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The denial of the very existence of Islamophobia/anti-Muslim racism/anti-Muslim hate crime in Europe by many demonstrates the need for an appropriate effort and political will to tackle this normalized racism and its manifestations that are deeply entrenched in European societies, institutions, and states. This denial is not only the case for extremist groups on the political fringe of the society, but rather far-right discourses have moved to the center of political power. Consequently, it is not only right-wing extremist groups that rely on the means of Islamophobic propaganda and discourse—social democrats, liberals, leftists or conservatives are not immune to this form of racism.

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EUROPEAN ISLAMOPHOBIA REPORT 2017
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FOREWORD

SETA is pleased to present the third edition of the annual *European Islamophobia Report* (EIR) succeeding the reports of 2015 and 2016. This year, 40 prominent scholars and civil society actors from various European countries who specialize in different fields such as racism, gender, and discrimination studies, present 33 country reports. In addition to highlighting the developments of Islamophobia in key fields such as employment, education and politics, they provide precious country-specific policy recommendations to counter this phenomenon and a detailed chronology of events. Since every year it applies the same methodological framework on a large number of European countries, the *European Islamophobia Report* (EIR) provides a unique collection of European-wide analyses in regard to anti-Muslim racism in Europe to policy makers, social scientists, and ordinary readers.

Monitoring Islamophobia in Europe became an urgent need in the last few years, since the phenomenon has sensibly increased, following economic recession and the rise of far-right politics. Today, Islamophobia constitutes a serious challenge for European democracies for at least four reasons:

- First of all, Islamophobia is severely impacting the life of millions of European Muslims facing racism at university, in the workplace, the public sphere, etc. In addition to representing a threat to their physical life, this racism undermines their place in society and their sense of belonging in European nation states.
• Secondly, the rise of Islamophobia both reflects and strengthens the normalization of far-right discourse in the political spectrum across Europe. Within a few months, neofascist parties entered the German Bundestag, accessed strategic ministries in Austria, and registered historical results in the French, Dutch and Italian elections.

• Thirdly, Islamophobia poses a problem of internal security as it intensifies tensions between communities, legitimizes hate crimes against individuals, and undermines the European Union ideals of peace and coexistence.

• Finally, Islamophobia represents an obstacle for European international relations, since it mars the EU image of tolerance worldwide and increases tension between EU member states and certain strategic partners, including Muslim countries.

Yet, even if Islamophobia objectively constitutes a threat for European democracies, many European intellectuals and politicians, both left- and right-wing, are still refuting the existence and the validity of the concept. Their worries about terrorist attacks and immigration are preventing them from acknowledging the daily racism that Muslims face in Europe. However, by denying Islamophobia, there is a risk – intended or not – to ignore the unacceptable reality experienced by millions of European citizens.

Based on this observation, as SETA, we decided to annually publish the European Islamophobia Report (EIR) in order to provide serious – yet accessible – analyses on a phenomenon that remains widely ignored and misunderstood. We hope this will be a vital contribution in the fight against Islamophobia in Europe.

Burhanettin Duran
General Coordinator of SETA
THE STATE OF ISLAMOPHOBIA IN EUROPE

ENES BAYRAKLI • FARID HAFEZ

This is the third issue of the annual *European Islamophobia Report (EIR)* consisting of an overall evaluation of Islamophobia in Europe in the year 2017, as well as 33 country reports which include almost all EU member states and additional countries such as Russia and Norway. This year’s *EIR* represents the work of 40 prominent scholars and civil society activists from various European countries.

In a presentation of the Second European Union Minorities and Discrimination Survey’s selected findings on Muslims, the director of the European Fundamental Rights Agency (FRA), Michael O’Flaherty, stressed that their survey clearly contradicts the claim that Muslims are not integrated into European societies. On the contrary, the survey found that the trust of Muslims in the democratic institutions of Europe is higher than much of the general population. Furthermore, O’Flaherty pointed out that “every incident of discrimination and hate crime, however, hinders their [Muslims’] inclusion and reduces their chances of finding work. We risk that we alienate individuals and their community from us, with all possible consequences.”

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As the report based on a survey of 10,527 people who identified themselves as Muslims published by the FRA reveals 76% of Muslim respondents feel strongly attached to the country they live in, while 31% of those seeking work have been discriminated against in the last five years. At the same time, only 12% of Muslims say they have reported cases of discrimination. Hence, we can say with certainty that the extent of discrimination Muslims face in Europe is much greater than the numbers revealed in any report on Islamophobia and anti-Muslim hate crime in Europe. In other words, one can claim that all the available data and statistics about Islamophobia in Europe show only the tip of the iceberg. Therefore, revealing the comprehensiveness of structural anti-Muslim racism lies at the heart of the European Islamophobia Report project, which on a yearly basis analyzes the trends and developments in almost all states in Europe from Russia to Portugal, and Malta to Norway.

However, NGOs and projects like the EIR cannot provide a European-wide daily monitoring mechanism given the colossal size of the problem and the funds required. Therefore, we think it is the duty of the nation states to put in place monitoring mechanisms and publish yearly data on anti-Muslim hate crimes in their respective countries. Yet, it is clear that we are far from that goal since there is no official documentation of anti-Muslim hate crime in the overwhelming majority of European nation states. Recently, Germany made an important step by including Islamophobia as a subcategory of “hate crimes” in the official police statistics of “politically motivated criminal acts.” We welcome this decision and urge other European nation states to follow suit, since Islamophobia is not only a fundamental threat to the coexistence of different religions and cultures but also a threat to the democratic foundations of Europe. Furthermore, tackling Islamophobia has also become an acute problem given the rise of racist, especially Islamophobic, anti-Semitic and anti-Roma far-right parties and the adaptation of their discourse by mainstream parties in many European nation states.

The first statistics, which were revealed for 2017 by the German State reveal around 71 attacks on mosques and 908 crimes against German Muslims (ranging from verbal to physical attacks and murder attempts). Germany also registered 1,413 attacks on refugees and 93 attacks on aid workers in Germany in the first 273 days of 2017. However, although the German state registered 71 attacks on mosques, the DITIB, which is an NGO, listed 101 attacks on mosques in Germany all throughout 2017. Therefore, bearing in mind also what the FRA revealed about the reluctance of Muslims to report incidents, one can claim that the estimated number of unknown cases might be more than eight times higher. There are various reasons for these phenomena; some of these include:
• Victims may not be aware of the reporting mechanisms.
• The victims’ possible social isolation or proximity to the perpetrator.
• The victims’ lack of trust in the authorities, due to fears that their claim will not be taken seriously.
• The victims’ fear of being victimized again by police officers.

In this regard, the OSCE ODIHR points out to the fact that “governments have a central role to play in ensuring access to justice; from the initial assessment of victims’ needs by police officers, to support mechanisms for victims through governmental or nongovernmental institutions.”

The denial of the very existence of Islamophobia/anti-Muslim racism/anti-Muslim hate crime in Europe by many demonstrates the need for an appropriate effort and political will to tackle this normalized racism and its manifestations that are deeply entrenched in European societies, institutions, and states. Intelligence services, such as the German Bundesamt für Verfassungsschutz, have realized the important role Islamophobia plays for right-wing extremist parties. Still, it is not only the case for extremist groups on the political fringe of the society, but rather far-right discourses have moved to the center of political power. Consequently, it is not only right-wing extremist groups that rely on the means of Islamophobic propaganda and discourse - social democrats, liberals, leftists or conservatives are no longer immune to this form of racism.

The recognition of Islamophobia is of utmost importance in Europe. Therefore, we welcome the Swedish government’s decision to launch a National Plan to Combat Racism, which also acknowledges Islamophobia as a problem that needs to be addressed. However, despite this positive step the Equality Ombudsman in Sweden followed the EU Court of Justice in ruling that company policies banning the Islamic headscarf are not discriminatory.

That is also why initiatives such as the report The Missing Muslims: Unlocking British Muslim Potential for the Benefit of All by Conservative MP Dominic Grieve, in which the government was urged to adopt a definition of anti-Muslim prejudice along the lines of that adopted in 2016 for anti-Semitism, are so important. Successfully combating Islamophobia requires outspoken and brave initiatives and persons (politicians and activists) who challenge this widespread normalized form of racism.

With the help of the new president of the USA, who defends his “Muslim Ban” by referring to invented terrorist attacks such as the one in Sweden, the imagined figure of the all-time lurking Muslim enemy is kept alive. When Trump tweet-
ed “You look at what’s happening last night in Sweden. Sweden, who would believe this? Sweden. They took in large numbers. They’re having problems like they never thought possible,” Swedish officials and reporters were bewildered since there were no major incidents that night. The climate of the age of fake news, which has always been central to the spread of conspiracy theories, is now exaggerated and expanded by leading politicians in the world, while the structural dimension of Islamophobia still exists at the heart of European societies and institutions. This situation requires a need for a clear stance by governing politicians, elites and intellectuals since they are bound by their constitutions and laws, and international and national human rights standards.

