



European  
Commission



SUBGROUP ON THE NATIONAL IMPLEMENTATION OF THE  
'EU ANTI-RACISM ACTION PLAN 2020-2025'

# Common guiding principles for national action plans against racism and racial discrimination

# CONTENTS

<b>FOREWORD</b>	<b>3</b>
<b>BACKGROUND AND PURPOSE</b>	<b>4</b>
<b>COMMON GUIDING PRINCIPLES</b>	<b>5</b>
1. Recognise and encourage diversity, equity and equality	6
2. Ensure that EU legal and policy frameworks and other commitments derived from international obligations are fully embedded and implemented at national level	6
3. Identify and tackle potential manifestations of structural racism and their impact	7
4. Set specific and achievable objectives in national action plans	8
5. Establish measures tackling racism in a holistic approach by ensuring coordination and mainstreaming of anti-racism actions in policies at national, regional and local levels	8
6. Ensure that engagement, active participation, and transparency are guiding principles and inform the design and implementation of national action plans	8
7. Collect and use equality and hate crime data to ensure evidence-based policymaking	9
8. Duly consider proper monitoring and/or evaluation of national action plans	9
<b>CONCLUSIONS</b>	<b>10</b>
<b>SUGGESTIONS FOR FURTHER READING</b>	<b>11</b>

This document is not legally binding and is intended for guidance only. It can therefore provide neither legal advice on issues of national law nor an authoritative interpretation of EU law, which remains within the sole remit of the Court of Justice of the EU.

## FOREWORD



**E**quality is a fundamental value of the European Union. Discrimination is prohibited under the EU's Treaties and the EU Charter of Fundamental Rights. There are European laws against racism, racial or ethnic origin discrimination and hate speech, such as the Racial Equality Directive and the Framework Decision on combating certain forms and expressions of racism and xenophobia by means of criminal law. In short, the EU has strong legal equality safeguards.

Yet, despite the letter of the law, many people in the EU continue to face persistent racism. This is enough for me to say that we must do more – both collectively and individually.

As the Commission underlined in the 2020 EU Anti-Racism Action Plan, Member States are central to the fight against racism which is why we call on every country to develop national anti-racism action plans by the end of 2022. While some Member States already have such a plan, others do not. Evidence shows that anti-racism action plans are an effective response to racism and racial discrimination as they contain concrete measures addressing the specific circumstances and needs during a determined period of time.

Of course, Member States need to tailor their action plans to their unique realities. In this respect, the Commission will eagerly provide support to Member States in the development of their national action plans, including the translation of EU policy goals to national realities. Over the last year we brought together a wide range of experts to work on a set of guidelines for Member States. Input came from those responsible for implementing or monitoring equality policies linked to racism and racial discrimination, hate crime and hate speech at the national level, as well as from the EU Agency for Fundamental Rights, the Council of Europe's Commission against Racism and Intolerance, the European Network of Equality Bodies, relevant civil society organisations and academia. These guidelines should serve as a useful tool for policymakers not only in the preparation and development of national action plans but also in their implementation as well as to monitor and evaluate progress.

Racism will not go away by us simply not being racist. We have to be actively anti-racist as societies and as individuals. This requires proactivity and commitment to the cause. Change starts at home and the Commission wants to see every Member State adopt a robust national action plan setting out how they aim to tackle racism and promote equality.

**Helena Dalli**

European Commissioner for Equality



## BACKGROUND AND PURPOSE

The EU<sup>1</sup> is built on diversity and on fostering a society of pluralism, tolerance and non-discrimination<sup>2</sup>. Promoting diversity is the first step to true inclusion and effective equality. Diversity means more than merely acknowledging differences. Diversity is about understanding each other, promoting dialogue and moving beyond acceptance to embracing and celebrating the rich dimensions of diversity among people living in the European Union, and fostering an inclusive environment to achieve true unity in diversity throughout the EU.

