

Report on anti-Muslim Racism

Short Summary



2023 Edition

ANTI-MUSLIM INCIDENTS
IN GERMANY IN 2022

Contents

| | |
|---|-----------|
| 1. Key findings | 03 |
| 1.1 Anti-Muslim incidents: key findings for 2022 | 03 |
| 1.2 Basis of data | 06 |
| 2. Recommendations | 07 |

1. Key findings

1.1 Anti-Muslim incidents: figures for 2022

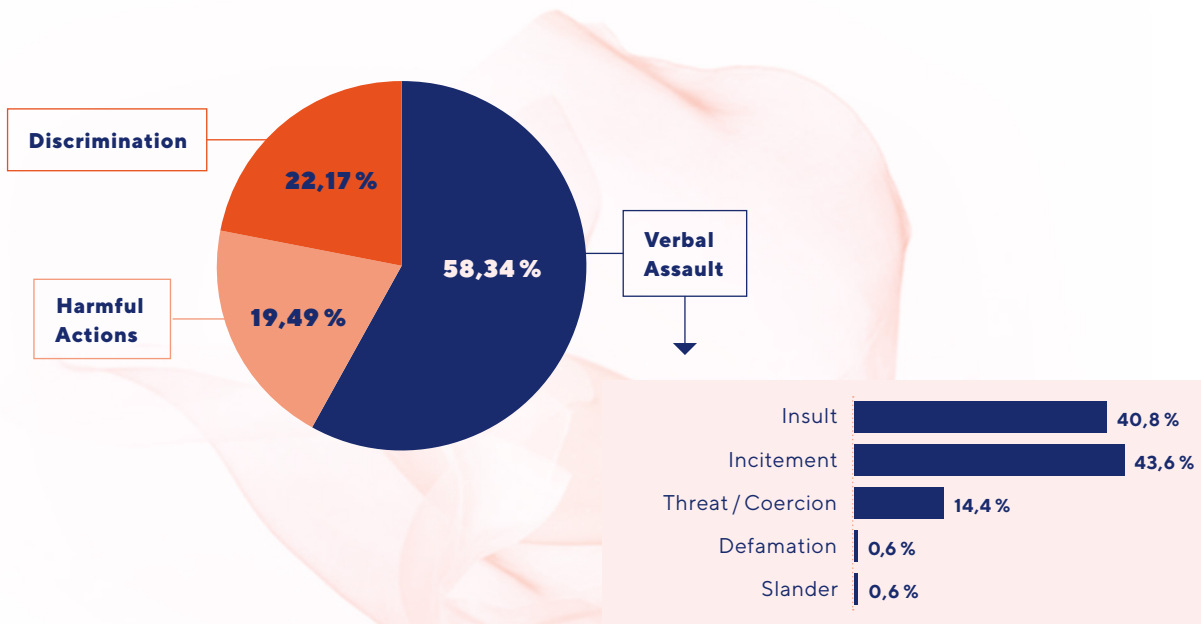
Every individual attack and incident of discrimination shows that anti-Muslim racism is an everyday experience for those affected, and that anti-Muslim racism spreads across all areas of society.

The documented cases for 2022 show that:

- 1. Anti-Muslim racism is a feature of everyday life** for those affected and runs through all areas of life. Anti-Muslim racism is expressed in various ways: **implicitly, explicitly, directly** and **institutionally**.
- 2. In 2022, 898 anti-Muslim incidents** were documented. This corresponds to **on average more than two incidents per day**. These include **cases of discrimination, verbal attacks, physical attacks** and **damage to property**. **What is not recorded is hate speech online**, flyers or posters with racist content.
- 3. Anti-Muslim racism is pervasive in all spheres of life** and prevents Muslims and those perceived as Muslims from taking part in society on an even footing. For those cases where the location of the incident is known, **the greatest number, 25.79 %, took place in public spaces**. Physical and verbal attacks documented in this sphere were largely directed towards Muslim women and women perceived as such who were also insulted in the presence of their children and even physically attacked. **20.75 % of cases took place in educational facilities** such as schools, universities, and daycare centres, where discrimination was frequently recorded as emanating from teaching staff. **13.52 % of the anti-Muslim incidents recorded** took place in the field of **employment**.

