

# *Report on anti-Muslim Racism*

*Short Summary*



2025 Edition

**ANTI-MUSLIM INCIDENTS**  
**IN GERMANY IN 2024**



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# 1. Key findings

## 1.1 Anti-Muslim attacks and discrimination: Annual report 2024

Anti-Muslim racism is a form of racism that is directed against Muslims as well as all those perceived as Muslims – for example, because of their appearance, language or name.

The 2024 annual report demonstrates that anti-Muslim racism in Germany is pervasive across all sectors of society and is part of everyday life for many people. These racist incidents do not occur in a vacuum but arise in the context of debates and discourses on security, migration, and asylum.

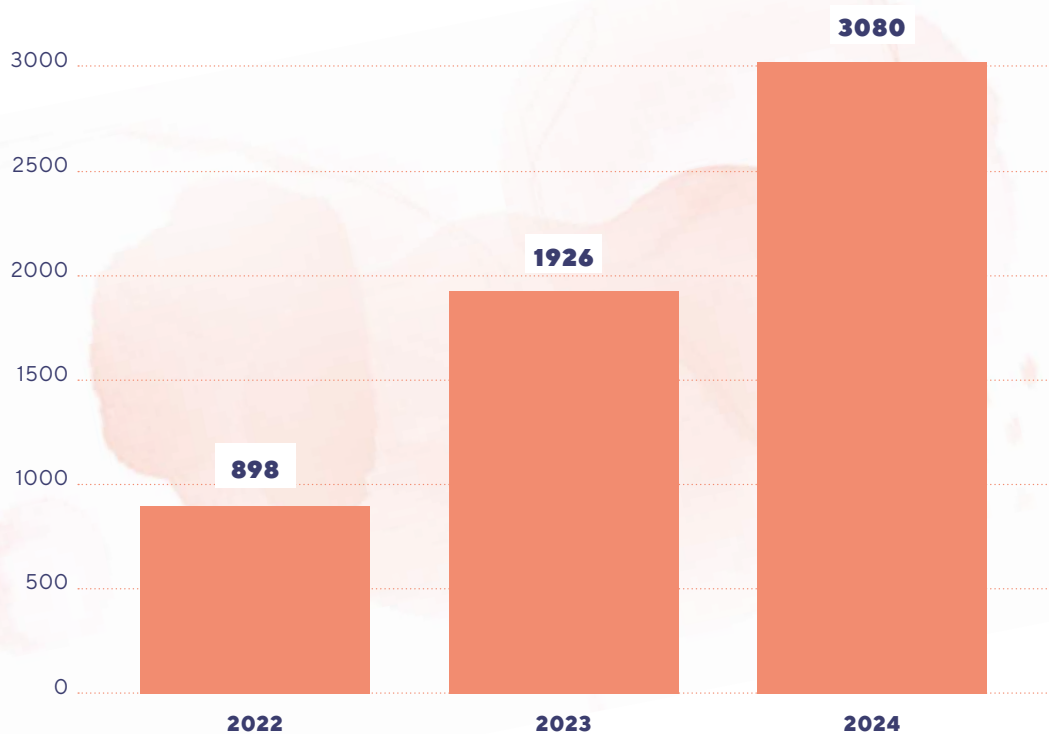
It becomes clear that behind each act of discrimination and every single attack lies an anti-Muslim motive and the personal experience of an individual who has suffered from anti-Muslim racism. Counseling centers report a generally high level of mistrust among those affected, both towards state institutions such as the police and judiciary and towards civil society organizations. Consequently, anti-Muslim racism impacts not only the direct victims but also social cohesion and democracy as a whole. It is important to note that significant gaps remain in the data on anti-Muslim incidents. In this context, civil society documentation is of central importance, as it makes anti-Muslim racism visible and helps identify trends over time.

The 2024 annual report of anti-Muslim attacks and discrimination shows:

1. In 2024, the number of anti-Muslim incidents reached an alarming new high of 3,080 documented cases, representing a 60% increase compared to the previous year (2023: 1,926 documented cases). On average, more than eight anti-Muslim incidents occurred each day (2023: five per day). It must be assumed that a large number of incidents go unreported – see point 13.
2. Anti-Muslim racism constitutes a daily reality for those affected, permeating all areas of life. It manifests in diverse forms, both implicit and explicit, and at both interpersonal and institutional levels.

Verbal attacks accounted for the largest share of documented cases, with 1,558 incidents (55.60%), followed by 659 acts of discrimination (23.52%), and 585 incidents of harmful behaviour (20.88%). In 278 cases, the type of incident was not specified.

**Figure 1: Anti-Muslim Incidents 2022–2024 (absolute numbers)**



Annual Comparison 2022-2024: In 2022, 10 counselling centres from 7 federal states participated in the monitoring. In 2023, 17 counselling centres from 13 federal states took part. In 2024, 26 counselling centres from 13 federal states were involved.

