



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

Supporting the Development, Implementation and Monitoring of National Action Plans Against Racism



CHECKLIST AND REPORTING TOOL

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The Commission would like to express its gratitude to the European Union Agency for Fundamental Rights for its extensive input into the development of the monitoring checklist and reporting tool, drawing on their wide-ranging knowledge and expertise.

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

BACKGROUND AND PURPOSE

Combating racial discrimination is an integral part of the protection and promotion of fundamental human rights. The EU has a comprehensive legal framework for combating discrimination based on the grounds of racial or ethnic origin by prohibiting various forms of discrimination, such as direct and indirect discrimination, multiple discrimination, harassment, and instruction to discriminate¹. Despite this, EU-wide survey data, regularly collected by the European Union Agency for Fundamental Rights (FRA), continue to illustrate the extent and nature of lived experiences of structural inequality, racial discrimination, and racist harassment and crime across the EU².

On 19 September 2020, the European Commission released the [EU anti-racism action plan 2020-2025](#) in part as a response to the need to tackle the underlying problems of structural racism in an intersectional way through legislative measures. This action plan highlights the Member States' central role in the fight against racism and calls on all Member States to develop national action plans against racism (NAPARs) by the end of 2022. According to the Office of the United Nations High Commissioner for Human Rights (OHCHR), lasting improvements to counter racial discrimination at the national level require a sustained and comprehensive approach, which is reflected in a broad range of measures that complement and reinforce each other. National action plans against racism can be an effective mechanism to that end³.

The Commission strongly encourages the Member States to adopt NAPARs that are tailored to their unique realities – addressing their specific political, cultural, historical, and legal circumstances, as well as their needs during a determined period – in close cooperation with civil society, equality bodies and affected communities. To support Member States in their efforts, in March 2021 the Commission set up the Subgroup on the National Implementation of the EU Anti-racism Action Plan 2020-2025, consisting of national representatives⁴ and a wide range of experts. The Subgroup drafted [common guiding principles](#) for producing effective national action plans against racism and racial discrimination. The common guiding principles serve as a starting point and help Member States identify the key elements in the process of developing, implementing, monitoring and evaluating a NAPAR. The guidelines were endorsed by the EU High-level Group on Combating Hate Speech and Hate Crime and by the High-level Group on Non-discrimination, Equality and Diversity (HLG). They were officially published in March 2022.

Drawing on the OHCHR's [practical guide for developing national action plans against racial discrimination](#) and the [common guiding principles for national action plans against racism and racial discrimination](#), the **checklist** and the **reporting tool** presented in this document aim to support Member States in identifying and reporting on those aspects and concrete elements, which tend to influence the development and implementation of a comprehensive, effective and sustainable NAPARs, and which would facilitate the achievement of positive outcomes⁵. To document and promote the consistent use of the terms used in the checklist and the reporting tool, the **annex on terminology** attached to this document lists the main concepts – drawing on definitions in EU law or adopted by international treaty and expert bodies.

1 Direct and indirect discrimination based on racial or ethnic origin is defined in Article 2 of Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin (the Racial Equality Directive). See the annex on terminology and the main concepts used in the document.

2 FRA, [EU-MIDIS II – Second European Union Minorities and Discrimination Survey – main results](#), Publications Office of the European Union, Luxembourg, 2017, p. 13; FRA, [European Union Minorities and Discrimination Survey – main results report](#), Publications Office of the European Union, Luxembourg, 2010; FRA, [Being Black in the EU](#), Publications Office of the European Union, Luxembourg, 2018; FRA, [Second European Union Minorities and Discrimination Survey: Muslims – Selected findings](#), Publications Office of the European Union, Luxembourg, 2017.

3 OHCHR, [Developing National Action Plans Against Racial Discrimination – A Practical Guide](#), the United Nations, Geneva, 2014, p. 2.

4 The representatives of EU Member States are nominated by the High-level Group on Combating Hate Speech and Hate Crime and the High-level Group on Non-discrimination, Equality, and Diversity. The Subgroup reports on the progress of its activities to both high-level groups.

5 OHCHR, [Developing National Action Plans Against Racial Discrimination – A Practical Guide](#), the United Nations, Geneva, 2014, p. 3.

The checklist and the reporting tool were developed by the Subgroup on the National Implementation of the EU Anti-racism Action Plan 2020-2025, with the support of the European Union Agency for Fundamental Rights (FRA) and a drafting committee composed of Greece, Spain, Finland, Sweden and the Organisation for Economic Co-operation and Development (OECD). The supporting tools are addressed mainly to national authorities responsible for developing, implementing and monitoring a NAPAR, or tasked to do so.

The Member States are encouraged to use these supporting tools - when relevant to their national context - to facilitate and inform (1) their national efforts to develop, implement and monitor a NAPAR; and (2) anti-racism actions at the regional and local levels. This would ensure better coordination of anti-racism efforts across all levels of governance, forming a comprehensive response to preventing and tackling racism⁶. The checklist and the reporting tool constitute a short and a long version of the same supporting tool and therefore complement each other.

