



Action programme **2015-2016**

Proposal for the Governing Board of the Institute
of Memory, Coexistence and Human Rights

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Bizikidetzaren eta
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Institutua

Gogora


Instituto de la Memoria,
la Convivencia
y los Derechos Humanos

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Organismo Autónomo del



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Gogora Management
19th October 2015



On 27th November 2014, the Basque Parliament approved Act 4/2014, on incorporation of the Institute of Memory, Coexistence and Human Rights, as an autonomous, administrative body forming part of the institutional Administration of the Autonomous Community of the Basque Country.

According to the stipulations of that act, the main purpose of the Institute is to *participate in the design, promotion, development and execution of public policy related to the ethical values and democratic principles fundamental to the memory of the struggle for freedom, the guarantee of human rights and the democratic coexistence of Basque society. Based on this orientation towards memory, the Institute shall carry out the functions of commemoration, conservation, research, training, participation and dissemination, integration and consultation.*

In accordance with the periods established by said act, on 25th June the Official Gazette of the Basque Country published Decree 16/2015, of 17th June, issued by the Basque Lehendakari, setting as start date for the Institute activities 1st July 2015. Decree 112/2015, of 23rd June, approved the expenses budget of the autonomous body for 2015, amounting to 550,000 euros, and authorised the hiring of six members of staff. On 23rd June, the Governing Council similarly approved the Decree for appointment of the Institute Director.

Also in that month of June, location of the Institute headquarters was announced, sharing the third floor of a building with the Historical Archive of the Basque Country, at no. 3, Calle María Díaz de Haro, in Bilbao. Similarly presented on the same date, was the logo of the Institute of Memory, Coexistence and Human Rights, built around the word 'Gogora'.

Constitution of the Institute's Governing Council experienced delay due to the local and municipal elections held on 24th May, meaning that the representatives of the Provincial Councils and Eudel were not finally designated to the body until the month of September.

With this background of events, the first meeting of the Gogora Board of Directors is held, which must, as a first step, approve the Institute Articles of Association. In addition, it is the Council's responsibility to submit to said body a first programme of action for the coming years. This document is therefore drawn up for the precise purposes of fulfilling said commitment and is, logically, construed as a proposal.

Its content is conditioned by the context of falling at the end of one political term of office and the start of another. This circumstance has prompted an approach to the future of work by Gogora in two stages: a first stage to consolidate the project, running from late 2015 and throughout 2016, and a second stage involving expansion until the 2016-2020 term of office.

On the other hand, this first programme of action cannot ignore a period of crisis which limits resources and creates the obligation to do as much, or more, with fewer resources and greater investment in creativity and commitment. In this context, the viability and feasibility of each step forward must be based on consolidation of the previous one.

Finally, the most important factor for this Institute is to protect its core ethical principles, and to cultivate agreements both already in place and those that it can and must opt for. This is the context of limitations and possibilities in which Gogora is born. This first programme of action is drawn up based on these considerations.

1. General framework

The general framework of action is clearly defined by the contents of Act 4/2014, on incorporation of the Institute of Memory, Coexistence and Human Rights and by the Gogora Articles of Association. The content of both therefore falls within the area in which its plans of action must develop. Based on the above, in this point we highlight the foundations and keys of the Gogora project.

1.1. Foundations

1.1.1. Starting point and principles

The statement of purpose stipulated in the Gogora act of incorporation defines a starting point with an empirical observation:

·No two memories are exactly the same. As a result, public memory is a conflictive, dynamic and multifaceted construction.

Based on this foundation, says the act, a public memory policy must combine and merge two main principles:

·Assumption of the ethical and political responsibility of remembering, commemorating, sharing and transmitting democratic memory;

·Channelling the participation and expression of pluralism in its configuration.

1.1.2. General and specific mission and objectives of Gogora

Always in keeping with the literal stipulations of the act, the core mission of the Institute of Memory, Coexistence and Human Rights is directed towards:

·recovering, highlighting, commemorating and transmitting the democratic values and efforts which, amid serious violent episodes, strove to defend dignity, equality, freedom...