4. **Types of incidents:** of the documented cases, **verbal attacks make up the largest proportion (500 cases)**, followed by **discrimination (190 cases)** and **harmful action (167 cases)**.

Figure: Type of incidents



Incidents (n=857) / Verbal Assault (n=500)

In 41 incidents taken from the PMK Statistic, the type of offence information was unavailable.

5. **Type of incident: verbal assault**

- A breakdown of verbal attacks shows that **incitement (43.6 %)** makes up the greatest share in this category, followed by **insult (40.8 %)**.
- A total of **72 incidents of threat or coercion** were registered, which can have severe consequences for the affected persons and communities. Victims report severe psychological burdens, avoiding certain locations or activities or even having to change their place of residence.
- Among the 72 documented threats, **11 were threatening letters to mosques, often with excessive threats of violence and murder**. Notable was their intersection with antisemitism. Some letters contained swastikas or links to the Nazi period. In many cases, a tendency could be detected for threatening letters to be part of a sequence of anti-Muslim offences against a community.

6. Type of incident: harmful action

This category includes 71 cases of bodily harm, 44 of material damage, 3 arson attacks and 49 other violent crimes including disrupting the practice of religion under § 167 StGB. It is concerning that the particular **vulnerability of women with children is being exploited by perpetrators** (see point 7).

7. The monitoring report also shows that adults attack children. As the Association of Counselling Centres for the Victims of Right-wing, Racist and Antisemitic Violence in Germany (VBRG) determines in its annual report for 2022, **racist attacks on children and young people are increasing**. The documented cases include those where children and young people were attacked by adults. In addition, there are cases where **women were attacked in the presence of children or pregnant women were kicked or hit in the stomach**.

8. Victims: for 320 anti-Muslim incidents we have concrete information on the affected party. The victim in the majority of cases was **an individual (71 %)**, followed by **groups (21 %)** and **religious institutions or sites (8 %)**. Disaggregated by gender¹, the documented cases **overwhelmingly affect women*²**, though more than **one in three men* also experiences discrimination** in the workplace.

9. The monitoring report shows that the **extent and frequency of racist experience is further intensified by its intersection with sexism, other forms of racism** (incl. anti-Black racism, antigypsism) or group-focused enmity and social factors such as the victim's **education level, marital status and migration status**.

10. A large number of unreported anti-Muslim incidents must be assumed: because of a lack of counselling and reporting structures, failure of trust on the part of victims and a lack of expertise on anti-Muslim racism, we must assume a **serious number of anti-Muslim incidents goes unreported or unrecorded** – something that also relates to anti-Muslim hate speech, for example, on social media.

State underreporting of hate crime: Not all anti-Muslim crimes are recognised as such, because, among other reasons, there is (or remains) a lack of sensitivity (and training) among the reporting bodies. Crimes are often not reported at all because victims do not trust the authorities and fear not being taken seriously.

Civil-society underreporting: Underreporting is also to be assumed on the part of civil society. It must be assumed that (i) victims are often not reached by counselling centres and/or have no access to them, and/or (ii) that anti-Muslim racism is not identified in the counselling process.

¹ Incidents recorded affecting people self-identifying as non-binary, trans or inter were very low. This shouldn't suggest that these groups don't experience antimuslim racism but that multiple reasons are causing these groups' underreporting.

² The asterisk (*) after woman or men includes all persons who self-identify as men or women and persons who are misgendered as female/male and includes thus also gender identities beyond the binary gender system. Although those reporting an incident can choose a gender identity other than women*, we cannot rule out the possibility that queer, trans and/or inter-persons were perceived as women* or men* in reports from witnesses.

The study on counselling centres for the victims of anti-Muslim racism shows:

- Half of the organisations surveyed have no process to identify anti-Muslim racism.
- For more than half of counselling centres, it is challenging to set up contact with the victims of anti-Muslim racism.³

An investigation by the European Union Agency for Fundamental Rights (FRA) shows:

- Only one in ten Muslims surveyed reported their latest case of hate-motivated harassment to the police or another organisation/body.
- Only four in 100 Muslim respondents who indicated that they had experienced discrimination reported this to an equality body, human rights institution or ombud.⁴

For this and other reasons, the cases documented in the monitoring report thus only make up a small sliver of the real number of anti-Muslim incidents in Germany.

