INTOLERANCE AND RACISM IN EUROPE

CONTRO ONGO
VIOLENZA E
DISCRIMINAZIONE

EWIS SPECIAL FEATURE

PREPARED BY THE MIGRATION POLICY GROUP

EC.EUROPA.EU/EWSI
1. Intolerance and Racism: The Current Picture

*Intolerance and anti-immigrant sentiment*

Back in 2008, the European Values Study provided a mixed picture of intolerance in Europe. While the percentage of respondents who would not have liked to have immigrants or migrant workers as neighbours remained under 30% in most of Europe, a much higher percentage of respondents believed that immigrants take jobs away from a country’s citizens, make crime worse, are a strain on the welfare system and undermine the country’s cultural life.

![Figure 1: percentage of respondents that would not like to have immigrants or migrant workers as neighbours / Source: EVS, 2008](image1)

![Figure 2: percentage of respondents who think immigrants take away jobs from a country's citizen / Source: EVS, 2008](image2)

![Figure 3: percentage of respondents who think immigrants make crime problem worse / Source: EVS, 2008](image3)

![Figure 4: percentage of respondents who think immigrants are a strain on a country's welfare system / Source: EVS, 2008](image4)

![Figure 5: percentage of respondents who think a country's cultural life is undermined by immigrants / Source: EVS, 2008](image5)
How has this picture of tolerance evolved in recent years?

In recent years a number of surveys have been conducted to gauge levels of tolerance of European towards immigrants. The results reveal a mixed picture of attitudes. The Eurobarometer Special Survey on Discrimination in the EU in 2012 survey showed that there are strong variations in the extent to which Europeans would feel comfortable if a person from a different ethnic majority held their country’s highest elected political position. On a scale from 1 to 10 (where 1 means totally uncomfortable and 10 means totally comfortable), findings show that scores range from 3.5 in Cyprus to 8.0 in Sweden. After Sweden, the highest comfort scores are found in Denmark (7.9), the UK (7.7) and Luxembourg (7.5). Conversely, comfort scores are very low in Greece (4.2), the Czech Republic (4.4) and Slovakia (4.7), as well as in Cyprus (3.5).

However, this broad ‘tolerance gap’ between the Nordic and Southern European countries and between Western and Eastern European countries is not entirely consistent with the findings of the October 2013 Quality of life in cities survey, in which respondents from 79 European cities were first asked if the presence of foreigners is good for their city; and then if the foreigners who live in their city are well integrated.

While Nordic cities all recorded high levels of agreement with the idea that the presence of foreigners is good for their city, this level of agreement did not correlate with perceptions about integration. For example, in Stockholm and Malmo – where the presence of foreigners was perceived as a good thing by a majority of respondents – there was also a majority who disagreed that foreigners who live in the city are well integrated. On the other hand, a number of Eastern European cities recorded both a high level of agreement with the idea that the presence of foreigners is good for their city and that they are well integrated.

The 2013 Transatlantic Trends shows that a majority of Europeans are of the opinion that first-generation immigrants are well integrated, and even more say the same of children of immigrants.

The highest percentages of respondents who said that immigrants’ children were integrating poorly were found in France (55%, up 17 percentage points from 2011), Sweden (43%), the United Kingdom (38%, up nine percentage points from 2011), Germany, and the Netherlands (both 35%).
Findings from recent national polls on attitudes towards immigrants are similarly mixed, although the results in several countries demonstrate an increase in attitudes of intolerance in comparison to surveys recorded only a few years earlier.

