

Racism, xenophobia and structural discrimination in sports: country report Germany

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Racism, xenophobia and structural discrimination in sports

Country report

Germany

Mario Peucker

european forum for migration studies (efms)

Bamberg, March 2009

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The report tries to avoid any subjective or unsubstantiated statements. Where it contains opinions and/or personal assessments, it expresses only the author's opinion and does not necessarily reflect the position of the FRA or the efms.

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1. Executive summary

- [1]. In Germany, racism, xenophobia and anti-Semitism in sports are predominately perceived as problems in **football**. With only very few exceptions all racist incidents in sports were reported in men's and (to a lower degree) youth football. Racist and anti-Semitic **behaviour of fans and spectators** directed towards players and/or fans of the opposing team constitutes the most common manifestation of racism, though additional forms, such as racist and xenophobic harassments and insults between players, have also been reported. In particular players with dark skin and of non-German origin and, on team level, migrant football clubs are the targets of racist behaviour in professional and amateur football. Experts unanimously agree that in recent years openly displayed forms of racism have become less common in professional football leagues and shifted towards **lower (amateur) leagues**.
- [2]. Various incidents and expert assessments indicate a strong connection between racism and **right-wing extremism** in football. Right-wing extremist and neo-Nazi groups have been trying to misuse football in and around the stadiums as a platform for their political agitation and propaganda. These political strategies of right-wing extremists also include attempts to infiltrate football clubs by assuming official positions and by founding their own 'nationalistic' sport clubs. These phenomena occur not only in football, but also in other sports.
- [3]. Despite the lack of official national statistics, there is a broad consensus that migrants are **under-represented in sport clubs** – as member and, even more so, as coaches, officials and fans. Whereas in some sports (e.g. football) *male* migrants have a high participation rate and are even over-represented in some regions, migrant girls and women, in particular Muslim girls, are strongly under-represented in organised sport. Politicians as well as experts agree that one of the **reasons** for this low participation rate is the lack of intercultural awareness of many German sport clubs and their often deficient adaptation to a multi-ethnic clientele. **Socio-economic** aspects do not appear to play a very decisive explanatory role. **Legal regulations** that limit the participation of migrants in sports do exist in some sports (e.g. in certain football leagues), but are generally not regarded as a significant access barrier.
- [4]. In football, empirical evidence points to at least three forms of **(structural) discrimination**:
- Sport tribunals tend to impose stiffer sanctions against migrant players than against non-migrant players – for the same type of offence.
 - Migrant football clubs sometimes face obstacle and difficulties in finding adequate training facilities.

- Young migrant players in amateur football sometimes encounter barriers of (structural) discrimination within the football club (e.g. coaches' nomination of players) hampering their football career.
- [5]. The representation of migrants and ethnic minorities in **sport journalism** appears to be very low. This general assessment has been expressed by media experts and is supported by the findings of a recent survey on the participation of journalists with a migration background in German newspapers, which showed a strong under-representation of migrant journalist in general and in area of sport in particular.
- [6]. Legally binding regulations preventing racism, anti-Semitism and ethnic discrimination in sport are not very common in Germany – with the main exception being the area of football and the **general anti-discrimination act** (AGG), which also bans discrimination in the access to publicly available goods and services, including access to sport clubs. In addition to various **non-binding declarations and position papers** of various political actors and sport federations that condemn racism in sport and call for more participation of migrants in sport, some national sport federations have explicit anti-racism paragraphs in their statutes. Neither the national handball federation (DHB) nor the national athletics federation (DLV) have introduced such explicit articles into their statutes. However, in German **handball** the anti-racism provisions of the international and European handball federations are directly applicable, and in **athletics**, all DLV coaches are obliged to comply with principles of non-discrimination and neutrality according to a “codex of honour” which is a binding element of their work contracts.
- [7]. Several relevant provisions have been introduced by the German Football Federation (DFB). In addition to an article in the DFB's **statutes** that emphasises the federation's commitment against racism, xenophobia and discrimination, the DFB enhanced its binding provisions on **sanctioning** players and football clubs for racist or discriminatory behaviour of their fans, players, officials and other members (*Rechts- und Verfahrensordnung*). These 2006 amendments were introduced in compliance with the respective FIFA requirements. The DFB also incorporated an anti-racism paragraph in their non-binding **model provisions on security in football stadiums** (*Musterstadienordnung*), which seeks to assist clubs in implementing regulations that ban the display and expression of racist, xenophobic or discriminatory slogans or symbols in the stadiums. Also with the aim to enhance security in stadiums, the DFB has passed a binding decree according to which people who, for instance, express racist and discriminatory slogans or display such symbols in the stadium are to be **temporarily banned** from all stadiums across the country. Another significant regulation in football is the **DFB Ten Point Plan against Racism**, adopted in 1998, which offers – similar to the UEFA Ten Point Plan – federations and clubs practical but non-binding recommendations on how to preventing and combating racism in football at the ground level.

- [8]. Numerous **initiatives and projects** have been launched on a national, regional and local level that aim at combating racism, xenophobia and related intolerance in sports. Many of these programmes apply a ‘soft’ integration approach with the goal to promote the participation of migrants in sports and, by doing so, foster mutual understanding and tolerance (e.g. the national programme *Integration durch Sport*); a particular thematic focus of many these integration initiatives is on
- addressing the problem of under-representation of migrant girls and women in sports and encouraging them to participate more in (organised) sport,
 - developing and carrying out training and qualification measures on intercultural competence and conflict management,
 - promoting the participation of migrants as volunteers and officials in sport clubs by providing specific qualification measures for migrants.
- [9]. On a national level, the **Deutsche Sportjugend** (dsj) has been carrying out and coordinating numerous activities against racism and ethnic discrimination in sports (e.g. the multi-media training tool *Kontra geben*). Especially within the scope of the national programme *Sport! Jugend! Agiert!* various activities are being implemented.
- [10]. A large number of good practice initiatives that aim at redressing racism, xenophobia and structural barriers can be found in the area of **football** – more than in any other sport. The anti-racism activities of numerous **fan projects** – ranging from local grassroots fan groups to national fan alliances like the BAFF – are considered vital (“self-regulating”) elements in the struggle against right-wing extremism and racism in football. Moreover, the **DFB** has significantly strengthened its commitment against racism and discrimination since the new president took office in 2006. Since then the DFB has underscored its increased commitment by numerous concrete measures, including institutional changes (e.g. nomination of a DFB integration commissioner and setting up the permanent working group “For Tolerance and Recognition against Racism and Discrimination) and the implementation of concrete activities (e.g. training measures on intercultural competence) and projects.
- [11]. The national initiative **Am Ball bleiben** – *Fußball gegen Rassismus und Diskriminierung*, coordinated by the dsj and co-funded by the DFB, has been selected as a particularly significant project due to its multi-level approach aimed at combating and preventing racism and discrimination in football through, amongst others, awareness raising, strengthening local and regional networks, providing qualification measures and offering compilation of practical brochures on combating racism in football.

2. Political and social context

- [12]. The **migrant population** in Germany is shaped by the previous immigration of “guest workers” especially in the 1960s and early 1970s (from, amongst others, Turkey, former Yugoslavia, Italy, Greece and Spain) and their families and descendents; other quantitatively very significant migrant groups that characterise the ethnically diverse population in Germany are asylum seekers and their families (e.g. from Eastern Europe, the Balkan, Turkey, Arabic and Asian countries) and ethnic German migrants (*Spätaussiedler*) from Eastern Europe and the succession countries of the Soviet Union. Also due to the low influx in recent years, the majority of the approximately 15 million people with a migration background¹ have been living in Germany for a relatively long period time – many of them were born in Germany and are living here in the second and third generation. Among young people, the proportion of those who have a migration background is significantly higher than in the general population, especially in urban areas. The largest nationality groups are migrants of Turkish, Polish, former Yugoslavian, Italian and Greek origin.
- [13]. Migration and **integration policies** do not directly restrict the migrants’ access to organised sport in any significant way. Sport clubs are generally open to everyone – irrespective of origin, nationality or residence status. In football, however, the most popular organised sport in Germany with some 6.5 million members, a relevant discriminatory provision is in place: in certain leagues of German amateur football, third-country nationals are only entitled to play in a game if they hold a relatively strong legal residence status – a regulations that excludes asylum applicants and asylum seekers whose application has been rejected and who hold only a temporary toleration certificate.
- [14]. The German immigration law is characterised by fairly restrictive regulations on labour migration; it contains, however, exceptional provisions that facilitate labour **immigration** of, amongst others, **professional athletes** and coaches (Sec. 7 *BeschVerfV*, Regulation on Official Procedures Enabling Resident Foreigners to take up Employment).
- [15]. The current (and previous) **national debate** on racism in sport focuses almost exclusively on football, which is by far the most popular sport in Germany in terms of active members, number of spectators and media attention. Emphasising the social embedding of football, experts have underscored that racist, xenophobic and extreme right-wing attitudes in football are to be considered as primarily societal problems. However, such hostile phenomena appear to manifest themselves in football even more blatantly than in other social contexts² – the reasons for this being,

¹ Germany, Statistisches Bundesamt (2008) Bevölkerung und Erwerbstätigkeit. Bevölkerung mit Migrationshintergrund. Ergebnisse des Mikrozensus 2006, Wiesbaden: DESTATIS, p. 32

² G. Dembowski (2007) ‘Rassismus: Brennglas Fußball’, in: W. Heitmeyer (ed.) *Deutsche Zustände. Folge 5*, Frankfurt/Main: Suhrkamp, pp. 217- 225 (here: p. 217)

amongst others, the high level of anonymity on the stands of football stadiums and the dynamics of group experiences of the masses of spectators.

- [16]. The number of racist and right-wing extremist incidents in football (and the society at large) has increased in the 1980s and 1990s and led to several anti-racism initiative, campaigns and projects in football (e.g. in the fan scene). A broad national debate on racism in football, however, occurred only years later, when the topic moved into the centre of the public and political attention in 2006.³ There are several reasons for this new focus on racism in football: first, the **Football World Cup in 2006** in Germany contributed to an increased public and political interest in football. In the aftermath of several severe allegedly racist attacks outside the area of football prior to the World Cup, the issue of racism had also become a dominant topic in the media and political statements. This public debate on racism partly intermingled with topics related to the Football World Cup. The World Cup itself was then perceived as a very peaceful 'football party', on which people from all over the world celebrated together. The second reason for the increased focus on racism in football is related to the **nomination of the new president** of the German Football Federation (DFB), Zwanziger, who declared the fight against racism and discrimination in football one of his and the DFB's primary goals. Beyond solely symbolic declarations, the DFB set up a task force against racism, nominated a Commissioner for Integration and implemented various concrete measures that underscored the DFB's increased genuine commitment against racism and discrimination.
- [17]. In **sports other than football**, racism has hardly been an issue of discussion in recent years. Only the respective activities and declarations of the umbrella sport federation *Deutsche Sportjugend* (dsj) at the German Olympic Sport Federation and selected State Sport federations (*Landessportverbände*) have received a significant level of public attention outside the sport scene.
- [18]. These national debates mirror the widespread lacking awareness of racism in other sports and the **general public perception** that racist, xenophobic and anti-Semitic incidents only occur in football. This assessment is not only prevailing among the general population, but also characterises the awareness in many sport federations themselves. In particular in many regional sport federations and, even more so, on the level of the individual sport clubs, problems of racism are often not recognised sufficiently or even denied entirely. The causes for this lack of awareness are manifold; what seems to be a relevant reason is the common but naïve presumption that the 'internationality' of sport per se eliminates ethnic prejudices and racism and ensures mutual understanding and tolerance.

³ M. Glaser and G. Elverich (2008) 'Einführung: Das Handlungsfeld "Fußballsport" in der Rechtsextremismus- und Rassismusprävention', in: M. Glaser and G. Elverich (eds.) *Rechtsextremismus, Fremdenfeindlichkeit und Rassismus im Fußball. Erfahrungen und Perspektiven der Prävention*, Halle: DJI, pp. 5-15 (here: p. 7)

3. Racist incidents

- [19]. **Football** – being the most popular sport in Germany – is the dominant focus of attention in the public perception of and discussion on racist, xenophobic and anti-Semitic incidents in sports; this holds true both for men’s professional and amateur adult sport and, to a lower degree, youth sport. Racist incidents in other sports and in women’s sports have been reported only rarely (or not at all) have received hardly any public or political attention. According to the expert interviews, no such incidents have been reported in organised **athletics** and hardly any in **handball** – although the representative of the German Handball Federation (Youth Department) pointed out that this does not necessary mean that there are no problems at all. The very few incidents of racism in sports other than football occurred in men’s professional sport.
- [20]. As there is a no quantitatively significant Roma population in Germany and also due to a complete lack of information on Roma in the area of sports, the situation of this ethnic group will not be further mentioned in this chapter.

3.1. Racist incidents in organised men's amateur adult sport

- [21]. Racist incidents in organised men’s amateur sports have been reported primarily in the context of **football**⁴; this, however, must not lead to the assumption that racism and related forms of intolerance do not exist in other areas of amateur sports. It is possible that this strong emphasis on football and the lack of information on cases in other sports is partly due to the fact that the media coverage and public attention are particularly higher in football.
- [22]. Experts unanimously agree that racist, xenophobic and anti-Semitic incidents are more common in **lower football leagues**, i.e. in amateur sports, than they are in the upper (professional) football leagues. According to the sport sociologist Dembowski, “open racism in football in Germany has increasingly shifted towards the lower amateur leagues since the late 1990s”⁵. This assessment is supported by empirical research findings and other expert opinions.⁶ The reasons for this shift are manifold

⁴ A centralised registration of such incidents does not exist. However, the DFB recently introduced a nationwide internal reporting system for such incidents, which obliges amateur as well as professional football clubs to report racist, xenophobic or anti-Semitic incidents to the DFB. It remains unclear to which degree these incidents are systematically collected by the DFB.

⁵ G. Dembowski (2007) ‘Rassismus: Brennglas Fußball’, in: W. Heitmeyer (ed.) *Deutsche Zustände. Folge 5*, Frankfurt/Main: Suhrkamp, pp. 217- 225 (here: p. 220)

⁶ See , for instance, M. Riepl (2006) *Veranstaltungsbericht Fairplay im Stadion – Rassismus auf den Rängen*, seminar organised by the Heinrich Böll Foundation on July 6, 2007, available at: http://www.migration-boell.de/web/integration/47_630.asp (10.03.2009);

and encompass, amongst others, “missing fan projects (...), less police and club control as well as lacking club commitment and financial resources”⁷ in lower league football.⁸

- [23]. Racism in men’s amateur football⁹ **manifests itself in various ways**. Incidents range from racist behaviour and statements of fans and spectators and quarrels between players with xenophobic or racist elements to xenophobic behaviour of referees and coaches of the opposing team¹⁰ and right-wing extremists’ attempts to utilise amateur sport for political agitation and related political purposes (e.g. recruiting new members of right-wing extremist organisations), the latter phenomenon being more common in Eastern Germany than it is in the West.¹¹ Whereas cases of xenophobic behaviour or biased decisions of referees appear to occur rarely¹², xenophobic and racist insults between players seem to happen more often; defensible and reliable statements on racist insults between players are, however, often difficult to obtain since the alleged perpetrator usually denies any such reproaches and other (neutral) witnesses can rarely be found.
- [24]. What is considered by various experts – also during the interviews – as the **most pressing problem** of racism, xenophobia and anti-Semitism in amateur football are the numerous cases of racist misconduct of fans and spectators against players and/or fans of the opposing team.¹³ Most

German Football Association (DFB), press release (21.08.2008), available at: [http://www.dfb.de/index.php?id=505764&tx_dfbnews_pi1\[showUid\]=15463&cHash=f050d478d6](http://www.dfb.de/index.php?id=505764&tx_dfbnews_pi1[showUid]=15463&cHash=f050d478d6) (10.03.2009)

⁷ G. A. Pilz et al. (2006) *Wandlung des Zuschauerhaltens im Profifußball*.

Kurzfassungen, Schorndorf: Hofmann Verlag (short version in English), p. 35

⁸ It is important to mention that incidents in lower leagues of amateur football often remain unreported due to a lower degree of public and media attention.

⁹ All football leagues below the First, Second League and, since a reform of the amateur football which come into force in the season 2008/09, Third League are considered amateur football.

¹⁰ M. Glaser and G. Elverich (2008) ‘Einführung: Das Handlungsfeld “Fußballsport” in der Rechtsextremismus- und Rassismusprävention’, in: M. Glaser and G. Elverich (eds.) *Rechtsextremismus, Fremdenfeindlichkeit und Rassismus im Fußball. Erfahrungen und Perspektiven der Prävention*, Halle: DJI, pp. 5-15 (here: p. 5)

¹¹ G. Dembowski (2007) ‘Rassismus: Brennglas Fußball’, in: W. Heitmeyer (ed.) *Deutsche Zustände Folge 5*, Frankfurt/Main: Suhrkamp, pp.217- 225 (here: p. 220)

¹² It is possible that the low number of cases of biased or even racist behaviour of referees who discriminates against migrant or minority players is partly due to the fact that it is often difficult for the victim to prove that such discriminatory or racist behaviours have occurred. In an interview Faith Aslan, football player of Turkish origin and board member of the migrant football club Türkiyemspor Berlin, reported that aversions against their team is often not only expressed by spectators, but also by referees (R. Blaschke (2007) ‘Wir haben uns gefühlt wie die Affen im Zoo’, in: R Blaschke (ed.) *Im Schatten des Spiels. Rassismus und Randal im Fußball*, Göttingen: Verlag Die Werkstatt, pp. 119-128, here: p. 123).

¹³ In spring 2006, journalists of the online magazine Spiegel online visited three amateur football games in Berlin, Hamburg and Dresden and reported about numerous racist and anti-Semitic chants and insults by hundreds of spectators on the stadium stands. Interviews with representatives of the respective clubs disclosed that the incidents were typical for such games and occur on a regular basis (M. Glindmeier, J. Todt (2006) ‘Ein ganz normaler Samstag’, in: *Spiegel online* (02.04.2006), available at: <http://www.spiegel.de/sport/fussball/0,1518,409048,00.html> (10.03.2009); G.

affected by these various incidents are, on the individual level, players with dark skin and/or a non-German background and, on the team level, migrant football clubs, which are nowadays mostly characterised by a multi-ethnic mix of players.

