

PLAN TO COMBAT RACISM AND XENOPHOBIA IN NAVARRE 2021-2026



PLAN DE LUCHA
CONTRA EL RACISMO
Y LA XENOFOBIA

ARRAZAKERIAREN
ETA XENOFOTBIAREN
AURKAKO PLANA



Gobierno
de Navarra



Nafarroako
Gobernua



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Introduction

The document presented here sets out to respond to the challenge of moving towards the construction of a more respectful society, a plan to debate in the public space about the need to recognise the other. A plan to achieve a Navarre that respects and is respected.

The Plan would not have been possible without the active participation of many institutions and individuals who have generously and unselfishly given us their time and knowledge. We would therefore like to thank the Directorate General for Migration Policies for being the driving force in this whole process through its commitment to the design and implementation of the Plan to fight racism and xenophobia. To other administrations for all the testimonies and support received. To the law enforcement forces and agencies and the Ministry of Justice for the warm welcome received at all levels.

To the social entities and community organisations for their help and for the immense and constant commitment in favour of equality, respect and coexistence. And of course, to each and every one of the citizens who have participated in this process, providing invaluable first-hand experiences.

Thank you.

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Why is a Plan to combat racism and xenophobia in Navarre necessary? the starting point

Today, more than ever, we need to fight hatred of difference. In complex, diverse and changing societies, it is very necessary to make the fight against racism and discrimination a hallmark of the public policies that are most committed to equality. Below we present some of the results of the diagnosis, which gives an idea of the starting point that we are working on in the case of Navarre.

The diagnosis has brought to light the main cross-cutting areas of intervention (institutional action, prevention of hate incidents and crimes, strengthening of the social and community fabric), as well as the sector areas of intervention (housing, work, health, education, sport and leisure). The main strategic lines of intervention (prevention, protection, reparation) also emerge from the diagnosis, and the relevance of a gender and intersectional approach is deduced.

Hate crimes

Navarre maintains a low crime rate, both generally and in terms of hate crimes. Despite being relatively new, hate crimes have increased in recent years. The most prevalent hate crimes in Navarre are those related to ideology and other linked to racism and/or xenophobia, including anti-Gypsyism. Representatives of the Armed Forces and even the judiciary express doubts when it comes to the processing of reports and important questions such as whether the act is considered a crime or an offence. The solution lies in comprehensive training for all agents, more and better action protocols and, to some extent, greater regulatory clarity.

Hate incidents

These are actions motivated by prejudice towards certain groups that, despite not constituting a crime, can have a negative impact on victimised persons. It is important to give visibility to hate actions that do not constitute a crime, but do have an impact on the lives of the victims. We need to collect and coordinate statistical data better, in order to protect, repair and represent the reality accurately.

Attitudes towards immigration

The analysis of the Navarrese population's discourse on immigration brings to light three types of narratives:

- The "tolerant discourse", based on positive arguments, although they focus on utilitarian narratives. Immigration is positive because it is useful for Navarre's society, mainly in economic and demographic terms. This type of narrative assumes a "short-sighted" tolerance that vanishes in a situation in which "this usefulness is less justified". It is necessary to build positive and tolerant imaginaries that are based on the universalism of rights, as well as on the richness of a society with a strong intercultural identity.
- The "reluctant" or intolerant discourse is openly pronounced against the Roma population and certain migrant groups. The narrative of the immigrant as a "threat" to access to housing, social services, benefits and other public resources prevails. This reluctant or intolerant discourse is more prevalent among the older population and among working-class people.
- The "de-responsibilising discourse", whereby people do not feel that racism is a problem that concerns them. It is a discourse based on several arguments: it is immigrants who "have to integrate"; all citizens suffer discrimination, so there is no need to highlight the over-victimisation of the population from abroad; those responsible for racism are the institutions, the media, and some political parties, such as VOX.

There is a need to carry out regular studies to identify and track attitudes and discourses on immigration and ethnic diversity. Advancing towards a tolerant society means working on communication that empathises with both the indigenous population and the racialised/ethnicised immigrant population.

Labour market

The employment situation in Navarre is already a multicultural reality, where recourse to foreign workers is a structural phenomenon adapted to the needs of its productive structure. The business opinions analysed generally maintain a utilitarian view of immigration. We could place them on an imaginary axis that runs from the most prejudiced to the most respectful positions. On this axis, the attitude towards getting to know other people, respect and rapprochement mark the different positions. On the less "respectful" side, we detect a tremendously economistic vision, an exchange that boils down to "work for wages". In this position, foreigners are expected to "integrate" and everything that makes them different is relegated to the private sphere; it is tolerated as long as "it is not done in my backyard". In the middle ground, we find pragmatic positions, with adaptive strategies of coexistence and conflict avoidance. At the other extreme, there is the paradigmatic case of respect and good practices associated with intercultural coexistence in the workplace, a recognition, as well as a demanding practice against prejudice through coexistence.

The media

The media play an important role in the production of racist and xenophobic representations, and there is a lack of training in this area among professionals in the sector. Although it is true that plurality in the press is a social necessity, a meeting point for the treatment of information would be desirable. The media in Navarre are immersed in a process of learning about diversity. However, they are aware of their added responsibility in the search for rigour, objectivity and context in the treatment of information, and the prevention of racism, xenophobia and discrimination.

Anti-Gypsyism

Navarre has public and third sector resources to fight anti-Gypsyism, but they are not sufficient. The Plan for the fight against racism and xenophobia needs to be coordinated with the Strategy for the Development of the Roma Population in Navarre, as well as with the programmes and initiatives developed by the third sector. The Roma population perceives discriminatory attitudes and prejudices in the public space. Discrimination is very accentuated in access to work and housing. There is a process of naturalisation of discriminatory actions that generates an ecosystem of acceptance of prejudice, rejection and resignation on the part of the Roma community. Faced with the different discriminatory practices, all that remains is "rage and powerlessness", because it is difficult to denounce. Schooling and

vocational training is perceived as the most important strategy for social mobility and improvement in the quality of life of the younger generations. The support of institutions in raising "awareness" towards school and work integration of Roma people and women is key, as there is a link between ethnic discrimination and the subordinate position of Roma women.

