



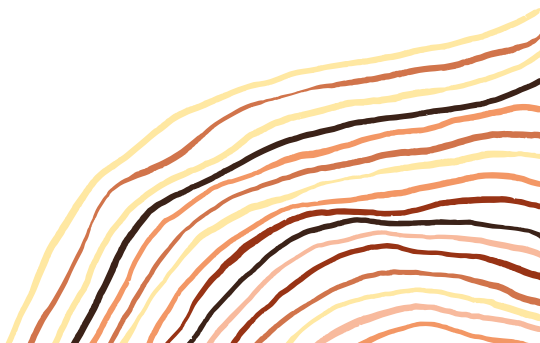
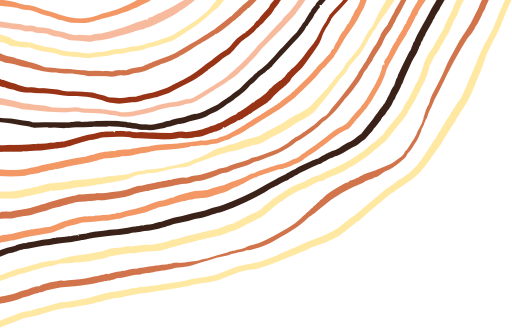
GOUVERNEMENT

*Liberté
Égalité
Fraternité*



**NATIONAL PLAN
TO COMBAT
RACISM, ANTISEMITISM
AND ORIGIN-RELATED
DISCRIMINATION 2023-2026**







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Key measures to combat all forms of racist and antisemitic hatred and discrimination

A five-point plan:

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- Definitions
- Methodology, management and monitoring of the national plan
- Budget and responsibility



Editorial

Isabelle LONVIS-ROME

Each year, one million two hundred thousand people suffer racist or antisemitic discrimination or harm. This figure alone would be sufficient to illustrate the importance of the relentless fight we find ourselves in against a scourge that should not exist. We are gradually destroying this scourge by dint of ambitious public policies and government will.

Behind these million ridiculed words, behind this trampled on dignity, there is a brutal reality of putrid conspiracy, hateful propaganda and speech filled with bitterness. But also a brutal reality of vandalism, verbal and physical assault, digital raids and crime. So many seemingly endless human tragedies, in the deepest disregard of our social contract.

We cannot accept this violence nor tolerate its trivialisation. Racism, antisemitism and discrimination are deep gouges in our national cohesion. They undermine the values of universalism, humanism and tolerance that take centre stage in our Republic.

We have to be relentless in this fight. And this must, of course, involve reason, education, knowledge and respect for others. But in the face of these figures, these values need enforcers, swift to stem the hatred that breaks the Republican promise to which each and every one of us must be entitled.

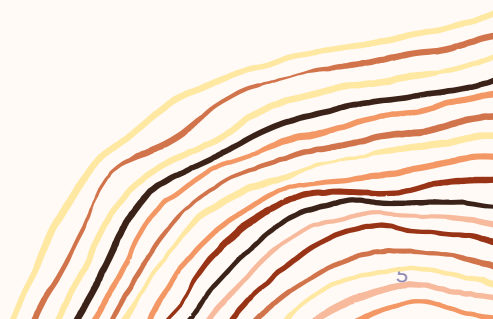
We have to keep this promise, without fail.

It is with this in mind that this new plan to combat racism, antisemitism and origin-related discrimination has been designed. To lead the fight, I know we can count on the wealth of our country's network of associations, which works throughout the territory, both in France and overseas.

This ambitious four-year plan is the result of the mobilisation of all the ministries, the Defender of Rights, the French National Consultative Commission on Human Rights (CNCDH), thirty-five associations, remembrance foundations and museums. It is structured around concrete and realistic measures that will be scrupulously monitored and assessed transparently.

These measures will make it possible to name, quantify, prevent and train, but also punish those who spread hatred.

This plan is a response to speech and actions that are harmful to harmony; a promise to our youth, who must grow up in a society where we are all equal.





KEY MEASURES
TO COMBAT ALL
FORMS OF RACIST
AND ANTISEMITIC
HATRED AND
DISCRIMINATION

- **1. Organise a historical or remembrance visit** related to racism, anti-semitism or antigypsyism for each student during their schooling
- **2. Include content on combating** racism, antisemitism, antigypsyism and discrimination in all youth training, e.g. SNU (national service) and the civic service
- **3. Organise a mandatory training day** for all teachers and staff in schools on the issues of racism, antisemitism, antigypsyism and discrimination
- **4. Train civil servants** in the fight against racism, antisemitism and all discrimination
- **5. Include content on combating** racism, antisemitism and antigypsyism in the training provided to sports supervisors (coaches, volunteers for the 2024 Olympic and Paralympic Games)
- **6. Ensure systematic testing of discrimination** at recruitment and during employment
- **7. Better protect and support employees** and companies in situations of racism, antisemitism and discrimination
- **8. Create tools with digital players**, including platforms and influencers, to improve online civic-mindedness
- **9. Improve the receiving and handling of complaints** by law enforcement agencies
- **10. Create more severe penalties for non-public offences** of a racist or antisemitic nature committed, in the performance of their duties, by persons holding public authority or entrusted with a public service mission
- **11. Allow arrest warrants to be issued** in the event of serious racist or anti-semitic offences
- **12. Combat discrimination** in access to housing more effectively
- **13. Ask the public questions** about the racism or antisemitism they have felt or experienced
- **14. Develop tools to analyse and evaluate diversity** in cinema and the performing arts (theatre, dance, music) and publish the results
- **15. Empower and support the territories under the direction of the Prefects and Public Prosecutors**



A CONCRETE AND MEASURABLE PLAN

Each area is broken down into strategic objectives, each consisting of operational objectives and concrete actions with indicators and a time frame.

- **5 areas**
- **23 strategic objectives**
- **48 operational objectives**

Area 1 –

Affirm the reality of racism and our universalist model

1.1.

