

**PUBLIC DIPLOMACY, MINORITIES AND
INTERNATIONAL ORGANIZATIONS (OSCE, EU NATO, UN,
EU)**

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ABSTRACT:

WE ARE ENTERING A NEW WORLD WHERE KNOWLEDGE, CULTURE AND COMMUNICATIONS ARE VITAL KEYS, NOT ONLY FOR TECHNOLOGICAL PROGRESS BUT FOR ECONOMIC PROSPERITY, SOCIAL COHESION AND SUSTAINABLE DEVELOPMENT. IN THE WORLD OF INFORMATION SUBJECT TO THE INTENSE PROCESS OF GLOBALIZATION DIPLOMACY AND DIPLOMATIC ACTIVITY ARE CHANGED AND PUBLIC DIPLOMACY HAS BECOME "THE STEPCHILD OF DIPLOMACY" WHICH ASKS ITS RIGHTFUL PLACE AT THE CENTER OF DIPLOMATIC RELATIONS.

GOING ON THE IDEA OF CREATING THE TRUST, CERTAIN ASPECTS OF PUBLIC DIPLOMACY GO HAND IN HAND WITH THE ISSUE OF ETHNIC, NATIONAL OR RELIGIOUS MINORITIES.

THIS PAPER ANALYZE HOW THE ORGANIZATION FOR SECURITY AND CO-OPERATION IN EUROPE, UNITED NATIONS, EUROPEAN UNION AND NATO USE THE PUBLIC DIPLOMACY TOOL TO MANAGE ETHNIC NATIONAL OR LINGUISTIC MINORITIES ISSUES.

KEY WORDS: NATIONAL AND ETHNIC MINORITIES, PUBLIC DIPLOMACY, OSCE, NATO, UN, EU.

The issue of national and ethnic minorities has given rise to numerous political, sociological, anthropological and historical debates and remains a highly debated topic in

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current academia of international relations. Minority groups in any countries can be a source of conflict and public diplomacy can be a useful tool both in settling any conflicts, and in encouraging dialogue between the majority and minority. Communication is one of the most important elements that can provide security or insecurity regarding minority issues. Also, international organizations have shown interest in the issue of minorities, formulating goals and putting into practice a series of actions to prevent ethnic conflicts.

We are entering a new world where knowledge, culture and communications are vital keys, not only for technological progress but for economic prosperity, social cohesion and sustainable development. In the world of information subject to the intense process of globalization diplomacy and diplomatic activity are changed. Foreign affairs are no longer a prerogative of governments, foreign diplomatic interests and principles are now being promoted through various methods. We are witnessing a fundamental change in how nations manage their international relations. National interests are promoted abroad through events and actions that go beyond traditional diplomacy, press releases, transaction and aide-memoires. After 11 September 2001, public diplomacy has become "the stepchild of diplomacy" which asks its rightful place at the center of diplomatic relations⁴.

Public diplomacy refers to issues and international connections that take place outside the state official interaction. It focuses on ways in which a State (or an organization) communicates with citizens of other states to form a positive image that contributes to the fulfillment of ideals and national interests. Public diplomacy can be a mean of control and adjustment for conflict situations that may arise and that may have national and ethnic minorities as actors.

Public diplomacy goes beyond traditional diplomacy and focuses on those actions that can cause changes in the way a particular state is perceived by the world. The image that he and a form is important especially when the "second face of power"- soft power has increasingly more importance in national politics. Public diplomacy includes the support of the government to culture, education and information, fostering citizen. Nancy Snow believes that public diplomacy is inevitably linked to the concept of soft power⁵.

Given the metamorphosis concept of traditional diplomacy the diplomats activity changes, he has more "tasks" which must carry them out. Public diplomacy is no longer the sole mission of career diplomats. It can also be done by elite people or structures within government agencies or civil society, non government organizations. The role is redefined diplomat. He becomes a facilitator in the creation and management of trusted relationships.

