

# Barcelona Anti-Racism Plan 2026-2036

May 2026

Area of Social Rights,  
Health, Cooperation  
and Community



**BARCELONA  
ANTIRACISTA**



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# Índex

<b>Barcelona, a city against racism</b>	<b>5</b>
A cross-cutting commitment to transforming the city	6
A plan shaped through listening and representation	7
<b>Introduction: Barcelona, an anti-racist city</b>	<b>8</b>
<b>1. Racism in Barcelona: realities and responses</b>	<b>11</b>
Manifestations of racism in the city: impact and social risks	11
Inequality and discrimination in Barcelona in figures	15
Barcelona in the global context: international commitments and leadership	19
From regulation to action: the legal and policy framework	20
<b>AREA 1. INSTITUTIONAL TRANSFORMATION</b>	<b>26</b>
Measure 1: Mainstream the anti-racist approach as a cross-cutting principle in city government work	27
Measure 2: Prevent institutional racism	28
Measure 3: Make anti-racism training mandatory for municipal staff	30
Measure 4: Promote an anti-racist perspective in urban and spatial planning	31
Measure 5: Ensuring consistency between institutions' words and actions	32
<b>AREA 2. DATA AND KNOWLEDGE</b>	<b>34</b>
Measure 6: Gain insights into racism in the city	35
Measure 7: Collect ethno-racial self-identification data from a human rights-based approach	36
<b>AREA 3. PARTICIPATION, CIVIL SOCIETY AND HUMAN RIGHTS DEFENDERS</b>	<b>37</b>
Measure 8: Promote diversity in participatory spaces	38
Measure 9: Support community initiatives for multicultural coexistence in neighbourhoods	39

<b>AREA 4. PREVENTION, AWARENESS-RAISING AND CULTURAL CHANGE</b>	<b>41</b>
Measure 10: Strengthen municipal anti-racist education work	42
Measure 11: Strengthen institutions’ anti-racism messaging	44
Measure 12: Increase efforts to prevent hate speech	45
Measure 13: Promote historical and cultural activities for understanding racism	46
Measure 14: Promote anti-racism awareness in municipal sport	46
Measure 15: Strengthen cultural and religious diversity as a city asset	47
<b>AREA 5. PROTECTION, CARE AND REPARATION</b>	<b>48</b>
Measure 16: Ensure effective access to municipal support services for victims of racism	49
Measure 17: Strengthen municipal protocols for addressing racist incidents	50
Measure 18: Integrate gender and intersectional perspectives in the support provided to people experiencing vulnerability	51
Measure 19: Strengthen psychosocial support for people affected by racism	52
Measure 20: Provide support and comprehensive assistance to migrants, asylum seekers and refugees	52
Measure 21: Ensure linguistic and cultural accessibility in support services	53
<b>AREA 6. PROJECTION, ALLIANCES AND ADVOCACY</b>	<b>54</b>
Measure 22: Partner with international and multilateral organisations in the commitment to combating racism	55
<b>2. Barcelona Anti-Racism Plan 2026-2036</b>	<b>57</b>
A collective process to shape the city	57
Municipal powers as a tool for transformation	62
<b>3. Implementation of the Anti-Racism Plan</b>	<b>64</b>
<b>4. Allocated budget</b>	<b>66</b>
<b>5. Glossary</b>	<b>67</b>

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# Barcelona, a city against racism

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Barcelona is a city shaped by diversity. It has grown through the convergence of different life paths, origins, cultures and perspectives, which over time have forged an open, dynamic and deeply multifaceted identity.

This diversity is a defining value and one of the city's greatest strengths. At the same time, it places a responsibility on us –as a society and as an institution– to move decisively towards genuine equality in rights, opportunities and recognition for all.

Barcelona has long been at the forefront of defending human rights and developing public policies centred on inclusion, coexistence and social cohesion. With this Anti-Racism Plan, the city takes a further step, placing the fight against racism at the heart of municipal action through a structural, long-term approach.

This plan reflects a clear commitment by the municipal government to building a fairer, more cohesive and more democratic city –a commitment expressed through concrete measures, dedicated resources and monitoring mechanisms designed to transform both public policies and citizens' everyday lives.

Barcelona also seeks to extend this commitment beyond its own borders. In a global context marked by the rise of hate speech and widening inequalities, the city reaffirms its ambition to act as an international benchmark in the fight against racism by fostering alliances, sharing knowledge and promoting joint responses with other cities and international organisations.

This plan is a tool for moving in that direction: a roadmap that calls for shared responsibility among all the city's stakeholders, from institutions and organisations to the wider civic fabric and city residents.

Building a Barcelona free from racism is a collective task, and an essential condition for safeguarding the city's democratic future.

**Jaume Collboni Cuadrado**  
**Mayor of Barcelona**

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## **A cross-cutting commitment to transforming the city**

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Barcelona's Anti-Racism Plan is built on a public policy approach rooted in human rights, equality and social justice. It marks a clear commitment to advancing towards a more equitable and cohesive city.

Within this framework, anti-racism is established as a cross-cutting principle guiding all municipal action. This means embedding this perspective across the planning, implementation and evaluation of public policies, as well as in procedures, services and every point of contact with city residents.

The plan is conceived as a long-term strategic instrument bringing together two complementary dimensions. The first is institutional transformation, focused on reviewing internal practices, structures and mechanisms to ensure that public action is fully aligned with the principles of equality and non-discrimination. The second is the roll-out of concrete measures that directly shape people's living conditions in key areas such as education, housing, health, participation and community life.

This dual approach calls for coordinated action across municipal departments, appropriate allocation of resources, and a monitoring and evaluation system to assess the impact of policies and guide their continuous improvement.

The plan also adopts an intersectional perspective, recognising the complexity of inequality and the need to address it comprehensively, taking into account the multiple and overlapping forms of discrimination that people may face.

In this sense, the Anti-Racism Plan functions as a governance tool that strengthens the coherence of municipal action and helps consolidate a city model grounded in the effective equality of rights, the recognition of diversity and the safeguarding of everyone's dignity.

**Maria Eugènia Gay Rosell**  
**Deputy Mayor for Social Rights, Culture, Education and Life Cycle**  
**Barcelona City Council**

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# A plan shaped through listening and representation

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Barcelona's 2026–2036 Anti-Racism Plan is the outcome of a collaborative process that has placed listening, dialogue and a commitment to meaningful, effective public policy at its core.

In recent months, spaces have been created to hear from individuals, organisations and groups who, from a wide range of perspectives, have shared their experiences, insights and proposals. This process has allowed for a clearer understanding of how racism manifests in the city and what responses are needed to drive change.

The Anti-Racism Advisory Council has been a key forum throughout. Its diverse composition has brought together knowledge, experience and critical perspectives, and helped to define the plan's priorities and ensure that its measures respond to real needs.

The plan also seeks to strengthen representation, ensuring that racialised people can take part in decision-making, participatory processes and the development of public policies. Incorporating this perspective is not only a matter of justice – it is a prerequisite for designing better policies.

The result is an ambitious plan committed to sustained structural transformation over time, one that brings together institutional action, community work and the generation of knowledge with the aim of delivering meaningful change in people's lives.

To speak of anti-racism is to speak of rights, dignity and public responsibility. It is a commitment to building a city where everyone can live on equal terms.

This plan is another step along that shared path.

**Sara Belbeida**  
**City Councillor for the Neighborhoods Plan, Education, Participation and Democratic Innovation**  
**Barcelona City Council**

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# Introduction: Barcelona, an anti-racist city

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**Barcelona is committed to its identity as a diverse, open and bold city.** It recognises different origins, languages, beliefs, identities, cultural expressions and ways of life as a shared and irreplaceable treasure which enriches its present and shapes its future. This diversity is one of its cornerstones and a reflection of a shared collective history that brings together different ways of being, living and understanding the world, all of which are present in Barcelona and form an essential part of its shared heritage.

**The city is a meeting place for cultures, generations and perspectives.** Barcelona is home to people of 183 nationalities live together, more than 300 languages, and 37 different religious beliefs and traditions. This diversity is one of the city's greatest assets and defines us as an open, plural and vibrant community. However, coexistence does not happen by itself: it is built every day through respect, equality and mutual recognition, and it challenges us to continue working collectively to ensure that no one is left behind, that discrimination is not normalised, and that difference is never a reason for exclusion.

**Embracing diversity as a value also means recognising it as a right.** Being a diverse city means sharing the responsibility of making real equality a prerequisite for freedom, and of making coexistence a tool for social cohesion and justice. This is what makes Barcelona a living, fair city that is committed to both the present and the future: a city that learns from its diversity and turns it into a driving force for democratic transformation.

**A diverse and multicultural city can only guarantee freedom and equal rights if it is also an anti-racist city.** Being anti-racist means defending the dignity of all people, without exception, and recognising that racism is not only an individual attitude, but rather a complex reality with historical and institutional dimensions that can generate inequalities and violate fundamental rights. It means taking collective responsibility to transform these structures, re-examine practices and policies, and ensure that public policy does not perpetuate discrimination.

**For Barcelona, being an anti-racist city is not a slogan,** but rather a political and civic commitment. It requires commitment, resources, shared responsibility and a cultural shift that places equality at the heart of all decision-making processes. It means continuously reviewing and improving institutions,, listening to communities, taking action in the face of injustice, and building narratives that promote recognition, coexistence, equal rights and opportunities, and multicultural dialogue.

# PLA ANTIRACISTA 2026-36

**Barcelona embraces the values of freedom, equality and social justice**, and reaffirms its commitment to human rights, the multicultural model, and reparations for inequalities stemming from colonial, economic, social and cultural legacies. Being anti-racist also means recognising the voices and leadership of racialised people as central to this transformation, and making their knowledge a key element in moving towards a more just city.

**The fight against racism must adopt an intersectional approach that acknowledges that racism does not affect all people in the same way**, but interacts with other forms of inequality and discrimination, such as those linked to gender, social class, immigration status, disability, age, sexual orientation, gender identity or religion. Racialised people's experiences of discrimination and exclusion are not uniform and can be further compounded when racism intersects with gender inequalities and patriarchal structures. **This intersection has a decisive impact** in areas such as access to the municipal register of residents, housing and the labour market, as well as education, health, and social and institutional recognition.

Recognising this complexity also means acknowledging that racism takes many forms and affects different communities in specific ways. Barcelona experiences **forms of racism such as Romaphobia, Islamophobia, antisemitism, Afrophobia, Sinophobia and aporophobia**, all of which are rooted in inequality and exclusion, but which manifest in different ways depending on the prejudices, stereotypes and barriers faced by each community.

**The Barcelona Anti-Racism Plan is the first cross-cutting, ten-year municipal plan designed to make this commitment tangible.** It represents a clear commitment by the administration of Mayor Jaume Collboni to place the fight against racism at the heart of city government initiatives and make it a city-wide priority.

“ A diverse and multicultural city can only guarantee freedom and equal rights if it is also an anti-racist city. ”

It is the result of active listening, participation and joint work between public institutions, organisations, anti-racist groups and city residents, as well as discussions with all areas of the City Council to identify what is already being done, what is not yet being addressed, and what needs to be improved. This shared work shows that the fight against racism must involve City Council as a whole, and that only a cross-cutting and co-responsible approach can transform the institutional and social dynamics that perpetuate inequalities.

**The plan is an ambitious, cross-cutting and transformative tool** that sets out concrete, measurable objectives, coordinated initiatives and monitoring mechanisms to ensure that the fight against racism becomes a structural and permanent public policy, present across all areas of government.

With a ten-year horizon (2026–2036), **the plan aims to decisively address the main challenges of racism in the city**, from institutional discrimination to the social, economic and symbolic inequalities affecting negatively racialised persons.

**The approach is structured around three complementary dimensions:**

- **The internal perspective**, which reviews the practices, processes and organisational culture of the city government itself.
- **The external perspective**, which defines initiatives and policies to promote a fair, inclusive and cohesive city.
- **The international perspective**, which strengthens Barcelona's role as a global leader in the fight against racism and in the defence of human rights.

With this plan, **Barcelona is reaffirming its commitment to being a European leader in building fair and diverse cities** that centre human dignity and move towards coexistence based on equal rights and opportunities for all.

Barcelona says no to institutional racism, social racism, hate speech and any form of discrimination based on origin, skin colour, language, culture or religion. It says yes to a city where everyone can live, work and express themselves freely and with respect, without fear or prejudice. It says yes to a city where diversity is a source of community, where differences enrich society rather than creating divisions, and where equality is the foundation of freedom.

**Barcelona is committed to remaining, a city of rights, democracy and social cohesion**, a city that recognises and values differences as a transformative force, and that embraces the multicultural model as the basis for a diverse, participatory and supportive city community. Being an anti-racist city is, ultimately, a commitment to Barcelona's democratic future: a city that learns from its diversity, celebrates it, and works every day to ensure that all people can live with equal rights, freedom and dignity.

This work is not the responsibility of a single sector or community: it is a shared task involving all of society —public institutions, civil society organisations, schools, the media, the business sector, and everyone who is part of Barcelona. **Together, let's commit to being an anti-racist city:** a city that does not look the other way in the face of injustice, that is empathetic to differences, and that works every day to build a form of coexistence rooted in equality, dignity and hope.

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# 1 Racism in Barcelona: realities and responses

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## Manifestations of racism in the city: impact and social risks

### Institutional, structural and social racism

Barcelona, like many major cities around the world, is a melting pot of cultures and origins, defined by its rich ethnic, social and national diversity. However, despite this apparent coexistence, different forms of racism run through all levels of society.

Shaped by historical processes of colonisation, though not exclusively, **all human beings have been racialised in ways that place us in a social hierarchy that undermines the equal dignity of people.** As a general rule, white people have been positively racialised, placing them at the top of this hierarchy. In contrast, people who do not fit this category have been negatively racialised and, depending on their ethnic origin, skin colour or national background, positioned lower within this hierarchy.



These dynamics are also part of Barcelona's history. The city participated in one of the clearest expressions of racial hierarchy in history: the transatlantic slave trade, from which Catalan elites benefited. Barcelona also witnessed episodes of persecution and violence, such as the 1391 pogrom, an attack on the Jewish quarter that resulted in the indiscriminate killing of more than 300 people who refused to convert to Christianity. Other examples include the 1609 decree expelling the Moriscos from Spain, which also affected Catalonia and forced thousands of people to leave the territory, and the attempt to exterminate the Roma people across Spain, known as the Great Round-up, which led to entire families being imprisoned for years.

This entire process of racialisation has been carried through to the present day in very different ways, maintaining, directly or indirectly, openly or in more subtle forms, this hierarchy of value and inequality between human beings. In many cases, it manifests through three key dimensions of racism: structural, institutional and social.

**Structural racism** refers to inequalities that are deeply embedded in social and economic structures, and the ways in which social, political and economic systems perpetuate racial inequality. This form of racism is not always immediately obvious, but its effects can be seen in public policies, education systems, access to resources and employment opportunities. Negatively racialised persons generally face barriers that make it harder for them to be fully recognised as members of society and to enjoy equal access to rights. This form of racism reflects how long-standing social structures continue to perpetuate and reinforce the marginalisation of certain groups.

