



EUROPEAN COMMISSION  
DIRECTORATE-GENERAL FOR JUSTICE AND CONSUMERS

Directorate D – Equality and Non Discrimination  
**Unit D.1 – Non Discrimination: anti-racism and Roma coordination**

**SYNOPSIS REPORT - CONSULTATION ON  
THE 2026-2030 ANTI-RACISM STRATEGY**

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## 1. INTRODUCTION

Following the initial EU anti-racism action plan (2020-2025), the European Commission announced a forthcoming EU anti-racism strategy for 2026-2030. This synopsis report was drafted, summarising the findings of various consultations with stakeholders regarding both the implementation of the current action plan and the upcoming strategy for 2026-2030.

Several consultation activities with stakeholders took place:

- a **targeted online survey** on the 2020-2025 EU anti-racism action plan and the lessons learnt (20 December 2024 - 22 January 2025)
- a **workshop to consult stakeholders** on the 2020-2025 action plan and the lessons learnt (30 January 2025)
- a **call for evidence (CfE)** and **open public consultation (OPC)** on the 2026-2030 EU anti-racism strategy (15 April 2025 - 8 July 2025)
- **targeted consultation meetings** with various stakeholders on the EU anti-racism strategy (12 May 2025 - 17 June 2025).

The main goal was to evaluate how national efforts against racism could be better supported through the EU framework. Stakeholders were also invited to propose innovative approaches to tackle racism at the EU level while identifying priorities, specific needs, and expectations for shaping the 2026-2030 anti-racism strategy. This comprehensive consultation aimed to collect diverse perspectives to inform and enhance the new strategy.

## 2. OVERVIEW OF THE STAKEHOLDER CONSULTATION

This section outlines the methodology, procedures and outcomes of the consultation activities that were part of the overall consultation process.

### 2.1. Targeted online survey on the 2020-2025 EU anti-racism action plan and lessons learnt

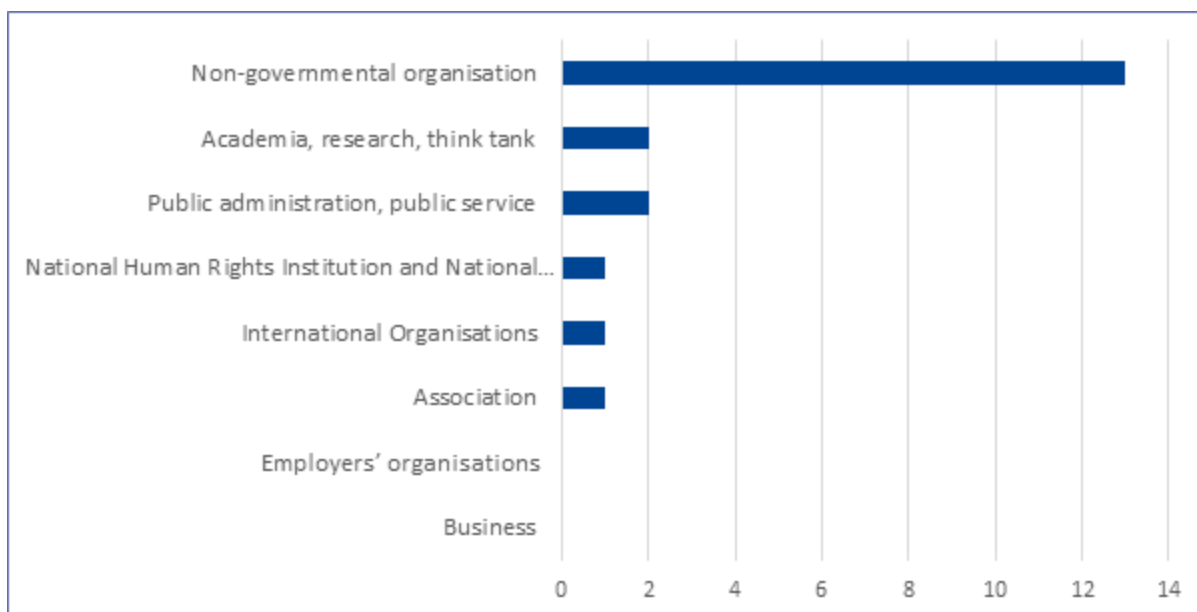
The Commission carried out an online survey targeting stakeholders to assess the effectiveness and lessons from the 2020-2025 EU anti-racism action plan.