STRATEGIC OBJECTIVE: REINFORCE THE REPUBLICAN MODEL AND EQUAL RIGHTS AND OPPORTUNITIES

OPERATIONAL OBJECTIVE #1 -

Affirm the State's involvement

- **Actions:**

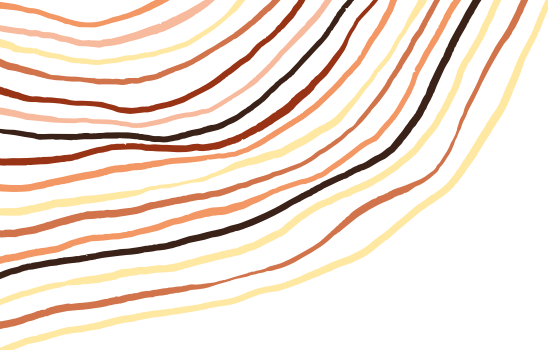
- **make sure that an example is set** through compliance with the commitments made by the ministries under the Diversity label issued by Afnor, particularly with regard to the prevention of origin-related discrimination, and that all staff are aware of the reality of racist and antisemitic hatred and origin-related discrimination **establish a common core** of missions for senior Diversity officials in the ministries

- **Target year:** 2023

- **Indicators:**

- number of Diversity labels granted and renewed + publication of commitments
- number of senior Diversity officials appointed

- **Pilot ministries:** all ministries



- **Actions:**

- **establish a “Republican timeline” of historical dates** to be celebrated around fraternity (positive moments that unite the nation)
- **roll out a national marketing campaign** to get the general public involved in combating racism, antisemitism, anti-gypsyism and origin-related discrimination and engage the national media

- **Target year:** March 2023

- **Indicators:**

- dissemination of the timeline + number of audiences affected
- resumption of the campaign (particularly in the national media)

- **Pilot ministry:** Ministry for Gender Equality, Diversity and Equal Opportunities + DILCRAH

1.2.

STRATEGIC OBJECTIVE: SHAPE AND PROMOTE THE HISTORICAL NARRATIVE

Operational objective #2 - Strengthen knowledge of history

- **Actions:**

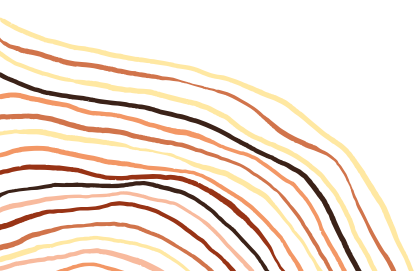
- **set up a working group**, with the national association of heritage curators and associations of cultural mediation professionals, to identify a catalogue of permanent or temporary exhibitions/shows that can be analysed from the perspective of the fight against racism, antigypsyism and antisemitism, particularly through the impact of colonisation, contemporary genocide and history in general
- **support the creation of a museum** to remember the gypsies detained on the site of the former Montreuil-Bellay camp (in extension of the tribute paid in 2016 by the President of the Republic)

- **Target year:** 2023 (working group), 2024 (catalogue), 2025 (museum)

- **Indicators:**

- number of exhibitions and shows concerned
- creation of the museum

- **Pilot ministry:** Ministry of Culture and Interministerial Delegation for Housing and Access to Housing (DIHAL)





1.3.

STRATEGIC OBJECTIVE: MOBILISE THE CULTURAL SECTOR

OPERATIONAL OBJECTIVE #3 -

Involve the media in events for the international day on 21 March

- **Action:** in connection with the School Press and Media Week, make 21 March, the International Day for the Elimination of Racial Discrimination, a major day of mobilisation of the media (national and local) on combating racism and antisemitism, in anticipation of the signature of a convention with national television channels
- **Target year:** 2023
- **Indicator:** number of media outlets involved (TV and regional dailies)
- **Pilot ministries:** Ministries of Culture, National Education and Agriculture

OPERATIONAL OBJECTIVE #4 -

Target the Culture Pass

- **Action:** ensure eligibility for the Culture Pass of all remembrance and historical sites and their accessibility (adaptations, sign language, language that is easy to read and understand) for people with disabilities
- **Target year:** 2023
- **Indicator:** number of Culture Passes mobilised for history/remembrance sites
- **Pilot ministry:** Ministry of Culture

1.4.

STRATEGIC OBJECTIVE: BETTER INVEST IN SPORT

OPERATIONAL OBJECTIVE #5 -

Promote the role of school sport in helping people live together

- **Action:** create a specific award to illustrate the commitment against racist and antisemitic discrimination made by young graduates in sports associations affiliated with the National Union of School Sport (UNSS)
- **Target year:** school year 2022-2023
- **Indicator:** number of college classes involved
- **Pilot ministry:** Ministry of National Education

OPERATIONAL OBJECTIVE #6 -

Empower professional sport

- **Action:** integrate DILCRAH into the working groups of the National Supporterism Authority (INS) dealing specifically with issues related to the fight against racism, antisemitism and discrimination in sports centres
- **Target year:** 2023
- **Indicator:** number of dedicated INS meetings
- **Pilot ministry:** Ministry of Sports and the Olympic and Paralympic Games



Area 2 –

Measure the phenomena of racism, antisemitism and discrimination

2.1. STRATEGIC OBJECTIVE: BETTER QUANTIFY THE PHENOMENA

OPERATIONAL OBJECTIVE #1-

Reinforce victim survey data

- **Actions:**

- **for the general population:** propose the theme “racism, antisemitism and origin-related discrimination” for the 2025 thematic questionnaire of the Vécu et ressenti en matière de sécurité survey (Experiences and Perceptions of Security Survey). If the theme is not selected, reproduce the 2022 questionnaire on the relationship between the police and the general public in 2025
- **for secondary school students** (general, agricultural and cultural education):

supplement education and victimisation surveys by incorporating specific questions on the phenomena of racist and antisemitic hatred and discrimination that may have been experienced by students and/or teaching staff

set up follow-up studies that compare students' feelings and data on their educational history

publish an annual report, during the week of education and action against racism and antisemitism in March, presenting quantitative and qualitative data in the school sector



– **for students:**

add to the annual OVE (Observatory of Student Life) survey by incorporating specific questions on racism, antisemitism and discrimination and the impact on student health

integrate into the work of the National Observatory for Discrimination in Higher Education (ONDES) all universities and schools (including cultural and agricultural higher education facilities) and add a research component on racism and antisemitism

– **for those involved in school sports:**

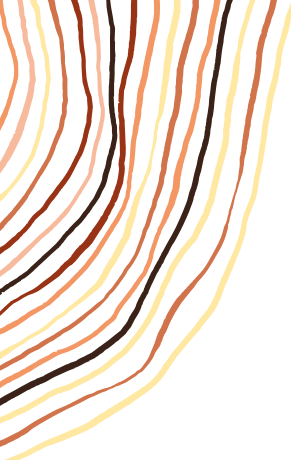
include in the UNSS survey aimed at building the school sports strategy for the Olympiad, questions about the hatred or discrimination that may have been suffered or witnessed by young college students and their supervisors

- **Target year:** 2023 (and 2025 for the survey of the general public by the Ministry of the Interior)

- **Indicators:**

- return of annual surveys + the 2025 thematic questionnaire
- number of higher establishments mobilised within the ONDES