The migrant population facing spaces of discrimination and racist/xenophobic barriers

The migrant population identifies racist and xenophobic behaviour in Navarrese society, with which they coexist in everyday life. Negative practices and attitudes are more prevalent towards immigrants of African origin, specifically, those from North Africa. If immigrants from Sub-Saharan Africa perceive greater social acceptance, they are also the recipients of negative attitudes that are explained, in this case, more by their racialisation than by their origin.

The main areas of discrimination are related to access to housing and work. In the first case, the requirements imposed by the rental market (fixed employment contract, bank guarantee, etc.) limit the migrant population, which also suffers from prejudices and stereotypes that make individuals and companies unwilling to rent. In the second case, gender and origin are fundamental factors when it comes to finding a job in an ethnified labour market,

which relegates people of migrant origin to jobs rejected by the Spanish population and which blocks social mobility for those with higher qualifications.

Many of the barriers encountered by immigrants derive from institutionalised racism, which they encounter when they come into contact with public administrations, from the regulations themselves, from their treatment at borders, from encounters with the police. In public places, situations of rejection are generated, especially when there is perceived competition for space in the street, on public transport or in places of consumption. Part of the population blocks or refuses to allow migrants to "leave their place".

Gender, as a social construct, in its intersection with migrant origin, race and ethnicity, is a factor behind precariousness, especially in the case of women who are in charge of single-parent households. This precariousness is reinforced by discrimination in accessing the labour market, decent housing and regularising their legal status. Women of migrant origin who do not work and remain at home suffer, to a greater extent, from social isolation, which also stems from the barriers to work-life balance.

Children and young people need to be especially protected from racist discourse, behaviour and attitudes. The processes of racialisation/ethnification and racism/xenophobia start at a very early age. School is a meeting place for

diversity, but also discrimination. Disparities emerge between public and state-subsidised school models. Awareness-raising and education in interculturality must be aimed at both students and teaching staff. With the coming of age, work and housing become the two areas where young people of migrant origin perceive the greatest discrimination. However, micro-racism and veiled racism are present in everyday life, in the use of public transport, commerce, public spaces, sport and leisure. Sport could be a way to promote coexistence and tolerance, but access and facilities are scarce. There is a need for a cultural, leisure and sporting offer that is free and accessible to young people and children.

In the case of racist or xenophobic aggression and violence, the procedure to follow is unknown. There is no access to information on the services and resources offered by the public administration. Through support networks, it is the associations and social entities that provide guidance and accompaniment. When it comes to reporting racist or xenophobic discrimination, doubts and mistrust towards law enforcement agencies are expressed. Young migrants suffer greater police pressure than other racialised/ethnicised profiles. Police identification by racial/ethnic profiling is perceived as a racist practice. In this case, they observe that there are differences in treatment depending on the colour of the skin and country of origin.

Needs and priorities for improvement of administration and entities

For the administration

- Awareness-raising
- Raising visibility and dissemination of anti-discrimination spaces
- Training
- Improving coordination between the public administration and the associative network
- Interdepartmental work
- Unification of criteria
- Efficiency
- Monitoring and evaluation
- Work on the lack of protection of undocumented migrants

For the social entities

- Facilitating access to resources
- Improving representation
- Facilitating procedures
- Improving weak protection and unstable project financing
- Strengthen coordination and work in network

The Community of Navarre is characterised by its wide range of entities and organisations that are a fundamental support for the public administration, covering needs where the latter does not reach. The fundamental aims of these entities are the defence of human rights with programmes focused on social accompaniment and reception, promotion and training, guidance and support in bureaucratic procedures-resources, awareness-raising, participation and coexistence.

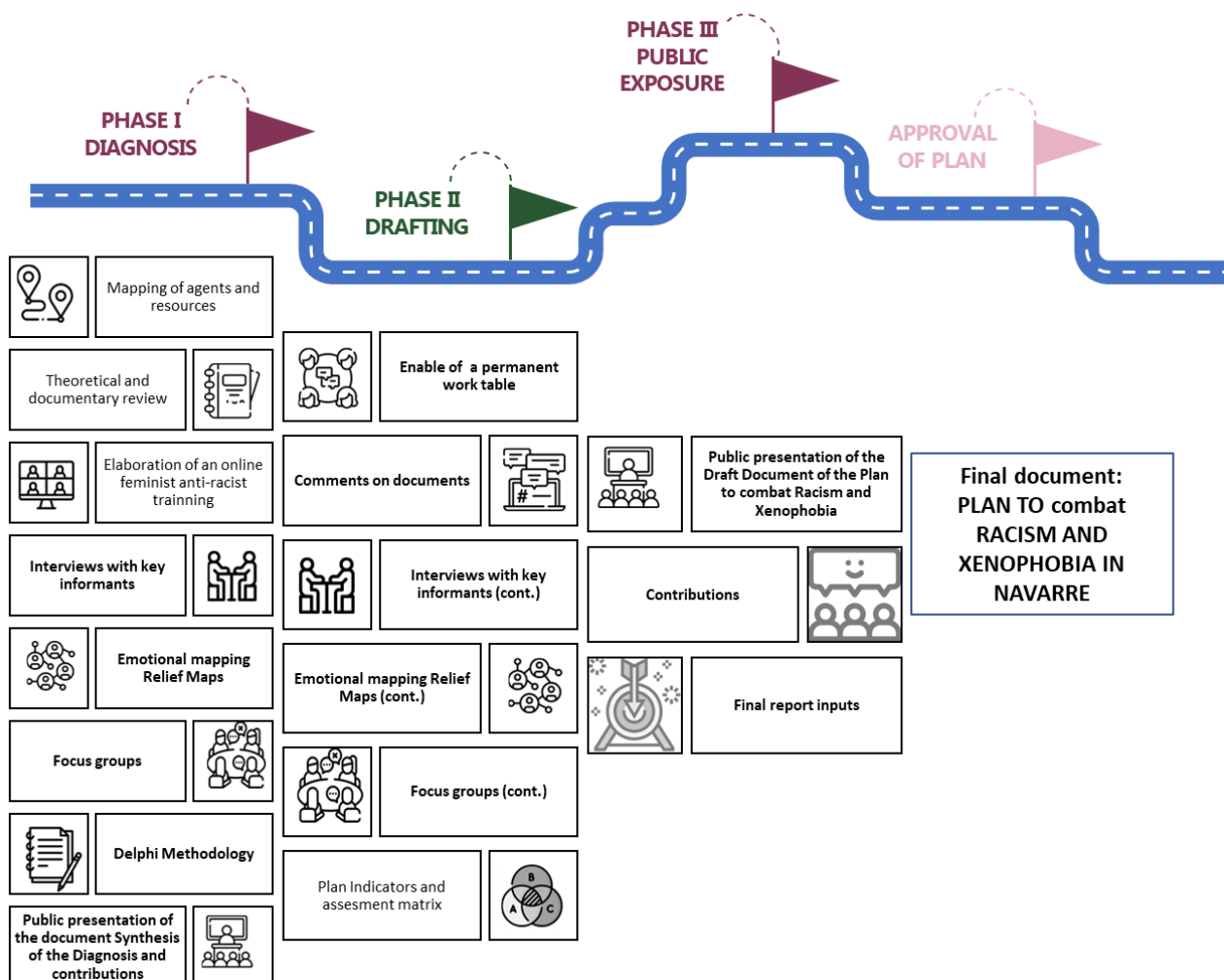
Internally, the entities carry out training and awareness-raising work for technical staff and volunteers, focusing on rapprochement, deconstruction of stereotypes and training for inclusion; the empowering focus is especially relevant to counteract attitudes derived from helplessness. On an external and focused level, specific training and courses are offered that seek to bring closer the reality of groups that are subject to racial discrimination, trying to dismantle stereotypes and hate speech. In this area, training is provided for administrative staff and municipal police through public contracts.

