



Intervention Protocol of the
**Non-Discrimination
Service in Girona**



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Intervention Protocol of the **Service of Non-Discrimination in Girona**

1 INTRODUCTION

The persistence of situations of discrimination, inequality or exclusion against individuals or groups, whether on grounds of gender, origin, ethnicity, sexual orientation or identity, disability, age, beliefs or socioeconomic status, highlights the need for a coordinated and committed response. In this context, public services and social organisations play a key role in detecting, preventing and addressing situations of discrimination.

This document is a **working tool for applying the Intervention Protocol of the Non-Discrimination Service in Girona**, with the aim of guaranteeing comprehensive, coordinated and quality care for people who have experienced situations of discrimination. The protocol establishes the principles of intervention, details the circuit of care and referral, and defines the common and shared criteria for all professionals and organisations involved.

The Non-Discrimination Service arises – on the one hand – as an initiative of the Girona Council for Cohesion and Social Services at the end of 2024 – within the framework of the "Commit to Rights" project (Commitment to Rights) - and is the result of a participatory process with entities and services in the city that work in the social sector. During the first half of 2025, these stakeholders have worked together to define the intervention circuit and the service's operational framework, with the support of the project's technical team. On the other hand, it responds to the mandate of Law 19/2020 on Equal Treatment and Non-discrimination, which establishes the need to deploy effective instruments to prevent, remedy and sanction all forms of discrimination.



The Non-Discrimination Service is established as a local public-community policy model, with shared governance and management between the public administration and local entities. It is formed from a central, specialised institutional service, called the **House of NON-DISCRIMINATION**, which is physically co-located with the Citizens' Advocate. This central service coordinates with other **public services in the city and with partner organisations** (specialised bodies, by type of discrimination, etc.) that offer a decentralised service, closer to the public.

This **Intervention Protocol** is aimed at professionals from services and organisations working for Non-Discrimination, with the objective of providing a **common framework for action and practical tools** to deliver an effective, coordinated and respectful response to potential discriminatory situations. It aims to foster complementarity between resources and promote a shared culture based on equal treatment, dignity and respect for diversity.

It is aimed at professionals from social organisations and public services who provide initial attention, guidance and/or support to people who have experienced situations of discrimination. It aims to provide them with clear criteria, practical tools and common guidelines for the detection, intervention and referral of cases, and is accompanied by training sessions for service professionals so that they can learn, acquire and practise the skills and competencies, as well as the guidelines for their work recommended in this Guide.

The Protocol has been developed from normative, methodological and conceptual references in the field of equal treatment, restorative justice and community intervention. It also draws on other regional experiences and on the contributions of professionals and organisations with a proven track record in addressing discrimination. (1)

The Protocol sets out the principles of intervention and the course of care to be followed in cases of discrimination, from the initial reception through to the conclusion of the process. It is a guide intended to be applied and useful, allowing actions to be standardised and circuits to be formalised as a means of ensuring the quality of interventions.



(1) *Protocols for victim support developed by various administrations: the Generalitat de Catalunya, the City Council of Barcelona's Office for Non-Discrimination, and others. See section 8 of this document, 'Reference Materials'.*

2 APPROACH

The Service operates in two complementary areas: prevention and awareness-raising, and care and rights guarantee. It offers comprehensive accompaniment, legal advice and psychosocial support, as well as the implementation of restorative measures.

The Service is governed by three main approaches, with an emphasis on the restorative approach and a community-centred perspective, as well as an intersectional perspective. The objectives are to address the structural causes of discrimination, promote awareness and responsibility among all parties involved, and foster processes of reparation and social transformation to prevent such discriminatory situations from occurring.

The restorative approach

- It is based on the desire to repair the harm caused by the discriminatory act, while fostering processes of accountability, recognition and transformation. This approach holds that the person, organisation or institution that has engaged in discrimination should take responsibility for their actions, accept liability and repair the damage caused. A process that seeks to re-establish bonds, rebuild trust and contribute to a profound change in the social and institutional dynamics that sustain inequalities.
- It allows discrimination to be addressed in a comprehensive way, combining the legal, psychosocial and community aspects.
- It strengthens trust between citizens and institutions, demonstrating a response that not only sanctions but transforms.
- It places the affected individuals at the centre of the process, giving them a voice and a leading role in their own reparation.
- Reduces reoffending, as it promotes responsibility and personal or institutional change.
- It fosters collective learning and contributes to building more just and respectful environments for diversity.

The Community-based Perspective

The community-based perspective complements and reinforces the restorative approach by emphasizing the collective dimension of discrimination. It conceptualizes discrimination as a dynamic operating at the structural level, which manifests at the individual level. This perspective seeks to address the needs of the person experiencing discrimination, as well as those of their immediate environment. It intervenes not only in the effects but also in the structural causes, fostering social cohesion and transformation through engagement within the local territory and its surrounding context.

Its objectives are to:

- Situate each case or situation within its social and relational context.
- Work collaboratively with the surrounding environment and the community.
- Promote connections, networks, and participatory spaces that contribute to the collective prevention, detection, and addressing of discrimination.
- Empower affected individuals and groups by recognizing their voice, experience, and capacity for action.

The intersectional perspective

It is an approach to analysis and intervention that takes into account that people do not only experience discrimination or inequality along a single axis (for example, gender, origin, sexual orientation, social class, age, disability, race...), but that these axes interact with one another, creating particular situations of oppression, privilege or vulnerability that cannot be understood if viewed separately. The intersectional perspective is an analytical framework developed by the academic and feminist activist, Kimberlé Crenshaw, (1989).

Within the framework of feminist activism and the defence of the rights of racialised people.

(1) The situated perspective: It is recognised that many of the professionals providing support may not directly experience the axes of discrimination and, therefore, it is essential to incorporate an awareness of one's own privileges, the exercise of power, and a reflective and open attitude towards structural inequalities. (2)



(2) A Guide to the Incorporation of the Psychosocial and Restorative Approaches into Services Supporting Victims of Incidents and Crimes of Hate and Discrimination. SOS Racisme Catalunya and the Institute of Human Rights of Catalonia, 2021.