3. **Anti-Muslim racism occurs in all areas of society, be it when looking for accommodation, visiting the doctor, or at school.** With **306 incidents (24,9%)** the majority of anti-Muslim incidents, where the specific setting could be identified, took place in **public spaces**. Attacks occur on streets and squares, in parks as well as at bus stops and train stations. **22,1% (272 incidents)** of the cases documented by CLAIM occurred in the **education sector**, with a majority taking place in schools. **The workplace accounts for 10%** of the recorded anti-Muslim incidents.
4. **Affected by anti-Muslim racism are Muslims and people perceived to be Muslim, religious institutions, and places perceived to be Muslim.** The cases show that people experience anti-Muslim racism because of their name, appearance, or language – regardless of whether they actually belong to the religion. **968 documented cases** were directed at **individuals (69.94%)**, **261 documented cases** were directed at **groups (18.86%)**, and **72 targeted “religious institutions/places” (5.20%)** – including **67 attacks on mosques (2023: 65)**.<sup>1</sup>

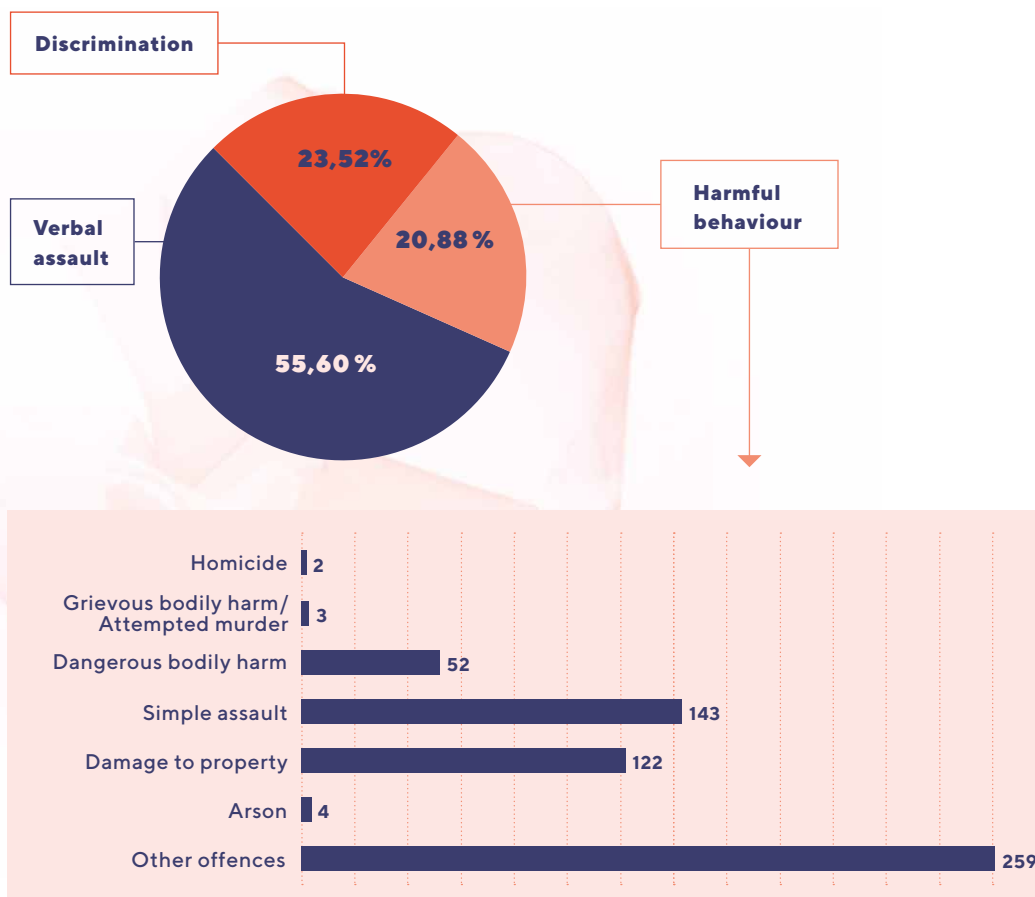
<sup>1</sup> In 1,384 anti Muslim incidents, specific information about those affected is available

5. **In 71% of the documented cases for which CLAIM has information on gender, women were affected. Children are also verbally and physically attacked.** While the data distribution does not allow for representative conclusions, the case numbers align with findings from studies and surveys and point to the particular vulnerability of women perceived to be Muslim, especially those visibly perceived as Muslim, due to the intersection of racism and sexism.
6. Overall, 2024 saw not only an alarming increase in documented anti-Muslim incidents, but also **a rise in serious offences in the form of bodily harm and homicides**, indicating **growing disinhibition and brutality**. In total, **2 homicides, 198 bodily harm offences**, including **3 grievous bodily harm/attempted murders, 122 property damages, 4 arsons**, as well as 259 other attacks, such as robbery or extortion were documented (2023: 182 bodily harm offences, including 4 grievous bodily harm/attempted murders, 93 property damages, 5 arsons, 6 other attacks)
7. **Societal, media, and political debates are reflected in the agitation of perpetrators.** People, including youth and children, are subjected to verbal abuse and threats in which they are called “bombers,” “terrorists,” “Islamists,” “knife attackers,” or “antisemites.” Discourses that stigmatize and criminalize Muslim people create a climate in which attacks and discrimination become possible in the first place and can fuel anti-Muslim assaults. In the wake of the terrorist attack by Hamas on 7 October 2023, Muslims were collectively placed under general suspicion of glorifying and legitimizing terrorism and violence. In the aftermath of 7 October, in addition to antisemitic assaults, attacks on Muslims, people and places perceived to be Muslim also rose drastically nationwide. In 2024, anti-Muslim incident numbers remained at a consistently high level.
8. **Trust among affected individuals in state institutions as well as civil society organizations is low.** Counseling centers report a high level of mistrust among those affected, not only toward state institutions but also toward civil society organizations. A recent study by DeZIM also points to a loss of trust in decision-makers: general trust in politics is declining among the population – however, the loss of trust is most pronounced among Muslims. In 2024, nearly two-thirds of Muslims indicated that they do not trust politicians.<sup>2</sup>

