

## **EU contribution to the report of the Special Rapporteur on freedom of religion or belief**

### **Introduction**

The European Union would like to thank the UN Special Rapporteur freedom of religion or belief, Mr Ahmed Shaheed, for his call for contributions to his upcoming report on anti-muslim hatred and discrimination. The contribution from the European Union is comprised of both EU internal and EU external actions and policies (with thanks to DG JUST and EEAS). As recommended, we used the questionnaire to guide our response, while structuring it differently, in accordance with the instructions “*Please find below a non-exhaustive indicative list of issues that the Special Rapporteur seeks information from individuals and organizations. It is not necessary to respond to all the issues listed below and you may provide any further information that is relevant to the topic.*”

### **EU’s contribution**

#### **Social attitudes and context to the EU’s internal action on combating anti-Muslim hatred.**

*The persistence of anti-Muslim hostility in the general population and discrimination and hate crime against Muslims in the EU.*

- Muslims are integral part of society in the European Union: Muslim communities represent more than 25 million people<sup>1</sup>.

Surveys published in 2018<sup>2</sup> show that within the EU, on average 37% of the population admits to having unfavourable views of Muslims. In up to a third of the Member States, more than one in two people from the majority non-Muslim population would not accept a Muslim as a member of their family.

- Survey data released by the EU Agency for Fundamental Rights (FRA) in June 2020 show that 22% of the general population in the EU would not feel comfortable with having a Muslim as a neighbour; 31% would not feel comfortable with a member of their family marrying a Muslim; and, that 21% feel that it would be acceptable not to hire a Muslim woman because she wears a headscarf.<sup>3</sup>

---

<sup>1</sup> <https://www.pewforum.org/2017/11/29/europes-growing-muslim-population/>

<sup>2</sup> CNN poll (2018): <https://edition.cnn.com/interactive/2018/11/europe/antisemitism-poll-2018-intl/> and Pew Research Centre (2018) <http://www.pewforum.org/2018/10/29/eastern-and-western-europeans-differ-on-importance-of-religion-views-of-minorities-and-key-social-issues/>

<sup>3</sup> Results from FRA’s Fundamental Rights Survey. Available at: <https://fra.europa.eu/en/speech/2020/fighting-discrimination-grounds-religion-and-ethnicity>.

- Particular attention should be paid to the way intolerance and racism proliferate online and how social media are misused to propagate hateful messages. Muslims and migrants are among the most exposed groups to hate speech online. The results of the monitoring exercises on the implementation of the EU Code of conduct on countering hate speech online show that anti-Muslim hatred, jointly with xenophobic hatred against refugees and migrants, features regularly on top of the list of the most widespread grounds of intolerance within the EU<sup>4</sup>.
- Reports on discrimination faced by Muslims are also cause for concern. FRA survey data on the experiences of Muslims published in 2017 indicate that almost one in three Muslims felt discriminated against when looking for work.<sup>5</sup> Discrimination and religious biases in the area of employment are not only a matter of perception. There is evidence<sup>6</sup> that candidates who openly identify as Muslim on their CV receive fewer invitations to a job interview compared to equally qualified candidates with a religiously neutral CV.<sup>7</sup> Muslim women remain the most vulnerable victims in this regard. A 2017 Equinet analysis of legal developments and case law on discrimination on religious grounds in the Member States confirms these trends<sup>8</sup>
- FRA survey data<sup>9</sup> show that the majority of the Muslims surveyed are strongly attached to their country of residence. They trust their country's public institutions, often more so than the general population. However, they continue to face barriers to their full inclusion in European societies. These include discrimination, harassment and violence motivated by hatred, as well as frequent police stops. Such negative experiences can over time reduce victims' trust in the police, judiciary and the parliament, and their attachment to the country in which they live.
- The 2019 EU Eurobarometer on discrimination shows that about three in ten persons would not feel fully comfortable to work with a Muslim person as a colleague. And, in general, about half of Europeans believe that discrimination based on religion or beliefs is widespread in their country<sup>10</sup>.
- The intersectional dimension of discrimination is relevant in the case of Muslim communities and in particular the situation of Muslim women. The so called "Gendered Islamophobia" describes the need to tackle the often severe

<sup>4</sup> [https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/racism-and-xenophobia/eu-code-conduct-countering-illegal-hate-speech-online\\_en](https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/racism-and-xenophobia/eu-code-conduct-countering-illegal-hate-speech-online_en)

<sup>5</sup> <https://fra.europa.eu/en/publication/2017/second-european-union-minorities-and-discrimination-survey-muslims-selected>.