In 2001, the [UN World Conference against Racism](#) called on countries to develop national action plans against racism<sup>3</sup>. Some 20 years later, the EU and Member States took steps towards establishing a framework for delivery. Racial inequalities and discrimination have persisted in the European Union and beyond, and the Black Lives Matter movement became a global human rights movement sparked by the murder of George Floyd in the US at the hands of the law. Against this background, on 18 September 2020, the European Commission adopted an ambitious EU anti-racism action plan that sets out a series of measures over a period of 5 years.

Member States are central in promoting diversity and in the fight against racism and discrimination. They can effect true change on the ground. Racism needs to be tackled at all levels and should be addressed in a holistic way. The overarching aim is to tackle persistent racism, in all its complexity, with targeted measures and actions and in close cooperation with various stakeholders, bearing in mind the need for a focus on structural racism. To this end, the [EU anti-racism action plan 2020-2025](#) encourages all Member States to develop and adopt national action plans against racism and racial discrimination<sup>4</sup> by the end of 2022. To support Member States in their efforts, the European Commission established a 'subgroup on the national implementation of the EU anti-racism action plan' tasked to develop common guiding principles for national action plans by the end of 2021.

### Subgroup on the national implementation of the EU anti-racism action plan 2020-2025

The objective of the subgroup is to develop guidelines on the main principles and elements required to produce effective national action plans against racism and racial discrimination. The subgroup is composed, firstly, of representatives from EU Member States and Norway, responsible for implementing or monitoring equality policies linked to racism and racial discrimination, hate crime<sup>5</sup> and hate speech<sup>6</sup>. The subgroup also has representatives from the European Commission and the EU Agency for Fundamental Rights (FRA), and from international organisations, including the Council of Europe's European Commission against Racism and Intolerance (ECRI).

The European Network of Equality Bodies (Equinet) and relevant civil society organisations, academics and researchers also contribute to the work of the subgroup.

The representatives of EU Member States were nominated by the High-level Group on combating hate speech and hate crime and the High-level Group on non-discrimination, equality and diversity. The subgroup reports on the progress of its activities to both high-level groups, members of which participate in its work.

National action plans against racism have proven to be a successful way for Member States to offer a targeted and effective response to racism and racial discrimination. At the same time, they also help Member States to adapt concrete actions to their own circumstances<sup>7</sup>. There is no one-size-fits-all approach for developing an action plan against racism. Therefore, these non-binding guiding principles are intended to provide useful suggestions to facilitate the process and serve as a basis for Member States to develop a national action plan against racism and racial discrimination.

1 Under Article 10 of the Treaty on the Functioning of the European Union (TFEU), when 'defining and implementing its policies and activities, the Union shall aim to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation'.

2 [EU Anti-racism Action Plan 2020-2025](#), p.1

3 According to the Council of Europe's European Commission against Racism and Intolerance (ECRI), "racism" shall mean the belief that a ground such as race, colour, language, religion, nationality or national or ethnic origin justifies contempt for a person or a group of persons, or the notion of superiority of a person or a group of persons'. (European Commission against Racism and Intolerance (ECRI) (2017), General Policy Recommendation No.7 (revised) on national legislation to combat racism and racial discrimination, p. 5.)

4 All 27 EU Member States have ratified the International Convention on the Elimination of All Forms of Racial Discrimination under which 'racial discrimination' means 'any distinction, exclusion, restriction or preference based on race, colour, descent, or national or ethnic origin which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise, on an equal footing, of human rights and fundamental freedoms in the political, economic, social, cultural or any other field of public life'. (Article 1(1) International Convention on the Elimination of All Forms of Racial Discrimination.)

5 'Hate crime' is to be understood as a criminal offence committed with a bias motive. (See Guidance note on the practical application of Council Framework Decision 2008/913/JHA on combating certain forms and expressions of racism and xenophobia by means of criminal law, Brussels, November 2018.)

6 'Hate speech' is to be understood as 'publicly inciting to violence or hatred directed against a group of persons or a member of such a group defined by reference to race, colour, religion, descent or national or ethnic origin' (Article 1 of the Council Framework Decision 2008/913/JHA on combating certain forms and expressions of racism and xenophobia by means of criminal law).