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<sup>2</sup> Massa Gahein Sama, Klara Podkowik, Kien Tran, and Zerrin Salikutluk (DeZIM.insight), Demokratie unter Druck: Wie sich das Vertrauen in die Politik verändert, 2025 [online], [https://www.dezim-institut.de/fileadmin/user\\_upload/Demo\\_FIS/publikation\\_pdf/FA-6257.pdf](https://www.dezim-institut.de/fileadmin/user_upload/Demo_FIS/publikation_pdf/FA-6257.pdf) (last accessed: 23 April 2025). An in depth examination of this topic also appears in this year’s report in the contribution titled “Auswirkungen von Diskriminierungserfahrungen auf das Vertrauen in politische Institutionen” by Özcan Karadeniz and Massa Gahein Sama (DeZIM Institute).

Figure 2: Type of incident (percent share)



Type of incident, n = 2802; in 278 cases, the type of incident is unknown. Harmful behavior, n = 585.

## 9. Type of incident: verbal attacks

- A breakdown of the verbal attacks shows **that incitement to hatred (54.8%) makes up the largest share** within this category, **followed by insult involving incitement to hatred/ insult (31.8%)**.
- A total of **163 threats and acts of coercion** were recorded, which can have serious consequences for the individuals and communities affected. Affected persons report severe psychological distress and may avoid certain places or activities, or even be forced to change their residence or workplace.
- **Around 72 attacks on religious sites/facilities were recorded.** These attacks showed a clear interconnection with antisemitism. Some graffiti included swastikas or references to the Nazi era.

- In 2024 as well, places perceived to be Muslim, such as restaurants or snack bars, received threatening messages containing hate-inciting content, for example, in form of anti-Muslim racist comments on Lieferando orders (12 cases).<sup>3</sup>

#### 10. Type of Incident: Harmful Behavior

For the year 2024, a total of **2 homicides, 198 bodily harm offences, including 3 cases of grievous bodily harm/ attempted murder, 122 cases of property damage, 4 arsons** as well as 259 other attacks, including robbery or theft were documented (2023: 182 bodily harm offences, 93 cases of property damage, 5 arsons as well as 6 other offences).

11. **The report repeatedly shows that adults attack children.** As the Association of Counseling Centers for Victims of Right-Wing, Racist, and Antisemitic Violence in Germany (VBRG) notes in its 2024 annual report, **racially motivated attacks on children and adolescents have increased for the third year in a row.**<sup>4</sup> Among the documented incidents are cases where children and adolescents were attacked by adults. In addition, there are cases in which **women were attacked in the presence of children.**
12. The report shows that **the extent and frequency of experiences of racism are further exacerbated by their intersection with sexism, antisemitism, and other forms of racism** (including anti-Black racism and antiziganism), and misanthropic ideologies, as well as by **level of education, marital status, experiences of forced displacement, and migration status.**
13. **It must be assumed that there is a high number of unreported anti-Muslim incidents:** Due to the lack of counseling and reporting structures, lack of trust among those affected, or lack of expertise in recognizing anti-Muslim racism, there is reason to assume that **the number of unreported anti-Muslim cases is significant.** As a result, documented incidents can only reflect a fragment of reality.
  - Underrecording of hate crimes by the State: Not all anti-Muslim offenses are recognized as such, as the sensitivity (and training) of the investigative authorities is (still) lacking. Moreover, crimes often go unreported because those affected lack trust in the authorities and fear not being taken seriously.
  - Underrecording by Civil Society: underrecording must also be assumed on the part of civil society. It is likely that (i) affected individuals are often not reached by counseling centers and/or lack access to them, and/or (ii) anti-Muslim racism is not identified during the counseling process.

<sup>3</sup> Federal Government: Response to the minor inquiry by Members of Parliament Gökay Akbulut, among others, and the parliamentary group Die Linke: Antimuslimische Hassbotschaften über Lieferdienste. December 4, 2024. Bundestag official document 20/13853, 2024, p. 2.

<sup>4</sup> VBRG: Right-wing, Racist and Antisemitic Violence in Germany 2024 – Jahresbilanzen der Opferberatungsstellen, 2025, [online] <https://verband-brg.de/rechte-rassistische-und-antisemitische-gewalt-in-deutschland-2024-jahresbilanzen-der-opferberatungsstellen/> (Last accessed: 29 May 2025).



A study by the European Union Agency for Fundamental Rights (FRA) shows:

- Only 4% of Muslims who experienced discrimination in Germany in the 12 months prior to the survey reported it or filed a complaint. This places Germany below the already low European average of 6%.<sup>5</sup>

For these and other reasons, the cases documented within the report represent only a limited picture of the reality of anti-Muslim incidents in Germany.