In regard to its general objectives, the act's statement of purpose refers to a primary objective and to an ultimate objective:

·The primary objective is to channel, promote and lend expression to a citizen and creative dialogue between coexisting memories related to the social and politically traumatic experiences of the past.

·The ultimate objective is to contribute to the dynamic and productive construction of an agora, a public square, a social coming together of values to achieve greater equality, freedom and democracy.

In its articles, the act establishes four specific objectives formulated as follows:

·To make a qualitative contribution to the design, promotion, development and implementation of public policy related to ethical values and democratic principles fundamental to the memory of the struggle for freedom, guarantee human rights and ensure the democratic coexistence of Basque society.

·To promote permanent commemoration of the political and social values that guarantee knowledge, understanding and awareness among citizens with respect to the process

sustained for decades in defence of freedom and the development of democracy in our country.

·To preserve, develop and circulate the heritage of the memory of the principles and values which are the mainstays of democratic coexistence and of the testimony of the victims as an irreplaceable part of that heritage.

·The institute shall promote the dissemination, promotion and defence of human rights, and the values of peace.

1.1.3. Functions and services

When structuring this first project of action by the Institute of Memory, Coexistence and Human Rights, three references must be borne in mind. The first two appear in the text of the act, and the third in the Gogora Articles of Association.

A) General functions

·The fundamental function of the Institute is to “manage conservation, research, dissemination and education of the democratic and ethical values of this memory on truth and justice, and to promote and guarantee citizen participation in maintaining such heritage”.

·To coordinate the actions of bodies, services and entities belonging to the public sector in the Autonomous Community which have a connection to the public policy defined and to promote for this purpose cooperation and collaboration with all other public administrations or institutions.

·The Institute has the function of paying particular attention to collaboration in developing its functions among public institutions and private entities and associations with an interest in its functions, guaranteeing channels for the greatest possible relationship with society.

B) Specific functions

·Gogora shall also carry out the following specific functions of commemoration, conservation, research, training, participation and dissemination, integration and consultation.

C) Services

The internal structure of Gogora, with a view to fulfilling the table of objectives and functions indicated, focusses on three services: *management, research and dissemination*.

1.1.4. Other indications established by the act

The act's statement of purpose underlines certain aspects that deserve to be taken into account, in so far as they constitute guidelines of high qualitative value.

·The right to memory corresponds to society as a whole, because citizens are the natural depositories and heirs of history, recollection and memory. Forgetting prevents recognition, imposes a version of the past and generates an ethical vacuum. Access by citizens to non-neutral historical knowledge of democratic memory therefore allows them to form their own criteria, resulting in citizens with greater freedom.

·In this context, a policy on public memory and coexistence is not an exclusive matter for victims, but for all citizens, calling on their responsibility. Otherwise, the victims are left alone with their recollections and anyone who is not a victim is excluded from the collective memory. An institute of memory, coexistence and human rights must remove this separation between victims and citizens. A separation that perpetually encloses the victim in their condition and relegates citizens to the mere position of spectators. A memory centre suggests an ethical trajectory of citizen involvement.

·The democratic heritage of memory must be conceived as the basis for this society's democratic coexistence, as the denunciation of those responsible for unjust suffering and as the catalyst of ethical values and democratic principles.

·The management of memory must not come down to the installation of a reminder, a plaque, a sculpture, a mural or the allocation of a single date. Commemorative activity will require visible landmarks, but it will also be necessary to incorporate additional reflection on the dynamics of its creation, maintenance and validity. This is one of the major challenges of the Institute of Memory, Coexistence and Human Rights.

·The defence and promotion of human rights and of the values that inspired the universal declaration of these rights will constitute one of the most valuable instruments in achieving the guarantee that the experiences of traumatic violence suffered in the Basque Country are not repeated.