7 [EU anti-racism Action Plan 2020-2025](#), p.16.



The subgroup identified eight common guiding principles informed by and based on:

- principles and actions set out in the [EU anti-racism action plan 2020-2025](#);
- key guiding principles as adopted by the EU High-level Group on non-discrimination, equality and diversity and the EU High-level Group on combating hate speech and hate crime;
- discussions and input by members of the subgroup on the national implementation of the EU anti-racism action plan 2020-2025;
- the [Practical guide on developing national action plans against racial discrimination](#) of the United Nations Office of the High Commissioner for Human Rights (OHCHR); and
- evidence, guidance and recommendations provided by treaty and expert bodies, such as the Council of Europe's European Commission against Racism and Intolerance (ECRI), the Committee on the Elimination of Racial Discrimination (CERD), intergovernmental organisations and relevant civil society organisations.

This publication identifies, groups and examines the common guiding principles for national action plans that should inform and guide Member States in developing national action plans against racism.

## COMMON GUIDING PRINCIPLES

The process of developing and implementing a national action plan against racism can differ depending on the national context. Common guiding principles could therefore inform national efforts and/or facilitate already existing or under development actions related to combating racism and racial discrimination. A 'national action plan against racial discrimination is both an outcome and a process, with each aspect being equally important'<sup>8</sup>, as stressed in the OHCHR practical guide on developing national action plans against racial discrimination.

The common guiding principles should be applied and guide national efforts in each phase of a national action plan against racism process: **preparation, development, implementation and monitoring**, and **evaluation** (see figure below). In addition, three cross-cutting actions should be embedded in the whole process. These are:

- collection and use of equality data<sup>9</sup>;
- applying a participatory approach; and
- ensuring structured cooperation and coordination.

National strategies and policies are certainly guided and defined by the national context and are tailored to the social, historical and cultural context and country specificities. Member States are therefore invited to consider and apply the following common guiding principles when designing and implementing their national action plan against racism and racial discrimination, and/or to facilitate already existing or under development actions related to combating racism and racial discrimination.

The principles are complementary and interlinked.

1. Recognise and encourage diversity, equity and equality.
2. Ensure that EU legal and policy frameworks and other commitments derived from international obligations are fully embedded and implemented at national level.
3. Identify and tackle potential manifestations of structural racism and their impact.
4. Set specific and achievable objectives in national action plans.
5. Establish measures tackling racism in a holistic approach by ensuring coordination and mainstreaming of anti-racism actions in policies at national, regional and local levels.
6. Ensure that engagement, active participation and transparency are guiding principles and inform the design and implementation of national action plans.
7. Collect and use equality and hate crime data to ensure evidence-based policymaking.
8. Duly consider proper monitoring and/or evaluation of national action plans.

<sup>8</sup> OHCHR (2014), [Practical guide on developing national action plans against racial discrimination](#), p. 72.

<sup>9</sup> Equality data is defined as any piece of information that is useful for the purposes of describing and analysing the state of equality. See: European Commission (2016), [European Handbook on Equality Data](#) – 2016 Revision, Luxembourg, Publications Office. For more on equality data, see work done by the [Subgroup on Equality Data](#).

The figure below outlines some concrete actions that should be undertaken at various stages of developing and implementing an action plan against racism. They constitute an implementing step of the common guiding principles agreed by the subgroup.



### Preparation

- Ensure political endorsement and commitment
- Set up coordination and advisory bodies for the national action plan
- Map out relevant national legal and policy framework and existing data and collect missing information
- Secure funding



### Development

- Prepare baseline study
- Define content ensuring participation & engagement
- Embed monitoring and evaluation mechanism, including measurable goals, indicators and time frame



### Implementation & monitoring

- Maintain consultation with the coordination and advisory body
- Implement regular monitoring and provide progress updates
- Adjust the plan based on the monitoring



### Evaluation

- Designate an independent oversight mechanism
- Use evaluation framework of the national action plan itself and of the measures
- Evaluation is participatory and transparent, and publicly communicated

## 1. Recognise and encourage diversity, equity and equality

To recognise and encourage the **diversity** of a society and foster equity and equality, Member States should take the following actions.