<sup>6</sup> See the Horizon2020 research project Growth, Equal Opportunities, Migration and Markets (GEMM): <http://gemm2020.eu/>

<sup>7</sup> For more information on discrimination testing, see, for example: [https://fra.europa.eu/sites/default/files/fra\\_uploads/fra-2018-fundamental-rights-report-2018\\_en.pdf](https://fra.europa.eu/sites/default/files/fra_uploads/fra-2018-fundamental-rights-report-2018_en.pdf), pp. 63–64.

<sup>8</sup> [http://www.equineteurope.org/IMG/pdf/wg\\_religion\\_report\\_final\\_web.pdf](http://www.equineteurope.org/IMG/pdf/wg_religion_report_final_web.pdf)

<sup>9</sup> <https://fra.europa.eu/en/publication/2017/second-european-union-minorities-and-discrimination-survey-muslims-selected>.

<sup>10</sup> <https://ec.europa.eu/commfrontoffice/publicopinionmobile/index.cfm/Survey/getSurveyDetail/surveyKy/2251>

vulnerability of women experiencing inequalities on grounds of their gender, their ethnic background, their social and economic status, and ultimately because of their faith, so visible because of what they wear.

- The COVID-19 crisis has exacerbated certain forms of discrimination and intolerance, e.g. with increased episodes of hateful conspiracies scapegoating minorities, including Muslims, for being responsible of the spread of the virus.<sup>11</sup>

### *The rise of extremist ideologies as a the threat to European Muslims*

- The murder of Walter Lübcke, the Halle and Hanau attacks in Germany have been alarming signs of growing extremism. Attacks on mosques or on women wearing the veil are often in the news in EU Member States. What these tragic events have in common is their ideological inspiration. An ideology (right-wing violent extremism) that rejects a society based on peaceful pluralism, inclusion and non-discrimination.
- Muslim communities are particularly exposed. Hate crime against Muslims remains a worrying phenomenon: OSCE-ODIHR yearly data show the persistence of a considerable portion of hate crimes motivated by anti-Muslim biases.<sup>12</sup>
- FRA's database on anti-Muslim hatred provides information on significant international, European and national case law and rulings, UN human rights body decisions, reports, findings by human rights and equality bodies and organisations relating to hate crime, hate speech and discrimination against Muslims, as well as relevant research, reports, studies, data and statistics on these issues.<sup>13</sup>
- The phenomenon of hate speech and intolerance is moving from social or traditional media into episodes of violence in real life. The diffusion of violent right wing extremism is showing how there can be a continuum between violent extremism and hate speech and hateful narratives.
- Policies to prevent radicalisation leading to violent extremism must firmly respect fundamental rights and not lead to stigmatisation of specific communities. Terrorist attacks carried out in the name of Islam have increased the abuses that Muslims experience, and there is a risk of further discrimination as well as an erosion of the capital of trust that the Muslim population has on democratic institutions in the EU. FRA survey findings show that Muslim respondents who felt discriminated against and/or experienced harassment or violence because of their ethnic or immigrant background show lower levels of trust in the legal system and the police, as well as a lower level of attachment to their country of residence.<sup>14</sup>

---

<sup>11</sup> For more information on the impact of the COVID-19 pandemic on different population groups, see, for example, <https://fra.europa.eu/en/themes/covid-19>.

<sup>12</sup> <https://hatecrime.osce.org/infocus/2019-hate-crime-data-now-available>

<sup>13</sup> <https://fra.europa.eu/en/databases/anti-muslim-hatred/home>.

<sup>14</sup> <https://fra.europa.eu/en/publication/2017/second-european-union-minorities-and-discrimination-survey-muslims-selected>.

- It is of utmost importance to prevent terrorists from using the Internet to recruit people and spread their message of hate and to stem the spread of online propaganda that radicalises and incites to carry out terrorist attacks.