1.2. Value-added keys

Appropriately confronting the difficulties requires prior knowledge of them. That's why it is advisable to identify, from the very beginning, those that must be dealt with by means of a public memory policy in the specific context of our country. Here we must consider two major problem sources: on the one hand, differences of opinion as regards interpretation of the past; and, on the other, the existence of different political sensibilities in projecting public memory policies.

Wherever there is a problem, there is also opportunity. Explaining the criteria from which this complexity will be tackled may help to facilitate understanding in order to promote public memory policies based on agreement and oriented towards an integrating and inclusive point of view. The two following sections endeavour to envisage these difficulties as value-added keys for the future of Gogora.

1.2.1. First key

Managing the past is the most complex part of a process to reconstruct coexistence. Memory is a substantial part of managing the past. In the past we find the diagnosis of guilt and responsibility, of the pain and suffering experienced and, along with these, the different interpretations of the causes and origins of what happened. This complexity must be accepted, just it must be accepted that complete agreement on interpretation of the past is impossible. Despite this, a series of minimums can be established to make the possibility of agreement feasible.

The text of the act says that memory *"Responds to the desire to share a critical reflection on the events of our recent history which represented the sustained and socially traumatic violation of human rights. It therefore refers, in plural, to our traumatic history, talking about "events". It goes on to specify: "Over the last hundred years, Basque society has suffered at least four trau-*

matic experiences marked by violence: Civil War, dictatorship under Franco, the terrorism of ETA and the actions of illegal counter-terrorism”.

These paragraphs may well contain what is probably the most complex question faced by Gogora. Perhaps, for that same reason, it may also represent its greatest opportunity. The Institute must manage the memory of different traumatic events, with differing interpretations and with the common link of containing dramatic results as regards human rights infringements and, particularly, the right to life.

The text of the act adds that *“While different, all four have a common link: the suffering unjustly endured and the endeavour to build and defend, even in the worst of circumstances, democratic coexistence and a society based on the defence of human rights, peace and freedom.”*

In our socio-political context, managing these traumatic events gives rise to and counterposes two focal points of distrust: on the one hand, the fear of certain violent events being used to compensate for, justify, dilute or minimise others; and on the other, the fear of the differences between violent events being used to discriminate between victims or memories. Converting this vicious circle into a virtuous circle is the key to the future of Gogora.

The text of the act offers a framework of ethical concepts from which to address this complexity: *“Preserving this memory of unjust suffering endured in the Basque Country, (1) inclusively and (2) maintaining the singularity of the causes without drawing comparisons between them, is the best service that can be paid to achieving a more dignified, just and free future, as well as a society shaped (3) on the basis of critical criteria, with a firm stance against the threat of war, totalitarianism, terrorism and any violence or infringement of human rights”.*

This express orientation offered by the text of the act permits the formulation of a guiding principle with three major lines:

- To direct the public memory policy (1) towards democratic and inclusive coexistence, (2) rejecting all kinds of compensatory comparison between different kinds of violence and (3) promoting, with neither discriminations nor lacunae, critical and autonomous reflection on each one.

In short, this will be the first value-added key and the first guiding principle accompanying this first plan of action by Gogora.

1.2.2. Second key

The second problem faced by Gogora is how to manage plurality. Plurality is complexity and possibility. Pluralism is the possibility from which the complexity of plurality can be addressed. Commitment to democratic pluralism is a value-added key. The text of the act includes this focus by expressly recognising the plurality of memories, their conflictive nature and the commitment to pluralism:

“Memory is the faculty that allows us to keep what happened in mind. It stems from the reference of objective facts forming part of what is remembered, but is subjectively configured in each person. No two memories are exactly the same. Public memory is, in this respect, a conflictive, dynamic and multifaceted construction”. This is why the text of the act states that “it must channel participation and the expression of pluralism in its configuration”.