In this manner, British Prime Minister Theresa May criticized Trump for reposting material from the far-right Britain First, while the U.S. president answered her with the advice that it would be better if she dealt with the “destructive radical Islamic Terrorism that is taking place within the United Kingdom” rather than focusing on him. It is quite clear that Europe needs more courageous leaders such as Alexander Van der Bellen, the president of the Austrian Republic, who defended the rights of women to wear a headscarf in a country where the far right has become the leading political power.

Combatting Islamophobia on the European and the Supranational Levels

Combatting Islamophobia on national and regional levels is important but not enough. Therefore, there is a need for a concerted effort to combat Islamophobia first on the European level and second on the supranational level. In this regard both the coordination among different NGOs and the involvement of institutions such as the EU, the Council of Europe, the OSCE and the UN are essential. In 2017, there were some initial positive steps on the EU level, however, given the size of the problem there is still a long way to go.

As an NGO coalition statement following the 4th Roundtable on anti-Muslim hatred, which was organized by the European Commission (EC) and chaired by the EU coordinator on combatting anti-Muslim hatred, David Friggieri, made clear, a “stronger and more concrete commitment and actions” are needed to combat

Islamophobia. These civil society organizations argue that “there are still some misconceptions by the European institutions with regards to the issue of Islamophobia. With the generalised suspicion against Muslims, it is of utmost importance for EU policy makers not to fall into the trap of treating Muslims as potential problems but rather as human beings whose fundamental rights can be violated. Combatting Islamophobia is not about preventing radicalism or terrorism […] it is about politically addressing structural forms of discrimination and racism affecting Muslims or those perceived as such.”

Although the statements of high-ranking politicians such as Frans Timmerman, vice-president of the European Commission, in which he recognized the problem of Islamophobia are positive steps, the European Coalition against Islamophobia still sees a large potential for improvement regarding the fight against Islamophobia on the EU level. According to the European Coalition against Islamophobia, the EU and national legislations provide legal remedies for racist crime and discrimination, yet Muslims still suffer from violence, prejudice and exclusion in Europe. In this context, the FRA recommends better implementation of the relevant EU and national legislation to combat widespread harassment and hate crime against Muslims.

On March 14, 2017, the European Court of Justice (EJC) for the first time made two judgments to rule on non-discrimination at work on religious grounds. The EJC ruled that employers would be able to prohibit the wearing of religious garments by their employees. This was despite the content of Article 9, which secures the freedom of thought, conscience and religion of the European Convention on Human Rights. The EJC ruled that banning visible signs of political, philosophical or religious beliefs is “appropriate” to ensure a “policy of neutrality” if systematically applied as a company policy. Obviously, also observant Jews and other religious minorities will be affected by this as much as Muslim women and men. But the verdict has evolved in the context of the complaints of two Muslim women, one from France and one from Belgium. It will be Muslim women who will suffer from this regulation disproportionately. Amnesty International protested against this decision as potentially propelling increased discrimination on the basis of religious identity, especially against Muslim women. Also, many faith communities and vocal Muslim organizations in Brussels and beyond have objected to what they perceive a step towards further institutionalization of Islamophobia.
bismia. While this verdict made clear that visible signs of political, philosophical or religious beliefs can be banned in private companies, it left many questions open regarding the decisions to be taken in the future.

As Bülent Senay, personal representative of the OSCE Chair-in-Office on Combating Intolerance and Discrimination against Muslims, argued during the Human Dimension Implementation Meeting 2017, on a supranational level, institutions still lack means to fight Islamophobia. Amongst other important recommendations, he called the OSCE states to commit to recording hate crimes against Muslims as a separate disaggregated category. The OSCE ODIHR is also considering the preparation of a guide on hate crimes against Muslims and on the security needs of Muslim communities in the OSCE region. A similar guide has been prepared and published for Jewish communities. We think this would be a positive step to combatting Islamophobia in the OSCE region and, therefore, welcome the preparation of such a guide.

The European Commission against Racism and Intolerance of the Council of Europe publishes an annual report on the ECRI’s activities, in which Islamophobia is also analyzed under a separate heading. In the last report, which covered the year 2016, the ECRI points to the fact that “Muslims continue to experience discrimination in various areas of social life, including education, employment and housing.” The ECRI concludes that the “negative experiences of Muslims in Europe can fuel feelings of isolation within a larger community and hinder inclusive societies.” However, we think that the Council of Europe, which consists of 47 states, can play a wider role in the combat against Islamophobia in Europe.

The European Coalition against Islamophobia, which consists of 13 NGOs, has published its suggestion for an action plan for 2018-2019 to fight Islamophobia in the European Union. This plan puts the recognition of Islamophobia at its center and among other important recommendations calls the European Parliament to adopt a resolution on combatting Islamophobia as it did on combatting anti-Semitism and anti-Gypsiesm.

14. Ibid.
15. The members of this coalition are the following: European Forum of Muslim Women; Forum of European Muslim Youth and Student Organisations; Karamah EU; European Muslim Initiative for Social Cohesion; European Network against Racism; and the Collective against Islamophobia in France.
A resolution adopted by the UN Human Rights Council on March 23, 2016 (Resolution 31/16) expressed “concern over violent attacks motivated by anti-religious bias, targeting individuals belonging to religious minorities, as well as religious places, and recommended that states prevent, investigate and punish such acts.” Although this is more a general resolution on freedom of religion it is still relevant to EU states which are witnessing an unprecedented rise of anti-Muslim hate crimes in the last decade. More concretely, the United Nations Special Rapporteur on Contemporary Forms of Racism, Racial Discrimination, Xenophobia and Related Intolerance reported that “the fear of terrorism and racist and xenophobic speech often translate into increases in hate crimes targeting Muslims, migrants, refugees and asylum seekers.” Like many others, the special rapporteur reiterated the importance of collecting disaggregated data on hate crimes targeting Muslims and others.

The Rise of the Far Right in Europe

Beyond the supranational level, there are observable trends in different European nation states. Firstly, the far-right political camp has moved from the periphery to the center and become integral to the political landscape in Europe. While most far-right parties are still in opposition, some have gained major influence by becoming governing parties such as in the cases of Austria, Bulgaria, and Finland. While others may still be in opposition, their Islamophobic discourse, which is so central to most of them, has become mainstream since their issues have been co-opted by former centrist political parties. In Sweden, for instance, the once marginal anti-Muslim Sweden Democrats became the third or second largest party in opinion polls, pushing most other parties to adjust their policies accordingly. Secondly, we also observe a stronger cooperation of various Islamophobic parties in Europe. For instance, the Czech Freedom and Direct Democracy Party (SPD) organized a meeting of representatives of its partners from the European Parliament in December 2017 in Prague. Politicians such as Geert Wilders (Dutch Freedom Party) and Marine Le Pen (Front National) were amongst some of the participants.

From Sweden to Greece, from Poland to the Netherlands, the rise of far-right parties is a vital threat to democratic order in Europe. What is more dangerous is the mainstreaming and normalization of the far-right policies within mainstream politics. Austria is a wake-up call and the prime example of this horror story which might repeat itself in many European countries if European societies do not seriously tackle this disturbing trend.

18. Ibid.
The Right Wing in Opposition

As mentioned above in the majority of EU countries far-right parties are still in opposition. However, when in opposition, right-wing political parties are even more explicit about their racist utopia and hence speak out in a harsher and more direct way against Muslims. By doing so, they are playing a crucial role in the normalization of anti-Muslim discourse in Europe.

There are many examples of this blatant anti-Muslim racism, some of which will be presented here. In this context, the Northern League’s candidate for president of the Lombardy region of Italy warned that there is a “risk that the white race disappears and is replaced by migrants.”19 In Slovenia, right-wing populist and extremist parties are not strong enough to win elections, however they are very active on social media and in the organization of public events and protests. For instance, Nova 24TV in Slovenia broadcasted the following Islamophobic opinion: “Obviously, we do not have enough terrorists, rapists and other criminals in Europe. It seems that leading politicians want to bring even more. Only this can explain their desire for the ever-increasing inclusion of migrants and Muslims in European countries.”20

In Latvia, numerous pre-election programs of various parties for the 2017 municipal elections demonstrated unambiguous Islamophobic positions. In Riga, the Action Party of Eurosceptics (Eiroskeptiķu Rīcības partija) published the following slogan in their program, “We are not against Muslims, we are against the Islamization of Latvia and Europe.”21 The National Alliance (Nacionālā apvienīb) was even more radical in its program in which it stated that it was “in support of not letting into Liepāja illegal immigrants called ‘refugees’ — potential criminals, terrorists and idlers! There will be no mosques here!” 22

In Bosnia and Herzegovina, anti-Muslim bigotry and negative trends towards Muslims were evident mainly in the educational, political and media sectors. The main generators of Islamophobic discourse and anti-Muslim bigotry are the Bosnian Serb political, media and academic policymakers.

For the first time since 1989 a right-wing extremist party managed to enter parliament in Slovakia. The opposition party ‘We Are a Family – Boris Kolar’ submitted

a bill to amend the laws to enable a ban on building mosques. Eleven members voted for the proposal, 48 against it, while more than a half of the MPs, 77 in total, abstained from the vote.