What is the Plan like?

The Plan is Inclusive because it leaves no one behind, including migrants and refugees.

It is systemic because it has integrated and indivisible objectives and goals, understands the structural roots of inequalities and seeks a holistic response that changes the system as a whole; in other words, it is Feminist.

sm and xenophobia from a gender and intercultural approach and the result is the document presented below in summary format. The Plan is committed to a better and more intense coordination between all the stakeholders involved, and greater flexibility in its conception and implementation in order to achieve an innovative and flexible tool, with the capacity to adapt to a changing environment. The ultimate aim is for the Plan not only to be an organised set of tools to fight racism and xenophobia, which is also the case, but also to lay the foundations for a successful strategy of coexistence for Navarre's society that is sustainable over time. All this under the criteria of public responsibility, inter-administrative collaboration and transversality.



Racism

Racism is a hegemonic ideology. It is a structuring axis of Western thought and an organising principle of contemporary political systems. The history of racism is the history of the emergence and development of capitalism, of the nation-state, and also of liberal democracy. The notions of citizenship, equality, universalism, are inseparable from the reality of colonialism, black and indigenous slavery, extractivism, and the destruction of nature and the cultures of non-Europeans (Mbembe, 2016).

Racialisation

Racialisation is an exercise in the invention of racial distinctions. Phenotyping is the function by which racial traits are conceived and imprinted on others. It is through the projection of these distinctive physical marks that people are made visible to power (Bacchetta, Maina and Winant, 2019; p. 12). That is, people are racialised, "made" racially different, once racial distinctions are imprinted on our bodies and gestures from the outside.

Xenophobia

Xenophobia is usually defined as hatred, rejection, fear of the foreigner, but like racism and other conceptual tools, xenophobia needs to be historicised and related to the socio-political context in which it is enunciated. To varying degrees and in different forms

What theoretical framework underpins the Plan?

variables xenophobia is an inherent element in the constitution of societies (Appadurai, 2007; Ginzburg, 2017) that organise themselves into groups of belonging and shared identities in the face of other identities from outside and exclude them. We are because others are not (Guillaumine, 1995). Xenophobia today is produced on the basis of the dehumanisation of the stranger, of those foreigners located outside the limits of Western whiteness. Islamophobia is an example of a radical form of xenophobia.

Intersectionality

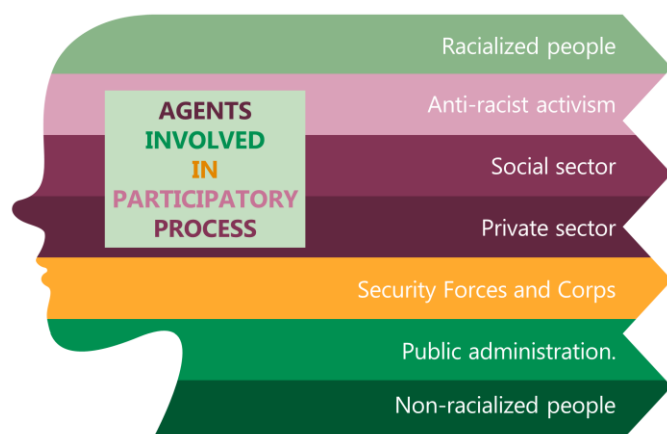
Intersectionality is a proposal that seeks to look beyond racism, patriarchy, capitalism, heterosexism, nationalism, to encompass the complexity of contemporary systems of domination. Patricia Hill Collins (2000) formulated the matrix of domination from the intersection of the various categories of oppression: gender, race, class, sexuality, political status, etc. The matrix architecture implies that the different constituent structures are no longer perceived as independent, but on the contrary, are seen as co-institutional axes forming the indissoluble whole.

Discrimination

Discrimination is the active practice of exclusion of the person who is different; it is the deprivation of access to political, economic, social and cultural rights, freedoms and resources. The notion of intersectional discrimination refers to how discrimination is articulated and produced by systems of domination - racism, patriarchy, capitalism - that construct a particular subject as a potential object of oppression by placing them in a subordinate position in the social structure. They are based on the intersection of different categories of oppression (gender, race, class, ethnicity/migrant origin,

sexuality, age, etc.) that are in the matrix of domination. Discrimination always implies an unequal power relationship between the discriminator and the discriminated against. The former generally belongs to the majority class, race, gender, thus belongs to the group in power and is in a situation of privilege with respect to the one being discriminated against. The discriminated against, on the other hand, will always belong to one or more minorities (minority in terms of power, without this being translated into numerical terms). It is this non-membership of the hegemonic group that makes discrimination possible (Appadurai, 2007).