1.2 Basis of data

- 1. Anti-Muslim racism is a form of racism directed against Muslims and all people perceived as Muslims – for example, because of their appearance, language or name.** Within the monitoring report, the classification of anti-Muslim incidents is oriented by the working definition of anti-Muslim racism recommended by the **European Commission against Racism and Intolerance** (ECRI).
- 2. The first monitoring report includes data from 10 regional reporting and counselling bodies located in 7 federal states, countrywide reports made via the “I-Report” portal, countrywide case figures from the statistics on politically motivated criminality from 2022, police press releases and reports of cases from media reports.**
- 3. Online incidents were not recorded.** Anti-Muslim hate speech online, e.g. on social media, a widespread form of anti-Muslim racism, could not be recorded within the first monitoring report.

³ cf. Winterhagen, Jenni/Güzin Ceyhan/Daria Tisch: Beratungsangebote für Betroffene von antimuslimischem Rassismus: Kurzanalyse der Beratungslandschaft für Betroffene von antimuslimisch motivierten Übergriffen und antimuslimisch motivierter Diskriminierung in Deutschland, 2021 [Counselling Services for Victims of Anti-Muslim Racism: Brief Analysis of the Counselling Landscape for Victims of Anti-Muslim Assaults and Anti-Muslim Discrimination in Germany]

⁴ cf. European Union Agency for Fundamental Rights (FRA): Second European Union minorities and discrimination survey, Muslims – Selected findings, 2018, p. 11.

4. Recording takes place using **unified standards** and only if enough information is available to verify the case unambiguously and prevent double-recording. The documented cases cover only those where a victim and witness either communicated with the police or a counselling or reporting centre, publicised an incident online (e.g. via social media) or contacted journalists.
5. When classifying a case as anti-Muslim, the **perspective of the victim or victims** is key. In addition, bias indicators such as statements made regarding motivation or the character of the crime are taken into account.

2. Recommendations for action

The foundation for long-term preventive and intervention measures is a systematic recording and documentation of anti-Muslim racism. A unified, systematic and comprehensive recording of anti-Muslim incidents will allow more precise estimation of the risks to affected communities and society as a whole, forming a basis for the conception of preventive and intervention measures.

The following recommendations focus on support for victims and monitoring and are not to be seen as conclusive; rather, they should be seen as supplementary to existing and further recommendations on combating anti-Muslim racism effectively in all spheres of life.

10 key recommendations for action:

1. Long-term, independent financing and development of counselling and support structures:

The counselling and support structures provided to those affected by (anti-Muslim) racism must be built up across the board. Monitoring requires additional financial resources.

2. Civil society led monitoring of anti-Muslim racism:

To investigate and document anti-Muslim racism in a tailored way, independent civil society led monitoring is essential. Community-based monitoring should be extended, developed and reaffirmed at the federal and state levels. An independent, countrywide information and reporting structure should be set up alongside a central information and documentation centre to record anti-Muslim incidents above and below the threshold for punitive action, aggregate case numbers provided by civil society and evaluate them – based on the model of the research and information centres on antisemitism and antigypsism.

3. Recognition and establishment of a unified working definition of anti-Muslim racism as a basis for official action:

Combating anti-Muslim racism requires clarity about the phenomenon. The working definition of anti-Muslim racism promulgated by the European Commission against Racism and Intolerance (ECRI) under “General Policy Recommendation No. 5: combating intolerance and discrimination against Muslims” should be used in Germany. The working definition should be incorporated in administrative actions through implementation regulations and federal programmes, among others.

4. Law enforcement: rigorous recording and punishment of anti-Muslim crimes and collaboration with civil society:

(i) A victim-centred approach as per the EU Victims’ Directive 2012/29/EU must be used in police work.

(ii) Structures should be set up to make it easier for victims to report anti-Muslim crimes and reduce underreporting.

