the demand for broadening the *norms and laws base* and forming the system of *expertise* that can lawfully assess different kinds of cruelty, aggression and extremism. Due to the facts it's necessary to have a state psychological expertise **as an** effective way to change the present situation. The expertise should be included in the system of security, legislative and executive power, and mass media. The expertise is directed to objective identification of radical extremist materials in social life, mass media and Internet. Such **an** expertise increases the efficiency of lawful decisions while evaluating kinds of extremism in mass media.

Besides the necessity of *psycholinguistic expertise* of radical texts the Program shows the demand for spreading *humanitarian expertise* of educational programs and text-books; *psychological and pedagogical* expertise of entertaining production, especially computer games that often result in forming child and adolescent destructive behavior. The results of the *humanitarian expertise* show us that in text-books and educational programs the history of mankind, different countries and civilizations is the history of conflicts and wars. Such exposition tends to shape the viewing of forced ways of conflict resolutions as a social norm. **So** it's very important to include in our books and programs the facts that demonstrate the role of cooperation, mutual understanding, tolerance of different religions, and peaceful dialog in the development of different

cultures.

Socio-cultural, educational and socio-psychological technologies of forming tolerant attitudes for all educational levels including post-graduating and continued education have been developed. The special attention was paid to programs for journalists, state employees, and law-enforcement officers training. Making of *negotiation training programs* was of a special focus. On the whole for the past period over 170 programs for different educational levels have been developed and approved. Over 200 handbooks **and** manuals have been prepared. All the measures increase social competence of social workers, managers and security workers in the issues of tolerance and counteraction against extremism.

The organizational and informational base of tolerance development is provided by Tolerance and social tension monitoring Centers. Karelian center of tolerance and social security, Moscow center of tolerance and partnership, Rostov center of tolerance **and** extremism prevention of the center of tolerance in Udmurtia, Siberian center of social security (Tomsk) are the regional models for centers. Each of them shows regional successful adaptation of migrants, teenagers, and cross-confessional groups. The pilot centers provide a conflicts prevention

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institutes of state power as organs of searching for social consent, tolerance, counteraction against different kinds of social aggression, cruelty and extremism.

3. The state psychological expertise included in the system of security and mass media. The expertise should be directed to fair identification of radical extremist materials in social life, mass media and Internet.
4. Organization of tolerance Centers **and** social tension monitoring network on federal, regional and municipal levels with the main task to increase competence of manager's decisions, prevent ethnic, religion and social conflicts, decrease social tension, form tolerance on a group **and** individual levels.
5. Making socio-psychological crisis centers on federal, regional and municipal levels with the main task to maintain social health of the society, help victims of violence and cruelty.
6. The humanitarian expertise, psychological and pedagogical expertise of educational programs, text-books, entertaining production, especially computer games. Using the expertise on federal and regional levels will help to form tolerance, tolerance of religions, and prevention of destructive behavior.
7. Programs providing competence in the issues of forming tolerance, tolerance of religions, peace-love and counteraction against extremism. The programs should be included into educational standards of professional training of state employees, security workers, managers, mass media and pedagogical workers.
8. Development of programs of additional professional education in the field of "Counseling **and** negotiating in the situations of social tension" for managers of different levels, security representatives, and social workers.
9. Opening a new division in the Federal Grant Program of Publishing. The division is "Forming tolerance, tolerance of religions, **and** counteraction against extremism".

Approved by the government resolution No 629 dated
25/08/2001

Federal special purpose programme

Formation of a consciousness of toleration and precautions
against extremism in Russian society.