### **Policy and legislation in the EU**

- The EU is equipped with legislation on combating certain forms of racist and xenophobic speech and crime. The 2008 Council Framework Decision is the basis for a common response in Member States to hate speech and hate crimes grounded on religion, ethnicity or race. Also, there is solid jurisprudence by the European Court of Human Rights which clarifies what should be speech and acts protected by freedom of expression, including criticism of religions. In addition, EU relevant legislation in this field includes the Racial Equality Directive, the Employment Equality Directive and the Victims' Rights Directive.
- In terms of policy, the Commission has launched an ambitious Anti-Racism Action Plan in September 2020. It contains a series of measures at all levels of governance, and recognises racism both when it manifests as individual episodes of hate crime or discrimination as well as in its structural forms. Anti-Muslim hatred is recognised as a specific form of racism<sup>15</sup>.
- The EU Code of conduct on countering online hate speech signed in 2016 with major social media companies, i.a. Facebook, Twitter, YouTube recently TikTok, Instagram and Snapchat, has achieved quick progress in particular on notice and action on content deemed to be illegal hate speech<sup>16</sup>.
- Under the EU Internet Forum, the Commission, EU Member States, Europol and the tech companies agreed on the EU Crisis Protocol<sup>17</sup> – a mechanism to contain the viral spread of terrorist and violent extremist content online. The Commission is also working together with tech companies to tackle violent right-wing extremist content online.
- In addition to these voluntary efforts, the agreement between the co-legislators on the Proposal for a regulation on preventing the dissemination of terrorist content online<sup>18</sup> will be a further important step to ensure terrorist content is removed swiftly. In addition the new EU Digital Service Act will aim to harmonise and

<sup>15</sup> [https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/racism-and-xenophobia/eu-anti-racism-action-plan-2020-2025\\_en](https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/racism-and-xenophobia/eu-anti-racism-action-plan-2020-2025_en)

<sup>16</sup> [https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/racism-and-xenophobia/eu-code-conduct-countering-illegal-hate-speech-online\\_en](https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/racism-and-xenophobia/eu-code-conduct-countering-illegal-hate-speech-online_en)

<sup>17</sup> [https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/policies/european-agenda-security/20191007\\_agenda-security-factsheet-eu-crisis-protocol\\_en.pdf](https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/policies/european-agenda-security/20191007_agenda-security-factsheet-eu-crisis-protocol_en.pdf)

<sup>18</sup> <https://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX:52018PC0640>

clarify the roles and responsibilities of online platforms in tackling illegal content intermediated on their services, including illegal hate.

- Due to increasing episodes of hatred, fear and insecurity among Muslim and Jewish communities in Europe, in 2015, the Commission decided to appoint coordinators to bring to the attention of relevant Commission Vice-Presidents and Commissioners, the specific concerns of the two communities.
- The coordinator on combating anti-Muslim hatred acts as a contact point for these communities and related organisations while contributing to the development of the European Commission's overarching strategy to prevent and combat racism, intolerance and discrimination. The coordinator liaises with the Member States, the European Parliament, other institutions, relevant civil society organisations and academia with a view to strengthening policy responses designed to address anti-Muslim hatred<sup>19</sup>.
- The European Commission has established a regular dialogue with churches, religions, philosophical and non-confessional organisations (based on Article 17 of the Treaty on the Functioning of the European Union). Under the dialogue, regular meetings at different levels are held. Yearly high-level meetings are held at the level of vice-president of the Commission with religious leaders, including representatives from the Muslim communities present in the EU. The dialogue allows discussions on different issues relating to EU policies and priorities, including issues such as the fight against radicalization and terrorism, integration and migration<sup>20</sup>.

#### *EU external policies*

- Freedom of Religion or Belief (FORB) remains an essential feature of the EU external human rights policy.
- Every year, in line with the EU Guidelines on Freedom of Religion or Belief, the EU raises concerns about FORB violations during the human rights dialogues with more than 20 countries, including on issues of violence and discrimination against Muslims. The EU has taken a public stance condemning attacks against places of worship (e.g. Christchurch attacks), and public statements were also made on behalf of the EU during the international day for victims of religious persecution. We strongly condemn persecution and discrimination against people of all faiths as well as non-believers. EU Special Representative for Human Rights, Eamon Gilmore, raises FORB at high level in his bilateral engagement with countries outside of the EU.