- The short **checklist** translates the common guiding principles into a practical tick-box tool and aims to support national authorities - when relevant to their national context - in the preparation and development, implementation, and monitoring and evaluation of a NAPAR⁷.
- The **reporting tool** complements the checklist and aims to serve and inform a wider, Commission-led process of assessing the implementation of the NAPARs⁸. It provides a framework for collecting information on how the common guiding principles are used in developing, implementing and monitoring and evaluating the NAPARs. This first data-collection effort will inform the report on the implementation of the NAPARs in 2023.
- **Mainstreaming intersectionality:** to address (among other issues) multiple and intersectional forms of discrimination, the reporting tool aims to ensure the systematic incorporation of a gender perspective into the NAPARs, as well as other protected characteristics such as age, disability, religion and sexual orientation.

The reporting tool assesses the application of the common guiding principles in the development and implementation of NAPARs. It is not therefore intended to collect exhaustive information on all national efforts and measures on fighting racism, other than NAPARs. Nor does it examine in detail the concrete measures and activities contained in a NAPAR. The latter is covered by another activity of the Subgroup, namely the collection of promising practices for preparing, developing, implementing and monitoring a NAPAR⁹.

6 European Commission, Subgroup on the National Implementation of the EU Anti-racism Action Plan 2020-2025, [Common guiding principles for national action plans against racism and racial discrimination](#), Principle 5.

7 European Commission, Subgroup on the National Implementation of the EU Anti-racism Action Plan 2020-2025, [Common guiding principles for national action plans against racism and racial discrimination](#), p. 6.

8 The Commission proposes to report regularly on the implementation of NAPARs, with a first report at the end of 2023. See the [EU anti-racism action plan 2020-2025](#), p. 17.

9 Compendium of Promising Practices: Anti-racism, available at the Tools webpage of the European Union Agency for Fundamental Rights.

NAPARS AND INTEGRATED MEASURES

A dedicated NAPAR sets out the Member State's measures to combat racism and promote equality, in line with its obligations under EU and European law, and as a party to both the [International Convention on the Elimination of All Forms of Racial Discrimination](#) and the [European Convention on Human Rights](#). NAPARs are a concrete action to uphold the commitments that the Member States made in 2001 at the World Conference against Racism and in the Durban Declaration¹⁰.

'[...] national action plans should aim at creating conditions for all to participate effectively in decision-making and realise civil, cultural, economic, political and social rights in all spheres of life on the basis of non-discrimination'. [Durban Declaration](#), paragraph 99.

It is recommended that Member States should develop a stand-alone NAPAR, but integrated measures on combating racism and racial discrimination can also in some cases form an integral part of more general national human rights action plans or other relevant instruments¹¹. Regardless of the form in which such measures are set out, several criteria need to be met for the NAPAR to be fit for purpose, in line with the common guiding principles (CGPs).

NAPARs or integrated measures against racism and racial discrimination, should:

- be in line with, and guided by, the EU and international legal and policy framework (CGP #2);
- be comprehensive in scope (CGP #2), reflecting policy and legal areas set out in the EU anti-racism action plan 2020-2025;
- identify and tackle potential manifestations of structural racism (CGP #3);
- set specific achievable objectives (CGP #4), complemented with specific actions and programmes;
- apply a participatory approach, including the active engagement of affected communities (CGP #5 and CGP #6);
- be evidence-based, informed by, and based on, reliable and robust equality data (CGP #7);
- include proper monitoring and evaluation mechanisms (CGP #8);
- be publicly available and easily accessible (CGP #6 and CGP #7).

Member States are encouraged to apply the full set of [common guiding principles for national action plans against racism and racial discrimination](#) in the preparation and development of their NAPARs as well as in their implementation, monitoring and evaluation.

¹⁰ [United Nations, Durban Declaration and Plan of Action, Adopted at the World Conference Against Racism, Racial Discrimination, Xenophobia and Related Violence, 8 September 2001.](#)

¹¹ European Commission, Subgroup on the National Implementation of the EU Anti-Racism Action Plan 2020-2025, [Common guiding principles for national action plans against racism and racial discrimination](#), p. 5.
See also OHCHR, [Developing National Action Plans Against Racial Discrimination: A Practical Guide](#) (HR/PUB/13/3), the United Nations, 2014.