- Step up efforts in support of diversity, equity and equality at institutional and societal levels, including by equality mainstreaming. Acknowledging diversity lays the foundations for any successful initiative to promote equal treatment<sup>10</sup> and to prevent and fight racism and racial discrimination.
- Raise awareness among and through public authorities, civil society organisations and the general public, about the ethnic, religious, linguistic and cultural diversity of the EU and its benefits.
- Underline the need for building a stakeholder support network to sustain the process. This should include representatives of the private sector and media professionals, and the active participation of persons and groups impacted by racism and racial discrimination.
- Disseminate the EU Platform of Diversity Charters highlighting the importance of recognising and valuing diversity in business and in the private sector more globally, and encourage more to sign up to it.
- Ensure actual inclusion and representation in decision-making and policymaking of people impacted by racism or racial discrimination.

## 2. Ensure that EU legal and policy frameworks and other commitments derived from international obligations are fully embedded and implemented at national level

To ensure that national efforts are in line with and guided by **EU and international legal and policy frameworks**, Member States are expected to:

- ensure that fundamental rights are upheld, and measures are put in place to ensure the right to non-discrimination, equal treatment, and equality for all, as enshrined in the EU Charter of Fundamental Rights and in other EU and international legal instruments;
- fully enforce legislation on non-discrimination, on combating racist and xenophobic hate crime and hate speech and on victims' rights;

<sup>10</sup> [...], the principle of equal treatment shall mean that there shall be no direct or indirect discrimination based on racial or ethnic origin.' (Article 2 (1) of Council Directive 2000/43/EC implementing the principle of equal treatment between persons irrespective of racial and ethnic origin).



- respect the jurisprudence of the Court of Justice of the European Union and of the European Court of Human Rights of the Council of Europe;
- follow up on recommendations provided by the UN Committee on the Elimination of Racial Discrimination (CERD) and other relevant UN human rights treaty bodies and special procedures of the UN Human Rights Council (HCR);
- follow up on recommendations and guidance provided by EU institutions and by other international or regional organisations, including the Council of Europe's European Commission against Racism and Intolerance (ECRI) and the OSCE<sup>11</sup> Office for Democratic Institutions and Human Rights (ODIHR);
- ensure that the scope and measures of national action plans against racism implement and complement – depending on the national contexts - relevant EU frameworks and strategies<sup>12</sup> such as the EU Roma strategic framework for equality, inclusion and participation and the EU Strategy on combating antisemitism and fostering Jewish life, and key guiding principles<sup>13</sup> adopted by the EU High-level Group on combating hate speech and hate crime and the EU High-level Group on non-discrimination, equality, and diversity; and
- revise and/or adopt relevant legislation and standards – including on equality and non-discrimination - to more effectively prevent and combat racism and racial discrimination at institutional and societal levels, including from an intersectional<sup>14</sup> perspective.

### 3. Identify and tackle potential manifestations of structural racism and their impact

To **identify and tackle potential manifestations of structural racism and their impact**, Member States should take the following actions.

- Acknowledge that structural racism and intersecting inequalities are mirrored in socio-economic divides in different areas of life.
- Set out concerted efforts to identify potential racial bias – conscious or unconscious - and patterns of discrimination in 'rules, norms, routines, algorithms, attitudes and behaviour in institutions and other societal structures that, consciously or unconsciously, present obstacles to groups or individuals, including in accessing the same rights and opportunities as others, and/or that contribute to less favourable treatment or outcomes for them than for the majority of the population<sup>15</sup>.
- Mainstream and apply an intersectional approach by recognising the need for tailoring measures to different groups and individuals with the aim of addressing intersecting inequalities. Racism intersects with other biases, for example, sexism, and can disproportionately affect and/or disadvantage individuals and groups at the intersection of two or more protected characteristics<sup>16</sup>.
- Include targeted measures in their national action plans, depending on their national contexts, to prevent and tackle specific forms of racism and racial discrimination, such as, anti-black racism<sup>17</sup>, antigypsyism<sup>18</sup>, antisemitism<sup>19</sup>, anti-migrant racism and anti-Asian racism or that link to religion or belief in cases such as anti-Muslim hatred.
- Combat stereotypes and prejudices by raising awareness on the historical roots of racism. Recognise that colonialism, slavery and the slave trade, and the Holocaust, are embedded in our history and have profound consequences for society today. Ensuring active remembrance is an important part of encouraging inclusion and understanding<sup>20</sup>.