The act’s statement of purpose then proceeds to ethically mark out the playing field of democratic pluralism: *“The management of this free and plural dialogue between memories has*

only one limit: it must safeguard a series of democratic minimums. Taking account of the principle of equality as regards the victims' right to an identical category of infringement, memory cannot be used either to exclude or to liken events. Nor can it be used under any circumstances to rewrite history in such a way as to legitimise violence or the infringement of human rights. On the contrary, it represents its firmest denunciation because it serves, with the intention of truth and justice, the superior value of human dignity and the rights and liberties that this entails".

Finally, it adds *"In keeping with recent and important consensuses reached within the Basque Parliament, a public policy on memory and coexistence must be based on «recognition of the injustice of violence, recognition of the damage caused and of the dignity of the victims, all of whom deserve the right to truth, justice and repair".*

Based on these underscored aspects, a second value-added key must be formulated on the subject of managing plurality by the Gogora Institute:

- Plurality is, for the public memory policy, a valuable memorial heritage that affects the memory of the past, lays the foundation for a pedagogical commitment of respect for pluralism today and tomorrow, and rejects all legitimisation of war, totalitarianism, terrorism and any violence or infringement of human rights.

2. Structure of the framework of action

The structure of the projects making up the framework of action is determined by two factors: retrospective and perspective. The former establishes two major historical periods for the chronological location of the projects. The latter reflects the action to be taken in the future by Gogora in two stages: consolidation and expansion.

2.1. Retrospective

The projects promoted and developed by Gogora can be of three kinds: projects chronologically falling within the period related to the "Historical Memory", projects related to "Recent Memory" and projects cross-cutting both periods.

2.1.1. Historical Memory 1936-1975

The period related to Historical Memory falls between 1936 and 1975 and comprises memory linked to the Civil War and the Franco Regime, corresponding to the period encompassed by Law 52/2007, of 26th December, known as the Historical Memory Law.

2.1.2. Recent Memory 1960-2015

Recent Memory falls within the same timescale as established by victims of terrorism laws. It is marked by the historical period rife with the terrorism meted out by the different factions of ETA, by different chapters of illegal counter-terrorism and by infringements of human rights caused in a context of political motivation.

2.2. Perspective, future action in two stages

In October 2015 the Institute of Memory, Coexistence and Human Rights must approve its first programme of action. On the one hand, it is faced with constructing a new institution, something which obliges it to work with a gradual project. On the other hand, the programme

falls within the last year of this term of office. These circumstances have prompted the design of action to be taken by Gogora in two different stages and times: one first consolidation stage (2015-2016) and a second expansion stage (2017-2020).

2.2.1. Consolidation stage 2015-2016

This first stage runs from late 2015 and throughout 2016. Its objective is to consolidate Gogora’s project, its team and its management, research and dissemination services. The outline of projects to be developed in this stage can be seen in the following table. (The general lines of each project are given in point 3)

Table summarising the projects of action to take place in 2015-2016

	A. Cross-cutting projects	B. Projects related to Historical Memory (1936-1975)	C. Projects related to Recent Memory (1960-2011)
1. Management	A.1.1. Drawing up of a proposed Strategic Plan for 2017-20. A.1.2. Preparation of collaboration agreements with other memorial institutions.	B.1.1. Removal of symbols of the Franco Regime. B.1.2. Opening of a Columbarium for the remains of the unidentified disappeared.	C.1.1. Udal Memoriak Promotion of a municipal memory policy. C.1.2. Preparation of the “Gurean” website in memory of the victims.
2. Research	A.2.1. Definition of the programme of reports and studies to clarify the past. A.2.2. Design and first steps of the documentation centre and library.	B.2.1. Creation of a Commission to draw up a Base-Report on infringements of human rights during the Franco Regime (1936-1975). B.2.2. Organisation of testimonies, archives and databases.	C.2.1. Expansion of the Gertu Programme of recording victims’ testimonies. C.2.2. Development of spaces for dialogue on coming together between victims, society, memory and coexistence.
3. Dissemination	A.3.1. Design and travelling development of the Memory Square citizen participation initiative. A.3.2. Definition of the programme of scholarships, agreements and other collaborations.	B.3.1. Promotion and coordination of acts in tribute to and recognition of the victims of the Franco Regime. B.3.2. Management of identification and interpretation of memory spaces.	C.3.1. Availability for public viewing of the Gertu audiovisual presentation with victims’ testimonies. C.3.2. Drawing up of an educational proposal for critical reflection on Recent Memory.