**Institutional racism** refers to practices and policies within public institutions that, directly or indirectly, have an unequal impact on negatively racialised persons. In other words, it is the manifestation of structural racism within public institutions and systems of governance. It is not necessarily apparent through explicit acts of discrimination, but rather in how laws, regulations, byelaws or services are designed or implemented without taking into account the needs and realities of all the groups that make up and live in Barcelona. This means that institutions that are meant to guarantee equal treatment and equal opportunities may end up perpetuating inequalities that primarily affect minorities.

**Social racism** is perhaps the most visible in everyday life. It relates to attitudes, prejudices and stereotypes that shape day-to-day interactions. Negatively racialised persons are often subject to discrimination, not only through derogatory comments or hostile attitudes, but also through social exclusion and isolation in certain public or private spaces. This form of racism is fuelled by widespread negative portrayals of specific groups, based on historical or cultural prejudices that dehumanise them or reduce them to stereotypes.

These three forms of racism —structural, institutional and social— **are interconnected and affect the quality of life of people** who experience racial discrimination in their daily lives. Although Barcelona is a city that prides itself on its diversity and inclusive image, the tensions caused by racism and inequality remain an ongoing challenge. Racism is not only a matter of individual attitudes, but a phenomenon deeply embedded in the functioning of society itself. As such, it is essential to continue working towards greater equity and justice in all areas, so that all city residents can enjoy the same opportunities, regardless of their national or cultural origin, ethnicity or skin colour.

Within the framework of this plan, we seek to name all forms of racism and all the people and communities affected by it. Racism is not monolithic: it manifests in specific ways depending on the stereotypes, prejudices and discrimination directed at particular groups. Recognising these concrete forms of racism is essential in order to make them visible, combat them and ensure that no situations remain overlooked. **Examples include the following:**

<b>Racism</b>	The belief that a person or group of people can be regarded as inferior or superior on the basis of race, colour, language, religion, nationality, or national or ethnic origin. It manifests as prejudices, discrimination and structural inequalities that limit access to rights and opportunities.
<b>Romaphobia</b>	A specific form of racism against the Roma community and against individuals labelled as Roma by the majority society due to their appearance or way of life. It is based on historical discrimination and manifests as stereotypes, exclusion, hate speech, violence and institutional racism.
<b>Islamophobia</b>	A set of discriminatory practices and narratives that construct Muslim people as a homogeneous, negative and foreign group. Islamophobia manifests as prejudice, exclusion, hate speech and discrimination against Muslim people or those perceived as such.
<b>Antisemitism</b>	Fear, hatred, resentment, suspicion, prejudice or discrimination against Jewish people or those who practise Judaism. It manifests as stereotypes, conspiracy theories, exclusion, Holocaust denial or trivialisation, and other forms of discrimination.
<b>Afrophobia</b>	Any act of violence or discrimination against people of African descent, fuelled by historical stereotypes and injustices. It manifests as prejudice, erasure, exclusion, and structural and institutional racism across different areas of social life.
<b>Sinophobia</b>	A set of prejudices, hostile attitudes and discriminatory practices against people of Chinese origin or those perceived as such. It manifests as distrust, ridicule, criminalisation, social exclusion and discrimination in access to rights and opportunities.
<b>Racism against people of Latin American origin</b>	A set of prejudices and discriminatory practices that particularly affect people from Latin America, often associated with stereotypes relating to class, origin, language or immigration status.
<b>Anti-Asian racism</b>	Forms of discrimination, erasure and stereotypes directed at Asian people or those perceived as such, particularly in the context of the COVID-19 pandemic.

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## **Consequences in the everyday lives of negatively racialised persons**

Racism is a complex, structural social problem that affects negatively racialised persons who live in or visit Barcelona. While not all negatively racialised persons experience the same situations or consequences, racial discrimination remains a tangible reality in many areas of everyday life, with negative effects on health, social life, economic opportunities and overall quality of life.

### **Social consequences**

In social terms, racism translates into experiences of exclusion that can vary in intensity. Not all negatively racialised persons live in segregated neighbourhoods or experience total isolation. However, discrimination is still present, even in more subtle forms, such as exclusion from social spaces, differential treatment in everyday interactions, or the erasure of identities and cultures. In some cases, negatively racialised persons may find supportive communities in certain neighbourhoods and yet still face prejudice and stigmatisation in other settings, contributing to a sense of exclusion or “not belonging”.

### **Political consequences**

In the political arena, the representation of negatively racialised persons in decision-making processes remains limited. Although there has been progress, such as the increased visibility of activists and leaders from racialised communities, challenges persist in achieving fair and effective representation within institutions. This can result in public policies that do not adequately address their needs, such as access to housing, education or employment, thereby perpetuating structural inequalities. Negatively racialised persons often also feel that their voices are not heard or taken into account in the process of designing policies that directly affect their communities.

### **Economic consequences**

In economic terms, negatively racialised persons in Barcelona, particularly recent migrants, face significant barriers in the labour market. Although not all experience unemployment or poverty, there is a clear tendency for negatively racialised persons to be concentrated in lower-skilled or more precarious jobs, with lower wages and less stability. This is partly due to discrimination in recruitment processes and the lack of recognition of qualifications or professional experience obtained in other countries. There is also a wage gap: on average, negatively racialised persons receive lower salaries than their colleagues or positively racialised persons, which contributes to the persistence of economic inequality.

### **Cultural consequences**

Culturally, racism is reflected in the difficulties negatively racialised persons face in maintaining and celebrating their traditions, languages and values without being regarded as “different”, “exotic” or “foreign”. Pressure to assimilate into the dominant cultural norms of Catalan society can be a source of personal and family conflict, particularly for young people, who often find themselves caught between two worlds: that of their family environment and that of the dominant institutional society. This cultural tension can lead to identity conflicts and self-esteem issues, although there are also spaces and movements in which negatively racialised persons find ways to make their identities visible and celebrate them without having to give them up.

## Physical and psychological consequences

Racism affects the physical and psychological health of negatively racialised persons. Constant discrimination, whether in public spaces or at work—including, in particular, care work, which is often rendered invisible and carried out under precarious conditions—causes chronic stress that can lead to anxiety disorders, depression and other issues related to emotional well-being. Verbal or physical attacks also create an environment of fear and lack of safety, which has a negative impact on quality of life. In addition, prolonged stress can have physical health consequences, increasing the risk of cardiovascular disease and other conditions linked to a weakened immune system caused by sustained stress.

**Racism in Barcelona has real consequences, but it is not a social problem that affects all negatively racialised persons in the same way.** While there has been progress towards greater inclusion and visibility, negatively racialised persons still face significant barriers in social, economic, political and cultural spheres, as well as in health. **Combating racism means recognising these inequalities and taking effective measures to ensure true participation and equity.** To achieve a more just society, public policies must focus on eliminating structural racial discrimination and promote an environment in which diversity is not only accepted, but seen as part of a broader social reality that enriches our societies.

## Inequality and discrimination in Barcelona in figures

The lack of data broken down by racialised groups both in Barcelona and across Europe makes it difficult to accurately measure the impact of racism on society. Despite this limitation, and recognising it as a challenge the city is committed to addressing in order to improve its capacity to analyse the situation, there are several sources that clearly show that racism is present in Barcelona.



The Barcelona Discrimination Observatory has identified **racism as the main cause of discrimination in all its reports** since the first edition in 2018<sup>1</sup>. Reported cases of racism have increased year on year, reaching 314 cases in 2024. In 175 of these cases, the victim was female; in 122 cases, the victim was male; and the remaining cases involved groups or individuals who did not identify within these categories. This shows a higher impact on women. **The report also highlights how racism intersects with other grounds of discrimination**, mainly gender, health and aporophobia. As regards the perpetrators of discrimination, a significant proportion of cases occur in interactions with the public administration, while the remainder are committed to an equal extent by private individuals and by private entities and companies.

This fact highlights the need for the City Council to continue reviewing and improving its practices. As such, during the first year of implementation of the plan, there will be internal monitoring and review sessions to examine practices that may constitute institutional racism across different areas of work. **These sessions will involve the relevant departments and the Anti-Racism Advisory Council, and will result in public findings and proposals for improvement.**

However, discrimination is a broader phenomenon. According to the 2024 Survey on Neighbourhood Relations and Coexistence (ECAMB), **31.69% of the population (51.8% of whom are women) experienced at least one episode of discrimination in the previous year**, yet fewer than 10% reported it to a public institution, a social organisation or the police. We therefore know that discrimination in Barcelona goes underreported. Overall, 38.4% of people who experienced discrimination identify as belonging to a non-white ethnic background. In terms of causes, most cases of discrimination were based on gender, while racism is the third most common cause in the ECAMB survey. Racism is experienced mainly by people born abroad (74.7%), but also by people born in Spain. Meanwhile, the 2024 Multiculturalism Survey shows that **30.3% of Barcelona residents reported having experienced discrimination on cultural, religious or ethnic grounds in the previous year**, with significantly higher percentages among people born outside Spain<sup>2</sup>.



<sup>1</sup> The Barcelona Discrimination Observatory does not include data from services addressing violence against women, which are assessed separately.

<sup>2</sup> 65% among people born in North Africa, 56% among people born in China, 53% among people born in Latin America, and 46% among people born in Bangladesh, Nepal, India or Pakistan.

These forms of discrimination are reported mainly in access to housing, on public transport, in the street, in shops and commercial premises, and in interactions with law enforcement. With regard to young people, the 2025 Survey on Risk Factors among Secondary School Students (FRESC) by the Barcelona Public Health Agency (ASPB) shows an increase in reported discrimination on grounds of origin compared to 2021. This discrimination affects 23% of girls (14.3% in 2021) and 25.2% of boys (17.04% in 2021). The 2025 Barcelona Youth Survey, meanwhile, shows that 18.2% of people aged 15 to 34 have experienced discrimination based on skin colour, ethnicity or country of origin —19.9% of women and 16.7% of men. Most cases take place in outdoor public spaces, workplaces and public transport. Although racism is only experienced by the foreign-born population, migration-based data also help highlight the impact of structural racism. **In this regard, the Barcelona Observatory on Migration and Refuge has compiled significant data:**

- According to data from the Municipal Register of January 2025, **35.4% of Barcelona's population was born abroad**, with significant disparities across the city's districts and age groups.
- People born abroad earn, on average, **21.7% less in wages**.
- **Foreign nationals have lower average incomes and a higher risk of poverty**. Social protection mechanisms are less effective for foreign-origin populations, reducing poverty by only 5 percentage points (from 44 to 39), compared with a reduction of 31 percentage points for the Spanish-born population (from 44.5 to 12.7).
- Households composed solely of foreign-origin residents spend **41.6% of their income on housing**, compared with 18.5% for households composed solely of Spanish-origin residents.

The City Council **will develop a specific protocol against racial discrimination in access to housing**, which will include periodic inspections of estate agencies and online property platforms, a dedicated complaints channel, free legal advice for affected individuals, and the application of penalties in cases where discrimination is proven.

**Another area that provides relevant information is education**, where despite efforts made, school segregation persists at all educational levels, with significant differences across districts. According to the 2024 Report on Educational Opportunities in Barcelona, in **municipal nursery schools**, the share of foreign national pupils varies significantly, from 9.2% in Sarrià-Sant Gervasi to 47.7% in Ciutat Vella. There are also major disparities in enrolment **rates for children aged 0 to 2**, ranging from 25.2% in Ciutat Vella to 56.7% in Sarrià-Sant Gervasi. In compulsory education, state schools across the city have a higher concentration of foreign national pupils and pupils experiencing socio-economic vulnerability, with differences of 3.8 percentage points in early childhood education, 6.6 in primary education and 6.2 in compulsory secondary education (ESO). In addition, according to the Barcelona Observatory on Migration and Refuge, pupils born abroad account for 12% of in vocational training (FP) students, while they make up 45% of those in initial vocational training programmes (PFI).

The City Council is committed to incorporating **specific objectives to address school segregation based on origin**, promoting greater diversity within educational staff teams, and reviewing municipal educational materials and content to ensure an anti-racist and multicultural perspective.



The situations seen in Barcelona are part of the wider European context, where racism is also present. **The European Union's Fundamental Rights Agency (FRA)** provides significant data through surveys of Black, Muslim and Roma populations, with samples also including Spain. This data shows that:

- **Up to 50% of Muslims surveyed and 45% of surveyed people of African descent** surveyed have experienced discrimination in the past five years in the areas of employment, housing, education and health.
- **Up to 31% of Roma people surveyed have experienced discrimination in the past year.** More than half of people of African descent surveyed believe that the last time they were stopped by the police it was the result of racial profiling (66% in the case of respondents in Spain). This figure is 49% in the case of Muslim respondents.
- **Up to 32% of people of African descent and 27% of Muslim surveyed** are employed in elementary occupations, compared with 8% of the general population. On average, 70% of Roma people surveyed are at risk of poverty. This figure rises to 94% among respondents in Spain.
- **Up to 36% of Roma respondents in Spain** have completed upper secondary education, compared with 80% of the general population.
- Up to 58% of Roma respondents in Spain aged **between 16 and 24 are not in education, employment or training**, compared with 10% of the general population.

This set of data highlights the experiences of negatively racialised persons across different areas. Although it is not yet sufficiently comprehensive to produce more precise analyses that could lead to equally targeted initiatives, it does **confirm the persistence of structural inequalities that lead to discrimination**, exclusion and restrictions in relation to exercising, accessing and enforcing human rights. Therefore, it provides sufficient justification for, firstly, seeking better quality data and, secondly, acknowledging that the existence of racism in our society cannot be denied.

## Barcelona in the global context: international commitments and leadership

**Racism is not an isolated phenomenon;** it has created hierarchies in relations between people, groups and geographic areas on a global scale through processes of colonisation and racialisation. In this sense, the international sphere is also a space for the fight against racism, for shared commitments and for necessary transformation.

The 21st century began with an major milestone for equality and the fight against racism: the Durban Declaration and Programme of Action, the United Nations plan to combat racism, racial discrimination and related forms of exclusion and hatred worldwide. **This international commitment has been a major driving force for transformative measures across the world.** The General Assembly has since renewed the International Decade for People of African Descent 2025-2034, with the theme "Recognition, justice and development ". This plan is therefore also framed within this decade of international action for people of African descent and against racism.

Meanwhile, in 2020 the **European Commission adopted the first EU Anti-Racism Action Plan 2020-2025**, which explicitly recognised the structural and systemic nature of racism, provided a shared framework for action at European level and appointed the first EU Anti-Racism Coordinator. In 2026, the **EU Anti-Racism Strategy 2026-2030** was adopted, providing a comprehensive framework to address all forms of racism, including interpersonal and structural racism, racial discrimination, violence and hate crimes. **This plan is aligned with the objectives and actions set out in the European strategy.**

In recent decades, Barcelona has played an active role in the field of human rights-based local governance, an area in which commitments and initiatives to promote equal rights and non-discrimination have also been developed, such as the adoption of the **European Charter for the Safeguarding of Human Rights in the City and the Charter-Agenda for Human Rights in the City**. Cities specifically have also mobilised against racism. Since 2004, they have been organised within the European Coalition of Cities Against Racism (ECCAR), a United Nations Educational, Scientific and Cultural Organization (UNESCO) initiative. ECCAR is a collaborative network that provides practical tools for developing public policy, shares best practices, and has become an important actor in European anti-racism through its ten-point action plan, which member cities commit to implementing. Since 2019, **Barcelona has held one of the Coalition chairs**, with a leadership position that will help broaden the scope of this plan and strengthen its impact at both European and international level.