Who was involved in the Plan?

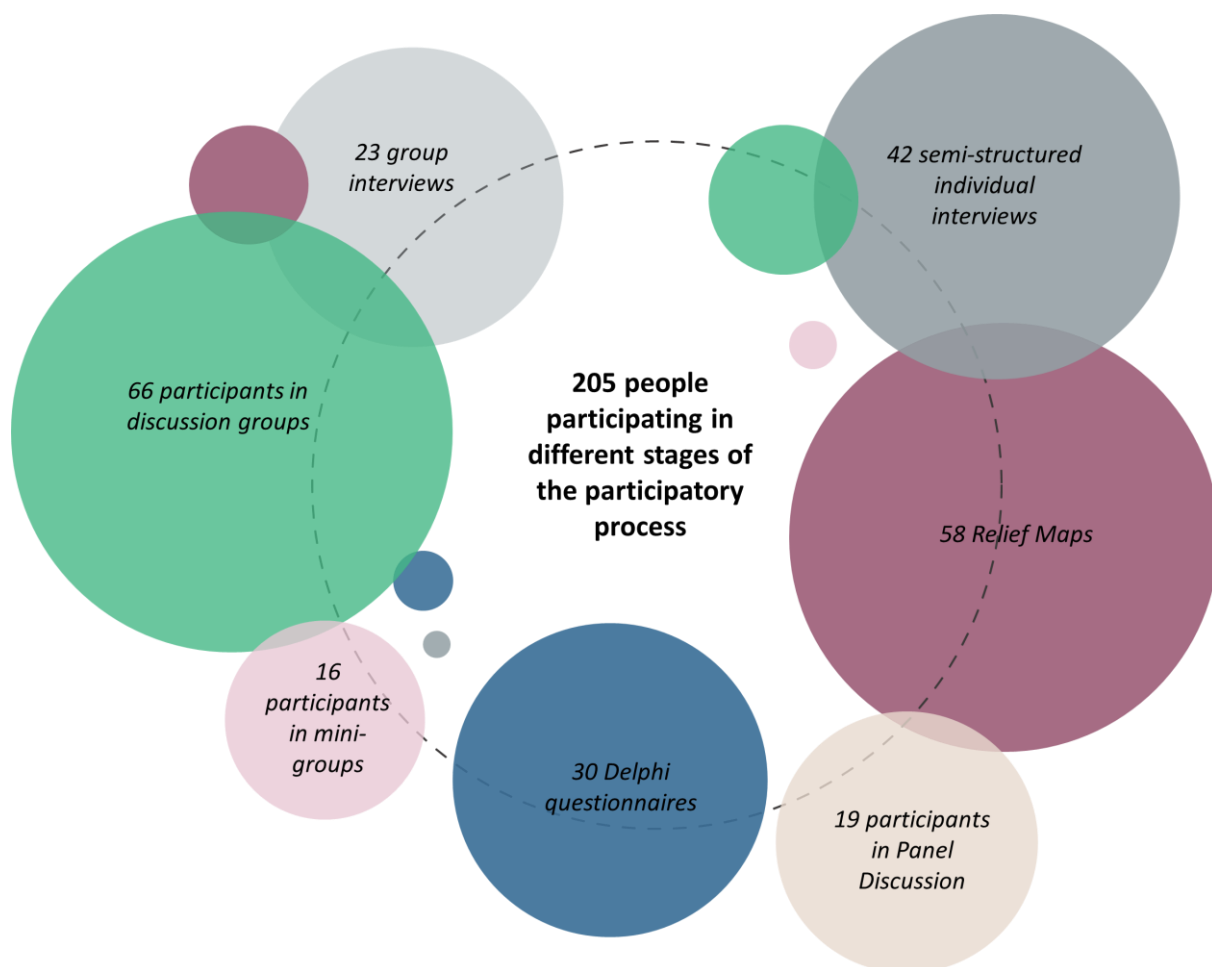
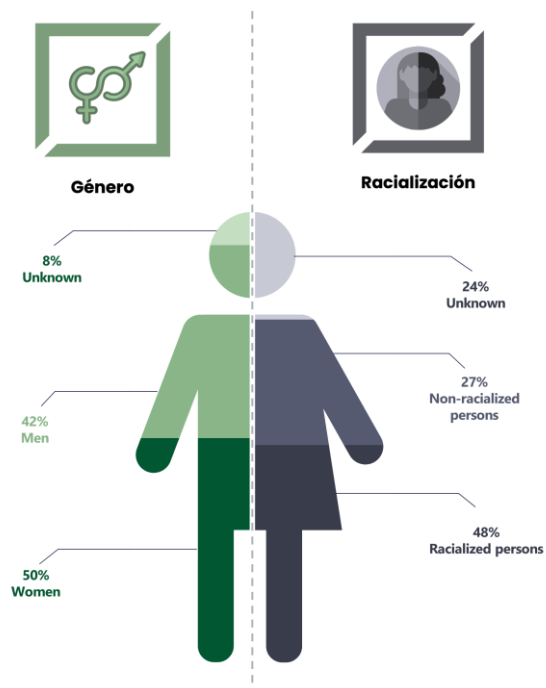


The first phase consisted of the elaboration of a diagnosis in which an intense research work was carried out from an open, honest and multidimensional perspective. Participation was transversal, with almost 200 people representing civil society, the third sector, the administration and private entities.

A participatory diagnosis is particularly enriching insofar as it is constructed from the diversity and plurality of visions. The main aim has been to provide a useful and updated instrument for the drafting of the Plan, which will make it possible to tackle the reality of coexistence in Navarre from an anti-racist perspective, offering data and keys for the critical analysis of the processes of racialisation, racism, xenophobia and related forms of discrimination.