- [25]. The following list of **incidents**, all of them having received public attention, represents a brief selection of typical cases of racism, xenophobia and anti-Semitism and illustrates the broad range of different types of manifestations of racism in men's adult amateur football; it also reflects that the majority of these racist acts or insults are committed by spectators, partly with a political (i.e. extreme right-wing) motivation.
- [26]. During the fifth league (*Oberliga*) game between the FC Sachsen Leipzig and the Hallescher FC in March 2006, the Nigerian player **Adebowale Ogungbure** (Leipzig) was insulted with racist chants and yelling during the entire game ("Nigger", "Bimbo", monkey sounds). Immediately after the game, Ogungbure displayed the parody of a Hitler salute as a sign of protest towards the fans of the Hallescher FC. Provoked by this gesture, several fans of Halle entered the field and hit, strangled and punched Ogungbure.¹⁴ It was not the first time that Ogungbure was confronted with racist chants and insults by fans and, in one case, by a player of the opposing team.¹⁵ In October 2006, he was insulted again by fans with racist monkey sounds during a game against the FC Sachsen Leipzig.
- [27]. In September 2006, the football game between the **TuS Makkabi II** and the VSG Altglienicke II in a lower amateur league (*Kreisliga B*) was adjourned when players of the Jewish-dominated TuS Makkabi left the playground in the 78th minute as a reaction to ongoing anti-Semitic and extreme right-wing fan chants. Altglienicke fans shouted slogans, such as "Synagogues must burn", "Auschwitz is back" and "We build a subway to Auschwitz for you"; a Makkabi player who complained to the referee about the chants was sent off the field with a second yellow card. When the referee did not intervene, the players of TuS Makkabi II abandoned the game.¹⁶ According to an interview with the chairman of the TuS Makkabi Berlin in February 2008, the situation has rather deteriorated than improved since that incident. He stated that "hardly one week goes by without anti-Semitic insults" – not only from the fans, but also from players of the

Dembowski (2007) 'Rassismus: Brennglas Fußball', in: W. Heitmeyer (ed.) *Deutsche Zustände Folge 5*, Frankfurt/Main: Suhrkamp, pp.217- 225; here: 222-223)

¹⁴ This case received more public and medial attention than any other cases of racism in amateur football in recent years. It triggered various anti-racist activities of solidarity, including setting up the fan initiative Wir sind Ade [We are Ade], in reference to the victim's first name, (www.wir-wind-ade.de); in response to this positive initiative, another fan group (in Cottbus) displayed – dressing completely in white – a transparent bearing the racist slogan "Ihr seid Ade – wir sind weiß" ["You are Ade – we are white"] (G. Dembowski (2007) 'Rassismus: Brennglas Fußball', in: W. Heitmeyer (ed.) *Deutsche Zustände Folge 5*, Frankfurt/Main: Suhrkamp, pp.217- 225)

¹⁵ www.wir-sind-ade.de (13.01.2009)

¹⁶ The sport tribunal of the Berlin Football Association BFV ruled that the game had to be repeated; additionally, the VDG Altglienicke II had to play two games without audience and players, coach and other personnel of the VSG were obliged to attend a BFV seminar against racism. The referee, who claimed to not having registered any racist or anti-Semitic chants, was permanently suspended from the BFV.

opposing team; in February 2008, for example, a player of the Reinckendorfer Füchse stated after being sent off the field by the referee: “I fuck this fucking Jewish club” (“Ich ficke diesen Scheißjudenverein”).¹⁷

- [28]. During the fourth league football game between the migrant football club **Türkiyemspor Berlin** and the Chemnitzer FC in August 2008, a group of some 50 Chemnitz supporters yelled xenophobic and neo-Nazi slogans such as “Naziland Ostdeutschland”, “Berlin bleibt Deutsch” [Berlin remains German] and “Noo-Na-Ra”, which stands for a neo-Nazi group named “Hooligans, Nazis and Racists”. Representatives of the Chemnitzer FC clearly condemned the incident after the game and distanced themselves from the right-wing group. The Berlin integration commissioner Piening, who had witnessed the incident, described the club Türkiyemspor Berlin as an “object of hatred for the right-wing scene”.¹⁸ According to a representative of the Brandenburg State Office for Internal Security (*Landesverfassungsschutz*), spectators sometimes sing a particularly xenophobic song about the club Türkiyemspor Berlin, written by the legally banned right-wing extremist music group Landser, during games against that multi-ethnic football team.¹⁹
- [29]. The strong links between **neo-Nazi, extreme right-wing groups**²⁰ and the football fan milieu are underscored by what happened prior and during the regional league (Regional-Liga)²¹ game between Chemnitz FC and the FC St. Pauli in April 2006. It is assumed that members of the informal right-wing group *NS Boys* (NS officially stands for “New Society”) were

¹⁷ T. Schlesinger (2008) ‘Die Stimmung ist unerträglich’, in: *Jüdische Allgemeine* No. 9 (28.02.2008), p. 11, Interview, available at: <http://www.juedische-allgemeine.de/epaper/pdf.php?pdf=../imperia/md/content/ausgabe/2008/ausgabe09/11.pdf> (10.03.2009); A. Geisler (2008) ‘Hitlergruß am Spielfeldrand’, in: *taz* (30.05.2008); G. Ismar (2008) ‘Antisemitismus nimmt zu’ in: n-tv.de (03.06.2009), available at: <http://www.n-tv.de/973777.html?tpl=druck> (10.03.2009).

¹⁸ Berlin International No. 54, December 2008, p. 6, available at: http://www.berlin.de/imperia/md/content/lb-integration-migration/publikationen/top/bi_dezember_2008.pdf (10.03.2009); M. Koch (2008) ‘Erst Erfurt, nun Chemnitz: Wieder Rassismus im Stadion’, in: *Tagesspiegel* (08.09.2008)

¹⁹ S. Brux (2008) ‘Wenn Fußball keinen Spaß mehr macht’, available at: <http://www.mut-gegen-rechte-gewalt.de/news/meldungen/berliner-tagung-ueber-rechtsextremismus-und-antisemitismus-im-fussball> (10.03.2009)

²⁰ Official statistics on violent fans and hooligans support the assumption of personal connections between the football fan and hooligan scene and extreme right-wing groups, although the exact number of right-wing fans can not be specified. According to an official statement of Federal Government in May 2008, approximately 4,300 supporters of football clubs in the fourth league [*Oberliga*] are categorised as “violent” or as “having a tendency to use violence in certain occasions”. (Germany, Bundestag, printed matter 16/9267 (26.05.2008): According to an earlier statement of the Federal Government in summer 2006, some 2,400 such fans were registered in the third league (at that time called *Regionalliga*) (Germany, Bundestag, printed matter 16/1796 (09.06.2006)). Official statistical information on the proportion of those fans who are also affiliated with the right-wing scene is not available for the amateur leagues; however, the Government stated that “more than ten per cent” of those who are registered in the national police database “Gewalttäter Sport” [violent persons – sport] have become known to the police in the context of incidents committed with an extreme right-wing motivation.

²¹ The *Regional-Liga* was at that time the third highest football league and regarded as a predominately non- or semi-professional league.

waving red flags with a white circle that resembled the Nazi flag of the Third Reich; only the swastika was missing. Some 200 persons in the Chemnitz block sang anti-Semitic and xenophobic chants (“we build a subway from St. Pauli to Auschwitz”, “we hate Turkey” and “Hoo-Na-Ra”). St. Pauli officials were called “Judensäue” (Jewish pigs). Prior to the game, several members of the *NS Boys* yelled right-wing extremist slogans (“Sieg Heil”) in Turkish hair dresser salons, and some 40 people in typically right-wing clothes who had been refused entrance at the stadium rampaged through the streets of St. Pauli shouting anti-Semitic (“Juda verrecke”) and xenophobic (“Türken raus”) slogans. As it turned out, the Chemnitzer FC cooperated at that time with two security services in the stadium – one of them run by the person who founded the neo-Nazi group *Hoo-Na-Ra* in the 1990s.²²

- [30]. Cases of negative behaviour of referees towards migrant players have rarely been reported. During the lower regional league football (B-League) game between Klub Mladost and TuS Saxonia Münster 2, the **referee** requested the players of the Klub Mladost, a multi-ethnic football club, founded in 1978 by migrants from (former) Yugoslavia, “to speak only German on the field” – which the referee admitted later. According to the coach of Klub Mladost, the referee also stated that the Klub players “can be glad if they receive a pension in Germany”.²³
- [31]. Sport federations, fan organisations and other experts have been warning that neo-Nazi and other right-wing extremist organisations have been systematically utilising **football and other sports** for their **political agitation**, recruitment and related purposes – beyond their sole involvement as fans and/or hooligans. On a hearing at the *Sportausschuss des Deutsches Bundestages* [Parliamentary Committee on Sport] in November 2008, representatives of the youth sport umbrella organisation *Deutsche Sportjugend* [dsj] presented examples of how extreme right-wing groups typically misuse sport for their political purposes²⁴:
- The neo-Nazi right-wing extremist youth association *Heimattreue Deutsche Jugend* (HDJ) offers camping and sport activities aiming at strengthening the “self-confidence” of children and youngsters.
 - “Leisure time and fun tournament” are being organised especially in rural areas in order to present the right-wing groups as a “normal part of the sport business”.

²² G. Dembowski (2007) ‘Rassismus: Brennglas Fußball’, in: W. Heitmeyer (ed.) *Deutsche Zustände Folge 5*, Frankfurt/Main: Suhrkamp, pp.217- 225; here: 223-224; S. Dobbert, Ch. Ruf (2007) ‘Die Rassisten sind immer da’, in: *Spiegel online* (17.02.2007), available at: <http://www.spiegel.de/sport/fussball/0,1518,465887,00.html> (10.03.2009)

²³ Westfälische Nachrichten (17.11.2008), http://www.azonline.de/lokalsport/muenster/lokalsport/876712_Verband_spricht_Schiri_frei.html (13.01.2009)

²⁴ http://www.kos-fanprojekte.info/news/200805/Fragenkatalog_Sportausschuss_Bundestag_12-11-2008.pdf (13.01.2009)

- Sport events (e.g. running events) are being organised in order to receive a broader publicity for conveying extreme right-wing messages.
- Right-wingers seek to obtain volunteer positions and functions within regular sport and football clubs; such attempts have been registered not only, but especially in Hesse.
- Extreme right-wing groups have founded their own sport clubs, that are officially recognised and participate in organised sport events (e.g. Sportsfreunde 06 Rathenow, Sportgemeinschaft Germania Hildburghausen, SV Vorwärts Erfurt).

At least the last two phenomena – infiltrating organised mainstream sport clubs and founding their own ‘nationalistic’ sport clubs – are relevant problems affecting organised amateur sport in Germany. The following example illustrates how right-wing extremists misuse regular amateur sport events as **athletes** for their political agitation: the local sport club TV Jahn in Schneverdingen (Lower Saxony) carries out a public city run once a year, in which for several years a group of local right-wing extremists have participated provokingly displaying Nazi and anti-Semitic slogans on their T-shirts and tattoos (e.g. AJAB, abbreviation for “All Jews are Bastards”).²⁵

3.2. Racist incidents in men's professional adult sport

- [32]. The vast majority of racist incidents reported in men’s professional adult sport in recent years occurred in the context of **football**²⁶. It remains open as to whether this is due to the dominant role of football in the German sport landscape and hence in the public and political attention or whether it accurately reflects the particularly big problem of racism in football in comparison to other sports.
- [33]. Defendable empirical research on racism in professional sport is generally scarce; only the area of **spectators’ behaviour** in football can be regarded as fairly well examined. Experts and researchers have noticed a shift in racism and right-wing extremist behaviour towards the lower leagues. Pilz et al. (2006)²⁷ summarised their research findings as follows: “In almost all

²⁵ P. Roth (2008) ‘*Braune Jungs beim Heidelauf*’, available at: <http://www.netz-gegen-nazis.com/artikel/braune-jungs-beim-heidelauf> (10.03.2009); Germany/Bundesministerium für Familien, Senioren, Frauen und Jugend (2008) *Kompetent für Demokratie*, Infobrief 1/2008, p. 6-7; G. Bückler (2008) ‘Dem Rechtsextremismus keine Chance – Präventionsauftrag für den organisierten Sport’, in: M. Glaser and G. Elverich (eds.) *Rechtsextremismus, Fremdenfeindlichkeit und Rassismus im Fußball. Erfahrungen und Perspektiven der Prävention*, Halle: DJI, pp. 88-94 (here: pp. 89-90)

²⁶ In Germany, professional football is played in the First and Second League (1. and 2. Bundesliga) and, since the season 2008/09, also in the newly introduced Third League (3. Bundesliga).

²⁷ In the following, all quotes that refer to this research studies stem from an English summary version of the final research report: G. A. Pilz et al. (2006) *Wandlung des*

national league clubs which were studied during the research period 2004 to the first half year 2005, *visible* and *audible* xenophobic and right-wing extreme behaviour in the tiers of the stadium has reduced in recent years but has not disappeared”.²⁸ This applies to both games within the German professional football leagues and international games of the national team. According to Pilz’s research findings, right-wing extremist and racist expressions keep occurring during or in the context of national team games especially in Eastern Europe. Pilz’s research team also found that, in most instances, individuals or small groups were identified as perpetrators; however, the researchers also detected examples of racist and right-wing extremist behaviour of football spectators in which a mob of several hundreds to a thousand people was involved. Moreover, the researchers pointed out that the ‘described decline in problematic behaviour (...) does not necessarily mean a decline in problematic attitude patterns.’ Their findings showed that the right-wing extremist scene in the context of football have been increasingly using ‘hidden codes’ to display their racist, anti-Semitic and fascist attitudes (e.g. a shirt with the figure “88” for “Heil Hitler”); these symbols are, however, often only recognisable for insiders. The research team also identified a shift of racism and right-wing extremist fan behaviour “away from the stadium and toward the journey to and from the match (...) for example in public transport”.

- [34]. Another study in the context of football fans, commissioned by the DFB and the DFL, shed light on racist, anti-Semitic, xenophobic violence-related and sexist material on **websites of football fan clubs**. Between March and November 2003, 339 fan club homepages of 63 football clubs in the three highest leagues were examined: on 37 per cent of the examined websites “latently racist” and in 26 per cent violence-related material was detected – mostly in open, not controlled (chat) forums.²⁹
- [35]. According to the Federal Government, about 11,700 football fans in the upper three leagues are categorised as “violent” or as “having a tendency to use violence in certain occasions” in the internal police database *Gewalttäter Sport*. Among those who are affiliated with clubs in the First and Second League, the police classifies approximately 425 people – about five per cent – as belonging to the political right-wing spectrum.³⁰ According to the annual police report on violence and crime in football,

Zuschauerverhaltens im Profifußball. Kurzfassungen, Schorndorf : Hofman Verlag (short version in English), pp. 25-38, *Federal Institute for Sport Sciences* (ed.), available at: http://www.bisp.de/cln_090/nn_35398/SharedDocs/Downloads/Publikationen/Rote_Reihe_Inhaltsverz_Kurzfass/114_Kurzfassungen_dt_engl_russ.templateld=raw.perty=publicationFile.pdf/114_Kurzfassungen_dt_engl_russ.pdf (10.03.2009)

The research project comprised three individual studies, the most relevant examining racism and spectators’ behaviour, where the research team applied primarily qualitative methods, i.e. field observations, semi-structures expert interviews (also with fans) and desk research. The analysis of the collected data was based on the Grounded Theory.

The research team examined eight clubs of the three upper football leagues.

²⁸ G. A. Pilz et al. (2006) *Wandlung des Zuschauerverhaltens im Profifußball*.

Kurzfassungen, Schorndorf : Hofman Verlag (short version in English), p. 35

²⁹ Arbeitsgemeinschaft Sportrecht (DAV e.V.), press release on 11. 12.2004, online available on <http://www.sportrechturteile.de/News/ARGESportrecht/news4403.html> (15.01.2009)

³⁰ Germany/Bundestag, printed matter 16/9267 (26.05.2008)

163 propaganda offences according to Sec. 86a Criminal Code (public display of anti-constitutional symbols) led to official investigations of the police in the season 2006/07 – about 29 per cent less than the previous season.³¹

- [36]. Three main types of relevant racist behaviour in men's professional sports (not only football) have been identified: (1) racist and extreme right-wing **fan behaviour** (with or without an explicit political motivation) in or in the vicinity of stadiums, (2) racist insults between **players** and (3) systematic and politically motivated right-wing extremist **propaganda** and agitation in the context of football. In the following, selected examples are briefly described.
- [37]. Racist fan behaviour often occurs as racist, xenophobic or antisemitic chants or when fans display such **symbols or slogans** in the stadiums: In December 2005, during the Second League game between Dynamo Dresden and Energie Cottbus, several Cottbus fans unfolded a large banner which read "Juden" (Jews)³² and showed two Stars of David (with an incorporated "D" for Dresden) directed as an insult at the Dresden fans and team. Prior to the display of the banner, Dresden fans had unfolded a banner that read the (in Germany) derogative term "Zigeuner" (Gypsies) above the Cottbus emblem. The sport tribunal sentenced Energie Cottbus to a fine of 20,000 EUR.³³
- [38]. In September 2005, during a game between the national teams of Germany and Slovakia, several German fans yelled anti-Roma ("Zick-Zack-Zigeunerpack"), neo-Nazi ("SS SA Germania") and racist and xenophobic chants ("foreigners out", monkeys' chants directed at black players).³⁴ In October 2006, after another game of both national teams in Bratislava, German fans again yelled "Zick-Zack-Zigenerpack" at Slovakian fans; German hooligans also rampaged in the city after the game.³⁵
- [39]. During the Football **European Cup** between Germany and Poland in June 2008, a large group of German neo-Nazis yelled anti-Semitic chants prior to the game ("All Poles must wear yellow stars") in Klagenfurt (Austria). About 140 people were taken into custody. After another game of the

³¹ Landesamt für Zentrale Polizeiliche Dienste Nordrhein-Westfalen, Zentrale Informationsstelle Sporteinsätze (ZIS), *Jahresbericht Fußball Saison 2006/07* (short version), pp. 8-10, available at: http://www.polizei-nrw.de/lzpd/wir_ueber_uns/zis/article/jahresberichte-fussball.html (10.03.2009)

³² In recent years, "Juden" as used as an insulting term has been registered more often in football stadiums, especially in lower leagues; another such incident in professional football occurred in August 2008 during a game between Rot-Weiß Erfurt and FC Carl Zeiss Jena, when several hundred fans chanted "Juden Jena" (M. Glindmeier (2008) "Juden Jena"-Rufe überschatten Thüringen-Derby", in: *Spiegel online* (16.08.2008), available at: <http://www.spiegel.de/sport/fussball/0,1518,druck-572535,00.html> (10.03.2009)

³³ Bündnis Aktiver Fußballfans e.V.(BAFF), press release (06.12.2005); A. Rüttenauer (2006) 'Regularien für den Urwald', in: *taz.de* (31.03.2006), available at: www.taz.de/index.php?id=archivseite&dig=2006/03/31/a0183 (10.03.2009)

³⁴ Bündnis Aktiver Fußballfans e.V.(BAFF), press release on 09.09.2005

³⁵ Spiegel online (12.10.2006)

Football European Cup semi-final between Germany and Turkey on 25 June 2008, several allegedly xenophobic attacks were committed by a group of 20 to 30 unidentified people in Dresden. The perpetrators damaged several Turkish Kebab bistros by throwing bottles and firecrackers, attacked two of the bistro owners and burnt a Turkish flag; several people were taken into custody.³⁶

- [40]. In other cases, racist fan behaviour **targeted migrant or minority players**. During a DFB Cup game between the B-team of the Second League club Hansa Rostock and the First League team Schalke 04 in September 2006, several Rostock fans insulted the black Schalke player Gerald Asamoha by imitating monkeys' sounds.³⁷
- [41]. Sometimes, fans also verbally attack **their own players**. During a game between Energie Cottbus and VfL Bochum in February 2007, the Cameroon player of Cottbus, Francis Kioyo, was insulted by a fan of his own club in a xenophobic and racist way; the perpetrator was banned from the stadium by Energie Cottbus. According to media reports, Kioyo had continuously experienced particularly negative reactions towards him – apparently because he has not scored as often as in previous seasons. In December 2006, the Cameroon player of the Hamburger SV, Timothée Atouba, was harshly insulted in a racist way (e.g. “nigger”, “monkey”) by HSV fans when he was replaced during the Champions league game against ZSKA Moscow. The fans had blamed him for a strike of the Moscow team and had whistled every time he touched the ball; as a reaction, Atouba asked to be replaced by the coach. On his way off the field Atouba showed the fans “the finger”, which led to a two game suspension.³⁸
- [42]. In men's professional **handball**, two relevant cases have been reported recently; in both cases fans insulted players in a racist or xenophobic manner. During a second league handball game between Dessau-Roßlauer HV and the HC Empor Rostock in November 2006, Dessau fans yelled racist insulting paroles (“black pig”, “negro pig”) at a black player of Rostock, who was sitting on the bench due to an injury.³⁹ Another case in

³⁶ Assumedly, the xenophobic rampage had been planned in advance; the first court trial against one of the alleged perpetrators started in January 2009 (Press releases of the Police Department Dresden No. 323/08 b (26.06.2008), No. 325/08 (26.06.2008) and No. 368/08 (18.07.2008)).