- **Pilot ministries:** Ministries of the Interior, National Education, Agriculture, Culture and Higher Education



OPERATIONAL OBJECTIVE #2 -

Monitor case law

- **Action:** transmit to DILCRAH the annual assessment of the figures on racist, antisemitic and discriminatory offences carried out by the criminal policy assessment centre
- **Target year:** 2023
- **Indicator:** delivery of data
- **Pilot ministry:** Ministry of Justice

OPERATIONAL OBJECTIVE #3 -

Better measure origin-based discrimination in the public sector

- **Action:** conduct, with the support of the Defender of Rights and as an experiment, an audit of the discriminatory risks related to origin in a large public company and/or public administration, which will enable the organisation to exercise its duty of care and to build appropriate actions to prevent practices likely to produce discrimination
- **Target year:** 2023
- **Indicator:** implementation of the experiment (with publication of the results)
- **Pilot ministry:** Ministry of Public Transformation and Service

OPERATIONAL OBJECTIVE #4 -

Measure diversity in all cultural fields

- **Action:** develop tools to analyse and evaluate diversity in cinema and the performing arts (theatre, dance, music) based on the biannual diversity in audiovisual barometer and publish the results
- **Target year:** 2024
- **Indicator:** creation of tools (e.g. barometer, victim survey) and publication of results
- **Pilot ministry:** Ministry of Culture

2.2.

STRATEGIC OBJECTIVE: CREATE DATA ON ONLINE HATE

OPERATIONAL OBJECTIVE #5 -

Strengthen and enhance the work of the Observatory of Online Hate

- **Action:** set up, within the framework of the Arcom-led Observatory, a working group bringing together Arcom, DILCRAH and stakeholders in online hate (including dedicated associations and competent authorities such as Pharos), which would meet on average 4 times a year and whose purpose it would be to share data and reflect on the definition of priorities for policies to combat online hate
- **Target year:** 2023
- **Indicator:** number of meetings and number of recommendations made
- **Pilot ministries:** Ministries of Culture and Gender Equality, Diversity and Equal Opportunities



2.3. STRATEGIC OBJECTIVE: DEVELOP RESEARCH

OPERATIONAL OBJECTIVE #6 -

Specifically channel funding

- **Actions:**

- **step up** research activity on racism, antigypsyism, anti-semitism and origin-related discrimination, particularly in terms of the impact on the transformation of practices within public or private organisations, by improving use of the CIFRE (Industrial Research Training Agreement) and, where appropriate, the COFRA (training through administration research agreement)

- **encourage** research to:

identify the health and psychological impact of racism, antisemitism and origin-based discrimination suffered by people (at work, in their studies, etc.)

objectify health discrimination (e.g. refusal of care, access to health, treatment of emergencies, etc.)

- **Target year:** 2024

- **Indicators:**

- number of CIFRE and/or COFRA contracts dedicated to the challenges of combating racism, antisemitism and discrimination
- number of research projects in the health and healthcare field

- **Pilot ministries:** Ministry of Higher Education and Research, Ministry of Health and Prevention

Area 3 –

Provide better education and training

3.1. STRATEGIC OBJECTIVE: TAKE STOCK OF EXISTING TOOLS

OPERATIONAL OBJECTIVE #1 -

Facilitate access to a single catalogue of resources

- **Action:** identify all the tools/actions/mechanisms already provided by the various ministries and their partners and related to training issues, awareness raising, reporting, victim support and communication
- **Target year:** 2023
- **Indicators:** creation of a toolbox and provision on the DILCRAH website
- **Pilot ministry:** Ministry for Gender Equality, Diversity and Equal Opportunities and DILCRAH

3.2.

STRATEGIC OBJECTIVE: STRENGTHEN TRAINING IN THE PRIVATE EMPLOYMENT SECTOR

OPERATIONAL OBJECTIVE #2 -

Better train recruitment managers in companies

- **Actions:**

- **ask** the training organisations for data relating to the performance of the training courses carried out in particular pursuant to Article L.1131-2 of the French Labour Code
- **depending on the feedback** on the obligation to provide anti-discrimination training for human resources staff in companies with more than 300 employees, consider extending the companies concerned by this obligation (threshold, companies specialising in temporary employment and recruitment)
- **publish** an anti-discrimination training framework

- **Target year:** 2023 (data reporting) and 2024 (framework)

- **Indicators:**

- reporting of survey data + number of persons trained
- publication of a reference framework

- **Pilot ministry:** Ministry of Labour



OPERATIONAL OBJECTIVE #3 -

Raise awareness among healthcare professionals

- **Action:** support the work of the National Council of the Ordre des médecins to build tools for prevention and training against origin-related discrimination in access to health services and between healthcare professionals
- **Target year:** 2024
- **Indicators:** number of working meetings + dissemination of tools
- **Pilot ministry:** Ministry of Health and Prevention

OPERATIONAL OBJECTIVE #4 -

Train sports coaches and volunteers

- **Actions:**
 - **incorporate** into the specifications laid down by the Sports Code and applicable to training organisations authorised to issue State qualifications for leaders (BPJEPS) and coaches (DEJEPS and DESJEPS), the obligation to include specific content on combating racism, antisemitism and origin-related discrimination in the training courses
 - **include** in the training for volunteers for the Paris 2024 Olympic and Paralympic Games a module on combating racism, antisemitism and discrimination
 - **Target year:** 2024
 - **Indicators:**
 - number of training organisations accredited
 - number of volunteers trained
 - **Pilot ministry:** Ministry of Sports and the Olympic and Paralympic Games
- 

OPERATIONAL OBJECTIVE #5 -

Mobilise taxis and private hires

- **Action:** consult professional passenger transport organisations (taxis, private hire vehicles, two- or three-wheel motor vehicles) with a view to integrating the theme of combating racism, antigypsyism, antisemitism and discrimination into examination and compulsory training frameworks
- **Target year:** 2024
- **Indicator:** modification of the training framework
- **Pilot ministry:** Ministry of Transport

3.3.