3 GLOSSARY

In this section, we aim to provide a collection of definitions and key concepts for professionals, to help them understand the different types and forms of discrimination. It is an adaptation of the text of Law 19/2020, but in more accessible language.

In this protocol, the term **victim** is used to refer to the person affected by a discriminatory act or situation, without it necessarily constituting a crime.

Harm is understood as the consequence of an action or omission that intrudes into the life of the person or group subjected to discrimination, affecting their well-being and identity. In the case of hate incidents or hate crimes, this harm directly attacks who the person is and their way of being in the world.

Throughout the document, the person who carries out discriminatory violence is identified as a **discriminator, aggressor or offender**, emphasising that the latter term does not necessarily imply the commission of a crime, but rather the act of offending or violating another person's dignity.

Discrimination is any distinction, exclusion, restriction or preference based on grounds such as sex, gender, age, origin, language, religion, disability, sexual orientation or identity, administrative status, social class or any other personal or social condition, which has the object or effect of limiting or nullifying the recognition or exercise, on an equal footing, of fundamental rights and freedoms.

Law 19/2020 provides that a difference in treatment **is not discrimination** if it is objectively justified by a legitimate aim and by appropriate and necessary means, such as positive actions aimed at correcting structural inequalities or protecting vulnerable groups.

Types of discrimination

That is to say, types of discrimination according to the manner or form in which discrimination occurs. The 19/2020 Law lists several of these forms:

Direct discrimination

This occurs when a person is treated less favourably than another in a similar situation on one of the recognised grounds for discrimination. It is the most obvious and easily identifiable form.

Indirect discrimination

This occurs when a seemingly neutral rule, criterion or practice has a disproportionate impact on a particular group. In these cases, there is no explicit intention to discriminate, but the outcome is discriminatory. It requires analysing the real effects of a measure or decision, not just its intentions.

Multiple or intersectional discrimination

It occurs when two or more grounds of discrimination (for example, gender and origin, or age and disability) interact and create specific situations of disadvantage. It is not a sum of discriminations, but a particular experience that results from the intersection of various structural inequalities.

Associative discrimination

This occurs when a person is discriminated against because they are linked, by family relationship, friendship, cohabitation or support, to another person or group that belongs to a discriminated-against collective.

Misidentification discrimination

This occurs when a person is discriminated against because they are wrongly attributed with a characteristic, identity or condition (for example, a religion or sexual orientation) that does not apply to them.

Second-degree discrimination

It refers to mistreatment or negative reactions against those people or entities who support, defend or highlight cases of discrimination. This form often makes it difficult for professionals or witnesses to act in defence of the victims.

Stigmatisation discrimination

It is the process by which a dominant group defines what is considered "normal" and excludes other ways of being or living, assigning negative or derogatory values to certain groups. This process reinforces marginalisation and can be expressed in stereotypes, offensive humour or patronising treatment.

Secondary victimisation

This occurs when a person who has already suffered discrimination or violence receives further mistreatment or neglect from the institutions and/or professionals responsible for protecting them.

Discriminatory reprisal

Includes any adverse treatment or negative consequence resulting from having reported or assisted in the reporting of a case of discrimination or harassment.



Types of discrimination according to the axis of oppression

Gender discrimination

Refers to any unequal or less favourable treatment on the grounds of sex or circumstances linked to people's biological or social condition. It also includes situations arising from motherhood, gender identity or the lack of shared responsibility between men and women.

Ageism

Discrimination against individuals or groups on the basis of age, which can affect both young people (for lack of credibility or experience) and older people (due to a perception of uselessness or dependency).

Ableism

Discrimination against people with disabilities, functional diversity, or health conditions, often based on the idea that there is a "normal" body or mind and that any difference is a deficiency.

Aporophobia

It is the rejection or contempt towards poor people or those experiencing homelessness. This form of discrimination is often invisible, but it affects basic rights such as access to services or public space.

Racism

Racism is an ideological and social system that attributes differences in value, ability or behaviour to human groups based on physical or cultural traits, with the aim or consequence of justifying and maintaining relationships of domination, exclusion or inequality. Racism operates both at an individual level (prejudices, stereotypes) and at an institutional level (norms, practices and policies that generate and systematic inequality between groups).

Xenophobia

Hatred, hostility or rejection towards people who are of foreign origin or who are perceived as foreign.

Anti-Gypsyism (Romaphobia)

A specific and historically rooted form of social and institutional racism against the Roma people, characterised by its persistence, recurrence and social normalisation.

LGBTIfobia

A form of discrimination based on people's sexual orientation and gender identity. It can manifest in attitudes of rejection, violence, invisibilisation or demands to conform to hegemonic gender norms.

Linguistic discrimination

Unequal or unfavourable treatment that a person receives because they speak a particular language or because of the way they speak it. This can happen when someone is denied a right, opportunity or service on grounds related to their language or accent, or when they are belittled or ridiculed for their language use. It is particularly relevant in contexts with minority languages.

Gender discrimination

Gender discrimination is any unequal, unfavourable or unjustified treatment of a person because they belong to a particular gender, whether male, female or non-binary.

Discrimination based on religious practice

Any unequal or detrimental treatment towards a person on the grounds of their religion, or because of their religious beliefs, practices or affiliation, or for having no religion or belief.

4 ORGANISATIONAL PRINCIPLES OF THE SERVICE

The organisational principles of the Non-Discrimination Service are as follows:

1. Networking and coordination:

Creation of a stable collaborative network between bodies and services that enables the provision of joint and coherent responses to situations of discrimination, avoiding duplication and improving the effectiveness of existing resources.

2. Common criteria and shared quality:

Establishment of agreed criteria for initial assessment, referral and case monitoring, based on quality standards and respect for human rights. This must ensure homogeneous and professionalised care throughout the city.

3. Common system for registration and diagnosis:

The ability to jointly collect and systematise data on discrimination, in order to obtain a global overview, generate shared diagnoses and better guide public policies and preventive actions.

4. Mutual support and professional relationship:

The service facilitates spaces for support, supervision and exchange among professionals, fostering collective learning and reducing isolation in the management of complex cases.

5. Specialised and recognised training:

Access to specific training on the different axes of discrimination and on professional skills for restorative and community accompaniment.