11 Organization for Security and Co-operation in Europe

12 [EU anti-racism action plan 2020-2025](#); [EU Strategy on victims' rights 2020-2025](#); [Gender Equality Strategy 2020-2025](#); [EU Roma strategic framework for equality, inclusion and participation for 2020-2030](#); [EU strategy on combating antisemitism and fostering Jewish life \(2021 – 2030\)](#); [LGBTIQ Equality Strategy 2020-2025](#); [EU strategy on the rights of the child](#); [Strategy for the Rights of Persons with Disabilities 2021-2030](#); [Council Recommendation \(EU\) 2021/1004 of 14 June 2021 establishing a European Child Guarantee](#).

13 EU High-level Group on combating hate speech and hate crime, [Key guiding principles on encouraging reporting of hate crime](#); [Improving the recording of hate crime by law enforcement authorities](#); [Key guiding principles](#); [Ensuring justice, protection and support for victims of hate crime and hate speech: 10 key guiding principles](#); [Hate crime training for law enforcement and criminal justice authorities](#); and EU High-level Group on Non-discrimination, Equality and Diversity, [Guidance note on the collection and use of equality data based on racial or ethnic origin](#).

14 The European Institute for Gender Equality defines 'intersectionality' as an 'analytical tool for studying, understanding and responding to the ways in which sex and gender intersect with other personal characteristics/identities, and how these intersections contribute to unique experiences of discrimination'. This definition applies equally to any form of discrimination.

15 European Commission against Racism and Intolerance, [General Policy Recommendation No. 2 on equality bodies to combat racism and intolerance at national level](#). See also FRA's annual Fundamental Rights Reports, chapter on Racism, which evidences persistent discriminatory perceptions among the general population in the EU.

16 See, for example, European Institute for Gender Equality (2019), [Intersecting inequalities: Gender Equality Index](#), Luxembourg: Publications Office.

17 See the High-level Group's conclusions paper on Afrophobia: acknowledging and understanding the challenges to ensure effective responses, available at [https://ec.europa.eu/news-room/just/document.cfm?doc\\_id=55651](https://ec.europa.eu/news-room/just/document.cfm?doc_id=55651)

18 See the High-level Group's conclusions paper on Antigypsyism: increasing its recognition to better understand and address its manifestations, available at [https://ec.europa.eu/news-room/just/document.cfm?doc\\_id=55652](https://ec.europa.eu/news-room/just/document.cfm?doc_id=55652)

19 See Council Declarations on combating antisemitism 2018 and 2020.

20 [EU anti-racism action plan 2020-2025](#), p. 14.



#### 4. Set specific and achievable objectives in national action plans

To ensure that national action plan objectives are specific and achievable,

Member States should:

- set up or designate a dedicated governmental body - preferably at inter-ministerial level - responsible for the design and implementation of the national action plan, and ensure a broad coordination and cooperation with all relevant stakeholders, including the active involvement of people impacted by racism or racial discrimination;
- duly consider conducting a needs assessment and stakeholder mapping prior to the design of the national action plan, to ensure the determining and addressing of both existing and emerging needs;
- adequately support administrations and other stakeholders, responsible for implementing the national action plan and the various measures it sets out, with appropriate mandates and with human and financial resources;
- maintain cooperation with civil society organisations dealing with racism and racial discrimination;
- ensure broad political and civil society support throughout the design, implementation, monitoring and evaluation process of the national action plan; and
- set the overarching objective of a long-term impact of anti-racism policies and measures beyond the time frame of the action plan by mainstreaming them in the national context.