³⁷ Spiegel online (11.09.2006); online available at: <http://www.spiegel.de/sport/fussball/0,1518,druck-436387,00.html>; Kicker.de (15.09.2006), online available at: <http://www.kicker.de/news/fussball/2bundesliga/startseite/artikel/354990>

³⁸ The particularly harsh reaction of fans to mistakes or bad performance of minority or migrant players of their own team points to what the researcher Pilz describes as “subtle racism”. Pilz points out that “black and also Eastern European players are criticised by fans more quickly and have to perform a bit better than German or Western European players” (G. A. Pilz (2007) ‘Rechtsextremismus und “rechte” Tendenzen im Fußballumfeld – aktuelle Erscheinungen – Herausforderungen für die Prävention’, in: M. H. W. Möllers and R. C. van Ooyen (eds.) *Politischer Extremismus 1. Formen und aktuelle Entwicklungen*. Frankfurt/Main: Verlag für Polizeiwissenschaft, pp. 244-263 (here: p. 246))

³⁹ Berliner Morgenpost online (18.11.2006)

handball was reported in early 2008: after a series of lost games, the First League team Göppingen registered an increasingly negative attitude of fans in particular towards its foreign players; the manager also noticed that insults often refer to the nationality of the player. The Czech goal keeper, for instance, was insulted by fans with the words “Czechs out” and the Serbian player was shouted at “move your Serbian arse”.⁴⁰

- [43]. In some instances, racist insults have been stated **by other players**. During a game in the third professional football league between Carl Zeiss Jena and Eintracht Braunschweig, a Jena player called the Braunschweig player Kingsley Onuegbu a “black pig” which resulted in a red card. The sport tribunal suspended him for five games; he apologised for his behaviour denying any racist attitudes.⁴¹
- [44]. More such insults between football players have been reported, but in some cases it has turned out to be difficult to ultimately prove the racist content of the insults. The alleged perpetrator may admit to have insulted the other migrant or minority player, but deny any racist or xenophobic wording. If no one else has witnessed the insult, the accusation remains unproven.⁴² In the highest German **ice hockey league** (DEL), such an incident was reported in March 2007: during the play-off game between the Hamburg Freezers and the Düsseldorf team DEG, a Freezer player allegedly insulted a black DEG player in a racist manner (“fucking nigger”) – which the accused player denied under oath. The DEL investigations did not lead to an official accusation or any sanctions since the incident could not be proven.⁴³
- [45]. In particular prior to the Football World Cup in Germany in summer 2006, **extreme right-wing groups** sought to misuse the World Cup for their political propaganda and agitation. The following two **racist campaigns** received a greater deal of public as well as juridical attention.
- [46]. (1) A neo-Nazi group distributed flyers, posters and stickers which showed the black national team player Gerald Asamoah and read “No Gerald, you are not Germany” indicating that a black player is not meant to represent a German national team.⁴⁴ Asamoah took legal action. In April 2008 the

⁴⁰ Sport Bild online 03.04.2008

⁴¹ www.sportgericht.de (28.11.2008)

⁴² The black Schalke 04 player Asamoah claimed that the goal keeper of the Dortmund team called him a “black pig” during a game in August 2007; the goal keeper admitted the insult but denied a racist content (www.sueddeutsche.de; 23.08.2007). During a Second League game between 1899 Hoffenheim and SC Paderborn in March 2008, the Nigerian player Chinedu Obasi (Hoffenheim) was insulted by a Paderborn player in an allegedly racist manner (“fucking black man”), who, however, denied any racist wording of his insult (Sport t-online 10.03.2008; available at: <http://sport-t-online.de/c/14/48/19/44/14481944.html> (20.01.2009)).

⁴³ Spiegel online (20.03.2007); available at: <http://www.spiegel.de/sport/wintersport/0,1518,472790,00.htm> (20.01.2009); Zeit online (19.03.2007)

⁴⁴ G. Dembowski (2007) ‘Rassismus: Brennglas Fußball’, in: W. Heitmeyer (ed.) *Deutsche Zustände Folge 5*, Frankfurt/Main: Suhrkamp, pp.217- 225, here: 219

appeal court⁴⁵ ruled that incident was – though “ugly and disgusting” – not unlawful since it was not deemed as a case of incitement to hatred against a certain population group.⁴⁶

- [47]. (2) The extremist right-wing party NPD (*Nationaldemokratische Partei Deutschland*) designed and distributed a World Cup brochure with information on, amongst others, the dates of the games. The brochure's cover bore the number 25 and the slogan “White – more than just the colour of the jersey – for a real NATIONAL team” in reference to the white shirts of the German football team and the number 25 of the black national team player Patrick Owomoyela.⁴⁷ The DFB took legal action against the chairman of the NPD and two other NPD officials arguing that the brochure constitutes a case of unlawful insult and incitement to hatred. The court proceedings are pending (Local Court Berlin-Tiergarten).⁴⁸

3.3. Racist incidents in organised women's amateur adult sport

- [48]. No concrete racist incident could be discovered in organised women's amateur adult sport. This corresponds largely with the assessment of the interviewed experts.⁴⁹

3.4. Racist incidents in women's professional adult sport

- [49]. No racist incidents have been identified in this category. The assumption of a generally very low level of racism in women's professional football has also been confirmed by the expert interviews.

⁴⁵ The first instance, local court in Perleberg had sentenced two perpetrators to 12 and 14 months respectively both on probation.

⁴⁶ netzeitung.de (18.04.2008)

⁴⁷ G. Dembowski (2007) ‘Rassismus: Brennglas Fußball’, in: W. Heitmeyer (ed.) *Deutsche Zustände Folge 5*, Frankfurt/Main: Suhrkamp, pp.217- 225, here: 219

⁴⁸ Sueddeutsche Zeitung online (14.01.2009)

⁴⁹ On the conference “Kick it like Ayse”, carried out within the scope of the seventh FARE Action Week in November 2006, experts discussed the issue of migrant women and (amateur) football in Germany. Several experts stated that xenophobia in women's or girls' amateur football does exist. Xenophobic animosity seems to occur less when migrant women play in “German” teams as oppose to migrant football clubs like the Berlin club Türkiyemspor (<http://home.arcor.de/tuerkiyemspor/Veranstaltung.htm>) (20.01.2009)

3.5. Racist incidents in organised children's and youth sport

- [50]. Due to a significantly lower level of media attention in youth sport, it appears unfeasible to accurately describe the situation of racism in organised children's and youth sport. All cases that could be found occurred in the context of football.
- [51]. A research study, conducted by the sport sociologist Pilz, gained quantitative insights into, amongst other things, the aspect of verbal assaults, including racist abuse, **among young football players**. A survey, carried out in 2004 among 4,852 young football players aged between 13 and 17 within the framework of Fair Play Cups in Lower Saxony, showed that Turkish players claimed twice as often as German players that they had been verbally provoked during the game – partly in a racist manner.⁵⁰
- [52]. In October 2008, a 15 year-old player of the B-youth team of Moorental, whose father is of African origin, was permanently insulted – partly in a racist way – by a player of the opposing team, the SG Buttstädt.⁵¹
- [53]. The following two incidents have received nationwide public attention in the recent past, both happened in Eastern Germany and in both incidents **spectators** were the perpetrators:
- [54]. During a game between the A-youth teams (players aged between 17 and 19) of Sachsen Leipzig and Lok Leipzig in February 2006, between 30 and 50 Lok fans formed a **“living swastika”** on the stands of the stadium.⁵² The public prosecutor's investigations were stopped after a few months. According to a media report, the person who initiated this action is a member of a neo-Nazi group and considers himself as “racist”.⁵³
- [55]. Another xenophobic and anti-Semitic incident in youth football was reported in May 2007. During a game of the C-youth team (players aged between 13 and 15) between ATSV Frisch auf Wurzen and the VfB Fortuna Chemnitz, several ATSV fans yelled **racist and xenophobic insults** at Chemnitz players and at the referee. According to the written report of the referee, words like “Fidschi pig” (a racist term for Vietnamese

⁵⁰ G. A. Pilz (2005) *Rote Karte statt Integration? Ethnische Konflikte im Jugendfußball*; speech delivered on 30.09.2005 in Saarbrücken; online available at: http://gunter-a.pilz.phil.uni-hannover.de/imperia/md/content/de/uni-hannover/phil/gunter-a_pilz/rote_karten_statt_integrationsredeskriptsaarbr_cken.doc (28.01.2009); more detailed information was provided by the researcher in charge, Prof. Pilz (upon NFP request). The survey is part of a survey series within the framework of the annual Fair Play Cup that has been carried out on an annual basis for more than 20 years.

⁵¹ Thüringer Allgemeine (online), 18.11.2008

⁵² G. Dembowski (2007) 'Rassismus: Brennglas Fußball', in: W. Heitmeyer (ed.) *Deutsche Zustände Folge 5*, Frankfurt/Main: Suhrkamp, pp.217- 225, here: 223

⁵³ O. Sundermeyer (2007) 'National befreite Hooliganzone', in: *FAZ.net* (13.03.2007), available at: <http://www.faz.net/s/Rub61EAD5BEA1EE41CF8EC898B14B05D8D6/Doc~ED5305C8C59CC45B9B95474B341DDDD9E~ATpl~Ecommon~Scontent.html> (21.01.2009)

migrants), “foreigner pig” and “Jewish pig...fuck your mother ‘cos she’s Jewish”. It turned out that most alleged perpetrators were members of the ATSV football club. Whereas the police abandoned their investigations, the sport tribunal sentenced the ATSV to a fine of 1,200 EUR, a loss of three points in the ongoing season and a one-game suspension of the team and obliged the club to compile a report on the future activities against racist misbehaviour; moreover one of the perpetrators was convicted by the tribunal.⁵⁴

- [56]. Several experts pointed out that sometimes **parents** of young football players or athletes and coaches act in a racist way.⁵⁵ The DFB Commissioner for Security (interview 1) as well representatives of the dsj stated that parents sometimes insult players of the opposing team in an aggressive, racist manner or with words similar to the language “used in publications of extreme right-wing parties”.⁵⁶

4. Indirect (structural) racial/ethnic discrimination

4.1. Structural discrimination in all sports

- [57]. Despite the lack of official statistics, there is a broad consensus that in **organised amateur sport**⁵⁷ migrants are **under-represented** as members of and, even more so, as volunteers and officials in sport clubs. According to a large-scale survey⁵⁸, more than 90,000 registered sport clubs in Germany count a total of about 2,760,000 migrant members; this represents 10.1 per cent of all members and illustrates the migrants’ under-representation

⁵⁴ H. Baldauf (2001) ‘Rechtsextremismus auf dem Fußballplatz’, in: *Telepolis* (22.01.2008), available at: <http://www.heise.de/tp/r4/artikel/27/27114/1.html> (10.03.2009)

⁵⁵ M. Glaser and G. Elverich (2008) ‘Einführung: Das Handlungsfeld “Fußballsport” in der Rechtsextremismus- und Rassismusprävention’, in: M. Glaser and G. Elverich (eds.) *Rechtsextremismus, Fremdenfeindlichkeit und Rassismus im Fußball. Erfahrungen und Perspektiven der Prävention*, Halle: DJI, pp. 5-15 (here: p. 6)

⁵⁶ G. Buecker and C. Weber (2008) Dem Rechtsextremismus keine Chance – Präventionsauftrag für den organisierten Sport, in: BBE-Newsletter No. 18/2008; online available at: http://www.b-b-e.de/uploads/media/nl18_buecker_weber.pdf (04.03.2009)

⁵⁷ Information on the number of non-German players in several football leagues, not though the number of migrant members in these sport associations) are available (see tab. 3-26 in the annex 7.2)

⁵⁸ Out of the total number of about 90,000 registered sport associations, 13,000 associations were included in the online survey, carried out in 2007. With this large sample, this survey provided representative data on migrants’ memberships and volunteer commitment. As German sport associations do not systematically record their members’ nationality or migration background (with the Land Berlin being the only exception), official national statistics on the number of migrant members in sport associations are not available (Germany/ Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration (2005) *Sechster Bericht der Beauftragten der Bundesregierung für Migration, Flüchtlinge und Integration über die Lage der Ausländerinnen und Ausländer in Deutschland*, p. 167).

– compared to their total population share being almost 20 per cent. Some 55,000 migrants are actively involved as volunteers (2.6 per cent of all volunteers), among those 38,100 on the (lower) operational level (0.4 per cent of all volunteers on this level) and 16,900 on the (higher) management board level (0.2 per cent) (see tab. 1 and 2 in the Annex 7.2).⁵⁹ In addition to this general under-representation, which is also emphasised by the *First German Children and Youth Sport Report* (2003/2006)⁶⁰, various empirical findings indicate that the participation in sport clubs is especially low among **migrant girls and women** – in comparison to both their male migrant counterparts. Several regional surveys indicate that this under-representation does not always apply to **young male migrants**⁶¹; migrant girls and women, however, participate significantly less than those without a migration background despite the fact that migrant women are generally interested in (organised) sport activities – as research studies have revealed.⁶²

[58]. The **causes** for this under-representation of migrants in general and migrant girls and women in particular have not been fully disclosed. There is, however, a broad consent that one of the reasons is that sport clubs have not yet adapted to the new requirements of an increasingly multi-ethnic and multi-religious clientele.⁶³ Many sport clubs fail to deal appropriately with divergent cultural attitudes and religious values of migrants and to cater for their specific needs when designing and carrying

⁵⁹ Ch. Breuer and P. Wicker (2008) *Sportvereine in Deutschland. Sportentwicklungsbericht 2007/2008. Analyse zur Situation der Sportvereine in Deutschland*, available at: http://www.bisp.de/cln_090/nn_16030/DE/Aktuelles/Nachrichten/2008/Sportentwick_2007_08.html?_nnn=true (10.03.2009)

⁶⁰ U. Boos-Nünning and Y. Karaka o lu (2006) 'Kinder und Jugendliche mit Migrationshintergrund und Sport', in: W. Schmidt, I. Hartmann-Tews and W-D. Brettschneider (eds.) *Erster deutscher Kinder- und Jugendsportbericht*, Schorndorf: Verlag Hofmann (second edition), pp. 319-338, here: 323)

⁶¹ Regional studies have even shown that young male migrants are over-represented in sport associations, especially in football, basketball and martial arts: in the Ruhr region in NRW, for instance, 61.6 per cent of the migrants, but only 56.8 per cent of the native German youngsters are members in sport associations; among young male migrants of Turkish origin, even 75.4 per cent stated that they were members in a sport club (Deutsche Sportjugend (dsj) (ed). (2007) *Eine Frage der Qualität: Integration von Kindern und Jugendlichen mit Migrationshintergrund in den organisierten Sport*, Frankfurt/Main: dsj, p. 30)

⁶² Germany/Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration (2007)

Siebter Bericht der Beauftragten der Bundesregierung für Migration, Flüchtlinge und Integration über die Lage der Ausländerinnen und Ausländer in Deutschland , p. 124; Boos-Nünning and Karakasoglu (2004) 'Mädchen mit Migrationshintergrund und sportliches Engagement', available at: www.bmfsfj.de/bmfsfj/generator/RedaktionBMFSFJ/Abteilung5/Pdf-Anlagen/maedchen-migrantinnen-sport.property=pdf.bereich=bmfsfj.sprache=de.rwb=true.pdf (10.03.2009)

⁶³ Other explanatory aspects that have been discussed are connected to culturally rooted sport preferences of certain migrant groups (W. Schmidt, I. Hartmann-Tews and W-D. Brettschneider (eds.) (2006) *Erster deutscher Kinder- und Jugendsportbericht*, Schorndorf: Verlag Hofmann (second edition), here: pp. 290)). During one expert interview, it was mentioned that in athletics Turkish migrants are hardly represented, whereas migrants of African, Easter European and Asian origin are more active as athletes. In other football, for instance, Turkish (male) migrants are partly even over-represented.

out their sport offers and when trying to address new members.⁶⁴ According to the sport sociologist Stahl, regular sport club usually do not (sufficiently) consider religious particularities of **Muslim migrants** (e.g. consumption of alcohol as part of the normal social behaviour), which makes Muslim migrants feel 'not sufficiently integrated' in these clubs.⁶⁵ As a consequence, many migrants join ethnic sport clubs as the access threshold to those appears lower, especially for **Muslim girls**⁶⁶. Another aspect that reflects the deficient intercultural adaptation of sport club is the under-representation of migrants as officials on all levels of the sport clubs.⁶⁷ A large-scale survey among more than 3,700 sport clubs underscores the sport clubs' **lacking awareness of the cultural diversification** of their clientele: in Western Germany only 15 per cent of all sport clubs stated to be affected by migration-related demographic changes, in Eastern Germany this proportion was even below eight per cent; in particular small sport clubs underestimate the growing proportion of migrants.⁶⁸

[59]. These shortcomings regarding the intercultural awareness of many sport clubs appear to be an important reason⁶⁹ for the low representation of migrants in sport clubs. The currently available data and information do

⁶⁴ Germany/Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration (2007) *Siebter Bericht der Beauftragten der Bundesregierung für Migration, Flüchtlinge und Integration über die Lage der Ausländerinnen und Ausländer in Deutschland*, p. 124; W. Schmidt, I. Hartmann-Tews and W-D. Brettschneider (eds.) (2006) *Erster deutscher Kinder- und Jugendsportbericht*, Verlag Hofmann. Schorndorf (second edition; here: pp. 336-338)

⁶⁵ The qualitative research study showed that "German sport associations are not an option for many migrants, especially for girls". Stahl also stated that many migrants who use to be members of German mainstream sport associations quit their membership when they become adults and join an ethnic sport organisation instead (Deutscher Olympischer Sportbund (DOSB) (2006) *Wissenschaftliche Untersuchung von Migrantsportvereinen in Kooperation mit „Integration durch Sport“*)

⁶⁶ Deutscher Olympischer Sportbund (DOSB) (2006) *'Migrantsportvereine sind für Integration durchlässiger als wir Deutsche häufig vermuten'* – Prof. Dr. Jürgen Baur im Interview (26.10.2006)

The assumption that Muslim girls participate significantly less in sport associations is also underscored by other expert reports, such as the First Children and Youth Sport Report (W. Schmidt, I. Hartmann-Tews and W-D. Brettschneider (eds.) (2006) *Erster deutscher Kinder- und Jugendsportbericht*, Schorndorf: Verlag Hofmann (second edition))

⁶⁷ G. A. Pilz (2002) *Rote Karte statt Integration? Eine Untersuchung über Fußball*, speech delivered on 25.06.2002 in Duisburg; online available at: www.sportwiss.uni-hannover.de/daten/lit/pil_eth.pdf (28.01.2009)

⁶⁸ Ch. Breuer, A. Haase (2006) *Sportentwicklungsbericht 2005/06 – Analyse zur Situation des Sports. Sportvereine und demographischer Wandel*, pp. 8, 13; online available at: <http://www.vdst.de/download/Sportberichte/Demographie.pdf> (09.02.2009)

⁶⁹ Other explanatory factors may be related to the fact that in some countries of origin organised sport is generally less common and popular than it is in Germany. In Turkey, for instance, less than two per cent of the population are a member in a sport association (Deutsche Sportjugend (dsj) (ed). (2007) *Eine Frage der Qualität: Integration von Kindern und Jugendlichen mit Migrationshintergrund in den organisierten Sport*, Frankfurt/Main: dsj, p. 26). Another assumed reason for the particularly low membership rate of migrant girls and women might be related to stronger ascribed gender roles in certain minority communities (DSJ 2007, p. 29) and "traditionally patriarchal family structures" in many (Turkish) migrant families (E. Lehnert (2008) 'Zwischen Vorurteilen, Diskriminierung und Spass am Sport', in: *terra incognita*, No. 12, pp. 76-77).

not allow for any statements on which types of sports are particularly affected.