Going on the idea of creating the trust, certain aspects of public diplomacy go hand in hand with the issue of ethnic, national or religious minorities. Public diplomacy is indispensable for actors in reporting the problems and conflicts that may arise between minority groups and between minority groups and the state. Cultural efforts and educational exchange programs or projects relating to citizen involvement in city life can prove particularly useful in mitigating and managing relationships that may arise between minority groups, be it peaceful relations or conflicting relations. Through public diplomacy ones can create a strategic framework, a multilateral dialogue that facilitates the winning of hearts and minds which lead indirectly to solve both problems which arise in connection with minority groups and the more efficient integration of minority groups society.

Noting the importance that public diplomacy plays in communication, international organizations as vital actors of international or regional framework began to use it increasingly as a tool in the work and policies that they promote. Both the European Union, United Nations, NATO and OSCE have developed over time public diplomacy departments

⁴ David Hoffman, "Beyond Public Diplomacy," *Foreign Affairs* 81/2 (March/April 2002): 84, 23.

⁵ Hoffman, *Beyond Public Diplomacy...*, 12.

through various instruments that promote or regulate the issue of minorities relying on the fact that public diplomacy can be a major tool in conflict resolution or in developing lasting relationships between different ethnic, national or linguistic minorities.

In what follows we chose to analyze how the Organization for Security and Co-operation in Europe, United Nations, European Union and NATO use the public diplomacy tool to manage ethnic national or linguistic minorities issues.

OSCE - ORGANIZATION FOR SECURITY AND CO-OPERATION IN EUROPE

OSCE is a regional security organization comprising 57 states on the territory of three continents: North America, Europe and Asia. OSCE has a comprehensive approach to security, integrating politico-military, economic, environmental, and humanitarian aspects. As regards the issue of minorities, the OSCE key institution is represented by High Commissioner on National Minorities. Almost all OSCE participating States have one or more minority groups within their territory. In all these states, minority rights and the promotion of integrated multicultural society it is not only desirable in itself but also helps maintain stability and peace in relations between states⁶. According to its mandate, the High Commissioner on National Minorities should take immediate action and provide early warnings in matters of national minorities, which have not yet reached a dangerous level, but have the potential to develop into a conflict that could affect the stability and relations between Member States. The High Commissioner has a dual mandate⁷:

- To limit the "de-escalation of tensions;
- The OSCE warn whenever tensions threaten to reach the level that exceeds the resources at their disposal.

The High Commissioner is primarily a tool for prevention and early warning of conflicts, without being conceived as an instrument to protect human rights or minorities. Its most important principles are confidentiality and impartiality. Both principles are designed to help create and build confidence between the parties and the High Commissioner⁸.

In order to carry out its tasks, the High Commissioner ordered by various tools such as: collecting and receiving of information, visits to countries, involving experts, reporting and early warning. Information can be obtained both from the governments of countries where minorities are from organizations, NGOs and direct members of minorities affected and from any other sources such as the media. The High Commissioner does not need permission to visit the Member States, and these visits allow minority members access to an organization specializing in minority issues. Where there is a risk of a possible outbreak of conflict, the High Commissioner may issue an early warning.

The mandate implies certain limitations. For example, limiting the mandate only to situations that might affect security among nations leads to a situation where certain issues related to minorities within a state can not be addressed.

No nation Minorities are not covered by mandates, so that the problems of minorities such as the Roma are unapproachable, whom live in several states and having a "homeland". The High Commissioner does not have permission to address minority conflicts including organized violence. Situations like the one in Corsica, the Basque Country and Northern Ireland can not be addressed, as well as the Kurdish issue. In situations that have already

⁶ UN Human Rights, *High Commissioner on National Minorities of The OSCE*, <http://www.ohchr.org/Documents/Publications/GuideMinorities9en.pdf> accesat în Decembrie 2014, 2.

⁷ OSCE High Commissioner on National Minorities, accesibil la <http://www.osce.org/hcnm>, accesat în iunie 2015.