#### 5. Establish measures tackling racism in a holistic approach by ensuring coordination and mainstreaming of anti-racism actions in policies at national, regional and local levels

To establish effective measures to prevent and combat racism in a holistic approach and ensure coordination and mainstreaming of anti-racism actions in policies at different levels, as they see fit, Member States should:

- aim at developing a mainstreaming strategy;
- ensure that the scope of each national action plan against racism includes measures that relate to the policy and legal areas set out in the EU anti-racism action plan: non-discrimination legislation and the role of equality bodies; hate speech and hate crime; unlawful profiling by law enforcement authorities; risks posed by new technologies (including artificial intelligence); stereotypes and historical awareness; education, employment, healthcare, housing; mainstreaming of equality concerns at national level; involving the regional and local levels; funding to combat racism; equality data collection; and dialogue with civil society;
- according to needs and priorities at national level, address different forms of racism (conscious or unconscious, individual or structural), and its root causes, in a holistic manner and in all relevant national (legal) frameworks, policies and strategies in relation to, for example, education, employment, housing, social protection, health (including mental health), law enforcement, tackling poverty, social inclusion, integration and migration, justice; and in the (criminal law) responses to hate speech, including online, and hate crime; and
- apply a whole-of-government approach and coordinate anti-racism efforts within and across all public institutions, taking into account the work of independent institutions such as parliaments, courts, equality bodies, national human rights institutions and ombudspersons, and across all levels of governance, to define complementary measures that form part of a comprehensive response to preventing and tackling racism.

#### 6. Ensure that engagement, active participation, and transparency are guiding principles and inform the design and implementation of national action plans

To enable broad engagement, active participation and transparency, Member States should:

- create and foster a participatory and structured process in the design and implementation of national action plans ensuring representation of – apart from duty-bearers – all groups impacted by racism and racial discrimination, and civil society organisations, social partners, equality bodies, national human rights institutions and the private sector;
- aim also at consulting with victims of racial violence, hate speech, or discrimination when appropriate;
- ensure and maintain consistent involvement of, and effective coordination between, relevant municipal, local, regional and national authorities and other stakeholders – including civil society organisations representing racial or ethnic minorities – in the design and implementation of national action plans against racism;
- engage relevant stakeholders in capacity-building activities;
- provide relevant stakeholders with additional human and financial resources if necessary;
- provide visibility of the action plan against racism and consider dissemination and/or other events of interest to the broader public; and



- communicate transparently to the public about the development of the action plan, and the results of the evaluation, and make data and outputs publicly available.

## 7. Collect and use equality and hate crime data to ensure evidence-based policymaking

To **ensure evidence-based policymaking**, Member States should take the following actions.

- Carry out a baseline study to guide the design of the national action plan against racism. Baseline studies should review and map (gaps in) relevant laws, policies, measures and institutional structures, and draw on all available data on outcomes for rights-holders (e.g. disaggregated data from official statistics, academic research, complaints about discrimination, data on hate speech and hate crime<sup>21</sup>, and qualitative and quantitative research studies).
- Guide the design of the action plan against racism also by building upon existing national findings and data, and those provided by expert bodies such as the EU Agency for Fundamental Rights, ECRI and Equinet.
- Make sure that, when developing, implementing and monitoring national action plans against racism, all actions are informed by, and based on, reliable and robust equality data<sup>22</sup>. All data collection exercises should be in line with constitutional norms, the EU General Data Protection Regulation and the EU Charter of Fundamental Rights as well as with human rights principles on data collection, i.e. participation, data disaggregation, self-identification, transparency, privacy and accountability<sup>23</sup>.
- Maintain close cooperation with equality bodies, and apply the EU guidelines on improving the collection and use of equality data<sup>24</sup> and the practical guidance on the collection of equality data based on racial or ethnic origin<sup>25</sup>.
- Include the use of proxies<sup>26</sup> when equality data disaggregated by racial or ethnic origin cannot be available.
- Support the involvement of, and effective coordination between, relevant stakeholders, such as equality bodies or national human rights institutions, to collect equality data, by also providing the necessary resources.
- Foster methodological harmonisation to ensure data comparability if needed.

