Manual to combat racism and racial discrimination in and through sport at local level

SCORE Sporting Cities Opposing Racism in Europe

Funded by the European Union

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1. INTRODUCTION

Sports have the power to change the world.
(Nelson Mandela)

1.1 The Score Project.

SCORE, Sport Cities Fighting Racism in Europe (www.scoreproject.net), is a project led by the Spanish Observatory on Racism and Xenophobia of the State Secretariat for Migration, with partners from six European countries[1] (Austria, France, Greece, Ireland, Spain and Sweden) funded by the EU under the European Commission's Citizens, Equality, Rights and Values Programme (CESR), focused on identifying, analysing and sharing locally developed methods to promote inclusive sport practices for migrants, asylum seekers, refugees and ethnic minorities. It aims to use sport as a tool for inclusion and prevention of racism and racial discrimination. The overall objective is to develop a coalition of European cities to promote inclusive sport and combat racism. This document is published in the framework of Work Package 13 of the SCORE project.

1.2 Context: starting point.

There is a considerable literature on the areas in which the Score Project is active:

- On the one hand, there is a great contribution from the academic world different perspectives and theoretical approaches and areas of knowledge (sociology, psychology, sports, economics, etc.) that cover an enormous plurality of contributions on sport and the fight against racism.

- There is also a growing body of recommendations, practical guidance and manuals on how public authorities (national, regional and local) should incorporate the fight against racism and racial discrimination into their policy agendas and on the governance systems that can contribute to this.

However, there are not so many contributions that attempt to establish a link between theory and praxis[2], and even fewer that address practical recommendations to local authorities.

[1] https://scoreproject.net/consorcio/

[2] Louis Moustakas (2024) Sport for social cohesion: a conceptual framework linking common practices and theory, Sport in Society, https://doi.org/10.1080/17430437.2024.2304231

This Basic Handbook on Combating Racism and Racial Discrimination in Sport at Local Level (hereinafter referred to as the Handbook), brings together both issues with a focus on practical recommendations and training guidelines for local authorities to effectively combat racism and racial discrimination through and in sport, these being two main blocks in which the Handbook is structured:

FIGHTING RACISM **FROM** SPORT AND **IN** SPORT AT THE LOCAL LEVEL

a. Firstly, how to fight racism **through sport.** That is, as the person responsible for sports management in my municipality, do I know what sports activities are practised in my city, are the sports facilities in my city adapted to the reality of the community's sports practices, is there a vision that integrates the diversity present in my municipality into the local sports practice, is there a vision that integrates the diversity present in my municipality into the local sports practice?

b. Secondly, the Handbook offers a series of practical recommendations for combating racism **in sport in the local context.** How can action be taken when racist incidents occur? What can be the alternatives for resolving incidents of racial discrimination? How can care for victims be articulated at the local level?

To answer these questions, the Handbook begins with a proposed conceptual-theoretical framework that starts with the term social cohesion as a key factor. As indicated in the Strategic Planning Model[3] of the Score project, sport offers a unique platform to actively foster social cohesion, promote human rights and build thriving and resilient communities through and in sport.

Starting from the definition of what we mean by social cohesion in the framework of the Score project, we will build on the Socio-Ecological Model which offers an exceptional framework for linking knowledge and practices. Three levels of action (individual, community and systemic) will be defined, which will allow to link concrete practices to act in the fight against racism and racial discrimination through and in sport at local level.

[3] https://scoreproject.net/wp-content/uploads/2024/03/SCORE-Project_Strategic-Planning-Model_Combatting-Racism-in-and-through-sports_compressed.pdf

Finally, before delving into the two blocks in which the Handbook is structured, some approaches (decolonial, intersectional and transversal) are defined, which offer a timely and necessary approach to address the main issue of the Score Project, namely the prevention and fight against racism and racial discrimination at the local level.

This Basic Manual is about **SPORT**, and how local authorities should not only promote it, but do so with **guarantees of respect for Human Rights**, in conditions of **equality**, with a vision of the **diversity existing in their municipalities**. It is a manual to enhance, promote and design sport as a key element of **social cohesion** in municipalities.

1.3 To whom it is addressed.

The Handbook is addressed to European local public administrations, in particular to people involved in the field of sport. Political authorities as well as technical managers or municipal workers in the field of sport are the main target group of the Handbook: managers of municipal sports schools or staff of sports venues, among others.

Mainstreaming, in terms of local governance, is fundamental, which is why the Manual is aimed at agents with a relevant role in the local sphere in terms of human rights, equality, non-discrimination and the management of diversity and social cohesion.

A third group targeted by the Manual is composed of the community network, i.e. all social organisations whose aims are related to the scope of the project: both sports and human rights organisations are targeted by the Manual.

Finally, the Handbook is easily transferable to other sport-related fields, such as national or regional federations, sport clubs, social organisations, etc. In this case, not all practices and recommendations will be applicable, but most of them will be applicable and will be explicitly indicated if they are.

1.4 Aims and purpose of the Manual.

- Strengthen the capacities and competences of European local authorities to act in the field of sport as an instrument for social cohesion and for preventing and combating racism and racial discrimination.

- Promote participatory governance of sport as an instrument for social cohesion and for preventing and combating racism and racial discrimination at local level.

1.5 Conceptual framework.

This section will define the main key terms and concepts for the Manual from the perspective of the Score Project, i.e. related to the objectives and purpose of the project. Most of the key concepts for the Manual are the subject of extensive discussions and contributions, so we will start with a brief systematisation of the main contributions, always from the perspective of the objectives and aims of the project, in order to move on to a proposal for systematisation that will enable the construction of practical recommendations aimed at local entities.

1.5.1. Social Cohesion.

There are countless contributions and discussions on the concept of social cohesion. From a public policy perspective, some of the most relevant references are the following:

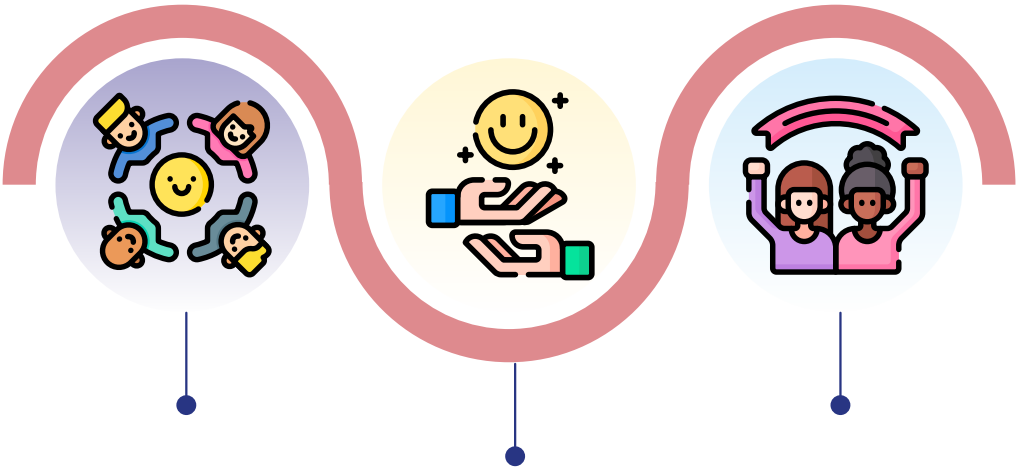
- United Nations (2016) Leaving no one behind: the imperative of the inclusive development. https://www.un.org/esa/socdev/rwss/2016/full-report.pdf

- OCDE (2012). Perspectives on Global Development. https://www.oecd-ilibrary.org/development/perspectives-on-global-development-2012_persp_glob_dev-2012-en

- European Committee for Social Cohesion. A new Strategy for Social Cohesion adopted by the Council of Ministers of the Council of Europe in 2004. https://www.coe.int/t/dg3/socialpolicies/socialcohesiondev/source/RevisedStrategy_en.pdf

Other international institutions, such as the World Bank or the European Consortium for Higher Education Accreditation (ECA), have also made contributions to the definition of social cohesion, which coincides with one of the main policies of the European Union and, from this perspective, both the Parliament and the Commission have made their contributions.

For the purposes of this Handbook, social cohesion is considered to involve the following dimensions[4]:



Shared values, sense of belonging

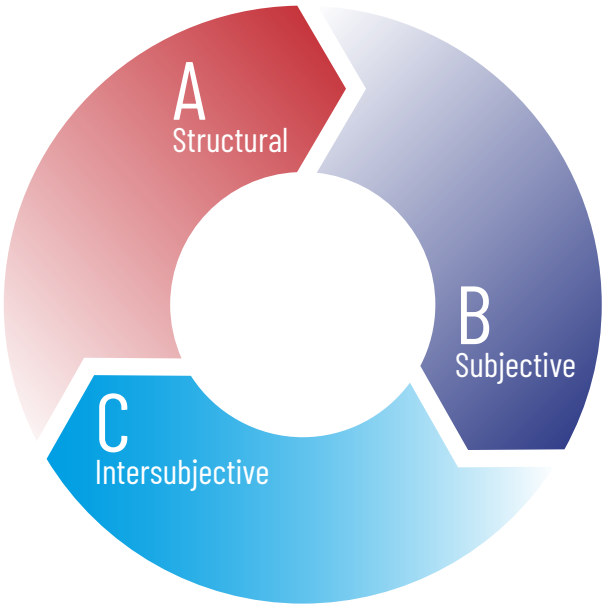
Promotion of well-being - orientation towards the common good

Cohesion - social relations

In order to link these dimensions to specific practices and outcomes, it is necessary to operationalise them. To do this, the Handbook draws on the Socio-Ecological Model[5], a conceptual model for understanding human development that has been widely used as the basis for numerous sport-related studies, including sport coaching (Duffy, Harrington and Lara-Bercial, 2013), physical education (O'Connor, Alfrey and Payne, 2012) and physical activity promotion (Rowe, Shilbury, Ferkins and Hinckson, 2013).