Inviting 96 stakeholders from civil society organisations (CSOs), equality bodies, international organisations and Member State experts, the survey was open from 20 December 2024 to 22 January 2025. Out of the 17 responses received, 13 were from CSOs, including two research organisations and one public administration. Additionally, responses included one international organisation, one association/public administration<sup>1</sup>, and one national human rights institution/equality body.

*Figure 1 - Types of organisations in which respondents work*

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<sup>1</sup> The categorisation is based on respondents' own self-categorisation



Source – MILIEU Law & Policy Consulting

Respondent's main areas of activity are primarily based in Belgium, with significant representation from France, Spain, the Netherlands and Germany. Their main activities are largely focused on national and/or European levels, with some also engaged in international, local and/or regional levels.

Organisation sizes varied, with eight small (10 - 49 employees), four micro-sized (1 - 9 employees), three large (>250 employees), and one medium-sized entity (50 - 249 employees).

## 2.2. Targeted stakeholder consultation workshop on the 2020-2025 action plan and lessons learnt

On 30 January 2025, the Commission held a consultation event with ten thematic workshops, including two on anti-Muslim hatred, with inputs from CSOs and Commission representatives.

Facilitated by the Directorate-General for Justice and Consumers, the participatory workshops engaged 44 civil society representatives, offering insights into the current EU's anti-racism efforts and anti-racism strategy beyond 2025.

Participants attended two workshops over two one-hour sessions, covering topics such as structural racism, social inclusion, internal EU diversity, and challenges in recognizing anti-Muslim racism. Other topics included equality data, thriving civic space, migration and security, artificial intelligence, and building a conducive environment to counter anti-Muslim hatred.

CSO representatives from the Permanent Anti-racism Civil Society Forum co-facilitated several workshops, following a structured discussion format: utopia/dream, obstacles/critique phase, turnaround phase, and implementation/progress phase.

### **2.3. Call for evidence (15 April 2025 - 8 July 2025)**

The Call for Evidence (CfE) was part of the consultation process available on the Commission's 'Have Your Say' platform between 15 April and 8 July 2025. During this period, 207 responses were collected. Five responses were removed due to offensive content.

EU citizens contributed 41% of the CfE responses, which amounted to 84 responses. Civil Society Organizations (CSOs) were responsible for 39% of the contributions, equating to (81 responses)<sup>2</sup>. The CfE garnered the highest number of responses from Belgium (51 responses, 25%), followed equally by France and Germany with 26 responses each, accounting for 13%. In addition to the CfE responses, 79 documents were submitted, contributing to a comprehensive understanding of the opinions collected on the matter.

### **2.4. Open public consultation (15 April 2025 - 8 July 2025).**

The open public consultation (OPC), also conducted between 15 April and 8 July 2025, available on the Commission's 'Have Your Say' platform, featured a questionnaire consisting of 23 questions categorized under the following headings:

- introductory questions on the respondent's specific characteristics (age range and nationality)
- current situation on racism and racial discrimination,
- priorities and actions for the new anti-racism strategy,
- EU policymaking, including mainstreaming, intersectionality, and anti-migrant sentiments.