NAPAR checklist

PREPARATION AND DEVELOPMENT	Y/N
Designation/establishment of a dedicated NAPAR governmental body/function/focal point ¹²	
Designation/establishment of a NAPAR cooperation and coordination mechanism ¹³	
Designation/establishment of a NAPAR consultative/advisory mechanism ¹⁴	
Mapping of existing law and policy as well as relevant recommendations by treaty and expert bodies	
Mapping of relevant institutions	
Mapping of relevant Civil Society Organisations (CSOs) and representatives of affected communities	
Needs assessment for equality data disaggregated by racial or ethnic origin	
Mapping of available equality data (data sources that provide information on racial or ethnic origin)	
Use of equality data to inform the development and scope of the NAPAR	
Public consultation	
Secure funding	
Participation of affected communities	
Comprehensive scope of the NAPAR	
Addressing structural racism and intersecting inequalities	
Public launch / communication / awareness raising	
IMPLEMENTATION	Y/N
Continuous coordination by the cooperation mechanism	
Continuous consultation with the advisory body	
Multiple actors involved in the implementation of the NAPAR	
Implementation of the NAPAR at regional and local level	
Implementation oversight of / progress reporting on the NAPAR's implementation	
Monitoring of outcomes during the implementation of the NAPAR	
Visibility and communication activities	
MONITORING AND EVALUATION	Y/N
Mid-term evaluation of the implementation of the NAPAR	
Final evaluation of the NAPAR, including its impact	
Designation/establishment of an independent mechanism responsible for the monitoring and evaluation of the NAPAR	
Data and indicators for the evaluation and monitoring of the NAPAR	
Reporting on the results of the evaluation and monitoring of the NAPAR	

12 A governmental body/function/focal point within the government is responsible for leading the preparation and development of the NAPAR, including carrying out a baseline study, mapping relevant law and policy, and conducting a needs assessment for equality data. See the OHCHR's [Practical guide on developing national action plans against racial discrimination](#), pp. 67-68.

13 A coordination mechanism serves as a channel for dialogue between governmental authorities, CSOs and other relevant institutions/partners (e.g. regional and local authorities; judiciary and criminal justice authorities; equality bodies; civil society organisations; national human rights institutions; academic and educational institutions; social partners; private bodies). For a complete list of actors that may be involved in such a national coordination mechanism, see the OHCHR's [Practical guide on developing national action plans against racial discrimination](#), pp. 68-69.

14 Such a consultative/advisory mechanism may also be called an advisory committee, consultative body, working group, interministerial coordination body, steering committee, etc. Its objective is 'to ensure that those affected by racial discrimination have maximum opportunities for contributing to the national action plan. [It] should be able to raise issues with decision makers, prepare recommendations, formulate legislative and other proposals, and provide views on the national action plan's process and contents'. See the OHCHR's [Practical guide on developing national action plans against racial discrimination](#), pp. 68-69.

NAPAR reporting tool

NOTE: The purpose of the reporting tool is in part to capture the systematic incorporation of a gender perspective in all phases of a NAPAR. Responses to the following questions should therefore specifically apply the gender mainstreaming principle as far as possible, and should report on other protected characteristics such as age, disability, religion and sexual orientation¹⁵.

1. Preparation and development of a NAPAR

TOPIC	QUESTION	Y/N	DETAILS
Designation/ establishment of a dedicated NAPAR governmental body/ function/focal point	Is there a body/function/focal point ¹⁶ tasked to prepare and develop a NAPAR?		<i>Please provide details on where it is located within the government structures, its set-up (e.g. at interministerial level), membership and tasks.</i>
Designation/ establishment of a NAPAR cooperation and coordination mechanism	Is there a mechanism for cooperation and coordination ¹⁷ between relevant stakeholders for the preparation and development of a NAPAR?		<i>Please provide details on its set-up, membership and tasks.</i> <i>Please indicate the ways of working (i.e. frequency of meetings, modes of operation, decision-making processes etc.).</i> <i>Please specifically indicate whether and how people impacted by racism or racial and ethnic discrimination are included as members or contribute to its work.</i>
Designation/ establishment of a NAPAR consultative/ advisory mechanism	Is there a consultative/ advisory mechanism ¹⁸ set up to inform and support the work of the NAPAR body/ function/focal point?		<i>Please provide details on its set-up, membership and tasks.</i> <i>Please indicate the ways of working (i.e. frequency of meetings, modes of operation, decision-making processes etc.).</i> <i>Please indicate whether and how people impacted by racism or racial/ethnic discrimination are included as members or contribute to its work.</i>

¹⁵ In accordance with gender mainstreaming principle, see also the [EU anti-racism action plan 2020-2025](#), p. 19.

¹⁶ A governmental body/function/focal point within the government is responsible for leading the preparation and development of the NAPAR, including carrying out a baseline study, mapping relevant law and policy, and conduct a needs assessment for equality data. For example, such a body can be within the ministry of justice, the office of the President or another appropriate department. See the OHCHR's [Practical guide on developing national action plans against racial discrimination](#), pp. 67-68.

¹⁷ A coordination mechanism serves as a channel for dialogue among governmental authorities, CSOs and other relevant institutions/partners, such as for example: regional and local authorities; judiciary and criminal justice authorities; equality bodies; civil society organisations; national human rights institutions; academic and educational institutions; social partners; private bodies; other. For an exhaustive list of possible actors to be involved in such national coordination mechanism, see the OHCHR's [Practical guide on developing national action plans against racial discrimination](#), pp. 68-69.