In 2001-2005

Moscow, 2001

Passport for Federal special purpose programme "Formation of a
consciousness of toleration and precautions against extremism in
Russian society in 2001-2005"

Title of the Programme	Formation of a consciousness of toleration and precautions against extremism in Russian society in 2001-2005
Date of making a decision about the	Assignment of V. Putin, the Chairman of the RF Government

laboration of the programme, date of approval (title and number of corresponding normative document)	No ** - * 12-08625 dated March 27 2000.
State customer/The programme was ordered by	Ministry of Education of the Russian Federation
Elaboration carried out by	Ministry of Education of the Russian Federation, Ministry for Press, Tele-radiobroadcasting and Mass Media, Ministry for Federal Affairs and Migration Policy of the Russian Federation, Russian Academy of Science, Russian Academy of Education
Executed by	Russian Academy of Science, Russian Academy of Education, their institutions, educational institutions at all levels and other organizations
The main purpose of the programme	Formation of a consciousness of toleration as the basis of civil consent in a democratic state that determines stability in the behaviour of individuals and social groups in the society.
The programme aims to	Elaboration of effective state policy in the formation of a consciousness of toleration and tolerant behaviour among citizens counteraction against extremism and deterioration of social and psychological tension in the

society; elaboration and introduction of methods and mechanisms of monitoring, diagnostics and forecasting of the social and political situation in the country, estimation of risks and consequences of destructive processes in the society;

Elaboration and realization of a system of measures and mechanisms in the formation of a consciousness of toleration and tolerant behavioural norms in social practice, counteraction against extremism in every form including:

Elaboration of system of educational programmes and forms of education;

Elaboration and realization of effective socio-cultural technologies to spread norms of tolerant behaviour and counteraction against different kinds of extremism, ethno-phobia and xenophobia utilizing the mass media;

Elaboration of a methodological and normative base in the area of preventative measures against extremism, development of norms of a consciousness of toleration

<p>Terms and stages of the implementation of the programme</p>	<p>and tolerant behaviour.</p> <p>1st stage – 2001 – elaboration of a scientific and methodological base of preventive measures against extremism and the formation of a consciousness of toleration; introduction of a positive attitude towards tolerance into the mass consciousness.</p> <p>2nd stage – 2002-2003 – elaboration and experimental introduction of mechanisms of preventing extremism and formation of consciousness of toleration and tolerant behaviour.</p> <p>3rd stage 2004-2005 – full implementation of mechanisms of preventing extremism and formation of consciousness of toleration and tolerant behaviour.</p>
<p>List of programme sections and main measures of implementation</p>	<p><u>Programme section “Personality”:</u></p> <ul style="list-style-type: none"> • elaboration and implementation of programmes and educational materials which bring up the younger generation to be peace-loving, tolerant (including toleration of different religions); • forming norms of social behaviour, suitable for civil society into all levels of the educational system.

Programme section “Family”:

- elaboration and implementation of complex measures aimed at raising the social role of the family in educating the younger generation the norms of tolerance and decreasing social tension.

Programme section, “Society”:

- elaboration and implementation of complex measures at promotion of tolerance to prevent extremism utilizing the mass media and social organizations.

Programme section “State”:

- increasing the effectiveness of state policy aimed at reducing social and psychological tension in society;
- implementation of tolerant behaviour norms into social practice.

Programme section “Public Relations”:

elaboration of the programme’s
complex Public Relations:

	measures.
Budget and sources of financing	Federal Budget funding; Regional Government funding; Private Sector funding
Expected Results	<p>Creation of a scientific organization and legal basis for turning tolerant behaviour norms into a social practice that is resistant to extremism and decreases social tension including:</p> <ul style="list-style-type: none"> • creation of an effective system of monitoring and mechanisms for elaborating timely measures to implement legal actions and to utilize mass media and social and political actions to resist extremism in society; • introduction of attitude of tolerant consciousness of toleration and tolerant behaviour into all levels of the teaching programmes in the educational system; • creation of a social environment to implement the tolerant ideals in society; <p>creation of organizational form and mechanisms to prevent social tension in families and big and small social groups.</p>
An organizational	Control of the Programme:

system of controlling the implementation of the Programme	implementation is carried out by the Ministry of Education of the Russian Fwederation in line with the order established for the implementation of the Federal Special Purpose programmes.
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