## 8. Duly consider proper monitoring and/or evaluation of national action plans

To **ensure effective monitoring and evaluation**, Member States should:

- ensure that national action plans against racism include a monitoring framework that assesses the implementation of measures and actions set out in the national action plan;
- designate or appoint an independent monitoring mechanism to oversee implementation of the action plan, contribute to its evaluation and ensure the representation of civil society and community organisations and, when appropriate, national human rights institutions and/or equality bodies;
- promote a participatory approach and ensure the contribution of civil society organisations, and groups affected by racism, in the evaluation process;
- design and use human rights-based indicators<sup>27</sup> to track progress over time and identify implementation gaps;
- ensure a systematic review of the action plan's implementation and, where necessary, adjust and redefine its goals and measures;
- communicate publicly - by involving for instance parliamentary bodies and/or local authorities - and disseminate all findings of the evaluation;
- sustain efforts with informed data and ensure that all relevant stakeholders are engaged in the process;
- aim at synergies with other relevant monitoring mechanisms at national and European Union level; and
- consider providing monitoring mechanisms with the necessary additional resources.

21 On hate crime and hate speech data collection, please see the work carried out by the [FRA-led working group on hate crime data collection, recording and encouraging reporting](#).

22 For the definition of equality data, see footnote 9.

23 OHCHR (2018), [A human rights-based approach to data – Leaving no one behind in the 2030 Agenda for Sustainable Development](#), Geneva, OHCHR.

24 EU High-level Group on Non-discrimination, Equality and Diversity, [Guidelines on improving the collection and use of equality data](#),

25 EU High-level Group on Non-discrimination, Equality and Diversity, [Guidance note on the collection and use of equality data based on racial or ethnic origin](#).

26 According to the definition provided in the [2016 European Handbook on Equality Data](#), a proxy is an 'entity or variable used to model or generate data assumed to resemble the data associated with another entity or variable that is typically more difficult to research. For example, in some countries religion and/or language are used as proxies for ethnic origin'.

27 OHCHR (2012), [Human Rights Indicators: A Guide to Measurement and Implementation](#).





## CONCLUSIONS

Racism strikes at the heart of EU values. Furthering the fight against racism in the EU is a shared responsibility and requires joint, resolute and ongoing efforts. EU Member States in particular can play an important role in the fight against racism.

With the EU Anti-racism Action Plan 2021-2025, the Commission calls on Member States to adopt their national action plans by the end of 2022. It also calls for them to maximise the use of all the tools at their disposal, in particular the possibilities offered by funding programmes under the multiannual financial framework and Next Generation EU, to support those affected by racism and discrimination.

The EU institutions, Member States and EU agencies, in partnership with civil society organisations, social partners and the private sector, must work together to make concrete progress towards eliminating racism and racial discrimination from our societies. As stated in the Action Plan, 'Working together, we will make a racism-free EU a reality.'



## SUGGESTIONS FOR FURTHER READING

[Articles 2 and 10 of the Treaty on European Union \(TEU\)](#)

[Articles 19 and 67\(3\) of the Treaty on the Functioning of the European Union \(TFEU\)](#)

[Articles 20 and 21 Charter of Fundamental Rights of the European Union](#)

[Council Declaration on the fight against antisemitism and the development of a common security approach to better protect Jewish communities and institutions in Europe – Council conclusion \(6 December 2018\)](#)

[Council Declaration on mainstreaming the fight against antisemitism across policy areas \(2 December 2020\)](#)

[Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin](#)

[Council Framework Decision 2008/913/JHA of 28 November 2008 on combating certain forms and expressions of racism and xenophobia by means of criminal law](#)