2.2.2. Expansion stage 2017-2020

This second stage is envisaged for the period 2017-2020. Its objective is to implement the Institute programme of expansion. In this stage, the core action will be to develop the management, dissemination and research strategies approved in the framework of the strategic plan. In this document, these projects are logically only outlined as rough drafts.

Draft projects and objectives for the period 2017-2020

Scope of the projects	General objectives
General projects	<ul style="list-style-type: none"> ·Approval of Gogora's Strategic Plan for 2017-2020. ·Approval of the yearly plans of action.
Projects related to the management area	<ul style="list-style-type: none"> ·Development of projects falling within the approved management strategy. ·Development of the project for collaboration and coordination between memorial institutions.
Projects related to the research area	<ul style="list-style-type: none"> ·Development of projects falling within the approved research strategy. ·Setting in motion of the Gogora Documentation Centre and Library.
Projects related to the dissemination area	<ul style="list-style-type: none"> ·Development of projects falling within the approved dissemination strategy. ·Setting in motion of the projects related to the approved expositive strategy.

3. Description of action projects

A. Cross-cutting projects

A.1. Management

Name	Description	Calendar
A.1.1. Drawing up of Gogora's proposed Strategic Plan for 2017-2020	A strategic plan for Gogora's expansion stage must be drawn up during 2016. This document will take the shape of a proposal and shall include information/exposition, research and management strategies. Its approval is envisaged for the beginning of the coming term of office.	Last three months of 2016
A.1.2. Preparation of collaboration agreements with other memorial institutions	During 2016, conversations will be initiated with other memorial and human rights institutions to establish frameworks of coordination and collaboration. In this respect, contacts will be made, at least, with the Gernika Peace Museum, the Memorial Centre for Victims of Terrorism, and the Aiete House of Peace and Human Rights.	Throughout 2016

A.2. Research

Name	Description	Calendar
A.2.1. Definition of the programme of reports and studies on clarification of the past	Every year, the Gogora programme will be defined with regard to assignments received or the carrying out of reports, research studies or processes on clarification of the past that are of use to public memory policies. From 2017, this programme will follow the research lines established by the strategic plan.	First three months of 2016
A.2.2. Design and first steps of the documentation centre and library project	During 2016 the first steps will be taken to make reality of the Gogora Documentation Centre and Library project. Both are conceived as public services. They shall seek to achieve synergy with the Basque Historical Archive, an institution with which Gogora shares a building, and to collaborate and avoid overlapping with other memorial institutions.	Last three months of 2016

A.3. Dissemination

Name	Description	Calendar
A.3.1. Design and travelling development of the Memory Square citizen participation initiative	Once Gogora has opened on 10th November 2015, continuation of the Memory Square citizen participation initiative will be designed as a travelling endeavour. This will give Gogora several weeks of physical presence in each of the Basque regions during 2016. Its objective: to take Gogora to the citizens.	Throughout 2016
A.3.2. Definition of the programme of scholarships, agreements and other collaborations	Every year, the annual Gogora programme will be established for scholarships, agreements and other kinds of collaboration or for providing services useful to the development of public memory policies. From 2017, this programme will follow the research lines established in the strategic plan.	First three months of 2016

B. Projects related to Historical Memory (1936-1975)

B.1. Management

Name	Description	Calendar
B.1.1. Removal of symbols of the Franco Regime (Project 9 of the Base-Programme of Historical Memory priorities – Proj. 9 HM)	To continue collaborating with Eudel on prompting the institutions to remove symbols of the Franco Regime, thereby complying with the parliamentary mandate and with the recommendations of international bodies in regard to moral repair of the victims of the dictatorship.	Throughout 2016
B.1.2. Opening of a Columbarium for the remains of the unidentified disappeared (Proj. 2 HM)	To collaborate in creating the Dignity Columbarium project. Here the objective is to build a space to house the rescued remains of the unidentified disappeared. This is a material need, but also an imperative aspect of respect for the dignity of the victims. This project is currently at the design stage.	Primer semestre de 2016