In this sense, it is widely accepted that cohesion should be promoted at at least three levels:

a. The **structural or systemic level** is the one that would correspond to local legislation and policies on sport practice, i.e. how the local authority organises sport practice in its territory of reference (existence of local rules or municipal sport plans and strategies);



[4] Own elaboration based on contributions by Moustakas (2024) and ECLAC (2019).
[5] Moustakas (2024), p. 9

b. the subjective level corresponds to the **people living** in the municipality and their competences, skills, attitudes, values, interests, etc., in the practice of sport;

c. and the intersubjective relates to the community and interpersonal sphere, and would therefore include formal and non-formal social organisations, as well as relations between organisations and/or institutions.

This definition of social cohesion based on the three dimensions and its operationalisation at specific levels from the Socio-Ecological Model, allows the SCORE project to guide the practices of local authorities to act precisely in and from sport for the prevention and fight against racism and racial discrimination. Given the aims of the project, the proposals will be limited to the structural and community levels.

1.5.2. Integration in and through sport.

The theoretical contribution on integration in sport and through sport is developed by Agergaard[6]: The former implies becoming a sport participant and a member of a sport community, and the latter implies that participation in sport creates possibilities for access to other social spheres (i.e. labour market, education, citizenship). As Agergaard argues, integration through sport is difficult to achieve because the relationship between the sport underworld and other social spheres is loosely coupled. In line with this statement, studies on the importance of sport for the creation of social capital show that sport can play an important role[7]. Social capital refers to the resources and networks that connect people in a community and enable them to work together to achieve common goals. These resources include trust, solidarity, reciprocity, cooperation and mutuality. These networks can also be seen as the bonds of loyalty and support between people living in a community. Social capital also relates to the quality of democracy, as levels of social capital can affect the level of trust between citizens and government[8].

1.5.3 Cross-cutting approaches.

In the framework of the SCORE project and this Handbook, three complementary approaches to the above need to be taken into account:

A. Decolonial approach.
The sports that predominate in the world today explicitly contributed to colonialism and were used by colonial powers to spread and entrench their power[9]. In contrast, other non-European forms of sport physical and activity and their influences on sport have been downplayed or ignored altogether[10].

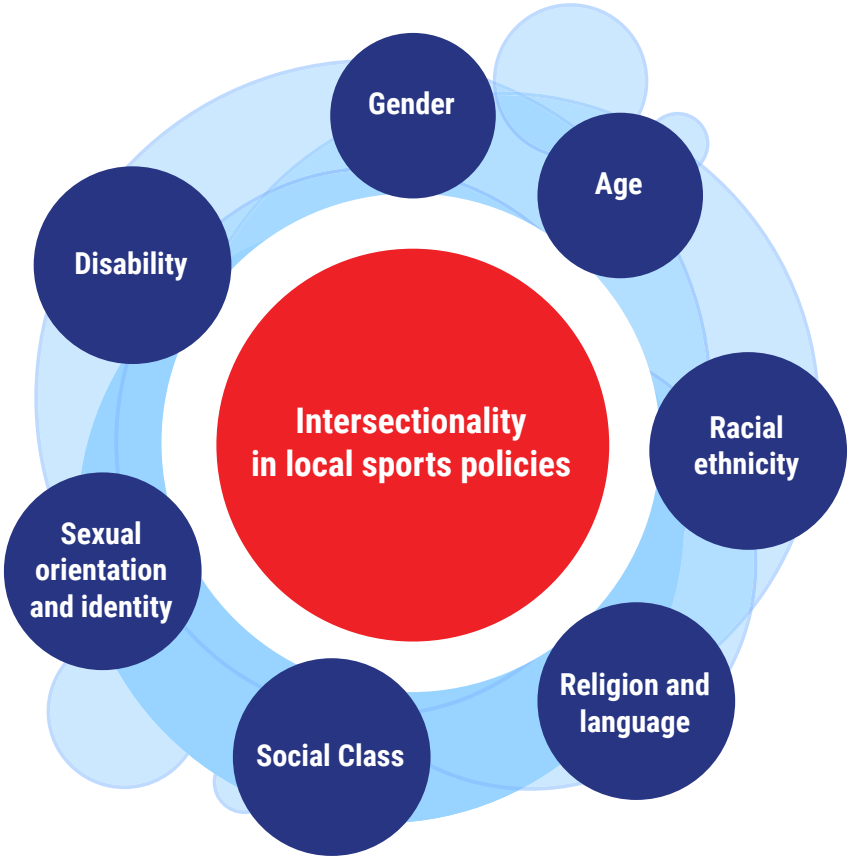
[6] Agergaard, S. (2018). Rethinking sports and integration: Developing a transnational perspective on migrants and descendants in sports. Abingdon, Oxon: Routledge.
[7] Spaaij, R. (2012). Beyond the playing field: Experiences of sport, social capital, and integration among Somalis in Australia. Ethnic and Racial Studies, 35:9, 1519–1538, DOI: 10.1080/01419870.2011.592205 y Walseth, K. (2008). Bridging and bonding social capital in sport: experiences of young women from immigrant backgrounds. Sport, Education and Society, 13 (1), 1–17. https://doi.org/10.1080/13573320701780498
[8] Robert Putnam, Making Democracy Work: Civic Traditions in Modern Italy, (1995).
[9] Sepandarmaz, M., Methodological challenges and opportunities in working within a participatory paradigm in the context of sport, forced migration and settlement: an insider perspective, (2022)
[10] Carrington, 2015.

The decolonial approach proposed in this Handbook emphasises **the need to re-position sport as an inclusive term, which designates distinct different social activities and emphasises local practices and meanings**[11].

Local administrations need to know, ask, and understand what sport and physical practices are demanded and carried out in their municipalities. Starting from this dialogue and knowledge, bringing to the forefront the stories, experiences and knowledge of the people who live in their cities, in order to design a municipal sports strategy/plan with a decolonial approach, adapted to the local context and its needs, and not replicating models established on a global scale that may not be adapted to the realities and needs of the municipality.

B. Intersectional approach.

Intersectionality is a tool for analysis and intervention in the face of multiple discrimination, an approach to the treatment of diversity from a **gender perspective**, which in turn transcends it by **reflecting the interrelation of factors** such as **social class, ethnic-racial origin, education, age, sexual orientation and identity, disability, language or religion**, factors that generate in their interrelation situations of privilege and/or oppression that can lead to manifestations of inequality and exclusion. In order to design a local sport policy with an intersectional approach, it is necessary to take into account all these factors and their intersectionality in the analysis, design, intervention and evaluation.



[11] Besnier, Brownell and Carter Anthropology of Sport: Emotions, Power and Business in the Contemporary World, (2019).

C. Cross-cutting approach.

Mainstreaming, in terms of local governance, is essential. The Manual proposes a transversal approach in a double sense. On the one hand, it proposes thematic mainstreaming, which involves, in addition to sport and physical activity, all those related to human rights, equality, non-discrimination and the management of diversity and social cohesion. And, on the other hand, organic transversality, understood in the nature of the agents and entities that should be involved in the development of the local sports strategy, social cohesion and the fight against racism. In this sense, they should be:

- all the municipal staff linked to the area of sport, from the political authorities, to the technical managers, heads of municipal sports schools or staff of sports facilities, etc.;
- all the social organisations involved in sport and in the issues mentioned above;
- and those sports federations and clubs of reference in the local environment.

A.1.5.4 Definition of concepts for the Handbook.

DISCRIMINATION

The United Nations Human Rights Committee considers that the term "discrimination", as used in the Covenant on Civil and Political Rights, should be understood as referring to "any distinction, exclusion, restriction or preference which is based on any ground such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status, and which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise, enjoyment or exercise, by any person, of any right or interest, of any right, title, interest or property, political or other opinion, national or social origin, property, birth or other status, which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise by all persons, on an equal footing, of human rights and fundamental freedoms, United Nations Human Rights Committee. General Comment No. 18.

RACIAL DISCRIMINATION

Article 1 of the International Convention on the Elimination of All Forms of Racial Discrimination (CERD) states that the term "racial discrimination" shall mean 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.

SOCIAL EXCLUSION

At EU level, as stated in the European Migration Network's Glossary on Migration and Asylum 2.0, it is the situation whereby a person is prevented from (or excluded from) contributing to and benefiting from economic and social progress. Exclusion is the result of *"a combination of interrelated problems such as unemployment, low skills, low income, inadequate housing, poor health and family breakdown". Participation is both a precondition and an end of human rights. The opposite of exclusion is "inclusion"*.