- [60]. **Socio-economic factors** that may directly hinder the participation of migrants in organised amateur sport have been discussed only rarely; such factors appear to play only a subordinated explanatory role⁷⁰. According to the First Children and Youth Sport Report, a meta-analysis of various studies on the association between **social stratum** and sport participation shows that doing sport is more popular among people of medium or higher social strata – in which migrants are underrepresented. The report comes to the conclusion that direct exclusion is a ‘negligible’ exception⁷¹; socio-economic factors, such as income and level of education, have, however, an indirectly excluding effect (e.g. less awareness of the positive effects of sport on health among people with a lower education).⁷²
- [61]. The representative integration survey, carried out on a regular basis among adults of Turkish origin in North Rhine-Westphalia (N = approx. 1,000), shows that **experienced discrimination** in associations (including sport clubs) occurs relatively rarely among Turkish migrants: in 2006, 14.3 per cent of all respondents stated that they have experienced discrimination in clubs, less than in any other social area.⁷³ Discrimination complaint statistics by local statutory and non-statutory anti-discrimination bodies (e.g. ADB Sachsen, ADB Cologne, AMIGRA Munich) have not registered any such **complaints** in the realm of organised sport. The federal equality body ADS has registered only two cases of ethnic discrimination against a Turkish and an Arabic person since August 2006; in both cases, the complainant was rejected at a gym.⁷⁴
- [62]. In some organised sports, **specific provisions** are in place that limit the number of non-German players participating in a game or being under contract. The regulations differ largely not only from sport to sport, but also between leagues of the same sport. Usually, these regulations do not (aim to) create relevant discriminatory hurdles for migrants who have been living in Germany for years – an assessment that is also supported by most interviewed experts. The following selection briefly illustrates the different scope of these regulations in selected sports.

⁷⁰ W. Schmidt, I. Hartmann-Tews and W-D. Brettschneider (eds.) (2006) *Erster deutscher Kinder- und Jugendsportbericht*, Verlag Hofmann, Schorndorf (second edition); p. 290.

⁷¹ A. Thiel and K. Cachay (2006) ‘Soziale Ungleichheit im Sport’, in: W. Schmidt, I. Hartmann-Tews and W-D. Brettschneider (eds.) *Erster deutscher Kinder- und Jugendsportbericht*, Schorndorf: Verlag Hofmann (second edition), pp. 275-295 (here: 289)

⁷² It seems, however, at least plausible that the on average lower socio-economic status of migrants may have an impact on the participation of migrants in sports, especially in those sports that require expensive equipment and high membership fees.

⁷³ M. Sauer (2007) *Perspektiven des Zusammenlebens: Die Integration türkischstämmiger Migrantinnen und Migranten in Nordrhein-Westfalen. Ergebnisse der achten Mehrthemenbefragung*, Essen: Stiftung Zentrum für Türkeistudien, p. 144

⁷⁴ Moreover, the ADS registered one case of multiple discrimination on the grounds of age and ethnic origin in the context of sports. Information provided by the ADS and the other anti-discrimination offices on NFP request.

[63]. In the professional **Ice Hockey** Leagues (DEL), the maximum number of foreign players per game that can be nominated per game has been reduced to ten since the season 2008/09; no more than 12 foreign “contingent players” must be under contract per club.⁷⁵ In the German **Basketball** League (BBL), only one German player must be nominated per game.⁷⁶ The regulations of the German **Table Tennis** Federation DTTB lays down that not more than one foreigner is allowed to participate in championship games; this limitation does, however, not apply (a) to citizens of a country with a national table tennis federation being member of the European umbrella organisation ETTU and (b) to foreigners who have not played for a non-German foreign table tennis association before.⁷⁷ According to the regulations of the German **Squash** League (1. and 2. men’s and 1. women’s league), only one foreigner per team is entitled to participate in official games; foreign players are treated as national players, however, if they have ‘undergone their sportive development as a youngster’ primarily in a German squash association.⁷⁸ In **volleyball**, the international federation FIVB recently decided that clubs must limit the number of non-national players being simultaneously on the field to a maximum of two. *European* teams should be permitted – but only for the following two seasons – to treat players from other EU countries as nationals. The strict limitation to two non-national players on the field is expected to enter into force in 2010.⁷⁹

⁷⁵ <http://linkszeitung.de/content/view/148634/70/> ,
www.spiegel.de/sport/sonst/0,1518,509282,00.html
http://sport.ard.de/sp/eishockey/news200809/03/del_vorschau.jsp

⁷⁶ According to information provided on the website of the German Basketball League (BBL), restrictions regarding the number of non-German players were deleted in 2005 (www.basketball-bundesliga.de/magazin/artikel.php?artikel=3356&type=2&menuid=165&topmenu=166 , 16.04.2009); in a newspaper article it was mentioned that since then only one German player has had to be nominated per game (M. Wiefel (2005) ‘Ärger um die Ausländerregelung’, in: Welt online (16.10.2005); available at: www.welt.de/print-wams/article133332/Aerger_um_die_Auslaenderregelung.html; 16.04.2009). This non-restricting regulation is only in place in the First Basketball League; in the Second League, only two (non-EU) foreigners per team are permitted (Deutscher Basketball-Bund (2005) Ballkontakt. Ganz nah dran am Basketball, No. 10/July 2005, p. 3).

⁷⁷ Wettspielordnung (WO) of the German Table Tennis Federation DTTB; Section B.9 (available at: www.tischtennis.de/downloads/satzung/2008_2009/DTTB-2009_Wettspielordnung-oRL_V052.pdf, 19.04.2009)

⁷⁸ Bundesligaordnung of the German Squash League, Preamble and article 9 (2)

⁷⁹ Deutsche Volleyball Liga (2008) VolleyBallPress der deutschen Volleyball-Liga, No. 3/2008 (April 2008), pp. 5-6; available at: http://www.volleyball-bundesliga.de/pics/medien/1_1207829423/VolleyBallPress_03-08.pdf (19.04.2009)

4.2. Structural discrimination in the three focus sports

4.2.1. Organised men's amateur sport

- [64]. In recent years, research studies have contributed to gain empirical insight into various phenomena of structural discrimination in men's amateur **football**, such as (a) sport tribunals' tendency to impose stiffer sanctions against migrant players, (b) difficulties of migrant football clubs in finding adequate trainings facilities and (c) the discriminatory barriers hampering migrant players' football career.
- [65]. Within the scope of a project on conflict management in football, coordinated by the Hesse State Football Federation (HFV), **sport tribunal rulings** between 2001 and 2004 in Hesse were examined. The analysis showed that migrant football players are not sanctioned more often by sport tribunals, but they receive stiffer sentences than non-migrant players – for the same type of offence.⁸⁰ This finding has been confirmed by another study in Lower Saxony, in which about 4,000 sport tribunal rulings have been analysed: on average, sport tribunals sentence migrant players to stiffer penalties for comparable misbehaviour than their German non-migrant counterparts. In cases of assault in combination with injuries, for example, 54 per cent of players of German origin have been suspended for less than four weeks and 20 per cent for more than six weeks; 50 per cent of the convicted migrant players, however, received a suspension of more than six weeks and only 25 per cent of less four weeks.⁸¹ The researcher who carried out this analysis explained the multiple reasons for these unequal treatments: first, some sport tribunal judges have xenophobic attitudes themselves which affects their decisions (as stated in interview No. 3); second, migrant players usually appear before the sport tribunal *alone* and are not briefed by officials of the club, whereas non-migrant players are accompanied by their coach or even the chairperson of the respective sport club. Moreover, migrant players sometimes do not fully comprehend the court proceedings and do not behaviour accurately (e.g. lack of respect) towards the judge. According to Pilz, this tendency towards stiffer sentences appears to be particularly strong when the respective migrant plays for a migrant football club.⁸²

⁸⁰ This information was presented on a hearing at the Parliamentary Committee on Sport [Sportausschuss des Deutsches Bundestages] in November 2008; online available at: http://www.kos-fanprojekte.info/news/200805/Fragenkatalog_Sportausschuss_Bundestag_12-11-2008.pdf (13.01.2009)

⁸¹ G. A. Pilz (2002) *Rote Karte statt Integration? Eine Untersuchung über Fußball*, speech delivered on 25.06.2002 in Duisburg; online available at: www.sportwiss.uni-hannover.de/daten/lit/pilz_eth.pdf (28.01.2009)

⁸² A representative of the multi-ethnic football club Türkiyemspor Berlin confirmed these empirical findings calling this unequal imposing of sanctions by sport tribunal a form of

- [66]. The other form of structural discrimination refers to the sometimes hindered **access to (adequate) training facilities**. The migrant football club Türkiyemspor Berlin, for instance, has not had its own regular training facilities for 30 years after their foundation in 1978. Only in November 2008, after the president of the club had publicly complained about the Berlin politicians' lack of support and accused them of racism, the Berlin Senate started to search for solutions.⁸³
- [67]. A qualitative local study on inter-ethnic relationships and conflicts in sports, carried out by Klein, Kothy and Cabadag in the late 1990s, detected difficulties of migrant sport clubs in finding proper training facilities. Local actors expressed divergent interpretations of what caused these problems: whereas representatives of the local migrant communities assumed discrimination by municipal bodies, these municipal bodies emphasised that they can not help resolve the problem of lacking training facilities; this is due to the fact that most relevant sport facilities have been owned by "German" sport club since the late 1980s and that the majority of migrant sport clubs have been founded later, when these facilities have already been taken.⁸⁴
- [68]. The social scientist Kalter conducted a quantitative research study (2003) in the Mannheim region, analysing the **inclusion of non-German football players** in the organised football league system; the empirical findings shed light on several aspects of (structural) discrimination of non-German football players.⁸⁵ The quantitative analysis of the datasets showed that 17.3 per cent of these players were foreigners; foreign players were under-represented in the older age group (born prior to 1966) and over-represented in the younger birth cohorts, born between 1971 and 1980; among the youngest, the proportion of non-German players reflects their proportion in the general population.⁸⁶ The study also unveiled that non-German players are clearly **under-represented in the higher amateur leagues** in Mannheim: whereas approx. 70 per cent of the players in the lower leagues are German (which shows the strong participation of foreign players), in the higher two regional leagues, the percentage of German players was 95 per cent (*Landesliga*) and 80 per cent (*Verbandsliga*) respectively. These disparities only apply to men's football teams, not to youth teams.⁸⁷ Kalter statistically identified some aspects that (partly)

"latent xenophobia" (R. Blaschke (2007) 'Wir haben uns gefühlt wie die Affen im Zoo', in: R. Blaschke (ed.) *Im Schatten des Spiels. Rassismus und Randalie im Fußball*, Göttingen: Verlag Die Werkstatt: pp. 119-128, here: p.123)

⁸³ Tagesspiegel 28.10.2008; Tagesspiegel 14.11.2008

⁸⁴ M.-L. Klein, J. Kothy and G. Cabadag (2000) 'Interethnische Kontakte und Konflikte im Sport', in: W. Heitmeyer and R. Anhut (eds.) *Bedrohte Stadtgesellschaft. Soziale Desintegrationsprozesse und ethnisch-kulturelle Konfliktkonstellationen*, Weinheim/Munich: Juventa, pp. 307-346

⁸⁵ Kalter examined the datasets of more than 145,000 players in the regional Baden Football Association, including more than 4,600 players from the Mannheim region; as a second methodological component, he carried out a questionnaire survey among coaches and players in Mannheim in late 2000.

⁸⁶ F. Kalter (2003) *Chancen, Fouls und Abseitsfallen. Migranten im deutschen Ligenfußball*, Wiesbaden: Westdeutscher Verlag, pp. 33-35

⁸⁷ F. Kalter (2003) *Chancen, Fouls und Abseitsfallen. Migranten im deutschen Ligenfußball*, Wiesbaden: Westdeutscher Verlag, p. 51

explain these disadvantageous positions of non-German players: German (adult) players have started playing football in a football club at a significantly younger age than non-Germans, which has an impact on the football carrier and likelihood of playing in a higher league.⁸⁸ Further relevant findings of the study were that negative **ethnic stereotypes** and prejudices of German players towards their foreign fellow players occurred more commonly in lower leagues than they did in higher amateur leagues. Moreover, **ethnic discrimination** against players has been experienced more often in lower leagues and by those foreign players of migrant football clubs that are dominated by non-German members.⁸⁹

- [69]. **Official** regulations of the sport federations limiting the number of non-German and/or third-country national players can be considered another aspect of **structural discrimination**. Such regulations are in place in amateur football and athletics, but not in handball, where the number of non-German players is not limited by any provisions any longer.⁹⁰
- [70]. In **amateur football** third-country nationals are only entitled to play in a game if they hold a strong legal residence status, i.e. either a residence permit valid at least until the end of the football season or a (permanent) settlement permit. This applies to football clubs in the Third League, the regional League, the fifth level league, the Youth Premier League and the Second Women's League. This entails a systematic exclusion of asylum seekers whose application procedures are pending and non-recognised asylum seekers with a temporary toleration certificate (*Duldung*). Furthermore, no more than three non-EU nationals can be nominated per game in the Third League and in the Regional League (fourth league); third-country nationals who come from a country that has signed an agreement with the EU on the equal treatment of its citizens are not covered by this restrictions; furthermore, non-German players who have continuously played for a German team for at least five years (of which at least three years as a youngster) are considered "football Germans" [*Fußballdeutsche*] and are hence not subject to this restriction.⁹¹ These regulations must be implemented no later than 31 December 2009.
- [71]. In **athletics**, all athletes require a "start pass" to be entitled to participate in official competitions. Non-German athletes can be granted such a "start pass" provided they have lived in Germany for at least one year; this limitation does not apply to youngsters or EU citizens, whose participation is not restricted.⁹² According to the representative of the German Athletics

⁸⁸ F. Kalter (2003) *Chancen, Fouls und Abseitsfallen. Migranten im deutschen Ligenfußball*, Wiesbaden: Westdeutscher Verlag, p. 226

⁸⁹ F. Kalter (2003) *Chancen, Fouls und Abseitsfallen. Migranten im deutschen Ligenfußball*, Wiesbaden: Westdeutscher Verlag, p. 249-257

⁹⁰ The *Spielordnung* of the German Handball Federation DHB used to contain a relevant provision that limited the number of third country national players to maximum two per game, unless the non-German player had never played for another handball federation before (Art. 15 SpO-DHB); however, this restricting provision has been recently deleted.

⁹¹ DFB Spielordnung, Sec. 10, par. 3.1; DFB Spielordnung, Sec.12a, par. 5

⁹² Leichtathletikordnung (LAO), Sec. 4, par. 2.4

Federation (DLV), young non-German athletes who were born in Germany are entitled to participate in all local, regional and national championships up to the age of 19. Non-German athletes who have held a “start pass” (for a German sport club) for at least one year are also entitled to participate in national championships. Other non-German athletes are usually not allowed to participate unless they receive a special permission.⁹³ The only “restricting factor” is that only German athletes can be nominated for the national team (interview No. 5).

4.2.2. Men's professional sport

- [72]. Provisions that limit the number of foreign athletes in professional sports, usually do not exclude migrant athletes who have been living in Germany for longer, but target those foreigners who come to Germany in order to work as professional athletes.
- [73]. In professional **handball**, no such provisions restricting the number of non-German players are in place. In **athletics**, the previously described regulations of the German Athletics Federation (DLV) apply to both amateur and professional sport as well as to men and women (see 4.2.1).
- [74]. In German professional **football**, the previous regulations which had limited the number of third-country national players under contract with a football club were deleted and replaced by the UEFA ‘local player’ regulation. According to this new rule, which has been applied in Germany since the season 2006/07, at least four ‘local players’ had to be under contract with a professional football club; this number rose to six in 2007/08 and eight in the season 2008/09.⁹⁴ In addition to these local players, at least 12 German players need to be under contract with the respective football club.⁹⁵
- [75]. Besides these provisions, no other forms of structural discrimination have been detected in men’s professional sport (in the three focus sports).

4.2.3. Organised women's amateur sport

- [76]. In the second highest (semi-professional) women’s football league, third country nationals who want to play in a **women’s amateur football** game

⁹³ Leichtathletikordnung (LAO), Sec. 5, par 2.3

⁹⁴ A local player is defined as a player – irrespective of his nationality or migration background – who has been entitled to play for a football club affiliated with the German Football Federation DFB for at least three years at the age of between 15 and 21. Half of these local players need to have been entitled to play for the same club.

⁹⁵ Deutscher Anwaltsverein – Arbeitsgemeinschaft Sportrecht, press release (05.01.2006), available at: www.sportrechturteile.de/News/ARGESportrecht/news6261.html (10.03.2009)

require either a residence permit valid at least until the end of the football season or a (permanent) settlement permit (see 4.2.1).⁹⁶

4.2.4. Women's professional sport

- [77]. In the first (and the second) league of women's football, players need to be listed in the 'register of entitled players', which is centrally administered by the DFB. In the season 2005/06, no more than five non-EU nationals and in the season 2006/07 no more than three non-EU national players per team must be listed in this register; exceptions are only made for contract players who are citizens of a country which has signed a non-discrimination agreement with the EU; already existing work contracts with non-EU foreigners are not subject to this restriction.⁹⁷ For further regulations on the number of non-German athletes or players, see 4.2.1.

4.2.5. Organised children's and youth sport

- [78]. The results of a survey among young male football players, aged between 13 and 17, within the framework of the *Fair Play Cup* in Lower Saxony, showed that Turkish players stated twice as often as their German counterparts that they take revenge for provocations during the game and they also claimed twice as often as German players that they have been verbally provoked during the game – partially in a racist manner. The sport sociologist Pilz, who carried out this study, pointed out that these preceding provocations are usually not taken into account by sport tribunals.⁹⁸
- [79]. In the Youth Premier League not more than three non-EU players must be nominated⁹⁹; this restriction does not apply to *Fußballdeutsche* ("football Germans"), i.e. those young foreigners who have been continuously entitled to play for a German football club for the past five years.¹⁰⁰ As in adult football, young asylum applicants and asylum seekers whose application has been rejected are not entitled to play in the Premier Youth League (see 4.2.1).
- [80]. Within the scope of the aforementioned quantitative study, carried out by Kalter in Mannheim (see 4.2.1), the researcher discovered that coaches tend to make **discriminatory decisions when nominating (young) players**: even when taking into account the coaches' assessment of the player's performance and the player's personal assessment, non-German, especially Turkish players are statistically less often nominated by the

⁹⁶ DFB Spielordnung, Sec. 10, par. 2.6

⁹⁷ DFB Spielordnung, Sec. 10, par. 4.1 in combination with par. 3.1

⁹⁸ G. A. Pilz (2002) *Rote Karte statt Integration? Eine Untersuchung über Fußball*, speech on 25.06.2002 in Duisburg, available at: www.sportwiss.uni-hannover.de/daten/lit/pilz_eth.pdf (10.03.2009)

⁹⁹ Citizens of a non-EU country that has signed a bilateral agreement with the EU granting equal treatment of its citizens in terms of working conditions are treated as EU citizens.