In Southern Cyprus, a newly established party, the far-right ELAM (Ethniko Laiko Metopo), which is a sister party to Greece’s Golden Dawn, has significantly contributed to spreading Islamophobia in the southern part of the island. Although ELAM is a very small party and only managed to enter parliament in 2016 with 3.71% (allowing them 2 MPs), their views are widespread; the archbishop of southern Cyprus often expresses his agreement with ELAM’S positions.

The successful Swiss right-wing party SVP tried to introduce a full-face veil ban in Sweden. Another parliamentary initiative by National Councillor Yannick Buttet (CVP) demanded a “mandatory labelling of imported halal meat at all stages of sales as well as an increase in the price of imported halal meat.” Although the National Council accepted the initiative, the Council of States rejected it.

In Switzerland, the parliamentary motion by Lorenzo Quadri from the regional right-wing party Lega, which was adopted in the National Council, instructed the Federal Council to draw up a bill, which, following the rules that apply in Austria, provides a guarantee for the following: “(1) The prohibition of Islamic places of worship and imams who accept funds from abroad; (2) The obligation for Islamic centers to disclose the origin and use of their finances; (3) The duty to conduct sermons in the language of residence.”

Meanwhile in the UK, UKIP’s election manifesto promised a public ban on “face coverings” and proscribed sharia courts in the UK. In the Netherlands, radical parties such as the Dutch SGP (a radical Christian party) published a manifesto, which argued that “the love offer of Jesus Christ and Muhammad’s use of violence are as different as day and night.”

Beyond political parties, on the more extreme non-parliamentarian level or the grassroots level, far-right groups, such as the Identitarian movement or ones that function underground, pose a threat to Muslims in Europe, especially in their most violent form. Nationalist groups such as, among others, the Finnish branch of the Nordic Resistance Movement and the “Finland First” movement were active in spreading their ideology of hate.

26. Ibid., p. 2.
The Right Wing in Power

Currently, there are a few governments in Europe, which include right-wing parties that have focused heavily on using Islamophobia as a means of gaining public support and political power. After the general elections in Norway, the Progress Party, which is often regarded as a right-wing populist party and which had an openly Islamophobic election campaign, governs together with the conservatives in a coalition. Consequently, for the first time in Norwegian history, there are government representatives who do not shy away from using Islamophobic discourse. The Progress Party’s minister for immigration and integration, Sylvi Listhaug, suggested a prohibition against hijabs at elementary schools, which was not supported by the coalition partner. The party also proposed to ban the circumcision of baby boys, which also found no support in parliament. A third proposal, a national ban of the face veil in schools and institutions of higher education, won broad parliamentary support and is currently being circulated for consultation.

In the Czech Republic, a new party called ANO won the elections. Its leader supported the notorious Islamophobic politician, Czech President Miloš Zeman. The leader of the right-wing populist party Freedom and Direct Democracy (SPD), which campaigns continuously for a legal ban of Islam, became vice-chair of the Chamber of Deputies of the Parliament of the Czech Republic. Although there is a tiny Muslim community in the country, the 2017 national elections were the first in the history of the Czech Republic, during which attitudes towards Muslims were a central issue.

In Bulgaria, a hostile language towards Muslims is winning ground. Especially, during election campaigns, anti-Muslim rhetoric was at its peak. Many extreme right-wing political parties such as ATAKA, NFSB (National Front for the Salvation of Bulgaria), and IMRO (Internal Macedonian Revolutionary Organization) are part of the current government and form a coalition with the leading party.

In Serbia, there are ministers such as Aleksandar Vulin, minister of defense, and Nebojša Stefanovic, minister of the interior, who attract attention by stirring ethnic and religious hostilities. Today, we can witness a revival of political parties and forces from the 1990s in the political arena. Currently, the strongest parties are those that were the most important players in the aggression against Bosnia and Herzegovina, and Kosovo. A rise in nationalism and hate speech targeting Muslims can be seen in the public sphere. Crimes committed against Muslims are glorified.

Co-option of Islamophobia by Centrist Parties

We observe a general trend within centrist political parties to co-opt the Islamophobic discourse of right-wing political parties. The former president of Romania, Traian Basescu, proclaimed in the midst of a debate on a mosque in Bucharest that this was
“a risk to national security,” and argued that “part of the Islamization of Europe is building mosques everywhere.” During a local council election in Bucharest in June 2016, several leading Bucharest mayoral candidates argued for a referendum on the mosque, amongst them the current mayor Gabriela Firea of the Social Democratic Party (Partidul Social Democrat – PSD).

In Poland, there is no nominal right-wing political party, but a conservative party in power, which nevertheless allows an unambiguous negative image of Islam to be spread in state institutions. State-funded media outlets seem to carefully select their guests, who spread a stereotypical portrayal of Muslims as “violent,” “terrorists,” “Jihadists,” “sexists,” “rapists,” “uncivilized,” “double-faced,” and in general “a threat” to European and Christian values. While a research commissioned by the Commissioner of Human Rights on the attitudes among Polish secondary school students was published in 2017, showing that the majority of the 396 respondents reveal strong anti-refugee, Islamophobic and homophobic prejudice, the Ministry of Education shut down anti-discrimination programs in Polish schools and instead promoted programs supporting patriotism and a national and cultural Polish identity.

In Spain, former president of Madrid and of the senate, and former minister of culture, Esperanza Aguirre, tweeted that January 2 was a glorious day for Spanish women who otherwise would not enjoy any freedom under the rule of Islam. In Slovakia, former president Robert Fico argued that he will “not allow the creation of an integrated Muslim community in Slovakia.”

In Hungary, the ruling conservative Fidesz competed in Islamophobic rhetoric with the far right. It finally managed to make anti-Muslim narratives become un-

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contested and thus realized a support of an overwhelming portion of the population. Prime Minister Viktor Orbán became famous for the alleged conspiracy of George Soros to Islamize Europe with the help of “hordes of migrants raping Europe.”

During the national presidential elections in France in 2017, Islamophobia was omnipresent not only in the campaign of the Front National but also in an array of other candidates’ campaigns. Also during the national elections in the Netherlands in 2017, there was a race between the right-wing populist party of Geert Wilders (PVV) and the center-right party of Mark Rutte (VVD). Some intellectuals, before the elections, discussed whether the number of Muslims could be reduced by deportation. Prominent Law Professor Paul Cliteur was present during the debate and discussed how this could be made possible legally.

In Denmark, the leader of the Social Democrats, Mette Frederiksen, argued that there is no need for Muslim private schools and that they would be strengthening the isolation of Muslims. Frederiksen argued that “a school with a foundation in Islam is not part of the majority culture in Denmark.” Bias against Muslims within the oppositional social democratic party intensified. This is also true for the conservatives in Austria. There, the then-leader of the conservatives and now chancellor, Sebastian Kurz, argued that there should not be any private Muslim kindergartens in the country.

Denying the Suffering

In many European countries, the very existence of Islamophobia itself is denied. In countries like Austria and Norway, leading journalists of editorial boards shift the focus from Islamophobia as a problem to Islamophobia as a “combat term,” arguing that the term itself is used by Islamists to delegitimize any debate on Islam and Muslims. Hence, there is a reluctance to use the term “Islamophobia” in the public sphere. In Bosnia and Herzegovina, there is a denial of the anti-Muslim genocide. Nationalist movements and even parts of the Croatian political establishment argue that the Republic of Bosnia and Herzegovina needs to be territorially divided in order to secure peace and security. Convictions such as in the case of the International Criminal Tribunal for the Former Yugoslavia (ICTY) in The Hague fueled Islamophobia within these separatist and nationalist movements. Republika Srpska, continued its separatist policy in 2017 and was supported by visits from abroad, especially members of the right-wing Austrian FPÖ, which now forms a government with the conservative ÖVP.

The (Mis-)Use of Education and Academia

An unsubstantiated report on an alleged Muslim Brotherhood conspiracy to establish an Islamic State in Sweden was published by a Swedish state agency. The Administrative Court of Appeal later dismissed the report as of “highly limited” value. The author is a senior fellow at the Brussels-based think tank European Foundation for Democracy, which plays a central role in disseminating this conspiracy theory, which helps in defaming Muslim civil society actors. Also in Austria, a report was published on an alleged Muslim Brotherhood conspiracy by another senior policy advisor of the same think tank in cooperation with a state agency. The report had no serious impact, since it was presented a few days before the elections and did not receive major coverage due to other political scandals. The current chancellor of Austria Sebastian Kurz has been central in sponsoring ‘studies’ on Muslims in Austria (one on Muslim kindergartens, the other on mosques), which would serve his increasingly Islamophobic agenda. Also, Islamophobia is a threat, when good initiatives are legitimized for the wrong ends. Albanian Prime Minister Edi Rama defended the need for religious instruction in public schools with the prevention of the radicalization of young Muslims.