MULTILEVEL GOVERNANCE

According to the Committee of the Regions' White Paper on Multilevel Governance, multilevel governance could be defined as "coordinated action by the Union, the Member States and regional and local authorities, based on partnership, to develop and implement the policies of the European Union. It induces the shared responsibility of the various levels of power concerned and is based on all sources of democratic legitimacy and on the representativeness of the various actors involved". In other words, it is a model of governance that encompasses European, state, regional and local governments, as well as civil society organisations. The ways in which it is organised can vary greatly from country to country. Ideally, it includes a bottom-up element, and involves the establishment of participatory processes for the co-creation, cooperation and coordination of policies between all relevant public authorities, at all levels of government, and with all relevant stakeholders, in areas of shared competence or common interest. Committee of the Regions White Paper on Multilevel Governance (2009).

DISCRIMINATORY OR RACIST INCIDENT

Any incident that is perceived as racist by the victim or any other person. General Policy Recommendation No. 11 of the European Commission against Racism and Intolerance (ECRI).

RACISM

The ECRI of the Council of Europe defines it as the belief that, on the grounds of "race", colour, language, religion, nationality or national or ethnic origin, justifies contempt for a person or group of persons or the superiority of a person or group of persons. ECRI Glossary.

Although there is no universally accepted legal definition of the term racism, Article 4 of the International Convention on the Elimination of All Forms of Racial Discrimination (CERD) stipulates that: "States Parties condemn all propaganda and all organisations which are inspired by ideas or theories based on the superiority of one racial group or group of people over another..." race or group of persons of a particular colour or ethnic origin, or which attempt to justify or promote racial hatred and racial discrimination in any form whatsoever, and undertake to adopt immediate and positive measures designed to eradicate all incitement to, or acts of, such

discrimination. International Convention on the Elimination of All Forms of Racial Discrimination (CERD), (1965).

STRUCTURAL RACISM

According to the EU Anti-Racism Action Plan (2020-2025), racist and discriminatory behaviour can be entrenched in social, financial and political institutions, impacting on all levels of power and policy-making. Structural racism is a form of racism "deeply rooted in the history of our societies, intertwined with their cultural roots and norms. It can be reflected in the way society functions, how power is distributed and how citizens interact with the state and public services. It can be unconscious and is often perceived as not reflecting the interests of those affected by racism, even if it is not necessarily a direct attempt to exclude them". An Equality Union: EU Anti-Racism Action Plan 2020-2025..

XENOPHOBIA

According to the International Organisation for Migration (IOM) glossary of terms, xenophobia is "a set of attitudes, prejudices and behaviours that involve the rejection, exclusion and often denigration of people because they are perceived as foreign or alien to the community, society or national identity". Xenophobia involves hostility, rejection or hatred towards people who are foreign or perceived as foreign. International Organisation for Migration Glossary on migration. According to ECRI, xenophobia refers to prejudice against, hatred towards or fear of people from other countries or cultures. General Recommendation No. 15 on combating hate speech and Explanatory Memorandum (paragraph 7).

1.6 European legislative framework.

In the **European Commission's White Paper on Sport** (2007)[12], the first time addresses sport-related issues in a comprehensive way. The Commission considers that the potential of sport as an instrument for social inclusion in the policies, actions and programmes of the European Union and the Member States can be better exploited.

Stresses that non-profit sporting activities, contribute to social cohesion and social inclusion of vulnerable groups, can be considered as social services of general interest. Suggests that Member States support actions to promote social inclusion through sport and to combat discrimination in sport. In the context of cohesion policy, Member States should take into account the role of sport in the field of social inclusion, integration and equal opportunities.

[12] https://eur-lex.europa.eu/legal-content/ES/TXT/?uri=celex%3A52007DC0391

The **Council of Europe's Sport Division** upholds the unifying power of sport, and the promotion of diversity has been an ongoing priority of the Enlarged Partial Agreement on Sport (EPAS)[13]. The rights and freedoms of citizenship of Council of Europe member states, together with the prohibition of discrimination, are anchored in the European Convention on Human Rights, on which the Council of Europe's normative framework in the field of sport is based.

The Council of Europe's priorities for Sport 2022-2025 include putting the protection of human rights in sport on the agenda of governments and making progress in promoting values-based sport.

Since 2007, the **European Commission** has been considering the potential of **sport as an instrument for social inclusion** in the policies, actions and programs of the European Union and the contribution of sport activities to **social cohesion**.

For its part, the *Intercultural Cities* (ICC) programme of the Council of Europe focuses on the key role of cities in promoting policies in favour of coexistence and inclusion in a context of greater diversity. Throughout these years, the ICC and the state networks have been creating tools and providing responses to continue contributing to the promotion of policies that promote the principles of interculturality.

At this point, it is important to note that the Spanish and Swedish intercultural city networks (RECI and Interkulturella Städer Sverige) are part of the SCORE project, as well as the territories of Bilbao, Getafe, Sabadell and Tenerife.

These entities therefore apply the intercultural perspective in the design of sport initiatives and policies. In doing so, they seek to ensure that sport:

1. It contributes to progress towards real equality, based on a commitment to non-discrimination and equity. To this end, it is necessary to identify areas of inequality (such as the difficulty for foreigners to federate) and promote areas for improvement; to strengthen the fight against discrimination and hate crimes in the field of sport; and to guarantee equal treatment and access to sport for all citizens to municipal services and facilities.

2. It contributes to progress in the recognition of and respect for diversity. This is achieved, for example, through institutional and symbolic recognition of the diversity of sporting practices, as well as by adapting all municipal services, programmes and facilities to recognise diversity and expand the range of (alternative or minority) sports on offer, adapting spaces and facilities. Along these lines, sports entities should reflect the socio-cultural diversity of the neighbourhoods in which they are located.

[13] EPAS provides a platform for intergovernmental sport cooperation between the public authorities of its member states. It also fosters dialogue between public authorities, sport federations and NGOs. This contributes to better governance, with the aim of making sport more ethical, more inclusive and safer.

3. It favours positive interaction (on equal terms), participation and the generation of links. This requires conditions that help to form strong social bonds and increase the self-esteem and empowerment of some individuals and groups. This will contribute to the construction of shared identities and a sense of belonging. The location of sports spaces and facilities can also contribute to reducing spatial segregation.

For its part, **the European Commission against Racism and Intolerance (ECRI) General Policy Recommendation 12 on combating racism and racial discrimination in the field of sport**[14] states that:

- Member States should ensure and promote equal opportunities for all persons to have access to sport and combat racism and racial discrimination in sport.

- Member States should create and lead coalitions against racism in sport, inviting the participation of local authorities, sports federations and clubs, athletes, coaches, supporters' groups, minority representation groups, civil society organisations and media.

The **Report of the Intergovernmental Working Group on the effective implementation of the Durban Declaration and Programme of Action on its ninth session at the United Nations**[15] underlines *"The importance of addressing and combating impunity for acts in the field of sport motivated by racism, including acts of incitement to racism, racial discrimination, xenophobia and related intolerance, hostility or violence, and urges States to take all appropriate measures, in accordance with national legislation and international obligations, to prevent, combat and address all manifestations of racism, racial discrimination, xenophobia and related intolerance in the context of sporting events, and to ensure that offences motivated by racism are punishable by law, as appropriate"*.

The Working Group notes **the potential of sport as a tool to promote equality and diversity**, encourages States and stakeholders, in particular sports associations and committees, to ensure equality and non-discrimination by combating racism, racial discrimination, xenophobia and related intolerance with regard to access to and use of sports facilities and services, employment opportunities and professional development.

[14] https://www.coe.int/en/web/european-commission-against-racism-and-intolerance/
[15] https://www.ohchr.org/es/documents/thematic-reports/ahrc4989-report-intergovernmental-working-group-effective-implementation

The **EU Action Plan against Racism 2020-2025**[16] outlines how future ERASMUS+ programs will ensure efforts to promote social inclusion and improve outreach to people with fewer opportunities by, among other things, addressing the barriers faced by underrepresented groups and minorities in accessing the opportunities offered by the programs, and equipping project organizers and participants to be sensitive to interacting with people from diverse backgrounds. The strategy will cover all areas of education, training, youth and sport and will run throughout the duration of future Erasmus+ and European Solidarity Corps programs.

The following sections of this Manual will provide practical guidelines for developing local sports policies to combat racism and racial discrimination and promote social cohesion.

The role of cities in all these documents is essential. For example, the **European Union's Roadmap for Sport (2021-2024)**[17] proposes the development and promotion of good governance in sport as one of the key themes. **The European Sports Charter (2021)**[18] provides guidance to local authorities wishing to develop sports programs that promote diversity and combat discrimination.

In this regard, in different Member States, **policies** have been developed at **national level with a focus on sport and social cohesion** and the **central role of local authorities**. Among others, for example, in **Ireland, the National Sport Policy 2018 - 2027**[19], in Spain the **Strategic Framework for Citizenship and Inclusion against Racism and Xenophobia (2023-2027)**[20].