All voices represent Navarre, and all are essential for the achievement of a social space of better coexistence and civility. The Government of Navarre's Plan against racism and xenophobia (2021-2026) is born with this main objective: to involve the whole of Navarre's society in the goal of achieving a more inclusive society.

The Plan would not have been possible without the active participation of many institutions and individuals who have generously and unselfishly given us their time and knowledge.



Participation techniques

Statistical data analysis

Use of demographic data from the National Statistics Institute (INE) to analyse the impact of immigration on the demographic structure of Navarrese society. Use of empirical data from the Ministry of the Interior's Crime Statistics Portal to analyse hate crimes.

Semi-structured interviews on-site and online

41 interviews were conducted with key informants (third sector, regional and municipal administration, judicial bodies, security forces) with the aim of identifying problems and situations of lack of protection; identifying needs for improvement in the management of care services; improvement in action protocols; improvement in the coordination of agents.

Focus groups and mini-groups 9

focus groups were conducted with

the following participants discussion, 4 mini-groups and 9 group interviews with migrant/racialised/ethnic and indigenous populations (a total of 104 participants), in order to identify racist and discriminatory narratives and collective imaginaries, and to identify problems arising from racist/xenophobic attitudes faced by racialised people in everyday life.

Documentary review and analysis

Review of academic and technical publications, with the aim of situating the research problem within the framework of previous research carried out in the Spanish and Navarrese contexts.

Relief Maps

Mapping technique, collection, analysis and viewing of data to analyse the perception of inequality in the use of public and private spaces, from an intersectional and emotional perspective. 58 emotional maps were made with racialised/ethnicised people or people of migrant origin.

DELPHI questionnaires

100 questionnaires were sent out, of which 30 responses were collected. Objectives: Search for consensus in the analysis of the needs and priorities for improvement on the part of the Public Administration and proposal for the drafting of a minimum agreement.

What is the overall objective of the Plan?

We present a Plan to fight racism and xenophobia built from a holistic and intersectional perspective. The aim is to achieve a coordinated working space between

civil society (racialised and non-racialised communities), the third sector and all administrations. The aim is to put an end to any manifestation of racism and xenophobia, replacing hatred or discrimination towards individuals with a general attitude of respect and promotion of intercultural values.

The Plan is committed to better and more intense coordination between all the stakeholders involved, and greater flexibility in its conception and implementation in order to achieve an innovative and flexible tool, with the capacity to adapt to a changing environment. And all of this from a clearly participative perspective, the Plan will be for everyone, or it will not be; and feminist, gender equality runs throughout the proposal. Thus, it addresses discrimination based on migrant origin, ethnicity or racialisation, in its intersection with sex, age, sexual orientation or religion, among other factors.

The ultimate aim is for the Plan to not only be an organised set of tools to fight racism and xenophobia, but also to lay the foundations for a coexistence strategy based on tolerance of diversity for Navarre's society that is sustainable over time.

Fighting racism and xenophobia means working, from the outset, with Navarre's civil society, putting the people at the centre of the decision making process, those who are there and those who are yet to come.



The Plan is structured in 9 areas of intervention, of which 4 are cross-cutting (public administration; hate crimes and hate speech; justice and law enforcement; civil society) and 5 are sector-based (housing; employment; education; health; sport, leisure and free time).

What are the areas of intervention and axes of discrimination envisaged in the Plan?

A1	Public administration. Strengthening institutional action in the fight against racism, xenophobia and intersectional discrimination. Towards an inclusive and non-discriminatory public administration.	Transversal
A2	Racism and xenophobic hate crime and hate speech. Prevention of racist and xeno incidents. Fighting hate speech. Mechanisms to counteract under-reporting.	
	Justice and Security Forces. Prevention of institutional racism. Ensuring non-discrimination on grounds of race or origin. Ethnic/migrant population in regional legislation. Provide the administration with observation and control mechanisms. Guarantee non-discriminatory practices in the actions of the law enforcement agencies.	
A4	Civil society. Strengthening the social and community fabric in favour of a more egalitarian society. Providing people with tools for their empowerment in the face of racism and xenophobia.	
A5	Housing. Identify and denounce racist, xenophobic and intersectional discriminatory attitudes and practices in access to housing. Encourage tolerant practices and support particularly affected groups.	Sectoral
A6	Employment. To identify and denounce racist, xenophobic and intersectional discrimination attitudes and practices in employment. To promote tolerant attitudes and practices of respect for diversity and interculturality in the labour market.	
A7	Education. Identify and denounce racist, xenophobic and intersectional discrimination attitudes and practices in education. To harmonise an intercultural, anti-racist and anti-xenophobic strategic line in educational centres and their environments.	
A8	Health. Identify and denounce racist, xenophobic and intersectional discriminatory attitudes and practices in the field of health. Ensure non-discriminatory access and care. Review the accountability and impact of health policies on the lives of racialised/ethnicised people.	
A9	Sport, leisure and free time. Identify and denounce racist, xenophobic and intersectional discrimination attitudes and practices in the field of sport, leisure and free time. Improve coexistence in the world of sport and in shared public spaces through the promotion of tolerant values towards diversity. Adopt anti-discrimination measures and protocols. in access to leisure facilities and shops.	

What are the guiding principles for action?

Cooperation and understanding. Promotion of a framework of communication and coordination between all the agents that allows for joint efforts, sharing resources, creating synergies and providing coherence to the actions carried out in the fight against racism and xenophobia, covering the entire territory of Navarre.