<table>
<thead>
<tr>
<th>Country</th>
<th>Results from recent polls/surveys</th>
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<tbody>
<tr>
<td>Belgium</td>
<td>The Flemish Migration and Integration Monitor 2013 reported that for 45% of Flemish respondents, the ideal neighbourhood would be composed of almost only people of Belgian origin.</td>
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<tr>
<td>Croatia</td>
<td>A 2013 research on social exclusion and discrimination of foreign workers in Croatia revealed that their self-assessment of social exclusion is very low, and that they have a strong feeling of security, acceptance and integration. However, mild forms of discrimination remain widespread, and a 2012 survey on xenophobic attitudes showed a high degree of resistance from respondents towards foreigners’ entry into Croatian society and a significant unwillingness to have closer contacts with them.</td>
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<tr>
<td>Czech Republic</td>
<td>According to the 2014 survey from the Public Opinion Research Centre, 95% of respondents think that foreigners should adopt Czech traditions, and only 4% of respondents think that foreigners should live according to their habits.</td>
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<tr>
<td>Finland</td>
<td>Over the last decade, attitudes towards immigrants have become more positive, with almost half of respondents agreeing that immigration enriches the nation. However, a 2013 poll revealed that only 17% of respondents agree that anyone should be allowed to enter and work in the country – nine points less than in 2011.</td>
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<tr>
<td>France</td>
<td>A 2013 poll revealed that the percentage of respondents who think that “immigration is a chance for France” decreased from 49% in 2007 to 37% in 2013; and that 67% of respondents consider that “more is being done for immigrants than for French people”, up from 40% in 2005. A 2014 poll confirmed this evolution, showing that 67% of respondents think that there are too many immigrants in France, up from 49% in 2009.</td>
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<tr>
<td>Germany</td>
<td>A 2014 survey on right-wing extremist attitudes in Germany showed that three out of ten Germans think that foreigners come to Germany exclusively to exploit social welfare (27.2%), and that Germany is overwhelmed by immigrants to a dangerous degree (27.5%).</td>
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<td>Hungary</td>
<td>The annual Tárki survey on xenophobia, which acts as reference survey, showed in 2014 that 39% of respondents think that no asylum-seekers should be allowed in the country – a relatively stable number during the last 10 years.</td>
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<tr>
<td>Latvia</td>
<td>Human Development Report of Latvia 2010/2011 and the 2011 DNB Latvian Barometer revealed a certain level (circa 40%) of hostility towards immigrants, based on assumption that immigrants increase crime rates and occupy work places that could otherwise be taken by locals. At the same time, some recognition of the benefits brought to Latvia by immigrants has been recognised, with approximately 40% of the respondents agreeing that immigrants open Latvia to new ideas and cultures.</td>
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<tr>
<td>Lithuania</td>
<td>A 2012 survey on attitudes towards refugees and immigrants showed that 45% of respondents do not think that immigrants enrich the country’s cultural life; that respectively 61% of them think that immigrants are supported by taxpayers and 50% that they do not bring benefits to the Lithuanian economy. Whilst a majority agreed that immigrants face difficulties in employment (79%) or housing (58%), the majority of respondents disagree with the idea that the State should guarantee equal rights for immigrants in receiving social benefits.</td>
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<tr>
<td>Luxembourg</td>
<td>A 2012 poll showed that 59% of Luxembourgers agreed to give foreigners the right to vote at national elections, indicating a high level of tolerance towards foreigners. A referendum on national voting rights for foreigners will be held on June 7th, 2015.</td>
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<tr>
<td>Poland</td>
<td>According to a 2013 survey, only 12% of Poles support opening the country to foreign workers. The vast majority (56%) of Polish nationals believe that Poland should not invite migrant workers. A more recent poll from December 2014 found that two thirds of Poles feel positive about the increasing number of immigrants in the country.</td>
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<tr>
<td>Portugal</td>
<td>A 2012 survey showed that 52% of the respondents consider that immigrants enrich the cultural life and are fundamental to the economy, and that 75% agree with the right to family</td>
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reunification and support a simplification of the naturalization process. Yet, the majority of Portuguese are favorable to a reduction of the number of immigrants in the country.

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<tr>
<th>Country</th>
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<tr>
<td>Romania</td>
<td>A 2013 study funded by the European Integration Fund showed that only 16% of the population feels threatened by immigrants and only 7% of Romanians identify migrants as groups of persons they wish not to have as neighbours. This percentage has dropped from 15% registered in the period 2005-2007.</td>
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<td>Slovakia</td>
<td>A 2013 opinion poll showed that “public distance from minorities is on average more widespread vis-à-vis foreigners (0.2861) than vis-à-vis ethnic minorities (0.2416), though the difference is negligible”.</td>
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<td>Spain</td>
<td>A 2012 survey shows that 39% of respondents consider the number of immigrants in Spain to be excessive, while a 2013 survey indicates that 67% of Spanish people have no problem having immigrants as neighbours. An official report from 2013 shows that a high number of Spanish people believe they should have preference over immigrants when accessing healthcare, choosing schools, or when being selected for a job.</td>
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<td>Sweden</td>
<td>In the 2014 diversity survey, 73% say they are positive about ethnic diversity in Swedish society and that is a slight increase since the previous year’s survey. At the same time, the proportion with extremely negative attitudes is greater than ever, with over 7 percent.</td>
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<td>UK</td>
<td>A national survey released in January 2014 shows that the percentage of British people who think there are too many immigrants in the country is near 80%, up from 71% in 2011.</td>
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Racial discrimination and hate crimes/speech

Of the eight grounds of discrimination examined in the Eurobarometer Special Survey on Discrimination in the EU in 2012, discrimination on grounds of ethnic origin is seen as the most widespread: overall, 56% of Europeans think that it is widespread. However, this conceals widespread differences among EU countries, as the chart below shows.

If we look at how perceptions of the prevalence of ethnic discrimination have evolved since 2009, we find that in most countries the situation is thought to have improved. Nevertheless, the 2011/2012 Shadow Report on Racism in Europe from the European Network Against Racism, which is based on the evidence from civil society of discriminatory practices in 26 European countries during the period March 2011 to March 2012, shows that “racism and prejudice are still deeply rooted in European societies and that racial discrimination remains structural and institutional, making it difficult for victims to obtain justice and effective remedies”.