Finally, Barcelona demonstrated its commitment and ambition for international leadership against racism by hosting the **4th Global Forum Against Racism and Discrimination in 2024**. One of the key outcomes of this forum was the creation of a new **Global Alliance Against Racism and Discrimination** at the international level.

“ This plan is therefore also framed within this decade of international action for people of African descent and against racism. ”

# From regulation to action: the legal and policy framework

## International, national and local frameworks

At international level, the main legal instruments addressing racism include the **International Convention on the Elimination of All Forms of Racial Discrimination (CERD)**, adopted by the United Nations in 1965, which obliges States Parties to adopt measures to eliminate racial discrimination in all areas, including employment, education and public life. Other fundamental documents include the **Universal Declaration of Human Rights (1948)** and the **International Covenant on Civil and Political Rights (1966)**, which establish core principles of non-discrimination and guarantee that all individuals, regardless of racial origin, enjoy equal rights and legal protection. These treaties are binding on signatory countries, including Spain, and their provisions must therefore also be respected and implemented in Barcelona.

**Within the framework of the European Union, Article 19 of the Treaty on the Functioning of the European Union (TFEU)** provides the legal basis for legislation against racial discrimination, while **Directive 2000/43/EC** enshrines equal treatment between persons irrespective of racial or ethnic origin in access to education, employment, services and other rights. In addition, Article 21 of the **Charter of Fundamental Rights of the European Union** reinforces the prohibition of racial discrimination, guaranteeing that all EU citizens enjoy equal rights regardless of their race or ethnic origin. These regulations are binding on all EU Member States, including Spain, and are therefore also applicable in Barcelona.

Within the Council of Europe framework, **the European Convention on Human Rights (ECHR)** and its Protocol No. 12 are key instruments that expand protection against racial discrimination, ensuring that all persons enjoy equality before the law. In addition, the **Framework Convention for the Protection of National Minorities (1995)** protects the rights of ethnic minorities, promoting equality and non-discrimination within Member States. All these instruments are also binding on Spain and are therefore in force and applicable in Barcelona in the fight against racism and racial discrimination.

In Spain, several laws passed by the Spanish Parliament aim to combat racism and promote equal treatment and non-discrimination. One of the main ones is Framework **Act 3/2007** of 22 March on the effective equality of women and men, which, although focused on gender equality, also includes measures addressing multiple discrimination, including racial discrimination, when different forms of vulnerability intersect (Article 56). In addition, **Act 62/2003** on fiscal, administrative and social measures introduced certain protections against racial discrimination in various areas, particularly employment and public administration, ensuring equal treatment. **Act 15/2022** of 12 July on equal treatment and non-discrimination is particularly significant in this context, as it strengthens legal protection against racial discrimination and establishes specific mechanisms to identify and address discriminatory practices in areas such as education, housing, employment and public services (Articles 1 and 4).

The current legal framework in Catalonia includes several comprehensive laws for addressing racial discrimination and promoting equal treatment across different social areas. **Articles 40.8 and 45.1 of the Statute of Autonomy of Catalonia** establish that public authorities must promote equality for all persons without distinction on grounds of race, religion, origin or sexual orientation. They

also emphasise the need to eradicate racism, xenophobia and other forms of discrimination. Similarly, **Act 19/2020** on equal treatment and non-discrimination explicitly defines racism as a prohibited form of discrimination and introduces Romaphobia and xenophobia as specific forms of racism. It also regulates education and awareness-raising measures to ensure equality in access to services, education and the media.

In the field of education, **Act 12/2009 on education** and other regulations such as Act 20/2009 on early childhood education promote non-discrimination and the inclusion of diversity in schools. This legislation aims to ensure that educational settings respect racial, gender and cultural identities, fostering an environment of equal opportunity. In addition, **Act 17/2015** on effective equality between women and men addresses multiple and intersectional discrimination, paying particular attention to inequalities that arise when factors such as race, gender or social origin intersect.

Other laws, such as **Act 10/2019** on ports and transport and **Act 4/2016** on the protection of the right to housing, guarantee fundamental rights without discrimination on grounds of race or origin, reflecting the commitment to addressing segregation in areas such as housing and public services. Act 5/2008 on women's rights and gender violence also recognises the importance of taking multiple forms of discrimination into account when addressing gender-based violence, including those related to ethnic origin or social status, highlighting intersectionality as a key factor in improving protection for victims.

Finally, **Act 21/2003** on the promotion of peace and **Act 19/2009** on access to public areas for people accompanied by assistance dogs, among other regulations, aim to promote a social environment free from discrimination and exclusion. This legislation includes measures to prevent discrimination in the media and in social and business activities. In addition, legislation such as **Act 10/2010** on the reception of immigrants promote equal opportunities for foreign-born persons, while **Act 18/2007** on housing and **Act 26/2010** on the legal system of public institutions include guarantees against discrimination on grounds of race or origin in areas such as housing and access to public services, thereby reinforcing Catalonia's commitment to inclusion and equality.



As of December 2025, Barcelona City Council has **47 byelaws, 65 regulations and 3 core legal instruments in force**, governing a wide range of aspects of public and administrative life in the city. These legal instruments can be grouped into five categories according to how they address racism and discrimination.

The first group includes regulations that address racism directly or indirectly, either explicitly or through provisions that mean they can be interpreted as anti-racist measures. One example is the **Barcelona Municipal Charter**, with Articles 38.1, 85.4 and 129(e) referring to equality and non-discrimination, implicitly including racism. Another relevant instrument is the Public Participation Regulation, where several articles (such as 1.2 and 36.2) establish mechanisms to ensure the participation of all city residents, without discrimination. **Barcelona City Council's Code of Ethics and Conduct** also sets out principles of non-discrimination that, in their application, may include the eradication of racism.

The second group includes regulations that address non-discrimination in general terms, without explicitly referring to racism. For example, Article 51.2 and Article 107.1 of the Municipal Charter promote equal treatment without explicitly mentioning racism, but they do establish a legal framework for addressing it. Another example is Article 6.2. of the **Regulations for the Operation of the Central Fruit and Vegetable Market**, which sets out market operation conditions that can help prevent discrimination.

The third group includes regulations that do not directly address racism or discrimination, but where it could be useful to incorporate references to ensure greater inclusion. One example is the **Byelaw on Pedestrian and Vehicle Traffic**, where specific provisions on equal rights for all city residents, regardless of origin or race, could be introduced. Although these regulations do not specifically address racism, they provide an opportunity to incorporate it into their design and implementation.

The review of regulations found no explicit provisions that could give rise to racism. This indicates that, at least in theory, the regulations of the Barcelona City Council's current legislative framework do not allow for racial discrimination.

Finally, a significant number of regulations and byelaws do not include any reference to racism or discrimination, either explicitly or implicitly. These include, for example, the **Regulation of the Register of Applicants for Housing and the Byelaw on Food Retail Establishments and Premises**. While these instruments remain neutral with regard to racial discrimination, their provisions could be strengthened to incorporate an explicit approach to racial equality.

Although Barcelona City Council has made efforts to incorporate non-discrimination into its legislative framework, there are still areas where a more explicit inclusion of racism in municipal regulations should be considered. The presence of provisions that address equality indirectly is an important step, but a more thorough review is needed to ensure that all persons, regardless of their race or origin, have equal rights and opportunities in the city.



### **The evolution of anti-racism policy in Barcelona**

Barcelona City Council has a long-standing track record of promoting rights, fostering multicultural inclusion and addressing certain forms of racism. The 1990s saw the introduction of a number of pioneering initiatives that have shaped the development of the city's public policy. In 1989, the **Support Service for Immigrants, Emigrants and Refugees (SAIER)** was established as a key service for working with migrants and refugees; in 1997, the Municipal Immigration Council was created; and in 1998, the **Municipal Council of the Roma People** was established. These are spaces for public participation led by organisations made up of people from diverse backgrounds carrying out advocacy work, including manifestos and statements, studies and publications, and events that often address racism while highlighting the city's cultural diversity. One of the key initiatives in tackling discrimination was the creation of the **Office for Non-Discrimination** in 1998 as an institutional body making it easier to report such cases and providing institutional support to victims.

The **2010 Barcelona Multiculturalism Plan** and its accompanying analysis were instrumental in defining a city model based on truly equal rights, recognition of cultural diversity and the promotion of multicultural dialogue. This plan developed strategies to build a more respectful, cohesive city better aligned with the lived realities of its residents. Subsequently, the new **Barcelona Multiculturalism Plan (2021-2030)** expanded this vision, setting out clear objectives and measures to move towards an even more inclusive city. In addition, the **Moving Towards Multiculturalism government measure** established governance mechanisms that promote collaboration between institutions and cultural communities to foster inclusive and balanced coexistence.

“ Barcelona City Council has a long-standing track record of promoting rights, fostering multicultural inclusion and addressing certain forms of racism. ”

At the same time, the city has worked to mainstream the application of a human rights-based approach. A notable example is the government measure **“Barcelona, City of Rights”**, which aimed to guarantee the fundamental rights of all residents, regardless of their origin or legal status. In parallel, more targeted policies were implemented, such as the **Plan to Combat Islamophobia**, which addressed religious discrimination, and the **Training Plan on Human Rights and Multiculturalism**, designed to raise awareness among both the public and civil servants about the importance of equality and diversity.

In addition, measures were implemented to prevent people from falling into irregular administrative status, aiming to avoid penalising individuals for administrative reasons and to support their social and labour market inclusion. With regard to support for refugees, the programme **“Barcelona, Refuge City”** facilitated the welcome and inclusion of asylum seekers, while the Reception Plan ensured support for migrants and their integration into society.

Meanwhile, the government measure **“On ensuring equal treatment for religious organisations in carrying out occasional activities in public spaces”** sought to ensure that all religious communities could carry out their activities in public under equal conditions, and the Right to Housing Plan 2016-2025 was focused on ensuring access to adequate housing for all, regardless of legal status or economic situation.

Barcelona has also developed various participation and awareness-raising strategies on equality and diversity, such as the **Schools for Equality and Diversity Programme**, which promoted inclusion within the education system. In relation to the Roma community, the **Local Strategy with the Roma People (2015)** was implemented, focusing on improving the social inclusion of this community. Currently, the **Local Plan with the Roma Community Government Measure (2026-2030)** establishes Romaphobia as a cross-cutting issue affecting all areas and actions of the Plan.

The **Barcelona Plan for Gender Justice** is defined as the City Council’s key instrument for tackling gender inequalities and moving towards a more equitable city. Its mission is to drive a structural transformation of municipal public policies so that they systematically incorporate a gender perspective.



In this sense, the Plan for Gender Justice is aligned with the new Anti-Racism Plan, as it recognises the diversity of women in terms of sexuality, culture, religion, disability status and nationality, and highlights that gender inequalities cannot be addressed in isolation from origin, culture, social class, religion or other factors of inequality. Accordingly, the plan incorporates an intersectional and multicultural perspective and explicitly identifies the need to include a gender perspective within multicultural and civic policies, as well as to address specific forms of discrimination affecting negatively racialised women focusing on the case of Roma women.

A particularly relevant initiative, and a direct precursor to this plan, was the **“For an Anti-Racist Barcelona 2022-2025”** measure, approved as part of the city’s government strategy and developed in coordination with other previously mentioned plans and measures aimed at ensuring non-discrimination. The main objective of the **“For an Anti-Racist Barcelona 2022-2025”** measure was to eradicate structural racism and promote equal rights and opportunities for all persons, regardless of ethnic or racial origin. Its key elements include the creation of awareness-raising spaces, the strengthening of public policies against racial discrimination, and the promotion of a collaborative network involving public institutions, civil society organisations and affected communities. It also provides for the implementation of educational programmes across various sectors, such as education, culture and employment, with the aim of fostering a more inclusive city that respects diversity.

Within a broader framework of action, the **“Human Rights and Non-Discrimination 2025-2027”** measure, approved in December 2025, addresses growing importance of human rights protection and is considered key to maintaining social cohesion, democratic trust and Barcelona’s international reputation. This initiative integrates the **Barcelona Citywide Agreement for Human Rights, the new Charter of Rights and Duties, the Byelaw on Equal Treatment and Non-Discrimination, and this Anti-Racism Plan** into a single framework. Its aim is to establish an institutional architecture capable of coordinating, evaluating and improving public human rights policies on an ongoing basis. The measure seeks to create a city that protects, promotes and remedies any violation of human dignity, reaffirming Barcelona’s commitment to freedom, diversity and equality as cornerstones of democracy. It aspires to contribute to a European city model that centres human rights in policy-making and recognises that only a just city can truly be a city of the future.

More recently, the Local Plan with the **Roma Community Government Measure 2026-2030** has also been approved, reinforcing the city government’s commitment to combating Romaphobia and promoting the rights of the Roma community. This measure establishes Romaphobia as a cross-cutting issue affecting all municipal work and includes specific measures in areas such as education, employment, housing, culture, participation and memory. It also strengthens the role of the Municipal Council of the Roma People and recognises the need to combat stereotypes and historical discrimination affecting Roma communities, in line with the objectives of this Anti-Racism Plan.

In addition, Barcelona benefits from a strong and engaged civil society sector committed to defending human rights and improving the living conditions of its residents. Barcelona’s civil society drives change by furthering social progress and working every day to help build a city for everyone. Barcelona can only truly be an anti-racist city with the support of its organisations, social movements and associations, which are the driving force of the city.

# AREA 1.

## INSTITUTIONAL TRANSFORMATION

**The Institutional Transformation area** of action is based on the recognition of the central role of all public institutions in developing policies aimed at addressing inequalities and discrimination arising from racism. In this regard, and within the scope of its powers, it positions the City Council as a key actor in building fair, coherent policies free from racial discrimination. This area of action seeks to mainstream the anti-racist approach across city government work, recognising that racism is not limited to individual attitudes, but can also be expressed through regulations, procedures, administrative decisions and public management models, as institutional racism reflects structural racism within governing bodies and public institutions.

Therefore, the measures included in this area of action include mandatory anti-racism training for municipal staff tailored to their respective roles and responsibilities; the incorporation of anti-racist criteria into public procurement and the awarding of grants, in order to complement institutional action through civil society; and an anti-racist perspective in urban and spatial planning. This area of action also aims to ensure consistency between what institutions say and what they do on a daily basis, strengthening non-discriminatory governance based on human rights, equity and accountability. In doing so, it contributes to building public trust and to preventing and addressing institutional racism across all areas of city government work.

It incorporates a gender perspective as a key element of institutional transformation, particularly in areas where the City Council already has well-established policies, such as public procurement, budgeting, staff training and planning processes.