- The findings of the report align with representative studies on anti-Muslim attitudes and experiences of discrimination, with the 2024 statistics on politically motivated crime (PMC) (Islamophobic offenses 2024, Federal Criminal Police Office<sup>6</sup>), as well as with evaluations from counseling centers.
- In 2024 alone, 1848 Islamophobic offenses were officially recorded (politically motivated crime 2024, Federal Criminal Police Office). This represents a 26% increase compared to the previous year, with a large number of unreported cases assumed. Additionally, 79 attacks on mosques were recorded (2023: 70; increase of 12.86%).<sup>7</sup>
- According to the European Union Agency for Fundamental Rights (FRA), 68% of Muslims surveyed experienced racist discrimination in Germany in the five years prior to the survey. In a European comparison, Germany ranks second – only in Austria is the share of Muslims who have experienced racist discrimination in their lives higher, at 71%.<sup>8</sup> In a non-representative survey by CLAIM in 2023, 80% of those surveyed who are Muslim or perceived to be Muslim reported experiencing discrimination and assaults.<sup>9</sup>
- According to a study by the Bertelsmann Foundation (2023), 72% of Muslims in Germany experience racist discrimination and thus belong to one of the most disadvantaged groups in Germany.<sup>10</sup>

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<sup>5</sup> European Union Agency for Fundamental Rights (FRA): Being Muslim in the EU, 2025, p. 57 [online], [https://fra.europa.eu/sites/default/files/fra\\_uploads/fra-2024-being-muslim-in-the-eu\\_en.pdf](https://fra.europa.eu/sites/default/files/fra_uploads/fra-2024-being-muslim-in-the-eu_en.pdf) (last accessed: 09 May 2025).

<sup>6</sup> Federal Criminal Police Office / Federal Ministry of the Interior: Bundesweite Fallzahlen 2024: Politisch motivierte Kriminalität, 2025 [online] [https://www.bka.de/DE/UnsereAufgaben/Deliktsbereiche/PMK/PMKZahlen2024/PMKZahlen2024\\_node.html](https://www.bka.de/DE/UnsereAufgaben/Deliktsbereiche/PMK/PMKZahlen2024/PMKZahlen2024_node.html) (last accessed: 29 May 2025).

<sup>7</sup> Ibid

<sup>8</sup> European Union Agency for Fundamental Rights (FRA): Being Muslim in the EU, 2024 [online] [https://fra.europa.eu/sites/default/files/fra\\_uploads/fra-2024-being-muslim-in-the-eu\\_en.pdf](https://fra.europa.eu/sites/default/files/fra_uploads/fra-2024-being-muslim-in-the-eu_en.pdf) (last accessed: 09 May 2025).

<sup>9</sup> See also: Cf. Perry, Sarah / Ipek Göcmen / Rima Hanano / Güzin Ceyhan: Erfahrungen und Umgangsstrategien von Betroffenen von antimuslimischem Rassismus. Eine explorative Studie, 2023. And Hyökki, Linda / Sanja Bilić / Đermana Kuric: Zivilgesellschaftliche Erfassungs- und Auswertungsverfahren zu Rassismus und Diskriminierung: Eine Kurzstudie im Auftrag von CLAIM, 2022.

<sup>10</sup> Wieland, Ulrike; Ulrich Kober: Diskriminierung in der Einwanderungsgesellschaft – Wahrnehmungen und Einstellungen in der Bevölkerung, Bertelsmann Stiftung (ed.), 2023, p. 28.

- Around **one in two Muslim individuals nationwide report experiencing racist discrimination when dealing with public authorities.**<sup>11</sup> 39 percent of Muslim men experience racist discrimination by the police.<sup>12</sup>
- Around **one in two people in Germany agree with anti-Muslim statements** (see Anti-Muslim Sentiment – Germany takes stock, 2023.). **Anti-Muslim resentments are present across all population groups.**
- **Counseling centers are documenting an increase in anti-Muslim incidents.** For example, the Association of Counseling Centers for Victims of Right-Wing, Racist, and Antisemitic Violence in Germany (VBRG) recorded 236 violent incidents in the area of anti-Muslim racism nationwide, an increase of over 50 % compared to the previous year (2023: 157 cases).<sup>13</sup>

## 1.2 Database

1. **Anti-Muslim racism is a form of racism that is directed against Muslims as well as all those perceived to be Muslims – for example, because of their appearance, language or name.** The classification of anti-Muslim incidents within the context of the report is based on the working definition of anti-Muslim racism recommended by the **European Commission against Racism and Intolerance** (ECRI).
2. The report includes **case numbers from 26 regional reporting and counseling centers across 13 federal states**, nationwide **reports from the “I Report” reporting portal**, nationwide **case numbers from the 2024 politically motivated crime statistics**, as well as **police press releases and incident reports from media coverage** for the year 2024.
3. Cases are recorded according to **uniformed standards** and only when sufficient information is available to verify the incident and avoid double counting. The documented cases include only those incidents in which affected individuals and witnesses either contacted the police or a reporting or counseling center, or made the incident public, e.g., on social media or by reaching out to journalists.
4. When categorizing a case as anti-Muslim, the perception of those affected, that is, **the perspective of the victims**, is central. In addition, indicators that allow conclusions to be drawn about the motivation or nature of the act are also taken into account.