STRATEGIC OBJECTIVE: BETTER TRAIN PUBLIC SECTOR OFFICIALS

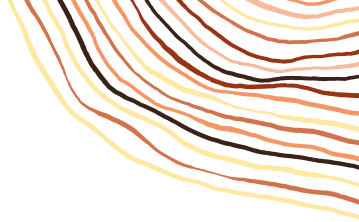
OPERATIONAL OBJECTIVE #6 -

Better train teachers and teaching staff in schools (general, agricultural and cultural education)

- **Action:**
 - **for initial training:**

support the implementation of the modules dedicated to combating all forms of racism and origin-related discrimination in the preliminary training courses taken by all teachers

within the context of teacher recruitment interviews, have a bank of questions on practical scenarios concerning situations of racism, antigypsyism, antisemitism and origin-related discrimination



developed (by a working group made up of the General Inspectorate of Education, Sport and Research (IGESR), DILCRAH, associations and the Defender of Rights), for the attention of the examination boards

train the boards in these scenarios

– **in ongoing training:**

set up mandatory training consisting of three modules: an initial six-hour module 5 years after appointment, a second module 10 years later and a final module 15 years later

use training resources to enable appropriation of the Action against Racism and Antisemitism handbook by trainers and teachers (common culture on racism, antisemitism and origin-related discrimination, procedures for short-term responses, prevention through education, educational actions and mobilisation of the educational community)

• **Target year:** 2024

• **Indicators:**

- creation of the bank of questions + number of boards using it
- creation of 3 ongoing training modules + number of staff trained

• **Pilot ministries:** Ministries of National Education, Agriculture and Culture



OPERATIONAL OBJECTIVE #7 -

Train 100% of serving State officials

- **Action:** roll out the current interministerial government contract (lot 2 - combating racism, antisemitism, anti-LGBT+ hate and all discrimination) to 100% of State Civil Service (FPE) officials: central administrations, teaching staff and supervisors of the Ministry of National Education and Youth (MENJ), internal security forces, labour inspectors, reception officials under the FPE at Pôle Emploi/ France Travail, State agents from Maisons France Services, staff of State cultural or sports establishments, educators of young children
- **Target year:** 2023
- **Indicator:** number of agents trained
- **Pilot ministry:** Ministry of Public Transformation and Service

OPERATIONAL OBJECTIVE #8 -

Support the training of local officials and hospital staff

- **Action:** communicate the specifications for the State's interministerial training contract so that the National Centre for Local Civil Service (CNFPT) and the National Association for the Ongoing Training of Hospital Staff (ANFH) can understand them, in order to ensure that local public officials and hospital staff are also targeted and strengthened in their ongoing anti-discrimination training
- **Target year:** 2023 (communication of specifications) and 2024 (implementation of training)
- **Indicator:** number of courses concerned and number of agents trained
- **Pilot ministry:** Ministry of Public Transformation and Service



OPERATIONAL OBJECTIVE #9 -

Strengthen the training of magistrates

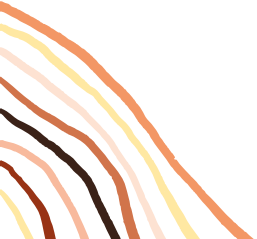
- **Action:** update the Keeper of the Seals circular of 11/07/2007 on the anti-discrimination clusters of the Public Prosecutor's Offices to:

expressly encourage the prosecutors to take the dedicated continuing training offered by the National School of the Judiciary: "From discrimination of racism: considering prejudices and hostility"

reiterate the ability of the Public Prosecutor's Office to request judicial testing

acknowledge the challenge of leading a local network made up of stakeholders in the fight against racism, antisemitism and discrimination, in conjunction with the Operational Committees (CORAHs) under the authority of the departmental Prefects

reinforce the preliminary and ongoing training of judicial officers and administrative judges on issues related to the fight against racism, antigypsyism, antisemitism and origin-related discrimination

- **Target year:** 2023 (circular) and 2024 (training)
 - **Indicators:**
 - release of the circular
 - number of training hours integrated into careers
 - **Pilot ministry:** Ministries of Justice and Public Transformation and Service
- 



3.4.

STRATEGIC OBJECTIVE: FURTHER EDUCATE AND TRAIN YOUNG PEOPLE

OPERATIONAL OBJECTIVE #10 -

**Develop the illustrated knowledge of students
(general, agricultural and cultural education)**

- **Actions:**

- **organise** at least one visit for each student to a remembrance and historical site relating to the issues of racism and antisemitism during compulsory schooling
- **mobilise** school publishing and youth literature through a working group with remembrance/historical sites and associations, to enrich the historical narrative and highlight the plurality of France's history
- **promote** student productions, particularly in the context of the week of education and actions against racism and antisemitism, through a poster competition of the week

- **Target year:** school year 2023-2024

- **Indicators:**

- mention of the remembrance visit in the back-to-school circular
- number of classes concerned
- number of collections mobilised

- **Pilot ministries:** Ministries of National Education, Agriculture and Culture

OPERATIONAL OBJECTIVE #11 -

Train young volunteers

- **Action:** integrate a module and educational actions on combating racism, antigypsyism, antisemitism and origin-related discrimination into the SNU (Universal National Service) and the Civic Service
- **Target year:** 2024
- **Indicator:** number of young people trained
- **Pilot ministry:** Ministries of National Education and Armed Forces

3.5.

STRATEGIC OBJECTIVE: TARGET STUDENTS

OPERATIONAL OBJECTIVE #12 -

Train all students in higher education

- **Actions:**
 - **invite** the competent authorities (Conférences des doyens) to consolidate the teaching modules for students in all sectors on combating racism, antigypsyism, antisemitism and origin-related discrimination
 - **in art, architecture and journalism schools**, and in all public institutions under the auspices of the Ministry of Culture, integrate training content on combating racist, antisemitic and antigypsyist stereotypes, discrimination and the role of culture in emancipation and representation of citizens
 - **include** a module on combating racism, antigypsyism, antisemitism and origin-related discrimination in all the initial training courses for students in the healthcare professions
- **Target year:** 2024
- **Indicator:** number of institutions concerned and number of students trained
- **Pilot ministries:** Ministries of Higher Education, Culture, Health and Prevention

3.6.