¹⁸ Such a consultative/advisory mechanism may also be called an advisory committee, consultative body, working group, interministerial coordination body, steering committee, and others. Its objective is 'to ensure that those affected by racial discrimination have maximum opportunities for contributing to the national action plan. [It] should be able to raise issues with decision makers, prepare recommendations, formulate legislative and other proposals, and provide views on the national action plan's process and contents'. See the OHCHR's [Practical guide on developing national action plans against racial discrimination](#), pp. 68-69.

TOPIC	QUESTION	Y/N	DETAILS
Mapping of existing laws and policy measures as well as relevant recommendations by treaty and expert bodies	Were national law, policy and relevant measures mapped out?		<i>Please provide information on the main outcomes.</i>
	Were synergies identified with other relevant strategies/ plans at national, regional or local level?		<i>Please provide details.</i>
	Were relevant EU frameworks and strategies mapped out?		<i>Please provide information on the main outcomes.</i>
	Were relevant recommendations by international treaty and expert bodies (i.e. the Committee on the Elimination of Racial Discrimination (CERD), the European Commission against Racism and Intolerance (ECRI), etc.) mapped out?		<i>Please provide information on the main outcomes.</i>
Mapping of relevant public institutions/bodies/ stakeholders	Were relevant institutional structures/actors, public bodies, national human rights bodies ¹⁹ and other relevant stakeholders mapped out?		<i>Please provide information on the main outcomes.</i>
Mapping of relevant CSOs and representatives of affected communities	Were CSOs and representatives of all communities affected by racism mapped out?		<i>Please provide details of which CSOs and representatives of affected communities have been mapped out (e.g. people of African descent/black people; Roma and Travellers; Muslims; migrants; etc.)</i>
Needs assessment for equality data disaggregated by racial or ethnic origin	Was a needs assessment in relation to equality data ²⁰ carried out to support the development and the scope of a NAPAR?		<i>If yes, please provide a few details on the scope, methodology and main outcomes.</i>

¹⁹ 'National human rights bodies' means equality bodies (EBs), national human rights institutions (NHRIs) and ombuds institutions.

²⁰ Equality data is any piece of information that is useful for the purposes of describing, analysing, reasoning about and making decisions on the state of equality. Sources of equality data include population censuses, administrative registers, household and individual surveys, victimisation surveys, attitude surveys (self-report surveys), complaints data, discrimination testing, and diversity monitoring by employers and service providers; as well as qualitative research strategies such as case studies, in-depth and expert interviews. See Guiding Principle 2 on how to carry out a needs assessment in relation to equality data on racial and ethnic origin in the [guidance note on the collection and use of equality data based on racial or ethnic origin](#).

TOPIC	QUESTION	Y/N	DETAILS	Y/N/N.A.
Mapping of available equality data (data sources that provide information on racial or ethnic origin)	Were existing data sources that provide information on racial or ethnic origin (including the categories applied and their underlying definitions ²¹) mapped out?		<p>Please indicate Y/N/n.a.²² for each data source that has been mapped:</p> <ul style="list-style-type: none"> • population censuses Y/N/n.a. • administrative registers Y/N/n.a. • household and individual surveys Y/N/n.a. • victimisation surveys Y/N/n.a. • attitude surveys/barometer surveys Y/N/n.a. • complaints data Y/N/n.a. • criminal justice data Y/N/n.a. • data on hate speech Y/N/n.a. • data on hate crime Y/N/n.a. • discrimination testing Y/N/n.a. • other research (specify) Y/N/n.a. • qualitative research studies Y/N/n.a. • CSO data Y/N/n.a. • data from international organisations Y/N/n.a. • FRA data Y/N/n.a. 	
Use of equality data to inform the development and the scope of NAPAR	Did equality data and other research evidence inform the development and the scope of the NAPAR?		<p>Please indicate Y/N/n.a.²³ for each data source that has been used:</p> <ul style="list-style-type: none"> • population censuses Y/N/n.a. • administrative registers Y/N/n.a. • household and individual surveys Y/N/n.a. • victimisation surveys Y/N/n.a. • attitudinal surveys/barometer Y/N/n.a. • complaints data Y/N/n.a. • criminal justice data Y/N/n.a. • data on hate speech Y/N/n.a. • data on hate crime Y/N/n.a. • discrimination testing Y/N/n.a. • other research (specify) Y/N/n.a. • qualitative research studies Y/N/n.a. • CSO data Y/N/n.a. • data from international organisations Y/N/n.a. • FRA data Y/N/n.a. 	
Public consultation	Was a public consultation held during the NAPAR development?		Please provide details on the scope, participants, methodology and main outcomes.	
Secure funding	Does the NAPAR have an allocated budget?		Please provide details on the allocated budget and its timeframe.	
	In the context of the NAPAR, have you provided additional human and financial resources to bodies tasked with specific deliverables and activities set out in the NAPAR?		Please provide details on the additional human and financial resources.	
Participation of affected communities	Is/are there a mechanism/ measures in place to ensure that affected communities and their representative organisations participate in the preparation and development of the NAPAR?		Please provide details on the mechanisms/measures to ensure participation.	