¹⁰⁰ DFB Jugendordnung, Sec. 28, par. 3

coaches.¹⁰¹ This phenomenon occurs, however, solely in lower football leagues. Moreover, the researcher found negative ethnic stereotypes among young German players towards their foreign fellow players (without specifying their exact scope) and pointed out that such prejudices are less among those German players who are members of a football club with many non-German fellow players.¹⁰²

4.2.6. Media: representation of ethnic minorities among sport journalists

- [81]. Reliable data on the representation of migrants and ethnic minorities in sport journalism are scarce. A survey, recently carried out by researchers at the University of Siegen, sought to shed light on the participation of journalists with a migration background in German newspapers; 1,229 editorial teams in 600 newspapers were contacted. Journalists with a migration background worked only in 16 per cent of the surveyed newspapers; in those newspapers with a multi-ethnic team an average of 2.4 journalists with a migration background were employed. Asked about the thematic field in which the migrants usually work, only two per cent of the journalists with a migration background stated the area of sport – compared to nine per cent of the non-migrant journalist; hence, migrant journalist are strongly under-represented in sport journalism.¹⁰³
- [82]. According to general estimations of media experts, such as the network of migrant journalist named *Neue Medienmacher*, the number of sport journalist with a migration background is currently negligible – in print media as well as in the area of radio and TV.¹⁰⁴

¹⁰¹ F. Kalter (2003) *Chancen, Fouls und Abseitsfallen. Migranten im deutschen Ligenfußball*, Wiesbaden: Westdeutscher Verlag, pp. 259-264

¹⁰² F. Kalter (2003) *Chancen, Fouls und Abseitsfallen. Migranten im deutschen Ligenfußball*, Wiesbaden: Westdeutscher Verlag pp. 249-253

¹⁰³ R. Geißler, K. Enders and V. Reuter (2009) 'Wenig ethnische Diversität in der Medienproduktion', in: R. Geißler and H. Pöttker (eds.) *Massenmedien und die Integration ethnischer Minderheiten in Deutschland Bd. 2: Forschungsbefunde*, Bielefeld: transcript, pp. 79-117

¹⁰⁴ Information provided on NFP request

5. Regulations and positive initiatives

5.1. Regulations preventing racism, anti-Semitism and ethnic discrimination in sport

5.1.1. Regulations preventing racism, xenophobia, and related intolerance in all sports

[83]. The general anti-discrimination law (AGG) legally bans discrimination in, amongst others, the access to publicly available goods and services, including the access to sport clubs. Apart from these AGG provisions, legally binding national regulations preventing racism are rare in sports – with the sphere of football being the main exception (see 5.1.2). Instead of enforceable anti-racism regulations, various organisations and actors have released declarations and position papers on national level, many of them applying a ‘soft’ integration approach, i.e. calling for more participation of migrants in sports.

- In a few *Länder* legal provisions are in effect that deal with migrant integration in or through sport. In the *Land* Berlin, for instance, the law on the promotion of sport explicitly describes the “consideration of the specific needs of non-German citizens” as one of its objective.¹⁰⁵
- The *DFB Integration Concept*, jointly developed by the German Football Federation DFB, the regional football federations and representatives of migrant groups and other experts, emphasises the principles of tolerance and non-discrimination in football and lists a series of relevant measures (2008).¹⁰⁶
- The *Principal Declaration Sport and Immigration* of the German Sport Federation (DSB) acknowledges the significant role of sport for migrant integration and stressed the aim of migrants’ participation, mutual understanding irrespective of ethnic origin or language and the importance of networks between sport clubs and, amongst others, schools, companies, welfare organisations and migrant organisations (2004).¹⁰⁷
- In November 2008, the Standing Conference of Sport Ministers of the *Länder* condemned racist tendencies in sport and called for more

¹⁰⁵ Germany/Bundesregierung (2007) *Der Nationale Integrationsplan: Neue Wege, neue Chancen* p. 143

¹⁰⁶ Deutscher Fußball-Bund (2008) *Integrationskonzept des Deutsche Fußball-Bundes*, available at: <http://www.dfb.de/uploads/media/Integrationskonzept04-07-08.pdf> (11.03.2009)

¹⁰⁷ Deutscher Sportbund (2004) *Sport und Zuwanderung. Grundsatzklärung des Deutschen Sportbundes und seiner Mitgliedsorganisation*, available at: <http://www.dsj.de/downloads/Grundsatzerklaerung2004.pdf> (11.03.2009)

intercultural awareness of sport clubs in order to promote the participation of migrants in sport club and to make intensive use of the integrative force of sports.¹⁰⁸

- [84]. In addition to these declarations, the umbrella organisation **German Olympic Sport Federation** (DOSB) emphasised in its founding statutes its commitment to humanity, tolerance and cultural diversity in sports and its engagement in combating racist, xenophobic and anti-constitutional tendencies. In October 2007, the **German Sport Youth** (dsj), unanimously passed the position paper *No Chance for Right-wing Extremism* in which the struggle against racism, anti-Semitism and discrimination is considered a permanent societal task and a great challenge for sport.¹⁰⁹
- [85]. Whereas the **statutes** of most sport federations contain only a brief statement on political neutrality, some federations, such as the German Tennis Federation or the German Fencing Federation, have explicit anti-racism paragraphs in their statutes that express the federation's opposition to xenophobic and racist attitudes.¹¹⁰
- [86]. In terms of national implementation of **international or supranational regulations**, no particularly relevant examples could be found outside of football and handball (see 5.1.2).¹¹¹

5.1.2. Regulations preventing racism, anti-Semitism and ethnic discrimination in the three focus sports

- [87]. In **football**, there are several regulations in place that aim at combating or preventing racist developments. The most significant ones are presented in the following.
- [88]. Driven by FIFA requirements, the DFB introduced an explicit anti-racism article into its **statutes**: the DFB "stands up against racist, anti-constitutional and xenophobic tendencies and any other discriminatory

¹⁰⁸

[http://www.sportministerkonferenz.de/dateien/Beschl%C3%BCsse%2032.%20SMK\(1\).pdf](http://www.sportministerkonferenz.de/dateien/Beschl%C3%BCsse%2032.%20SMK(1).pdf) (11.03.2009)

¹⁰⁹ In this declaration the dsj underlined its commitment to democratic values, tolerance and against racism, anti-Semitism, right-wing extremism and discrimination; moreover, the dsj explicitly declared that all employees who work with children and youngsters will be enabled to conduct anti-racist educational programmes. The dsj declaration is available at:
http://www.dsj.de/downloads/Positionspapier/VL_cw_20071022_Erklaerung.pdf (10.03.2009)

¹¹⁰ Besides these national federation regulations, some sport federations on state level have incorporated more deliberate anti-discrimination elements into their statutes. The Hesse State Sport Youth Federation, for instance, explicitly acknowledges the principles of human rights and stands up against "racism and xenophobia as well as against anti-democratic, nationalist and anti-Semitic tendencies. It works against discrimination especially on the grounds of one's nationality, ethnic belonging, religion, belonging to a certain social group or disability." (Sec. 3 *Jugendordnung*).

¹¹¹ In sport in general, the DOSB has expressed its support to the content of the EU Commission's White Paper on Sports.

and inhumane behaviour” (Art. 2). The DFB has also implemented various measures to ensure that this symbolic message is put into action (see 5.2.1).¹¹²

- [89]. In 2006, the DFB enhanced the binding **sanction mechanisms**, laid down in one of its decrees (*Rechts- und Verfahrensordnung*) and, by doing so, lived up to FIFA requirements. These provisions contains regulations regarding sanctions for individual players *and* clubs, the latter being generally regarded as responsible for the behaviour of their players, officials, employees, members, fans, spectators and all other people who carry out a task on behalf of the football club (Art. 9a). The relevant regulations on racism and discrimination are laid down in Article 9: ‘a person who hurts someone else’s dignity through derogative, discriminatory and vilifying statements with regards to race, skin colour, language, religion or origin or who behaves in any racist or inhuman way, will be suspended for at least five weeks’¹¹³. In addition, the person is to be banned from the stadium and sentenced to a fine between 12,000 and 100,000 EUR.¹¹⁴ If an official of the club is found guilty, the minimum fine is 18,000 EUR (Art. 9, sub-section 2). If fans of a team display banners with racist slogans or behave in a racist manner in the stadium, the respective club or the DFB member federation is to be sentenced to pay a fine of between 18,000 and 150,000 EUR and will be obliged to carry out one game without spectators in an empty stadium. Sub-section 4 of this article elaborates that a football team will loose three points if players, officials or spectators behave in a racist way as defined in the sub-sections 2 and 3; if such behaviour occurs again, the team will loose six points and if it happens a third time, the team will loose its entitlement to play in the respective league and will be forced to play in the next lower league.¹¹⁵
- [90]. The DFB compiled non-binding model provisions on **security in the stadiums** (*Musterstadienordnung*) in 2000. These model provisions should help football clubs implement regulations that prohibit spectators, amongst others, to bring ‘racist, xenophobic, extremist, discriminatory and right-wing or left-wing radical propaganda material’ into the stadium and to express respective slogans (Art. 6).¹¹⁶ Despite the non-mandatory character of these model regulations, many clubs have implemented such bans on racist behaviour in their stadium regulations (*Stadienordnung*) or individual site rules (*Hausordnung*).
- [91]. Moreover, the DFB has deployed a directive that **temporarily bans** people who constitute a threat to public safety from football stadiums across the country. Such a nationwide ban is to be issued if, amongst other things, a

¹¹² This assessment has been expressed during several expert interviews.

¹¹³ DFB Rechts- und Verfahrensordnung § 9, par. 2

¹¹⁴ In October 2006, the DFB steering committee decided that fines for racist misbehaviour or incidents are to be allocated to football-related initiatives against racism and discrimination.

¹¹⁵ If the perpetrators can not be clearly identified as fans of a certain club, the association who has organised the game will be made responsible and sentenced accordingly (sub-section 3).

¹¹⁶ DFB Musterstadienordnung (Art. 6); http://www.dfb.de/uploads/media/Muster-Stadionordnung_01.pdf

person shows a “behaviour that hurts other people in their human dignity with regards to race, skin colour, language, religion, sex or origin, in particular through derogative, discriminatory and vilifying statements or respective wording on banners”. The ban should be kept in place for a maximum of three years.¹¹⁷ All German football club affiliated with the DFB are obliged to comply with this directive.

[92]. The **DFB Ten Point Plan against Racism**¹¹⁸ was adopted by the DFB in 1998 – four years prior to the adoption of UEFA Ten Point Plan, which strongly resembles the DFB anti-racism plan. It encompasses the following ten aspects :

1. Adoption of an antiracism clause in stadium rules and regulations stating that racism and xenophobia and the displaying and calling of extreme-right signs and symbols will not be tolerated and will lead to the persons concerned being banned from the stadium.
2. Instruction of stewards with regard to forbidden symbols attributable to the extreme right.
3. Publication of statements in match programmes informing fans that the club does not tolerate racism, condemns racist chanting and the displaying of extreme right symbols and salutes, and will take appropriate action.
4. Insisting that owners of season tickets commit not to take part in racist abuse, racist chanting or any other form of aggressive behaviour such as the use of pyrotechnic devices and that they report persons who behave otherwise to the stewards or the police.
5. Introduction of appropriate steps against the sale or distribution of racist and xenophobic literature on stadium property on match days.
6. Influencing of players, coaches and officials not to make racist comments.
7. Removal of all racist graffiti on stadium property.
8. Development of action plans or projects in association with the authorities, the police, the fan projects, supporters clubs, sponsors, the social services, and players and coaches to raise awareness against racism and xenophobia.
9. Use of regular announcements against racism and xenophobia by the PA announcer.
10. Use of messages on the scoreboard stating that the club and the fans are against discrimination and racism.

This DFB Action Plan offers football federations and clubs a set of practical guidelines to prevent and combat racism.¹¹⁹ Due to the non-binding

¹¹⁷ Deutscher Fußball-Bund (2008) Richtlinie zur einheitlichen Behandlung von Stadionverboten, available at http://www.dfb.de/uploads/media/SV_RiLi_ab_31032008_01.pdf (11.03.2009).

¹¹⁸ http://de.uefa.com/multimediafiles/download/uefa/uefamedia/258797_download.pdf, (10.03.2009)

¹¹⁹ When compiling the DFB anti-racism plan, the DFB built on preparatory work done by the non-statutory national fan organisation *Bündnis Aktive Fußballfans* (BAFF); it was

character, its implementation by the clubs and its application on the ground appears rudimentary, i.e. whereas certain aspects (e.g. anti-racism paragraph banning racist and extreme right-wing chants and banners) have been implemented by numerous clubs, other aspects have been transposed less consistently.

- [93]. In handball and athletics relevant national regulations preventing racism, anti-Semitism or ethnic discrimination are very scarce. The statutes of the **German Handball Federation** (DHB) do not make any explicit reference to discrimination or racism.¹²⁰ Sections 13 and 15 of the DHB statutes, however, oblige all handball federations and clubs to comply with the provisions of the International Handball Federation IHF, which bans discrimination on political, racial or religious grounds (Art. 6), and to ensure that all their officials, representatives and members follow the IHF provisions.¹²¹ The statutes of the **DHB Youth** stress the political and religious neutrality and its commitment to character building and international understanding.
- [94]. The statutes of the **German Athletics Federation** DLV do not contain any explicit regulations on preventing or sanctioning racist or discriminatory behaviour in athletics. The anti-racism and equality provisions laid down in the Constitutions of the International (IAAF) and European Athletics Federations (EAA) have not been incorporated into national regulations and are not directly applicable in the national context. During the expert interview No.6, the DLV representative mentioned that all DLV trainers have to follow the “trainer codex” which obliges them to comply with principles of non-discrimination and neutrality irrespective of religion, belief or origin. This trainer codex is a mandatory element of all work contracts between the DLV and its trainers.

5.1.3. Decisions by national courts, specialised bodies or tribunals regarding all sports

- [95]. Annex 7.4 lists a number of decisions and rulings primarily by sport tribunal on cases of racist incidents and racial/ethnic discrimination in sports. All cases refer to incidents in amateur and professional men’s football; most of them have been described in chapter 3.1 and 3.2.

sent to all football associations in Germany in autumn 1998 – without mentioning the contribution by the BAFF.

¹²⁰ In the preamble, only the general responsibility for the “sportive, social and cultural development” of the sport and the people in handball is highlighted.

¹²¹ In addition to these binding regulations, the DHB adopted in late 2008 a self-concept in which the societal responsibility of the DHB is underscored: more precisely, the DHB seeks, amongst many other things, to provide its offers to “all interested people irrespective of their age, origin and sex” (preamble). Furthermore, it stresses the “incorporation and integration of all societal and age groups, without racism and discriminatory behaviour” as one of its basic values. The DHB self concept is available at: http://www.dhb.de/uploads/media/dhb_bt_leitbild_01.pdf (11.03.2009).

5.2. Models of good practice

5.2.1. Overview of positive initiatives combating racism, xenophobia, and related intolerance in all sports

- [96]. Positive initiatives apply a broad **variety of different methods and thematic approaches** ranging from social integration projects in the area of sport (“integration through sport”) and initiatives aiming to increase the participation of migrants in sport (“integration in sport”) and the intercultural awareness within sport clubs to activities and measures combating racism, xenophobia and/or right-wing extremism in sport.
- [97]. Numerous initiatives have been launched that seek to utilise the potentials of sport for **promoting integration** of migrants and to strengthen mutual understanding, tolerance and respect between migrants and non-migrants; most of these initiatives apply a ‘soft’ integration approach instead of combating racism directly. As a general focus of most of these programmes and initiatives **amateur sports** can be identified.¹²² Due to the very high number of local and regional initiatives¹²³, the following sections will give an overview on the diverse approaches of relevant projects and activities by presenting two large-scale national programmes: the *National Integration Plan* (NIP) and the programme *Integration through Sport*. Both programmes encompass a broad variety of individual initiatives ranging from integration projects to projects that address the issue of racism and/or right-wing extremism; selected exemplary projects will also be described.
- [98]. The **National Integration Plan**, developed by the Federal Commissioner for Integration in close cooperation with representatives of the *Länder* and municipalities and numerous NGOs, including several sport federations¹²⁴, covers the issue of integration and sport. It contains an overview on

¹²² In 2008, the working group *AG Integration* at the Hesse State Ministry of the Interior carried out a nationwide query on integration programmes and initiatives in the realm of sports; this query revealed large differences between the activities of the individual *Länder*: whereas some *Länder* provide continuous funding for integration sport projects (e.g. in Lower Saxony), other *Länder* do not have such coherent funding programmes. Moreover, the results of the query indicate that Eastern German *Länder* have developed hardly any activities in the area of migrant integration through sport, but put a stronger emphasis on anti-violence programmes instead (DOSB interview with the head of the sport department at the Hesse State Ministry of the Interior, Zielinski, available at: <http://www.integration-durch-sport.de/index.php?id=8852&type=98&L=&L> (11.03.2009)).

¹²³ A project database which was set up within the scope the large-scale project *Sport integriert Niedersachsen* [Sport integrates Lower Saxony] illustrates the great variety and high number of integration projects in the context of sport: the database contains a description of some 90 local integration projects only in Lower Saxony which vary in terms of target groups, type of measures, actors and types of sport (<http://www.sport-integriert-niedersachsen.de/wai1/pmain.asp> (10.03.2009)).

¹²⁴ The following sport organisations were involved in the NIP working group on integration and sport: German Gymnastics Federation, German Olympic Sport Federation (DOS), German Football federation (DFB), Saxony-Anhalt State Sport Federation, Hesse State Sport Federation as well as the German Basketball League (BBL).

already existing programmes (e.g. *Integration through Sport*) and numerous self-obligations of the federal government, the *Länder*, municipalities and sport federations. In 2008, the government released an **interim report** on the progress that had been made since 2006; this report also presents several recently launched initiatives¹²⁵: on **national level**, for instance, the standing working group *Integration through Sport* was installed in June 2008; this working group is commissioned to issue expert recommendations to the government, e.g. on promoting intercultural competence and awareness raising in sports.¹²⁶

[99]. In this governmental progress report, an array of projects and programmes are presented that are being carried out in the 16 *Länder*, supported by the individual state governments.¹²⁷ Some examples are briefly presented in the following:

- In **Hesse**, the State government supports the model project *Start – Sport überspringt kulturelle Hürden* [Start – sport jumps over cultural barriers], which seeks to encourage migrant (specifically Muslim) girls and women to do more sport in the neighbourhood; various sport courses and other information events have been carried out since 2002 in selected cities in Hesse.
- In **North-Rhine Westphalia** (NRW), the project *spin – Sport intercultural* was launched in summer 2007, coordinated by Mercator Foundation and the *Sportjugend* NRW. The four-year pilot project addresses the issue of under-presentation of migrant girls in organised sport and aims to support the individual sport clubs to find new members and officials with a migration background.
- In **Schleswig-Holstein**, *SH kickt fair* was developed in 2007 as a reaction to the increasing problem of violence and xenophobic developments in football; it encompasses various activities, such as prevention measures, conflict mediation and training measures on intercultural conflict management for referees, coaches and other club officials.

[100]. The German Olympic Sport Federation (DOSB) with its 27 million individual members and its largest member federation, the DFB, also contributed to this progress report emphasising the potentials of sport in the integration process and the general objective to combat prejudices and xenophobia and promote an open climate of cultural diversity.¹²⁸ One of

¹²⁵ Germany/Bundesregierung (2008) Nationaler Integrationsplan. Erster Fortschrittsbericht, pp. 184-185

[1]. ¹²⁶ The working group has defined the following main thematic areas of its work:

- Supporting the adaptation of organised sport federations to their multi-ethnic clientele (“intercultural opening”)
- Involving (male *and* female) migrants as leading and active actors in sport associations
- Improving the cooperation with migrant organisations
- Developing target group specific offers for migrant girls and women.