B.2. Research

Name	Description	Calendar
B.2.1. Creation of a Commission to draw up a Report on human rights infringements (1936-1975) (Proj. 3 HM)	Creation of a commission to draw up a report on human rights infringements in the period 1936-1975, addressed from the perspective of the truth of the victims of the Franco Regime. This project is also a contribution to the demand of national and international bodies to create mechanisms for clarifying events related to the violation of human rights under Franco.	First six months of 2016
B.2.2. Organisation of testimonies, archives and databases. (Proj. 11 HM)	Presentation of a proposal to put order into the testimonies, archives and databases on the Franco Regime. Today there are several initiatives to collect testimonies, create databases and archives which are fragmented, disperse and have no common methodology. One of the priorities of the public memory policy is to structure this situation.	First six months of 2016

B.3. Dissemination

Name	Description	Calendar
B.3.1. Promotion and coordination of acts in tribute to and recognition of the victims (Proj. 8 HM)	Presentation of a project to promote and coordinate memorial acts with two objectives: In the first place, to establish a yearly event in recognition of the victims of the Franco Regime. Secondly, to endeavour to coordinate, improve, complete and promote the calendar of events to remember and pay tribute to the victims of the Franco regime.	First six months of 2016
B.3.2. Impulso y gestión de la identificación e interpretación de los espacios de memoria del País Vasco (Proj. 12 HM)	Setting in motion of three pilot projects for interpreting memory spaces. These projects will be drawn up based on the report written in 2015 on the identification of memory spaces. Their objective is to constitute a pedagogical memory tool on the value of human rights and democratic principles for appropriate social, cultural and political development.	First six months of 2016

C. Projects related to Recent Memory (1960-2011)

C.1. Management

Name	Description	Calendar
C.1.1. Udal Memoriak Promotion of a municipal memory policy	In collaboration with the city councils and with Eudel, development of coordinated management to promote a municipal memory policy and for the annual celebration of Memory Day.	Throughout the entire period
C.1.2. Preparation of the "Gurean" website in memory of the victims	The objective of this project is to make the victims' personalised accounts universally accessible for all citizens on a website to be called Gurean. This word has two meanings that reflect the spirit of this project: <i>"with us"</i> and <i>"in our home"</i> .	Throughout 2016

C.2. Research

Name	Description	Calendar
C.2.1. Expansion of the Gertu Programme of recording victims' testimonies	The Gertu Programme has made it possible to collect the testimonies of more than a hundred family members of victims murdered in the period of Recent Memory. During 2016, this programme will continue with the recording of testimonies by wounded victims.	Throughout the entire period
C.2.2. Development of spaces for dialogue on coming together between victims, society, memory and coexistence.	The experimental convening of different forums for dialogue and reflection on the coming together between four concepts: victims, society, memory and coexistence. This initiative will provide continuity for the experience of the Eraikiz Programme developed during 2014 and 2015. Its objective is to draw conclusions of use to public memory policies.	Throughout the entire period

C.3. Dissemination

Name	Description	Calendar
C.3.1. Availability for public viewing of the Gertu audiovisual presentation with victims' testimonies.	As already mentioned, the Gertu Programme made it possible to collect testimonies from more than a hundred family members of murdered victims. The next step in this programme is to make these testimonies available for the public on the Gogora website along with an audiovisual presentation.	Last three months of 2015
C.3.2. Drawing up of an educational proposal on critical reflection with regard to Recent Memory.	On the basis of educational experiences such as Adi-adian or the study of education for peace carried out by the universities in 2015, a proposal for pedagogical resources will be made for the introduction to education of critical reflection with regard to Recent Memory.	First six months of 2015