(iii) A basis should be laid for assessing anti-Muslim crimes through using a unified working definition and setting up a catalogue of criteria for recording and documenting anti-Muslim hate crimes.

(v) Collaboration between (Muslim) civil society and law enforcement in recording anti-Muslim crimes should be improved, oriented by the “Key Guiding Principles” of the European Commission.

(v) The exchange of case numbers between civil society and law enforcement must be promoted.

(vi) In prosecutions, anti-Muslim motivation should be given more significant weight by the judicial authorities.

(vii) Obligatory training modules on anti-Muslim racism should aim to ensure recognition of anti-Muslim racism and respect and sensitivity in dealing with the victim.

5. Anti-discrimination law:

Loopholes must be closed. The requirements of the civil-society alliance “AGG-Reform – Jetzt!” on amending the German Equality Act (AGG) should be implemented. These include: (i) clarifying the prohibition on multi-dimensional and intersectional discrimination, (ii) extending the scope of application of the AGG to public bodies, (iii) strengthening law enforcement, incl. by introducing collective legal action, (iv) extending the discrimination categories, (v) raising the limitation period, (vi) extending the reverse onus for the burden of proof and (vii) closing loopholes in the fields of employment and private law.

6. Empowerment of affected parties:

Provision must be made to allow victims to exchange experiences, raise awareness of the manifestations of anti-Muslim racism and find out the opportunities for action in case of an attack and/or case of discrimination.

7. Anti-racist measures for authorities and (public) administration:

(i) Authorities and administrative bodies must develop guidelines and procedures to combat anti-Muslim racism occurring in the workplace and through public services.

(ii) Anti-racist trainings must be implemented as obligatory for all employees of the administration/authority.

8. Anti-racist education in the school context:

(i) Discrimination complaint structures and points of contact for school pupils, teachers and parents should be set up in the school context.

(ii) School rules should be reassessed from an anti-racist point of view.

(iii) Anti-Muslim racism must become part of the curriculum at schools and a fixed component of teacher training (for teachers, nursery school teachers, social education workers).

9. Strengthening anti-racism in healthcare:

(i) Anti-racist training for medical staff should be implemented.

(ii) Measures should also aim to promote diversity and inclusivity in healthcare.

(iii) The number of studies on the extent and consequences of racism in healthcare should be increased, so that racism can be systematically recorded.

10. Awareness raising and information:

(i) Victims of racist, and particularly anti-Muslim, attacks need more information to make support structures more visible and facilitate access to counselling structures.

(ii) Measures must be taken aiming to continuously sensitise and inform the public at large about anti-Muslim racism and raise consciousness of the problem.

Imprint

Publisher:

CLAIM – Alliance against Islamophobia and anti-Muslim hate
in cooperation with ZEOK e. V. as part of the Islamophobia
and anti-Muslim hatred competence network
Friedrichstraße 206
10969 Berlin
presse@claim-allianz.de

ZEOK e. V.
Kurt-Eisner-Str. 68 HH
04275 Leipzig

Responsible Party:

CLAIM – Allianz gegen Islam- und Muslimfeindlichkeit
Rima Hanano

Supporting Association CLAIM: Teilseiend e.V.
Registered Office: Heidelberg
Managing Director: Yasemin Soylu
Mannheim District Court, Registration Number: VR 700738

Report Project Team: Rima Hanano, Güzin Ceyhan, Elisabeth Walser

Editorial Team: Güzin Ceyhan, Elisabeth Walser

Contributors: Hanna Attar, Arash Bakhtiari, Lea Gautsch, Birte Freer and
Rojda Kızılpınar

Editing: Supertext

Design: neonfisch.de

The publications do not represent the opinions of the Federal Ministry for Family
Affairs, Senior Citizens, Women and Youth (BMFSFJ) or the BAFzA. The authors are
responsible for the content of their statements.

© CLAIM, 2023 | All rights reserved.

25 %



A publication within the framework of the Competence Network Islamophobia and Antimuslim hatred

Funded by

Within the framework of the Federal Programme



Bundesministerium für Familie, Senioren, Frauen und Jugend

Demokratie *leben!*