¹²⁷ Germany/Bundesregierung (2008) Nationaler Integrationsplan. Erster Fortschrittsbericht, pp.185-187

¹²⁸ Germany/Bundesregierung (2008) Nationaler Integrationsplan. Erster Fortschrittsbericht, pp. 233-236

the most significant good practice programmes of the DOSB and the DFB, mentioned in the progress report, are **qualification and training measures** for officials of sport clubs that seek to promote intercultural awareness and to “open up” clubs to the multi-ethnic clientele. The DFB also underscored its efforts to strengthen the issue of integration within its regional federations by pointing to the above mentioned DFB integration concept (5.1.1) and the nomination of a DFB commissioner for integration within the DFB Steering Committee.

- [101]. A significant number of projects presented in the National Integration Plan specifically target **migrant girls and women** trying to increase their participation in sports. This specific focus, which addresses the particularly strong under-representation of (Muslim) girls in organised sport (see 4.1), is also applied in a variety of other integration programmes.¹²⁹
- [102]. The nationwide programme **Integration through Sport** is the largest initiative in the area of sport and integration in Germany; it pursues the aim of promoting the integration *through* and *in* sport and fostering mutual recognition and understanding between people of different origins. The programme is coordinated by the DOSB and funded by the Federal Ministry of the Interior. In order to facilitate the implementation of the programme on state, regional and local level, coordinators have been set up in all 16 state sport federations (*Landessportbund*). Currently, more than 1,900 (mainly amateur) sport groups with some 36,000 people are involved in the numerous projects carried out within the scope of the programme; more than half of the people that are reached are migrants. The programme seeks to support integration activities on the local level and in sport clubs through several measures:¹³⁰
- Currently some 500 sport clubs (*Stützpunktvereine*) are being supported through funding and practical support; these clubs play an important role for implementing activities on the ground and for strengthening local networks.
 - Integration measures are being carried out on the local and regional basis; these measures comprise, for instance, local sport offers that complement the integration work of the local sport clubs (e.g. open sport groups without a direct affiliation with a sport club, additional sport courses) and information event on the regional, *Land* or federal level.

¹²⁹ In late 2008, for instance, the DOSB launched the network project *Gesundheit und Bewegung* [Motion and Health – more migrant women in sports], supported by the Federal Health Ministry. The two and half year project, which is carried out in several national sport federations, aims at, amongst other things, improving the access of migrant girls and women to sport by supporting sport associations in their endeavours to adjust their sport offers to the needs of this specific target group. Intercultural awareness raising measures are some of the essential elements of this programme. (<http://www.dosb.de/de/sportentwicklung/frauen-im-sport/themenfelder/migrantinnen-im-sport/> (02.03.2009))

¹³⁰ <http://www.integration-durch-sport.de> (26.02.2009)

- Volunteers, especially people with a migration background, are being recruited and encouraged to actively participate in sport clubs.
- Qualification and further training measures are considered a vital element of the programme; a particular focus is on training measures on intercultural competence and conflict management skills.

[103]. Despite the emphasis on integration projects within the programme *Integration through Sport*, some initiatives within this national programme address the problem of **xenophobia, anti-Semitism, racism and/or right-wing extremism**. In 2008, the *Landessportbund Thüringen* [Thuringia State Sport Federation], for instance, compiled the brochure *Rechtsextremismus im Sport – Nicht Mit Uns!*¹³¹ and distributed it to all sports clubs and federations in Thuringia. The brochure offers assistance to coaches, supervisors and other officials of sport clubs in addressing the problem of right-wing extremism within the context of their sport clubs.¹³²

[104]. The project *Sport interkulturell* is an exemplary intercultural **qualification initiative**, carried out by the DOSB in several regions across Germany within the framework of the programme *Integration through Sport*. Similar to other activities that address the previously mentioned lack of intercultural awareness of many sport clubs, *Sport interkulturell* aims at removing barrier in the access to sport clubs for migrants. Since 2006, numerous seminars and training measures have been organised primarily for representatives of selected sport clubs that function as multipliers within the *Integration through Sport* programme (*Stützpunktvereine*).¹³³

[105]. The following local project, carried out in cooperation with the programme *Integration through Sport*, also addresses the strong under-representation of migrant women in sports, particularly as trainers. In late 2008, the sport department of the City of Munich, in cooperation with together with the *Munich Sportjugend* at the Bavarian State Sport Federation (BLSV), offered the training programme “**intercultural sport assistants**” targeting migrant women (aged 16 or older) who are interested in becoming a sport trainer or supervisor.¹³⁴ The training programme

¹³¹ This brochure was compiled in cooperation with the State Ministry for Social Affairs, Family and Health and the non-governmental organisation MOBIT.

¹³² The brochure contains concrete recommendations, for instance, on how to amend the club’s statutes and other regulations in order to create a strong legal basis for keeping extreme right-wing people out of the club – as member and officials, but also as fans during sport events or other events. The brochure also contains information on extreme right-wing codes and symbols and concrete model statutes and other model regulations (e.g. on the prohibition of extreme right-wing symbols and racist slogans), which can be used by the individual club as guidelines for re-wording their statutes and other regulations.

¹³³ In these qualification measures coaches (usually between 15 and 20 participants) learn about new didactic methods on how to take cultural diversity into account, how to promote values like tolerance in their training sessions, on how to deal with intercultural misunderstandings and conflicts and how to address and encourage migrants to participate in sport associations. Moreover, these qualification programmes seek to enhance the participation of migrants in official positions in the sport associations.

¹³⁴ www.muenchen.de/cms/prod1/mde/_de/rubriken/Rathaus/80_scu/25_sport/aktuell/sportassistentin.pdf (10.03.2009)

encompasses 42 lessons (45 min each) covering various sport-related, pedagogical and organisational (practical and theoretical) aspects and enables women with a migration background to train and supervise sport groups.¹³⁵ This programme has proven to be very popular with migrant women: the first two courses were booked out quickly; further courses are planned.¹³⁶

[106]. In addition to this great numbers of national, regional and local integration initiatives within (and beyond) the national programme *Integration through Sport*, numerous initiatives have been launched that seek to **combat racism and xenophobia in sports**. A great variety of such positive initiatives can be detected in the realm of football (see below), but there are also several noteworthy positive projects and initiatives in sports in general.

[107]. On national level, the **Deutsche Sportjugend** (dsj) is one of the most relevant actors in the struggle against racism, anti-Semitism, ethnic discrimination and right-wing extremisms in sports; numerous activities underscore the commitment of the dsj in this area¹³⁷: in early 2007, the dsj nominated a commissioner, who deals with issues of right-wing extremism and racism in sports, and established the working group *AG Sport! Jugend! Agiert!* with the task to develop a coherent strategy and bundle measures against right-wing extremism, racism and related phenomena in sport.¹³⁸ Within the scope of the dsj umbrella programme ***Sport! Jugend! Agiert!***¹³⁹ various initiatives have been launched that provides information on different manifestations of right-wing extremism and on practical strategies to redress them in the daily work of sport clubs; concrete measures that are being carried out are the following:

- A nationwide pool of experts that offers advice and support to sport clubs is being set up.
- Respective qualification modules are being implemented in the training measures for coaches, instructors and trainers
- Model anti-racism paragraphs and regulations that can be incorporated into the statutes of sport federations and clubs have been developed.
- The compilation of a brochure on *Dealing with Right-Wing Extremism in Sport (Clubs)* has been announced; this brochure seeks to support

¹³⁵ This further qualification programme is offered free of charge; it also includes child care offers (if required) and lunch; only a contribution of 20 EUR must be paid, of which 10 EUR are paid back if the participant concludes the training.

¹³⁶ Information on the success was provided on NFP request by a representative of the City of Munich.

¹³⁷ G. Bücke and C. Weber (2008) 'Dem Rechtsextremismus keine Chance – Präventionsauftrag für den organisierten Sport', in: *BBE-Newsletter*, No. 18, available at: http://www.b-b-e.de/uploads/media/nl18_buecker_weber.pdf (10.03.2009)

¹³⁸ Currently the working group carries out several projects to raise awareness among youth organisations within the state and regional sport federations and the youth departments of individual sport associations.

¹³⁹ The website <http://www.sport-jugend-agiert.de/> (04.03.2009) was set up as an information and exchange platform for sport federations and associations. The struggle against right-wing extremism in sport is current the focus of attention.

sport federations and clubs in their anti-racist work on the ground and will comprise information on, for instance, successful intervention measures.

- [108]. With such measures the dsj addresses an issue that has been identified as a major **problem** in the struggle against racism and right-extremism in sport: whereas representatives of several sport federations on federal and state level have taken on the struggle against racism and right-wing extremism as a core challenge, regional and local actors often tend to play down existing problems and do not show sufficient commitment in the implementation of anti-racism and anti-discrimination measures.¹⁴⁰
- [109]. In the recent past, the dsj has also carried out other initiatives against racism and discrimination¹⁴¹: in cooperation with the *Bundeszentrale für politische Bildung* [Federal Agency for Civic Education, BpB], the dsj developed the **multimedia training tool KONTRA GEBEN** which seeks to enable coaches, trainers and sport supervisors to respond accurately and competently to radical, xenophobic and anti-Semitic statements in the area of sport. The tool kit contains an informative and comprehensive handbook with background information and an interactive CD-ROM with eight film clips. The film clips show specific problematic situations to which the user is asked to respond using headsets. The user can try different responses and reactions and receives a feedback back from a “learning partner”. The interactive programme aims to help the user develop competence that should enable him/her to react accurately in respective situations in real life. This tool has become a compulsory element in many (further) qualification measures for coaches in numerous sport federations.¹⁴² Coaches who have used the CD-ROM underscore the positive effect on their work: it encouraged and helped them react appropriately to racist and right-wing statements in sports.¹⁴³
- [110]. Within the scope of the governmental funding programme *Kompetent. Für Demokratie*, counselling networks that offer expert advice and support to local actors in combating xenophobia and extreme right-wing developments have been set up in all 16 *Länder*; in several *Länder* (e.g. Lower Saxony, Brandenburg, Thuringia, Hesse) sport federations actively participate in these networks. In Hesse, for instance, the *Sportjugend Hessen*, member of the state-wide counselling network, set up a **Mobile Intervention Team against Right-wing Extremism in Sport**. The intervention team’s activities range from de-escalation after racist and

¹⁴⁰ G. Bücken (2008) ‘Dem Rechtsextremismus keine Chance – Präventionsauftrag für den organisierten Sport’, in: M. Glaser and G. Elverich (eds.) *Rechtsextremismus, Fremdenfeindlichkeit und Rassismus im Fußball. Erfahrungen und Perspektiven der Prävention*, Halle: DJI, pp. 88-94 (here: p 94)

¹⁴¹ The international project ARCTOS, coordinated by the dsj, is presented as another example in annex 7.5.

¹⁴² It is planned to integrate these tools in the general qualification programmes for coaches in all German sport federations – a respective agreement has been signed by heads of the BpB and the dsj.

¹⁴³ The multi-media tool kit can be ordered for 10 EUR at the dsj; currently the dsj is planning to provide an online version of the interactive training. (<http://www.dsj.de/cgi-bin/showcontent.asp?ThemaID=115> (04.03.2009))

antisemitic conflicts in sport clubs to providing support and advice to sport clubs on issues like discrimination, racism, anti-Semitism (e.g. amending statutes, introducing a non-discrimination codex for coaches, adopting joint declarations). In addition to its counselling work, the *Sportjugend* carries out various preventive measures, sport and information events.¹⁴⁴

- [111]. Despite the programmes and projects in sports in general, **football** is the main focus of attention – not only in terms of the manifestation of racism, but also in terms of good practice initiatives aiming at redressing racism and xenophobia and structural barriers. To pursue these objectives, an array of **different approaches and types of activities** can be identified; selected initiatives are briefly described in the following.¹⁴⁵
- [112]. **Fan projects** play an outstandingly important role in the struggle against racism and discrimination in football. In Germany, currently 44 *Fan Projekte* [Fan Projects] are financially supported within the framework of the *National Concept Sport and Security* (NKSS; introduced in 1993) by the DFB (respectively by the German Football League DFL), the respective state government and the municipality.¹⁴⁶ Also in 1993, the **specialised coordination body KOS** was established at the dsj, in accordance with the NKSS regulations. This coordination body is in charge of providing support and advice to existing Fan Projects and assisting the foundation of new ones; it coordinates the information exchange between the individual Fan Projects, develops curricula for training measures for the staff in Fan Projects and offer advice and information to the police, the football federations, the media, politicians and academic – to name but a few of the activities of KOS. Despite the great variety of activities carried out by the 44 local Fan Projects one common goal of their (social) work approach is “counteracting violent behaviour and racist and right-wing extremist attitudes in the fan scene”.¹⁴⁷ The currently 44 Fan Projects (in 40 cities, on average two staff per project) within the scope of NKSS concept can be found primarily in the First, the Second, the newly founded Third League, but also in (upper) amateur leagues.¹⁴⁸
- [113]. In addition to these Fan Projects, there are numerous **other grass root fan activities and organisations**, some of them pursuing explicitly anti-racist objectives. One of the most famous fan projects is called *Bunte Kurve*

¹⁴⁴ http://www.sportjugend-hessen.de/fileadmin/media/Soziales_Engagement/Downloads/MITS-Flyer_final.pdf (10.03.2009)

¹⁴⁵ The DFB has also been participating in various international anti-racism campaign of the FIFA or FARE, with typical activities like reading out anti-racism declaration by one of the players prior to the game, stadium announcement and the display of anti-racism slogans or “showing racism the red card”. These activities are not further elaborated on in the following as they are primarily initiated by international organisations.

¹⁴⁶ These fan initiatives constitute a specific type of fan project, supported within the National Concept Sport and Security, and are named ‘Fan Projekte’.

¹⁴⁷ Koordinierungsstelle Fanprojekte bei der dsj (KOS) (2008) *Fanprojekte 2009. Zum Stand der sozialen Arbeit mit Fußballfans*, KOS: Frankfurt/Main, p. 4

¹⁴⁸ Koordinierungsstelle Fanprojekte bei der dsj (KOS) (2008) *Fanprojekte 2009. Zum Stand der sozialen Arbeit mit Fußballfans*, KOS: Frankfurt/Main, p. 52. In annex 7.5, the Fan Project Mainz e.V. is presented as one example for such fan projects within the NKSS concept.

(Leipzig) and was founded by local football fans as a reaction to several incidents of racist attacks and harassments directed at the FC Sachsen Leipzig player "Ade" Ogungbure.¹⁴⁹ Another anti-racist project that started as a fan initiative, namely by a Schalke 04 fan group, is called "Dem Ball is' egal, wer in tritt". This project has received a great deal of public attention for their "show racism the red card" activities within the scope of the FARE Action week.

- [114]. Whereas many fan projects act locally, there are also **fan alliances on the national level**, the most relevant in the context of anti-discrimination and anti-racism being the *Bündnis Aktiver Fußball-Fans* (Alliance of Active Football Fans, BAFF). BAFF is a nationwide fan organisation, founded in 1993 with the aim to combine entertainment aspects in the football fan scene with social integration and the struggle against racism and discrimination. To achieve these objectives, BAFF coordinates a nationwide network of about 4,000 members (partly organised in fan groups) that try to implement activities on the ground (e.g. through individual projects, fan magazines, websites). Twice a year, BAFF carries out a nationwide congress. In the past BAFF carried out various awareness raising and information campaigns, such as workshops and an exhibition on racism and discrimination in football (*Tatort Stadion - Rassismus und Diskriminierung im Fußball*, 2001). BAFF is a member of the European network FARE
- [115]. Since the new president of the DFB took office in 2006, the DFB's struggle against racism and discrimination has moved up high on the DFB agenda. This increased awareness of the problems of racism has been translated into various **measures and programmes** and led to **institutional changes within the DFB**. The most significant institutional changes were (a) the nomination of a DFB Integration Commissioner¹⁵⁰ (b) the newly installed (2007) permanent working group *For Tolerance, and Recognition against Racism and Discrimination*.¹⁵¹ Both the Integration Commissioner and the permanent working group have been contributing to a more coherent and sustainable approach in promoting integration of migrants and combating racism in football.
- [116]. The DFB Integration Commissioner's primary goal is the **intercultural changes** of football organisations (e.g. club, federations, sport tribunal); to achieve this goal, a two-folded approach has been adopted: one the one hand, the intercultural competence of officials who are active in the football federations and clubs should be strengthened; on the other hand, migrants should be encouraged to assume official positions within the football institutions, in particular in the sport tribunals. For both goals, the DFB designed training and qualification programmes; the qualification in

¹⁴⁹ The project was launched in April 2006 as the anti-racist support campaign *Wir sind Ade* and was later transformed into the permanent fan project *Bunte Kurve*.

¹⁵⁰ During the interview the DFB integration commissioner (No.4), she stated that in the meantime integration commissioner have been nominated in all 21 regional football federations.

¹⁵¹ The working group evolved from the DFB task force against violence and racism, which was set up in November 2006

intercultural competence for coaches, referees and other officials covers, amongst others, how to actively counteract racism, xenophobia and right-wing extremism.¹⁵²

- [117]. Several projects have been initiated by the above mentioned **DFB working group**.¹⁵³ Recognising the importance of an enhanced cooperation of civil society actors and actors in the realm of football, the working group initiated together with the national NGO *Bündnis für Demokratie und Toleranz* the project *Dialog & Vernetzung* [Dialogue & Networking]. Existing **networks and cooperation** activities in the thematic context of anti-racism and anti-discrimination between actors of football and the civil society are being systematically mapped and examined in Bavaria and Saxony. The results will be used to identify ideal-typical conditions for such networks with the long-term goal to initiate new and strengthen existing cooperation and dialogue networks.
- [118]. In addition to the activities of the national football federation (DFB) in the area of anti-racism and anti-discrimination, regional football federations and individual football clubs have also implemented relevant projects.¹⁵⁴
- [119]. Moreover, numerous (primarily local) initiatives beyond organised football are to be mentioned that have been carried out by civil society actors with the aim to promote intercultural understanding and redress racism and xenophobia through football; typical examples are regular fair play football events (e.g. in Lower Saxony) and intercultural street football events. A particularly noteworthy street football initiative in Munich, named *Bunt kickt gut*, is briefly described in the annex 7.5.

5.2.2. National initiatives and projects combating racism, anti-Semitism and ethnic discrimination in the focus sports

- [120]. Neither in athletics nor in handball, significant national initiatives and projects combating racism, anti-Semitism and ethnic discrimination could be identified. This was also confirmed by information gathered during the expert interviews. As previously elaborated, several such national initiatives and programmes have been carried out in the area of **football**. On the basis of our desk research and the assessment of most interviewed experts, the national initiative ***Am Ball bleiben*** was selected as a particularly significant initiative in football.

¹⁵² DFB press release, 12.07.2007; more information on these issues was provided during interview No. 4.

¹⁵³ Two other significant projects of the DFB working group are the pilot project “anti-graffiti” (see annex 7.5) and project that seeks to support and award football associations (with a certificate like “Football clubs against Racism”) who are particularly active in the prevention of and struggle against racism (see annex 7.3).

¹⁵⁴ Two selected examples – the programme Intercultural Conflict Management in Hesse and the workshop on intercultural competence of the sport association VfL Westercelle – are briefly described in the annex 7.5.