The Anti-Racism Plan is designed to complement existing gender equality policies by fostering synergies between both approaches and reinforcing an intersectional perspective that makes it possible to identify and remedy structural discrimination within the administration's operations.

The effective implementation of this area of action will help consolidate institutional practices free from racial discrimination, strengthening public commitments against racism and translating them into tangible results. It will also contribute to enhancing the credibility and effectiveness of municipal policies in moving towards a more just and inclusive anti-racist Barcelona.



## **Measure 1: Mainstream the anti-racist approach as a cross-cutting principle in city government work**

### **1.1.1 Inclusion of an anti-racist perspective in the development of municipal plans**

A designated lead will be appointed for each plan, whether existing or newly created, to ensure coordination, harmonise criteria and oversee implementation, fostering coherence and complementarity across initiatives.

### **1.1.2 Promoting diversity in the municipal civil service**

Recruitment processes for public-sector positions will be reviewed in order to identify barriers to access for persons from diverse backgrounds and negatively racialised persons. Barcelona City Council will maintain language requirements in recruitment processes for joining the Guàrdia Urbana city police and Barcelona Fire Service, prioritising English as well as other languages spoken by the largest communities in the city, reaffirming its commitment to building accessible, democratic public safety services aligned with Barcelona's evolving social composition. Additional measures to facilitate equal access will also be proposed, building on the work of the Diversity Promotion Service.

### **1.1.3 Cross-cutting anti-racism working group**

A Municipal Intersectionality and Anti-Racism Working Group will be established, composed of representatives from all departments working in these areas. Its aim will be to share projects and initiatives across departments, establish a common framework and improve coordination. The Anti-Racism Advisory Council, the Barcelona Municipal Immigration Council (CMIB) and the Municipal Council of Roma People (CMPG) will also be included.

### **1.1.4 New feminist policy plan with an anti-racist perspective**

Public policies, initiatives and services related to equality will ensure that discrimination on the grounds of ethnic, cultural or religious origin is recognised and addressed from an intersectional perspective.

### **1.1.5 Strengthening the intersectional and anti-racist perspective at “purple points”**

The intersectional and anti-racist approach at “purple points” will be reinforced using the Barcelona City Council “Easy Guide to Purple Points” as a referenced document, incorporating criteria that help prevent the perpetuation of institutional bias and violence.

In this framework, the recommendations of the guide “The street is ours, and so are festivals” will also be shared as a complementary tool to further develop a feminist, intersectional and anti-racist approach to addressing gender-based and LGBTI-phobic violence.

### **1.1.6 Inclusion of the anti-racist approach in participatory budgeting**

Barcelona City Council will review participatory budgeting processes to incorporate a multicultural and anti-racist perspective. This initiative will include a prior assessment of the participation of racialised persons, the inclusion of diversity and equity criteria in project selection, and the creation of multilingual information materials to improve accessibility. Collaboration with community-based organisations and sectoral councils will also be promoted to broaden outreach and strengthen the impact of participatory processes.

### **1.1.7 Inclusion of an anti-racist focus in the Youth Plan**

Barcelona City Council will mainstream the anti-racist perspective within the Youth Plan, reviewing its strategies and programmes. This review will include the creation of indicators to measure the impact of racism on access to opportunities (education, employment, housing, leisure and participation) and the definition of specific initiatives to address it.

### **1.1.8 Inclusion of an anti-racist perspective in youth spaces managed by the City Council**

All activities and services offered in youth spaces will be reviewed to incorporate an anti-racist approach, alongside other non-discrimination approaches already included in Barcelona’s Adolescence and Youth Plan.

### **1.1.9 Review of public housing access procedures from an anti-racist perspective**

Public housing access procedures will be reviewed to identify any elements that may be discriminatory or racist, with a view to proposing amendments where appropriate, in line with the applicable legal framework.

## **Measure 2: Prevent institutional racism**

### **1.2.1 Identification of regulations that increase the vulnerability of migrants and asylum seekers**

The Department of Immigration and Refugees will continue to identify regulations that increase the vulnerability of users of its services, in order to ask the relevant authorities to amend them.

## **1.2.2 Updating municipal regulations on cemeteries and funeral services**

Municipal regulations on cemeteries and funeral services will be reviewed and updated, with the aim of adapting them to the city's cultural and religious diversity. The new regulations will establish criteria ensuring equal treatment, respect for diverse funeral practices, and cooperation in the management of municipal spaces. To this end, religious communities and experts will take part in the review process in order to ensure an inclusive, participatory update that is aligned with the city's social circumstances and the broader regulatory framework.

## **1.2.3 Inclusion of a human rights-based and non-discrimination approach in internal ethics sessions**

There will be a pilot project involving expert staff from the Office for Non-Discrimination (OND) and the Guàrdia Urbana city police's Ethics and Internal Affairs Unit (UDAI), with the aim of incorporating content related to human rights, racism and non-discrimination. The inclusion of first-hand accounts from victims of discrimination will also be considered, in order to enrich training through lived experiences.

## **1.2.4 Methodology to assess the implementation of of the guarantee that police identifications and actions are carried out in accordance with the principles of equal treatment and non-discrimination**

An internal evaluation method will be designed to monitor police operations from the perspective of equal treatment and non-discrimination.

## **1.2.5 Updating the Guàrdia Urbana city police code of practice (2018) in line with Catalonia's Act 19/2020 on equal treatment and non-discrimination**

The Barcelona Guàrdia Urbana city police code of practice (2018) will be reviewed and updated to incorporate the obligations established by Catalonia's Act 19/2020 on equal treatment and non-discrimination, ensuring effective implementation and compliance.

## **1.2.6 Amendment to Operational Procedure No. 20/18 on rules of conduct for the detection, prevention and operational management of discriminatory behaviour**

Barcelona City Council will amend Operational Procedure No. 20/18 to incorporate operational references aimed at preventing practices that are not aligned with these principles, in line with the recommendations of the United Nations, the Council of Europe and the OSCE. This update will establish clear definitions, examples of good and bad practices, and recording and oversight protocols to prevent actions based on racial, origin-based or appearance-based criteria.

## **1.2.7 Permanent Anti-Racism Coordination Board (TPCA)**

Barcelona City Council will create an independent mechanism for the oversight and monitoring of police cases involving possible rights violations or discriminatory practices. This body will include representatives from the Department of Human Rights, the Office for Non-Discrimination, the Prosecutor's Office for Hate Crimes, independent experts and civil society organisations, and will be empow-

ered to issue public recommendations and produce annual reports. The mechanism will act as an external oversight and transparency instrument.

### **1.2.8 Coordination with the Transparency Office to create a mechanism for reporting and reviewing cases of institutional racism**

A reporting and review mechanism for possible cases of institutional racism will be established through the expansion of the responsibilities of the Transparency Office. The mechanism must ensure confidentiality, accessibility and protection for complainants, as well as the capacity to analyse cases, issue recommendations, monitor implemented measures and produce periodic reports on discriminatory patterns and practices within the city government.

## **Measure 3: Make anti-racism training mandatory for municipal staff**

### **1.3.1 Mandatory training on equality, non-discrimination and anti-racism for all municipal staff**

Structural and foundational training programmes within Barcelona City Council will be reviewed and updated to include mandatory content on equality, non-discrimination and anti-racism, adapted to the specific responsibilities of each municipal service and department.

This training will be cross-cutting, will incorporate an intersectional perspective, and will equip staff with tools to identify, prevent and address cases of racial discrimination within institutional settings.

Mandatory anti-racism training will be a prerequisite for holding senior and managerial positions.



### **1.3.2 Specialised anti-racism training for the Guàrdia Urbana city police**

There will be a specific and mandatory training programme for the Guàrdia Urbana city police, both during the initial phase of police training and through ongoing professional development. This programme will include content on human rights and cultural diversity.

### **1.3.3 Sector-specific anti-racism training for public-facing services**

Specialised practical training will be provided for public-facing staff—including TMB, welcome services, social services, emergency services and other community-based services—with the aim of ensuring respectful, inclusive services free from racial discrimination.

For services managed by other institutions or providers, such as healthcare services, the City Council will support forums for collaboration and coordination with the relevant authorities in order to promote the incorporation of this perspective into their training programmes, in line with their respective powers.

The training will include tools to identify and manage cases of racism and understand rights protection mechanisms and service-specific anti-discrimination protocols.

## **Measure 4: Promote an anti-racist perspective in urban and spatial planning**

### **1.4.1 Study on the impact of racism on the design and use of public spaces**

Experts in urban planning and anti-racism will conduct a study to analyse whether there are links or impacts between racism and the design, use and maintenance of public spaces in Barcelona, as this is an issue that has not been examined before.

The study will also integrate a universal accessibility perspective, considering how racism may intersect with other factors of inequality, such as disability, gender or origin and lead to physical, sensory, cognitive or symbolic barriers in accessing and using public space.

### **1.4.2 Projects to address gentrification and housing racism**

Barcelona City Council will implement mechanisms to detect, report and penalise practices of housing discrimination, including discriminatory refusal to rent or sell properties, exclusionary advertisements and other forms of discrimination in access to housing. Coordination between the Office for Non-Discrimination, the Housing Department and municipal legal services will also be strengthened in order to pursue penalties where appropriate.

### **1.4.3 Agreement with landlords' and property owners' associations to coordinate efforts against racist clauses and advertisements in access to housing**

Forums for ongoing dialogue with landlords' and property owners' associations will be established in order to coordinate efforts against racist clauses and discriminatory advertisements affecting access to housing in Barcelona.

## **Measure 5: Ensuring consistency between institutions' words and actions**

### **1.5.1 Standardisation of anti-racism clauses in procurement**

Work will continue on the incorporation of procurement clauses with a multicultural and anti-racist perspective, applicable across all municipal services. An increased number of tender specifications will include these clauses, and with monitoring and evaluation mechanisms will be implemented to ensure compliance by contracted companies and organisations.

### **1.5.2 Anti-racism training for companies and organisations**

Barcelona City Council will ensure that all companies and organisations providing services to the City Council have access to the necessary training on anti-racism and non-discrimination.

### **1.5.3 Internal communication campaigns for municipal staff**

Internal communication campaigns will be carried out for all municipal staff, with clear messages on the importance of anti-racism and diversity. These campaigns will highlight protocols, training, resources and inspiring stories to strengthen commitment and engagement across the whole institution.

### **1.5.4 Review of grant programmes to strengthen their anti-racist content**

There will be regular meetings between district technical staff and local organisations to share initiatives, needs and best practices. The role of districts within the Cooperation Council will also be strengthened.

### **1.5.5 Review and evaluation of existing gender-related projects to ensure the inclusion of an anti-racist approach**

Ongoing gender equality projects will be reviewed and evaluated to incorporate an anti-racist perspective. The evaluation will include analysis of content, methodologies and outcomes, and will establish recommendations to ensure the inclusion and representation of women and racialised communities.

### **1.5.6 Promoting diversity in cultural programming teams**

The recruitment and participation of people from diverse national, cultural, ethnic or social backgrounds in cultural programming teams will be promoted, based on the technical needs of the service.

### **1.5.7 Creation of the Barcelona Anti-Racism Observatory**

An Anti-Racism Observatory will be created as an independent space for knowledge, monitoring and advocacy. It will be responsible for analysing the implementation of the Anti-Racism Plan 2025-2035; producing studies and indicators on different forms of racism in the city; reviewing the impact of public policies; and contributing to the identification and dismantling of racist structures and narratives within society and public institutions.

The Observatory will coordinate with the Municipal Data Office in relation to indicators and research.

Aquest observatori es coordinarà amb l'Oficina municipal de dades pel que fa als indicadors i als estudis.

### **11.5.8 Development of internal anti-racist review plans across all municipal departments**

All municipal departments must develop, within two years, their own internal review plan aimed at identifying and remedying potential discriminatory practices in their services, procedures and operational approaches. These plans must include a specific analysis for each department, objectives, initiatives, monitoring indicators and periodic review mechanisms to ensure the effective integration of an anti-racist perspective in all city government work.



# AREA 2.

## DATA AND KNOWLEDGE

**The Data, Knowledge and Evaluation area** of action is based on the need to have high-quality, systematic and accessible information to understand the scale, forms and impact of racism and discrimination in Barcelona. This analysis will be intersectional and will reflect the impact of multiple factors of discrimination, such as sexism, ageism and ableism. This area recognises that anti-racist work requires evidence-based public policies capable of identifying inequalities, guiding decision-making and continuously assessing the effectiveness of city government initiatives, while mainstreaming an anti-racist approach across analysis and evaluation processes. It also highlights the current lack of high-quality data and information on racism and the lived realities of all negatively racialised persons in Barcelona. As such, it reflects a strategic commitment to make progress in this field in order to design precise, effective interventions capable of addressing and reversing racism.

The measures in this area include the development of a municipal system of indicators on racism and discrimination, the inclusion of anti-racist indicators in the monitoring and evaluation of public policies, and improved data collection from a human rights-based and intersectional perspective, using participatory methodologies. This area also strengthens the production of regular studies, public monitoring reports on the Plan, and specific evaluations of the quality of support provided to victims of racism, with the aim of ensuring transparency, institutional learning and continuous improvement of anti-racist policies in Barcelona.

The implementation of this area will make it possible to design and deliver policies grounded in a robust empirical body of evidence, improving the identification of racial discrimination and strengthening accountability and public policy effectiveness in tackling racism in all its forms.



## **Measure 6: Gain insights into racism in the city**

### **2.6.1 Annual sectoral studies with an anti-racist perspective**

Barcelona City Council will produce annual sectoral studies that allow for an in-depth and cross-cutting analysis of the impact of racism in specific aspects of the city, starting with disability services, feminism and LGBTI services, youth, and, later, other priority areas identified during the implementation of the Plan.

These studies will incorporate participatory methodologies and data broken down by racialisation, gender and other intersectional variables, and will produce recommendations to guide municipal policies and improve the ability to identify inequalities, discriminatory practices and barriers to accessing rights. They will be published annually and will form part of the Anti-Racism Plan's official knowledge production calendar.

### **2.6.2 Inclusion of an anti-racist perspective in the Barcelona Health Survey**

The questions and methodology of the Barcelona Health Survey will be reviewed in order to incorporate, in future editions, elements that allow for more specific data collection on experiences of racism or racial discrimination (based on factors such as ethnic origin, skin colour, ancestry or visible religious symbols), complementing the existing information on national origin.

This review will contribute to improving the capacity to analyse health inequalities associated with racism.

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## **Measure 7: Collect ethno-racial self-identification data from a human rights-based approach**

### **2.7.1 Standardisation of ethno-racial self-identification categories to be used by the City Council**

Ethnic and racial self-identification categories will be defined and validated by consensus, with the aim of achieving municipal standardisation, under the technical supervision of the Fundamental Rights Agency (FRA). Once established, these categories will be integrated into the municipal data governance framework, ensuring their application in surveys and administrative records through specific protocols. In parallel, municipal staff will be trained to ensure proper use of these categories.