<sup>11</sup> German Center for Integration and Migration Research (DeZIM): *Rassismus und seine Symptome. Bericht des Nationalen Diskriminierungs- und Rassismusmonitors*, 2023, p. 11, [online] [https://www.dezim-institut.de/fileadmin/user\\_upload/Demo\\_FIS/publikation\\_pdf/FA-5824.pdf](https://www.dezim-institut.de/fileadmin/user_upload/Demo_FIS/publikation_pdf/FA-5824.pdf) (last accessed: 15 May 2025)

<sup>12</sup> Ibid., p. 12

<sup>13</sup> Association of Counseling Centers for Victims of Right-Wing, Racist, and Antisemitic Violence in Germany (VBRG), 2025, [online] [https://www.instagram.com/p/DKCD0ItM9Ce/?utm\\_source=ig\\_web\\_copy\\_link&igsh=MzRIODBiNWFIZA==](https://www.instagram.com/p/DKCD0ItM9Ce/?utm_source=ig_web_copy_link&igsh=MzRIODBiNWFIZA==) (last accessed: 27 May 2025).

## 2. Recommendations

The new record high of anti-Muslim assaults and discrimination shows that combating anti-Muslim racism is a permanent and central task for politics and society and plays a decisive role for social cohesion in Germany. Racialized people, such as Muslims and those perceived to be Muslims are targeted daily in Germany with hostility and attacks. Far-reaching measures are necessary to counter this alarming development.

There are still significant shortcomings in combating anti-Muslim racism. In June 2023, the Independent Expert Group on Muslim Hostility (UEM) presented its final report, “Anti-Muslim Sentiment – Germany takes stock” which not only provides a comprehensive overview of anti-Muslim hatred in Germany but also formulates recommendations for action to the federal government across all key societal sectors.<sup>14</sup> The recommendations formulated within the framework of the report serve as a supplement to the existing recommendations.

**To combat anti-Muslim racism and protect those affected, the following 10 key recommendations for action are proposed.**

### **1. Ensure comprehensive protection and support by the state for racialized people – including Muslims<sup>15</sup>**

- 1) The federal government, states, and municipalities must ensure that victims and their relatives receive unbureaucratic and comprehensive support. **This includes expanding victim and witness protection through reforming the EU Victims’ Rights Directive 2012/29/EU<sup>16</sup>** (such as improved access to information about victims’ rights in criminal proceedings and support services), **protecting victims by restricting access to their data in the registration office, establishing a legal aid fund, and providing financial compensation to mosques, synagogues, and other houses of worship or places affected by racially motivated attacks.**
- 2) **Independent complaint structures/channels** — equipped with sufficient authority — must be established for universities, vocational schools, schools, and the police. Complaint offices

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<sup>14</sup> In 2020, the UEM was commissioned to analyze current and evolving forms of anti-Muslim hostility in Germany and, as a result of its independent work, to produce a report and develop recommendations to combat anti-Muslim hatred and exclusion. For more information, see: Bundesministerium des Innern: Umfassende Bestandsaufnahme „Muslimfeindlichkeit in Deutschland“, [online], <https://www.bmi.bund.de/SharedDocs/kurzmeldungen/DE/2023/06/dik-uem.html> (last accessed: 11 June 2025).

<sup>15</sup> Cf. key recommendation number 1 of the UEM report: Independent Expert Group on Muslim Hostility: *Unabhängiger Expertenkreis Muslimfeindlichkeit: Muslimfeindlichkeit – Eine deutsche Bilanz 2023; Eine Studie im Auftrag des Bundesinnenministeriums des Innern und Heimat*, 2023, p. 16.

<sup>16</sup> See EU Directive 2012/29/EU: 25.10.2012 [online], <https://eur-lex.europa.eu/legal-content/DE/ALL/?uri=celex:32012L0029> (last accessed: 27 May 2025).

should receive complaints from those affected, conduct investigations, and propose binding measures and sanctions.<sup>17</sup> Complaint offices must be easily accessible.

## 2. Improve the data basis for the effective combatting of anti-Muslim racism

Without precise documentation of the extent of anti-Muslim violence, assaults, and discrimination, effective prosecution, prevention, and protection of affected communities are not possible. In particular, everyday anti-Muslim racism and discrimination – whether online or offline – have so far been scarcely recorded and remain largely invisible in statistics. Even the official statistics on politically motivated crime represent only the tip of the iceberg of anti-Muslim incidents, as many cases are never reported in the first place or are not identified by the investigating authorities as anti-Muslim and racist.<sup>18</sup> **Improved recording of cases by both state and civil society actors, along with better investigation and prosecution, are not only necessary to implement effective countermeasures but also represent an important step toward restoring the severely damaged trust in the state and in law enforcement agencies.**

- 1) **Civil society monitoring of anti-Muslim assaults and discrimination at the federal and state levels must be expanded, sustained long-term, and permanently funded (analogous to antisemitism and antiziganism).** In recent years, community-based monitoring and the current report on anti-Muslim racism have laid important foundations for the standardized documentation and recording of anti-Muslim incidents.

With the establishment of the first state-level offices in Lower Saxony (Report! Niedersachsen) and in Berlin (Report! Berlin), an important foundation was laid for creating an initial regional reporting and documentation structure to shed light on unreported cases. At the same time, anti-Muslim hate speech online remains largely unreported and unaddressed. Discrimination, hate speech and hostility must be identified and recorded online in order to combat them.