21 See Guiding Principle 1 for collecting equality data on racial and ethnic origin in the [guidance note on the collection and use of equality data based on racial or ethnic origin](#).

22 'n.a.' stands for not applicable. Please enter 'n.a.' when such a type of data/source of equality data does not exist, or when data are not and/or cannot be disaggregated by racial or ethnic origin.

23 'n.a.' stands for not applicable. Please enter 'n.a.' when such a type of data/source of equality data does not exist, or when data are not and/or cannot be disaggregated by racial or ethnic origin.

TOPIC	QUESTION	Y/N	DETAILS	Y/N
Comprehensive scope of a NAPAR	Does the NAPAR use or refer to existing definitions of different manifestations of racism? If no definitions are available in national law, does the NAPAR provide for this?		<p>Please provide a reference for, and a translation of, the definitions used or to which reference is made.</p> <p>Please indicate Y/N for each as listed below and provide the definition, if available, on:</p> <ul style="list-style-type: none"> • racism Y/N • racial/ethnic discrimination Y/N • multiple discrimination Y/N • intersectional discrimination Y/N • unconscious bias and stereotypes Y/N • structural racism Y/N • institutional racism Y/N • bias-motivated harassment Y/N • hate crime Y/N • hate speech Y/N • other (please indicate) Y/N 	
	Does the NAPAR address racism against different people/groups?		<p>Please indicate Y/N for each of the categories listed below:</p> <ul style="list-style-type: none"> • anti-black racism Y/N • anti-Gypsyism Y/N • anti-Semitism Y/N • anti-Muslim racism Y/N • anti-migrant racism Y/N • anti-Asian racism Y/N • other (please indicate) Y/N 	
	Does the scope of the NAPAR cover all areas outlined in the EU anti-racism action plan ²⁴ ?		<p>Which areas outlined in the EU anti-racism action plan are recognised in the NAPAR?</p> <p>Please indicate Y/N for each area listed below:</p> <ul style="list-style-type: none"> • education Y/N • employment Y/N • health Y/N • housing Y/N • social protection Y/N • access to goods and services more generally Y/N • law enforcement Y/N • integration and migration Y/N • hate crime Y/N • hate speech (including online) Y/N • risks posed by new technologies (including AI) Y/N • unlawful profiling by law enforcement authorities Y/N • fighting stereotypes and prejudice Y/N • slavery and colonialism Y/N 	
	Does the NAPAR provide for the collection and use of equality data on racial or ethnic origin?		<p>Please provide details on the objectives for the collection and use of equality data and how this is planned to be implemented.</p>	
	Does the NAPAR set out objectives/targets?		<p>Please list the objectives/targets.</p> <p>Please indicate if the NAPAR sets out the development and use of human rights-based indicators²⁵.</p>	

²⁴ See the [EU anti-racism action plan 2020-2025](#), p. 17.

²⁵ OHCHR, [Human Rights Indicators: A Guide to Measurement and Implementation](#), 2012.

TOPIC	QUESTION	Y/N	DETAILS	Y/N
Address structural racism and intersecting inequalities	Does the NAPAR tackle manifestations of structural racism?		<i>Please briefly describe them.</i>	
	Does the NAPAR include or apply an intersectional approach?		<i>Please briefly describe this.</i>	
Public launch/ communication/ awareness raising	Was the NAPAR launched/ adopted publicly? Was its launch/adoption announced/ accompanied by any communication activities or events?		<i>Please provide brief information on how this was done.</i>	
			• <i>Was there a press release? (Y/N)</i>	
			• <i>Was there a launch with representation at ministerial level? (Y/N)</i>	
			• <i>Did major news outlets report on the launch? (Y/N)</i>	
	• <i>Are there ongoing information events, campaigns, etc. beyond the launch? If so, which ones?</i>			
Other information relevant for the preparation and development phase of a NAPAR			<i>Please provide any relevant information (including publicly available information) related to the NAPAR and its measures.</i>	