### **2.7.2 Analysis and use of racial and ethnic self-identification data collected in municipal surveys**

Existing data collected through previous municipal surveys will be analysed in depth, and a report will be produced with findings, conclusions and recommendations, to be shared with municipal departments and relevant stakeholders. The suitability of existing questions and methodologies will also be reviewed in order to develop recommendations for future surveys.

### **2.7.3 Collection of data broken down by racialisation in municipal services**

A methodology for collecting and systematising data on municipal service users will be designed, enabling the production of accurate information to support public policies that reflect Barcelona's diversity. Data collection will be progressively implemented across different municipal services.

### **2.7.4 Inclusion of ethno-racial self-identification data in municipal studies and surveys**

Existing City Council data sources will be reviewed to identify where it is appropriate to include self-identification by racialisation. This data will eventually be included in the most relevant surveys and studies.

The usefulness of creating a specific survey on the quality of life of negatively racialised persons in the city will also be explored.

# AREA 3. PARTICIPATION, CIVIL SOCIETY AND HUMAN RIGHTS DEFENDERS

**The Participation, Civil Society and Human Rights Defenders area** of action recognises the fundamental role of organised city residents, anti-racism movements and human rights defenders in building a more just, democratic and racism-free city. This area is based on the firm belief that anti-racist policies can only be effective and legitimate if they actively incorporate the participation of the people and communities directly affected. This ensures the inclusion of their voice, agency, knowledge, lived experience and advocacy in the design, implementation and monitoring of public policies, not only anti-racist policies, since negatively racialised persons are not a group to be analysed, but rather Barcelona residents with the same rights and dignity as positively racialised groups.

The measures included in this area strengthen the protection of human rights defenders, promote permanent spaces for dialogue and collaboration with organised civil society, and ensure safe and accessible environments for the participation of negatively racialised persons. This area also supports community-led initiatives for multicultural coexistence in neighbourhoods and recognises the value of grassroots work, collective action and community networks as key elements for social cohesion, the prevention of racism and the strengthening of the city's democracy. At the same time, this area seeks to ensure the participation of negatively racialised persons, already recognised in various municipal regulations, across all areas, and not only in those traditionally associated with their personal characteristics, origins or cultures.

Its implementation will strengthen social participation, highlight the voices of people affected by racism and protect rights defenders (both individuals and groups) thereby reinforcing the city's collective capacity to move towards coexistence based on equality, non-discrimination, anti-racism and respect.



## **Measure 8: Promote diversity in participatory spaces**

### **3.8.1 Strengthening of the Anti-Racism Council**

The Anti-Racism Council will be strengthened as a participatory space for gathering opinions and situated knowledge from negatively racialised persons on certain programmes to be implemented, as well as for monitoring the implementation of Barcelona's Anti-Racism Plan.

### **3.8.2 Diversification of participatory bodies and anti-racist leadership**

Barcelona City Council will promote actions to increase the presence and influence of negatively racialised persons in municipal participatory and decision-making bodies, so that they better reflect the diversity of the city.

The City Council will promote greater representation of the city's diversity within municipal councils, participatory bodies, consultative spaces, sectoral councils, and citizen participation processes.

Special emphasis will be placed on the leadership of negatively racialised women, and collaboration between the Women's Council and feminist organisations of negatively racialised women will be strengthened. The participation of migrant and negatively racialised business owners will also be promoted in spaces associated with the retail, restaurant and food sectors.

### **3.8.3. Facilitating participation and reducing barriers to access**

Barcelona City Council will develop initiatives aimed at removing barriers that hinder the participation of negatively racialised people from diverse backgrounds in community life and municipal spaces. This includes an ongoing analysis to identify obstacles such as language barriers, scheduling constraints, communication methods, institutional distrust or a lack of tailored information.

Based on this analysis, targeted awareness-raising and information campaigns will be carried out to increase knowledge of existing participation channels and reinforce everyone's right to engage in collective affairs. These campaigns will use accessible language, multilingual formats and engagement strategies to reach traditionally underrepresented groups.

#### **3.8.4. Message on zero tolerance of racism in participatory spaces**

A brief message will be drafted to be included in the invitations to the various municipal participatory spaces, and it will also be read out at the beginning of these meetings. This message will provide information and warn participants of the consequences of using racist or discriminatory language or engaging in racist or discriminatory acts within participatory spaces.

### **Measure 9: Support community initiatives for multicultural coexistence in neighbourhoods**

#### **3.9.1 Training and resources with an anti-racist perspective at various civic management spaces, such as Torre Jussana**

Training modules and materials on racism, identifying racist behaviour, incident management and promoting inclusive values will be provided.

#### **3.9.2 Collaboration with neighbourhood community centres to reach people from diverse backgrounds and negatively racialised persons**

Joint work will be carried out with neighbourhood community centres and Community Action services to identify and encourage the participation of people from diverse and racialised backgrounds.



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### **3.9.3 Inclusion of an anti-racist approach in neighbourhood mediation**

Municipal neighbourhood mediation services will expand their diversity and anti-racism approach in protocols and interventions. This will include specific training for mediation staff, the creation of intercultural conflict analysis tools, and the inclusion of indicators to detect cases of discrimination or cultural bias. In addition, collaboration with community organisations and leaders will be promoted to support more participatory and diversity-sensitive mediation processes.

### **3.9.4 Strengthening the participation of diverse families and educational communities**

The active participation of all families in educational life will be promoted, recognising the diversity of family models. Spaces and participation mechanisms will be adapted to include other key figures (aunts and uncles, siblings, former students, etc.). To facilitate participation, translations, information sessions and multicultural mediation services will be provided in parent associations and school councils.

### **3.9.5 Alignment of the anti-racism grants programme with the Anti-Racism Plan**

The Barcelona Anti-Racism Plan recognises the general grants programme in the field of anti-racism as a key tool for supporting civil society. Within this framework, the progressive alignment of the objectives and criteria of this grants programme with the strategic lines of the Plan will be promoted, with the aim of strengthening the role of organisations in preventing racism, guaranteeing rights and developing community-based anti-racist initiatives in neighbourhoods, while respecting the general grants framework and existing mechanisms.

# AREA 4. PREVENTION, AWARENESS-RAISING AND CULTURAL CHANGE

**The Prevention, Awareness-Raising and Cultural Change area** of action is based on the recognition that racism is a complex and structural social problem that is perpetuated across social, cultural, educational and symbolic spheres. It can only be effectively addressed through ongoing work aimed at prevention and collective social and institutional transformation. This area centres education, culture and community as key tools for dismantling stereotypes, prejudice and hate speech, as well as for promoting a critical, informed and engaged civic society committed to equality, social justice and human rights without discrimination.

The measures included in this area aim to create deep and lasting cultural change. This involves strengthening anti-racist educational programmes in both formal and non-formal education, implementing institutional awareness-raising campaigns, and promoting cultural, artistic and sports initiatives with an anti-racist approach. At the same time, this area prioritises historical memory, the prevention of hate speech in both physical and digital public spaces, and the development of targeted initiatives for young people, recognising cultural and religious diversity as a key city asset. All initiatives are implemented from an intersectional perspective, ensuring that the prevention of racism takes into account the multiple and overlapping forms of discrimination experienced by negatively racialised persons.

The implementation of this area will contribute to reducing racial inequalities by promoting attitudes and practices that foster coexistence and strengthen social cohesion in Barcelona. Through active prevention and awareness-raising policies, it will be possible to foster a shared social narrative grounded in equality and respect, contributing to a diverse, fair city firmly committed to human rights and free from discrimination.

## **Measure 10: Strengthen municipal anti-racist education work**

### **4.10.1 Ongoing collaboration with the Barcelona Education Consortium to incorporate and develop intersectional and anti-racist approaches**

A permanent coordination forum will be established between Barcelona City Council and the Barcelona Education Consortium to ensure the cross-cutting incorporation of an intersectional and anti-racist approach in both formal and non-formal education, as well as in career guidance activities. This joint work will allow programmes and actions to be aligned, avoid overlaps, and ensure coherent implementation in line with the principles of the Anti-Racism Plan.

### **4.10.2 Analysis and monitoring of educational inequalities**

Barcelona City Council, through the Directorate of Education and in collaboration with the Barcelona Education Consortium, will continue the work of the Observatory of Educational Opportunities and the preparation of reports on inequalities and educational opportunities. This biannual report will strengthen ongoing monitoring and will serve to adjust municipal policies and assess the impact of the Educational Opportunities Improvement Plan (PMOE) on negatively racialised or culturally diverse pupils, with the aim of reducing indicators of educational inequality.

### **4.10.3 Strengthening the “Schools for Equality and Diversity” project**

Barcelona City Council will reinforce the network of leading schools for equality and coexistence by promoting a shared model that supports progress towards more inclusive educational environments. This measure focuses on supporting primary and secondary schools to mainstream equality and diversity perspectives into their daily practice.

### **4.10.4 Multicultural play spaces and educational projects**

Programmes such as “Open School Playgrounds”, “0-99 Play area” and “Educational Afternoons”, will develop activities with pupils, families and organisations to promote values of respect and mutual understanding.



#### **4.10.5 Specific anti-racism training for teaching staff**

Specific training will continue to be offered to teaching staff across the city to incorporate an anti-racist approach into their educational practice, particularly in the design of teaching materials and in preventing discrimination in the classroom.

#### **4.10.6 Development of anti-racist educational materials**

New teaching materials will continue to be developed to support the discussion of key anti-racist topics in both formal and non-formal educational settings.

#### **4.10.7 Guide for incorporating an anti-racist approach in nursery schools**

A applied research project will be carried out in municipal nursery schools to produce materials supporting the incorporation of an anti-racist approach into their educational and community work.

#### **4.10.8 School councils and municipal education councils**

The Municipal Education Council (CEMB) will lead work to ensure the representation and active participation of the entire educational community, especially groups with diverse backgrounds, in school councils and municipal education councils.

#### **4.10.9 Promoting diversity in municipal music schools**

Barcelona City Council will study and develop mechanisms to make municipal music schools more inclusive, with the aim of ensuring that children and young people from diverse national, ethnic and cultural backgrounds can access and participate on equal terms. This process will include an analysis of existing barriers, a review of admission criteria and the definition of initiatives that promote greater diversity and representation in music education.

#### **4.10.10 Inclusion of specific anti-racism workshops in TMB Educa**

As part of the TMB Educa educational project (TMB Foundation), which runs school and group activities to promote values of coexistence and good citizenship, workshops and teaching materials with an anti-racist approach will be designed in collaboration with community and educational organisations.

#### **4.10.11 Strengthening the Prometheus programme**

The city's Prometheus programme, part of the Neighbourhood Plan, will be reinforced by incorporating an anti-racist and multicultural perspective to improve support for young migrants and negatively racialised persons. The programme includes psychosocial support, personalised tutoring and mentoring with diverse role models, as well as multicultural training for educational staff and workshops on coexistence, rights and equality.

It is also complemented by tailored initiatives from Barcelona Activa aimed at supporting young people's transition into the labour market following graduation.

# **Measure 11: Strengthen institutions' anti-racism messaging**

## **4.11.1 Sectoral campaigns on rights and duties in municipal services**

Barcelona City Council will launch campaigns to educate city residents on their rights and duties in accessing and using public and municipal services, incorporating a clear anti-discrimination and anti-racist perspective.

These campaigns will be deployed primarily in areas such as municipal community life and public space services, funeral services and other services where situations of vulnerability or inequality have been identified, as well as, where appropriate and in coordination with the relevant authorities, in health-related facilities and services.

Communication will be accessible, multilingual and adapted to the city's cultural contexts, with the aim of preventing misunderstandings and discriminatory situations and strengthening city residents' trust in public services. Content production and distribution will be coordinated with the relevant sectoral departments and the Directorate for Communication, as well as with the governing bodies of non-municipal services, to ensure consistency, accuracy and compliance with each institution's powers.

## **4.11.2 Public awareness campaigns against racism in city spaces**

Public awareness campaigns will be launched to promote an anti-racist civic culture and respect for diversity, using both physical and digital urban spaces as key communication channels. These campaigns will include initiatives in public transport, municipal facilities, high-traffic tourist areas and other highly visible spaces, using visual, audio and digital formats to ensure accessibility for all city residents.

The campaigns will address key concepts such as structural racism, everyday discrimination, reporting mechanisms, multicultural coexistence and the value of diversity as an asset for the city. They will be implemented on a continuous basis throughout the year and reinforced at strategic points such as the International Day for the Elimination of Racial Discrimination.

## **4.11.3 Promotion of non-discrimination signage at the entrances to retail, hospitality and food establishments**

The Directorate of Retail, Restaurants and Food will encourage retailers' and hospitality associations in Barcelona to display a poster, plaque or visible message in establishments stating that discrimination-free access to business premises is guaranteed. This initiative aims to prevent discriminatory practices, reinforce the right to equal treatment, and foster business settings that are respectful, inclusive and open to all city residents.

## **4.11.4 Anti-racist digital strategy for municipal social media channels**

Ensure that digital communication reflects Barcelona's diversity and takes action against hate speech. This includes updating the style guide and response protocols, and coordinating with the Government Measure on Hate Speech.

#### **4.11.5 Institutional communication to raise awareness of anti-racist work**

Drafting of newsletters, presentations and annual reports highlighting the progress and implementation of the Anti-Racism Plan.

## **Measure 12: Increase efforts to prevent hate speech**

#### **4.12.1 Anti-rumour strategy as a tool against hate speech and racism**

The BCN Anti-Rumours Network will be reinforced with additional resources and its own outreach tools, especially on social media. A permanent framework for coordination with relevant municipal departments will also be created to ensure joint and consistent anti-racism work, and an anti-racist narratives lab will be established.

#### **4.12.2 Anti-racist digital strategy**

Ensure that the City Council's digital communication reflects the city's diversity and acts as an active tool against hate speech and racist disinformation, through the updating of the social media style guide with an anti-racist approach, response protocols, and initiatives that will be coordinated with the "Promotion of critical thinking and awareness of disinformation among children, adolescents and young people in the city (2026-2030)" government measure.

The City Council will establish a specific protocol for addressing hate speech and discrimination on social media, in municipal facilities, and at activities receiving public funding.

#### **4.12.3 Training in identifying racist graffiti and other expressions of hate and discrimination in public spaces**

Personnel responsible for cleaning, maintenance and upkeep of public spaces in Barcelona will be trained to identify hate speech and hate crimes and activate the appropriate investigation and penalisation protocols.

#### **4.12.4 Strengthening of school circuits against radicalisation and hate**

Existing circuits for detecting, protecting against and addressing cases of radicalisation and ethnic discrimination based in schools and educational environments will be maintained and potentially strengthened, in coordination with local services and the Barcelona Education Consortium.



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## **Measure 13: Promote historical and cultural activities for understanding racism**

### **4.13.1 Enhancing the Barcelona slave trade trail**

The Barcelona History Museum's slave trade trail will be expanded to make it a permanent tour, aimed at raising awareness of the city's historical involvement in the slave trade and fostering spaces for reflection on this history and its social impact.

### **4.13.2 Creation of a digital map on slavery in Barcelona**

An interactive digital map will be created to identify and explain sites linked to Barcelona's historical involvement in the slave trade, with the aim of bringing this often-silenced history to light and supporting a better understanding of its impact on the city's development. This resource will strengthen historical education and promote a critical perspective on this legacy.