STRATEGIC OBJECTIVE: EDUCATE ABOUT ONLINE CITIZENSHIP

OPERATIONAL OBJECTIVE #13 -

Raise awareness of digital issues among students (general, agricultural and cultural education) and citizens

- **Actions:**

- **strengthen** the training of pupils upstream of the Pix certification (for example by drawing inspiration from the “internet passport” training implemented by the police or using the digital citizen’s training kit built in 2021 by the French Data Protection Authority (CNIL), the French Media Regulatory Authority (CSA), the Defender of Rights and Hadopi) and guaranteeing the effectiveness of digital education hours provided for by the Education Code

- **reiterate** collaborative work on online civic-mindedness with all interested parties, to build operational tools adapted to the practices of the various users. The work done to combat online hate in gaming and e-sport may serve as a methodological example (establishment of a behavioural diagnosis followed by design workshops to build a code of conduct). The content will be ready for Safer Internet Day (7 February)

- **Target year:** 2023 (online civic-mindedness working group) and school year 2023-2024 (Pix certification training)

- **Indicators:**

- number of students actually trained prior to the Pix certification
- tools created and distributed on 7 February of each year

- **Pilot ministries:** Ministries of National Education, Agriculture and Culture; Ministry of Gender Equality, Diversity and Equal Opportunities and DILCRAH

Area 4 –

Sanction perpetrators

4.1. STRATEGIC OBJECTIVE: COMBAT NON-TAKE-UP

OPERATIONAL OBJECTIVE #1-

Build the trust of citizens when logging complaints

- **Actions:**

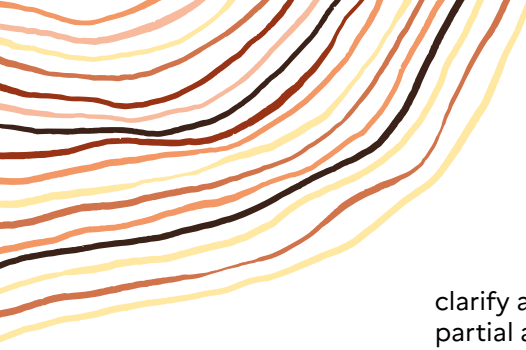
- **complete** the complaint software (police) to include a list of 'nature of offence' (NATINF) codes relating to racist and antisemitic offences, including as aggravating circumstances
- **disseminate** a joint instruction from the ministers responsible for Justice, the Interior and Diversity to:

reiterate that the filing of a police report rather than a complaint concerning a racist or antisemitic offence must be the sole decision of the victim and that it is up to the investigators in all cases to inform the Public Prosecutor's Office

encourage development of the complaint handling system outside the station by police officers, for example with possible appointments at the headquarters of associations fighting racism, antigypsism and antisemitism

reiterate the challenge for investigations to collect evidence and use bodies of evidence for discrimination complaints

circulate an alert form to help police officers qualify the facts when a complaint is received (reiterating the elements that constitute a racist/antisemitic offence) – sheet to be drawn up with DILCRAH, the associations and the Defender of Rights



clarify and communicate the conditions for partial anonymisation of complaints (e.g. when related to discrimination at work)

- **Target year:** spring 2023 (instruction) and 2024 (software)
- **Indicator:** number of complaints logged
- **Pilot ministries:** Ministries of the Interior, Justice and Gender Equality, Diversity and Equal Opportunities

OPERATIONAL OBJECTIVE #2 -

Strengthen the role of police officers and legal access points for victims

- **Action:** provide police officers, gendarmeries and legal access points with:
 - a **sheet** listing the local and/or national victim support associations (in addition to France Victimes mentioned on certain complaint filing receipts) so that it can be handed over at the same time as the complaint filing receipt
 - institutional **posters** and leaflets on the jurisdiction of the Defender of Rights and the contacts of its local representatives
- **Target year:** 2023
- **Indicator:** number of police stations, gendarmeries and legal access points mobilised
- **Pilot ministry:** Ministry of the Interior

4.2.

STRATEGIC OBJECTIVE: STRENGTHEN THE EFFECTIVENESS OF THE CRIMINAL LAW RESPONSE

OPERATIONAL OBJECTIVE #3 -

Improve the legal framework

- **Actions:**

- **provide for** aggravating circumstances in the event of non-public racist or antisemitic offences committed by persons holding public authority or entrusted with a public service mission (R.625-7 of the Criminal Code 'non-public incitement to racist hatred', R.625-8 'non-public racist defamation' and R.625-8-1 'non-public racist offence')
- **include** in the Law of 29 July 1881 the option for the court, by special and reasoned decision, when the elements of the case justify a special security measure, to issue an arrest warrant for the accused to enable the enforcement of prison sentences in the event of racist or anti-semitic convictions, denial of crimes against humanity or defence of war crimes or crimes against humanity
- **reiterate through a dispatch of the Keeper of the Seals:**
 - the option for the public prosecutor to request ineligibility and the court to order it, in the event of a racist or antisemitic offence
 - the option to publish criminal convictions on the platform that hosted illegal content (Article 131-35 of the Criminal Code)

- **Target year:** 2023

- **Indicators:**

- distribution of the Keeper of the Seals' dispatch
- legislative and regulatory changes

- **Pilot ministry:** Ministry of Justice

OPERATIONAL OBJECTIVE #4 -

Increase the use of citizenship courses

- **Action:** draw the attention of public prosecutors to the issue of demanding content for citizenship courses (sharing of good practices and content model) and evaluating their effectiveness (in relation to data on repeat offences in particular); and remind them of the role of the operational committees to combat racism, antisemitism and anti-LGBT hatred (CORAHs) to communicate to the associations and remembrance sites that may host these courses the identity of the officer in charge of combating racism, antisemitism and discrimination within their public prosecutor's office
- **Target year:** 2023
- **Indicators:**
 - number of people guided by the Public Prosecutor's Office for citizenship courses
 - number of agreements entered into between the Public Prosecutor's Offices and the associations/remembrance and historical sites
- **Pilot ministry:** Ministry of Justice

4.3.

STRATEGIC OBJECTIVE: IMPROVE CIVIL REDRESS

OPERATIONAL OBJECTIVE #5 -

Create a deterrent fine that may go into a dedicated fund for the compensation of civilian victims (including in the context of class actions)

- **Action:** assess the possibility of establishing a civil fine as an effective, proportionate and dissuasive punishment (with reference to the European Directives on fair treatment), which could be paid to the Public Treasury or to a fund to finance class actions in the field of discrimination
- **Target year:** 2023
- **Indicator:** conclusions of the working group and, where appropriate, legislative amendment
- **Pilot ministry:** Ministry of Justice

4.4.

STRATEGIC OBJECTIVE: STRENGTHEN PROTECTION IN THE WORLD OF WORK

OPERATIONAL OBJECTIVE #6 -

Better compensate employees in the event of discrimination

- **Actions:**
 - **discuss** the best practices of the labour tribunals with regard to compensation for damages suffered in the event of discrimination (examples of reference framework or objective elements to be taken into account)
 - **initiate** discussions on compensation for damages arising from discrimination, often continuous, during the career and which started before the Law of 18 November 2016
 - **make** more operational any class actions that may be brought by trade union organisations and, where applicable, by associations, in the event of discrimination in employment or access to employment
- **Target year:** 2024
- **Indicator:** dissemination of best practices and a reference framework
- **Pilot ministry:** Ministries of Labour and Justice

OPERATIONAL OBJECTIVE #7 -

Initiate the structural transformation of organisations

- **Action:** consider allowing the judge to order diagnostics or a plan to combat discrimination within an organisation and to impose corrective measures under penalty against the defendants in individual disputes where structural discrimination arises
- **Target year:** 2024
- **Indicators:** conclusions of the working group
- **Pilot ministry:** Ministry of Justice



OPERATIONAL OBJECTIVE #8 -

Ensure systematic testing of discrimination at recruitment and in the world of work

- **Action:** organise regular testing in different activity sectors, both private and public, in accordance with the procedures to be constructed with stakeholders (trade union and employer organisations, associations, public authorities concerned)
- **Target year:** 2023
- **Indicator:** legislative changes, number of tests carried out and publication of results
- **Pilot ministries:** Ministries of Labour and Justice

4.5.