[Council of Europe Congress of Local and Regional Authorities, Promoting human rights at local and regional level – The human rights dimension of the activities of the Congress of Local and Regional Authorities, Compendium of Texts, 2016](#)

[Council of Europe Parliamentary Assembly, Report of the Committee on Equality and Non-Discrimination, Combating Afrophobia, or anti-Black racism, in Europe, 2021](#)

[Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA](#)

[ECRI General Policy Recommendation No. 10: Key Topics](#)

[Equinet, the European Network of Equality Bodies, Making Europe more Equal: A Legal Duty?, 2016](#)

[European Network Against Racism \(ENAR\), Lessons for effective national anti-racism policies – National Action Plans Against Racism, 2019](#)

[Eurobarometer, Discrimination in the European Union, 2019](#)

[European Commission against Racism and Intolerance \(ECRI\) Glossary](#)

[European Commission, A better workplace for all: from equal opportunities towards diversity and inclusion, C\(2017\) 5300](#)

[European Commission, A rights-based approach, encompassing all human rights for EU development cooperation, 2014](#)

[European Commission, European Structural and Investment Funds Guidance for Member States on the use of European Structural and Investment Funds in tackling educational and spatial segregation, 2015](#)

[European Commission, Guidance note on the collection and use of equality data based on racial or ethnic origin, 2021](#)

[European Commission, Overview of resources and initiatives to support hate crime training programmes in the EU Member States, 2017](#)

[European Commission White Paper On Artificial Intelligence – A European approach to excellence and trust, \(COM\(2020\) 65\)](#)

[European Parliament Resolution on the anti-racism protests following the death of George Floyd \(2020/2685\(RSP\)\)](#)

[European Parliament, Equality and the Fight against Racism and Xenophobia – Cost of Non-Europe Report \(2018\)](#)

[European Parliament resolution of 26 March 2019 on fundamental rights of people of African descent in Europe \(2018/2899\(RSP\)\)](#)

[European Union Action Plan on Human Rights and Democracy \(2015\)](#)

[European Union Audio-visual Media Services Directive 2018](#)

[European Union Code of conduct on countering illegal hate speech online](#)

[European Union Platform of Diversity Charters](#)

[Food and Agriculture Organisation of the United Nations, Addressing inequality in times of COVID-19, 2020](#)

[FRA \(2021\), Antisemitism: Overview of antisemitic incidents recorded in the European Union 2010-2020](#)

[FRA \(2021\), Equality in the EU 20 years on from the initial implementation of the equality directives](#)

[FRA \(2019\), Being Black in the EU – Second European Union Minorities and Discrimination Survey – Summary](#)

[FRA \(2018\), Experiences and perceptions of antisemitism – Second survey on discrimination and hate crime against Jews in the EU](#)

[FRA \(2019\), Facial recognition technology: fundamental rights considerations in the context of law enforcement](#)

[FRA \(2019\), Fundamental rights-based police training – A manual for police trainers](#)

[FRA \(2018\), Preventing unlawful profiling today and in the future: a guide](#)

[FRA \(2017\), Second European Union Minorities and Discrimination Survey, Muslims – Selected findings](#)

[FRA \(2017\), Second European Union Minorities and Discrimination Survey – Main results](#)

[FRA \(2016\), Second European Union Minorities and Discrimination Survey, Roma – Selected findings](#)

[United Nations, Counter-Terrorism Implementation Task Force Working Group on protecting human rights while countering terrorism, Basic Human Rights Reference Guide: The Stopping and Searching of Persons in the Context of Countering Terrorism, updated 2nd ed., \(New York, March 2014\)](#)

[UN Office of the High Commissioner for Human Rights \(OHCHR\), Annual report, Promotion and protection of the human rights and fundamental freedoms of Africans and of people of African descent against excessive use of force and other human rights violations by law enforcement officers, A/HRC/47/CRP.1](#)

[UN Office of the High Commissioner for Human Rights \(OHCHR\), Developing National Action Plans Against Racial Discrimination: A Practical Guide, 2014, HR/PUB/13/3](#)