Online Islamophobia

Islamophobic groups are especially active on the Internet. Often, the Internet is where right-wing groups emerge before materializing in “real life.” Therefore, better regulations are needed in this sphere to combat the spread of Islamophobic content which is the main source in the radicalization of far-right terrorist groups or lone wolves.

Groups such as the explicitly Islamophobic Identitarian Movement that represents the postmodern face of the New Right, is active in countries like Slovenia, Hungary. Malta witnessed the emergence of its first far-right party, the Ghaqda Patrijotti Maltin (Maltese Patriots). While doing poorly in elections, their media campaign and social media advertisements presented many Islamophobic statements. In countries with a negligible Muslim population like Latvia, Islamophobic attitudes are still mostly voiced on the Internet. In Italy, a significant research on intolerance based on an analysis of Twitter realized by Voxdiritti in 2016 ranked Muslims as the fourth most targeted group (6% of all tweets).35

Legalizing Islamophobia

Early in 2017, the Austrian government, made up of social democrats and conservatives, passed a law that outlawed the veiling of the face. Romania followed...
with a legislative proposal for the ban of face veiling in educational institutions initiated by the ruling People’s Movement Party (PMP). The asserted aim was the prevention of violence and terrorism. The law was launched by 26 MPs from three parliamentary parties. Also, in Latvia, where – similar to Romania – there are nearly no Muslims, a draft law on the restriction of wearing a face veil was prepared by the Ministry of Justice in 2015 and is still under consideration. In Belgium, the parliament voted for limitations on ritual slaughter including the prohibition of Muslim halal slaughter. Also, a debate on a state takeover of the Grand Mosque of Belgium began. In a small village in Hungary, a mayor passed a law to ban the construction of mosques and minarets, the Muslim call for prayer, the chador, niqab, burqa, and burkini. The mayor argued that he wished to set a positive example for other Hungarian municipalities in order to guarantee the ‘centuries-old traditions’ of local communities in the face of mass migration to the country.36 After massive protests in the entire country, the mayor had to withdraw the legislation for contradicting a number of basic rights guaranteed by the Hungarian Constitution.37 In November 2017, however, the local council voted in favor of the same legislation that was amended after merely removing any words referring to Islam from the text. Also, the Dutch Christian-Democrats (CDA) included a ban on the financing of mosques from abroad and were wary of “radical Islam” in their campaign program.

In Finland, a citizens’ initiative38 was launched to amend a law in favor of a “Burka Ban.” Among the initiators was Terhi Kiemunki,39 a former member of the Finns Party, who was convicted of incitement to hatred due to texts on her blog defaming Muslims.40 A spokesperson of the initiative was Jukka Ketonen, current chairman of the Finnish Defense League (FDL), who proclaims to be fighting against “Islamic extremism”41 and is known for other smaller initiatives such as demonstrations against “Islamization” before a school. In Denmark, a ban on full-face veils, a so-called “mask ban” (popularly referred to as the “niqab ban”) was proposed by the Danish

38. “Initiative submitted by at least 50,000 Finnish citizens eligible to vote and containing the proposal that an act be enacted” as defined in “MOT Eduskuntasanasto,” a multilingual parliamentary glossary, prepared jointly by parliament and the Government Terminology Service of the Prime Minister’s Office, retrieved January 31, 2018, from https://mot.kielikone.fi/mot/eduskuntasanasto/netmot?UI=fied&height=147.
40. For a detailed description of Terhi Kiemunki’s court case, see Ibid.
People’s Party following the verdict by the European Court of Human Rights. This initiative was not only supported by the right wing, but also the Social Democrats and the Danish Social Liberal Party, arguing that they would, thus, empower Muslim women. There is also a law prohibiting male circumcision under way in Denmark.

**Terrorist Attacks against Muslims**

In Europe, the largest number of attacks which could conclusively be affiliated to terrorist organizations were carried out by racists, nationalists and separatist extremists (99), followed by left-wing extremist attacks (27). Nevertheless, Jihadist terrorist attacks (13) and the general Muslim population in Europe associated with it are largely seen as the greatest threat to European societies. Irresponsible politicians and media play their part in supporting this trend.

There are worrying signs of far-right terrorist groups and lone wolf far-right terrorists increasing their activities and targeting Muslims in Europe. Attacks against mosques and Muslim institutions have become a daily routine. For instance, according to the DITIB in Germany there were 101 attacks on mosques throughout 2017. However, the attacks against Muslims, persons who are perceived as Muslims, and persons who are vocal in their support for Muslim or refugee rights are becoming more and more frequent and violent. In Germany, the government registered around 908 hate crimes in 2017 against German Muslims, ranging from verbal to physical attacks and murder attempts. As a result of these Islamophobic attacks in Europe, there are already victims of Islamophobic terrorist attacks who have either been killed or severely injured. Below we have summarized the most important attacks in 2017.

On the night of April 15, 2017, the 22-year-old Egyptian student Shaden Mohamed al-Gohary was killed in a hit-and-run incident in Cottbus, Germany. The most shocking part is that while she lay injured on the street, people started insulting her in racist ways, believing she was a refugee. The attackers eventually came back on foot and said things like “Well, they gotta check the street first, since they don’t have streets at home. They should fuck off to their damn country.”

In Germany, the conservative mayor of Altena, Andreas Hollstein, known for his welcoming stance towards refugees was stabbed in the neck and seriously injured in a knife attack at a kebab restaurant.  


In Sweden, three members of the national socialist Nordic Resistance Movement were sentenced to up to eight-and-a-half years in prison. The trio was found guilty of bombings of two refugee housings and a libertarian socialist trade union office in Gothenburg, which severely wounded one person. They were trained in urban guerrilla warfare by a Russian radical nationalist and anti-Muslim paramilitary organization. The perpetrators were influenced by Islamophobic and anti-Semitic discourse, which was clear in a recorded video prayer to All-Father Odin in which they vowed to “retake our land” and “take the fight against you who have defiled our country.” “Oh Jew, oh Muslim / We Norsemen have awakened / You should fear us / We are coming after you / The rage of the Norsemen thunder / Be assured / Oh, Jew and Muslim / The Norsemen are coming after you.”45 The fact that Islamophobia goes hand in hand with other forms of racism, such as anti-Semitism in this case, should be a symbolic reminder for those, who are aware of European history.46 Beyond this example of a right-wing extremist movement, the case of Hungary, where the ruling Fidesz party mobilizes against George Soros while portraying him as a conspirator alongside Muslims to change the European population,47 reveals again that racism will eventually target every minority.

On September 27, 2017, four members of the banned neo-Nazi group National Action in the UK were arrested on suspicion of preparing and instigating acts of terrorism. According to the UK’s Defense Ministry some of them were soldiers serving in the British army.48

In Germany, two supporters of a neo-Nazi terrorist group were arrested on January 14 after 155 kg of explosives were discovered in their home.49 On April 27, a German soldier posing as a Syrian refugee was arrested for allegedly planning a “false flag” shooting attack against politicians that would be blamed on asylum seekers.50

On October 17, 2017, 10 far-right militants were arrested by French anti-terrorist police in France. According to the TV station M6, they were suspected of

planning attacks on French politicians and on Muslim places of worship.\textsuperscript{51}

In Russia, between 2012 and 2016, five imams were killed in the Stavropol region. The cases remain unresolved to this day. All the assassinated imams were involved in civic activism and they openly resisted the prohibition of the hijab in the Stavropol region.

On June 19, 2017, a man drove his van deliberately into a crowd of Muslim worshippers leaving the north London Finsbury Park Mosque. As a result of this attack, one person was killed and eleven were injured.

In Poland, a Pakistani Muslim man was severely beaten by a group of men in Ozorków on January 3, 2017. On April 8, 2017, three Pakistani Muslim men were severely beaten in Swidwin Polan.

Threatening the Religious Infrastructure

More than two decades after the Agreements of 1992 between the Islamic communities and the Spanish state, basic rights such as access to religious education or the possibility of burying the Muslim dead in an Islamic cemetery have not been put into practice in most of the Spanish regions; small steps, however, are being taken in this sense. In Malta, there were debates about the legitimacy of teaching Islam to Muslim pupils.

In Slovakia, there has been a parliamentary debate on a draft law that toughened the registration of churches and religious communities and a draft has been submitted by members of the government of the Slovak National Party (SNS). This trend of discrimination against Muslims, who are a small minority in Slovakia and thus directly affected by these amendments, has been noticed by the U.S. Department of State, which in its report on religious freedom in the world noted the disparity in the approach to religious rights in the country. Today, it is impossible for the Muslim community to become an officially registered religious community in Slovakia.

In Greece, three mosques located inside non-governmental organizations belonging to members of the Muslim Turkish minority were closed by the Greek police - one of them had existed for 12 years. Officially, the closures were due to the lack of the necessary permissions to function a house of prayer inside the premises.

In Bulgaria, an indifference from the part of governments to the religious needs of Muslims can be observed. There is a lack of funding by the state be it in the area of religious education, Muslims’ attempts to develop a cultural-religious center, or the blocking of Muslims’ attempts to regain property ownership of waqf properties. Also, many Muslim religious employees, which were formerly and legally paid by the Turkish government, had to leave their jobs because the Council of Ministers of Bulgaria unilaterally cancelled the treaty between Bulgaria and Turkey and did not

inform the representatives of the Office of the Grand Mufti, which faced a structural crisis after being informed three months later.