2. Implementation of a NAPAR

TOPIC	QUESTION	Y/N	DETAILS
Continuous cooperation by the coordination mechanism	Is continuous cooperation between different areas and levels of administration/governance ensured by the NAPAR coordination mechanism or by any other relevant body?		<p><i>Please describe how continuous consultation is ensured (i.e. frequency of meetings, forms of consultation, etc.).</i></p> <p><i>Please specifically indicate whether and how people impacted by racism or racial/ethnic discrimination are included as members or contribute to its work.</i></p>
Continuous consultation with the consultative/advisory mechanism	Is continuous engagement with the advisory/consultative mechanism ensured?		<p><i>Please indicate how continuous consultation takes place (i.e. frequency of meetings, modes of consultation, etc.).</i></p> <p><i>Please specifically indicate whether and how people impacted by racism or racial/ethnic discrimination are included as members or contribute to its work.</i></p>
Multiple actors involved in the implementation of the NAPAR	Does the implementation of the NAPAR involve multiple actors?		<i>Please list all actors involved in, or tasked with, the implementation of the NAPAR (briefly mentioning the respective measures/activities).</i>
Implementation of the NAPAR at regional and local level	Does the NAPAR require action by regional/local authorities and/or include measures/activities to be implemented at regional/local level?		<i>Please briefly describe this.</i>
Implementation oversight/ progress reporting of the NAPAR implementation	Does the NAPAR set out and require regular reporting on the progress made with the measures set out in the NAPAR?		<p><i>Please state to whom reporting is done (governmental focal point and/or coordination mechanism, other), how this is done and how often.</i></p> <p><i>Please briefly describe what types of action (if any) are taken as a result of the implementation oversight (i.e. adjustment of measures, etc.).</i></p>
Monitoring of outcomes during the implementation of the NAPAR	Are any indications of positive outcomes/ effects already appearing during the implementation of the NAPAR?		<i>Please briefly describe and include supporting reference, if available.</i>
Visibility and communication activities	Have you organised visibility and/ or dissemination or capacity building activities or other events as part of the implementation of the NAPAR?		<i>If yes, what type of activities were carried out (campaigns, competitions, conferences, exhibitions, roundtables, trainings, etc.)?</i>
Other information relevant for the implementation phase of a NAPAR			<i>Please provide any relevant information.</i>

3. Monitoring and Evaluation of a NAPAR

TOPIC	QUESTION	Y/N	DETAILS
Mid-term evaluation of the implementation of the NAPAR	Does the NAPAR set out and require mid-term evaluation of the implementation of the NAPAR?		<i>Please briefly describe what is planned.</i> <i>Please specifically indicate whether and how people affected by racism or racial/ethnic discrimination are included in the mid-term evaluation.</i>
	Are the NAPAR's goals and measures adjusted and/or redefined on the basis of the results of the mid-term evaluation?		<i>Please provide details.</i>
Final evaluation of the implementation of the NAPAR, including its impact	Does the NAPAR set out and require final evaluation of the implementation of the NAPAR?		<i>Please briefly describe what is planned.</i> <i>Please specifically indicate whether and how people affected by racism or racial/ethnic discrimination are included in the mid-term evaluation.</i>
	Has the NAPAR's impact been measured?		<i>Please provide details.</i>
	Have individual specific measures been quantitatively evaluated?		<i>Please provide details.</i>
Designation/establishment of an independent mechanism responsible for the monitoring and evaluation of the NAPAR	Does the NAPAR set out the designation/establishment of an independent mechanism responsible for the monitoring and evaluation of the NAPAR?		<i>Please provide details on its mandate, set-up, membership²⁶ and tasks.</i> <i>Please specifically indicate whether and how people affected by racism or racial/ethnic discrimination are included as members or contribute to its work.</i>
	Is the monitoring and evaluation mechanism independent?		<i>Please provide brief details.</i>
	Has the monitoring and evaluation mechanism been provided with dedicated human and financial resources to monitor and evaluate the NAPAR?		<i>Please provide details (number of full-time equivalent staff and total budget).</i>
Data and indicators for the evaluation and monitoring of the NAPAR	Is the monitoring and evaluation of the NAPAR based on equality data and other research evidence?		<i>Please provide details, including on any progress made towards the objectives and targets set out in the NAPAR.</i>
	Are monitoring activities based on human rights-based indicators ²⁷ ?		<i>Please provide details.</i>
Reporting on the results of the monitoring and evaluation of the NAPAR	Is reporting of the results of the monitoring and evaluation of the NAPAR planned?		<i>Please provide details.</i>
	Are the results of the evaluation publicly available?		<i>Please provide details.</i>
	Are the results of the evaluation widely disseminated?		<i>Please provide details.</i>
Other information relevant to the monitoring and evaluation phase of a NAPAR			

²⁶ See for example the OHCHR's [Practical guide on developing national action plans against racial discrimination](#), pp. 86-91.

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

ANNEX - TERMINOLOGY

This annex documents and promotes the consistent use of the terms used in the checklist and the reporting tool. It lists the main concepts used in the document, drawing on definitions anchored in EU law or adopted by international treaty and expert bodies. See [ECRI's glossary](#) for a more exhaustive compilation of relevant terms.