The 2012 report from the Fundamental Rights Agency on minorities as victims of crimes, based on 2008 data from the large-scale EU-MIDIS survey of 23,500 individuals with an ethnic and minority background, found that “more than one in four respondents from the following groups considered
themselves to have been a victim of ‘racially motivated’ in-person crime (assault or threat, or serious harassment) over the 12 months preceding the survey: Roma in the Czech Republic; Somalis in Finland; Somalis in Denmark; Africans in Malta; Roma in Greece; Roma in Poland and Sub-Saharan Africans in Ireland”.

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<thead>
<tr>
<th>Country</th>
<th>Latest available data regarding racial discrimination and hate crimes/speech</th>
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<tr>
<td>Belgium</td>
<td>37.5% of the new files opened in 2013 by the Belgian Equality Body are linked to racial discrimination. 25% of these new files concerned racial hate speech on the internet.</td>
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<tr>
<td>Croatia</td>
<td>According to the Ombudsman 2013 annual report, 22.98% of the complaints received were related to discrimination - a decrease of 6.8 percentage points compared to 2012. The most frequent grounds for these complaints were race or ethnic affiliation, skin colour and national origin. Most of the complaints (35.88%) came from labour and employment cases, a 9 percentage points decrease compared to 2012.</td>
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<td>Cyprus</td>
<td>27% of the 106 cases reported to the Equality Authority in 2012 involved racial discrimination towards foreigners.</td>
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<tr>
<td>Czech Republic</td>
<td>The Public Defender of Rights received 360 complaints related to discrimination in 2013, with 41 based on race, nationality or ethnic origin. Research carried out by the CERGE Economics institute shows that applicants with a majority-sounding name are 90% more likely to be invited for an apartment viewing compared to applicants with a minority-sounding name. Similarly, an applicant with a majority-sounding name is 180% more likely to be invited for a job interview compared to an applicant with an Asian-sounding name. According to the NGO In Justitia, the police had identified 238 cases of hate crime in 2011, out of which 69 were directed towards Roma. Roma, people with darker skin colour and foreigners tend to be the most frequent victims of hate crime.</td>
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<tr>
<td>Denmark</td>
<td>According to the Board of Equal Treatment, which handles complaints on discrimination in employment, 18 complaints of discrimination on the ground of ethnicity were recorded in 2012. In addition, the government’s Integration Barometer, which documents progress made on integration according to various indicators, revealed that 48% of immigrants and descendants of non-Western ethnic origin (2012 sample) have experienced discrimination.</td>
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| Estonia               | In 2012, seven complaints concerning discrimination based on nationality or race were filed to the Gender Equality and Equal Treatment Commissioner. In 2010-2011, 4% of all discrimination complaints concerned discrimination based on nationality. According to an opinion poll conducted at a request from the Ministry of Social Affairs in November 2012, a quarter of residents of Estonia over the age of 15 had personally experienced unequal treatment in the past two years, mostly based on age, language or nationality. In the last nine years, there has
only been [one officially registered case](in 2006) of hate crime: incitement of hatred based on nationality. This, however, does not mean that there are no hate-related or racial discrimination cases in Estonia. According to the current act of law, the person inciting hatred can only be brought to [justice if there is real danger](to the life, health or property of a person).