On a European level, the European Citizens’ Initiative against Extremism (Stop Extremism) was founded and recognized on June 7, 2017 by the European Commission. Among its initiators are Seyran Ates and Efgani Dönmez, who are known for their notorious Islamophobic positions. Supporters include well-known Islamophobes such as Abdel-Hakim Ourghi, Ralph Ghadban, Saida Keller-Messahli, and Necla Kelek. The initiative, which came under criticism when leaks by the weekly *Falter* revealed that more than 20,000 Euros, the budget specified by the EU Commission, could potentially be used to restrict Muslims’ religious activities. Stop Extremism calls for “the introduction of a joint, EU-wide watch list to which individuals and organizations with an extremist background could be added” as well as for the introduction of an “Extremism-free” certification for organizations and businesses.\(^5^2\) Initiatives like this seem to target specifically Muslims, not extremists, and to restrain their scope of activities, which ultimately reflects already existing restrictions as discussed above.

**Steps Forward and Policy Recommendations**

The picture presented here shows us that there is an urgent need to counter these developments. And there is room for hope. Critical assessment of the current situation regarding Muslims in Europe is growing within parts of civil society. Not only are there more and more institutions that are working to bring attention to the rise in hate crime towards Muslims such as the Spain-based Observatorio de la Islamofobia en los Medios\(^5^3\) but there are also favorable developments such as in the Norwegian justice system which has developed positive steps regarding monitoring and convicting cases involving hate speech or discrimination against Muslims. Also, the German Federal Police has made a first important institutional step to combatting Islamophobia by documenting it: for the first time, Islamophobia has been included as a category of hate crime.

There are more and more politicians, who dare to openly speak out against the threat of Islamophobia. President of the Slovak Republic Andrej Kiska stood up for Muslims in his New Year’s speech. Also, Austrian President Alexander Van der Bellen took a stance of solidarity with Muslim women wearing the hijab. Finnish Prime Minister Juha Sipilä called people not to respond to “hate with hate”\(^5^4\) in the aftermath of the stabbings by a Muslim citizen, which led to increased harassment, violent physical attacks as well as acts of vandalism against Muslim properties van-

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\(^5^3\) Observatorio de la Islamofobia en los medios, http://www.observatorioislamofobia.org/.

dalism towards Muslims. These examples of political courage give hope that there still exist reasonable politicians, who look beyond their ephemeral political careers, keeping the good of the whole of society in mind. With an increase of alternative right-wing media and social media bubbles as well as a general swing to the right, hate speech is becoming more and more normalised. In an especially extreme incident in the Czech Republic, children in a primary school in the city of Teplice were threatened with death in gas chambers; the class was comprised predominantly of children of Arab or Romani origin. Such incidents call for an unambiguous reaction on behalf of politicians and opinion leaders.

The authors of every respective national report have suggested specific recommendations regarding the country they have covered. This will support all those forces within European societies, who work towards a more equal society and fight every form of racism. The editors of the EIR support the following recommendations which were made by the OSCE ODIHR office, the FRA, the ENAR, the European Coalition against Islamophobia, and other NGOs:

- In the face of the increased and generalized suspicion and marginalization of Muslims in the post-terrorist attacks and migration contexts and the deep impact the former have had on Muslims’ lives, including newly arrived migrants, the recognition of the specific form of racism targeting Muslims (or those perceived as such) is crucial.

- The misconceptions and demonization surrounding the fight against Islamophobia and visible Muslims, in general, need to be challenged; data, facts and concrete solutions need to be visible in order to improve the recognition of Islamophobia and influence policy changes.

- This should lead to informed anti-racism/anti-discrimination policies and support the implementation of anti-discrimination legislation on the national and European levels. EU institutions need to recognize and address Islamophobia politically as a form of racism that can lead to human rights violations.

- While the issue of Islamophobia has gained more visibility in recent years at the EU level, there is a clear need for stronger actions that will materialize recognition into concrete political actions.

- Considering their competence on the issue of anti-racism and non-discrimination, EU institutions have the possibility to support progress and change in this area. The appointment of the European Commission’s coordinator on combatting anti-Muslim hatred following the European Commission’s 2015 colloquium on anti-Semitism and anti-Muslim hatred has created a momentum for the EU to act.

• The legal and political recognition of Islamophobia is of utmost importance. Therefore, a European-level conference on Islamophobia should be organized with the support of at least one EU Member State or the European Parliament.
• In this context, the European Parliament should adopt a resolution on combating Islamophobia with concrete policy recommendations and ways forward - as it did to combat anti-Semitism and anti-Gypsysism.
• The adoption of EU standards for National Action Plans against Racism that take into account specific forms of racism, and include specific measures on Islamophobia with objectives and targets is necessary.
• EU member states should adopt national action plans against racism addressing Islamophobia as a specific form of racism.
• The European Commission should develop a roadmap detailing main policy instruments, issues and examples of good practice by Member States. This would function as a standard document that would be the basis for concrete operational objectives and action plans for the EU coordinator on combating anti-Muslim hatred.
• The European Commission’s coordinator on anti-Muslim hatred should develop a clear action plan for combatting Islamophobia.
• A high-level roundtable should be organized with the European Commission’s coordinator on anti-Muslim hatred and NGOs on the issue of Islamophobia.
• Europe needs courageous leaders and activists who can confront the Islamophobic discourses and narratives in the age of rising far-right parties.
• A Guidance handbook should be developed on the collection methodology of hate crime data for EU Member States in order to ensure that Islamophobia is dully recorded according to the victims’ and witnesses’ perceptions and lived experiences; other bias indicators should be included in the data collection as well.
• The recording of anti-Muslim/Islamophobic crimes as a separate category of hate crime by the police is essential to uncover the real extent of this problem and to develop counter-strategies to combat it.
• Muslim women's access to employment should be improved since they are the most discriminated group among Muslims. Gender equality departments and the corresponding committees of EU institutions should give specific attention to situations of discrimination affecting Muslim women by documenting the issue and pushing for specific programs and measures to combat it.
• While protecting free speech, developing good guidelines to tackle online hate speech and considering primary legislation to deal with social media offences and online hate speech are also vital since the Internet plays an important role in the spread of Islamophobic discourses and also in the radicalization of far-right terrorists.
• Discrimination in the workplace should be tackled to address the low level of economic activity among Muslims through targeted interventions at the stages of recruitment, job retention, and promotion.

• Preserving the Human Rights Act and the protection of minority rights including religious slaughter, circumcision and the wearing of religious attire or symbols are imperative for a multicultural Europe.

• Counter-terrorism policies should work with Muslim communities, not against them, in the so-called “de-radicalization” programs. These programs should also incorporate the fight against far-right and far-left terrorist groups and should not only target Muslims.
ISLAMOPHOBIA IN NUMBERS

- The overwhelming majority of European states do not record Islamophobic incidents as a separate category of hate crime. The recording of anti-Muslim/Islamophobic crimes by the police as a separate category of hate crime is essential to uncover the real extent of this problem and to develop counter-strategies to combat it.
- In the EU, only 12% of Muslims who have been discriminated against report their cases to the authorities. (Source: FRA) The non-exhaustive list that follows hints at the extent of underreporting of anti-Muslim hate crimes in Europe by states and NGOs, which has serious implications regarding the awareness of Muslims and the bureaucracy to tackle these issues.

DENMARK
In 2016, 56 Islamophobic incidents were reported. 20% of all hate crime committed in 2016 targeted Muslims, while the group make up 5% of the general population, making Muslims the most targeted minority.
(Source: National Police)

BELGIUM
In the month following the terror attacks in Brussels, 36 Islamophobic incidents were recorded. (Source: CCIB).

AUSTRIA
256 Islamophobic incidents were documented.
(Source: EIR Report, Antidiscrimination Office Styria, ZARA, and Initiative for a Discrimination-Free Education [IDB]).
THE STATE OF ISLAMOPHOBIA IN EUROPE

GERMANY

- **100** attacks occurred on mosques.
  (Source: DITIB and German State)

- **908** attacks took place targeting German Muslims.

- **60%** of all Muslim teaching staff felt discriminated.
  (Source: Karim Fereidooni)

- There were **1,906** criminal attacks on refugees
  (5.2 attacks per day).

- There were **286** attacks against refugee shelters
  (0.8 attacks per day).

- **132** criminal acts and physical attacks against
  (refugee) aid workers occurred (0.4 attacks per day).
  (Source: German state)

FRANCE

- **121** Islamophobic incidents were reported.
  (Source: Observatory of Islamophobia)

- **19** Muslim places of worship were closed by the government;
  **749** individuals were placed under house arrest;
  over **4,500** police raids were conducted;
  and the list of individuals under government surveillance
  has reached **25,000**.

- **17,393** individuals were enrolled in the Terrorism
  Prevention Database (FSPRT).