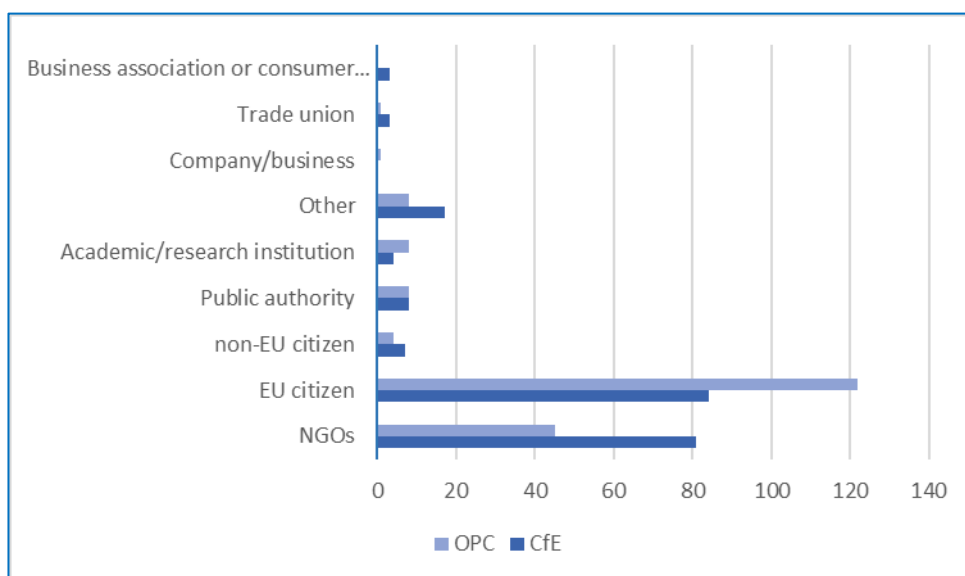
The OPC yielded 197 responses, excluding one due to hateful content. EU citizens made up 62% of the OPC responses (122 responses), while CSOs accounted for 23% (45 responses). France had the highest participation with 65 responses (33%), followed by Belgium with 24 (12%), and Germany and Luxembourg with 15 and 16 responses respectively (each 8%). Additionally, respondents submitted 23 position papers through the OPC. A further total of 30 written contributions were received directly by email from Member States, CSOs, and other specialists.

*Figure 2 – Types of respondents to the OPC and CfE*

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<sup>2</sup> All statistics and categorisations in this section are based on the respondents' own selection of a category.

OPC



Source –  
and CfE  
results

## 2.5. Targeted consultation meetings

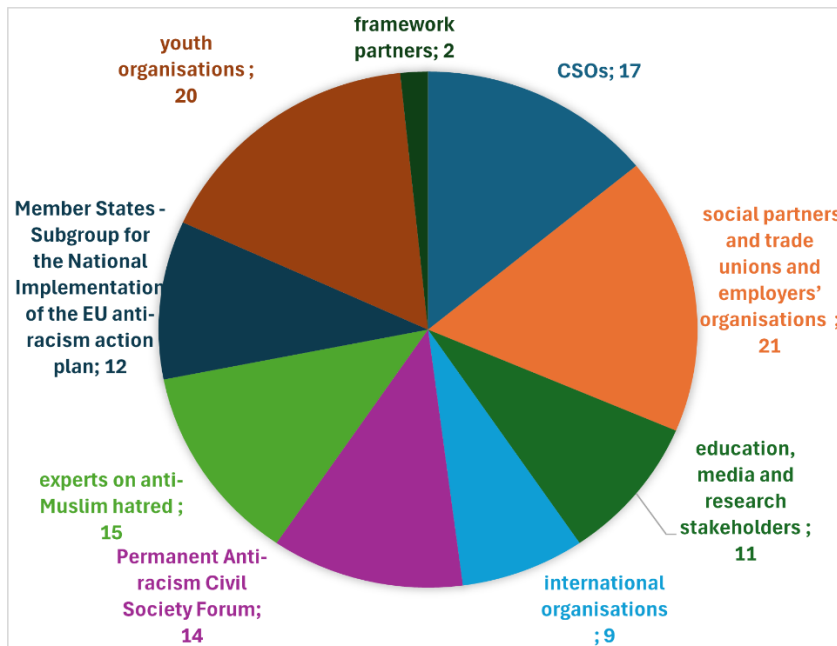
A series of consultation meetings were held between 12 May and 17 June 2025. The aim was to consult specific target groups, including:

- CSOs (12 May 2025): 17 organisations
- social partners (13 May 2025): 21 trade unions and employers' organisations
- education, media and research stakeholders (15 May 2025): 11 organisations
- international organisations (19 May 2025): 9 organisations
- the Permanent Anti-racism Civil Society Forum: 14 member organisations
- experts on anti-Muslim hatred (28 May 2025): 15 entities
- Member States - Subgroup for the National Implementation of the EU anti-racism action plan<sup>3</sup> (4 June 2025): 12 Member States
- youth organisations (16 June 2025): 20 organisations
- framework partners<sup>4</sup> (17 June): 2 organisations.

Online sessions started with a presentation by the Commission Anti-racism Coordinator, who discussed the action plan's impact, challenges posed by racism, and the objectives of the upcoming anti-racism strategy.

<sup>3</sup> The Subgroup for the National Implementation of the EU anti-racism action plan 2020-2025 is composed of government experts nominated by Member State governments. It has supported the implementation of the action plan at the national level.

<sup>4</sup> Framework partners are organisations engaged by the European Commission through Financial Framework Partnership Agreements. These partnerships provide stable long-term cooperation to help achieve the EU's objectives.



Nearly 160 representatives from diverse sectors and countries, including around 100 CSOs<sup>5</sup>, participated in these targeted consultation meetings. Participants shared their insights on the strategy and responded to the guiding questions set out in a pre-circulated discussion paper.

### 3. KEY FINDINGS

The various consultation processes, including the CfE and OPC, generally supported the upcoming EU anti-racism strategy, though some replies questioned its usefulness. Key findings are organized by the proposed strategy pillars:

#### 3.1. Addressing structural racism

Stakeholders emphasized that acknowledging **structural<sup>6</sup> and intersectional<sup>7</sup> racism** was crucial to the EU's current anti-racism action plan. However, they criticised the limited practical implementation, urging these terms to be meaningfully embedded and operationalised in policy actions at EU, national and local levels.

Respondents stressed the need for intersectional and non-fragmented approaches to tackle **specific forms of racism**, with particular attention to **anti-Muslim hatred and anti-Asian racism**. Each consultation activity included a section on **anti-Muslim hatred**, which led participants to refer specifically to it. Since October 2023, spikes in antisemitism and anti-Muslim hatred have been noted, highlighting the inadequacy of current measures.

<sup>5</sup> Figures in this section represent the number of registered stakeholders in targeted online meetings.

<sup>6</sup> Structural racism refers to racist and discriminatory behaviours that can be embedded in social, financial or political institutions, impacting on the levers of power and policymaking, as mentioned in the [EU anti-racism action plan 2020-2025](#).

<sup>7</sup> According to Article 10 of the Treaty on the Functioning of the European Union (TFEU), when 'defining and implementing its policies and activities, the Union shall aim to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation'. The European Institute for Gender Equality defines 'intersectionality' as an 'analytical tool for studying, understanding and responding to the ways in which sex and gender intersect with other personal characteristics/identities, and how these intersections contribute to unique experiences of discrimination'. This definition applies equally to any form of discrimination.

Stakeholders urged a reframing of "anti-Muslim hatred" to reflect the phenomenon in relation to racism, and to allow for better documentation of related hate crimes.

Many stakeholders called for clear definitions of important terminology such as structural racism and intersectionality, and gave examples of how racism manifests, with some emphasising that **anti-migrant sentiments** are also deeply intertwined with racism.

Stakeholders also called for a nuanced understanding of the historical roots of racism beyond symbolic recognition of the colonial past and advocated for targeted frameworks for specific forms of racism such as anti-**Black racism and Afrophobia**.

They called for more efforts to raise awareness and support communities affected by specific forms of racism, and warning against hierarchies between different forms of racism.