Some **pioneering cities**, such as Copenhagen (Denmark)[21] or Bilbao (Spain)[22] have **promoted local sports policies** as an instrument for the social integration of ethnic-racial minorities.

"SPORT MUST BE AT THE TOP OF THE POLITICAL AND SOCIAL AGENDA".
(SEBASTIAN COE)

1.7 Advantages for the city.

The promotion of sport at local level has many advantages. These advantages related to dimensions and levels that make it possible to work on the development of social cohesion at local level through sport. The following table includes some of these advantages in the different levels and dimensions mentioned in section 1.5.1 of the Handbook.

[16] https://commission.europa.eu/strategy-and-policy/policies/justice-and-fundamental-rights/combatting-discrimination/racism-and-xenophobia/eu-anti-racism-action-plan-2020-2025_en%20
[17] https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A42020Y1204%2801%29%20
[18] http://femp.femp.es/files/566-69-archivo/CARTA%20EUROPEA%20DEL%20DEPORTE.pdf
[19] https://www.sportireland.ie/sites/default/files/media/document/2023-05/Sport%20Ireland%20Policy%20on%20Diversity%20and%20Inclusion%20in%20Sport%20%281%29.pdf
[20] https://www.inclusion.gob.es/oberaxe/es/publicaciones/documentos/documento_0158.htm
[21] https://danskracismeforskning.dk/2023/12/04/chatzopoulos-ioannis-sport-migration-and-integration-in-denmark-local-political-responses-and-policies-in-copenhagen-2022/
[22] https://bilbaokirolak.eus/es/comunicacion/noticias/el-ayuntamiento-de-bilbao-presenta-su-estrategia-del-deporte-20212024-con-4-ejes-11-objetivos-y-61-acciones-concretas/noticia

1.7.1 At the individual level.

Sense of Belonging

Sport does not change social problems, although it can help to resist and reverse exclusion processes[23]. Sport per se does not change social problems at the individual level, when a person is subjected to different difficulties related to family, education, addictions, etc., but it can help to better resist these situations by exercising a decompressive or escapist function. Also, the problems presented by each person and their situation in a given social context are different and therefore sport must be adapted to the personal needs and cannot be used in a generalised way.

Coexistence

In the city and its communities, sport provides a unique platform to promote the values of dialogue and understanding, fostering trust[24] in others, acceptance of diversity and gender equality[25].

Common good

Regular participation in sport and physical activity generates various **health and social benefits**[26]. Sport instils healthy lifestyles, stimulates positive cognitive development, which is beneficial for physical and mental health, and improves the social capital of the community.

[23] Gaspar Maza Gutiérrez, https://dialnet.unirioja.es/servlet/autor?codigo=196554
[24] Beatriz Mejía Restrepo, El deporte, la confianza y el desarrollo sostenible, Comité Olímpico Colombiano
[25] https://www.un.org/sustainabledevelopment/es/2017/04/unesco-el-deporte-es-un-motor-para-el-desarrollo-y-la-igualdad/
[26] https://iris.who.int/bitstream/handle/10665/363592/9789240060548-spa.pdf

1.7.2 At Community level.

Sense of Belonging	Sport is a powerful **educational tool** and a **platform for social inclusion and integration**[27]. Sport **builds identities** and fosters a **sense of belonging** by shaping or consolidating local, national, global, territorial or virtual collectivities. Sport addresses fundamental and basic questions about who we are and who we should be, who we belong to and what opportunities we have in relation to our environment. The intrinsic value of sport is about **identity and belonging**, and must be seen in conjunction with basic social and cultural norms and values[28]. It also **promotes the organised participation of the citizenry**, with its own sovereign institutional formulations that contribute significantly to and support coexistence and social cohesion.
Coexistence	Sport promotes tolerance, respect and also supports the empowerment of women and youth, individuals and communities, as well as health, education and social inclusion goals[29].
Common Good	Physical activity and sport can lead to **safer, more inclusive and sustainable cities**[30]. The construction and improvement of sport infrastructures within the most vulnerable neighbourhoods provides an opportunity to create more egalitarian cities. Sport is a key space to combat expressions of urban inequality, facilitating the opening of sports venues and promoting the systematic appropriation of public spaces for recreation and physical activity.

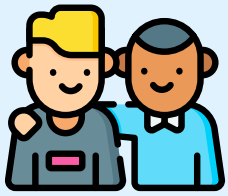
[27] https://www.segib.org/wp-content/uploads/SEGIB-Deportes-Librillo-2-WEB.pdf
[28] Dowling, F., Sport's 'gateway for inclusion' on the latch for ethnic minorities? A discourse analysis of sport policy for inclusion and integration.
[29] https://www.un.org/es/chronicle/article/el-papel-del-deporte-en-la-consecucion-de-losobjetivos-de-desarrollo-sostenible
[30] https://www.df.cl/noticias/site/docs/20240419/20240419175013/suplemento_20240421.pdf

1.7.3 At the structural level

Sense of Belonging

Several studies[31] have shown that cities that adopt intercultural integration policies have performed better in terms of residents' perception of cohesion, greater trust in the administration, safety, quality of services, well-being, good governance and economic growth.

Coexistence



Beyond its immediate physical health benefits, sport can be a vehicle for social cohesion and conviviality. Sport has been credited with helping to form stronger social bonds and increase the self-esteem of younger generations[32]. Higher levels of sport participation and physical activity lead to greater overall well-being and are a means of strengthening social bonds.

Common Good

Sport as an **enabler of sustainable development**[33] has an inescapable link to the 2030 Agenda and its 17 SDGs, and specifically to the following:

[31] https://www.coe.int/en/web/interculturalcities
[32] How the power of sport can unite us and advance social justice. https://www.weforum.org/agenda/2021/01/uniting-the-world-through-sport-what-can-we-learn-from-sport-in-enabling-social-cohesion/
[33] https://plataformavoluntariado.org/wp-content/uploads/2020/05/guia-ods-deporte.pdf

2. FIGHTING RACISM THROUGH SPORT

Sport is the hidden social worker in many of our neighbourhoods
(Sebastian Coe[34])

This section will briefly explain **why** sport is a central element in our societies, how important it is for local authorities[35] and their managers to know **where** sport activities take place in their cities, **what** sport activities they carry out, **who** are the people who practice sport and **when**, at what times and **what their needs and demands are**. Finally, it will be explained **how to** articulate a strategy with a set of measures from the municipalities in order to fight racism through sport from the local entities.

"ALMOST ONE IN TWO PEOPLE IN EUROPE (44%) THINK THAT THEIR LOCAL COUNCIL DOES NOT DO ENOUGH FOR ITS CITIZENS IN RELATION TO PHYSICAL ACTIVITY".
(EUROBAROMETER 525 "SPORTS & PHYSICAL ACTIVITY", 2022)

2.1 Needs assessment at local level.

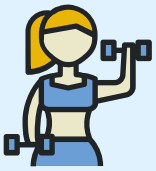
The first starting point for any intervention is **knowledge of the reality.** In order to be able to adopt effective measures to promote social cohesion in the municipality and to fight against any racist or discriminatory incidents based on ethnic or racial origin, one must start by identifying all aspects related to the questions raised above about the **where, what, who and when of sporting activities in their municipalities.**

This section will briefly try to explain how to carry **out a needs assessment at the local level** in terms **of location, use, practice, access and permanence of sport practice at the local level.** In short, to be able to carry out a needs assessment/ diagnosis that also responds to the three identified levels: structural, community and individual.

2.1.1 Structural level.

Municipalities have different sport facilities, such as, for example, sport physical activity facilities and public open spaces. All of them are public spaces (financed by the municipality or with the support of some other public administration or private initiative) and access is regulated by municipal rules: some of them require some authorisation and sometimes the payment of a fee or the renting of the space; while in others access is free, especially in outdoor spaces or public open spaces. The following table includes some examples of the types of local sports facilities:

[34] Sebastian Coe, https://www.britannica.com/biography/Sebastian-Coe
[35] This Basic Manual is mainly addressed to Local Bodies but the reflections, recommendations, examples and suggestions are easily transferable to sports clubs, federations, associations, educational centres, etc.

PHYSICAL ACTIVITY SPORTS FACILITIES		OPEN PUBLIC SPACES
		
COVERS • Sports centre • Swimming pool • Weight room • Gym • Squash/paddle/ badminton • Other	**FREE AIR** • Football field • Open sports fields • Multi-sports court • Outdoor Swimming Pool • Tennis/paddle court • Fronton • Other	**EXERCISE PARKS** • Pumptruck • Ping Pong tables in parks • Multi-purpose asphalted enclosures (e.g. skating, ska-teboarding) • Other

In addition to these "formal" spaces, it is necessary to know which other sports spaces are used and adapted to the needs of real sports activities of the citizens. On numerous occasions, these **informal outdoor spaces** (grass, trees, beaches, etc.) are used to **practice a specific sport**, either because there is no formal infrastructure available in the municipality **(e.g. baseball, cricket, ecuavoley**[36]**, etc.)**, or because there is no access to a formal space to do it (running, football, traditional sports, etc.), or because there is a barrier to access (economic, administrative, etc.), as will be discussed below.