Bias-motivated harassment: a range of harmful behaviours motivated by bias, some of which may not amount to a criminal offence. 'Harassment shall be deemed to be discrimination ... when an unwanted conduct related to racial or ethnic origin takes place with the purpose or effect of violating the dignity of a person and of creating an intimidating, hostile, degrading, humiliating or offensive environment'²⁸.

Direct discrimination occurs when one person is treated less favourably than another is, has been or would be treated in a comparable situation on grounds of racial or ethnic origin²⁹.

Equality data: the [European handbook on equality data](#), and the [guidelines on improving the collection and use of equality data](#) define 'equality data' as any piece of information that is useful for the purposes of describing, analysing, reasoning about or making decisions on the state of equality. The information may be quantitative or qualitative. It could include aggregate data that reflect inequalities or their causes or effects in societies³⁰.

Hate crime: 'a criminal offence committed with a bias motive'³¹.

Hate speech: 'publicly inciting to violence or hatred directed against a group of persons or a member of such a group defined by reference to race, colour, religion, descent or national or ethnic origin'³². The Council of Europe's Recommendation of the Committee of Ministers to Member States on combating hate speech defines hate speech as 'all types of expression that incite, promote, spread or justify violence, hatred or discrimination against a person or group of persons, or that denigrate them, by reason of their real or attributed personal characteristics or status such as "race", colour, language, religion, nationality, national or ethnic origin, age, disability, sex, gender identity and sexual orientation'³³.

Indirect discrimination occurs when an apparently neutral provision, criterion or practice would put persons of a racial or ethnic origin at a particular disadvantage compared to other persons³⁴.

Institutional racism: In the absence of a definition of institutional racism, one can draw on the CERD Convention, which binds states 'not to permit public authorities or public institutions, national or local, to promote or incite racial discrimination'³⁵.

Intersectional discrimination: a situation in which several grounds operate and interact with each other at the same time in such a way that they are inseparable and produce specific types of discrimination³⁶.

Multiple discrimination: discrimination that takes place on the basis of several grounds operating separately³⁷.

Profiling involves categorising individuals according to their characteristics. When used lawfully, profiling is a **legitimate investigation technique**. To be lawful, it must be based on **objective and reasonable justifications** and comply with fundamental rights, such as the rights to non-discrimination and protection of personal data. Profiling is deemed to have no objective and reasonable justification 'if it does not pursue

28 Article 2(3) of [Council Directive 2000/43/EC implementing the principle of equal treatment between persons irrespective of racial and ethnic origin](#).

29 Article 2(2) of the [Racial Equality Directive](#). See also FRA and the European Court of Human Rights, [Handbook on European non-discrimination law – 2018 edition](#), Publications Office of the European Union, Luxembourg, 2018, Section 2.1.

30 European Commission, [European Handbook on Equality Data – 2016 Revision](#), Publications Office of the European Union Luxembourg, 2016. For more on equality data, see the work done by the [Subgroup on Equality Data](#).

31 European Commission (2018), [Guidance note on the practical application of Council Framework Decision 2008/913/JHA on combating certain forms and expressions of racism and xenophobia by means of criminal law](#), Brussels, p. 7.

32 Article 1 of the [Council Framework Decision 2008/913/JHA on combating certain forms and expressions of racism and xenophobia by means of criminal law](#).

33 Council of Europe, [Recommendation CM/Rec\(2022\)16\(1\) of the Committee of Ministers to Member States on combating hate speech](#), 20 May 2022.

34 Article 2(2)(b) of the [Racial Equality Directive](#). See also FRA and European Court of Human Rights, [Handbook on European non-discrimination law – 2018 edition](#), Publications Office of the European Union, Luxembourg, 2018, Section 2.2.

35 Article 4(c) of the [International Convention on the Elimination of All Forms of Racial Discrimination](#), 4 January 1969.

36 FRA and European Court of Human Rights, [Handbook on European non-discrimination law – 2018 edition](#), Publications Office of the European Union, Luxembourg, 2018, p. 59. The European Institute for Gender Equality defines 'intersectionality' as an 'analytical tool for studying, understanding and responding to the ways in which sex and gender intersect with other's personal characteristics/identities, and how these intersections contribute to unique experiences of discrimination'. This definition also applies to any form of discrimination.

37 FRA and European Court of Human Rights, [Handbook on European non-discrimination law – 2018 edition](#), Publications Office of the European Union, Luxembourg, 2018, p. 59.

a legitimate aim or if there is not a reasonable relationship of proportionality between the means employed and the aim sought to be realised’³⁸.

Racial discrimination: ‘any distinction, exclusion, restriction or preference based on race, colour, descent, or national or ethnic origin which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise, on an equal footing, of human rights and fundamental freedoms in the political, economic, social, cultural or any other field of public life’³⁹.