Media, sports, and education were identified as pivotal in reshaping narratives, with calls for diverse representation of European identity and stricter oversight of media to curb xenophobic and hateful content. Furthermore, respondents called for greater investment in leveraging sports to foster anti-racism, and anti-racist educational curricula that centre marginalised histories.

The consultations pointed out significant gaps in **equality data collection**, noting the lack of a standardized and mandatory framework and political resistance as barriers. Some survey respondents expressed concerns that the guidance note on the collection and use of equality data based on racial or ethnic origin<sup>8</sup> has not sufficiently addressed this **lack**<sup>9</sup> across Member States. Stakeholders proposed local community involvement in data collection and stressed the need for stronger enforcement mechanisms at the EU level to ensure evidence-based policymaking.

International organisations proposed concrete steps to compile indicators and generate knowledge on innovative practices.

Many stakeholders viewed **anti-racism mainstreaming** as a holistic approach for transforming institutional structures and cultural norms. However, insufficient integration into critical policy areas like migration and asylum, education, housing, policing, AI, international relations, as well as economic, climate and social justice was criticized. Suggestions included cross-sectoral collaboration for effective policy integration, with robust monitoring and evaluation mechanisms to ensure accountability and to assess progress in mainstreaming anti-racism, ensuring that policies are not only well-designed but also implemented effectively.

### 3.2. Ensuring equal access to equal rights

Consulted stakeholders highlighted the positive impact of implementing anti-racism training and capacity-building initiatives for public servants and highlighted structural racism in **law enforcement**, including issues like racial profiling, discriminatory practices and the disproportionate use of force against racialised and ethnic groups.

Stakeholders expressed strong support for implementing comprehensive training programs, greater transparency and accountability within law enforcement agencies, independent

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<sup>8</sup> European Commission, [Guidance on the collection of equality data based on racial or ethnic origin](#), September 2021, 58 p.

<sup>9</sup> 'Equality data' are defined as any piece of information that is useful for the purposes of describing, analysing, reasoning about or decision-making on the state of equality, according to the [European handbook on equality data](#)<sup>[66]</sup>



oversight bodies, and stronger legal reforms to address misconduct and to sanction unlawful policing.

Furthermore, there was support for community-led policing initiatives to build trust with marginalized communities. Stakeholders advocated for Member States to implement legal and policy reforms to prohibit racial profiling and protect individual rights, aiming to enhance public trust in law enforcement. Key recommendations from both the targeted online survey and consultation workshop were that Member States adopt legal and policy reforms to prohibit racial profiling and encourage practices that protect the fundamental rights of all individuals.

**Robust support for victims** of racial discrimination, such as legal aid and mental health services, was deemed crucial. A few stakeholders also highlighted racial bias in judicial systems, underscoring the need for more effective mechanisms to raise complaints and protect victims. They emphasized the need to improve access to justice for victims.

They urged consistent implementation, monitoring and enforcement at both EU and national levels of **EU's legally binding instruments** (including the Racial Equality Directive<sup>10</sup> and the Victims' Rights Directive<sup>11</sup>), as well as the EU Charter of Fundamental Rights<sup>12</sup> to effectively prevent and redress racism.

Several respondents pointed out areas for improvement within the existing **EU anti-racism policies and legislation**. A few of them noted that in practice no substantive positive changes have materialised, attributing this primarily to weak institutional structures and insufficient compliance with a human rights-based approach. More generally, stakeholders highlighted the need to connect EU policies more directly to international obligations and frameworks to ensure better alignment.

Additionally, many of the stakeholders consulted and OPC respondents called for better protection of racialised individuals and communities against hate crimes and hate speech. The rapid spread of harmful content online and algorithmic biases in **artificial intelligence and digital services** were concerns. They urged education and the use of diverse data sets in AI training to mitigate discriminatory outcomes and reduce the likelihood of bias in decision-making processes. Respondents acknowledged the EU's efforts to address issues related to AI. However, some noted that the EU's regulatory measures are not keeping up with swift technological advancements, noting the policy approach as slow, fragmented, and reactive rather than proactive.