In short, whatever the reason for the use of informal spaces for the practice of some type of sport, it is necessary for the people responsible at municipal level to know these spaces and these practices, in order to be able to assess the adaptation of municipal sports spaces to the sports activities practised by citizens. A transversal vision is needed from the municipal area with competences in sports, with other municipal areas with competences in the different aspects included in Human Rights, social inclusion or ethnic-racial minorities in the municipality.

Local administrations should establish links with ethnic/racial groups present in the local territory in order to learn about their practices, sporting demands and possible barriers.

[36] https://www.lifeder.com/ecuavoley/

2.1.2 Community level.

In addition to the cross-sectoral management of sports activities municipalities, other relevant factors such as sports clubs and federations have to be taken into account. A **distinctive feature of the European sport domain is its strong dependence on a network of global sport clubs and federations**[37]. With the highest estimated percentage of sport activities in Europe taking place in the context of sport clubs (23%) and the highest percentage of citizens who are members of sport clubs (27%).

Just as there are non-formal spaces for sports practice at the local level, there are also formally constituted sports clubs and non-formally constituted sports clubs (or groups). For example, **non-formally established associations and groups of people who organise regular sports meetings** (usually in formal open spaces and in informal spaces).

Despite the assumption of universal access to sport, sport participation still tends to be ethnically stratified. Multiple studies[38] have shown that **ethnic disparities in sport participation** are a constant. In general, ethnic minorities tend to be less active in sports than their majority counterparts and are less likely to participate in club sports. This gap limits the potential of sports as a shared activity to bring people of diverse ethnic backgrounds together.

In addition, there is a need for an **intersectional analysis** that looks at the differential participation of women and men in sport activities. The sport ecosystem, women have been and continue to be underrepresented at all levels compared to men[39], and it is imperative to conduct cross-data analysis also in the case of women belonging to ethnic-racial minorities from an intersectional approach.

[37] Bottenburg, M. V., Rijnen, B., & Sterkenburg, J. (2005). Sports participation in the European Union: Trends and differences. Nieuwegein: Arko Sports Media.
[38] Among others, Vogels (2014), Wijtzes, AI, Jansen, W., Bouthoorn, SH, Pot, N., Hofman, A., Jaddoe, VWV and Raat, H. (2014).
[39] Eime, R. and VVAA, Gender inclusive sporting environments: the proportion of women in non-player roles over recent years.

In order to make the motto "sport for all"[40] a reality, **it is necessary that local authorities take into account the diversity and variety of needs and demands** of all people in the municipality and adapt the sport and physical activity offer of the municipalities to all people. So that everyone who wishes to participate has the opportunity to or engage in their own physical activity on equal terms.

There is a lack of data disaggregated by racial or ethnic origin on membership of sports clubs or participation in sporting activities, which impedes knowledge of the reality and the development of policies in line with the context of the cities. Data from an intersectional perspective are needed.

Participation rates of the indigenous population in sports clubs are high while **people of foreign origin are under-represented in formal sports clubs**[41]. For example, in Germany they account for only 10.1% (2.8 million) of all members of sports clubs or in Ireland, the proportion of people who met the National Physical Activity Guidelines and classified themselves as highly active was highest among white Irish people (42%), followed by people from other white (35%) and black, Asian or other backgrounds (32%). In addition, it should be noted that **data** on club membership and sport participation by racial or ethnic origin **are not available for most Member States**. Another essential issue to take into account in the participation rate in organised sports is the **exposure to racism and discrimination**[42] and the risk of receiving openly racist insults during sports competitions[43].

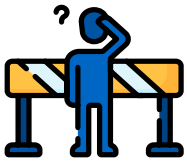
2.1.3 Individual level.

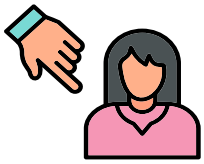
It is necessary to know, on the part of the local authorities, what are the barriers for ethnic/racial groups to sporting activities in the municipality. Sports institutions and organisations are not disconnected from an excluding social world marked by differences, barriers, inequalities and conflicts[44].

The sporting arena is far less neutral and equitable than policy makers believe or expect it to be.

[40] DowlingIs, F. Sport's 'gateway for inclusion' on the latch for ethnic minorities? A discourse analysis of sport policy for inclusion and integration.
[41] Irish sports monitor annual report 2022, IdS Programme.
[42] Evans, Adam B. Sport, race and ethnicity in the wake of black lives matter: introduction to the special issue.
[43] P. Rocu "Are African and Afro-descendant students discriminated against in school sports? Analysis and anti-racist decalogue".
[44] Among others, Arend F. van Haaften (2019), Coakley (2009), Collins (2014); Giulianotti (2016), Jarvie (1991).

Four main **types of barriers** to participation in local sport for people from racial or ethnic minority backgrounds **are identified:**





1	2	3	4
Administrative barriers	Barriers in socio-economic resources	Ethnic and discriminatory prejudice	Differences in preferences and tastes
People who do not have a regular administrative situation are often excluded from access to "formal" sports practice in the municipalities. They are "administratively" prevented from having a federation licence, a club membership, a card for access to sports facilities, etc.	Like most activities, participation in sports requires certain financial resources to pay for fees, licences, sports equipment, etc. The often vulnerable situation of people from ethnic-racial minorities may act as a barrier to gaining access to sport. In addition, if there are no sports facilities in the most vulnerable neighbourhoods and the practice of sport means having to travel to other neighbourhoods in order to have access to sports infrastructures. In addition, it is necessary to pay attention to variables such as timetables in order to take into account timetables adapted to the needs of people belonging to ethnic-racial minorities.	Sports venues are not free from ethnic prejudice and discriminatory practices. Disincentives, or outright discriminatory practices, can limit or prevent equal participation of persons belonging to racial ethnic minorities in the local sporting arena.	Not all ethnic groups show the same interest in participating in sports in general, or in certain sports in particular. Ethnic groups may differ in their socialisation and in the cultural value, tastes and behaviours they acquire and demonstrate. Consequently, ethnic differences in sport participation may occur as a result of divergent preferences. The athletic success of ethnic groups in specific sports can foster so-called *"positive stereotypes"*[45]. This implies that, either indirectly by a third party (coaching staff, coaches, etc.) or by the individuals themselves (self-stereotyping), ethnicity is linked to their ability to excel in certain sports. This process can be particularly powerful in the case of minority ethnic groups, as these self-stereotypes can function as a form of pride in a context where minority groups tend to be compared unfavourably with the majority group.

[45] Harrison, L. (2001). Understanding the influence of stereotypes: Implications for the African American in sport and physical activity. Quest, 53, 97–114.

Football is not as popular or developed as a recreational sport in all parts of the world, ethnic groups are likely to vary substantially in the extent to which they can draw on the experiences of family members and socialise with them.

(Arend F. van Haaften)

Local sport needs to adapt to the needs of citizens, being flexible and not reproducing the rigid structures and regulations that prevent people from participating in local sport. Local authorities must adopt a transversal, intersectional and decolonial approach to make local sport a meeting place and a tool to fight racism and racial discrimination.

2.2 Decalogue for the fight against racism through sport at local level.

The following is a proposal of ten basic actions that municipalities should develop in order to fight racism through sport at local level.		
1		**To know the sporting and social reality of the municipality from the voice of the protagonists:** what, how, where, when, when, who...
2		**Analyze:** Develop local information sources and statistics to enable better planning, decision-making and analysis of results.
3		**Promoting spaces for dialogue, dialogue and participation:** building identity and belonging to the municipality through sport.
4		**Develop local regulations to combat racism** and racial discrimination in local sport..
5		**Awareness-raising and communication campaigns:** Develop a co-created shared image that conveys zero tolerance of racism in the municipality.
6		**Transversality:** Working from an interdepartmental perspective that brings together different departments (Sport, Education, Equality, Social Services, Youth, etc.).
7		**Intersectionality:** Taking into account this approach in all actions to combine variables such as ethnicity, gender, religion, sexual orientation, age, different capacities, etc.
8		**Capacity building:** based on the needs expressed, carry out training activities for policy makers, clubs, federations, coaches, etc.
9		**Evaluation of the sporting and social impact of all actions:** carry out regular impact and results evaluations.
10		**Transparency and socialisation of information:** presentation of all the results to the public, seeking their opinion through public consultations and actively incorporating the proposals that emerge.

3. COMBATING RACISM IN SPORT.

We have to talk about racism. And we have to act. It is always possible to change direction if there is the will to do so
(European Union Anti-Racism Plan 2020-2025)

In this section, the focus is on the sport activity itself from two axes of intervention:

a. Preventing racist incidents in local sport.
b. Identifying and acting when racist incidents occur in local sporting activity.

These two axes of intervention are focused on the Score Project need to **make sport and physical activities developed at the local level safe spaces for all the people and groups that make up the community.**

The concept of safe sport for all people and athletes at the local level means having an environment where can train and compete in a healthy and supportive context; an environment that is respectful, equitable and free from all forms of harassment and abuse[46].