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<tr>
<th>Country</th>
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<tr>
<td>France</td>
<td>In 2013, 25.5% of the discrimination complaints submitted to the Defender of the Rights were related to (racial/ethnic) origin (versus 22.5% in 2012). The National Consultative Commission on Human Rights, using statistics from the Ministry of the Interior, reported that 1274 racist incidents were registered in 2013 (versus 1539 in 2012). The figures correspond to all acts and threats with a racist, xenophobic, anti-Semitic, islamophobic character recorded by the police and military policy throughout 2013.</td>
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<tr>
<td>Germany</td>
<td>There is no systematic registration of complaints of racial discrimination by the various antidiscrimination offices on the Federal level and on the Länder (Federal State) level. However, on the Federal level, the Director of the Federal Antidiscrimination Office warned that between 2006 and 2011, the share of racist or ethnic discrimination among the registered complaints has increased from less than 10% to about 20%. The [2013 report on the protection of the Constitution](indicates that there were 473 right-wing extremist crimes with clear-cut xenophobic motives, up from 393 in 2012 and 350 in 2011.</td>
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<tr>
<td>Greece</td>
<td>During 2013, the Racist Violence Recording Network documented, through interviews with victims, 166 incidents of racist violence involving at least 320 victims, of which 143 were refugees or migrants.</td>
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<tr>
<td>Ireland</td>
<td>According to the official figures from the Central Statistics published by the <a href="OPMI">Office for the Promotion of Migrants Integration</a>, 41 racially motivated crimes (including Anti-Semitism) were reported in first two quarters of 2014, against were 94 in 2013, 100 in 2012 and 142 in 2011. Civil society organisations argue that these official figures do not give a true picture of such incidents. OPMI statistics also reveal that 283, 163 and 134 complaints were respectively made on the Race ground to the [Equality Tribunal](in 2010, 2011 and 2012.</td>
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<tr>
<td>Latvia</td>
<td>There is still a lack on comprehensive statistical data on discrimination in Latvia. However, the [Second Alternative report on the implementation of the Council of Europe Framework Convention for the Protection of National Minorities](reveals that the number of discrimination cases on grounds other than gender discrimination remains rather small. Throughout the economic recession years, the amount of complaints regarding racial, ethnic or language discrimination to the Ombudsman declined. In 2010, 11 complaints were recorded, with investigation initiated in four cases (all confirmed that discrimination had taken place). In 2011, 10 complaints were received and in 2012 the Ombudsman initiated 13 verification procedures.</td>
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<tr>
<td>Lithuania</td>
<td>According to the data provided by the [Information Technology and Communications Department](from January to October 2013, 144 hate crimes were registered under Article 170 (which prohibits hatred incitement against any national, racial, ethnic, religious or other group). 10 of these hate crimes were motivated by race, 68 by nationality/ethnicity, 2 by religion, 46 by sexual orientation and 18 by other reasons. From January to October 2012, 221 hate crimes were registered under the same article. 14 were motivated by race, 136 by nationality/ethnicity, 2 by religion, 47 by sexual orientation and 21 by other reasons. The majority of these crimes were committed online, this is why they fall under the category of hate speech.</td>
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<tr>
<td>Luxembourg</td>
<td>Two judgments for racist offenses have been pronounced in 2013, both for hate speech.</td>
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<tr>
<td>Netherlands</td>
<td>The Netherlands Institute for Human Rights publishes an annual report with the number of discrimination questions and requests for an opinion about an alleged discrimination case that reach them based on nationality and race. Its [2013 Annual Report](indicates that the number of questions on the basis of nationality declined from 4% of the total questions in 2012 to 3% in 2013. The largest increase in the number of requests for an opinion related to discrimination were made on the grounds of race, which increased from 14% of the total in 2012 to 18% in 2013. The number of opinions requested on the basis of nationality was 6%, 2% lower than in 2012. A [2013 report](by the Anna Frank Foundation shows that 1440 racial offences were reported to the police in 2010. In 2011 this number dropped to 1433.</td>
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</table>
| Poland | According to a [2012 report](by the Human Rights Defender, the number of complaints regarding discrimination on the grounds of race or nationality reported to the Polish Ombudsman is very low – only 156 complaints in the period 2006-2011. A [2013 report](by the Helsinki Foundation
for Human Rights, the number of hate crimes committed in Poland (according to police statistics) is 84 for first quarter of 2012, compared with 197 in 2010 and 186 in 2011.

Portugal
According to a 2011 study, the number of complaints and sanctions is far behind the perceptions and experiences of racism in Portugal. Between 2005 and 2010, the Commission for Equality and Combating Racial Discrimination received 399 complaints of racial discrimination, of which only 114 lead to prosecution (29%). Data provided by the law enforcement authorities is also very low: between 2000 and 2009, they have identified only 59 racial or religious discrimination offences.

Slovenia
The 2011 OSCE annual report on hate crimes states that there were 45 cases recorded by the police under Article 300 of the Criminal Code, which prohibits incitement to ethnic, racial and religious hatred (34 and 9 cases for recorded respectively in 2010 and 2009).

Spain
According to the 2013 report of SOS Racism, 397 racist incidents were recorded, of which 93 were institutional. In 2013, for the first time, the Ministry of Home Affairs provided data on hate crimes. Among the 1,117 incidents, 381 were xenophobic and racist.

Sweden
According to The Swedish National Council for Crime Prevention the number of police reports with an identified hate crime motive in 2013 was estimated to 5,508. This represents the same level as in 2012 but a decrease of 5 per cent compared to 2009. Hate crimes with xenophobic/racist motives made up the largest proportion, followed by hate crimes motivated by sexual orientation.

2. European Legal Framework

At European-level, the legislative framework regarding the fight against racism and racial discrimination is composed of the following key instruments:

- Council Directive 2000/43/EC implementing the principle of equal treatment between persons irrespective of racial or ethnic origin;
- Council Directive 2000/78/EC establishing a general framework for equal treatment in employment and occupation (although this Directive does not cover racial discrimination, it covers discrimination on the grounds of religion or belief);
- Council Framework Decision 2008/913/JHA on combating certain forms and expressions of racism and xenophobia by means of criminal law;

Directive 2000/43/EC protects against discrimination on the grounds of race or ethnic origin to a greater degree than Directive 2000/78/EC on the grounds of religion, belief, disability, age or sexual orientation. This is significant at a time when discrimination on the ground of religion, particularly against Muslims, is gaining ground according to the European Network Against Racism and to the EU Fundamental Rights Agency, whose EU-MIDIS survey revealed that one out of three (34%) Muslim respondents had experienced discrimination in the past 12 months. The Commission’s 2008 proposed Directive, the so-called ‘horizontal directive’, would extend the prohibition of discrimination into areas beyond employment for those grounds not yet covered. However, so far the progress on this legislative proposal has remained limited, owing to staunch opposition by a few Member States. In 2014, the new President of the Commission committed to keeping the proposal on the table and persuading Member States to give up their resistance.