6. Valuing existing work:

Recognition and visibility of the work that organisations and services already do in defending rights, integrating it into a common framework of work and shared criteria. The protocol reinforces their legitimacy and their key role as agents of social change.

7. Overall improvement of the support system:

Working within this joint framework allows the city to improve its coherence and responsiveness to discrimination, whilst strengthening citizens' trust in public services and the community network.

ORGANISATIONS AND SERVICES PARTICIPATING IN THE SERVICE

To find out about the lead organisations and services that are part of the project, you can view the up-to-date information on the Girona City Council website:

<https://web.girona.cat/nodiscriminacio>

The screenshot displays the Girona City Council website's 'Igualtat i Justícia Social' page. The navigation menu on the left includes 'Inici', 'Notícies', 'Sensibilització', 'Òrgans de participació', 'Atenció a les violències', 'Atenció i assessorament', 'SAI LGTBI Girona', 'Servei per la No-discriminació', 'Prevenició i sensibilització de violències', 'Plans municipals', 'Recerca: Beca 6 de març', 'Recursos formatius', 'Persones novingüdes', and 'Podcast Margarita'. The main content area is titled 'Casa per la No-discriminació' and describes it as a new municipal service for non-discrimination. It defines discrimination as a negative behavior or attitude that results in unequal or disadvantageous treatment based on specific characteristics. A list of examples includes: not wanting to rent to someone based on their race or skin color; dismissing someone based on their physical appearance; police identifying someone based on their physical appearance; preventing someone from working in a shop based on their gender identity; not allowing someone to work in a shop based on their physical appearance; and inviting someone's child to a school based on their physical appearance. The page also mentions 'S'estan vulnerant ELS TEUS DRETS!! Acudeix al servei per la no-discriminació' and includes a 'Projecte CCMMT 14-19-19' logo and buttons for 'ENTITATS ANTESES' and 'SERVEIS MUNICIPALS IMPLICATS'.

5 ACTION PRINCIPLES OF THE SERVICE AND RECOMMENDATIONS FOR PROFESSIONALS

The **main mission** of the Non-Discrimination Service is to combat rights violations and discrimination. The **guiding principles** of the Service are universality, equality, confidentiality and free of charge.

In addition to these **general principles**, the Service is also guided by cross-cutting principles based on a human rights approach and reinforced by an intersectional perspective. These principles are the practical application of the values of the European Union's legislation in this area and the principles of the "Commit to Rights" project, offering tools for local authorities and organisations to combat discrimination, work on its prevention, and provide support and guidance to people affected by it.

- **Equality and non-discrimination.** Attention to any person without distinction of origin, gender, sexual orientation, disability, religious belief and/or any other condition.
- **Intersectional and cross-sectoral perspective.** Discrimination is addressed by considering the interaction of multiple axes of oppression to understand their complexity and how they specifically affect different groups.
- **Co-governance and networking.** The Service operates through a shared governance model between the entities and the local council, promoting active participation in decision-making, the definition of protocols for action and the development of measures to combat discrimination.
- **Centrality of the person in care.** Any intervention must respect the autonomy of the person in care and their own decisions. At the same time, the person has the right to be informed of any action taken at all times throughout the process.
- **Avoid secondary victimisation.** It is necessary to ensure effective information sharing among technical staff so that the person in care is not exposed to having to explain the facts multiple times to different people.
- **Approachability and clarity.** Provide clear, accessible and understandable information about the rights, services and resources available, as well as the possible ways to resolve the situation.
- **Respect and consent.** All intervention must respect the victim's will and consent, promoting their empowerment and free decision-making. Any mocking or offensive attitude or expression must be avoided, and it must be ensured that all actions are aimed at their holistic recovery.
- **Awareness of the structural and institutional dimension**

The role that institutions can play in perpetuating discrimination must be recognised, especially in cases of institutional violence. This requires sensitive attention to victims' potential feelings of helplessness or mistrust towards the authorities.



RECOMMENDATIONS FOR PROFESSIONALS

Supporting people affected by discriminatory situations requires a professional approach based on respect, dignity and a human rights perspective. Those providing support must be able to guarantee a safe, confidential and welcoming space, where the person affected by discrimination feels heard, validated and has decision-making power over their own process. The aim is not to "do for" the person, but to "do with" them; to place their autonomy and capacities at the centre, and to provide them with tools to understand, decide and act in the face of the violation they have suffered.

A rights-based and intersectional approach

Support must recognise these multiple vulnerabilities and guarantee real equality of access to resources and opportunities.

Language, materials and spaces must be inclusive and accessible (language, plain language, interpreters, visual aids or adaptations for functional diversity).

Centrality of the person affected

The person's account and wishes are the foundation of the entire process. Their pace, silences and boundaries must be respected, and one should avoid pressing them or asking for unnecessary details. The professional is a guide and , not a judge or an investigator. Credibility of the account is a starting principle: it is based on recognising the experience as lived.

Restorative and reparative approach

Although there may not always be a formal restorative process, the restorative approach is a cross-cutting principle throughout the entire process. It is about restoring the violated right and trust in the public system.


This involves acknowledging the harm, listening without judgement, and working to help the person regain a sense of safety, justice and community belonging.

Interdisciplinary coordination and continuity

Coordinated work between the psychosocial, legal and socio-educational fields is essential to ensure comprehensive support.

Consistency and continuity must be maintained between phases, contradictions in messages avoided, and a single point of contact designated for the case. This person should coordinate with the other service contacts.

Promote alliances with specialised organisations (associations of migrants, LGBTI organisations and others) to strengthen networking.

 Remember that every intervention must contribute to a common objective: to restore the violated right and to reinforce trust in the public system as a guarantor of equality and justice.



Key skills and attitudes for professionals

Active listening and empathy

Listen to understand, not to respond. Use open-ended questions and paraphrasing to demonstrate understanding. An empathetic gaze reduces feelings of isolation and guilt.

Emotional validation

Recognising emotions as a legitimate response to injustice. Phrases such as "what has happened to you is serious and I understand that it could affect you" help to rebuild trust.