It is recognised that interpersonal violence, abuse and harassment threaten not only the physical, emotional and mental health of athletes, but also the ethical and social basis of sport. Acts such as these contravene articles of the Universal Declaration of Human Rights and the European Convention on Human Rights, as well as the International Olympic Committee's policy and position statements[47]. Furthermore, the European Sports Charter also cites in Article 1.b "that everyone should have the opportunity to play sport in a safe and healthy environment"[48].

We must recognise that in many places sport and physical activity are not safe spaces for people from ethnic/racial minority groups in our communities. For example, a recent study by the Spanish Observatory on Racism and Xenophobia[49], shows how young people of African descent who practice sport are very often the target of racist manifestations, pushing away the goal of sport and physical activity as a safe space and personal development causing many of them to drop out of sport.

Therefore, based on the need to make sport and the practice of sport at local level a safe space for all people, both for those practise it and for those who accompany them, the Manual proposes a series of recommendations and practical proposals for local bodies.

[46] https://olympics.com/athlete365/es/deporte-seguro/
[47] https://www.safesportinternational.com/international-standards/#ISSP
[48] https://search.coe.int/cm/pages/result_details.aspx?ObjectId=0900001680a420e8
[49] Are African and Afro-descendant students discriminated against in school sports? Analysis and anti-racist Decalogue".

The Safe Sport International principles of safe sport[50] may represent a good reference for acting from this perspective, bearing in mind that these principles must be adapted to adults who practice sport and to minors: in this case, the requirements and standards must be more rigorous given the situation of defenselessness or insecurity of minors[51].

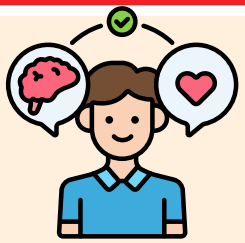
The perspective of this section is directed more towards the structural/political dimension of social cohesion, although from the cross-cutting and intersectional approaches, how to act from other dimensions of social cohesion will also be addressed.

3.1 Preventing racist incidents at local level.

The concept of prevention is extremely broad. For the purposes of the Handbook, prevention is defined as the set of measures developed to try to prevent the occurrence racist incidents in the field of sport at local level. It is therefore about preparing in advance for the occurrence of racist incidents.

Thus, the prevention of racist incidents in sport at local level involves two types of strategies which are systematised, with some recommendations for action[52], in the following table:

AWARENESS RAISING & PARTICIPATION



ENSURE THAT THE COMMUNITY AT LARGE OF THE MUNICIPALITY'S COMMITMENT TO THE FIGHT AGAINST RACISM AND RACIAL DISCRIMINATION IN SPORT.

Point 4 of the Decalogue for the fight against racism through sport at local level mentions the development of local regulations that favour the fight against racism and racial discrimination.

Understanding this recommendation in a broad way, a specific regulation or a local strategy can be developed through a specific action plan.

These actions can also be integrated into existing municipal regulations or plans and/or strategies, whether they are related to sport (municipal sports plan or strategy) or to human rights and diversity.

It is highly desirable that these regulations or plans have been decided from a perspective of consultation, dialogue and participation with the whole community, especially those groups and collectives that are more vulnerable to racism and racial and/or ethnic discrimination as indicated in point 3 of the Decalogue.

[50] https://www.safesportinternational.com/international-standards/#ISSP

[51] The Spanish Government's Organic Law for the comprehensive protection of children and adolescents against violence includes an innovative figure that is very relevant to this case: the delegates for the protection of children in sporting activities (article 48.c).

[52] These recommendations for action should be understood as guidance that local authorities can adapt to their particular context.

Dissemination of the municipal commitment can take many forms:

a. Development of a communication and awareness-raising campaign for the municipality (point 5 of the Decalogue).

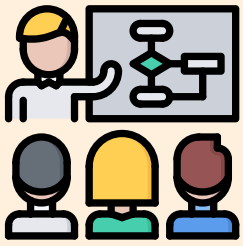
b. Designing a shared image of the municipal commitment that generates shared values with citizens.

c. Adhesions of sports clubs, social organisations and citizens that adhere to the principles and values of the municipal commitment. These endorsements can be strengthened with a specific label that identifies clubs and organisations that adhere to the municipal commitment to shared values, social coexistence and orientation towards the common good.

d. Awareness-raising actions with key social actors in the community such as educational centres, the health sector, local police, etc.

These awareness-raising actions can be carried out without a clear municipal commitment in the form of specific regulations or plans. But strengthening social cohesion will be greatly enhanced if there is local authority leadership reinforced by a process of consultation, dialogue and participation.

TRAINING



TO INCREASE THE KNOWLEDGE AND CAPACITIES OF LOCAL SPORTS STAKEHOLDERS

Point 8 of the Decalogue foresees the enhancement of the knowledge and capacities of municipal sports actors in the field of racism and racial discrimination.

The practice of sport at the local level involves multiple actors: political decision-makers, staff and workers of municipal sports facilities, municipal sports schools, clubs that have agreements with the municipality (e.g. for the transfer of spaces), athletes and people who accompany them (family or friends).

We should include here formal or non-formal sports organizations that organize activities in municipal spaces as we have indicated in previous chapters.

On the municipal side, the knowledge and capacities of all sports actors on racism and racial discrimination in local sport should be strengthened. This can be done:

a. Organizing **compulsory training** for political decision-makers, technicians and employees of municipal sports facilities.

b. Including racism awareness in sport training activities organised by the municipality.

c. Improving the capacities of municipal sports schools and clubs with agreements with the municipality through specific training for their managers[53].

d. To have an information space with materials on racism and racial discrimination in local sport on the municipality's website that is accessible to all citizens.

3.2 Identifying and dealing with racist incidents in local sporting activity.

It is very reasonable to take into account that, despite prevention efforts, racist incidents are very likely to in local sporting activities. Unfortunately, this is the scenario in which we currently find ourselves and multiple examples show us how mechanisms and resources for action at local level are necessary.

This section addresses some practical recommendations for local authorities, taking into account the following aspects:

a. How to identify racist incidents in local sports practice.
b. Where the incident occurred.
c. What are the principles on which the municipal response can (and should) be articulated.
d. The proposed actions.

a. How to identify racist incidents in local sports practice.

As a starting point, it should be recalled that the Handbook takes as a reference point ECRI's definition of a discriminatory or racist incident (General Policy Recommendation 11). In this definition ECRI indicates that this is any incident **which is perceived as racist by the victim or any other person.**

It is very important to highlight this definition, because it is well known that victims of racist incidents often do not recognise them as such: sometimes because they are unaware of the legal framework, sometimes because there is an attempt to minimise or trivialise the incident or, in many cases, because the racist incident also produces a feeling of guilt in the victim. Therefore, the role of other people who have witnessed the incident is crucial.

[53] If, as in the Spanish case, there is a specific figure of protection in sport, this would be the person to whom the training is addressed.

Racist incidents, moreover, can take many forms. They can be grouped along two main lines:

- Explicit. These are incidents in which there is physical or psychological aggression (such as insults, trivialisation, jokes about physical attributes, etc.). These explicit forms of racist incidents may be easier to identify, although the barriers are often quite varied.

- Subtle. Subtle forms of racist incidents are much more complex to identify, because they are behaviours that the victims themselves find difficult to recognise. It is a set of behaviours and attitudes that do not seem to have a racist basis, but whose basis is made up of prejudices and stereotypes that strengthen the power situation of one group or collective over others. Examples of subtle racism in sport include the following:

  - ✔ Impose diminutives, nicknames or other forms of naming athletes when you do not understand or know how to pronounce their name properly.
  - ✔ Strengthen the image that athletes of African descent are physically stronger and occupy specific roles in sport.
  - ✔ Feeling a lack of confidence in some sporting situations.
  - ✔ Praise for speaking the language well when you don't know the history of the person from an ethnic or racial group.

As microaggressions expert Kevin Nadal[54] points out, "it's not necessarily that you are a bad person if you commit a microaggression, but rather that you need to be more aware of your prejudices and the impact they have on people. We need to work more on this to create a more harmonious society. In the case of micro-aggressions or subtle racial incidents, it is about acting from a decolonial approach that allows for the deconstruction of prejudices and stereotypes linked to racial and/or ethnic origins.

So how do we recognise racist incidents? One way to identify racist incidents is to use indicators of prejudice[55] or indicators of polarisation. While the latter are considered by law enforcement agencies, they can be a useful tool to identify clues as to whether an incident has a racist basis. Among some key issues, the following should be highlighted:

- Belonging of the victim to an ethnic or racial minority group or collective.

- Proximity to an important day, taking into account both important dates for the victim (International Day against Racial Discrimination, for example) and for the aggressor (day of remembrance of a dictator, relevant historical event, etc.).

[54] https://www.kevinnadal.com/books
[55] OSCE, Hate crimes motivated by racism and xenophobia

- Comments and utterances at the time of the act; in this regard, everything that was said should be recorded verbatim in the incident reconstruction.

- Clothing, tattoos, banners, flags and other ultra objects carried by the aggressors.

The awareness-raising and training of local sports agents mentioned in the previous section include this perspective so that those of both municipal sports policy and its implementation have the capacity to identify racist incidents in local sports practice.