In its October 2013 Opinion on the situation of equality in the European Union 10 years on from initial implementation of the equality directives, the EU Fundamental Rights Agency (FRA) made several recommendations for more effective implementation of the directives. These include:
• Intensify efforts to raise awareness of the anti-discrimination legislation, targeting both persons who belong to groups most at risk of discrimination and those in a position to commit breaches, such as employers and service-providers.
• Facilitate access to justice by making institutional and procedural reforms, for instance by relaxing rules on legal standing for NGOs.
• Enhance the availability of policy-relevant data on discrimination and hate crimes, including for indicators at EU level.
• Adopt a proactive approach to using positive action policies and instruments instead of a reactive one.
• Close gaps in protection against discrimination, including by making progress on the ‘horizontal directive’.

Similar recommendations were made by Equinet, the network of European equality bodies, in its 2013 report on the implementation of the race and general framework directives, as well as others pertaining to operational standards of equality bodies and procedural matters such as the burden of proof in cases related to victimization.

In January 2014, the Commission published its third report on the implementation of Directives 2000/43 and 2000/78. The Commission focuses its report on the application of the Directives by the Member States as well as their interpretation by the Court of Justice of the EU and by national courts, and identified the challenges that remain in some countries, such as a lack of awareness and underreporting of discrimination cases, a lack of equality data and problems in relation to access to justice for claimants. In addition, an important challenge relates to the remedies and sanctions available in cases where a finding of discrimination is made, as these cannot always be said to fulfil the requirement of effectiveness, dissuasiveness and proportionality imposed by the Directives. These themes were the focus of the Joint High Level Event on Non-Discrimination and Equality in Rome in November 2014, which brought together delegates from the Commission, the European Parliament, Member State governments, the social partners, civil society and academia.

With regard to the Framework Decision on combating certain forms and expressions of racism and xenophobia by means of criminal law, the FRA’s 2012 report on the visibility of hate crimes concluded that current data collection mechanisms “often fail to capture the reality on the ground”. While as many as 25 Member States record racist/xenophobic crimes as such, “different legal approaches and interpretations of what constitute hate crimes influence the depth and breadth of official data collection mechanisms when recording and detailing its incidence” – making comparable surveys difficult. The FRA’s October 2013 Opinion on Council Framework Decision 2008/913/JHA made a number of recommendations to address this issue among others.

In 2013 the topic of hate crimes received the attention of the Justice and Home Affairs Council of the EU. At a January 2013 informal meeting of Justice and Home Affairs ministers, the Irish EU Presidency launched a debate on EU action to counter hate crimes ahead of the review of Council Framework Decision 2008/913/JHA, including on the need to enhance data collection and analysis efforts so as to capture the reality of hate crimes. This was echoed by the European Parliament in its March 2013 resolution, calling for “the collection of broader, reliable data on hate crime” and for “mechanisms to be put in place with a view to making hate crime visible in the EU”.

In the Council conclusions on fundamental rights and rule of law and on the Commission 2012 Report on the Application of the Charter of Fundamental Rights of the European Union, the Justice and Home Affairs Council of June 2013 referred to the forthcoming Commission report on
implementation of the Framework Decision and to the need to assess the effectiveness of the existing EU legal norms on fighting hate crimes. In September 2013 Ministers from 17 EU Member States adopted the Declaration of Rome which takes a stand against racism and calls on the EU to adopt a pact for 2014-2020 on diversity and the fight against racism. The meeting was motivated mainly by the recent wave of violently racist remarks which have been directed at Italy’s integration minister Cecile Kyenge.

A set of conclusions on Hate Crimes was adopted at the Justice and Home Affairs Council in December 2013 calling on the Commission to submit its report on the implementation of the Framework Decision and to improve strategic cooperation with external stakeholders, including civil society, on this topic. The Conclusions also invited the Member States to take the following action:

- fully transpose the Framework Decision on racism and xenophobia;
- take measures to facilitate the reporting of hate crimes by victims and associations supporting them;
- collect and publish comprehensive data on hate crimes;
- promote training for relevant practitioners coming into contact with victims of hate crime; enhance preventive measures, by reflecting remembrance in human rights education, history curricula and relevant training, education on the values of cultural diversity and inclusion;
- Implement the Victims’ Directive by November 20145, paying particular attention to the case-by-case assessment of a victim’s protection needs;
- consider ratifying the Additional Protocol to the Council of Europe Convention on Cybercrime concerning the criminalization of acts of a racist and xenophobic nature committed through computer systems.

In January 2014 the European Commission published its report on the transposition of the Framework Decision. The report noted that a number of Member States have not transposed fully and/or correctly all the provisions of the Framework Decision, particularly in relation to the offences of denying, condoning and grossly trivialising certain crimes. While the majority of Member States have provisions on incitement to racist and xenophobic violence and hatred, these do not always transpose the offences covered by the Framework Decision. The Commission also observed gaps in relation to the racist and xenophobic motivation of crimes, the liability of legal persons and jurisdiction. The Commission concluded that “the full and correct legal transposition of the existing Framework Decision constitutes a first step towards effectively combating racism and xenophobia by means of criminal law in a coherent manner across the EU.”