⁸ Institutions and Structures, disponibil <http://www.osce.org/hcnm/107878>, accesat în iunie 2015.

passed the stage of early warning or which are in the Permanent Council, the High Commissioner may take action only with the Council approval⁹.

OSCE activity in the management of public diplomacy and the problems of minority groups may be particularly useful even if, within the regional context the organization stays in the shadow of European Union policies. However, through the OSCE conflict prevention policies, educational policies, issues concerning the intense involvement of minority groups in the political process and decision-making or the protection and promotion of effective cultural policy manages to be a major player in European stability from the perspective of national or ethnic minorities.

EUROPEAN UNION

The European Union is a structure that appears to be perfectly adapted to international activities that require diplomatic means. This is due to its post-modernist nature, which "forces to base any policy on transnational negotiation and consensus by institutional regulations and procedures on a mixture of European and conventional instruments and above all, the strong compatibility with values and attitudes of the public and European elites"¹⁰.

In 2007, to celebrate 50 years of the EU, one of the European Commission brochures, public diplomacy was defined as being engaged in influencing public attitudes. Public diplomacy seeks to promote EU interests through understanding, informing and influencing. This involves explaining clearly the objectives, policies and activities of the Union and promoting understanding through dialogue with individual citizens, groups, institutions and the media¹¹. EU public diplomacy is complicated because the type of actor who wants to become EU on the international stage is still imprecise, it is a project in progress, no finality. When analyzing the EU's public diplomacy should take into account that it was directed primarily inward Commission action plan dimension by capturing the objectives of improving communication on Europe, establishing a relationship and dialogue with citizens Europeans¹².

The European Union is undoubtedly a stronghold of protecting the rights and freedoms of the individual issue whether ethnic or national minorities is directly included as a criterion of the accession process and a step in for integration. Public diplomacy as an instrument Union shall thus be used towards rights and freedoms and ethnic minority groups, especially since the unity in diversity slogan snaps a picture mosaic of European Union cultures languages and religions.

NATO

North Atlantic Treaty Organization is for many countries in Europe and North American continent a military stronghold, an example of the principle of collective security in which a Member State is watched by all other members. The metamorphosis that the organization has suffered immediately after the collapse of the old communist enemy brought into discussions and in strategic concepts the aim of ensuring international peace and security.

⁹HumanRights.ch, <http://www.humanrights.ch/en/standards/europe/osce/high-commissioner/> accesat în Decembrie 2014

¹⁰ Michalski, A. *The EU as a Soft Power: the Force of Persuasion*, [in:] *The New Public Diplomacy: Soft Power in International Relations*, ed. J. Melissen, (Palgrave MacMillan, London, 2007), 125.

¹¹ Comisia Europeană, *A glance at EU public diplomacy at work, The EU's 50th anniversary celebrations around the world* (Luxembourg: Office for Official Publications of the European Communities, 2007), 13.

¹² Duke, Simon, *The European External Action Service and Public Diplomacy*, Discussion Papers in Diplomacy, nr 127, Netherlands Institute of International Relations Clingendael, (Haga, 2013), 2-3.

Regarding public diplomacy, NATO is not responsible for how Member States choose to maintain public communication with citizens. This responsibility falls on the public diplomacy department of military affairs ministries of each Member State. What NATO provides is additional information about the activities that each member state of NATO conducts within the frameworks of the organization and other information related to the objectives of the alliance. Public Diplomacy Department is responsible for providing public information policies and activities related to the interest that the organization promotes. The instruments through for public diplomacy in NATO are the organization's website, publications, seminars and conferences. According to NATO Handbook, the media is one of the most important tools that the Alliance has provided. Through the media and the Internet, the alliance sends most important information about the alliance, the major events taking place in the organization, interviews with key leaders of the organization and other matters that are of importance to citizens of NATO member states and for those in other countries.