It is very important to emphasise that the recognition of these facts and the municipal commitment against racism should not point the finger at the municipality or its citizens as bad people. On the contrary, it is about acting from an awareness of the persistence of prejudices and racial stereotypes and strengthening the social cohesion of the community. In this sense, it is proposed to propose strategies for the community as a whole to be attentive, and to develop actions to strengthen the community's ability to detect these incidents before they occur.

b. Where the racist incident took place.

One of the indicators of prejudice or polarisation is where the incidents take place. Is very relevant because it sometimes takes place in close proximity to or even in spaces offer cultural or religious significance. Or they may have resulted in damage to the property of people belonging to ethnic or racial groups.

In the case of the Handbook, and sticking to the field of sport, incidents can occur in the following areas:

- A municipal space where a professional activity is taking place. There are many situations in which a professional sporting competition or activity is organised in areas owned by the municipality. In this case, it is very likely that the national or regional federations (e.g. football, basketball, handball, etc.) have specific action protocols and security arrangements in place with the State security forces and bodies, which will allow for an appropriate and proportionate response to the incident.

- Amateur sport. Most often, the racist incident occurs in amateur sport, i.e. non-professional and with the aim of improving physical and mental health and enjoying sport, either individually or in teams. It is here where the role of the local authority takes on a special role and where it must foresee and plan the specific actions to be carried out (which are dealt with in point d of this section of the Manual).

c. Principles for action.

Under this premise of intervention mentioned in the previous paragraph, what are the principles of action that should guide local action? The Score Project proposes at least the following two:

c.1 Put the victim at the center.

The victim-centered approach means dealing with victims by listening to them, without re-victimising them, and without neglecting their safety, rights, well-being, needs and decisions. The purpose of this approach is for victims to regain as much control over their lives as possible. It also seeks to ensure that services are delivered in an empathetic and non-judgemental manner[56].

The specific recommendations of the Score Project are as follows:

a. Appropriate treatment of the victim

The treatment provided by the municipality and its staff, whether technical or political, will be respectful, sensitive, individualized and non-discriminatory[57]. It will be based on active and empathetic listening, with special consideration for victims who are minors or victims in a situation of special vulnerability.

If the victim is a minor, they are entitled to full rights; therefore, they will be treated as such and will exercise those rights taking into account their capacity to exercise their own judgement. At all times, the best interests of children and adolescents must prevail and they will act in accordance with what the specific legislation in force in each State establishes in relation to their age and circumstances.

b. Confidentiality

Both in the reception of the communication of the case, in its investigation and referral, all the agents involved must guarantee scrupulous respect for the confidentiality and privacy of the person, guaranteeing that their identity or the reporting of the incident does not become socially or publicly known, much less to the alleged aggressor and his or her environment.

c. Respect for autonomy

It is common for victims to feel the need to feel listened to and cared for, to receive clear and precise information that allows them to make decisions, guidance on available resources and, above all, to recognise that in a painful and complex situation, the ultimate decision lies with them. Sometimes, their decisions are based on a variety of reasons that respond to cultural and, especially, situational keys that may be explicit or implicit. To name but a few: being in an irregular situation, the absence of a supportive social or community network, the stigmatisation that comes with being a victim, etc. The decision to take further steps

[56] https://www.acnur.org/es-es/enfoque-centrado-en-las-victimas
[57] These insights are essential in the trainings mentioned in the previous point.

in the complaint or to activate a certain type of institutional and social response must always be agreed with the victim, without any kind of pressure and with the victim's will prevailing over that of the other agents involved.

d. Clarity and speed

The possibility of care and information on resources and possible alternatives that the victim can decide on must be offered clearly and quickly, but also adapted to the victim's capacity to manage her emotional state, if appropriate, and making her aware of the implications of each of these alternatives. Accessible language should be used, adapted to their circumstances and taking into account any special comprehension and communication difficulties that may arise. It is preferable to make referrals to other agents with the capacity to offer this type of response, rather than delaying them or making them incomplete or inadequate to the needs expressed by the victim.

e. Avoid secondary re-victimisation

This type of victimisation is the result of the victim's relationship with the institutional system and is closely related to the previous point. It is essential to avoid that the activation of the proposed actions causes the person to relive the traumatic situation and to reassume the role of victim. This is especially frequent when, for example, during the care, the victim is forced to recount the events that occurred on numerous occasions, in different instances and at different times, over and over again. In this regard, it is very important to ensure that the care is provided by a person with the capacity and knowledge to carry it out and, if necessary, to make the appropriate referral. The referral will seek to facilitate the victims' access to justice, as well as to other public or welfare services that have protection or assistance functions assigned to them[58].

c.2 Compliance with democratic principles.

a. Separation of powers

In cases where the incident constitutes a crime, it is up to the administration of justice to decide on the veracity of the facts, whether they constitute a crime and the consequences, if any, for the persons involved. It is not the role of the Town Council to take a position on these matters.

b. Presumption of innocence

Until proven otherwise, the actions of the City Council and the activation of the proposed actions must be based on the presumption innocence. The institutional response must promote attention to the victim and restore civic coexistence, not impart justice, nor the adoption of exemplary measures. In this sense, the penalty that corresponds to the perpetrator will be imposed by the administra-

[58] These action points are based on the recommendations of the Guide for local action in the face of incidents of racist, xenophobic, anti-Roma and LGTBIphobic hatred. Biltzan, Basque Government. 2022

tion of justice in a process with due guarantees, without any institution (however local it may be) being able to promote double proceedings (at a social or popular level) or additional penalties such as social sanctions.

c. Promote alternative channels of resolution of the racist incident.
In those incidents that are not likely to constitute a crime, community work or restorative justice responses will be activated as a means of restoring the victim to her position prior to the discriminatory acts.

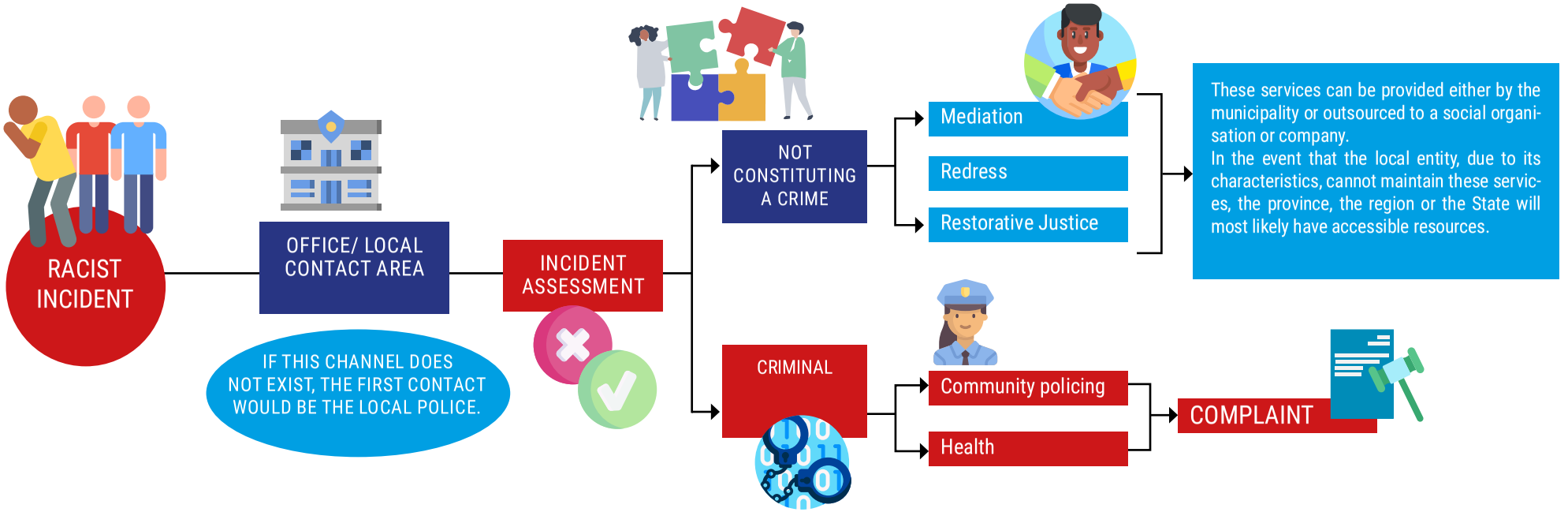
Conflict resolution methodologies such as mediation or reparation may also be explored.

d. Proposed actions.

The specific actions that the local authority can carry out are systematised in the scheme on page 36.

It is necessary to stress the idea that any discriminatory or racist incident, however subtle and ephemeral it may be, is an attack on people's dignity and that, regardless of its nature, the institutional response is key to safeguarding the European principles and values of human dignity, freedom, democracy, equality and human rights.

However, the institutional response be appropriate and proportionate to the incident and will vary depending on the victim's wishes, the urgency and the seriousness of the incident. Below is a series of recommendations that local authorities can adopt to adapt their response in the event of identifying discriminatory or racist incidents in municipal sports practice.