- [121]. The national project *Am Ball bleiben – Fußball gegen Rassismus und Diskriminierung*, coordinated by the *Deutsche Sportjugend* (dsj), was launched in 2007 with the primary aim to enhance the struggle against racism and discrimination in professional and amateur football in a sustainable way. To pursue this general objective various main activities are carried out within the scope of the project:
- Existing approaches to prevent and to counteract racism, right-wing extremism and discrimination in football are being systematically collected and documented in order to raise awareness for these issues; the project database and various information offers on its website www.amballbleiben.org are important tools.
 - Local and regional networks and projects against racism and rightwing extremism in the broader context of football are being activated and supported, for example, through various information events and financial and non-material support. The project office has been established as a contact and cooperation partner for all relevant actors active in the area of racism and football (e.g. clubs, federations, fan initiatives or projects and other civil society actors).
 - Representatives of the project participate in several working groups of national sport federations, such as the DFB working group for *Tolerance and Recognition against Racism and Discrimination* and the dsj working group *Sport!Jugend!Agiert!*.
 - Qualification and training measures on (anti-)racism and (anti-)discrimination are being developed and carried out, primarily for multipliers within football federations, clubs and fan organisations. These qualification measures are regarded as very important for the sustainable, long-term commitment against racism and discrimination in football.
- [122]. Some major activities with the project are briefly presented in the following. In November 2007, the **national conference** *Vereine stark machen* [Strengthening Sport Clubs] was carried by *Am Ball bleiben* together with the coordination body for fan projects KOS and the NGO *Bündnis für Demokratie und Toleranz* in Halle. On this conference numerous football coaches, supervisors, security commissioners and officials of football clubs came together to exchange experiences and discuss the leading questions: “What to do against discrimination and racism in football clubs?”.¹⁵⁵ As a concrete output of this national conference the **brochure** *11 Fragen nach 90 Minuten* was compiled which contains numerous practical recommendations for amateur football club on how to prevent and counteract racism and discrimination.
- [123]. Another example that underscores the project’s efforts to have a immediate *and* sustain impact, is the further qualification programme for

¹⁵⁵ In 2008 and 2009, four follow up conferences have been carried out on the regional level with similar topics and objectives.

staff of fan projects on issues of right-wing extremism and racism.¹⁵⁶ Within several training modules the participants learned about current manifestations and forms of right-wing extremism and developed strategies for de-escalation and conflict management as well as ideas for new projects. As one result of this training programme, KOS, the 44 fan projects and “Am Ball bleiben” created a flyer (“Weißt Du was du trägst?”) with information on extreme right-wing symbols, codes and clothing brands in autumn 2008; this flyer is meant to be used in other information measures, e.g., in schools or fan projects.

- [124]. The project “Am Ball bleiben” is funded for three years (2007-2009) by the DFB and the Federal Ministry for Family, Seniors, Women and Youth.¹⁵⁷

5.2.3. Provide a list of all good practices in Annex 5

¹⁵⁶ These training measures carried out by “Am Ball bleiben” together with KOS and the training and research institute *Camino* between autumn 2007 and summer 2008.

¹⁵⁷ www.amballbleiben.org, Koordinierungsstelle Fanprojekte bei der dsj (KOS) (2008) *Fanprojekte 2009. Zum Stand der sozialen Arbeit mit Fußballfans*, KOS: Frankfurt/Main, p. 54

6. Conclusions

- [125]. The problem of racism, xenophobia and anti-Semitism in German sports is predominately perceived as a problem in **football** – more precisely, in men’s amateur and professional football. Almost all racist incidents that received a certain level of attention have occurred in this area. There is a unanimous consensus that football is affected by such phenomena much more than any other sport. Nevertheless, it appears likely that handball, athletics and other sports are not entirely free of racist, xenophobic and anti-Semitic tendencies and attitudes, but that such hostile attitudes do not manifest themselves as openly as in football. This assessment is supported by statements of interviewees that pointed to the general embedding of sport into the society in which such attitudes have been regularly detected by attitude surveys. Moreover, experts have pointed out that extreme right-wing individuals and organisations have been trying recently to infiltrate sport clubs (not only football) by assuming official positions (e.g. as volunteers).
- [126]. Racism in football is generally displayed by **fans and spectators**, partly with a political (i.e. right-wing extremist) motivation. ‘Open racism in football in Germany has increasingly shifted towards the lower amateur leagues since the late 1990s’¹⁵⁸ – due to, amongst others, ‘missing fan projects (...), less police and club control as well as lacking club commitment and financial resources’¹⁵⁹. In the professional leagues openly displayed racism and right-wing extremism has decreased (though not disappeared completely); moreover, researchers found that the right-wing extremist scene in the context of football are increasingly using ‘hidden codes’ to display their racist, anti-Semitic and fascist attitudes. As several interviewed experts pointed out, racism in football is a problem **all over Germany**, though it tends to be displayed more blatantly in the East.
- [127]. Another aspect that is considered by many experts as a major problem is the difficult and **often deficient implementation** of anti-racism regulations in lower levels of regional federations and, even more, in the individual sport clubs. In this context, the often lacking awareness and sometimes even persistent denial of the problems on lower levels have hampered the struggle against racism in sport. Although the representatives of many national sport federations (e.g. the DFB or the DOSB/dsj) have recognised the problems and started to take responsibility and action against racism, right-wing extremism and discrimination, the implementation of these measures on all levels of the complex federal system of sport organisations has turned out to be problematic and will require permanent and long-term efforts.

¹⁵⁸ G. Dembowski (2007) ‘Rassismus: Brennglas Fußball’, in: W. Heitmeyer (ed.) *Deutsche Zustände. Folge 5*, Frankfurt/Main: Suhrkamp, pp. 217- 225 (here: p. 220)

¹⁵⁹ G. A. Pilz et al. (2006) *Wandlung des Zuschauerhaltens im Profifußball. Kurzfassungen*, Schorndorf: Hofmann Verlag (short version in English), p. 35

- [128]. Except the aforementioned **trend** that the number of openly racist incidents has decreased in the stadiums of the professional football, a clear trend regarding racism in sport cannot be identified. Although defensible statements are not possible, nothing indicates a general increase of racism in sports. A particularly high number of racist incidents were reported in the media in the year 2006; whether this accurately mirrors an actual increase is at least questionable: firstly, the media attention was much higher prior and during the World Cup that took place in Germany in 2006; secondly, after the election of the new DFB president Zwanziger the general awareness of racism in football has enormously increased within the DFB and, hence, the issue received more public attention.
- [129]. Sport is generally considered to have a **positive potential** to promote mutual understanding and tolerance between groups and to contribute to the redressing of ethnic prejudices (“sport speaks all languages”). This is a major underlying (explicit or implicit) concept of many national integration programmes in the realm of sport: integration *into* the sport system and integration *through* sport into the society. Experts have emphasised, however, that sport does not automatically contribute to fighting racism and promoting mutual respect and understanding, but sport is also the arena where social conflicts are acted out and fights over social recognition and personal integrity are fought.¹⁶⁰
- [130]. The **data situation on racist incidents** and developments in sport is generally considered fairly weak despite the fact that some statistical data on propaganda offences, registered by the police in the realm of football, are made available on a regular basis. The recently introduced reporting system of the DFB on racist incidents in football is a positive development – which could be further enhanced by making these data publicly available. The data situation on racism in other sports beyond football appears very weak. The **data situation on the participation** and representation of migrants in sport clubs is also very poor. Although many sport clubs may register the nationality of their members, official data on the regional level are very scarce and (if they exist) usually not publicly available; on the national level no such statistics exist. Statistical data on members with a migration background or on the participation of non-Germans or migrants as coaches, officials, referees or in other official positions in the sport clubs are entirely lacking.
- [131]. One of the core obstacles in the prevention of and the struggle against racism and direct and structural discrimination of migrants seems to be – like in many other social spheres – the **denial or lacking recognition** of existing problems in sports. Sustainable and long-term changes can only be achieved if leading representatives of the national and regional sport federation as well as the officials in the individual sport clubs recognise existing or potential problems of racism in the realm of their

¹⁶⁰ G. A. Pilz (2005) *Rote Karte statt Integration? Ethnische Konflikte im Jugendfußball*; speech delivered on 30.09.2005 in Saarbrücken; online available at: http://gunter-a.pilz.phil.uni-hannover.de/imperia/md/content/de/uni-hannover/phil/gunter-a_pilz/rote_karten_statt_integriationtredeskriptsaarbr_cken.doc (28.01.2009)

responsibilities. In this respect, regular and appropriate information and awareness raising activities – without “finger-pointing” – are needed on all levels.¹⁶¹ At least in the beginning such measures are to be centrally coordinated. The central coordination body should then also assist (regional) federations and clubs in implementing respective policies and qualification measures and accompany and monitor these implementation processes.

- [132]. Whereas in the realm of **football** this lack of awareness has been found primarily on lower levels, but not (anymore) on the level of the national federation, other sport federations still show a hardly any awareness even on national, and even more so, on regional and local level.
- [133]. Moreover, **civil society groups and (grass root) organisations** that are already active in anti-racist work in sport need to be supported in various ways (as has been done with NKSS Fan Projects within the context of football). Moreover, the foundation of new anti-racist and anti-discrimination organisations in sports should be promoted. Funding and non-material support is to be provided not only within the scope of temporarily projects but on a continuous basis.
- [134]. The **effective struggle** against racism in sport requires solid funding, a combination of top-down implementation of anti-racist regulations and measures and support of bottom-up activities and a cooperation of all relevant actors (including politics, law enforcement, civil society, sport organisations) on the national, regional and local level. Whereas in sports like handball and athletics, where racism is less of a problem compared to football, the focus can be on prevention and pro-active awareness and training measures, in the world of football only a balanced mix of various preventive and repressive measures can lead to sustainable improvements.

¹⁶¹ M. Glaser and G. Elverich (2008) ‘Einführung: Das Handlungsfeld “Fußballsport” in der Rechtsextremismus- und Rassismusprävention’, in: M. Glaser and G. Elverich (eds.) *Rechtsextremismus, Fremdenfeindlichkeit und Rassismus im Fußball. Erfahrungen und Perspektiven der Prävention*, Halle: DJI, pp. 5-15 (here: p. 9)

7. Annexes

7.1. Contact List of National Sports Federations

The following list of national sport federations comprise a selection of the most significant sport federation, including the four federations that were covered by the interviews (Football, Handball, Athletics and the umbrella federation of Olympic youth sport federation).

Football:

Deutscher Fußball-Bund e.V.

Hermann-Neuberger-Haus
Otto-Fleck-Schneise 6
60528 Frankfurt/Main
Telefon: +49 (0)69 67 88 0
Telefax: +49 (0)69 67 88 266
E-Mail: info@dfb.de
Internet: www.dfb.de

Handball:

Deutscher Handballbund

Willi-Daume-Haus
Strobelallee 56
44139 Dortmund
Telefon: +49 (0)231 91191-0
Telefax: +49 (0)231 124061
E-Mail: presse@dhb.de
Internet: www.dhb.de

Athletics:

Deutscher Leichtathletik Verband

Haus der Leichtathletik
Alsfelder Straße 27
64289 Darmstadt
Telefon: +49 (0)61 51 77 08-0
Telefax: +49 (0)61 51 / 77 08 49
E-Mail: zentrale@leichtathletik.de
Internet:
www.deutscher-leichtathletik-verband.de
www.leichtathletik.de

Umbrella federation: Olympic Sports

Deutscher Olympischer Sportbund

Otto-Fleck-Schneise 12
60528 Frankfurt am Main
Telefon: +49 (0)69- 670 00

Telefax: +49 (0)69- 67 49 06

E-Mail: office@dosb.de

Internet: www.dosb.de

**Umbrella federation: Olympic Youth Sport
Geschäftsstelle der Deutschen Sportjugend
im Deutschen Olympischen Sportbund e.V.**

Otto-Fleck-Schneise 12

60528 Frankfurt am Main

Telefon: 069 6700 338

Telefax: 069 6702 691

E-Mail: info@dsj.de

Internet: www.dsj.de

Gymnastic:

Deutscher Turner-Bund

Otto-Fleck-Schneise 8

60528 Frankfurt/Main

Telefon: +49 (0)69 678 01 - 0

Telefax: +49 (0)69 678 01 - 179

E-Mail: hotline@dtb-online.de

Internet: www.dtb-online.de

Table tennis:

Deutscher Tischtennis-Bund

Otto-Fleck-Schneise 12

60528 Frankfurt

Telefon: +49 (0)69 695019-0

Telefax: +49 (0)69 695019-13

E-Mail: DTTB@tischtennis.de

Internet: www.tischtennis.de

Basketball:

Deutscher Basketball Bund

Hans-Joachim-Höfig-Haus

Schwanenstraße 6-10

58089 Hagen

Telefon: +49 (0)23 31 106 - 0

Telefax: +49 (0)23 31 106 - 179

E-Mail:

Internet: www.basketball-bund.de

Judo:

Geschäftsstelle Deutscher Judo-Bund e.V.

Otto-Fleck-Schneise 12

60528 Frankfurt

Telefon: +49 (0)69 67 72 08 - 0

Telefax: +49 (0)69 67 72 24 - 2

E-Mail: djb@judobund.de
Internet: www.judobund.de

Ice hockey:

Deutscher Eishockey-Bund e.V.

"Haus des Eissports"

Betzenweg 34

81247 München

Telefon: +49 (0)89 8182 - 0

Telefax: +49 (0)89 8182 - 36

E-Mail: info@deb-online.de

Internet: www.deb-online.de

Fencing:

Deutscher Fechter-Bund e.V.

Am Neuen Lindenhof 2

53117 Bonn

Telefon: + 49 (0) 2 28 98 90 50

Telefax: + 49 (0) 2 28 67 94 30

E-Mail: info@fechten.org

Internet: www.fechten.org

Squash:

Deutscher Squash Verband e.V.

Beate Leuchtenberg

Aegidiistraße 63

48143 Münster

Telefon: +49 (0)251 8905 624

Telefax: +49 (0)251 8905 625

E-Mail: office@dsqv.de

Internet: www.dsqv.de

Volleyball:

Deutscher Volleyball-Verband

Otto-Fleck-Schneise 8

60528 Frankfurt/Main

Telefon (+49) 069 69 50 01 - 0

Telefax (+49) 069 69 50 01 - 24

E-Mail: info@volleyball-verband.de

Internet: www.volleyball-verband.de

Bicylists:

Bund Deutscher Radfahrer e.V.

Otto-Fleck-Schneise 4

60528 Frankfurt / Main

Telefon: +49 (0)69 967800-0

Telefax: +49 (0)69 967800-80

E-Mail: info@bdr-online.org

Internet: www.rad-net.de

Skiing:
Deutscher Skiverband
 Haus des Ski
 Deutscher Skiverband
 Hubertusstr. 1
 82152 Planegg
 Telefon: +49 (0)89 - 85790 0
 E-Mail: info@ski-online.de
 Internet: www.ski-online.de

7.2. Statistical data

Table 1: Members and volunteers in sport clubs with a migration background

	Germany
Proportion of members with a migration background (in per cent)	10.1
Number of members with a migration background (total number)	2,760,000
Proportion of volunteers with a migration background (in per cent)	2.6

Source: Ch. Breuer and P. Wicker (2008) Sportvereine in Deutschland. Sportentwicklungsbericht 2007/2008. Analyse zur Situation der Sportvereine in Deutschland, available at: http://www.bisp.de/cIn_090/nn_16030/DE/Aktuelles/Nachrichten/2008/Sportentwick_2007_08.html?nnn=true (10.03.2009)

Table 2: Sport clubs with volunteers with a migration background: position in sport club

Volunteers with a migration background	Proportion of club with volunteers with a migration background (in per cent)	Total number of clubs with	Number of volunteers with a migration background per club	Total number of volunteers with a migration background
...at management board level	7,4	6.700	0,2	16.900
...at operational level	9,9	9.000	0,4	38.100
Total	13,5	12.200	0,6	55.000

Source: Ch. Breuer and P. Wicker (2008) *Sportvereine in Deutschland*.

Sportentwicklungsbericht 2007/2008. Analyse zur Situation der

Sportvereine in Deutschland, available at:

http://www.bisp.de/cIn_090/nn_16030/DE/Aktuelles/Nachrichten/2008/Sportentwick_2007_08.html?nnn=true (10.03.2009)

Table 3: Ten most common nationalities of non-German football players in teams of the First League (1. Bundesliga)

Nationality	Number	proportion in per cent
Brazilian	36	13,7
Croatian	12	4,6
Turkish	11	4,2
Serbian	11	4,2
Swiss	10	3,8
Czech	10	3,8
Dutch	9	3,4
French	9	3,4
Bosnian and Herzegovinian	8	3,0
Polish	7	2,7
Total number of foreigners	263	53,3
Total number of players	493	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 4: Ten most common nationalities of non-German football players in teams of the Second League (2. Bundesliga)

Nationality	Number	proportion in per cent
Brazilian	9	5,5
French	8	4,9
Montenegrin	7	4,3
Croatian	7	4,3
Bosnian and Herzegovinian	7	4,3
Cameroonian	6	3,7
Slovakian	5	3,1
Hungarian	5	3,1
Burkina Faso	5	3,1
Czech	5	3,1
Total number of foreigners	163	33,1
Total number of players	493	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 5: Ten most common nationalities of non-German football players in teams of the Third League (3. Liga)

Nationality	Number	proportion in per cent
Turkish	10	10,3
Italian	7	7,2
Bosnian and Herzegovinian	7	7,2
Czech	7	7,2
Croatian	6	6,2
Austrian	4	4,1
Swiss	4	4,1
French	4	4,1
Albanian	4	4,1
Ghanaian	4	4,1
Total number of foreigners	97	18,8
Total number of players	515	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 6: Ten most common nationalities of non-German football players in teams of the Regional League North (Regionalliga Nord)

Nationality	Number	proportion in per cent
Turkish	15	18,3
Polish	6	7,3
Croatian	6	7,3
French	5	6,1
American	5	6,1
Canadian	4	4,9
Czech	4	4,9
Congo	3	3,7
Nigerian	3	3,7
Tunisian	3	3,7
Total number of foreigners	82	18,8
Total number of players	436	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 7: Ten most common nationalities of non-German football players in teams of the Regional League South (Regionalliga Süd)

Nationality	Number	proportion in per cent
Turkish	19	22,6
Italian	10	11,9
Croatian	5	6,0
French	5	6,0
American	4	4,8
Nigerian	4	4,8
Serbian	4	4,8
Albanian	4	4,8
Afghan	3	3,6
Spanish	3	3,6
Total number of foreigners	84	19,0
Total number of players	441	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 8: Ten most common nationalities of non-German football players in teams of the Regional League West (Regionalliga West)

Nationality	Number	proportion in per cent
Turkish	28	27,5
Croatian	7	6,9
Italian	6	5,9
Polish	5	4,9
French	5	4,9
Bosnian and Herzegovinian	5	4,9
Canadian	4	3,9
Brazilian	2	2,0
Macedonian	2	2,0
Portuguese	2	2,0
Total number of foreigners	102	22,8
Total number of players	448	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 9: Ten most common nationalities of non-German football players in teams of the Bavaria League (Bayern-Liga)

Nationality	Number	proportion in per cent
Turkish	9	18,0
Croatian	7	14,0
Czech	4	8,0
Italian	4	8,0
Bosnian and Herzegovinian	4	8,0
Romanian	3	6,0
Polish	2	4,0
Serbian	2	4,0
Lithuanian	1	2,0
Argentinean	1	2,0
Total number of foreigners	50	12,4
Total number of players	402	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 10: Ten most common nationalities of non-German football players in teams of the (Fifth) Upper League Baden-Württemberg (Oberliga Baden-Württemberg)

Nationality	Number	proportion in per cent
Turkish	24	23,3
Italian	19	18,4
French	9	8,7
Croatian	8	7,8
Greek	5	4,9
Albanian	5	4,9
Serbian	4	3,9
Bosnian and Herzegovinian	3	2,9
Ghanaian	3	2,9
Canadian	2	1,9
Total number of foreigners	103	24,5
Total number of players	420	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 11: Ten most common nationalities of non-German football players in teams of the Hesse League (Hessen-Liga)