Racial or ethnic origin: ‘The European Union rejects theories which attempt to determine the existence of separate human races. The use of the term “racial origin” does not imply an acceptance of such theories⁴⁰.’ Race/ racial origin and/or ethnic origin are **social constructs** and are therefore weak proxies for the genetic diversity of humankind⁴¹. Some individuals may self-identify as ‘white’ or ‘black’, but racism and racial or ethnic discrimination are often shaped by how society categorises individuals in racialised terms. In line with the applicable EU legislation⁴² and the [guidance note on the collection and use of equality data based on racial or ethnic origin](#) developed by the Commission’s Subgroup on Equality Data, references in this present document ‘racial or ethnic origin’ are made with respect to its being **a cause of discrimination**. Some EU Member States and non-EU countries use the category ‘racial or ethnic origin’ for statistical purposes, including to highlight discrimination and inequality. In accordance with this practice, this document further refers to ‘racial or ethnic origin’ as (1) **a generic statistical (analytical) category that allows for disaggregation of any data** and (2) **an aspect of a person’s self-identification and ethnic attachment (i.e. as a personal characteristic)**.

Racialisation: ‘the process of ascribing characteristics and attributes that are presented as innate to a group of concern to it and of constructing false social hierarchies in racial terms and associated exclusion and hostility’^{43 44}.

Racism: ‘the belief that a ground such as “race”, colour, language, religion, nationality or national or ethnic origin justifies contempt for a person or a group of persons, or the notion of superiority of a person or a group of persons’⁴⁵. The use of the term ‘racial origin’ does not imply an acceptance of theories that attempt to determine the existence of separate human races⁴⁶.

Structural racism/discrimination: ‘rules, norms, routines, patterns of attitudes and behaviour in institutions and other societal structures that, consciously or unconsciously, present obstacles to groups or individuals in accessing the same rights and opportunities as others and that contribute to less favourable outcomes for them than for the majority of the population’⁴⁷. Structural racism is mirrored in socio-economic inequality and poverty in many areas of life and these factors amplify each other⁴⁸.

Unlawful profiling: profiling that is based solely or mainly on one or more **protected characteristics** amounts to direct discrimination, and therefore **violates the individual’s rights and freedoms** and is **unlawful**. Protected characteristics such as race, ethnic origin, gender and religion can be among the factors that law enforcement authorities and border guards take into account when exercising their powers, but they cannot be the sole or main reason to single out an individual⁴⁹.

38 FRA, [Preventing unlawful profiling today and in the future: a guide](#), Publications Office of the European Union, Luxembourg, 2018. See also ECRI, [General Policy Recommendation N° 11 on combating racism and racial discrimination in policing adopted on 29 June 2007](#), Strasbourg, 4 October 2007.

39 Article 1(1) [International Convention on the Elimination of All Forms of Racial Discrimination](#).

40 Recital 6 of [Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin](#). See also the [EU anti-racism action plan 2020-2025](#), p. 1.

41 Yudell, M. et al., ‘[Taking race out of human genetics](#)’, *Science*, Vol. 351, Issue 6273, 2016, pp. 564-565; and Zack, N., [Social Construction and Racial Identities](#) in Zack, N., *Philosophy of Race*, Palgrave Philosophy Today, Palgrave Macmillan, (2018).

42 [Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin](#) (the Racial Equality Directive), and Articles 10 and 19 of the Treaty on the Functioning of the European Union (TFEU).

43 A definition of the term ‘racialisation’ has yet to be agreed. This document is referring to the ECRI definition (see footnote 43).

44 [ECRI’s opinion on the concept of ‘racialisation’](#) (adopted on 8 December 2021).

45 ECRI, [General Policy Recommendation No 7 on National Legislation to Combat Racism and Racial Discrimination](#), CRI(2003)8, adopted on 13 December 2002, paragraph 1(a). See also FRA and European Court of Human Rights, [Handbook on European non-discrimination law – 2018 edition](#), Publications Office of the European Union, Luxembourg, 2018, p. 197.

46 [Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin](#). See also the [EU anti-racism action plan 2020-2025](#), p. 1.

47 [ECRI General Policy Recommendation No 2 on Equality Bodies to Combat Racism and Intolerance at National Level](#), CRI(2018)06, adopted on 7 December 2017, paragraph 20.

48 European Network of Equality Bodies (Equinet), [The other pandemic: Systemic racism and its consequences](#), 8 June 2020; UN, [World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance – Declaration, 2001](#); European Commission, EU High-level Group on Combating Racism, Xenophobia and Other Forms of Intolerance, [Afrophobia: acknowledging and understanding the challenges to ensure effective responses](#), Brussels, November 2018; [European Parliament resolution of 19 June 2020 on the anti-racism protests following the death of George Floyd](#).

49 FRA, [Preventing unlawful profiling today and in the future: a guide](#), Publications Office of the European Union, Luxembourg, 2018. See also ECRI, [General Policy Recommendation No 11 on Combating Racism and Racial Discrimination in Policing](#), CRI(2007)39, adopted on 29 June 2007.