STRATEGIC OBJECTIVE: DEPLOY REPARATION AND ACCOUNTABILITY MEASURES

OPERATIONAL OBJECTIVE #9 -

In the context of disciplinary procedures for educational institutions (general, agricultural and cultural)

- **Action:** develop fact sheets for heads of establishments to help them identify situations that may give rise to disciplinary proceedings for racist or antisemitic behaviour; provide them with a list of local associations likely to support the implementation of alternative measures to prosecution and propose a model for implementing an accountability measure
- **Target year:** 2024
- **Indicator:** distribution of fact sheets and number of establishments mobilised
- **Pilot ministries:** Ministries of National Education, Agriculture, Culture and Higher Education

OPERATIONAL OBJECTIVE #10 -

In sport

- **Action:** each year, for sports federations with a public service mission, publish the number of sanctions imposed against clubs or supporters for racist or antisemitic acts in sports facilities, including the number of alternative measures to disciplinary proceedings decided in response to this type of event
- **Target year:** 2023
- **Indicators:** number of sanctions imposed and number of alternative measures implemented
- **Pilot ministry:** Ministry of Sports

Area 5 –

Support victims

5.1.

STRATEGIC OBJECTIVE: SERVE VICTIMS

OPERATIONAL OBJECTIVE #1 -

Enable effective support upstream and during legal proceedings

- **Action:** keep up to date the list of “anti-discrimination” contacts within the Public Prosecutor’s Offices and communicate the information (through the CORAHs) to local associations.
- **Target year:** 2023
- **Indicators:** distribution of the names of the contacts within the CORAHs
- **Pilot ministry:** Ministry of Justice

OPERATIONAL OBJECTIVE #2 -

Propose a common framework to all higher education institutions (general, agricultural and cultural education)

- **Actions:**
 - **propose**, via a circular, a comprehensive system: typical missions of contacts, training tools that can be mobilised, template for the information to be provided to students (in the digital working environment and on the institution’s website), template for the victimisation investigation and regular reporting of information to the ministry in charge
 - **publish** the details of the racism and antisemitism contacts on each establishment’s website

- **reiterate** the importance of early referral by the head of the establishment to the person responsible for tackling racism and antisemitism, before an individual situation is examined by the disciplinary unit: ask the person responsible to provide a document analysing the facts examined by the disciplinary unit before it is held and provide better training for members of the disciplinary units on issues related to combating racism, antigypsyism, antisemitism and origin-related discrimination
- **Target year:** 2023 (circular) and school year 2023-2024 (disciplinary procedures)
- **Indicators:**
 - distribution of a toolbox to establishments and number of establishments mobilised
 - number of disciplinary procedures followed by the contacts
- **Pilot ministries:** Ministries of Higher Education, Agriculture and Culture

5.2.

STRATEGIC OBJECTIVE: SUPPORT THE INVOLVEMENT OF COMPANIES

OPERATIONAL OBJECTIVE #3 -

Strengthen social dialogue through the involvement of the Social and Economic Committees (CSEs)

- **Action:** equip the CSEs with tools and inform them about their prerogatives in terms of whistleblowing rights, particularly for racist or antisemitic behaviour and origin-based discrimination, and raise awareness among elected CSE officials of training related to preventing and combating such behaviour, within the framework of trade union training, and on any initiative that may be put in place (self-testing, perception surveys)
- **Target year:** 2023
- **Indicators:** number of company CSEs trained
- **Pilot ministry:** Ministry of Labour



OPERATIONAL OBJECTIVE #4 -

Promote and support proactive labelling approaches

- **Actions:**

- **better promote** and deploy, as government brands, the Diversity label (and Equality/Diversity Alliance label) issued by Afnor certification, particularly with public institutions (higher education, culture, sport, hospitals) and communities; regularly get those who have labels involved to share best practices, disseminate tools, etc.
- **for the labels** applicable to the private sector, move towards enhanced requirements in terms of combating origin-related discrimination: obligation to put in place mechanisms to facilitate the receiving and rapid processing of reports of discrimination or harassment and to protect victims, allowing the perpetrator to be investigated and sanctioned when the facts are proven

- **Target year:** 2023

- **Indicator:** number of structures (public and private) labelled
- **Pilot ministry:** Ministries of Labour and Public Transformation and Service

OPERATIONAL OBJECTIVE #5 -

Extend mobilisation of the private real estate sector, particularly in terms of staff training

- **Actions:**

- **organise** the monitoring of the charter signed in October 2020 by representatives of the real estate sector in the presence of housing and equality ministers, and in particular the real estate agent training obligation

- **draw inspiration** from the partnership agreement between SOS Racisme and the French National Real Estate Federation (FNAIM) providing for a testing-control-training system, to encourage roll-out of this initiative to other real estate players, by establishing a process for validating the training provided
- **Target year:** 2023 (monitoring committee) and 2024 (validation of training)
- **Indicators:**
 - number of agents trained
 - number of collaborations implemented for control and training
- **Pilot ministry:** Ministry of the City and Housing

OPERATIONAL OBJECTIVE #6 -

Mobilise social landlords

- **Actions:**
 - **remind** the prefects, by way of a circular, of the importance of verifying the absence of discriminatory aspects, especially those related to origin, particularly when drawing up the partnership plan for managing requests from claimants for social housing and information
 - **implement** the provisions providing for the identification of residences with social diversity issues, by setting up a partnership working group that is able to determine the application conditions guaranteeing the absence of discrimination and stigmatisation of households concerned
- **Target year:** 2023
- **Indicators:**
 - release of the circular
 - establishment of the working group on residences with social diversity issues
- **Pilot ministries:** Ministries of the Interior, the City and Housing



5.3.