Clarity and transparency

Explain from the outset the service's objectives, confidentiality limits and available options. Avoid false expectations about legal or material outcomes.

Situated knowledge

The professional cannot be "neutral" in the face of discrimination, but must be committed to equality and the repair of harm, while maintaining technical objectivity. In fact, from different paradigms, one does not speak of 'neutrality', but of situated knowledge, of being aware of one's positioning and own privileges.

Avoid revictimisation

Do not force narratives, question the veracity of the story or trivialise the facts. Repeat interviews only when strictly necessary and with informed consent.

Confidentiality and data protection

Explain in an understandable way who will have access to the information and for what purpose.

Record only necessary data and store it securely.

Participatory accompaniment

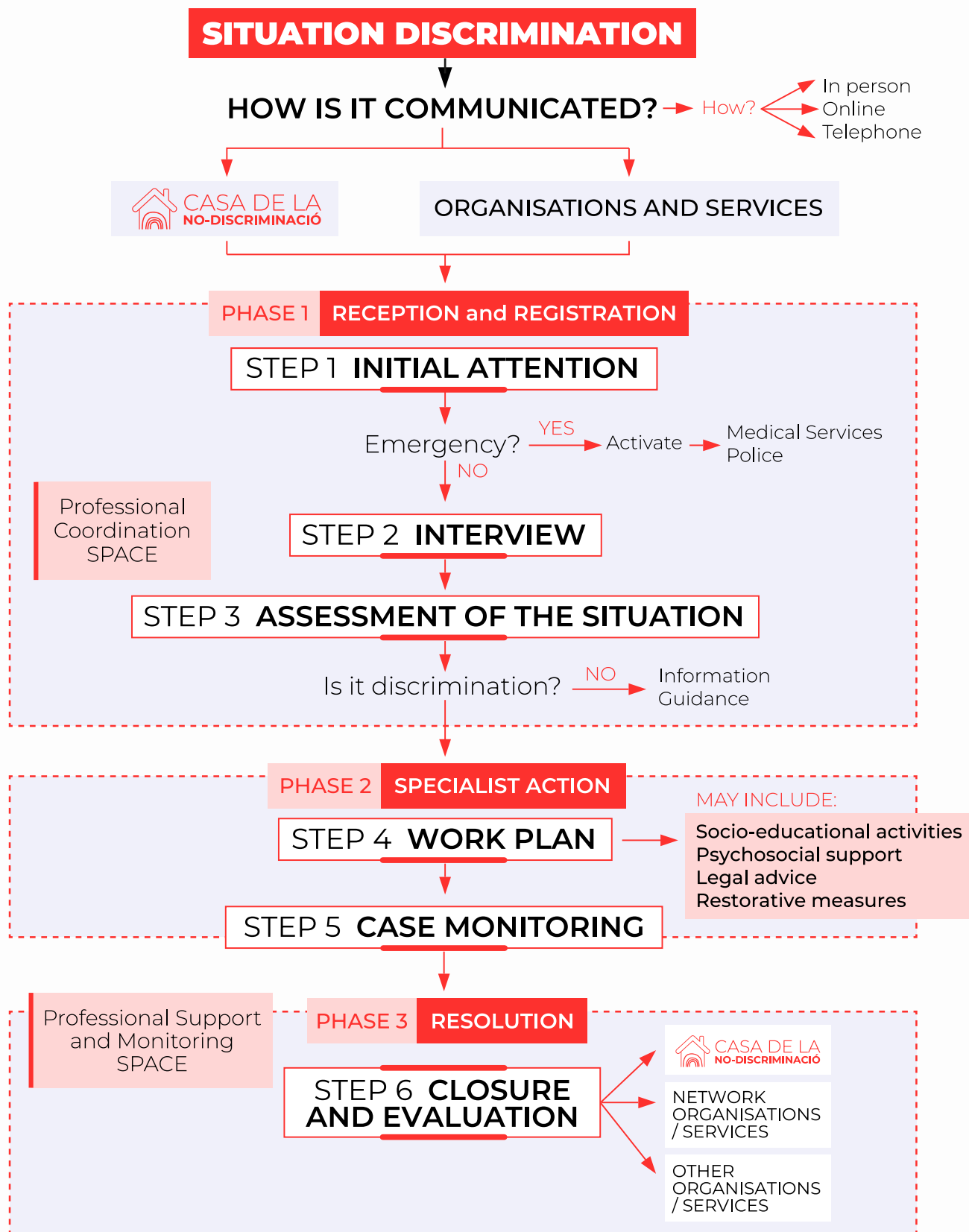
Involve the person in all decisions regarding their process: definition of objectives, work plan and reviews.

Cultural and communicative adaptation

Recognise cultural and linguistic diversity without stereotypes. Use respectful, inclusive language free from unnecessary technical jargon.

6 ADD CIRCUIT BOX:

Victim care circuit



* **This circuit** applies to any situation of discrimination brought to the attention of the House of Non-Discrimination or any of the services or entities that make up the network. However, it should be noted that the need to adapt it will be considered once the collaboration agreements with the municipality's entities and services have been formalised, as well as collaboration or coordination with other existing Non-Discrimination Offices or Services.

- WHO can contact the SERVICE?

- Anyone who believes they have been affected by a situation of discrimination, or who is aware of an incident of discrimination, may contact the service.
- The person can get in touch by email, telephone, or in person (at specific times updated on the town hall website) at the House of Non-Discrimination or any of the points that make up the network and act as a local hub. These points are the premises (physical locations) of social organisations in the municipality and also municipal spaces for public assistance (social services, community centres, among others).
- The person who contacts the Service may be:
 - Direct victim of the discrimination.
 - A person aware of the situation or episode of discrimination.
 - A person accompanying the victim.

WHAT

Regarding episodes of discrimination that have occurred in the city of Girona.

For each Step of the circuit we will find:



Who intervenes: Professionals who intervene and the location where the professionals are based.



Actions to be taken: Description of the steps to be taken in that phase.



Documents to use



Recommendations: Guidelines for the professionals carrying out the intervention.