Recent National Developments

With the exception of Directive 2012/29/EU which is due to be transposed into national law by 2015, the other EU legislative acts in the above framework should have been transposed into national law in all 28 Member States. The extent to which anti-discrimination Directives 2000/43/EC and 2000/78/EC have been transposed and are correctly implemented is closely monitored by the Commission’s European Network of legal experts in the non-discrimination field. With regard to Framework Decision 2008/913/JHA, the Commission has stated that it will engage in bilateral dialogues with Member States during 2014 with a view to ensuring its full and correct transposition. Some notable recent developments at national level are detailed below.

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<tr>
<th>Country</th>
<th>Notable national developments to combat racism</th>
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<tbody>
<tr>
<td>Denmark</td>
<td>In October 2013 the Government established an anti-discrimination unit to reduce ethnic discrimination and strengthen ethnic equal treatment. Among other things, the unit maps the</td>
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extent and character of discrimination against immigrants, runs campaigns and coordinates local activities in municipalities and on the labour market. 10 million Danish kroner were set aside for its activities.

**Estonia**  
The Ministry of Justice is currently working on a draft act prohibiting incitement of hatred. The aim of the amendments is to allow a person to be punished already when (s)he is purposefully inciting hatred or violence. Currently, a person can only be punished if there is real danger to the life, health or property of another person. The final version of the draft act is still to be determined.

**France**  
In February 2013 the Government organised an inter-ministerial committee on racism and anti-Semitism for the first time since 2009. The Committee adopted an action programme establishing a number of education programmes on racism, including for the police.

**Germany**  
According to the coalition agreement of November 2013, the new German government aims to strengthen the prevention of extremism, better fight against anti-Semitism, radicalization and antidemocratic structures by mainstreaming programmes. In the fight against right-wing extremism and racism, activities of civil society, the educational system, police and the justice system shall be linked.

**Greece**  
In September 2014, the Parliament adopted a new law to Combat Racism and Xenophobia. The Racist Violence Recording Network (RVRN) welcomed this change, in particular because it facilitates the process for victims and witnesses to denounce hate crimes, and because it extends the possibility of investigating the racist motivation by the prosecuting authorities. RVRN notes that the crimes committed because of racial or ethnic origin, religion, color, sexual orientation or gender identity are rising.

**Netherlands**  
On 15 December 2010, the Law on Municipal Anti-discrimination Provisions (WGA) came into force. This law lays down rules concerning provisions that need to be available at the municipal level for handling and recording discrimination complaints. The first evaluation of the effectiveness and impact of the Law on Municipal Anti-Discrimination Provisions took place in 2012, two years after the law came into force. The evaluation shows that 98% of the municipalities have made provisions for the implementation of the two legal tasks set in the law regarding the handling and recording of discrimination complaints, i.e. registration and assistance at local level. These services were deemed approachable and accessible. Almost half of the municipalities indicate that the WGA contributes to increased awareness of discrimination in the local community.

**Poland**  
In February 2013 the Council to Counteract Racial Discrimination, Xenophobia and Intolerance was appointed (Rada do spraw Przeciwdziałania Dyskryminacji Rasowej, Ksenofobii i związanej z nimi Nietolerancji). The Council is a subsidiary body to the Polish Government. Its main task is to ensure coordination of activities of government bodies and their cooperation with local government bodies and other stakeholders in the field of preventing and combating racial discrimination, xenophobia and intolerance.

**Spain**  
In December 2011, the Spanish Government’s Comprehensive strategy against racism, racial discrimination, xenophobia and related intolerance was published. The Strategy seeks to improve the institutional collection of information and statistics, to strengthen cooperation between organizations and institutions, and to design and implement prevention plans targeting vulnerable communities. In December 2014, the Ministry of Home Affairs adopted a new protocol for police action to identify and prosecute hate crime. The protocol plans to improve data collection on victims, incidents and perpetrators of hate crimes. It also specifies how police agents should act with these cases.

### 3. Practices that Combat Racism and Intolerance

In addition to the implementation and observance of legal norms on anti-discrimination and racism, the Conclusions of the Justice and Home Affairs Council of December 2013 noted the importance of actions to support victims of discrimination and hate crimes, as well as preventive measures in the form of educating the public and key stakeholders so that all sectors of society play a role in
combating racism and intolerance. The European Web Site on Integration has information on a large number of good practices that aim to do just that. They generally fall into four categories: information and assistance for victims of discrimination and hate crimes, awareness raising among the public to prevent instances of discrimination and racism, training of key stakeholders and education programmes in schools.