RACIST INCIDENT
OFFICE/ LOCAL CONTACT AREA
IF THIS CHANNEL DOES NOT EXIST, THE FIRST CONTACT WOULD BE THE LOCAL POLICE.
INCIDENT ASSESSMENT
NOT CONSTITUTING A CRIME
CRIMINAL
Mediation
Redress
Restorative Justice
Community policing
Health
COMPLAINT
These services can be provided either by the municipality or outsourced to a social organisation or company.
In the event that the local entity, due to its characteristics, cannot maintain these services, the province, the region or the State will most likely have accessible resources.

d.1 Care, information and guidance

First of all, there must be a channel of communication, a form of contact to report the discriminatory or racist incident. This communication channel should have the following requirements:

- It should be confidential.
- To be accessible and known by the citizens as a whole, but especially by municipal sports agents: this includes the people who work in municipal sports facilities and those responsible for sports practices (club management staff, protection delegates or sports practice referents).
- Opening hours should be clearly indicated.

This channel of attention, information and guidance to victims, or to those who have identified the discriminatory incident, can be developed by the technical team of the municipality or it can be outsourced to an expert company or social organisation.

It is likely that some local entities do not have the economic and technical means necessary to have a person or team responsible for these issues. In this case, it is very important to identify provincial, insular, regional or state resources that can carry out this care, information and guidance function. For example, an expert social organisation that carries out these functions, even if it is not located in the municipality, but with whom a collaboration agreement can be reached.

One alternative is for community policing to take on these functions of care, information and guidance. Several European projects have emphasised the role of community policing in identifying discriminatory or racist incidents, so this may be a viable alternative.

d.2 Networking and referral.

Once it has been determined who will carry out the care, information and counselling functions, it is important (always putting the victim at the centre, i.e. respecting her/his autonomy) to assess the nature of the incident and whether or not it may constitute a crime in order to activate the different types of institutional response.

In this sense, it is necessary to identify the roles and functions of the different actors that may be involved in this institutional response depending on the nature of the discriminatory or racist incident. In a very summarised form, we have systematised them into two types of response:

a. Incidents that do not constitute a crime.

When it comes to incidents that do not constitute a crime, i.e. that are part of micro-aggressions or subtle racism, it is very important to avoid punitivism as a way of resolving the incident. In this case we are dealing with incidents that undermine the dignity of the victim but are based on attitudes and behaviours that are complex to categorise. In these cases, it is recommended to activate incident resolution tools that allow for greater awareness and empowerment of all parties, both the victim and the person who committed the incident.

These instruments are related to mediation, reparation and restorative justice. Mediation, as an alternative system of conflict resolution, is an instrument of social peace, which must respect the fundamental principles of being carried out under the will of the parties, confidentiality, neutrality and impartiality, among others. Comprehensive reparation must place the victims at the centre, contemplating elements of restitution, compensation, rehabilitation, satisfaction (apologies/homage) and guarantees of non-repetition. Restorative Justice arises from the idea of offering all parties involved in the incident the possibility of dialogue about the incident and its consequences, as well as deepening the assumption of responsibility of those who committed it.

In addition to this, the parties may agree on personalised ways of repairing the damage caused by the offender. Restorative processes initially propose personalised and individualised work, both with the victim and with the persons who have committed the incident. In the event that both consent, a meeting could take place between them, with the idea of repairing the damage derived from the incident.

The aim of the restorative justice process is to try to raise awareness of the consequences of discriminatory or racist micro-aggressions, and to strengthen the capacities of all those involved in the incident, and restorative actions can be very varied.

b. Incidents constituting a criminal offence.

In the event that the discriminatory or racist incident may constitute a crime (either administrative or criminal), it is essential to report the incident to the security forces. The most direct channel will be the local police, which in many European countries have specific protocols for action.
Therefore, the office or department in charge of care, information and guidance should activate the existing protocols in this area.

A second key aspect is referral to health services: in case of physical assaults, it is important that there is a medical report stating that the injuries are the result of a racist incident or assault.

All these aspects will be very relevant in the event that the victim considers the possibility of lodging a complaint about the discriminatory or racist incident in sport.

4. TRAINING PROPOSAL.

The following is a proposal on how to use the contents of the different sections of the Manual in a training. This is only one option that can be adapted in each local or national context to different needs: for example, the duration can be extended for official training accreditation requirements; depending on the experiences or backgrounds of each local entity, emphasis can be placed on some specific aspects of the proposed ones, etc.

1 SESSION

Content	Metodology	
1. Conceptual framework on racism and racial discrimination	Presentation by an expert on the subject	30 minutes
2. Social cohesion: dimensions and levels of action	Presentation by an expert on the subject	30 minutes
3. The structural and political level of social cohesion through sport in the fight against racism and racial discrimination. - Does my local authority have a strategy/plan for the promotion of sport? If so, what are the values and principles it promotes and are they related to coexistence and the common good? Is there any measure/protocol to act in case of racist or discriminatory attitudes? - Does the municipality have a strategy/ plan for the prevention of racism and racial discrimination? If so, which area/department is responsible for it, and does it have any measures on sport? Is there a space for dialogue in which the different actors involved in sport at local level (municipality, sport organizations, etc.) can participate in the co-creation of the sport strategy of the municipality?	Work in groups of 4-6 people. To learn about the experiences of other local entities and to develop collaborative learning. Presentation of the main conclusions in plenary.	90 minutes
4. Elaboration of lines of action. - Which dimension of cohesion is relevant for my municipality? - What actions can be taken in the short and the medium term?	Individual work and group presentation	30 minutes

2 SESSION

Content	Metodology	
1. Community level - What is the ethnic-racial composition of the municipality? - Sports and social organizations (especially in the field of racism prevention) active in the municipality. - Is there any space for relations between social organizations in the municipality? Do the identified social and sports organizations participate? - Are there any non-formal sports groups in the municipality?	Group work 4- 6 persons	90 minutes
2. Individual level. - What are the sporting practices of the population? - Are you aware of the sporting practices of ethnic-racial minorities in the municipality? Where do they take place? At what times? - What are the main barriers for ethnic-racial minorities in the municipality to practice sports?	Group work 4- 6 persons	90 minutes

3 SESSION

Content	Metodology	
1. Prevention. - How to articulate the training of technical teams and local organisations on racism and racial discrimination? - Sensitisation and awareness-raising	Presentation by an expert on the subject Group work 4-6 persons	60 minutes
2. Make local sports venues safe spaces.	Presentation by an expert on the subject Group work 4-6 persons	60 minutes
3. How to recognise incidents of racial and ethnic origin discrimination in local sporting activity?	Presentation by an expert on the subject Group work 4-6 persons	60 minutes
4. Channels of conflict resolution: **- Mediation** **- Reparación** **- Complaint**	Presentation by an expert on the subject Group work 4-6 persons	60 minutes

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- European Commission: EU Anti-racism Action Plan 2020-2025.
- European Commission: Special Eurobarometer 525 - Sport and Physical Activity (2022)
- OSCE, Hate Crimes motivated by Racism and Xenophobia

Spain

- Law 39/2022 of 30 December 2002 on Sport
- Law 2/2023, of 30 March, on physical activity and sport in the Basque Country.
- Law 1/2019, of 30 January, on Physical Activity and Sport in the Canary Islands.

France

- Plan national de lutte contre le racisme, l'antisémitisme et les discriminations liées à l'origine (2023-2026)

EXAMPLES OF TRAINING MATERIALS

Europe

- Activity, Sport, Play for the Inclusion of Refugees in Europe Course by ASPIRE (European Sports NGO)
- Combating Racism in and through sports: A Strategic Planning Model for Local Authorities, by SCORE PROJECT
- ECCAR Toolkit for local authorities
- Guide to Discriminatory Practices in European Football by FARE
- Guidelines to report discrimination by FA (English Football Federation)
- The Inclusive Leadership in Football Award
- Integration of Refugees Through Sport course by ISCA (International Sport and Culture Association) Nordplus&Erasmus+ programme
- MONITORA project (ITaly, UISP) and MONITORA Protocol for Monitoring Racism in Sport
- The Red Car (Kick it out,) by European Fotball for Development Network
- Toolkit on Good Governance in Sport by European Platform of Sports Ethics (EPSE)
- Surfacing, preventing and mediating discrimination through sport by SENTRY Project (ERASMUS+)
- Sport Inclusion Toolkit Increasing opportunities for migrant and minority women by Spin (Sport Inclusion Network)

International

- ANTI-RACISM in SPORT Campaign (Canada) by Immigration Partnership Winnipeg

France

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Spain

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- Basic manual for football clubs fighting for gender equality from Dragones de Lavapiés
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SCORE Sporting Cities Opposing Racism in Europe

May 2024

- Authors: Nuria Lores and Jesús Migallón from Cidalia, consultoría en diversidad
- Design and layout: Carlos Donaire Celis

This publication has been produced with the financial support of the Citizens, Equality, Rights and Values Programme (CESR) of the European Union. The contents of this publication are the responsibility of the SCORE project partners and do not reflect the views of the European Commission.

Throughout the drafting of this Basic Manual, inclusive language has been taken into account at all times, following the recommendations of the United Nations in this regard. In this sense, discriminatory expressions have been avoided, collective nouns and other generic structures have been used (migrants, citizenship, etc.) and gender has been made visible when the information to be transmitted has made it necessary, for the sake of a more agile reading.