PHASES

Phase 1. RECEPTION AND REGISTRATION

Step 1: Reception – First Contact / Registration

Step 2: Interview

Step 3: Situation Assessment

Phase 2. SPECIALIST ACTION

Step 4: Work plan

Step 5: Case follow-up

Phase 3. RESOLUTION

Step 6: Closure and evaluation




Important: The phases can occur consecutively, although the steps may run in parallel, be interrupted, or fail to progress.

Phase 1 Step 1: Reception and Intake – First Contact and Registration

Who Intervenes

The person who provides the initial attention or registers the episode may be:

- A member of the House of Non-Discrimination's own team.
- A person from the referral agency who attends to and records the episode. This could be a professional who provides direct assistance and follows the protocol steps. It could also be someone from the agency who is aware of a discrimination situation, and who refers the matter to another person within the agency.

 **IMPORTANT!:** In cases where necessary, consider having translators and interpreters available to facilitate explanation and understanding for the person being attended to.

Physical location:

The initial reception or first contact can be made at:

- The Non-Discrimination House Office, 4 Ferreries Velles Street, Girona.
- In the premises of any of the entities or of municipal services acting as a point of contact for this service. These spaces may be the same ones where professionals provide assistance to people who accompany or direct them to their entity/service (provided they meet accessibility criteria and have a confidential space).


Actions

- Listen to the person affected by the discriminatory situation, facilitating their explanation and the collection of data. The person may be directly affected or may be aware of an incident. In this case, the information will still be collected.
- It may not be that someone comes to explain a situation of discrimination, but rather to ask for INFORMATION or to clarify any doubts. The information will be collected regardless.

Suggestion: The request for information will be collected on the same APPLICATION FORM.

<https://web.girona.cat/nodiscriminacio>

- Collect the data from the DISCRIMINATION INCIDENT (possible discriminating party, witnesses and evidence). We may be aware of the incident and situation of discrimination but not the details of the people affected. The data from the discrimination incident can still be collected: description, reason for discrimination and contact details of the person affected.

 Personal data is collected under a signed informed consent form (La Casa de la No-Discriminación will keep a copy of this informed consent form (at the bottom of the Registration Form), and so will the person making the complaint.


From this initial point of care, listening and data registration, we may encounter different options:

1 | The person does not wish to take any action. The attention provided is still recorded with the available data via the web form. <https://web.girona.cat/nodiscriminacio>

2 | The person wants to take some kind of action. It is assessed whether to conduct an interview:

It is considered NOT to be a situation of discrimination. They are informed and referred to appropriate resources that may be useful to them.

YES is a situation of discrimination. If the initial contact was made by an organisation, it is reported to the House of Non-Discrimination, forwarding the information gathered via the web form, and it will initiate the procedures to proceed with the interview. The person who carried out the initial contact will need to assess which professionals or organisations can participate in the interview.

 The person providing the initial response must assess whether it is a crisis situation. If so, they must activate the emergency services, the police or social services. They will also collect the case details in order to provide support and follow-up once the crisis situation has ended.



Documents to be used

- Application form: <https://web.girona.cat/nodiscriminacio>
- Registration form. It can be found at <https://web.girona.cat/nodiscriminacio>
- Tools for the initial reception and interview (See section 7. Annex of this document)



Recommendations:

REMEMBER (**Key skills and attitudes for professionals**)

Crisis situation assessment

Quick questions to detect risk:

"Do you feel in danger right now?"

"Has there been physical violence or threats?"

"Are there any minors or dependent people at risk?"

"Do you need medical assistance or a safe place right now?"


YES


If any answer is YES →

Stop the interview

Activate the emergency circuit:

 112 (police/emergency medical services)

 Health services.

 Record the incident and inform the House of Non-Discrimination.



A crisis situation is considered to occur when:

There is physical violence or current or imminent threats.

The person is not physically safe.

There are minors or dependent persons affected.

There is a serious emotional crisis (uncontrolled crying, disorientation, thoughts of self-harm).

Immediate medical or psychological assistance is required.

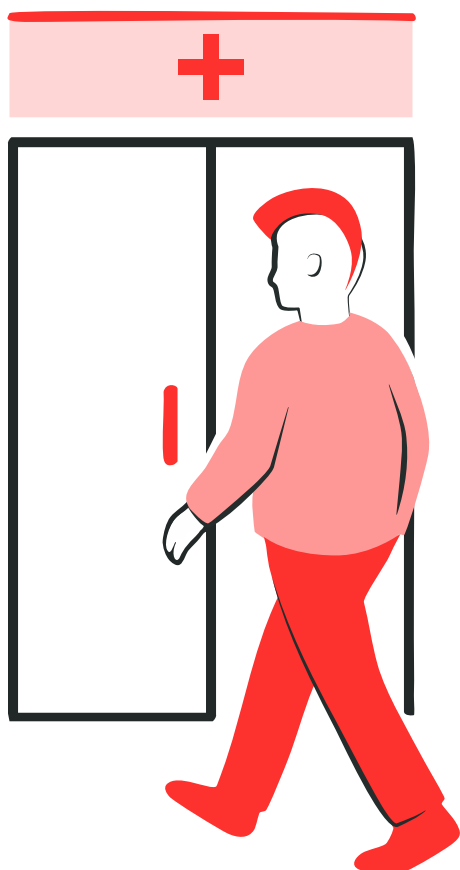
In these cases:

Ensure safety (a quiet space).

Activate emergency services and inform the Non-Discrimination Service.

Do not take lengthy statements or traumatic details.

Accompany the person until the appropriate support arrives.



The aim of the interview is to expand or clarify the information available (which was already obtained during the initial contact) and it is conducted by professionals from the discrimination-axis referral organisation, professionals referred by the person being supported, or from the House for Non-Discrimination team.

- The service user's wishes and needs will be established, and they will be informed of the possible courses of action, without raising false expectations.
- After the interview, it is time to define the work plan. The questions from the interview should serve to guide the professionals accompanying the person who has experienced the situation of discrimination, to know which service to direct them to, or also to know what type of support they need.

Who Intervenes

- A professional from the House of Non-Discrimination, with the possibility of other professionals from the organisation specialising in the relevant grounds of discrimination also participating.
- Contact person from the network organisation, if the affected person has approached them first.
- Interpreters (if necessary).