STRATEGIC OBJECTIVE: PROVIDE SUPPORT TO EMPLOYEES

OPERATIONAL OBJECTIVE #7 -

Break down everyday stereotypes and encourage goodwill within the work community

- **Action:** distribute a kit with common practical scenarios to help companies qualify, respond, help and structurally transform their practices (in access to employment and during the career)
- **Target year:** 2024
- **Indicators:**
 - distribution of the toolbox (number of companies targeted)
- **Pilot ministries:** Ministries of Labour and Gender Equality, Diversity and Equal Opportunities

OPERATIONAL OBJECTIVE #8 -

Increase mobilisation of private hires and taxis

- **Actions:**
 - **initiate** work to deploy tools to respond to the issues surrounding the reporting of racist and antisemitic hate and origin-related discrimination and victim support (users and drivers) and joint work between the various operators in their reporting via a single platform (e.g. alert button on the mobile reservation app)

- **extend** to all racist and antisemitic discrimination the charter signed in November 2020 by private hire companies on combating gender and sexual violence
- **Target year:** 2023
- **Indicators:**
 - number of taxis and private hire companies with a reporting tool
 - signature of the new charter
- **Pilot ministry:** Ministry of Transport

5.4.

STRATEGIC OBJECTIVE: COMBAT ONLINE HATE MORE EFFECTIVELY

OPERATIONAL OBJECTIVE #9 -

Create a one-stop shop to facilitate the processing of reports by Pharos

- **Action:** work on possible changes to PHAROS, in particular to facilitate the process of reporting manifestly unlawful content to better qualify and supplement data allowing immediate use by Pharos, and to follow up on reports. This reflection will also focus on the creation of a “one-stop shop” upstream and in support of the transmissions to Pharos, which can be entrusted to the Point de Contact association
- **Target year:** 2024
- **Indicator:** creation of a one-stop shop in support of PHAROS and number of reports processed
- **Pilot ministries:** Ministries of the Interior and Gender Equality, Diversity and Equal Opportunities



5.5.

STRATEGIC OBJECTIVE: ENCOURAGE LOCAL STRATEGIES AND SUPPORT COMMUNITIES

OPERATIONAL OBJECTIVE #10 -

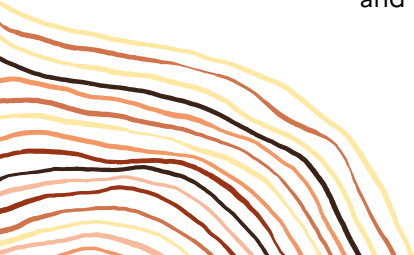
Revitalise the CORAHs under the authority of the Prefects

- **Action:** update the circular to the Prefects of 14 February 2019 concerning the CORAHs to:
 - focus on the issue of meeting it at least twice a year
 - reiterate the mandatory composition and missions (in particular the establishment of a departmental plan), as well as the importance of informing parliamentarians and the local representative of the Defender of Rights about the work of the CORAHs
 - invite them to keep an up-to-date map of local association actors available to support victims and civil society and encourage partnerships with police stations and remembrance or historical sites
 - request the transmission to DILCRAH of the provisional schedule of meetings and the minutes, for publication on the DILCRAH website
- **Target year:** 2023
- **Indicators:**
 - number of CORAH meetings
 - number of departmental plans adopted
- **Pilot ministries:** Ministries of the Interior and Gender Equality, Diversity and Equal Opportunities



OPERATIONAL OBJECTIVE #11 -

Get cities to commit to combating hate and discrimination as a priority

- **Actions:** integrate the fight against racism, antigypsyism, antisemitism and origin-related discrimination into future city contracts, allowing it to benefit from dedicated funding to support local implementation of the actions:
 - assistance with the training of local elected officials
 - coordination of professional networks
 - mapping of legal access clinics in or near priority neighbourhoods, and resource centres that can be mobilised
 - construction of appropriate avenues of recourse for victims of racism, antigypsyism, antisemitism and discrimination
 - identification and sharing of best practices
 - identify contact persons in slums, informal living places and gypsy sites to support victims in the filing of complaints (school mediators, social workers) and provide them with training and tools
 - **Target year:** 2024
 - **Indicators:**
 - number of actions planned in city contracts
 - number of contacts identified and trained
 - **Pilot ministries:** Ministries of the City and Housing, and National Education
- 



OPERATIONAL OBJECTIVE #12 -

Support specific overseas needs

- **Actions:**

- **encourage** intercultural and inter-community mediation and deconstruction of stereotypes, defined within the framework of the CORAHs and involving the police, communities, religious or traditional authorities, associations and city policy-makers
- **extend** to the national police the gendarmerie’s system of local “racism, antisemitism and discrimination” officers, in order to strengthen the prevention chain and identify priority contacts for following up reports

- **Target year:** 2023

- **Indicator:** number of specific actions implemented

- **Pilot ministry:** Ministry of the Interior



OPERATIONAL OBJECTIVE #13 -

Involve all actors on the ground

- **Actions:**

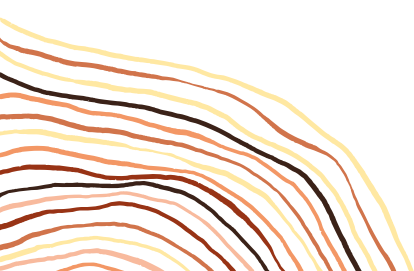
- **encourage** partnerships between regional and departmental Olympic and sports committees, sports federations and their local bodies and remembrance and historical sites to support sports clubs in their reparation measures or as an alternative to disciplinary proceedings
- **issue a reminder**, in the form of a circular, of the obligation to inform the authorities and home establishments if convictions are handed down against public officials (particularly National Education), in order to allow appropriate support for perpetrators; set up a working group on IT methods (reporting and processing of information)

- **Target year:** 2023 (and 2026 for delivery of the IT protocol)

- **Indicators:**

- number of agreements signed at national/local level with the sporting community
- circulation of the circular and implementation of the IT tool

- **Pilot ministries:** Ministries of Sports and Justice



Appendices

DEFINITIONS

Racism: ideology based on belief that there is a hierarchy between human groups, depending on nationality, alleged race, skin colour, ancestry or national or ethnic origin. By extension: attitude of systematic hostility towards a category of persons, determined according to origin.