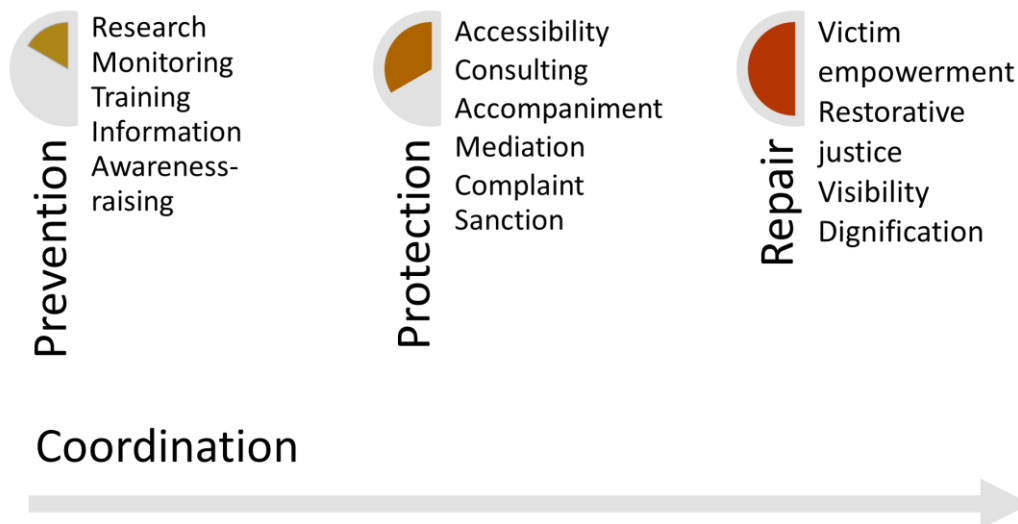
Plural and (super)diverse participation. The Plan promotes the participation of civil society in its development, facilitating access to the diversity of people affected by and/or involved in the fight against racism, xenophobia and other forms of intersectional discrimination, as well as promoting community empowerment.

Gender+. The intersectional perspective is integrated throughout the content of the Plan, from the moment of diagnosis and drafting, but also laying the foundations for this perspective to be transversal to the implementation and monitoring phases.

Social innovation. Social innovation is encouraged as an approach and working tool in the development and implementation of the Plan, prioritising the search for collective solutions based on co-creation and alliances, fostering new forms of relations between the public sector and civil society and promoting the empowerment of racialised/ethnicised people.

Sustainability, monitoring and evaluation. The Plan is equipped with mechanisms that seek sustainability over time, as well as flexibility and dynamism in the face of social changes, through participatory monitoring and evaluation tools.

What are the strategic lines, specific objectives and measures?



The Plan is structured along four strategic lines of action: coordination, prevention, protection and redress. Each of these lines responds to a series of specific objectives, with their respective implementation measures for the period 2022-2026. The Plan contains a total of 47 measures that seek to respond to 11 objectives, which are summarised in the following table:

Coordination		
Improve coordination between the different bodies and actors involved in the fight against racism and xenophobia. To advance in a shared framework of work, communication and development of effective alliances.		
Measures	A1. Creation and functioning of a Permanent Commission for the coordination of the Plan, with a parity composition, with the participation of public administration, police and judicial bodies, representatives of the third sector and racialised/ethnicised communities.	AI1
	A2. Creation and operation of an intra-departmental technical committee, with a joint composition, for the control and monitoring of the Plan's implementation, made up of A1-A2 scale technicians from the departments involved. Peer composition.	
	A3. Activation during the implementation of the Plan of sub-commissions and working groups, of equal composition, by differentiated areas of intervention, with the participation of public and private entities and civil society.	

Prevention		
Specific Objective 2. Knowledge and training on the situations of discrimination suffered by racialised/ethnicised people or victims of intersectional discrimination. Training aimed at public institutions and private entities.		
Measures	A4. Statistical studies to understand the profile of victims and perpetrators, disaggregating the figures according to sex and origin.	AI1, AI2
	A5. Design and delivery of a specialised training plan on the prevention of racist, xenophobic and discriminatory attitudes and language, with a gender focus, aimed at public administration and public services staff and with special attention to the departments directly involved.	AI1
	A6. Design and delivery of a specialised training plan, with a gender approach, for better prevention and treatment of racist and xenophobic hate incidents and crimes for police and judicial bodies in collaboration with the Ministry of the Interior and the Ministry of Justice.	AI2, AI3
	A7. Specialised training for the training of general care services staff in dealing with possible hate crime complaints in order to ensure their proper recording and correct processing.	
	A8. Design and delivery of a gender-sensitive training course for better prevention and treatment of racist and xenophobic hate incidents and hate crimes, and development of materials, aimed at trade unions, third sector, business/employers and professional organisations.	AI4, AI6
	A9. Proposal for the inclusion of curricular content, with a gender and decolonial approach, oriented towards the prevention of racism.	AI7
	A10. Subsidy line for social entities to carry out internal and external actions for the prevention of racism, xenophobia and intersectional discrimination. Special attention to groups of greater vulnerability (domestic workers, migrants in an irregular situation, single-parent households, prostitutes, etc.).	AI4
Strengthen the dissemination and promotion of public services and resources in the fight against racism and xenophobia. Ensure access to clear, transparent and unified information.		
Measures	A11. Dissemination of commitments made with the approval of the Plan	AI1
	A12. Drafting of an informative guide and a website compiling the services, resources and protocols for action against racism and xenophobia existing in Navarre. Translation into the most representative languages of the groups and communities targeted by the Plan.	
	A13. Elaboration of a specific guide of good practices, with a gender focus, aimed at professionals from different sectoral areas: housing, employment, health, social, education, youth, equality, etc. with the objective of promoting racial, xenophobic and intersectional non-discrimination, as well as to support diversity and equality in care. Special consideration of those situations of greater vulnerability (reproductive health, employment in domestic service, administrative irregularity, prostitution, gender violence).	AI5, AI6, AI7, AI8, AI9
	A14. Elaboration of informative and awareness-raising graphic materials, with a gender perspective, aimed at educational centres and the educational community, including non-formal education.	AI7