---

<sup>19</sup> For more information on the work of the Coordinator on combating anti-Muslim hatred, please visit the following webpages [https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/racism-and-xenophobia/combating-anti-muslim-hatred\\_en](https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/racism-and-xenophobia/combating-anti-muslim-hatred_en) and [https://ec.europa.eu/newsroom/just/item-detail.cfm?item\\_id=50085](https://ec.europa.eu/newsroom/just/item-detail.cfm?item_id=50085)

<sup>20</sup> For more information: [https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/dialogue-churches-religious-associations-and-non-confessional-organisations\\_en](https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/dialogue-churches-religious-associations-and-non-confessional-organisations_en)

- FORB is enshrined as a priority in the new EU Action Plan for Human Rights and Democracy (2020-2024)<sup>21</sup>.
- The EU also strongly condemns violence perpetrated in the name of religion, the criminalisation of apostasy and blasphemy, and defends the right for everyone, to have, not to have or to change of religion of belief.
- In 2020, during the COVID-19 crisis, we followed the exacerbation of episodes of discrimination, hate speech, hate crime, scapegoating for the spread of the disease, or conspiracy myths targeting religious individuals around the world, including Muslims. We raised our concerns in several bilateral dialogues. In addition, we advocated in the multilateral fora that all individuals have the right to uphold their freedom of religion or belief. The EU presented two resolutions on FORB in 2020, one in the Human rights Council in March (approved in June due to HRC postponement) and the UN General Assembly (November 2020).
- The EU is committed to engage in the next round of discussion of the Istanbul Process. The Istanbul Process has facilitated the identification of practical solutions on combatting religious intolerance.
- Building inclusive and resilient societies is one of the core challenges today reflected in the multilateral agenda (agenda 2030/SDGs and the Istanbul Process) and continues to guide many of EU initiatives as well. In the course of 2020, the EU started rolling over its ‘Global Exchange on Religion in Society’ project, which precisely focuses on our shared ability to live together and our common sense of belonging. Through its concrete exchange platform, it is connecting religious or faith-based actors alongside other civil society actors who work together to preserve their own society as an inclusive and respectful place for everyone and where shared citizenship is the very underpinning of a truly inclusive and resilient society.
- The EU also engages with partners around the world through the Ministerial For Religious Freedom. The EU Special Representative for Human Rights, Eamon Gilmore, represented the EU during the last ministerial, organized by Poland in November 2020.

### **The key areas of focus from a European perspective:**

- National authorities within the EU should scale up the recording on equality data<sup>22</sup> as well as data on hate crime and incidents,<sup>23</sup> in particular by including a breakdown on bias motivations and other social characteristics of the victims

<sup>21</sup> <https://www.consilium.europa.eu/en/press/press-releases/2020/11/19/council-approves-conclusions-on-the-eu-action-plan-on-human-rights-and-democracy-2020-2024/>

<sup>22</sup> For more information on steps the EU and its Member States take in that regard, see, for example: <https://fra.europa.eu/en/project/2019/subgroup-equality-data>.

<sup>23</sup> For more information on steps the EU and its Member States take in that regard, see, for example: <https://fra.europa.eu/en/project/2017/working-group-hate-crime-recording-data-collection-and-encouraging-reporting>.



(highlighting gender, for example). Without data, it is difficult to formulate clear and responsive policies and this will result in a continued shortage of appropriate responses. This is particularly relevant for enhancing the knowledge and awareness of law enforcement and other public agencies to enforce legislation and make better use of trainings, learning tools and online courses for recognising crimes and prohibited speech, which are motivated by hatred against Muslims. NGOs working on countering anti-Muslim hatred are often best placed to provide training to law enforcement due to their relevant research and expertise.

- There is considerable public debate on the use of the term Islamophobia as opposed to other terms, like anti-Muslim hatred or anti-Muslim hostility, to describe the phenomenon at stake. The European Commission has used the term 'anti-Muslim hatred' as a term to describe the phenomenon and addresses it by preventing and combating hate speech, hate crime as well as discrimination directed against groups or individual (perceived to be) members of such groups based on their religion or ethnic origin. Within the EU, the legal framework defining what is criminalised as hate speech and hate crimes in the form of anti-Muslim hatred is the 2008 Council Framework Decision on combating racism and xenophobia by means of criminal law.
- While the EU has not adopted any official working definition of what constitutes anti-Muslim hatred or Islamophobia, in December 2019, the Coordinator on combating anti-Muslim hatred hosted a stakeholder-led seminar to explore the need for and possibility to develop a common understanding of anti-Muslim hatred / Islamophobia, in order to contribute to policy responses<sup>24</sup>. The Commission anti-racism action plan recognises that anti-Muslim hatred is a form of racism. The stakeholders participating in policy workshops and conferences organised by the Coordinator have repeatedly stressed that the debate on a working definition is not purely academic or theoretical, but can have important implications on the ground. An accepted understanding of the phenomenon can guide the work of law enforcement on better recognition of bias motivation, more effective investigation and better support to victims.
- To reinforce action against hate crime and hate speech the Commission will present, by end 2021, an initiative to extend the list of EU- crimes in Article 83(1) TFEU to hate crime and hate speech, whether based on race, religion, gender or sexual orientation.
- Narratives on Islam and Muslims in the media: Education and awareness raising on the use of language and terminology should target journalists and commentators in particular, to ensure balanced narratives and storytelling (e.g. in