Antisemitism: a certain perception of Jews, which may be expressed as hatred toward Jews. Rhetorical and physical manifestations of antisemitism are directed toward Jewish or non-Jewish individuals and/or their property, toward Jewish community institutions and religious facilities. [*IHRA definition approved on 3 December 2019 by the French National Assembly and on 5 October 2021 by the Senate*]

Antigypsyism/anti-Roma discrimination: a manifestation of individual expressions and acts as well as institutional policies and practices of marginalization, exclusion, physical violence, devaluation of the cultures and lifestyles of gypsies and persons considered or considering themselves to be Roma. [*From the IHRA working definition set out in the 2020-2030 French strategy in response to the EU Council Recommendation*]

FURTHER READING:

French Criminal Code: Articles 225-1 to 225-4

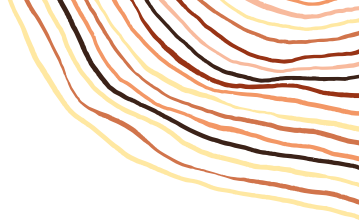
Law No. 2008-496 of 27 May 2008 laying down various provisions for adapting to Community law in the field of anti-discrimination

Website of the International Holocaust Remembrance Alliance (IHRA) and its [page on the working definition of antisemitism](#)

The [antidiscriminations.fr](#) platform of the Defender of Rights

Canopé Network sheet entitled **Educating against racism and antisemitism**

National Education handbook **Action against Racism and Antisemitism**



Xenophobia: systematic hostility towards foreigners (i.e. a nationality other than one's own) and/or persons perceived as such.

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. [*Article 1 of the United Nations Convention on the Elimination of All Forms of Racial Discrimination*]

Discrimination may be direct (person treated less favourably than another, in a comparable situation, whether deliberately or not) or indirect (situation that seems to be neutral but leading to a particular disadvantage for people compared to others).

Discriminatory harassment: any act related to prohibited grounds for discrimination, suffered by a person and having the object or effect of harming his/her dignity or creating an intimidating, hostile, degrading, humiliating or offensive environment.

Prejudice: preconceived opinion that we adopt with regard to an individual, a group of individuals, their behaviour, skills or lifestyle, and which consists of assigning them to categories, most often on the basis of a stereotype.

Stereotype: preconceived image or simplified representation of an individual or group of individuals based on a collective belief, the physical, moral and/or behavioural attributes, which are supposed to positively or negatively characterise these individual(s).



Methodology

Combating hatred and all forms of discrimination is a priority policy for the Government, within which the principle of equal rights and opportunities is one of the foundations of the French Republican Pact.

This national plan against racism, antisemitism and origin-related discrimination focuses on so-called 'racial' criteria (nationality, alleged race, skin colour, descent or national or ethnic origin), but also takes into account the risks of multiple and cumulative discrimination.

This national plan is the result of an ambitious consultation process involving civil society (more than 35 associations, foundations and remembrance/historical sites invited to take part), the various ministries and public institutions (National Consultative Commission on Human Rights, Defender of Rights, Regulatory Authority for Audiovisual and Digital Communication, National Territorial Cohesion Agency).

The construction of a common and shared interministerial roadmap will be extended by ongoing dialogue with the various stakeholders in the context of execution and monitoring of the various actions.



Management and monitoring

Under the authority of the Minister for Gender Equality, Diversity and Equal Opportunities, the Interministerial Delegation to Combat Racism, Antisemitism and Anti-LGBT Hate (DILCRAH) is responsible for ensuring the implementation and monitoring of the actions of the National Plan to Combat Racism, Antisemitism and Origin-related Discrimination.

DILCRAH is a light and agile interministerial structure. It coordinates the interministerial strategy and supports the action of all the ministries concerned, which must be fully mobilised on the implementation of the plan, particularly through the involvement of the senior official in charge of Diversity within each ministry.

The 2023-2026 National Plan to Combat Racism, Antisemitism and Origin-related Discrimination will be monitored half-yearly. A monitoring committee, under the authority of the Minister for Gender Equality, Diversity and Equal Opportunities and closely involving the ministers concerned, civil society and public institutions, will be put in place to assess deployment of the plan's measures, by monitoring associated indicators and their impact on the daily lives of citizens.



A quarterly follow-up meeting, chaired by the Minister, will be held with all the ministries.

The plan will also be evaluated annually by the French National Consultative Commission on Human Rights (CNCDH), as part of its mandate as independent rapporteur on the fight against racism in France.

DILCRAH helps to prepare for the meetings of the plan monitoring committee and provides operational capacity for action to the various stakeholders concerned by the implementation of the actions.

In order to enhance the effectiveness of public action and the anti-discrimination platform in particular, collaboration between the Government and the Defender of Rights will be illustrated by:

- the systematic display of the “www.antidiscriminations.fr” banner in schools and higher education institutions and on the websites of private and public employers,
- communication to DILCRAH of the quarterly data regarding the reports received by the Defender of Rights on the antidiscriminations.fr platform,
- publication of a half-yearly summary of the reports received by the Defender of Rights

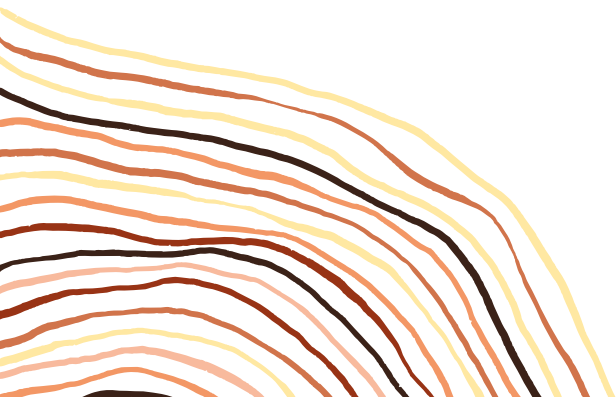


Budget and responsibility

When the actions were drawn up for the 2023-2026 National Plan to Combat Racism, Antisemitism and Origin-related Discrimination, the pilot ministries were identified for each action.

As such, the ministries concerned have committed themselves to properly implementing each action, and in particular to devoting the necessary resources to it.

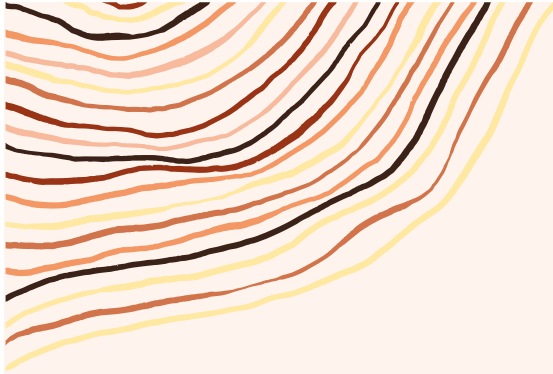
Each ministry will report, at the interministerial meeting (every 3 months) and at the plan monitoring committee meeting (every 6 months), on the implementation of the actions for which it is responsible.





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