### **4.13.3 Recovering the history of the Roma community in Barcelona**

The Barcelona History Museum will recognise the history of the Roma community as a key part of the social fabric that has shaped the city's history.

### **4.13.4 Updating municipal heritage records from an anti-racist perspective**

The 8,600 technical records on municipal historical heritage elements will be reviewed and updated to include, where identified, information on racist uses or contexts linked to buildings, monuments, facilities and public spaces. This work will contribute to a more transparent, critical and accurate interpretation of the city's heritage, acknowledging the impact of colonial processes and historical discrimination.

### **4.13.5 Recognition and remembrance initiatives for people from diverse backgrounds**

A Barcelona Municipal Immigration Council (CMIB) working group will be created to organise events that honour and remember people from diverse backgrounds who suffered racism in the city in specific historical moments and contexts.

## **Measure 14: Promote anti-racism awareness in municipal sport**

### **4.14.1 Anti-racism campaigns in sport**

Barcelona City Council will launch anti-racism campaigns in sport to encourage training and competition environments free from racial discrimination. These campaigns will be deployed in sports facilities, halls, pitches, swimming pools and digital channels, using visual and informational materials that reinforce values of respect, coexistence and fair play.

The work will include specific interventions to address and prevent racist behaviour in stands and spectator areas, encouraging the active involvement of clubs, families and organisations in identifying and responding to insults or discriminatory attitudes.

#### **4.14.2 Sport, Multiculturalism and Diversity strategy in Barcelona**

A comprehensive municipal strategy will be developed to incorporate the cultural, social and personal diversity of city residents in the sports sector. Based on the results of ongoing research, a strategic framework will be defined to guide both public and private sports programmes towards inclusive, equitable and representative models of Barcelona's diversity, integrating a multicultural perspective and an anti-racist approach into sports activities and service planning.

#### **4.14.3 Sport and Diversity Week**

Barcelona will organise an annual Sport and Diversity Week, featuring mixed-gender tournaments, family activities, talks and sports demonstrations across neighbourhoods. The aim is to foster coexistence and participation among people from diverse backgrounds, challenge stereotypes and promote values of respect and equality. The initiative will be promoted through the involvement of sports role models and communication campaigns.

### **Measure 15: Strengthen cultural and religious diversity as a city asset**

#### **4.15.1 Reinforcing cultural initiatives to promote recognition of diversity**

The City Council will expand the presence of the city's diverse cultures in its programming, with particular emphasis on La Mercè, Barcelona Districte Cultural and neighbourhood festes majors, or main annual festivals. The aim is to ensure that cultural programming incorporates a diverse, multicultural and representative narrative, reinforcing Barcelona as an open and anti-racist city.

#### **4.15.2 Religious diversity and funeral practices**

Barcelona City Council will strengthen the protection of religious diversity rights by drafting and updating specific protocols ensuring respect for the funeral practices of the different communities present in the city. These protocols, developed in coordination with the Religious Affairs Office and Cementiris de Barcelona SAU, will establish operational criteria to guarantee dignified, equal treatment and culturally and spiritually appropriate services.

In parallel, permanent forums for intercultural and interfaith dialogue with religious communities will be strengthened. These spaces will make it possible to share knowledge, identify needs, analyse potential barriers and draft recommendations to ensure respectful and non-discriminatory treatment.

# AREA 5. PROTECTION, CARE AND REPARATION

**The Protection, Care and Reparation area of action** centres people affected by racism in public initiatives, recognising the profound and multidimensional impact that racial discrimination has on their rights, well-being, and the different dimensions of their life paths. This area of action is based on the need to guarantee an effective, accessible and restorative institutional response to all forms of racism, ensuring real access to municipal support services and promoting safe environments where victims can report incidents without fear, which is particularly important for victims experiencing administrative, social or economic vulnerability. This therefore requires a necessary review and reflection on institutional racism as a key structural factor.

The planned measures strengthen integrated support mechanisms, psychosocial support and early detection of discrimination within municipal services, while strengthening and reinforcing key resources such as the Office for Non-Discrimination. This area will improve protocols for addressing racist incidents, linguistic and cultural accessibility in support services, and the prevention of institutional racism. The aim is to ensure a coordinated, diversity-sensitive response grounded in human rights, moving towards effective reparation for harm caused and the restoration of rights.

The implementation of this area will ensure protection for victims of racism, facilitate the detection and recognition of cases of discriminatory, and strengthen accountability and continuous improvement in public action. This will help prevent the perpetuation of institutional racism in everyday contexts, strengthen trust in public services, and make progress towards overcoming structural inequalities in Barcelona.



## **Measure 16: Ensure effective access to municipal support services for victims of racism**

### **5.16.1 Strengthening the Office for Non-Discrimination with increased resources and visibility**

The Office for Non-Discrimination (OND) will be provided with additional human and material resources, detection and follow-up protocols will be strengthened, case intake and management tools for digital and algorithmic environments will be developed, and communication initiatives will be launched to increase visibility and ensure that city residents are aware of and use this service, making it more localised and accessible.

### **5.16.2 Antenes OND programme based in each district**

The Antenes OND programme will be strengthened to continue training new local points of contact—including organisations, services and professionals—who can help detect and report discrimination relating to all legally protected characteristics.

**At the same time, cooperation with already established “antenes” (satellites) will be strengthened.**

### **5.16.3 Improved coordination between law enforcement and the OND for support in filing complaints**

A specific coordination protocol between law enforcement and the OND will be launched to ensure comprehensive and coherent support in cases of racism or hate crimes. This framework will define roles and responsibilities, information-sharing mechanisms and direct referral and follow-up channels to ensure smooth communication and a streamlined response. The aim is to avoid institutional fragmentation and ensure that no victim is left without support or loses trust in the system, moving towards a city with real and effective protection of human rights.

#### **5.16.4 Support and assistance for municipal staff in cases of racism or discrimination**

Barcelona City Council will draw up a specific support plan for municipal staff and outsourced service personnel in cases where they experience discrimination. The protocol for prevention, detection and action in cases affecting dignity and workplace discrimination will be strengthened as a key internal tool.

The OND will also be strengthened as a leading service for municipal staff who experience discrimination from external actors.

### **Measure 17: Strengthen municipal protocols for addressing racist incidents**

#### **5.17.1 Protocols for identifying, reporting and managing racial discrimination**

Barcelona City Council will strengthen and standardise its protocols for detecting, reporting and managing cases of racial discrimination across all public-facing municipal services. Existing procedures will be reviewed and shared criteria for detection, recording, notification and referral will be introduced to ensure a fast, coherent and human rights-based response.

#### **5.17.2 Guàrdia Urbana city police response to cases of hate and discrimination**

The Guàrdia Urbana city police will ensure a rapid and effective response to cases of discrimination, in coordination with other municipal services. It will also improve the detection and follow-up of hate crimes through its Intelligence Unit. The Guàrdia Urbana city police will take action against perpetrators by reporting incidents that constitute administrative offences and will support victims throughout the complaint process when the incident may constitute a criminal offence.



### **5.17.3 Tackling racism in nightlife settings**

Work will be carried out jointly with nightlife venues to establish coordinated approaches to preventing racism in these settings and ensuring effective responses for people who may experience discrimination. These initiatives will be developed in coordination with the “Integrated Nightlife Management Initiatives 2025-2027” Government Measure and the “No Callem” (We Won’t Keep Quiet) protocol against sexual harassment and assault.

### **5.17.4 Promotion of restorative justice in cases of racism**

Restorative justice mechanisms will be deployed to redress harm caused by racism and discrimination, complementing reporting and disciplinary channels. This measure will establish protocols and pilot projects in community services, schools and municipal facilities.

## **Measure 18: Integrate gender and intersectional perspectives in the support provided to people experiencing vulnerability**

### **5.18.1 Employment pathways for negatively racialised women and young people in unemployment or precarious employment**

Barcelona Activa, in coordination with the departments of Feminisms, Youth and Social Services, as well as other municipal areas, will develop employment and training pathways for women and negatively racialised young people experiencing employment vulnerability. These initiatives will combine career guidance, technical training, emotional support and job placement assistance, with a particular focus on sectors with growth potential and decent working conditions.

### **5.18.2 Addressing gender-based violence with an anti-racist approach**

Municipal expert services for addressing gender-based violence will be adapted to ensure they can identify and address such violence from an anti-racist perspective, avoiding bias and stereotypes. Protocols, language and practices that may perpetuate discrimination within municipal services will be reviewed, in collaboration with anti-racist and feminist organisations. Coordination between the Directorate of Feminisms, Gender Mainstreaming and LGBTI Policies and the Office for Non-Discrimination (OND) will also be strengthened.

### **5.18.3 Support for people held in Immigration Detention Centres (CIEs) to ensure their rights are protected**

The City Council will continue its collaboration with organisations that provide support to people held in immigration detention centres, ensuring comprehensive assistance based on respect for human rights. It will also maintain coordination with the Spanish police and the Spanish government representatives in Catalonia to facilitate communication and the resolution of situations affecting the protection of detainees’ rights.

## **Measure 19: Strengthen psychosocial support for people affected by racism**

### **5.19.1 Multicultural and anti-racist mental health support**

Barcelona City Council will continue to promote training in multicultural, anti-racist and rights-based approaches in mental health for professionals in community services, mainly through district mental health boards. It will also strengthen support for community-based emotional support initiatives in neighbourhoods so that they incorporate an multicultural and anti-racist perspective adapted to the needs of each area.

### **5.19.2 Strengthen the Barcelona Cuida and Respir programmes with a multicultural and anti-racist perspective**

The Barcelona Cuida and Respir municipal programmes will be reviewed and strengthened to ensure that they explicitly incorporate an multicultural perspective and an anti-racist approach that recognises the rights violations, discrimination, stereotypes and abuse experienced by many of the negatively racialised women who are the main users of these services.

Initiatives will include specific staff training on discrimination and racial bias, reviewing care protocols to detect and prevent institutional racism, working with organisations and groups representing the city's cultural diversity, and expanding the programme's framework to centre the women's rights, well-being and quality of life in all projects.

## **Measure 20: Provide support and comprehensive assistance to migrants, asylum seekers and refugees**

### **5.20.1 Strengthening support programmes for administrative regularisation**

Support programmes for administrative regularisation will be reinforced in priority neighbourhoods through a stable network of local information and advisory points, in coordination with the Support Service for Immigrants, Emigrants and Refugees (SAIER). Barcelona Activa will continue to provide social, employment and legal support to people in an irregular administrative situation through the Dispositiu Pròxim programme.

### **5.20.2 Strengthening the qualifications recognition programme**

Programmes to support the recognition and accreditation (homologació) of academic qualifications for people of diverse origins and negatively racialised people will be strengthened, with the aim of facilitating their labour market and social inclusion. This initiative will include expanded advisory services, application support, and financial assistance for qualification recognition.

It will also provide clear and accessible information in neighbourhoods to ensure that the target groups are aware of available resources.

### 5.20.3 Support in safe reporting processes

The Legal and Mediation Guidance Service guarantees access to justice for people in an irregular administrative situation who are victims of crimes or rights violations, so that they can report these cases. The service provides appropriate information and support to these individuals throughout the process.

## Measure 21: Ensure linguistic and cultural accessibility in support services

### 5.21.1 Reinforcement of communication campaigns that recognise the value of the city's linguistic diversity

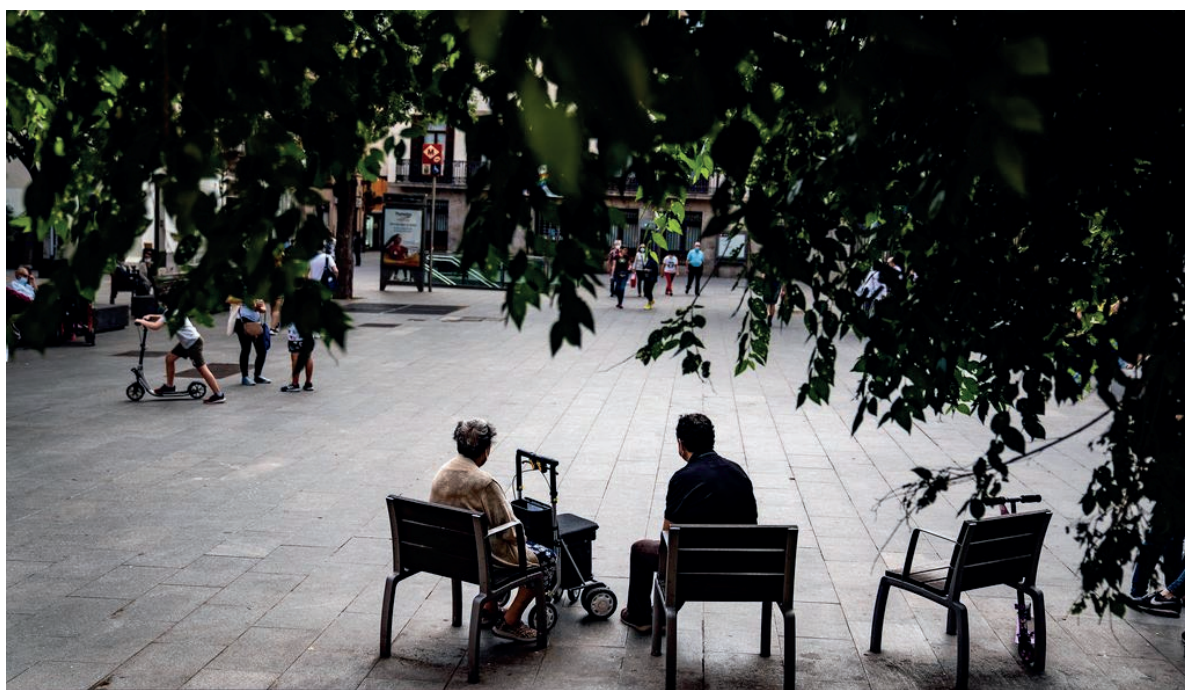
Municipal information materials will be produced and adapted in multiple languages and accessible formats to help diverse groups understand and access municipal services.

### 5.21.2 Translation and linguistic mediation

The cross-cutting continuity and improvement of multicultural mediation and translation services will be ensured across all municipal services, with staff specifically trained to facilitate communication and guarantee appropriate care in response to cultural and linguistic diversity.

### 5.21.3. Accessible and multilingual information on IMPD (Municipal Institute for People with Disabilities) services

Efforts will be made to ensure that all information relating to municipal services for people with disabilities is available in multiple languages and accessible formats (easy-to-read versions, Braille, sign language, etc.). Existing materials will be reviewed to ensure inclusiveness, and new multilingual resources will be developed and shared through digital channels (website, social media), municipal facilities, and relevant organisations.