Actions: Tasks to be carried out

Arrange an interview with the person affected, or the person providing the information, and, where appropriate, with the specialised body according to the axis of discrimination.

- Conduct the interview in a safe and confidential space:
 - At the House of Non-Discrimination.
 - At the physical premises of the network entity.
 - Any other municipal space or one of the network entities agreed with the person affected.
- Record the expanded information on the Incident Registration Form (if further details are required) and the nd also the Follow-up Form if the technical officer is collecting the information, and send it to the House of Non-Discrimination, which will store the information in the shared application.
- Collect information rigorously: details of the incident, data on the people involved (the person affected, the aggressor, witnesses) and any available evidence.
- Identify the person's wishes and needs, informing them of the possible courses of action without raising expectations that cannot be met.

Documents to be used

- Application form <https://web.girona.cat/nodiscriminacio>
- Registration and informed consent form and follow-up form. Available at <https://web.girona.cat/nodiscriminacio>
- Tools for the initial welcome and interview (see section 7. Annex of this document).

Recommendations for the professional:

- See section 7. Annex of this document: Tools for the initial welcome and interview.

Phase 1 Step 3: Assessment of the situation

The aim of this step is – using the information obtained from the interview – to determine whether this is a situation of discrimination that can be supported by the Service.

Who is involved

Professionals who carried out the initial interview.

Other professionals from the network, in case a collective assessment is required. **As the information about the person affected is already available, their presence is not necessary.**

Actions

Analyse the incident and determine whether it constitutes a situation of discrimination within the remit of the Service.

If it is NOT:

- Communicate this to the person in a clear and respectful manner.
- Advise and accompany them to other appropriate services or resources.
- If the situation is considered NOT to be a non-discrimination incident, it is not recorded as 'discrimination'. However, **it is recorded as a "accompanied case"**.

If it IS:

- Inform the person concerned.
- Establish the work plan jointly.
- Initiate the Monitoring Record, which must be updated and sent monthly to the House of Non-Discrimination.

Documents to use

Monitoring Form. It can be found at <https://web.girona.cat/nodiscriminacio>.

Recommendations for the professional:

Criteria for distinguishing discrimination from other concepts

Assault or hate crime: an action (physical, verbal or symbolic) motivated by prejudice or hatred towards a person or group. It may result in criminal liability.

Hate speech: any public expression that incites, promotes or justifies intolerance, discrimination or violence.

Discriminatory harassment: repeated or serious conduct that creates a degrading or intimidating environment.

Positive action: temporary or specific measures to correct inequalities and promote real equality. They are not discriminatory, but reparatory.

When handling a case, the following must be identified:

- 1** | Whether there is unequal treatment linked to a protected characteristic.
- 2** | What type of discrimination is occurring.
- 3** | Whether there are elements of hatred, violence or rights violations requiring immediate referral or coordination with other services.

Who is involved

- The person affected (active participation and consent).
- Professionals from the House of Non-Discrimination or from the organisation handling the case.
- Other specialised services from the network, with the person's prior authorisation.
- Interpreters (if necessary).

Actions

- Define a personalised intervention plan, agreed with the person affected.
 - **Socio-educational actions:** fostering autonomy, decision-making, education on human rights, democratic values and interculturality.
 - **Psychosocial interventions:** assessment of emotional harm, psycho-educational support and empowerment.
 - **Legal advice:** identification of violated rights, administrative or judicial avenues, information on the entire reporting process.
 - **Restorative processes:** as an alternative for repairing the damage and holding the discriminating party accountable.
- Explain the implications of each type of support and ensure the person understands them, and allow space for any doubts or questions to be raised.
- Establish a timetable and an approximate duration for the actions.
- Respect the person's decision to stop the process at any time.
- Designate a case contact person who will provide ongoing support and guidance until the case is closed. They will also facilitate coordination among all professionals involved.
- Make the appropriate referrals.

Quick referral table (practical criteria)

- Physical risk or threats: activate emergency services, the police, and health services.
- Willingness to report and clear evidence: See options via the sanctioning procedure (see p. 23).
- Emotional impact or symptoms of trauma: refer to psychosocial support/therapy.
- Need for information, empowerment, practical resources (employment, housing, rights): socio-educational support.
- Reparation is sought and the aggressor is traceable and willing to participate: consider a restorative process.
- Multidimensional: multidisciplinary intervention plan (a single point of contact coordinates with consent).

If the discriminating agent is

PUBLIC ADMINISTRATION

→ Ombudsman Citizens' Advocate

PRIVATE AGENT/ INDIVIDUAL

Sanctioning procedure

- **Criminal complaint:**

Criminal Code, Hate Crime → Mossos d'Esquadra

- **Administrative complaint:**

Regulations on public performances and activities recreational and public establishments → Mossos Esquadra

Sports Regulations → Mossos Esquadra

Consumer Regulations → OMIC // Catalan Office

Labour rights regulations → Trade Unions // Employment Inspectorate

Housing regulations: → Housing Agency of Catalonia/Municipal

Accessibility and Disability Regulations → Dept. of Social Rights or municipal offices

Equality of Treatment Regulations → Equality of Treatment and Non-Discrimination Office/Gencat and non-discrimination (Law 19/2020)

- **Civil Claim:**

Civil jurisdiction regulations → Civil protection of the right to honour, privacy and one's own image


Other avenues

- Action for the protection of fundamental rights
- Contact the discriminating party.
- Propose restorative actions to restore the violated right or repair the damage.

 The discriminating agent must be identified

Documents to use

Monitoring Form (for each planned action). It can be found at <https://web.girona.cat/nodiscriminacio>

 These accompaniments are not mutually exclusive; they can be provided simultaneously.

Recommendations:

Socio-educational support must accompany the entire process and aims to empower the person affected, facilitate access to rights and resources, and support processes of learning, decision-making and social inclusion. This accompaniment is understood as a practice present throughout the entire care pathway (from initial reception to closure) and not as a one-off intervention.