---

<sup>24</sup> The report of the seminar, prepared by the participants themselves is available at the following link: [https://ec.europa.eu/newsroom/just/document.cfm?doc\\_id=66290](https://ec.europa.eu/newsroom/just/document.cfm?doc_id=66290)

the description of facts such as those relating to suspected terrorists).<sup>25</sup> In this respect, the anti-racism action plan refers to upcoming seminars in the EU for journalists to improve media coverage of Muslims and Islam. These will happen in 2021 with the support of the European Federation of Journalists.

- Each public institution, including the European Commission, needs a workforce which is representative of our society as a whole. Action is needed at different levels of public institutions to foster diverse, inclusive and discrimination-free working environment. More diverse workplaces which ensure awareness and representation of religious diversity, are crucial to respond to the structural component of anti-Muslim racism and discrimination.
- A strong response is needed towards violent right wing extremism, their ideologies and modus operandi. They represent a threat to the safety and security of Muslim citizens and their premises and places of worship. The Commission has been helping Member States and organisations from all faiths, including Muslims, to better protect their places of worship<sup>26</sup>, as both in Europe and worldwide, several terrorist attacks targeted people in places of worship, often motivated by racial hatred. This year, the Commission has made 20 Million Euro available in a call for projects to better protect public spaces, with a special focus on enabling religious communities to be better prepared against security threats, improve cooperation, share information on and put in place basic protective measures across the Union.
- The Commission also supports the Radicalisation Awareness Network<sup>27</sup>, to enable the exchange of knowledge and experiences of prevent practitioners, and the Civil Society Empowerment Programme<sup>28</sup>, to support grass roots counter and alternative narrative campaigns.
- It is important to invest in the local level, in the work and cooperation with cities and regional authorities. Muslim communities of different ethnic origin are part of the fabric of European societies. The local level, cities in particular, have a key role to play for a number of reasons and have a specific interest in ensuring local societies are cohesive and peaceful. In many Member States they are the competent authority for the delivery of crucial public services to foster inclusion of Muslim communities, including public transport, public utilities, schools and health care.
- It is crucial that the work on combating anti-Muslim hatred in the EU is conducted in a human right framework and with due respect of principles of the

---

<sup>25</sup> For more information relating to media representations of Islam and Muslims, see <https://e-learning.fra.europa.eu/>, and <https://fra.europa.eu/en/publication/2012/minorities-selected-newspapers-six-eu-member-states>

<sup>26</sup> COM (2017) 612 final. The Commission provides a platform for exchange on good practices in the EU Forum on the protection of public spaces and provides funding for the protection of public spaces.

<sup>27</sup> [https://ec.europa.eu/home-affairs/what-we-do/networks/radicalisation\\_awareness\\_network\\_en](https://ec.europa.eu/home-affairs/what-we-do/networks/radicalisation_awareness_network_en)

<sup>28</sup> [https://ec.europa.eu/home-affairs/what-we-do/networks/radicalisation\\_awareness\\_network/civil-society-empowerment-programme\\_en](https://ec.europa.eu/home-affairs/what-we-do/networks/radicalisation_awareness_network/civil-society-empowerment-programme_en)



rule of law. From the EU perspective, coalition building involving key international organisations such as the United Nations (in particular the offices of the Special Rapporteurs on Contemporary Forms of Racism and of the Special Rapporteur on Freedom of Religion or Belief), the OSCE and its Office for Democratic Institutions and Human Rights (ODIHR) or the Council of Europe (which is about to revise their ECRI General Policy Recommendation on Islamophobia) as well as with key trans-Atlantic partners is instrumental. It is equally important, as far as the work within the EU is concerned, to avoid the interference of countries and forces, including religious, which aim to use Islamophobia to fuel tension and polarization, including in diplomatic relations