The Digital Services Act<sup>13</sup>, was well-received for holding platforms accountable for content inciting racial hatred. However, respondents noted that its effectiveness relies on national implementation, highlighting the need for consistent enforcement, and stronger accountability measures to tackle evolving online hate effectively.

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<sup>10</sup> [Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin.](#)

<sup>11</sup> [Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA](#)

<sup>12</sup> [Charter of Fundamental Rights of the European Union](#), 2012/C 326/02

<sup>13</sup> [Regulation \(EU\) 2022/2065 of the European Parliament and of the Council of 19 October 2022 on a Single Market for Digital Services and amending Directive 2000/31/EC \(Digital Services Act\).](#)

### 3.3. Addressing social inequality in different areas of society

Many participants stressed the importance of intersectionality, stating that **social inequalities** often interlink with multiple grounds and forms of discrimination based on race, gender, religion, disability, and with other vulnerabilities, such as socio-economic or migration status. In the CfE and targeted meetings, some stakeholders specifically pointed out the need to better address the needs of racialized individuals with disabilities.

There was appreciation for efforts to mainstream anti-racism into sectors like education, health, employment, and justice and pursuit to find alignment with other EU policy tools.

Across all consultation activities, respondents highlighted the need for comprehensive and reliable equality data to better understand social inequalities. This data-driven approach would help develop policy measures addressing specific inequities. Additionally, respondents called for mechanisms to monitor progress and hold accountable relevant entities in reducing social inequalities.

#### **Housing**

Overall, following the adoption of the EU anti-racism action plan, there is growing awareness among most respondents of the targeted online survey of the importance of **combating racism and discrimination in access to housing**.

Some of the OPC and CfE respondents highlighted that discrimination is particularly severe among migrants, racialized groups, the Roma community, and undocumented persons, who face inflated housing costs and a shortage of affordable housing initiatives. There is strong push to overcome structural barriers, like burdensome administrative procedures and exclusion, which also hinders migrants' ability to access housing.

To address these issues, participants proposed aligning housing policies with the European Green Deal and the European Pillar of Social Rights for sustainability and fairness. The need for coordinated efforts across government levels to implementing these solutions effectively was highlighted.

#### **Education and employment**

Stakeholders in the consultation workshops and targeted meetings advocated for **tackling systemic racism in education, school-to-work transitions, and employment**.

Reference was made to ensuring that children from racial and ethnic groups have equal opportunities, the challenges related to poverty and school dropout rates and need to improve access to quality education and employment opportunities. Addressing bias in schools, including stricter disciplinary practices and racial discrimination, was highlighted as necessary, with calls for anti-racism training and guidance for teachers and staff.

Educational programmes reform was a major focus, with several stakeholders advocating for the inclusion of anti-racism, decolonisation, and the historical roots of racism in curricula. Specialists in the field of education emphasised the need for more representation of racialized staff and young people in educational spaces and tackling segregation, especially among Roma

youth. The Child Guarantee<sup>14</sup> should better consider racialized children, and the issue of race-based bullying demands particular attention.

In employment, there is a strong and positive momentum in enhancing support and equality for diverse individuals in the labour market. Respondents to the OPC and CfE, along with social partners, are actively advocating for better protection and inclusive hiring practices. There is a need for concerted effort to address skill and labour shortages, by streamlining hiring processes for non-EU nationals. Additionally, the importance of strengthening the rights of labour unions is emphasized.

In the media industry, experts called for more racial diversity in journalism, transparent hiring practices, and equitable pay structures in the industry to address racism.

## **Health**

Healthcare systems in Europe are increasingly recognizing the importance of addressing racism and enhancing representation to better understand racial discrimination in this sector. This issue was a key topic in the OPC and highlighted in consultation workshops and the CfE. Several respondents stressed the importance of addressing racial discrimination and improving access to both physical and mental healthcare.

One stakeholder advocated recognizing racism as a health determinant, and the need for mental health support for victims of racist incidents was raised repeatedly in consultations.