# AREA 6. PROJECTION, ALLIANCES AND ADVOCACY

**The Projection, Alliances and Advocacy area** of action aims to position Barcelona as a leading city in the fight against racism at the local, Catalan, Spanish and international/global levels. It recognises that racism, racial inequalities and discrimination transcend local boundaries and require coordinated, principled and shared responses from cities and institutions at all levels of governance and across regions worldwide. This area of action seeks to strengthen Barcelona's position as a leading city for anti-racism policies, capable of generating knowledge, sharing best practices and actively influencing international frameworks from a human rights and global justice perspective. All of this will only be possible if tangible progress is made across the five previous areas of action.

The measures included in this area of action will build strategic alliances with international and multilateral organisations, integrate an anti-racist approach into the global cities agenda, and support international cooperation processes with an anti-racist focus. This, of course, also includes work, alliances and coordination with different bodies within Catalonia and Spain. Through these initiatives, this area of action aims to amplify the impact of municipal policies, strengthen cooperation networks and contribute to a more equitable and coherent local-global governance framework that is committed to the eradication of racism in all its forms.

The implementation of this area of action will strengthen local policies, expand their capacity for influence and reinforce Barcelona's role as an active city in the international anti-racism agenda. It will also foster exchange and collective learning among cities and different levels of public and institutional governance, thereby strengthening the global commitment to the fight against racism.



## **Measure 22: Partner with international and multilateral organisations in the commitment to combating racism**

### **6.22.1 Strengthening Barcelona's international leadership against racism through ECCAR**

Barcelona will reinforce its involvement in the European Coalition of Cities Against Racism (ECCAR), promoting the adoption of common anti-racism standards among cities and sharing experiences, best practices and methodologies. It will also seek to influence European legislation to establish common frameworks in the fight against racism.

### **6.22.2 Sharing Barcelona's Anti-Racism Plan throughout the metropolitan area**

The Barcelona Anti-Racism Plan will be distributed across the metropolitan area with the aim of sharing its approach, learning outcomes and methodologies, and promoting it as a reference model for other public institutions interested in taking a structural, cross-cutting approach to addressing racism and discrimination.

### **6.22.3 Positioning Barcelona as a pioneering city in diverse funeral rights at European level**

Barcelona will strengthen its presence in international forums for debate and cooperation to position itself as a pioneering city in the recognition of diverse funeral rights. This initiative will include presenting best practices, working with European networks and promoting common standards that ensure respect for all beliefs and cultural expressions in funeral contexts.

#### **6.22.4 Promotion of the joint international presence of the AMB and the city of Barcelona in global networks**

Barcelona and the Metropolitan Area of Barcelona (AMB) will work together to project their anti-racism policies internationally, participating in global networks and leading technical cooperation and research projects with other cities. This initiative will enhance the visibility of the metropolitan area as a space committed to human rights, diversity and equality.

#### **6.22.5 Promotion of UNESCO's Global Alliance on Racism**

As an Alliance member city, Barcelona will contribute to the development of content and initiatives to provide this network with a real operational framework. It will also promote the engagement of other members to join the initiative and adopt concrete commitments to further strengthen the Alliance in the areas of human rights, equality and the fight against racism.

#### **6.22.6 Promotion of anti-racist education networks and leadership in the international agenda**

Barcelona will prioritise the fight against racism within international educational networks by sharing policies and best practices, showcasing the city's educational initiatives, and strengthening its European leadership in anti-racist education.

In this context, and building on the city's active participation in the International Association of Educating Cities, Barcelona will lead a proposal to make anti-racism the annual theme of the network, establishing this perspective as a priority focus in urban education agendas and creating forums for joint work that strengthen the international commitment to human rights and equal treatment. Measure 23: Support international cooperation processes with an anti-racist approach

#### **6.23.1 Exchange of experiences and knowledge with cities in the Global South and Global North (city-to-city technical cooperation)**

Barcelona will establish strategic alliances with cities in the Global South to share public policies and best practices in the fields of equality, coexistence and human rights, promoting mutual cooperation projects based on the exchange of experiences and knowledge, rather than one-way transfer.

#### **6.23.2 Inclusion of the fight against racism in the Master Plan for Cooperation**

The new Master Plan for Cooperation will explicitly include the fight against racism as one of its strategic areas of action.

#### **6.23.3 Promoting diversity within the Municipal Council for International Cooperation**

The Council will promote diversity in its composition, in line with its current operating regulations. It will also work to highlight the role of diaspora communities in international cooperation.

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# 2 Barcelona Anti-Racism Plan 2026–2036

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## **A collective process to shape the city**

### **Evaluation of the previous anti-racism policy**

The “For an Anti-Racist Barcelona 2022-2025” government measure, approved in April 2022, was designed to combat racism and discrimination in the city through 53 initiatives. These initiatives addressed different areas, ranging from general prevention to protection against rights violations, with three key themes: changing mindsets, support services in cases of discrimination, and preventing discrimination in access to rights and services. Across these areas, the aim was to challenge prejudices, raise awareness of white privilege, improve support services and strengthen the protection of negatively racialised persons.

One of the highlights is the extensive implementation of areas related to training, awareness-raising and creating materials. These initiatives include the creation of educational resources and public awareness campaigns, as well as training for municipal staff and various organisations to recognise structural and institutional racism. This progress has been made possible thanks to the efforts of the Department of Human Rights and Non-Discrimination and other collaborating organisations.



However, initiatives requiring greater involvement from multiple City Council departments or from the public, such as opening anti-discrimination offices in different districts, have been less effective. In particular, progress on establishing local information points on discrimination been very slow in some neighbourhoods.

Despite partial progress, it should be noted that many of the proposed initiatives could be maintained or adapted within the Barcelona Anti-Racism Plan 2026-2036. Indeed, up to 46 initiatives should be continued with some adjustments, serving as a basis for expansion or for the development of new initiatives in the future. In addition, four initiatives could be maintained as they are, in order to preserve the progress achieved so far.

In conclusion, while the “For an Anti-Racist Barcelona 2022-2025” measure has made positive progress in several areas, there are still significant areas for improvement and adjustment. Continuing these initiatives, while developing new ones, will be essential in order to ensure a real and lasting impact in the fight against racism in the city.

### **Participatory methodology and active listening with municipal departments**

The process for developing the Barcelona Anti-Racism Plan 2026–2036 was designed with a participatory and collaborative approach, recognising that tackling structural and institutional racism requires the cross-cutting commitment of all municipal departments.

Coordinated by the Directorate for Human Rights and Non-Discrimination, and driven by the former commissioner for Public Outreach and Cultural and Religious Diversity, Sara Belbeida, the plan is framed within the work of the Second Deputy Mayor’s Office as a strategic tool to review and improve city government initiatives.



To this end, an internal analysis and diagnostic phase was carried out with the support of an external expert, aimed at understanding how to incorporate an anti-racist approach across the different areas of the City Council. This phase took place both through working sessions with the Anti-Racism Council —described in more detail below— and in-person meetings with municipal departments, prioritising direct engagement and political presence in almost all sessions.

The involvement of all municipal manager's office has enabled stronger coordination with key departments and has ensured active, diverse participation throughout the process.

#### **These sessions were structured to:**

- Present the conceptual framework of the plan and the implications of adopting an anti-racist approach.
- Provide feedback on cases of discrimination identified through sessions with the Anti-Racism Advisory Council.
- Identify projects, regulations and initiatives linked to anti-racism, both city-wide and within specific departments.
- Gather proposals and contributions to be incorporated into the plan.
- Identify regulatory, procedural or knowledge gaps requiring new proposals.
- Foster interdepartmental dialogue through shared spaces for feedback and follow-up.

These meetings create spaces for active listening, help recognise existing practices, and make it possible to identify challenges and opportunities, while supporting the joint development of the municipal anti-racism strategy with the utmost care and sensitivity.

The methodology leverages the situated knowledge of people working within city government and encourages meaningful, practical involvement of departments in shaping anti-racist public policies.

#### **A structured approach has been adopted, combining:**

- **Information and awareness-raising:** the meetings explain the conceptual framework of the plan and the implications of adopting an anti-racist approach.
- **Practical application:** identification of specific initiatives already underway that can be integrated or strengthened.
- **Research and measures:** identification of regulatory, procedural or knowledge gaps requiring new proposals.
- **Interdepartmental dialogue:** fostering cross-departmental coordination through shared spaces for feedback and follow-up.

This approach enables each department to identify its role in addressing racism, not as an additional task, but as a core part of its institutional responsibility. It also helps designate points of contact within each area for the development and monitoring of the plan.

Finally, the importance of continuous training for municipal staff in anti-racism and non-discrimination is recognised as a key tool for ensuring deep, sustainable institutional transformation aligned with human rights principles.

## Grouping of municipal government areas involved in face-to-face meetings:

Below is a structured list of the Barcelona City Council areas, directorates and services that took part in face-to-face meetings during the drafting of the Anti-Racism Plan. The grouping follows Barcelona City Council's current official organisational structure, with **five government areas** and district-specific institutions.

<b>0. Mayor's Office</b>	<ul style="list-style-type: none"> <li>• Municipal Manager's Office.</li> <li>• Department of Opinion Surveys (Municipal Data Office-OMD).</li> <li>• Metropolitan Coordination and Major Urban Transformations.</li> </ul>
<b>1. Urban Planning, Climate Action, Mobility, Neighbourhood Plan and Urban Services</b>	<ul style="list-style-type: none"> <li>• Urban planning.</li> <li>• Urban Services (Parks and Gardens; Cleaning and Waste Management; Operational Management).</li> <li>• TMB-Barcelona Metropolitan Transport.</li> <li>• Socioeconomic development and employment-Neighbourhood Plans.</li> </ul>
<b>2. Presidency, International Relations, Education, Health, Human Rights and Life Cycles</b>	<ul style="list-style-type: none"> <li>• Health-Directorate of Health and Care Services/Mental Health/Care Services.</li> <li>• ASPB-Barcelona Public Health Agency.</li> <li>• Education-City education programmes.</li> <li>• Education-Barcelona Municipal Institute of Education-City schools.</li> <li>• International Cooperation and Global Justice.</li> <li>• International relations.</li> <li>• Multiculturalism and religious diversity.</li> <li>• Youth.</li> </ul>
<b>3. Prevention, Security, Harmony and Internal Affairs</b>	<ul style="list-style-type: none"> <li>• Public safety.</li> <li>• Guàrdia Urbana city police-Ethics and Internal Affairs Unit.</li> <li>• Directorate of Prevention Services.</li> <li>• Internal communication, development and staff support services.</li> </ul>
<b>4. Economy, Housing, Finance and Tourism</b>	<ul style="list-style-type: none"> <li>• Housing.</li> <li>• Barcelona Activa.</li> <li>• Tourism Services.</li> </ul>
<b>5. Social Rights, Economic Promotion, Employment, Feminism and Democratic Memory</b>	<ul style="list-style-type: none"> <li>• IMSS-Municipal Institute of Social Services.</li> <li>• IMPD-Municipal Institute for People with Disabilities.</li> <li>• Directorate of Immigration and Refugee Services.</li> <li>• Feminism and LGBTI Services.</li> <li>• Services and strategies for addressing gender-based violence.</li> <li>• Communications Department.</li> <li>• Public Participation-Participation and Democratic Innovation Services.</li> <li>• Community Action Services.</li> <li>• Retail, Restaurants and Food.</li> <li>• Department for Local Facilities and Community Policy.</li> </ul>
<b>Independent institutions</b>	<ul style="list-style-type: none"> <li>• Barcelona Serveis Municipals, SA.</li> <li>• Cementiris de Barcelona.</li> </ul>

## The Advisory Council: expert and community perspectives

The Barcelona Anti-Racism Advisory Council is a consultative and strategic body that supports the development of the city's Anti-Racism Plan. It is composed of 21 members with expertise in different areas, such as activism, education, mental health, civil society organisations, culture, multiculturalism, historical memory, civil rights, religious diversity, work against Islamophobia, work against Romaphobia, migration studies, intersectionality and feminism. This diverse composition makes it possible to address racism through an intersectional lens enriched by lived experience.

This body is a space for critical dialogue, ensuring that anti-racist public policies are developed through multiple perspectives, situated knowledge and collective commitment. The Council is not a symbolic space, but rather an active instrument for institutional transformation.

There have been several meetings discussing issues related to racism in the city of Barcelona, alongside the creation of working and exchange spaces that have contributed to an initial analysis for the plan, drawing on knowledge and experience, and creating proposals and identifying key parameters that the plan should address.

Following these three initial sessions, a second feedback and validation phase was carried out with the Advisory Council, focused on reviewing the proposed initiatives included in the plan. In this phase, Council members were able to assess, prioritise and rate the various proposed initiatives, as well as put forward new proposals, amendments and observations based on their experience and expertise. This process has strengthened the participatory nature of the plan and has ensured that its content more closely reflects the needs and demands of communities affected by racism in the city.

Focused discussions have addressed specific, complex issues such as institutional racism, the erasure of communities, cultural representation, and intersectionality with regard to gender and socio-economic conditions, as well as the need for clear stances against rights violations, beyond the limits of the City Council's legal powers.



Once the final version of the plan was completed, it was again presented to the Anti-Racism Advisory Council for validation before moving on to the next stages in the process. In this way, the Council not only contributed to the analysis and definition of measures, but also played a key role in the social and strategic validation of the plan.

The Advisory Council will also play a central role in monitoring and overseeing the implementation of the Anti-Racism Plan throughout its duration. In particular, it will take part in the periodic review of monitoring and evaluation reports, issue recommendations and proposals for improvement, and ensure that implementation remains aligned with the anti-racist, intersectional and institutional transformation objectives that guide the plan. It will also act as a permanent space for feedback with civil society and negatively racialised communities, ensuring participatory governance and ongoing accountability.

In addition, the Council will participate in internal review and monitoring sessions concerning potential cases of institutional racism, with the aim of providing a critical, expert perspective grounded in the lived experiences of affected communities.

## **Municipal powers as a tool for transformation**

The Barcelona Anti-Racism Plan 2026–2036 recognises municipal powers as a key instrument for the structural transformation of the city. The City Council, as a public institution, has direct capacity to influence areas that affect everyday life and that can contribute either to the perpetuation or to the dismantling of racism.

As stated above, racism is structural and affects many different areas of the lives of negatively racialised persons. This plan is based on the city's legal powers, as established in the Spanish Constitution, the Statute of Autonomy of Catalonia, and applicable local government legislation (the Barcelona Municipal Charter Act [Act 22/1998, of 30 December]), not to limit responsibilities or obligations, but rather to fully embrace all legally assigned duties, in areas where the City Council both can and must act.



This transformative potential is deployed through several institutional roles that make it possible to implement anti-racism policies from within:

- **Democratic institution:** guarantees human rights, equal treatment, and non-discrimination for all city residents.
- **Regulatory body:** can establish rules, criteria, and protocols that prevent the perpetuation of discriminatory practices.
- **Employer organisation:** has the responsibility to promote diversity, equal opportunities, and anti-racism training within its workforce.
- **Service provider:** must ensure that municipal services are accessible, inclusive, and respectful of cultural, religious, and racial diversity.
- **Contracting authority:** can incorporate anti-racism criteria into public procurement and relations with external providers.

A review of the Barcelona Municipal Charter identified multiple areas of action in which specific anti-racism measures can be implemented. While certain areas are particularly sensitive, the plan is grounded in the belief that racism must be addressed through a cross-cutting approach, affecting all public policies and municipal powers.