Psychosocial support consists of assessing the emotional harm caused by the reported situation of discrimination and aims to address the emotional, psychological, social and community impact of the discriminatory episode through interventions that ensure containment, the restoration of well-being and empowerment. Psychosocial support seeks to restore a sense of security and re-establish the person's capacity for decision-making.

Legal advice begins with identifying the grounds for discrimination, the right or rights violated and the possible courses of action or legal remedies. This may involve an incident that could lead to an administrative complaint or a criminal complaint, if the act constitutes a crime. It is important to note that legal advice provides support and information to identify the reason for the discrimination, as well as to understand individuals' rights and how to exercise them. Furthermore, legal support enables you to understand the options for addressing the incident through an administrative complaint, a criminal complaint if the act constitutes a crime, or via civil protection for a rights violation, where applicable.

Restorative measures address conflicts and rights violations, with an emphasis on repairing the harm caused, the responsibility of the discriminating party, and rebuilding community bonds. It is based on the idea that any discriminatory act or act of violence has an impact that goes beyond the person directly affected, and that the institutional response must seek to restore the broken personal, social and community balance.

Unlike models based solely on sanction or punishment, the restorative approach proposes an active process of acknowledgement, accountability and transformation, in which the affected people and the individuals or institutions that caused the harm participate—voluntarily and with full information—in defining the reparative actions. From this perspective, **justice is not understood as a punitive response**, but as an opportunity to restore rights, repair relationships and generate learning that prevents the recurrence of incidents through changes in attitude, training and institutional transformation.

Phase 2 Step 5: Case monitoring

Objective: To carry out systematic monitoring to measure the impact of the agreed actions, adjust the plan and ensure the continuity of support.

Who is involved

- Case contact person.
- Professionals from the House of Non-Discrimination.
- Other services or organisations in the network involved in the plan.

Actions

- Hold bimonthly coordination meetings to assess the case's progress and adjust actions if necessary.
- Review the functions and responsibilities of each service to ensure good coordination.
- Incorporate new services if the need is identified.
- Ensure the affected person is kept constantly informed and involved.

Documents to be used

Follow-up sheet (updated and shared). It can be found at <https://web.girona.cat/nodiscriminacio>

Recommendations

- Maintain clear communication between all parties involved.
- Periodically confirm the affected person's consent and agreement to the actions being carried out.
- Avoid duplicating interventions that may confuse or tire the person.
- Frequency and tools: a contact schedule is established (for example: first 2–4 weeks, then monthly) according to the complexity of the case. The Monitoring Form is used to record tasks, interviews, referrals and changes in objectives.
- Professional coordination sessions: intervention and supervision spaces for teams to share strategies, balance workloads and ensure the person's protection. These spaces enhance quality and prevent over-exposure of the person being supported.
- Indicator measurement: review whether the specific objectives of the plan have been achieved (for example: access to resources, reduction in anxiety or feelings of security, progress through legal channels). Adjust actions if necessary.





Phase 3 Closure and evaluation

Objectives: To close the process when the objectives have been achieved or when the person decides to end it, and to gather lessons learned for service improvement.

Who is involved

- Case contact person.
- Other professionals who have participated.
- The person concerned.

Actions

Finalise the action when:

- The objectives of the work plan have been achieved.
- The person decides to end the process.

Conduct a final interview with the person concerned to gather their assessment.

Send a Service Evaluation Form to the person concerned to collect aspects of d improvement.

Draft the final report, covering the process and conclusions. A concise report summarising the journey, decisions made and subsequent recommendations. This report is prepared with the collaboration of the professionals involved throughout the process and with the consent of the person concerned.

Documents to be used

- Monitoring form. Available at <https://web.girona.cat/nodiscriminacio>.
- Service User Evaluation Form. Available at <https://web.girona.cat/nodiscriminacio>.
- Final Report' document

Recommendations for professionals:

Closure must always be carried out with the person's explicit consent. This should be done in coordination with the other professionals involved in the process, who will also be informed of the closure.

Ensure the person feels heard and supported until the end.

Offer post-closure follow-up resources if the person considers it necessary, including contact details for any future needs and information about other services.

Ensure that the decision to close is informed and voluntary and, if a restorative process has taken place, verify that the agreements have been met.

7 ANNEX: TOOLS FOR THE INITIAL WELCOME AND INTERVIEW

Below in this Annex are tools and suggestions for conducting the initial welcome and the interview.

Model phrases to start with

"Hello, I'm [name], I work in the Non-Discrimination Service. Thank you for coming or for getting in touch with us."

"Everything you tell us is confidential and will only be used to help you, with your consent."

"I would like to listen to you to understand what has happened, what you have experienced, and see how we can help you."

Remember:

Attitude of active listening and principle of credibility.

Avoid judgements or questions that might make them feel guilty ("why did you do...?").

If the person becomes emotional, validate their feelings, offer a break, water, and time.

During the intake: basic steps

a) Listen to and welcome the initial account

Let the person explain in their own words.

If necessary, ask open, brief questions:

"When and where did it happen?"

"Was anyone else there?"

"How did you feel?"



b) Identify the type of demand

| Situation | Action |
|---|--|
| They only want information or guidance | Gather the enquiry anyway and record it. |
| Relates an episode of discrimination | Proceed to collect basic data (record). |
| Detects an emergency or risk situation. | Activates emergency resources (see point 6). |

c) Collect basic data

Name and contact details of the person (if they wish to provide them).

Brief description of the incident: date, location, perceived motive(s), people involved.

If available: details of the alleged perpetrator, witnesses, evidence.

Record in the Registration Form or web form <https://web.girona.cat/nodiscriminacio>.

d) Explain informed consent

"In order to help you and provide follow-up, we need your consent to store the information. You can withdraw it at any time."

Have them sign (or record verbal consent if it is a telephone contact)

<https://web.girona.cat/nodiscriminacio>.

Closing the initial welcome

Depending on the situation, the professional must:

| Scenario | Recommended action |
|--|---|
| a) The person does not wish to continue | Record the attention anyway. Inform of available resources. |
| b) It is not discrimination but there is a request for help. | Inform and refer to the appropriate service (social services, employment services, etc.). |
| c) A possible situation of discrimination is confirmed. | Assess whether a follow-up interview is necessary and activate the House of Non-Discrimination. |
| d) Crisis situation | Activate emergency services and keep a record. (See point 6). |

Always conclude with clarity and support.