Against this backdrop, civil society monitoring (online and offline) must be further developed and sustained long-term. An unstable funding situation driven by short-term project grants not only creates uncertainty but also impedes the establishment of long-term, reliable structures and partnerships. This work must now be secured on a permanent, long-term basis.

- 2) **Deficits in the recording, prevention, investigation, and prosecution of anti-Muslim/Islamophobic hate crime (online and offline) must be addressed by:**

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<sup>17</sup> As a model for the school sector, see the “Anlaufstelle für Diskriminierungsschutz an Schulen (ADAS)” project in Berlin (website: <https://adas-berlin.de/>).

<sup>18</sup> European Union Agency for Fundamental Rights (FRA): Zweite Erhebung der Europäischen Union zu Minderheiten und Diskriminierung. Muslimas und Muslime – ausgewählte Ergebnisse, 2018.

(i) Establishing a **working definition** of institutional and structural (anti-Muslim) **racism** at the federal and state levels as a basis for governmental action<sup>19</sup>, and **defining a catalogue of criteria for the recording and documentation of anti-Muslim hate crime** as a basis for assessing anti-Muslim offences at the state level. The motive “Islamophobic” in the statistics on “politically motivated crime” (PMC) must be replaced with the category “anti-Muslim”. A victim-centred approach, in accordance with EU Directive 2012/29/EU<sup>20</sup> on victims’ rights must be applied in police work. Among other things, this should ensure that those affected are involved throughout the entire investigation, regularly informed of its progress, and provided with support. Their trust in law enforcement authorities can therefore be strengthened. Appropriate structures should also be established to make it easier for victims to report anti-Muslim crimes<sup>21</sup> and thereby reducing the number of unreported cases.

(ii) Incorporating **anti-Muslim motives into hate crime criminal law**. Anti-Muslim motivations and objectives must be explicitly included in the hate-crime criminal law (§ 46 StGB) as an additional form of inhumane motives. In prosecution, offences motivated by anti-Muslim hatred must be more decisively addressed by the judiciary.

(iii) **Granting the right to join proceedings as a private accessory prosecutors (§ 395 (3) StPO)** as well as **the right to legal counsel (§ 397a StPO) in cases of racially motivated crimes** (hate crimes).

(iv) **Mandatory further and advanced training on racism, especially anti-Muslim racism, must be implemented within law enforcement agencies**. These trainings should aim to enable staff to recognize anti-Muslim racism and ensure respectful and sensitive treatment of those affected. Existing “intercultural trainings” must be replaced or supplemented to include fundamental anti-racism education, in order to uphold the constitutional right to equal treatment in police practice.

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<sup>19</sup> The definition provided by the European Commission against Racism and Intolerance (ECRI) in its General Policy Recommendation No. 5, „Bekämpfung von Intoleranz und Diskriminierung gegenüber Muslimen“ forms the relevant framework for defining anti-Muslim racism. This working definition should be incorporated, among other things, into implementing regulations and federal programs to guide administrative practices. See also: European Commission against Racism and Intolerance (ECRI): General Policy Recommendation No. 5 (revised) on preventing and combating anti-Muslim racism and discrimination, 2021 [online], <https://rm.coe.int/ecri-general-policy-recommendation-no-5-revised-on-preventing-and-comb/1680a5db32> (last accessed: 26 May 2025).

<sup>20</sup> See EU Directive 2012/29/EU: 25.10.2012 [online], <https://eur-lex.europa.eu/legal-content/DE/ALL/?uri=celex:32012L0029> (last accessed: 27 May 2025).

<sup>21</sup> To ease the emotional and financial burden on those affected, victims should, among other things, have the option to report assaults to law enforcement through counseling centers and to be represented by these centers during criminal proceedings. personnel, in order to uphold the constitutional right to equal treatment in police practice.

(v) **Improving cooperation between civil society, Muslim organizations, and security agencies in recording anti-Muslim crimes.** This cooperation must be based on the **Key Guiding Principles of the European Commission.**<sup>22</sup> In particular, the exchange of case data between civil society and security agencies must be strengthened in order to (a) gain a more comprehensive picture of anti-Muslim incidents and (b) identify patterns, trends, and potential risk factors at an early stage.

### **3. Ensuring permanent access to counseling services for victims of anti-Muslim racism**

Support and counseling centers for anti-Muslim racism, which assist individuals facing discrimination or racist attacks, are unevenly available across Germany and suffer from chronic underfunding. As a consequence, many affected individuals do not receive the critical support they need, such as psychological counseling or legal assistance.

- 1) The **further development and expansion of community-based counseling structures** must be ensured, along with securing **permanent, stable funding** for this work, in order to close existing support gaps and provide affected individuals across the country with easily accessible support.
- 2) Alongside the sustainment of community-based counseling structures, the nationwide **expansion of specialized counseling and contact points (victim support centers and anti-discrimination offices) addressing anti-Muslim racism** must be promoted and ensured, aiming to provide comprehensive and professional support for affected individuals across the country. Existing counseling centers should be specifically trained to handle anti-Muslim racism.