### **3.4. Developing an anti-racism implementation framework**

## **Meaningful participation and spaces for dialogue**

Consultation participants emphasized the vital role of **direct participation from civil society**, especially grassroots and marginalized groups, to tackle racism effectively.

They proposed empowering CSOs representing diverse communities with direct representation in EU forums and working groups to influence policymaking. The voices of racialized and marginalized communities are crucial for shaping policies, contributing to strategic discussions, and providing valuable feedback on implementation efforts.

There was consensus on the importance of engaging a broad range of stakeholders, focusing on under-represented communities such as people with disabilities, young people, LGBTIQ individuals, migrants, Roma, Muslims, and rural populations. Calls were made to include a chapter on young people in the strategy.

The **Permanent Anti-racism Civil Society Forum was recognised as an important participatory mechanism**. Stakeholders recommend making it more inclusive, transparent and impactful, thereby enabling meaningful participation EU and national policy-making processes. Improving collaboration between Member States and grassroots efforts was underscored, highlighting the importance of dedicated dialogue spaces between CSOs and Member States.

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<sup>14</sup> [Council Recommendation \(EU\) 2021/1004 of 14 June 2021 establishing a European Child Guarantee](#)

A few stakeholders also argued for greater collaboration across sectors and countries (CSOs, private sector, government etc.), suggesting platforms for dialogue that foster a holistic approach to fight racism. They envisioned a dedicated group for international organizations to facilitate discussions with the EU and international interlocutors, emphasizing the sharing of best practices among CSOs, Member States, and social partners.

### **Funding and civic space**

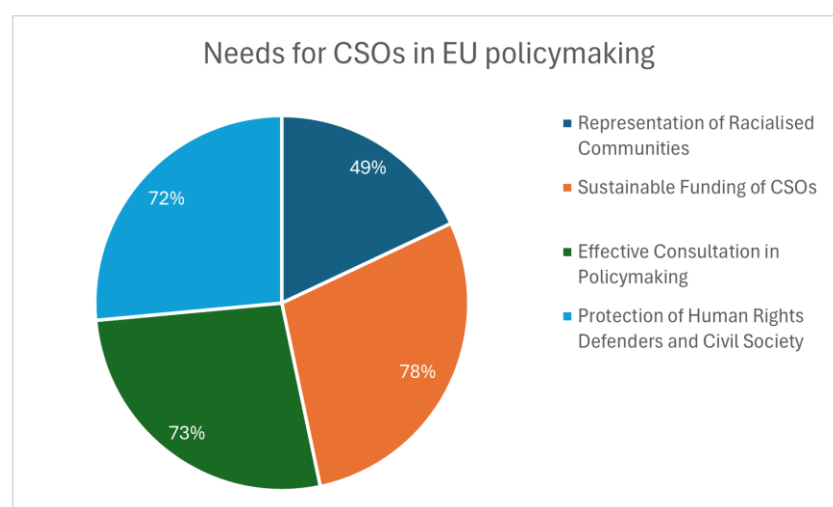
Grassroots and anti-racism organizations have underscored opportunities to enhance **funding and the shrinking civic space for CSOs**. Consultation activities revealed strong advocacy for sustainable financial support with inclusive criteria, streamlined processes, and greater transparency, ensuring that smaller and grassroots organizations have easier access to necessary resources.

Since the adoption of the EU anti-racism action plan in 2020, both youth- and migrant-led CSO's, reported a shrinking of civic space. They referred to restrictions on freedoms and fewer funding opportunities. There is a consensus in the need to safeguard the operational environment for activists and human rights defenders.

To avoid backlash, experts on anti-Muslim hatred emphasised anonymizing funded organizations, and a few stakeholders called for dedicated funding programmes to address anti-Muslim racism. The Citizens, Equality, Rights and Values Programme was highlighted as vital, along with better mobilization of other EU programmes like Erasmus+ for anti-racism initiatives support.