## ANNEX

### References, data and good practices

On the Commission's work on combating racism and xenophobia:

[https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/racism-and-xenophobia/combating-racism-and-xenophobia\\_en](https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/racism-and-xenophobia/combating-racism-and-xenophobia_en)

[Subgroup on Equality Data](#)

[Working Group on hate crime recording, data collection and encouraging reporting](#)

On the work of the Commission's coordinator on combating anti-Muslim hatred:

[https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/racism-and-xenophobia/combating-anti-muslim-hatred\\_en](https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/racism-and-xenophobia/combating-anti-muslim-hatred_en)

[https://ec.europa.eu/newsroom/just/item-detail.cfm?item\\_id=50085](https://ec.europa.eu/newsroom/just/item-detail.cfm?item_id=50085)

*Data, tools and resources*

FRA, [Second European Union Minorities and Discrimination Survey Muslims – Selected findings](#)

FRA, Survey on Minorities and Discrimination in EU, [Data explorer](#)

FRA, Second European Union Minorities and Discrimination Survey, [GESIS data archive](#)

[FRA database on anti-Muslim hatred](#)

ODIHR [Understanding Anti-Muslim Hate Crimes - Addressing the Security Needs of Muslim Communities: A Practical Guide](#)

ODIHR [Hate Crime Data](#)

ODIHR [leaflet on how to recognise anti-Muslim hate crime](#)

ODIHR [Training against hate crime for prosecutors](#)

ODIHR [Training against hate crime for law enforcement](#)

ODIHR [Information for civil society organisations on how to recognise, report and record hate crimes](#)

ODIHR [Guidelines for Educators on Countering Intolerance and Discrimination against Muslims](#)

ECRI [General Policy Recommendation on combating hate speech](#)

Facing Facts online course on [Understanding & Identifying Anti-Muslim Hate crime](#)

[The Barcelona Plan on countering Islamophobia](#)

[European coalition of cities against racism – 10 points action plan](#)

**Key findings of 2017 FRA Second European Union Minorities and Discrimination Survey- Muslims – Selected findings<sup>29</sup>**

- Nearly one in three Muslim respondents indicate that they suffer discrimination when looking for a job. This hampers their meaningful participation in society.
- Harassment due to ethnic or immigrant background was common for one in four Muslim respondents; of these individuals, nearly half suffered six or more incidents during the year preceding the survey.
- Visible religious symbols, such as traditional or religious clothing, resulted in one in three Muslim respondents experiencing discrimination, harassment or police stops; rates were lower for those who did not wear traditional or religious clothing.
- Muslim men and women who at least sometimes wear traditional or religious clothing in public more often say the police stopped them due to their ethnic or immigrant background during the five years before the survey (39%) than those who do not wear such clothing (29%).
- Clothing is primarily relevant for Muslim women with respect to discrimination in employment and healthcare. For example, 35% of Muslim women – compared with 4% of men – cite the way they dress as the main reason for discrimination when looking for work; 22% cite this as triggering discrimination when at work.
- Overall, Muslim women who wear headscarves (or the very few who wear niqabs) in public are more likely to experience bias-motivated harassment than those who do not – 31% compared with 23%.
- Some 39% of Muslim women who wear a headscarf or niqab in public say they experienced inappropriate staring or offensive gestures due to this religious symbol in the 12 months before the survey; 22% experienced verbal insults or offensive comments; and 2% were physically attacked.
- About half of the respondents who experienced discrimination when looking for housing, work or when receiving healthcare say that what prompted discrimination were their names, skin colour or physical appearance.
- One out of 10 Muslim respondents reported the most recent incident of harassment motivated by hatred to either the police or other organisation or service. Only four out of 100 Muslim respondents who said they were discriminated against reported this to an equality body, human rights institution or ombuds institution.
- Among those who experienced discrimination, harassment or violence during the five years preceding the survey, 71% tend to feel (strongly) attached to the survey country – compared with 81% of those without such experiences.
- Among persons who experienced discrimination, harassment or violence because of their ethnic or immigrant background in the 12 months preceding the survey, the percentage of those who feel (strongly) attached to the country of residence is more than 10 points lower than for those without any victimisation experiences (68% versus 81%).

---

<sup>29</sup> <https://fra.europa.eu/en/publication/2017/second-european-union-minorities-and-discrimination-survey-muslims-selected>.