Specific Objective 4. Greater vigilance against racism: establish monitoring, follow-up and control mechanisms to facilitate the early detection and prevention of racist or xenophobic attitudes and discourse.		
Measures	A15. Establishment of a consultation mechanism with social entities to carry out a periodic annual assessment, with a gender focus, on the evolution and changes in attitudes and behaviour with racist or xenophobic content, incidents and hate crimes.	AI1, AI4
	A16. Promotion of mixed formulas for collaboration and innovation between public administration, social entities and citizens to co-design mechanisms for consultation, monitoring, follow-up and control of racism, xenophobia and hate incidents and crimes at municipal level.	
	A17. Development of a methodology and monitoring of racist, xenophobic and intersectional discrimination messages, advertisements and practices on housing portals and in the housing market.	AI5
	A18. Development of a gender-sensitive methodology for the identification and monitoring of racist or xenophobic and intersectional attitudes, incidents and aggressions in the educational environment.	AI7
	A19. Development of a gender-sensitive methodology for the identification and monitoring of racist, xenophobic and intersectional attitudes, incidents and aggressions in the sport environment.	AI9
	A20. Analysis of current provincial legislation in order to identify possible discriminatory content on the grounds of race or ethnic/migrant and intersectional origin, and to promote its modification.	AI3
	A21. When the objective so permits, preparation of prior evaluative reports that guarantee the non-discrimination of racial and/or xenophobic aspects of the provincial legislation prior to its approval.	
Specific Objective 5. Combating hate speech in the media and social networks. To understand, monitor and respond so as to position positive and non-reactive messages to racist, xenophobic and intersectional hate speech.		
Measures	A22. Development of a methodology, with a gender approach, for monitoring racist, xenophobic and intersectional discrimination messages, advertisements and practices in the media and social networks in Navarra.	AI2
	A23. Design of a gender-sensitive style guide for the media.	
Awareness raising and design of campaigns against racism and xenophobia.		
Measures	A24. Study the inclusion of the issue of the fight against racism and xenophobia in calls for subsidies for artistic and cultural activities that promote the values of tolerance of cultural diversity and non-discrimination and that take place in public spaces.	AI2, AI4
	A25. Awareness-raising campaign on anti-racist/anti-sexist values for the field of sport with intervention in the contexts of grassroots sport, top-level competitive sport, the media and social networks.	AI9

Specific Objective 7. Public administration as an employer and service provider preventing racial discrimination and xenophobia. Adoption of preventive measures, improvement and provision of material and human resources.		
Measures	A26. "Navarra de Colores - Nafarroa Koloretan" Award with extended recognition for companies/employers, sport, culture, etc.	AI4, AI5, AI6, AI7, AI8, AI9
	A27. Regulatory development of a code of conduct prohibiting racial and xenophobic discrimination and its overlap with gender discrimination in the housing market. Special attention to the most vulnerable groups (undocumented migrants, single-parent families, women victims of gender violence).	AI5
	A28. Create an inter-centre network "Schools against racism" that promotes dialogue, the design of comprehensive programmes, open activities and participative and preventive actions among pupils, their families and neighbourhoods.	AI7
	A29. Creation of Sections and Classrooms for Non-Discrimination on grounds of origin or nationality in educational centres with functions of support for victims of discrimination on grounds of origin, ethnicity, racialisation or intersectionality and accompaniment for the family. Creation of rotating figures of teachers and student mediators.	
	A30. Drafting of a regulation, with a gender focus, on non-discrimination on grounds of origin or nationality in educational centres, with the participation of the student community.	
	A31. Creation of Non-Discrimination Sections for reasons of origin, nationality or intersectional discrimination in Sports Federations with the introduction of the figure of mediator or other mediation mechanisms that ensure the elimination of barriers to federation.	AI9
	A32. Revision of the current provincial regulations on Admission Rights in order to promote anti-discrimination measures in access to leisure and commercial premises.	
	A33. Promoting the participation of municipalities in state and international networks and platforms in the fight against racism and discrimination.	AI1

Protection		
Specific Objective 8. To provide a comprehensive care service for people who are racialised and/or suffer racial, ethnic/migrant and intersectional discrimination, providing means for mediation, accompaniment, support and counselling.		
Measures	A34. Public Office for the Care of Victims of Racism and Xenophobia to offer comprehensive care, mediation, restorative justice, documentation and awareness-raising services. This office will have a physical office and telephone and telematic channels. It will be staffed with specialised personnel and will facilitate coordination between agents.	AI1
	A35. Enabling a channel for reporting and telephone assistance for victims or witnesses of racist acts or behaviour (managed through the Office for Assistance to Victims of Racism and Xenophobia).	
	A36. Creation of a real and a virtual mailbox for complaints/suggestions in the institutions for the care of victims of racism, xenophobia or intersectional discrimination.	
	A37. Creation of hate crime units within the Foral Police.	AI2, AI3



	A38. Approval of an instruction/regulation in order to prevent the Foral Police from carrying out stops on the basis of a person's racial profile or ethnic/migrant origin.	AI3
	A39. Approval of an instruction/regulation so that public administrations in Navarre do not request the migratory status of the person in their dealings with the administration, especially with the security forces, with the aim of facilitating that migrants can report possible crimes without fear of the opening of sanctioning proceedings for foreigners.	
	A40. Reduction of "double victimisation", agreeing on a protocol for coordinated action by the public administration, the third sector and police and jurisdictional bodies in order to avoid duplication and disparities.	AI1
	A41. Design of a protocol, with a gender focus, for the detection of hate crimes/incidents due to racism and xenophobia or intersectional.	AI2
	A42. Design and review of protocols, with a gender focus, for action and reporting of acts of racial, xenophobic or intersectional discrimination in the public administration, housing, employment, social, educational, health, youth, equality and sporting spheres, or in public leisure spaces.	AI1, AI5, AI6, AI8, AI9

Redress

Specific Objective 9. Victim accompaniment and restorative justice. Design and implement measures to empower victims (and potential victims). Promote restorative justice.

Measures	A43. Development of gender-sensitive restorative justice protocols for victims.	AI1
	A44. Design of programmes for the rehabilitation of perpetrators. Special attention to the most vulnerable groups (prostitutes, gender violence, etc.).	

Specific Objective 10. Contribute to strengthening the advocacy capacity of entities that provide support to victims of racism and xenophobia.

Measures	A45. Support for third sector entities, trade unions and organisations that carry out victim accompaniment and counselling, reporting, referral and care work.	AI4
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Promotion of the recognition of victims, their dignity and visibility, guaranteeing their presence in the collective memory and in the public space.