Regarding aspects of minority issues, Public Diplomacy Division of the organization is not conducting programs and projects intended for minorities. What makes the organization for minorities is rather hard framed in the register of power. The operations that the organization conducts in various theaters of combat have always taken to ensure the protection of minorities be they ethnic or national. A less positive example of this is NATO operation in Kosovo. Human Rights Watch believes that NATO operation in Kosovo was a failure from the perspective of protecting and promoting the rights and freedoms of minorities in the area¹³. If this conflict is assessed that the Serbian and Roma minority were neglected.

NATO as an organization promotes peace and stability and has a stronger role in conflict areas, has always carefully respected and protected the rights and freedoms of minority groups. An example in this direction is linked to the South Caucasus, where NATO is now an actor in managing security issues. Being attentive to good reporting on minority groups, in 2005, NATO issued Resolution 335 for the protection and integration of minorities as a step in stabilizing the region. In the resolution, NATO encouraged the parliaments of Armenia, Azerbaijan and Georgia to take action in terms of integrating minorities and of course, once again reaffirming that protection of rights and freedoms of minority groups are part of the fundamental human rights.¹⁴

Even if public diplomacy in support of minority groups within NATO is not as prolific as in the OSCE, NATO is an important element in the stability and international security. Aware that the issue of minorities may be particularly sensitive one and a real source of conflict, NATO works and promotes the rights and freedoms of national or linguistic ethnic minorities through public diplomacy.

UNITED NATIONS

The United Nations is by far the largest organization with global legitimacy. The idea of peace and security promoted by UN can not be complete without addressing the rights and freedoms of ethnic and national minorities. From this perspective, the UN has developed over time as more documents were the main topic of minority issues. In order to respect minority rights UN has the Office of the High Commissioner for Human Rights. The main document around which are formed and reinforce aspects of minorities is the *Declaration on the Rights*

¹³Human Rights Watch, disponibil la <http://www.hrw.org/news/2004/07/26/kosovo-failure-nato-un-protect-minorities> , accesat in iunie 2014.

¹⁴Resolution 335 on the protection and integration of minorities as a contribution to stability in the south Caucasus <http://www.nato-pa.int/Default.asp?SHORTCUT=830> , accesat in iunie 2014

of Persons Belonging to National or Ethnic, Religious and Linguistic Minorities adopted in 1992. The document sets essential standards and provides guidance to Member States in formulating and promoting legislative documents relating to minority rights. In addition to this declaration, the UN has formulated over time a guide that deals extensively with minorities issues.

Public diplomacy at the UN on the issue of minorities is made through the website of the Office of the High Representative for Human Rights which provides each of us the most important documents and other useful brochures and manuals in this matter. To these are added the various events that they sponsor or organize. Like NATO, through the operations they carried out in various areas of conflict, the UN has always reflect the respect and protection of national, ethnic or language minorities.

CONCLUSIONS:

Globalization removes, among other things, the monopoly that has in foreign policy. Today when democracies prevail, dialogue is a key element of communication in international organizations including the European Union, the United Nations, North Atlantic Treaty Organization and the OSCE.

Public diplomacy aims to work with individuals and with international organizations to promote the interests, values and goals of a state, including the issue of rights and freedoms of ethnic and national minorities.

During this work we demonstrated that both the European Union and the United Nations, soft tools of international power and NATO and OSCE institutions that may be rather classified as hard powers, are able to promote resolutions and the use of public diplomacy aspects to promote ethnic or national minority rights.

European Union through *unity in diversity* slogan, NATO through Public Diplomacy Department and through the missions which they organize, OSCE with the High Commissioner for Minorities are doing using public diplomacy to help respecting and promoting the rights and freedoms of minority groups to manage conflict situations and to harmonize the integration of minorities groups in majority societies.

Through cultural policy, education policy, media and engagement programs that each of these organizations promote in their own style and in context with their objectives, international or regional organizations contribute to international peace and stability and effective management of minority issues. The efficiency of the policies and programs that they promote is undoubtedly linked with national policies and attitudes towards minority form states that host minorities groups.

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