MALTA

- **7%** of Muslims have experienced physical violence.

- **25%** of Muslims have experienced harassment.
NORWAY
- In 2017, 14% of Muslims experienced harassment.

NETHERLANDS
- 364 incidents of discrimination against Muslims occurred in 2016. (Source: Verwey Jonker Institute and Anne Frank Foundation)

POLAND
- In 2017, Muslims were the most targeted group representing 20% of all hate crime cases. (Source: National Prosecutor’s Office)
- Between January and October 2017, there were 664 hate crime proceedings regarding attacks against Muslims. (Source: Ministry of Interior)
- 193 (29%) of those proceedings resulted in an indictment. (Source: Ministry of Interior)
THE STATE OF ISLAMOPHOBIA IN EUROPE

UNITED KINGDOM

- The terrorist attack in Manchester in May resulted in a fivefold increase in Islamophobic hate crime in the Greater Manchester region. (Source: Greater Manchester Police)

- Hate crime cases targeting Muslims in Greater London for the entire year of 2017 increased to 1,204 from 1,678 in the previous year, which is equal to a 40% rise. (Source: Scotland Yard)

- Between March and July 2017, the number of attacks on mosques climbed to 110 from 47 in the previous year. (Source: Tell MAMA UK)

- In 2016, 1,223 cases of Islamophobic attacks were reported to Tell MAMA. Twenty percent of these incidents involve physical attacks; 56% of the victims were women, while two-thirds of the perpetrators were men.

SWEDEN

- In 2016, 439 hate crimes with Islamophobic motives were recorded. (Source: Swedish Crime Survey-NTU)

SPAIN

- In 2017, 546 attacks took place against Muslims. (Source: Plataforma Ciudadana contra la Islamofobia)
The Author

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Executive Summary

The year 2017 lacked constructive dialogue in the public sphere, was characterized by intolerance of migrants and minorities, civil society organizations were exposed to financial pressures, while independent institutions were exposed to political pressures.

Possible major Islamophobic incidents that stand out in 2017 were the media treatment of a statement regarding the existence of radical Islamic fundamentalists and of a statement regarding ‘Islamic terrorism’ made by political leaders who are opinion-makers and public influencers; the violent attack on an 18-year-old asylum seeker; and three cases of religion-based discrimination recorded by the Islamic Community in Croatia.

Aware of the growing danger of Islamophobia and the strengthening of radical right ideas and acknowledging that Croatia recognized Islam 100 years ago and made it equal to all other religions, the Islamic Community in Croatia condemned terrorism unequivocally and ensured that its activities promote living together in peace.

Since the issue of religious communities is well regulated in Croatian society, it can be said that Muslims in the Republic of Croatia are an integrated and positive part of society, which is also how members of the majority in Croatia see them. Nevertheless, members of the Islamic Community faced a lack of understanding, knowledge or acceptance on several occasions in 2017.

Across the world, as well as in Croatia, hate speech and hate crimes against Muslims are under-reported. There are a host of challenges associated with reporting these types of hate incidents, including the lack of trust in the authorities due to fears that the claim will not be taken seriously or that the victims will be victimized again by police officers. In some cases, Muslims are portrayed as a monolithic group, whose religion and culture are incompatible with the concepts of human rights and democracy.

A survey that focused on the social perception of attitudes towards those perceived as ‘Others’ and ‘different’ showed a growing belief that refugee and migrant movements are driven by ‘background plans’ of radical Islamic groups.

The year 2017 saw tendentious media reporting and public statements on air as a result of the unfortunate events on the geopolitical scene, especially relating to the so-called migrant/refugee crisis.
**Sažetak**

U 2017. godini nedostajalo je konstruktivnijeg dijaloga u javnom prostoru, izražavana je netrpeljivost prema migrantima i manjinama, dok su organizacije civilnog društva izložene financijskom, a neovisne institucije političkom pritisku.

Mogući veći islamofobni incidenti u 2017. godini bili su: medijski tretman izjava o postojanju radikalnih islamskih fundamentalista i izjave o islamskom terorizmu od strane političkih lidera/ki koji imaju utjecaj na širu javnost; nasilni napad na 18.-godišnjeg azilanta Iračanina; tri slučaja diskriminacije temeljem vjeroispovijesti zabilježenih od strane Islamske zajednice u Hrvatskoj. Svjesni sve izražene opasnosti od islamofobije i jačanja radikalnih desničarskih stremljenja, te odajući priznanje Hrvatskoj, državi koja je svojim priznavanjem islama prije 100 godina učinila tu religiju ravnopravnim sa ostalim, Islamska zajednica u Hrvatskoj jasno je osudila terorizam i svojim djelovanjem konstantno poziva na zajednički život.

Obzirom na dobro riješeno pitanje vjerskih zajednica u hrvatskom društvu, može se reći da su muslimani/ke u RH integrativna i pozitivna priča hrvatskog društva, a takvima ih doživljavaju i pripadnici većinskog naroda. Ipak, i tijekom 2017. pripadnici islamske vjerske zajednice su u nekoliko situacija doživjeli nerazumijevanje, nepoznavanje ili neprihvaćanje.

Općenito pa tako i u Hrvatskoj, govor mržnje i zločini iz mržnje protiv muslimana/ki se ne prijavljuju. Postoji niz izazova povezanih s izvještavanjem ovog tipa incidenta iz mržnje, uključujući manjak povjerenja u nadležne institucije, uslijed straha da prigovor neće biti ozbiljno razmatran ili da će žrtva ponovo biti mučena od strane policijskih službenika/ca. U nekim slučajevima muslimani/ke se prikazuju kao monolitna skupina čija religija i kultura nisu kompatibilni s pojmovima ljudskih prava i demokracije.

Istraživanje s fokusom na društvenu percepciju odnosa prema “drugome” i “drugačijem” pokazalo je kako jača uvjerenje da iza izbjegličkih i migracijskih kretanja stoje “pozadinski planovi” radikalnih islamskih grupacija.

U 2017. godini i dalje je prisutno medijski tendenciozno izvještavanje i nastupi pojedinaca na javnim servisima, sve poradi nestretnih događaja na svjetskoj geopolitičkoj sceni, posebice pod utjecajem migrantske/izbjegličke krize.
Introduction

Muslim communities are the victims of rhetoric that often associates them with terrorism and extremism, or portrays the presence of Muslim communities as a threat to national identity. This intolerance, left unchecked, can enable a climate that fosters hate crime against Muslims, which is an attempt to isolate them from society.

The Islamic Community in Croatia is one of the few in Europe that has a legally defined relationship to the state. The Islamic Community in Croatia and the government of the Republic of Croatia signed a Common Interest Agreement (Official Gazette, 196/03, Correction 86/14, Annex 46/16) which guarantees the rights and defines the obligations of the contracting parties. This is why Croatia had the best regulated position of Muslims in Europe at the time of its accession to the EU. The agreement guarantees the right to religious education in primary and secondary schools; pastoral care for army members, police, prisons and all other segments where spiritual care is necessary; the right to have media outlets; build mosques; the right to halal nutrition; the right to celebrate religious holidays; the right to found institutions engaged in various types of activities; the certification of halal products, schools, vakufs, kindergartens, and universities. Religious marriage has the status of civil marriage and imams who work in mosques are paid from the state budget. Croatia is one of the few countries in the world that has a systematically regulated system for halal certification.

According to the census from 2011, there are 62,977 Muslims living in Croatia (1.47% of the total population). Ethnically, the majority of them are Bosniaks (27,959), Croats (9,647), Albanians (9,594), Roma (5,039) and other ethnic groups. 6,703 persons declared their ethnicity as Islam.1

A survey focused on social attitudes towards those perceived as ‘Others’ and ‘different’ showed a growing belief that refugee and migrant movements are driven by ‘background plans’ of radical Islamic groups. Preliminary results show that the majority of the refugees and asylum seekers believe that they are discriminated more severely on the grounds of being “migrants,” “refugees” or “asylum seekers” than as foreigners, which is strongly influenced by race and religion.2

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Discussion of Islamophobic Incidents and Discursive Events

Politics

A ban on discrimination on any grounds, including religion, is stipulated in the Constitution of the Republic of Croatia. By aligning its legislation with EU directives, Croatia outlawed discrimination based on religion.

In 2017, the National Plan for fighting discrimination 2017-2022 was adopted. An Action Plan for the implementation of the National Plan for fighting discrimination was also adopted for the 2017-2019 period.

The Office for Human Rights and Rights of National Minorities, as the main body in charge of integration, developed an Action Plan for integration in 2017-2019.5

In May 2017, ombudsmen, national institutions for human rights and equality bodies of many European countries including Croatia signed the Zagreb Declaration for the protection of human rights and strengthening democracy in Europe.6 The declaration expressed their commitment to protecting and promoting human rights and equality, fighting all forms of discrimination, and supporting democratic spaces.