Consultation workshop participants urged the Commission to focus on protecting and expanding civic space, advocating for legislative and policy measures that safeguard CSOs' rights to assemble, speak freely, and advocate for anti-racism policies without concern for reprisal or restriction.

Some CSO stakeholders suggested an innovative approach by tying EU funding to Member States compliance with anti-racism standards or policies through conditionality clauses in agreements, so Member States take more effective action against racism.



Source: Stakeholders responses from the open public consultation held from 15 April to 8 July 2025.

## **National implementation**

Stakeholders highlighted the necessity for **better implementation of the EU anti-racism action plan by Member States**. Some survey respondents and workshop participants identified effective EU initiatives like the Citizens, Equality, Rights and Values Programme and the High-Level Group on Non-Discrimination, Equality, and Diversity, which support Member States in developing or implementing national action plans against racism.

Additionally, stakeholders called for stronger political commitment and strategic integration of anti-racism measures across governmental and societal structures.

They highlighted the need for an impactful EU anti-racism strategy that encourages Member States to embrace comprehensive policies. This could include an EU-wide campaign to increase visibility, the reinforcement of Member States' commitment and accountability through Council recommendations and the alignment of the strategy with international commitments and frameworks.

Stakeholders highlighted the promise of establishing robust national monitoring structures with clear indicators and benchmarks, along with participatory feedback mechanisms to align policies with lived realities. They emphasized the importance to integrate affected groups and CSOs into the policy design, implementation, monitoring and evaluation of anti-racism policies to ensure they reflect grassroots realities. They also mentioned strengthening and clarifying the role of equality bodies to avoid overburdening.

Despite the varying adoption rates of the action plan, stakeholders remained hopeful, acknowledging that proactive efforts by some countries could inspire others to prioritise anti-racism.

Stakeholders noted the potential of the EU Roma strategic framework as a model for developing monitoring mechanisms with measurable targets. They also called for further guidance and tools on operationalizing anti-racism policies, particularly regarding intersectionality, structural racism, and equality data collection.

Stakeholders recognised the importance of financial investments, human resources, and infrastructural support in making meaningful progress in the fight against racism.

Lastly, they also advocated for decentralization, emphasizing the integration of local levels in the upcoming EU anti-racism strategy. They suggested localised action plans for schools, community centres or cities, with encouragement for Member States to allocate funds and collaborate with local authorities.

### **3.5. Matters internal to the Commission**

#### **Pursuing the Commission's own diversity and inclusion policies**

The consultation process brought to light valuable insights regarding the Commission's commitment to staff diversity and inclusion policies. A few participants and OPC respondents

eagerly championed the idea of increasing racial diversity within the Commission, other EU institutions, and the 'blue book' traineeship programme. Emphasis was placed on implementing positive actions to promote career advancement for under-represented groups, such as mentoring programmes, leadership training and other initiatives, specifically aiming to bolster diversity at all levels of the Commission, particularly in leadership roles.

Respondents also highlighted the opportunity for in-depth anti-racism, structural racism, and intersectionality training for Commission staff, identifying areas for growth in understanding. Training on unconscious bias provided at managerial level was also advocated.

Furthermore, tackling microaggressions within recruitment and the workplace (incidents on the Commission's intranet, conversations in the corridor, etc.) was identified in the consultation workshops as essential for fostering an inclusive environment.

### **The Commission's internal structure**

Consultation activities highlighted opportunities for enhancing the coordination and effectiveness of the anti-racism portfolio and resources. Stakeholders expressed enthusiasm about realigning policy priorities after the internal reorganization. This transition saw the Coordinators on Combating anti-Muslim hatred and antisemitism moved to the Secretariat-General, while the Anti-racism Coordinator remained in the Directorate-General for Justice and Consumers. There is strong support for strengthening anti-racism efforts internally by empowering the Commission's Anti-racism Coordinator and their team with additional resources and authority.

Additionally, the staff association of the EU institutions suggested the Commission's Anti-racism Coordinator to collaborate with the EU Special Representative on Human Rights.