This approach means that all City Council departments must incorporate an anti-racist perspective into their planning, implementation, and evaluation processes. In other words, this approach must inform how they exercise their duties and responsibilities, in so far as they not only provide specific municipal services, but also guarantee human rights for all city residents. This may include:

- **Designing** specific initiative that address the experiences of negatively racialised persons.
- **Establishing** impact indicators to measure the effectiveness of policies.
- **Implementing** monitoring mechanisms to ensure continuity and improvement of initiatives.

Creating an observatory with the capacity to produce data, studies, and recommendations that help identify and transform racist structures within the city and the institution itself.

This approach recognises that racism is not an isolated issue, but rather a structural and intersectional one, and that coordinated and committed city government efforts can contribute to building a more just, inclusive, and equitable city. It also requires all public authorities, within the scope of their powers, to carry out their duties with the aim of eliminating all forms of discrimination.

This means that the plan will focus particularly on areas where the City Council has the greatest capacity to make a difference and where racism has a direct impact on people's everyday lives.

In some of these areas, the City Council has direct powers and can bring about changes immediately. In others, powers are shared with other public institutions. However, the absence of exclusive authority cannot limit anti-racism efforts. The plan is based on the need to make full use of all available municipal tools and to strengthen coordination with other institutions in order to ensure a comprehensive response to cases of racism and discrimination.

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# 3 Implementation of the Anti-Racism Plan

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Racism in Barcelona is a structural, institutional, and social reality that continues to create profound inequalities in access to rights, opportunities, and living conditions for negatively racialised persons. Despite recent public policies and regulatory progress, data show that racial discrimination persists and continues to have a significant impact on key areas such as employment, housing, education, health, political participation, and community harmony.

The Barcelona Anti-Racism Plan 2026-2036 is a step towards establishing anti-racism as a cross-cutting and structural political priority. The plan is based on the recognition that racism is not an individual or isolated phenomenon, but rather a systemic problem that requires comprehensive, long-term responses shared across all municipal departments. In this sense, cross-cutting action, an intersectional perspective, and institutional and social co-responsibility are essential principles for moving towards real and effective equality.

The plan will be implemented with a long-term vision aimed at transforming the deep-rooted causes of institutional, structural, and social racism, and at bringing about lasting changes in administrative practices, access to rights, and the city's public culture.

The Directorate of Human Rights, Global Justice and International Cooperation is responsible for coordinating the implementation of the plan, with the involvement of the various municipal departments where actions will be deployed in a cross-cutting manner and with defined responsibilities. This coordination between departments will be carried out through the Municipal Intersectionality and Anti-Racism Working Group (Initiative 1.1.3), which will ensure the smooth exchange of information and shared management of the plan.

The Anti-Racism Advisory Council, chaired by the deputy mayor responsible for the area and with the relevant councillor as vice-chair, is the central governance body and oversees the implementation of the plan, acting as a forum for monitoring, evaluation, and making proposals. Its diverse composition, which brings together expert knowledge and community-based experience, is key to ensuring a critical, informed perspective connected to the city's social reality.

The Council will also participate in internal monitoring and review sessions regarding possible cases of institutional racism.

The scope and complexity of the plan require designing a monitoring and evaluation system that is feasible, useful and understandable, and that can adapt to any social or institutional changes that may arise throughout its implementation period.

This system will be operationalised through information sheets for each measure in the plan, included in the annexes and serving as the main tool for planning, monitoring, and accountability. Each sheet will include, at a minimum, the initiative's goals, a description, lead departments and contributing departments, a planned timeline, required human and material resources, necessary regulatory instruments, estimated funding, and the corresponding evaluation indicators. The sheets will also identify the priority level for each initiative and the coordination mechanisms between departments.

Based on these information sheets, a stable periodic monitoring system will be established to assess the degree of implementation of the measures, identify deviations, introduce improvements, and ensure transparency in the implementation of the plan. This monitoring will take place at least every two years through monitoring reports prepared by the Directorate of Human Rights, Global Justice and International Cooperation, in coordination with the departments responsible for each initiative and under the oversight of the Anti-Racism Advisory Council. Regular feedback will also be provided to the relevant municipal bodies, participation forums, and the Advisory Council itself, which will play a specific role in monitoring and reviewing the process and drawing up recommendations.

**This system will be designed during 2026 and structured around three complementary approaches:**

- Monitoring the implementation of the plan by tracking the rollout of initiatives.
- Measuring and monitoring dimensions of racism in the city and among target sub-groups.
- Impact evaluation of strategic initiatives.

**The implementation of the plan will be monitored and evaluated according to the following schedule:**

<b>2026</b>	<ul style="list-style-type: none"> <li>• Design of the monitoring and evaluation framework.</li> </ul>
<b>2027</b>	<ul style="list-style-type: none"> <li>• Review meeting.</li> </ul>
<b>2027-2029</b>	<ul style="list-style-type: none"> <li>• Annual monitoring reports.</li> <li>• Biennial report on the impact of key initiatives and recommendations for improving implementation.</li> </ul>
<b>2030-2032</b>	<ul style="list-style-type: none"> <li>• Annual monitoring reports.</li> <li>• Mid-term evaluation report with recommendations for review and potential reorientation of the plan.</li> </ul>
<b>2033-2035</b>	<ul style="list-style-type: none"> <li>• Annual monitoring reports.</li> <li>• Biennial report on the impact of key initiatives and recommendations for improving implementation.</li> </ul>
<b>2036</b>	<ul style="list-style-type: none"> <li>• Final monitoring and evaluation report for the Anti-Racism Plan.</li> </ul>

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# 4 Allocated budget

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The Barcelona Anti-Racism Plan 2026–2036 has an estimated overall allocated budget of € 3,476,500 for the whole period for which it is in place. This budget will enable the planned measures to be progressively rolled out over the ten years, in line with a gradual, sustained implementation of the Plan.

The resources associated with the Plan are intended to drive institutional transformation in the City Council, including anti-racism training for municipal staff, and to strengthen social participation and support community initiatives in Barcelona's neighbourhoods. The budget also covers knowledge-generation initiatives with an anti-racist perspective, awareness-raising campaigns, and prevention and cultural change measures, as well as strengthened protection, care and reparation for victims of racism.

Internationalisation, partnership and international advocacy actions are carried out in coordination with other municipal policies, with an integrated anti-racist perspective and consistent with existing municipal actions.

On a cross-cutting basis, the Plan provides for specific resources to guarantee adequate governance, interdepartmental coordination, monitoring and evaluation as key elements to ensure that the Plan is rolled out consistently, continuously and effectively for the whole period for which it is in place.

“ The budget also covers knowledge-generation initiatives with an anti-racist perspective, awareness-raising campaigns, and prevention and cultural change measures, as well as strengthened protection, care and reparation for victims of racism. ”

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# 5 Glossary

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This glossary is included to help facilitate comprehension and ensure conceptual consistency throughout the plan, by providing working definitions of the key terms used in the document. Its purpose is purely practical, serving as a reading aid, and it is not intended to replace or exhaust the broad academic, political and social debates surrounding each of these concepts. Many of these ideas are subject to ongoing theoretical discussion and are understood in different ways depending on the discipline or school of thought. In this regard, the definitions adopted here aim to be clear, consistent and functional within the context of the plan, while still recognising the complexity of the debates involved.

## A

**Ableism:** A form of discrimination that treats non-disabled functioning as the norm, creating inequalities for people with physical, mental or other disabilities.

**Accountability:** The obligation of public institutions to justify their decisions, actions and results to the public, ensuring transparency and responsibility.

**Affirmative action:** A set of specific, temporary measures designed to address and correct structural inequalities affecting groups that have experienced historical or systemic discrimination. These measures aim to ensure truly equal opportunities and outcomes by compensating for accumulated disadvantages and promoting equitable participation in social, economic and institutional life.

**Afrophobia:** A form of racism against people of African descent, rooted in historical processes such as slavery and colonialism and perpetuated in contemporary inequalities.

**Ageism:** Discrimination based on age.

**Anti-Asian racism:** A form of racism against people of Asian descent or those perceived as such.

**Anti-racism movements:** Social groups that work to combat racism, promote anti-racism, and address racial inequalities.

**Anti-racist mainstreaming:** The systematic integration of an anti-racist perspective across all policies, areas and institutional levels.

**Anti-racist reparations:** A set of measures aimed at restoring rights and redressing harm caused by racism.

**Antisemitism:** Prejudice, hostility or discrimination against Jewish people, expressed in both historical and contemporary forms, including stereotypes, conspiracy theories and exclusion.

**Aporophobia:** Discrimination against or rejection of people experiencing poverty or socio-economic vulnerability, often intersecting with other forms of inequality.

## D

**Disaggregated data:** Data broken down by social categories or personal characteristics (such as origin, gender, ethnicity, etc.) that make it possible to identify structural inequalities.

**Discrimination:** Unequal or unfavourable treatment, without objective or reasonable justification, based on protected characteristics such as origin, ethnicity, race, gender, religion, other social circumstances or personal characteristics.

## E

**Effective participation:** The real and meaningful involvement of individuals and groups in the policy design and decision-making processes that affect them, with the capacity to influence outcomes.

**Equal treatment:** A legal and social principle and human right that guarantees the absence of any form of discrimination or unequal treatment without objective and reasonable justification, ensuring that all individuals receive equal treatment in comparable situations.

**Ethno-racial self-identification:** The right and process by which a person freely defines their own ethnic or racial identity, without external imposition, recognising that these categories are subjective and socially constructed.

## G

**Guarantee of rights:** The set of mechanisms, resources and institutional obligations aimed at ensuring the effectiveness and protection of recognised rights and freedoms.

## H

**Hate speech:** Forms of communication, not protected by freedom of expression, that incite, promote or normalise hatred, discrimination or violence against social groups or personal characteristics that are specifically protected under the Criminal Code and applicable equality legislation.

**Historical memory:** A process of recovering and critically analysing historical events linked to structural inequalities, discrimination and violence.

**Human rights defenders:** Individuals or groups who work to promote, protect and defend human rights.

**Human rights-based approach:** A regulatory framework that centres human rights as the mandatory foundation of public policies.

## I

**Indirect discrimination:** A situation in which a seemingly neutral provision, criterion or practice puts a particular social group at a disadvantage, without objective or reasonable justification.

**Institutional racism:** Discrimination through the rules, policies and practices of institutions.

**Institutional violence:** Harm or rights violations resulting from the action or inaction of public institutions.

**Intercultural mediation:** A process that facilitates dialogue and understanding between people or groups from different cultural backgrounds, aimed at preventing or resolving conflicts and promoting coexistence.

**Interculturalism:** A model for managing diversity based on interaction, mutual recognition and equality between cultures.

**Intersectionality:** An analytical framework used to study and understand the interaction of multiple factors of inequality or discrimination (such as race, gender, class, etc.) and their cumulative effects, in order to identify all the sources of inequality affecting a person based on their personal characteristics and how these operate together.

**Islamophobia:** A form of cultural and social racism that constructs Islam, or symbols associated with it, as a negative otherness, leading to discrimination against Muslim people or those perceived as such.

## M

**Marginalisation:** A process through which certain social groups are placed on the margins of society, with limited access to rights, freedoms and resources.

**Monitoring and evaluation:** A systematic process for collecting and analysing information to assess the implementation, results and impact of the plan and its initiatives, with the aim of ensuring they are carried out effectively and efficiently to combat racism in Barcelona.

**Multiple discrimination:** A form of discrimination that occurs when a person is subject to unequal or discriminatory treatment due to the combination of several factors of inequality (such as race, gender, class, disability, etc.), resulting in a specific and compounded impact.

**Municipal council (participatory bodies):** Institutional spaces for public participation aimed at discussing, advising on, and shaping municipal public policies.

## N

**Negative racialisation:** A process through which certain groups are placed in structurally disadvantaged positions within the racial hierarchy.

**Negatively racialised persons:** Individuals placed in structurally disadvantaged positions as a result of hierarchical racialisation processes.

**Non-discrimination:** A fundamental human rights principle that prohibits any distinction, exclusion, restriction or preference based on personal or social characteristics that has the purpose or effect of limiting the enjoyment of rights and freedoms.

**Organised civil society:** A set of non-State associations and groups with the capacity to influence society and politics.

## P

**Participatory governance:** A model of public administration that actively involves members of the public and social stakeholders in designing, implementing and evaluating public policies.

**Participatory methodologies:** A set of techniques that involve the general public, without discrimination or through affirmative action, in knowledge production and decision-making processes.

**Pogrom:** A violent and organised attack against a specific community.

**Positive racialisation:** A process through which, in general terms, white people are placed in privileged positions within the racial hierarchy.

**Prejudice:** A preconceived and unfounded opinion about individuals or social groups.

## R

**Racial discrimination:** Unequal or unfavourable treatment, without objective or reasonable justification, arising from the racialisation of individuals.

**Racial hierarchy:** A social system that ranks people according to racial categories by assigning unequal values and rights.

**Racial profiling:** Institutional practice of selection or control based on racial or ethnic criteria rather than objective behaviour.

**Racialisation:** A socio-political process through which meanings and hierarchies are assigned to physical or phenotypic characteristics, facial features or cultural traits.

**Racism against people of Latin American origin:** A set of prejudices and discriminatory practices against people of Latin American origin or those perceived as such.

**Racism:** A structural system of beliefs, practices and institutions that produces and perpetuates racial inequalities.

**Representation:** The presence and participation of diverse social groups in decision-making, governance and publicly visible spaces, in a way that reflects the diversity of society.

**Restorative justice:** An approach to justice focused on redressing harm, holding the parties involved accountable, and restoring social relationships.

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**Romaphobia:** A historical and structural system of racism against Roma people, expressed through discrimination, stereotypes, exclusion and both institutional and social violence.

## S

**Segregation:** The separation of population groups that leads to inequalities in access to resources and rights.

**Sinophobia:** Discrimination against people of Chinese origin or those perceived as such.

**Social cohesion:** The degree of participation, inclusion and equity within a society, ensuring rights, opportunities and effective representation for all social groups within the municipal political community.

**Social exclusion:** A structural process through which individuals or groups are prevented from fully participating in society.

**Social racism:** Everyday manifestations of discrimination based on prejudice and stereotypes.

**Stigmatisation:** A social process attributing negative characteristics to a group, leading to exclusion and discrimination.

**Structural inequalities:** Systemic differences in access to rights, freedoms and resources arising from historical discrimination embedded in social, economic and institutional structures.

**Structural racism:** The historical embedding of racism within social, economic and institutional structures.

## T

**Underreporting:** A situation in which cases of discrimination are not reported through institutional channels.

**Underrepresentation:** Insufficient presence of certain social groups in decision-making or participatory spaces.

**Universal access to rights:** The principle ensuring that all individuals, regardless of their personal characteristics or circumstances, can fully exercise their rights on an equal basis, without discrimination or barriers.

## W

**Whiteness:** A social construct that assigns people identified as white a structurally privileged position within a likewise socially constructed racial hierarchy.