Additionally, at the initiative of the Islamic Community in Croatia, the Zagreb Declaration7 was drafted, condemning every act of terrorism in the world, criticizing Islamophobia and encouraging a culture of dialogue, tolerance and mutual respect at all levels of European society. The declaration commemorated 100 years from the official recognition of Islam as an equal religion in the Republic of Croatia, and was signed by religious leaders of Islamic communities in Europe, political representatives in Croatia, and religious officials from the Muslim world.


Justice System
Hate crimes are specific due to their motive, namely hatred of another individual or group, because they are different, of a different race, skin color, religion, national or ethnic heritage, disability, gender, sexual orientation, or gender identity. Failing to identify such crimes, prosecute, sanction and publicly denounce them causes fear among minorities who are the most frequent victims, and contributes to a general atmosphere of intolerance.

According to the Ministry of Justice of the Republic of Croatia, there were 21 court cases regarding hate crimes active in 2016. There was a total of 8 verdicts, 7 of which were convictions. Four cases concerned hate crimes based on nationality, two cases concerned sexual orientation and one concerned religion.8

Considering the fact that the Republic of Croatia accepted to take part in the European program for relocating third-country nationals or persons without citizenship and will offer care to 1,618 persons who will be under international protection, there will be an increase in the number of persons with international protection who will need to be integrated into Croatian society. This will require significant effort.

Employment
The supply of workforce often exceeds demand, which allows for selection from a large number of candidates and leaves room for discrimination on various grounds, including religion. In the field of labor relations, discrimination can occur not only when entering an employer-employee relationship, but also with promotions. There have been cases of non-transparent human resource-related decision-making by employers, which point to possible discrimination.

In 2017, the Croatian Parliament also adopted the Ombudsman’s Report for 2016, which stated that during 2016, as in previous years, the highest number of complaints were received with regards to discrimination in the field of labor relations: 30%, with 18.1% relating to discrimination at work, and 11.9% concerning employment discrimination.9

When it comes to citizens’ complaints about discrimination, continuity from previous years is evident. Eight percent of complaints concern religion: 30.2% of cases concern discrimination based on race, ethnicity, skin color or nationality; 7% concern age; 6.2% political or other belief; and, to a lesser extent, other grounds. Religious discrimination is caused by the poor integration of refugees and immigrants into society, since the basic conditions for their inclusion in society are still not adequately met: learning the language and education.

During 2016, the Law against Discrimination was invoked in handling 31 complaints of religious discrimination. One of the complaints concerned a child who was discriminated against based on religion.

The Action Plan for the implementation of the National Plan for Fighting Discrimination 2017-2019 includes measures to fight discrimination based on religious discrimination in labor and employment.

Analyses conducted by the Office of the Ombudsman indicate that high unemployment rates, and the generally unwelcoming labor market cause concern for jobs which breed negative attitudes about refugees and immigrants are perceived as people of poor education and low economic status. On the other hand, hiring or inclusion in the education system has an extremely positive effect on their social status, which is indicative of the direction that will aid and promote integration.

One of the cases recorded by the Islamic Community in Croatia concerns discrimination in the workplace in a public company of the city of Zagreb. Namely, a religious person could not exercise their right to a day off during Eid, guaranteed to him under Article 3 of the Law on Holidays, on Remembrances and on Non-Working Days.

Furthermore, the Islamic Community in Croatia recorded two more cases of religious discrimination in the workplace during 2017. One of the reported cases occurred in the police administration and the other in the administration of a football club. The Islamic Community helped the citizens that were discriminated against through institutional channels and forwarded the requests to competent institutions.

Education
Fifteen cases concerning education were recorded by the Office of the Ombudsman in 2016. Results of a survey on attitudes and opinions of high school students, show that 38% of students are prejudiced against immigrants and national minorities, which is a sufficient critical mass for developing prejudice of a wider scale, and poses a serious hindrance to achieving the social integration of immigrants.10

An instance of hate speech was recorded during religious studies class in the elementary school Matija Gubec in Zagreb, by a Catholic Religious Studies teacher who told the children that certain political leaders should be killed – an outburst caused by the sentencing of General Praljak, commanding officer of the Croatian Army (HVO) during the war in BiH. His statement was described by many as political propaganda and an attempt to indoctrinate children and incite hatred towards others who are different than them, as a means of encouraging national and political exclusivity and intolerance, or as a public pulpit for inciting violence and hatred.

Pressure from the public resulted in the teacher being terminated by the Ministry of Science and Education of the Republic of Croatia.

The Action Plan for integration in 2017-2019 includes a set of measures intended to completely and successfully integrate migrants into education in Croatia. Children and young migrants are included in the education system in the Republic of Srpska, in preschools, primary and secondary schools.

Media

While escaping war, persecution and poverty, many refugees and asylum seekers come to Europe, which presents a challenge in terms of migration policies and maintaining the standard for protecting human rights, while evidently also posing a challenge to the media that have a responsibility not to portray these events through a prism of ethnicity, skin color or religion, and not to label these people as threatening, and by extension undesirable groups.

Although Muslims in Croatia can be said to be well integrated in Croatian society and that the model for integrating Muslims in Croatia is among the best in Europe, there are still instances of tendentious media reports and statements on air regarding migrant movements.

An event that significantly amplified Islamophobia in 2017 was the publishing of the book *The Other Side of Rubikon – Political Strategy of Alija Izetbegović* written by Miroslav Tuđman, member of the HDZ caucus of the Croatian Parliament, politician and university professor, former head of intelligence and son of the first president of the Republic of Croatia. Tuđman alleges that there were around 50 ritual beheadings committed in BiH in the 90s, which marked the beginning of Islamic terrorism. Tuđman describes Izetbegović’s policy as advocating the idea that Islam is the most democratic form of government and that Izetbegović was the architect of Islamic terrorism because he encouraged the recruitment of jihadists from the Arab world into the BiH army, and that he consistently opposed the idea of constituent peoples in BiH.11

Bakir Izetbegović, a Bosniak member of the Presidency, stated that Tuđman is trying to divert attention from “inconvenient topics,” i.e. the anticipated conviction joint criminal enterprise of six leaders of the so-called ‘Herceg-Bosna’ in the hague. He stated that the wave of Islamophobia is used by Zagreb for aggressive politics towards BiH.12

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The President of the Republic of Croatia Kolinda Grabar-Kitarović publicly alleged that there are 5,000-10,000 radical Islamic fundamentalists living in BiH. This statement elicited numerous reactions from both the government and non-governmental sector from BiH, as well as by Bosniaks living in the Republic of Croatia. The association Mothers of Srebrenica accused the Croatian President of Islamophobia. The Mothers of Srebrenica told the Croatian president that the attempts to paint Bosniaks, the victims of the greatest suffering in this region, as terrorists, extremists and an Islamic threat to Europe is painfully reminiscent of the period that preceded the aggression against BiH. The Bosniak member of the BiH Presidency Bakir Izetbegović also reacted, stressing that the statement is disrespectful to BiH and warning that Ustasha extremism is becoming rampant in Croatia.

The tension between the two countries was exacerbated by the convictions of six leaders of the so-called “Herceg-Bosna,” who were sentenced to a total of 111 years in prison. The Appeals Chamber of the International Criminal Tribunal for the Former Yugoslavia, within the appeal verdict, determined that there was an international armed conflict in BiH as well as occupation, and confirmed the existence of a joint criminal enterprise aimed at ethnic cleansing of parts of Bosnia and Herzegovina. The verdict also mentions killing, eviction and expulsion of Muslims from their homes and their transfer to “third countries” through Croatia in order to create the territory of Herceg-Bosna. One of the prisoners, General Slobodan Praljak, poisoned himself in the courtroom during the reading of the verdict.

One media outlet that often sends messages signaling an Islamophobic approach to Islam and Muslims is Globus. Globus is a national weekly of Jutarnji List, one of the most widely read media outlets in Croatia. It is published online and in print. (Figs. 1-2)

Figure 1: Prof. Dr. Miroslav Tuđman: Islamic terrorism has been conceived at 90s in BiH with the Mujahideen of Alija Izetbegović.

13. Ustashka movement was a fascist and racist movement in independent State of Croatia (1941-1945).
Figure 1 shows the front page of a national weekly, Globus, which contains the statement Miroslav Tuđman, politician of HDZ that is leading political party in Croatian Parliament. The statement promotes phrase Islamic terrorism that creates a distorted and negative image of Islam and accuses the neighbour country for it that is not contributing to friendly relations between these countries.

Figure 2 shows the front page of a national weekly, Globus, which promotes the Islam in a negative way connecting it to the radical behaviors and trying to spread the fear among the domestic population.