### **4. Strengthening the equal participation of Muslim individuals and Muslim (self-) organizations**

Muslim (self-)organizations, in their diverse forms, are an integral part of societal diversity and reflect the wide-ranging civil society engagement in Germany. They have long taken on societal responsibilities that extend beyond matters of faith, which creates a need for sustainable, long-term funding. Their work spans political education, social services, environmental protection, and integration efforts. While expectations for Muslim (self-)organizations have increased in recent years, both formal and informal barriers continue to hinder their access to state funding and, consequently, make Muslim civil society engagement more difficult. Particular attention should be paid to young Muslim individuals and their youth organizations. People affected by anti-Muslim racism need empowerment and educational programs that promote sustainable participation and representation.

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<sup>22</sup> EU High Level Group on combating hate speech and hate crime: Working groups on: - hate crime reporting, recording and data collection - hate crime victim support, - hate crime training. Key guiding principles on cooperation between law enforcement authorities and civil society organisations [online], [https://commission.europa.eu/document/download/455f4633-d8eb-4d5c-a98f-dd157c67f141\\_en?filename=KGP%20on%20cooperation%20LEAs%20CSOs\\_final.pdf](https://commission.europa.eu/document/download/455f4633-d8eb-4d5c-a98f-dd157c67f141_en?filename=KGP%20on%20cooperation%20LEAs%20CSOs_final.pdf) (Zuletzt abgerufen: 25.02.2025)

- 1) **Information campaigns and empowerment programs for victims** of racist and particularly anti-Muslim assaults must be promoted at both federal and state levels in order to improve access to support structures. Many affected individuals are often unaware that there are legal options for action available in cases of anti-Muslim discrimination and assaults and/or do not know where to report such incidents.<sup>23</sup> There is a need for programs for victims that enable an exchange of experiences and raise awareness about the forms of anti-Muslim racism, while also informing victims about their options in the event of an assault and/or discrimination.
- 2) **Efforts to combat anti-Muslim racism should be expanded as an independent area of focus within funding practices at both the federal and state levels**, for example, through the Federal Ministry for Education, Family, Senior Citizens, Women and Youth (BMFSFJ), the Federal Ministry of the Interior (BMI), the Federal Commissioner for Anti-Racism, as well as the Federal Agency for Civic Education and its state-level counterparts. Particular consideration should be given to Muslim (self-)organizations in state funding programs.
- 3) **Government funding must include Muslim actors and organizations** at the federal, state, and municipal levels. Particular attention should be given to supporting and developing Muslim youth work.

## 5. **Mandatory and regular implementation of anti-racism further and advanced training - especially to raise awareness of anti-Muslim racism and other forms of racism.**

Above all, **employees of administrative bodies and authorities have an exemplary role and are especially bound by the duty of equal treatment**. As a basis for official action and a starting point for further measures to combat anti-Muslim racism, there needs to be awareness, acceptance, recognition, and understanding of anti-Muslim racism. Above all, state institutions bear great responsibility here.

**Mandatory and regular anti-racism further and advanced training measures** are required for all professional groups that have social, socio-political, societal, and influential in terms of life experience, and introduced across all public institutions (e.g., schools, daycare centers, law enforcement agencies<sup>24</sup>, municipal administrations, media outlets, cultural institutions, the judiciary, correctional facilities, and the healthcare system) with the specific aim of raising awareness about anti-Muslim racism and other forms of racism.

<sup>23</sup> Cf. Perry, Sarah; Ipek Göcmen; Rima Hanano; Güzin Ceyhan: Erfahrungen und Umgangsstrategien von Betroffenen von antimuslimischem Rassismus. Eine explorative Studie, 2023. As well as Hyökki, Linda; Dr. Sanja Bilić; Đermana Kurić: Zivilgesellschaftliche Erfassungs- und Auswertungsverfahren zu Rassismus und Diskriminierung: Eine Kurzstudie im Auftrag von CLAIM, 2022; CLAIM: Policy Paper: Antimuslimische Vorfälle erkennen und erfassen. Für eine bessere Prävention und einen umfassenderen Schutz für Betroffene, 2021; 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; Winterhagen, Jenni: Betroffene von antimuslimischem Rassismus unterstützen – Beratung nachhaltig ausbauen: CLAIM Policy Paper, 2020.

<sup>24</sup> The interim report of the MEGAVO police study (2023) shows that police officers are more likely than the general population to hold prejudiced views toward Muslims. Cf. German Police University: Motivation, Einstellung und Gewalt im Alltag von Polizeivollzugsbeamten (MEGAVO), Zwischenbericht, 2023.

## 6. Modernize the General Equal Treatment Act – Close Protection Gaps

Equal treatment and protection from racial and other forms of discrimination must be enforceable and not merely exist on paper.

Since the General Equal Treatment Act (AGG) came into force in 2006 and following its evaluation in 2016, it has become clear that **not all people affected by discrimination are sufficiently protected under the current law.**<sup>25</sup> The enforcement of the right to equal treatment is hardly possible for many people and in many cases. As a result, Germany continues to fall significantly short of meeting EU standards for protection against discrimination.

To ensure better protection against discrimination, the federal government must comprehensively reform the General Act on Equal Treatment (**AGG**) **in its current form by closing protection gaps and expanding its scope of application.** This includes, among other things: (i) clarifying the prohibition of multidimensional and intersectional discrimination, (ii) extending the AGG's scope to include public authorities, (iii) strengthening legal enforcement – for example, through the introduction of representative action, (iv) the expansion of discrimination categories, (v) extending the time limit for bringing claims, (vi) the extension of the burden of proof reversal, and (vii) closing protection gaps in the areas of employment and private legal dealings.<sup>26</sup>

## 7. Further develop the National Action Plan against Racism – with a specific focus on combating anti-Muslim racism

The commitment to revising the National Action Plan against Racism in the coalition agreement is an important signal. The action plan must especially address the institutional and structural dimensions of racism, as well as the commonalities, differences, and intersections between various forms of racism.