"Thank you for explaining what happened. The next step is [briefly explain]. If you wish, we can get in touch to continue."

The Interview

Brief tips to avoid re-victimisation

Do not insist on traumatic sensory details if the person avoids them.

Do not doubt or question credibility.

Ask if they want to stop or take a break.

Offer immediate support (a glass of water, somewhere to sit, a companion).

Recommendations for the professional

Maintain active listening, empathy and neutrality.

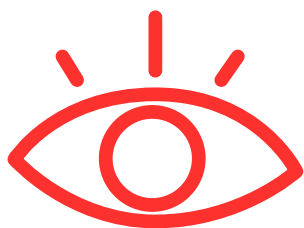
Believe the person's account (principle of credibility).

Paraphrase to confirm ("I understand you're saying that...").

Avoid technical jargon or legal language.

Respect the pace and offer the person reassurance.

In cases of doubt, consult the technical team at the House of Non-Discrimination before referring.



Questionnaire (practical order and easy-to-understand language)

(A) Open narrative — let the person explain

"Can you explain to me, in your own words, what happened?"

If necessary, follow-up recommendations: "When did this happen? Where? Who was there?"

(B) Factual details (details based on real, objective and verifiable facts) (to gather accurate information)

"What date and approximate time?"

"Where exactly did it happen? (public/private place; name if you remember)"

"Who did this? Do you have a name or a description?"

"Were there any witnesses? Could you tell me names or phone numbers if you have them?"

"Do you have any evidence (messages, screenshots, photos, documents) that you would like us to keep?"

(C) Reason(s) and grounds for discrimination (phrase sensitively)

"How do you think the discrimination is based? (on gender, origin, language, orientation, disability, age, etc.)"

"Do you think it's for more than one reason at the same time?"

(D) Impact on the person

"How has this affected you in your day-to-day life?" (emotional, physical, work, studies, health)

"Have you needed medical attention or psychological support?"

"Have you stopped doing any activity or changed your schedule/location out of fear?"

(E) Previous actions and willingness

"Have you spoken to anyone about this (an organisation, people you know, etc.)?"

"What would you like to happen now? (reporting, support, making a complaint, redress, mediation/restoration, resolving the matter to discuss it, etc.)"

(F) Practical support and needs

"Would you like us to contact any specific service? (psychology, legal services, social services, community organisation)?"

"Would you prefer to come with someone you trust or on your own?"

"Do you need an interpreter or accessibility support?"

Suggestive questions (short list, to have to hand)

"Tell me what happened."

"When and where did it happen?"

"Who was there?"

"Are there any proofs, messages or witnesses?"

"How has it affected you?"

"Did you need medical assistance?"

"Have you spoken to anyone or informed the company/organisation?"

"What would you like us to do from here?"

"Would you like us to involve professionals from law, psychology, or interpreting?"



Explain the Service options (simple sentences)

"We can offer: information and guidance; socio-educational support; psychosocial support; legal advice; or restorative processes if you and the other person agree. I will now explain each option and you choose."

(Briefly explain each in a single line, avoiding promises. For example: "Legal advice informs you about the administrative or criminal route and how the procedure works.")

Consent and data (model phrase for requesting it)

"Can we record the information you've given me so we can coordinate the actions? This will not be made public without your consent and will only be used to help you. Would you like me to share the information with [service X]?"

Record response and signature if the person wishes.

Closure and follow-up

Summarise in the person's own words: "If you don't mind, I'll summarise what I've understood and tell you the steps I suggest." (keep the summary brief).

"What would you prefer as the next step? Would you like an appointment with legal, psychological or interpreting professionals, or would you prefer me to give you written information first?"

Agree on the date and method of notification, and provide options to stop the process at any time. Give contact and emergency information.



Registration guideline (any interview must be documented)

Record basic details, consent, narrative (to be kept as the 'person's own words'), evidence, witnesses, risk assessment, and explicit will/request.

Avoid interpretations in the record.

Use quotation marks for literal words



This Guide has been developed from various materials and is the result of the participatory process for defining the Non-Discrimination Service in Girona. It is subject to further contributions and suggestions from professionals of the entities and services in the Network of the House of Non-Discrimination.

We thank you for your various contributions and suggestions.

Coordination Team of the Non-Discrimination Service.

8 MATERIALS de REFERÈNCIA

- **Protocol for the attention of victims of discrimination in the Administration of the Generalitat of Catalonia.** Office for Equal Treatment and Non-Discrimination. Generalitat of Catalonia.
- **Referral and handling protocol for restorative processes and mediation.** Within the framework of the protocol for the attention of victims of discrimination in the Administration of the Generalitat of Catalonia. Office for Equal Treatment and Non-discrimination. Generalitat of Catalonia.
- **Protocol for dealing with situations of discrimination on the grounds of racism.** Directorate of Citizens' Rights Services. Barcelona City Council. 2021
- **Protocol for action in situations of discrimination due to LGBTI-phobia.** Directorate of Citizens' Rights Services. Directorate of Feminism and LGBTI Services. Barcelona City Council. 2020
- **Equal Treatment and Non-Discrimination.** Basic Guide. Department of Equality, Justice and Social Policies. Central Publications Service of the Basque Government. 2020.
- **Local guide for action in the face of racist, xenophobic, anti-Gypsy and LGTBIfobic hate incidents.** Department for Equality, Justice and Social Policies. Government of the Basque Country. 2022.
- **Guide for the incorporation of the psychosocial and restorative approaches into the services of accompaniment for victims of hate incidents and crimes and discrimination.** Rossi P. and Bazzaco E., SOS Racism Catalonia and the Institute of Human Rights of Catalonia, 2021.
- **Community Compass.** A guide to promoting community action in social organisations. Ideas and tools for social action collection. Edited by ECAS, Catalan Social Action Organisations, 2020
- **Pedagogical Guide to Eradicate Racism in Educational Centres.** Department of Education and Vocational Training. Generalitat de Catalunya, 2025.



Intervention Protocol of the

Service of Non-Discrimination in Girona