Measures	A46. Annual commemoration every 21 March as the International Day for the Elimination of Racial Discrimination, with initiatives to promote awareness and mobilisation among citizens.	AI2
	A47. Implementation of a specific campaign for reparation, dignification and memory against racism, xenophobia and intersectional discrimination under the brand "Navarra de Colores". - Nafarroa Koloretan.	

What is the proposal for the creation of a public office for victims of racism and xenophobia?

Currently, Navarre lacks a public institution to provide comprehensive care for victims of discrimination due to racism or xenophobia. On the one hand, there is police and judicial treatment of hate crimes, on the other, the advice and accompaniment of the third sector and the victim care office (for all victims), but a comprehensive and holistic resource is lacking. We recommend the creation of a neutral space, an unmarked space for complaints, where victims can go to talk, ask for help and report their situation. A comprehensive office for victims of hate crimes due to racism, xenophobia or intersectional discrimination that avoids double victimisation, offers legal and administrative security and establishes an empathetic relationship with the victims, while establishing mechanisms for help and restorative justice.

This Office should be a space that brings together all the actors necessary for the prevention and treatment of incidents and hate crimes due to racism, xenophobia and intersectional discrimination. The creation of such a space is an innovative and, we believe, highly effective challenge in the prevention and treatment of racism and racist and xenophobic hate crimes and incidents. The solution to under-reporting involves working with all the groups involved: with the victims, to make them aware of their rights and obligations, to empower them as a group, with society in general, to provide training in cultural and coexistence elements, with the third sector, to collaborate in raising awareness and empowering victims and with the judicial and police authorities, intense training, awareness-raising and procedures in this type of crime and incident.

Office structure

Comprehensive service (face-to-face, telephone and immediate)

- Free and confidential care
- Physical headquarters for face-to-face service, creating a safe and secure space
- Telephone and telematic channels to facilitate urgent personal attention outside of office hours.
- The office should have staff with expertise in immigration law, human rights and hate crimes. It should have a network of specialists working in the different areas of action where the main violations have been detected, especially those related to the labour market, housing, health and education. It is also important for all staff to have intercultural mediation skills and an intersectional gender perspective. It is also considered necessary to have staff or a network of specialists with knowledge and sensitivity in working with young people and adolescents. Last but not least, the Office needs to have a network of translation, interpretation and mediation services to ensure fluent and comprehensive communication in different languages when required.



Coordination between public and private actors

One of the first steps that the Regional Government will take is to improve coordination between the different bodies and agents involved in the fight against racism and xenophobia. To this end, the creation of this Office is a step forward that will facilitate and consolidate the establishment of a shared framework for coordinated work. This new public body will coordinate direct channels of dialogue and work in the field of racism and xenophobia with the different Departments of the Regional Administration and other administrations that so require. It will also pay attention to the coordination and advice requested from educational centres, health centres and hospitals, and workplaces and companies. The creation of a Complaints Office is a positive symbolic space, but the most important thing will be the presence of people of reference for the group itself within the different social spaces, such as at school, in the area of justice or the police, who act as catalysts, as channels of trust, and a commitment to future coexistence. Many of the measures contemplated in the Plan make progress in the following areas.



Networking with social entities

As part of this drive for coordination and the establishment of alliances between the public administration and society, it has been noted that in Navarre there are different organisations that develop their own services to care for victims of discrimination.

The Office will promote coordination and networking with social and community entities. The vision is also set on the creation and promotion of a Table of Entities open to all those agents who want to work in a coordinated way for equality and non-discrimination on the basis of racial, ethnic/migrant or xenophobic origin. Among the initial objectives of this networking to promote mixed and hybrid formulas for collaboration would be: to jointly x-ray the situation of racial, ethnic/migrant and intersectional discrimination in different parts of the territory of Navarre; to share resources; to carry out joint training; and to propose, agree and implement protocols for action, as well as other measures of action of this Plan.

Functions and types of intervention from the Office

Comprehensive care,	based on listening, the provision of information and guidance, psychological and psychosocial care that takes into account the emotional dimension, and accompaniment throughout the different phases involved in the process. One of the objectives of this care must be to strengthen the person's own resources in order to overcome social stigma and provide them with the tools to use the protection and rights guarantee mechanisms.
Activation of protocols	in cases of racial, ethnic/migrant, intersectional discrimination, hate incidents and hate crimes, with specific measures to protect the individual depending on the area of discrimination (public administration, employment, housing, health, education, sport and leisure).
Personalised legal advice	and the availability of different conflict resolution mechanisms, such as conciliation, mediation or mediation. In the case of a violation constituting a crime, the office will offer legal advice for the processing of the appropriate discrimination complaint.
Detection of problems of structural racism.	Coordinated work with the Ombudsman and social entities to monitor and follow up on cases that may involve racial behaviour or discrimination, according to migrant/ethnic or intersectional origin, by the administration in the exercise of its functions (institutional racism).
Restorative justice.	The Office will channel citizens' demands towards administrative, judicial or mediation procedures with the aim of repairing the damage suffered and restoring the victim to the full exercise of his or her rights. In this sense, it will work together with the General Directorate of Justice to establish mechanisms that not only permit the repair of the damage, but also the prevention of cases of racial and xenophobic discrimination through re-education and work with the perpetrators.
Training,	design and coordination of courses and training materials carried out with and for racialised people, public administration staff, social entities, private entities and citizens in general.
Documentation,	collection of complaints, monitoring and carrying out periodic diagnoses on the evolution of racism and xenophobia in Navarre; publication of information and graphic and informative materials, graphic memory, news channel, and promotion of awareness-raising campaigns.
Strengthen	the dissemination and promotion of public services and resources in the fight against racism and xenophobia. In order to guarantee access to public services and resources in the fight against racism and xenophobia, the Office will promote communication initiatives that facilitate access to clear, transparent and unified information. To this end, it is recommended that a website be designed and created to centralise the services, their coordination, information and awareness-raising campaigns, as well as all documentation, reports, guides and graphic materials related to the fight against racism and xenophobia.