Different forms of racism – including anti-Muslim racism – must be explicitly named and addressed. Furthermore, measurable goals and a fixed timeline are needed. To effectively combat racism, the expertise and lived experiences of those affected by racism are essential. Therefore, the representation and continuous inclusion of experts, migrant organizations, communities of color, and civil society actors must be ensured.

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<sup>25</sup> Federal Anti-Discrimination Agency (ADS): Antidiskriminierungsstelle Wohnungsmarkt [online], <https://www.antidiskriminierungsstelle.de/DE/ueber-diskriminierung/lebensbereiche/alltagsgeschaefte/wohnungsmarkt/wohnungsmarkt-node.html>. (Last accessed: 21 May 2025).

<sup>26</sup> For more information, see: Çetin, Zeynep; CLAIM gGmbH: Empfehlungen zur Novellierung des Allgemeinen Gleichbehandlungsgesetzes: Rechtliche Lücken schließen – Betroffene von antimuslimischem Rassismus stärken, 2023 [online], [https://www.claim-allianz.de/content/uploads/2023/08/230807\\_policy-paper\\_agg-novellierung\\_final-1.pdf?x49682](https://www.claim-allianz.de/content/uploads/2023/08/230807_policy-paper_agg-novellierung_final-1.pdf?x49682) (Last accessed: 20 February 2025). See also: Bündnis AGG-Reform – Jetzt!: Zentrale Aspekte zur Stärkung des rechtlichen Diskriminierungsschutzes [online], <https://agg-reform.jetzt/#home> (Last accessed: 25 February 2025).



## 8. Establish a permanent federal-state commission on racism

Too many people in Germany have already lost their lives due to anti-Muslim racism. And too many face reduced life opportunities because of limited participation, exclusion, and discrimination – for example, in the education system, the labor market, or the housing market. This has consequences for the affected individuals, their families, society as a whole, and our democracy. Against this backdrop, racism in general, and anti-Muslim racism in particular, needs to be prioritized beyond just occasional or isolated efforts. Many measures to overcome anti-Muslim racism and racism against Muslim people and those perceived as such fall under the responsibility of the federal states (education, justice, police etc.). To sustainably promote the participation of racialized people and to advance measures against racism in general and anti-Muslim racism in particular, an institutionalized exchange on dismantling (anti-Muslim) racism between the federal government and the states must be established, with the involvement of civil society.

The Federal Government must therefore establish a permanent Federal-State Commission on Racism to enable continuous and institutionalized exchange on the dismantling of (anti-Muslim) racism between the federal government and the states, with the involvement of civil society.

Following the example of the Federal-State Commission for the Fight against Antisemitism and Antiziganism, the representation of the states in the newly established Federal-State Commission shall be carried out by the Commissioner for Anti-Racism.

## 9. Safeguard the Promotion of Democracy

Civil society initiatives that are committed to democracy, tolerance, and social cohesion are indispensable in an increasingly diverse society. Our open and democratic society is under threat. Defending it means not only investing in security forces, but also in civil society.

- 1) The Federal Government must ensure that the vital work of civil society organizations engaged in democracy promotion – including efforts to combat anti-Muslim racism and support those affected – is permanently secured at both the federal and state levels through a Democracy Promotion Act.
- 2) The commitment to maintaining the federal program “Demokratie leben!” in the coalition agreement is an important signal for strengthening social cohesion and democracy. The federal program “Demokratie leben!” must be secured in the long term and further expanded in order to ensure the ongoing fight against anti-Muslim racism.

## 10. Establish July 1st as a National Day of Remembrance Against Anti-Muslim Racism

On July 1, 2009, Marwa El-Sherbini was murdered at the Dresden Regional Court in an anti-Muslim hate crime. This act marked a turning point internationally, highlighting the severe consequences anti-Muslim racism can have. Since then, July 1st has come to symbolize the commitment to standing firmly against anti-Muslim racism and for a society that is in solidarity, democratic, free, and open. As a sign of solidarity with those affected, July 1st should be declared a national day of remembrance against anti-Muslim racism. The purpose of this day of remembrance is to uphold a culture of memory and raise public awareness about anti-Muslim racism.

## *About CLAIM*

CLAIM brings together and connects more than 50 Muslim and non-Muslim civil society actors. We form a strong and broad-based alliance against anti-Muslim racism as well as Islamophobia and hostility toward Muslims by establishing effective structures for professional exchange and cooperation in Germany and Europe. We support organizations and projects in further developing the necessary competencies.

Through joint campaigns, we raise nationwide visibility of anti-Muslim and racist tendencies and their impacts. Through publications, conferences, and thematic working groups, we provide scientific and practice-based impulses and promote evidence-based research on anti-Muslim racism.

CLAIM also works to improve data collection on anti-Muslim motivated attacks and discrimination in Germany and beyond.

More information at: [📄 claim-allianz.de](https://claim-allianz.de)

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