Physical and Verbal Attacks

The Human Rights Watch states in its report that by August 2017, 1,262 persons requested asylum in Croatia, including those who had been returned to Croatia from other EU member states, according to the rules of the European Union on asylum. Only 76 asylum seekers received some form of protection, and by the end of September, Croatia had taken over 78 asylum seekers from Greece and Italy. The HRW also states that Croatia turned back migrants and asylum seekers who came from Serbia without examining their asylum requests. The report also states that in July 2017, the European Court of Justice (CJEU) ruled that Croatia violated the EU law by allowing migrants and asylum seekers to cross into Slovenia and Austria without first examining their asylum requests. According to the latest official data, by the end of the year, Croatia received 60 persons from Greece, 21 persons from Italy and seven Syrian families from Turkey reaching a total of 48 people. According to the quota system, Croatia agreed to receive 1,583 asylum seekers. The HRW claims that asylum seekers and refugees in Croatia continue to face social isolation and difficulties in accessing language courses, education and employment. They warn that, according to their data, only one child was enrolled in school in the 2017/18 academic year, out of 30 registered unaccompanied mi-

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nors. When it comes to persons with disabilities, the HRW claims that they continue to be denied the right to work and the ability to make important life decisions, and that there is no support for life in the community.  

Jelena Firić, legal adviser at the Refugee Service, recounted an immigrant’s testimony in Belgrade stating that he had been illegally deported from Croatia after he announced his intention to seek asylum, which means that Croatia was in violation of international laws by deporting refugees who had applied for asylum in the country. It, therefore, may be concluded that the Republic of Croatia or its operative persons are opposed to the arrival of migrants in the country.

In February 2017, the Police Administration in Karlovac recorded a physical assault on an 18-year-old Iraqi asylum seeker who was staying at the Center for Children and Youth in Banija, Karlovac. The young man had multiple jaw fractures and head injuries requiring surgery, and the attackers—a father and son from Karlovac—later stated that they attacked the young man for no particular reason.

A six-year-old girl from Afghanistan, Madina Hussiny, was killed on the border between Serbia and Croatia. While the Ministry of the Interior of the Republic of Croatia claim that the Croatian Border Patrol were not responsible for the event in any way, the family and volunteers claim that it was the Border Patrol who endangered the girl’s safety. They say that the girl was hit by a train immediately after her mother and six other children were stopped by Croatian police and forced to return to Serbia, guiding them with flashlights, all the way to the train track where the girl was struck. The family was denied the right to prepare and wash the body for burial in accordance with traditional Muslim rituals.

Internet

Certain media outlets in Croatia have become important channels for disseminating content intended to aid hidden political agendas. Lack of credibility and journalistic competence in reporting results in unfortunate phrasing such as “Islamic terrorism,” “Islamic radicalism,” etc., which created a distorted and negative image of Islam.

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One media outlet that often sends messages signaling an Islamophobic approach to Islam and Muslims is Globus. Their news pieces talk about the existence of an evident trend of Islamization in BiH, which is worrying to leaders of countries in the region, and asks for U.S. President Trump and his administration to launch initiatives intended to defuse the situation and help BiH fight radicalization.20 There was also other online media that transmitted announcements containing Islamophobic news. (Fig. 3)

Figure 3 shows the news published on one local informative internet portal in Croatia. The post is talking about Islamic radicals and their presence at the Croatia border and they present it as a warning to all citizens. Photo that follows the news is showing women with burka that Muslim women in some cultures wear. News is putting the Islam and radicalism in the same context as well as radicalism with the woman’s way of dressing.

Civil Society and Political Initiatives to Counter Islamophobia

In 2017, the Islamic Community in Croatia started implementing Islamic religious education in the city kindergartens. This program contributes to developing positive traits, and moral and ethical principles in children, which strengthens inter-religious and intercultural dialogue.22

Another initiative that helped fight prejudice against Islam was the 24th International Symposium: Science and Religion – 2000 Years of Cooperation and Controversy, organized by the Mesihhat of the Islamic Community in Croatia, the European Academy of Science and Arts, the Catholic Faculty of Theology, the In-

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ternational Academy of Perinatal Medicine, the International Academy of Humane Reproduction, and the Ibn Sina Institute.23

A celebration was held in Sisak, the first of its kind in Croatia, in the center of the city, where citizens celebrated the second day of Eid. The multicultural and multi-confessional program called ‘Eid on the Sisak Walkway’ marked the beginning of construction of the new Islamic Cultural Center Sisak.24

The Office for Human Rights and the Rights of Minorities of the Republic of Croatia conducted activities intended to support the implementation of policies for integrating migrants such as education and training for pedagogues, psychologists, principals, and teachers who work with migrants in the education system.

In order to foster a positive environment for migrants and refugees in Croatia, and to embrace religious, cultural, national, social and any other differences, the teaching staff from Karlovac launched an initiative that included children in creating a welcoming atmosphere for refugee children who came to live in the country.

The radio show Gladne uši (Hungry Ears) is an example of a media outlet actively participating in promoting democratic values, tolerance and respect for differences, aired by the Croatian Radiotelevision.

Conclusion and Policy Recommendations

Intolerance towards Muslims, left unchecked, can enable a climate that fosters hate crimes against Muslims, which is an attempt to isolate them from society. Only a strong response from all actors in society including government, non-governmental and international organizations as well as religious institutions, can effectively challenge discrimination, intolerance, and hate crimes against Muslims.

The activities of the Islamic Community in Croatia have been recognized as preventive, integrative and stable, and contribute to the progress of the Croatian society.

The Republic of Croatia and important agents in society, in general, should support and implement, among others, activities related to education, prevention, raising public consciousness, political participation, and inclusion of religious communities in order to build and strengthen a democratic, multicultural, multi-religious, open and welcoming society.

Governments together with other stakeholders should improve and facilitate access to information on existing cases of Islamophobia. Government officers should promote tolerance, non-discrimination, understanding and respect in Croatian society, and the media should create an atmosphere conducive to intercultural and interreligious dialogue.


In the field of education, inclusive educational programs should be developed, including vocational training focused on engaging marginalized and high-risk groups in economic and society participation. Youth workers and civil society leaders should be trained on preventing and countering Islamophobia in order to promote youth mainstreaming and to contribute to the effective implementation of anti-Islamophobia programs. Inclusion, tolerance and pluralism in formal and informal education should be promoted from the earliest stages of education.

Awareness of Islamophobia among the general public should be raised through a comprehensive communication campaign tailored to the local contexts. Media representatives and journalists should be engaged to agree on professional and ethical reporting. Guidelines on professional media reporting of cases of Islamophobia should also be developed.

Chronology

• **09.02.2017:** An 18-year-old asylum seeker with approved stay at the Center for Children and Youth in Karlovac was assaulted and beaten by Croatian nationals.

• **01.09.2017:** Electronic and print media published a statement by Miroslav Tuđman, member of the HDZ caucus of the Croatian Parliament, politician and university professor, former head of intelligence and son of the first president of the Republic of Croatia, alleging that Islamic terrorism started in the 90s in BiH.

• **05.09.2017:** Electronic and print media published a statement by the President of the Republic of Croatia Kolinda Grabar-Kitarović alleging that Islamic radicals are at the Croatian borders, and that there is between 5,000 and 10,000 of them in BiH.

• **2017:** The Islamic Community in Croatia recorded three cases of discrimination based on religion in the workplace (one in a public company in Zagreb, one in the police administration, and one in the administration of a football club), as well as permanent discrimination of migrants based on differences in culture and religion.
This is the third issue of the annual *European Islamophobia Report (EIR)* consisting of an overall evaluation of Islamophobia in Europe in the year 2017, as well as 33 country reports which include almost all EU member states and additional countries such as Russia and Norway. This year’s *EIR* represents the work of 40 prominent scholars and civil society activists from various European countries.

The denial of the very existence of Islamophobia/anti-Muslim racism/anti-Muslim hate crime in Europe by many demonstrates the need for an appropriate effort and political will to tackle this normalized racism and its manifestations that are deeply entrenched in European societies, institutions, and states.

This denial is not only the case for extremist groups on the political fringe of the society, but rather far-right discourses have moved to the center of political power. Consequently, it is not only right-wing extremist groups that rely on the means of Islamophobic propaganda and discourse - social democrats, liberals, leftists or conservatives are not immune to this form of racism.

As a survey published by the FRA reveals 76% of Muslim respondents feel strongly attached to the country they live in, while 31% of those seeking work have been discriminated against in the last five years. At the same time, only 12% of Muslims say they have reported cases of discrimination. Hence, we can say with certainty that the extent of discrimination Muslims face in Europe is much greater than the numbers revealed in any report on Islamophobia and anti-Muslim hate crime in Europe.

In other words, one can claim that all the available data and statistics about Islamophobia in Europe show only the tip of the iceberg. Therefore, revealing the comprehensiveness of structural anti-Muslim racism lies at the heart of the *European Islamophobia Report* project, which on a yearly basis analyzes the trends and developments in Europe from Russia to Portugal, and Malta to Norway.

**About SETA**

Foundation for Political, Economic and Social Research (SETA) is a non-profit research institute based in Turkey dedicated to innovative studies on national, regional and international issues. SETA is the leading think tank in Turkey and has offices in Ankara, Istanbul, Washington D.C. and Cairo. The objective of SETA is to produce up-to-date and accurate knowledge and analyses in the fields of politics, economy, and society, and inform policy makers and the public on changing political, economic, social, and cultural conditions. Through research reports, publications, brainstorming sessions, conferences and policy recommendations, SETA seeks to guide leaders in government, civil society, and business, and contributes to informed decision making mechanisms.