Information and assistance for victims of discrimination and hate crimes

**Practice Highlights**

- **Finland**: Against racism! is a program coordinated by the Finnish Red Cross, uniting dozens of organisations and tens of thousands of their members to form a front to campaign for an anti-racist Finland. As well as running education and awareness raising programmes, it also offers peer and group support and tools to cope with discriminatory situations for those who have encountered racism;

- **The Netherlands**: In 2009 the Dutch Ministry of Interior launched the campaign, “Don’t Leave Yourself at Home!” The goal of the campaign was to increase the willingness of victims to report experiences of discrimination and make use of the anti-discrimination agency where expert advice is available and discrimination complaints are registered. The message was disseminated through radio and television, posters in bus shelters, banners on websites and advertisements in several newspapers, as well as the campaign’s website www.discriminatie.nl. The number of complaints received by the Anti-discrimination body (ADV) in the duration of the project in 2009 increased three fold in comparison to the same period in 2008.

- **Poland**: the Association for Legal Intervention runs a website called the “Antidiscrimination Manual” designed for people who have experienced discrimination based on ethnic origin, nationality, race, colour of skin, religion or sex. It explains basic notions related to discrimination, legal regulations concerning discrimination and provides information on how to assert one’s rights and where to find help. The manual is available in several languages (Polish, English and Russian). More recently in 2014 the Ministry of Interior launched an information campaign “Racism. Say it to Fight it.” The purpose of activities undertaken within the campaign (website, leaflets) is to inform foreigners of what hate crimes are and how they are regulated by Polish law, what steps may be taken by a victim of such a crime, and what they can expect from the relevant authorities.

- **Portugal**: the High Commissioner for Immigration and Intercultural Dialogue (ACIDI, replaced by the High Commission for Immigration in 2015) ran a project called “Intercultural Mediators in Public Services”, which developed intercultural mediation in municipal territories. The ACIDI has also been running for 11 years a SOS Immigrant Hotline, with intercultural mediators of immigrant background speaking fluently several languages. A Support Unit to Immigrant and Racial or Ethnic Discrimination Victims was also established in 2005 by the Portuguese Association for Victim Support and the ACIDI.

- **Spain**: the Directorate General for Equal Opportunities of the Ministry of Health set up a free assistance service providing support and independent advice to those discriminated against in any environment, including employment, education, housing, access to goods and services, etc. The service was developed with the participation of civil society organisations.

**Awareness raising among the public about racism and intolerance against immigrants**

**Practice Highlights**

- **Croatia**: The “People on the Move” project works in the spirit of partnership with all relevant
actors, including the relevant ministries and civil society organizations and practitioners in the field of migration and asylum. It is comprised of two main components: capacity building of key stakeholders working with migrants and awareness raising activities on migration issues among the general public, especially youth. The main awareness raising activity a theatre production that presents migrants’ experiences in their new country which was shown in five cities. The theatre play is followed by discussion forums and debates among youth, migrants and refugees.

- **Bulgaria**: The Bulgarian Helsinki Committee and Multi Kulti Collective launched the "Meet the Refugees" campaign in a bid to combat growing xenophobia, racism, hate speech and racial violence. The initiative aims to raise public awareness about refugees in Bulgaria, and includes “myth busting” materials on asylum seekers and presents the experiences Bulgarians who volunteer to help asylum seekers.

- **Estonia**: For four years the Institute of Law at Tallinn University of Technology has implemented a project which aims to increase awareness in Estonian society about equal treatment and combat intolerance of migrants. In 2013 the project focused on equal treatment in enterprises. Activities included training on how to prevent discrimination and seminars on vulnerable groups. The International Organisation for Migration in Tallinn has also endeavoured to raise public awareness about refugees and asylum seekers by holding information seminars in various public places, including universities, schools and community centres in cities and rural areas, and producing an e-book and short movie on stories of people who fled Estonia and those who have come to seek refuge in Estonia.

- **Greece**: The Ithageneia campaign focuses on raising awareness on the issues that youth with migrant backgrounds face in Greece. The main objectives of the campaign are to inform society about the problems those youngsters face, to fight the stereotypes and prejudices that accompany them, to challenge the jus sanguinis model of citizenship acquisition, and to promote diversity.

- **Ireland**: In 2013 Dublin City Transport Providers launched anti-racism campaign “Dublin’s Transport Links – Racism Divides” in a bid to stop racism on public transport. The campaign provided training for staff and called on immigrants and the general public to report any racist incidents they witness.

- **Latvia**: The AMITIE project aims to promote awareness on Migration, development and human rights through local partnerships among public institutions, civil society and citizens. It is a multinational project, involving partners from Latvia, Italy, Romania, Spain and Brazil. One activity undertaken was the transmission of videos about the experiences of third country nationals who come to Latvia and their opinions of the attitudes towards them displayed by the local public.

- **Malta**: The American Embassy joined forces with Aġenzija Żgħażagħ and SOS Malta to create more awareness about hate speech on the internet. Together they designed a number of posters that will be promoted online, offline and on a number of bus stops.

- **Spain**: The “Family Next Door” project organises simultaneous meals in the Basque Country where native and immigrant families get to know each other in their homes with the objective of fighting existing prejudices towards people of foreign origin living in the Basque Country.

- The Living Library project has been implemented in a number of EU Member States, including Lithuania, Portugal, and the UK. The Living Library is comprised of Living Books, Librarians and Readers. Living Books are people from vulnerable groups, including immigrants and refugees. The librarian is a trained person responsible for preparing the audience for the reading process. The reader can be anyone, depending on the type of event and how the Living Library is organised. The process of reading involves sincere conversation between the Living Book and the Reader to learn more about the lives of migrants and refugees.
Training of key stakeholders

**PRACTICE HIGHLIGHTS**

- **Estonia:** The International Organisation for Migration in Tallinn holds training seminars for journalists on refugee and migration issues and the responsibility of the media when writing about these issues.

- **Greece:** The online Intercultural Mediators Platform enables third-country nationals and stakeholders to seek an intercultural mediator in the area, language or service they need. In addition of making the services of these intercultural mediators accessible to a wide public, the Platform also provides information about services facilitating the access of third countries nationals to public services.

- **Poland:** The MultiTraining project was launched in 2009 providing training for civil servants, especially for the police and border guards, aimed at preventing discrimination against immigrants and increasing the intercultural competence of the staff of public institutions dealing with immigrants. Significantly, some of the workshops were provided by foreigners. By the end of 2013, 240 training sessions had been completed.

- **Portugal:** the High Commission for Migration (ACM) offers a wide range of trainings to workers and institutions engaged in the reception and integration of immigrants on interculturalism to promote a better understanding of cultural diversity and to raise awareness on the reception and integration of immigrants in Portugal. In cooperation with the Centre for Vocational Training of Journalists, the ACM also offers “Media, Immigration and Diversity” seminars. These decentralized awareness-raising and training seminars target media professionals operating in Portugal (press, television, radio, multimedia) and students in social communication. Portugal also takes part in the Monitoring and Action Box in Media Diversity Inclusiveness.

- **Spain:** The aim of the “Training To Identify and Record Racist Incidents” (FIFIR) project was to raise awareness and train different police forces on equal treatment and non-discrimination on the grounds of racial or ethnic origin. In 2012 the project published a training manual to communicate and disseminate the contents of the training given to more than 150 trainers of the various Security Forces. Another project was implemented in the city of Fuenlabrada (suburb of Madrid) designed to address ethnic profiling in the police forces and improve the relationship between police and minorities. The police forces were assisted in developing tools to monitor the use of identity checks and stop and search powers, to determine whether they affect minority communities in a disproportionate manner, and to enable an analysis of their effectiveness in detecting and investigating crime.

- **UK:** WM Housing Group, which manages 26,000 social housing properties, invested in training for their staff intended to break down misconceptions held by staff members and also raise cultural understanding about the different needs of the immigrants using their services.

**School Education programmes**

**PRACTICE HIGHLIGHTS**
Cyprus: The Office of the Commissioner for Administration and Human Rights, the UNHCR and the Representation of the European Commission in Cyprus organised a school competition “Talk About Racism and Xenophobia: Silence is Not a Solution” in the school year 2012/2013. The competition aimed to inform and sensitize young people on issues concerning migration and asylum, particularly the prevention and appropriate handling of incidents of xenophobia and racism occurring within the school community. The competition called on schools to submit a school newspaper against racism and xenophobia, prepared by students in secondary education. 21 schools, 9 Gymnasiums and 11 Lyceums and Technical Schools, participated at the competition.

France: The «Education Against Racism Weeks» organised by the National Education Authority throughout France, aim to inform pupils about the problems of racism, intolerance and exclusion through debates, films, theatre productions, and workshops, among others.

Greece: The Schools for Change project, implemented by ANTIGONE - Information and Documentation Center on Racism, Ecology, Peace and Non-Violence, aims to tackle racism in schools through non-formal methods of education that encourage children to develop empathy and actively exchange ideas and engage in critical thinking. The activities in the workshops include role plays, theatre productions, circle discussions and storytelling. Despite the fact that funding for the project came to an end in December 2013, ANTIGONE has continued the activities on a voluntary basis.

Hungary: The web-based game Immogropoly was developed as a tool to fight racism and xenophobia by informing young people about the reality of immigrants coming to Hungary. The researchers that developed the game conducted interviews and focus-group discussions with students on their views on immigration and found misinformation to be the main strand running through their research. Their goal was to create an objective game that shows the background of immigration, the life of immigrants and the roots of their problems. In the game players take their selected migrant from different places of the world to Europe via various routes, thus increasing their knowledge as they play.

Sweden: Friends, an organisation which works to prevent and combat bullying in schools, together with the UNHCR, have put together campaign material that is intended for pupils and class teachers in secondary schools in Sweden (School years 7-9). The aim is to prevent prejudice and alienation by challenging negative attitudes and increasing awareness and understanding of cultural differences, not only relating to unaccompanied refugee children, but all people who have been forced to flee their home country.