Nationality	Number	proportion in per cent
Turkish	40	38,1
Italian	11	10,5
Croatian	7	6,7
Serbian	5	4,8
Albanian	5	4,8
Moroccan	5	4,8
Portuguese	3	2,9
Macedonian	2	1,9
Afghan	2	1,9
Greek	2	1,9
Total number of foreigners	105	22,4
Total number of players	469	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 12: Ten most common nationalities of non-German football players in teams of the (Fifth) Upper League South-West (Oberliga-Südwest)

Nationality	Number	proportion in per cent
French	12	17,4
Turkish	9	13,0
Albanian	5	7,2
Bosnian and Herzegovinian	5	7,2
Georgian	5	7,2
Italian	4	5,8
Cameroonian	4	5,8
Algerian	3	4,3
Polish	2	2,9
Croatian	2	2,9
Total number of foreigners	69	16,3
Total number of players	423	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 13: Ten most common nationalities of non-German football players in teams of the NRW League (NRW-Liga)

Nationality	Number	proportion in per cent
Turkish	35	38,5
Greek	6	6,6
Italian	4	4,4
Polish	4	4,4
Cameroonian	4	4,4
French	3	3,3
Dutch	3	3,3
Hungarian	2	2,2
Albanian	2	2,2
Moroccan	2	2,2
Total number of foreigners	91	21,0
Total number of players	433	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 14: Ten most common nationalities of non-German football players in teams of the (Fifth) Upper League NOFV North (Oberliga NOFV-Nord)

Nationality	Number	proportion in per cent
Turkish	46	53,5
Polish	10	11,6
Portuguese	3	3,5
Croatian	3	3,5
Austrian	2	2,3
Cameroonian	2	2,3
Serbian	2	2,3
Albanian	1	1,2
Brazilian	1	1,2
Japanese	1	1,2
Total number of foreigners	86	21,4
Total number of players	401	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 15: Ten most common nationalities of non-German football players in teams of the (Fifth) Upper League NOFV South (Oberliga NOFV-Süd)

Nationality	Number	proportion in per cent
Czech	9	34,6
Slovakian	2	7,7
Georgian	2	7,7
Turkish	1	3,8
Bosnian and Herzegovinian	1	3,8
Italian	1	3,8
Romanian	1	3,8
Bulgarian	1	3,8
Russian	1	3,8
Nigerian	1	3,8
Total number of foreigners	26	7,4
Total number of players	353	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 16: Ten most common nationalities of non-German football players in teams of the Fifth Upper League Lower Saxony-West (Oberliga Niedersachsenliga-West)

Nationality	Number	proportion in per cent
Turkish	24	35,8
Albanian	5	7,5
Polish	5	7,5
Italian	4	6,0
Dutch	4	6,0
Spanish	3	4,5
Croatian	2	3,0
Ghanaian	2	3,0
Greek	1	1,5
Russian	1	1,5
Total number of foreigners	67	16,8
Total number of players	400	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 17: Ten most common nationalities of non-German football players in teams of the (Fifth) Upper League Lower Saxony-East (Oberliga Niedersachsenliga-Ost)

Nationality	Number	proportion in per cent
Turkish	26	34,7
Bosnian and Herzegovinian	5	6,7
Brazilian	4	5,3
Tunesian	4	5,3
Polish	3	4,0
Spanish	2	2,7
Italian	2	2,7
Moroccan	2	2,7
Canadian	1	1,3
Greek	1	1,3
Total number of foreigners	75	16,7
Total number of players	450	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 18: Ten most common nationalities of non-German football players in teams of the (Fifth) Upper League Hamburg (Oberliga Hamburg)

Nationality	Number	proportion in per cent
Turkish	35	43,2
Polish	5	6,2
Portuguese	4	4,9
Ghanaian	4	4,9
Serbian	3	3,7
Croatian	3	3,7
Afghan	3	3,7
French	3	3,7
Macedonian	2	2,5
Italian	2	2,5
Total number of foreigners	81	18,9
Total number of players	428	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 19: Ten most common nationalities of non-German football players in teams of the Bremen League (Bremen-Liga)

Nationality	Number	proportion in per cent
Turkish	31	38,3
Polish	3	3,7
Portuguese	3	3,7
Bosnian and Herzegovinian	3	3,7
Albanian	2	2,5
Croatian	2	2,5
Russian	1	1,2
Brazilian	1	1,2
Dutch	1	1,2
Nigerian	1	1,2
Total number of foreigners	81	25,1
Total number of players	323	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 20: Ten most common nationalities of non-German football players in teams of the Schleswig-Holstein League (Schleswig-Holstein-Liga)

Nationality	Number	proportion in per cent
Turkish	11	31,4
Bosnian and Herzegovinian	3	8,6
Croatian	2	5,7
Albanian	2	5,7
Kosovar	2	5,7
Polish	2	5,7
Australian	1	2,9
Danish	1	2,9
Austrian	1	2,9
Italian	1	2,9
Total number of foreigners	35	8,5
Total number of players	413	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 21: Ten most common nationalities of non-German football players in teams of the A-Youth First League North/North- East (A-Jugend Bundesliga Nord/Nordost)

Nationality	Number	proportion in per cent
Turkish	15	27,3
Lebanese	4	7,3
Bosnian and Herzegovinian	3	5,5
Canadian	3	5,5
American	2	3,6
Serbian	2	3,6
Austrian	2	3,6
Albanian	2	3,6
Greek	2	3,6
Hungarian	2	3,6
Total number of foreigners	55	17,2
Total number of players	319	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 22: Ten most common nationalities of non-German football players in teams of the A-Youth First League West (A-Jugend Bundesliga West)

Nationality	Number	proportion in per cent
Turkish	33	44,0
Bosnian and Herzegovinian	7	9,3
Polish	4	5,3
Greek	4	5,3
Belgian	3	4,0
Hungarian	2	2,7
Croatian	2	2,7
Congo DR	2	2,7
Italian	2	2,7
Albanian	1	1,3
Total number of foreigners	75	22,4
Total number of players	335	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 23: Ten most common nationalities of non-German football players in teams of the A-Youth First League South/South-West (A-Jugend Bundesliga Süd/Südwest)

Nationality	Number	proportion in per cent
Turkish	13	25,5
Italian	8	15,7
Croatian	4	7,8
Bosnian and Herzegovinian	3	5,9
Polish	2	3,9
Hungarian	2	3,9
Serbian	2	3,9
Greek	2	3,9
French	2	3,9
Peruvian	1	2,0
Total number of foreigners	51	14,7
Total number of players	348	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 24: Ten most common nationalities of non-German football players in teams of the B-Youth First League North/North-East (B-Jugend Bundesliga Nord/Nordost)

Nationality	Number	proportion in per cent
Turkish	28	40,6
Bosnian and Herzegovinian	4	5,8
Serbian	3	4,3
Korean (South Korea)	3	4,3
Afghan	2	2,9
Russian	2	2,9
Austrian	2	2,9
Vietnamese	2	2,9
Macedonian	2	2,9
Albanian	2	2,9
Total number of foreigners	69	21,0
Total number of players	328	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 25: Ten most common nationalities of non-German football players in teams of the B-Youth First League West (B-Jugend Bundesliga West)

Nationality	Number	proportion in per cent
Turkish	30	46,9
Serbian	3	4,7
Greek	3	4,7
Ghanaian	3	4,7
Luxemburger	2	3,1
Cameroonian	2	3,1
Polish	2	3,1
Iraqi	1	1,6
Albanian	1	1,6
Austrian	1	1,6
Total number of foreigners	64	19,8
Total number of players	323	100

Source: <http://www.transfermarkt.de> (19.02.2009)

Table 26: Ten most common nationalities of non-German football players in teams of the B-Youth First League South/South-West (B-Jugend Bundesliga Süd/Südwest)

Nationality	Number	proportion in per cent
Turkish	26	40,0
Greek	6	9,2
Serbian	5	7,7
Albanian	4	6,2
Korean (South Korea)	3	4,6
Italian	3	4,6
Bosnian and Herzegovinian	2	3,1
Austrian	2	3,1
Portuguese	2	3,1
Moroccan	1	1,5
Total number of foreigners	65	18,5
Total number of players	352	100

Source: <http://www.transfermarkt.de> (19.02.2009)

7.3. Interviews

Interviews conducted

Interview No. 1 (telephone):

Commissioner for Security of the *Deutscher Fußball-Bund* [German Football Federation, DFB]; 03.02.2009

Interview No. 2 (telephone):

Spokesman for anti-discrimination at the *Bündnis Aktiver Fußball-Fans* [Alliance of Active Football fans, BAFF], 09.02.2009

Interview No. 3 (face-to-face):

Head of the working group *Für Toleranz und Anerkennung gegen Rassismus und Diskriminierung* (For Tolerance and Recognition against Racism and Discrimination) of the *Deutscher Fußball-Bund* [German Football Federation, DFB], 11.02.2009, Düsseldorf

Interview No. 4 (face-to-face):

Commissioner for Integration of the *Deutscher Fußball-Bund* [German Football Federation, DFB], 11.02. 2009, Düsseldorf

Interview No. 5 (telephone):

General Secretary of the *Deutscher Leichtathletik-Verband* [German Athletics Federation, DLV], 25.02.2009

Interview No. 6 (telephone):

Vice-president of the *Deutscher-Handball Jugend* [German Handball Youth DHB Jugend], 04.03.2009

Interview No. 7 (telephone):

Head of the *Deutsche Sportjugend* [German Sport Youth; dsj] initiative "Jugend! Agiert! Sport!", 09.03.2009

1. Main problems and issues of racism and xenophobia affecting the particular sport

Whereas all experts in the field of football pointed to problems of racism and xenophobia in football, the representatives of the German **Handball** and the German **Athletics** Federation claimed that racism and related forms of intolerance were not considered problematic issues in their sports. The representative of the German Handball Federation (DHB) mentioned, however, some individual problems in urban areas like Berlin and stated that he is convinced that “we may have problems in this area, but do not see them yet “ (No. 6).

In football, a consensus could be identified regarding the following issues:

- The main perpetrator groups are **spectators**; “racist statements of spectators directed at other spectator groups or at individual players” (No.1) were deemed as particularly problematic issues.
- Manifestation of racism in football differs between **East and West Germany**: racism is acted out more blatantly and openly in the East, whereas racism and anti-Semitism tends to occur more subtly or even as a form of “intellectual racism” (No. 3)
- Racism in **women’s football** is “absolutely negligible” (No.1), although one interviewee described the issue of racism in women’s football as a “blind spot” which does “not necessary mean that racism does not exist at all here” (No. 3).
- One problematic issue that has been identified as a core problem by two interviewees (No. 2 and No.3) is the often **weak implementation** of DFB principles and regulations against racism on the level of the regional federations and the individual clubs. Interviewee No. 3 stated that many regional federations and – even more so – individual clubs tend to play down or ignore existing problems.

Moreover, it was mentioned as a core problem that “racism and discrimination in general has shifted towards the lower leagues” (No.2) and that right-wing extremists have been trying to infiltrate – often with subtle methods and without typical neo-Nazis outfit and slogans – in regular fans scenes pursuing the objective of “increasing their acceptance” outside their radical political milieu (No. 2). The latter phenomenon was also confirmed for sport in general by interviewee No. 7.

Interviewee No. 7 gave a more general assessment of the situation pointing to the negative attitudes towards minority groups among the general population: as organised sport is a mirror of the society, it is normal that such negative attitudes then also appear in sport and “is used by **extreme right-wing** dominated groups, people, organisations and parties as a vehicle for their own hostile elements in organised sport” (no. 7); particularly sports with a mass audience and large fan groups – hence, most significantly football – are concerned.

2. Examples of cases of racism and xenophobia within the particular sport

In football, only the interviewee No.2 presented typical cases of racism in **football**: “Typically there is a pressure group (...) who starts shouting something and the masses, because they are used to singing along with everything, do not think about it in this situation and, without further reflecting on it, sing along with respective chants...ranging from ‘uhuh’ jungle sounds to Zick-Zack-Zigeunerpack”. Confronted with their behaviour later, many of them deny any racist intentions and describe their chants as “only provocation”. He also stated that migrant or minority players experience racist comments from other players, but tend to not publicly complain about it as this could hamper the complaining player’s chances on the transfer market and hence their sport career.

In **athletics**, the interviewed general secretary of the DLV mentioned that during his longstanding active involvement in German athletics, he has only gained knowledge of one verbal struggle between two athletes during which one of them dropped a racist comment and apologised for it later.

The representative of the DHB Youth was not able to describe any concrete racist incident in **handball**, but stated that right-wing radical people and groups affiliated with the NPD tried to get elected and obtain official positions in lower (regional) sport federations, among those also in some handball federations.

In interview No. 7, different activities of **extreme right-wing groups** and individuals in the context of sports were highlighted: extreme right-wing groups have founded their own “national sport clubs”, participate in normal sport events like public city runs, where they often display neo-Nazi slogans on their T-shirts, or in specific sport activities such as ‘free fight’ competitions. Moreover, right-wing extremist organisations organise camps for children and youngsters using the medium of sport for conveying Nazi ideals. He also mentioned individual cases of extreme right-wing people working (usually as volunteers) as supervisors or coaches in sport clubs (until the club finds out about it), primarily in football, but also in other sports like handball, swimming and judo.

3. Are there any statistics on the representation of migrants and ethnic minorities in the particular sport?

All interviewed experts stated that the members’ nationality is not systematically registered in sport clubs, and thus there are **no nationwide official statistics** on the number of foreigners, migrants or minorities in their sport.

A common consensus among the interviewees in **football** was that migrants are under-represented in **official positions**, as **coaches** or **fans** in the area of football. The number of migrants as **members and players** in football clubs, however, is estimated to be fairly high: the DFB Commissioner for Security assumes that the participation of migrant players “reflects the normal structure of the population” (No.1). According to the DFB Commissioner for Integration, the proportion of migrants as

members/players is very high among young migrants with estimated 60 per cent; in urban contexts this proportion can be even higher (“up to 80 or 85 per cent”). In older age groups, migrants are significantly less often member in sport clubs, with only four to five per cent among adults and hardly any in the age groups of the elderly (No.4).

The representative of the DHB (No. 6) pointed to strong regional differences regarding the number of migrants as members of **handball** clubs: whereas in some handball clubs in urban areas (e.g. in Berlin), “more than 90 per cent” of the players have a migration background, the participation of migrants in handball clubs in rural areas is often very low. In professional handball, the number of non-German players is high – even higher than in professional football: currently some 60 per cent of all players in the professional handball are foreigners; the vast majority of those did not grow up in Germany. The proportion of migrants in official positions or as coaches in handball varies between professional and amateur sport and is estimated by interviewee No. 6 to be on average between ten and 15 per cent.

According to interview No. 5, five to ten per cent of the junior athletes of the DLV have a migration background; the interviewee estimated that the proportion of migrants among all trainers in athletics (those who earn money with the job as a trainer) is also between five and ten per cent. Regarding the nationality, he pointed out that migrant athletes are predominately of African and partly of Asian and eastern European origin; migrants with a Turkish background hardly play handball.

Interviewee No. 7 expressed his assessment that migrants are generally **underrepresented** in sport clubs as members and in particular as officials, coaches (with some exceptions in the area of professional sports such as handball, basketball or football) and fans. “Especially (...) girls with a migration background are much more weakly represented and then again even less Muslim girls (...) I’m sure that’s a fact” (No. 7). He also pointed out that in some regions ethnic German immigrants (*Spätaussiedler*) are strongly represented in German sport clubs.

4. Regulations on federation level affecting the participation of EU- and third-country-national athletes / players in amateur sport and professional sport

In **football**, the interviewed experts named several official provisions that (may) affect the participation of non-German players. The *local player* regulation, which is in place in higher leagues of (professional) football, is not regarded as a provision that contributes to discriminatory treatment of migrants (No. 1 and 2). The DFB Integration Commissioner, however, highlighted the **discriminatory effects** of the DFB provision that ban certain people without a strong residence status, for instance asylum seekers or stateless people, from playing in official football games in certain leagues. She also underscored that she had received several queries and complaints that refer to these discriminatory regulations.

In amateur and professional **handball**, no regulations are in place that affect the participation of non-German players (No. 6).

In **athletics**, the only “limiting factor” is that non-German athletes must not start in the national team in international championships (No. 5). The DLV “start pass” provisions allow non-German athletes who were born in Germany, to participate in any regional or national competitions up to the age of 19. According to the DLV representative, “no one is excluded” from participating in national athletics competitions in Germany.

This **generally positive assessment** was confirmed by interviewee No. 7, who did not assume a significant discriminatory impact of such regulations in sport federations.

5. Regulations by the sports federation on anti-discrimination issues and/or equality measures

All interviewed **football** expert interviewees underscore that the German Football Federation DFB has adopted and implemented several partly binding, partly non-binding regulations on anti-discrimination and anti-racism. The interviewees No. 1, 2 and 3 all stressed the **implementation of the FIFA regulations** on sanctions for racist behaviour of fans, players or officials into the DFB regulations (*Rechts- und Verfahrensordnung*); this was also mentioned by the interviewee No. 7, who described the DFB’s commitment in this regard as outstanding.

Provided the respective racist misconduct can be proven, the penalties and sanctions are applied by the sport tribunals (No. 1). The interview partner No. 2 and 3 pointed to some problems in the application of these provisions due to the fact that it is often difficult to gather sufficient evidence. But if indisputable proof is available, the sanctions are “very consistently applied” (No.3). Moreover, the representative of the fan organisation BAFF emphasised that the concrete “implementation of such a rather vague FIFA provisions, which can not be easily translated into in all countries (...), plays a role. It has (...) to be adapted to the existing situation” and requires an effective implementation on all levels of the German football, “which will take some time” also due to the federal structure of the German football federations (No.2). Both interviewees (No. 2 and 3) expressed their general doubts that sanctions (e.g. fine for clubs) will effectively fix the problem; the interviewed expert No. 3 stated that it is “much more important” that “people realise that racism in football is a problem for them and (...) pay more attention”. Also interviewee No. 1 admitted that sanctions are – though a necessary measures – not always the most effective response to racist behaviour: “whether sanctions have achieved a lot especially regarding those who had expressed the racist statement (...) that is a different question” (No.1).

Despite this partly sceptical assessment of the *immediate* effect of the sanction provisions, their general **impact** of the implementation of these FIFA regulations is assessed rather positively: One interviewee stated that the implementation of the FIFA regulations received a great deal of media attention in 2006 and the DFB is committed to act accordingly (No.2). Interviewees No. 2 and 3 emphasised the subsequent efforts of the DFB to carry out measures that aim to ensure the practical application of the new

regulations; such as instructions for referees (No.2) and qualification and awareness raising measures for stadium security staff (No. 3)

Most interviewed experts in the area of football mentioned the anti-racism article in the DFB **model stadium decree** on stadium security (*Musterstadienordnung*). According to interviewee No. 2, “more and more clubs have adopted the anti-racism paragraph” since the DFB introduced the anti-racism article in the model stadium decree. Regarding the impact of this model provision, which aims to prohibit the display or expressions of racist or extreme right-wing attitudes and symbols, the interviewed expert No. 3 assumed that such regulations do not appear suitable to ban such attitudes but may lead to the use of more hidden symbols that can not be prohibited by such stadium decrees; he underscored the higher effectiveness of individual site regulations adopted by the owner of the stadium as they do not have to meet the same high juridical standards as official stadium decrees.

Moreover, the interviewed football experts (No. 1, 2 and 3) commented on the **DFB Ten Point Plan**. Although no one criticised the content and intention of this DFB action plan, which was developed by the DFB primarily on the basis of the work done by the BAFF (without mentioning the BAFF) and also fed into the UEFA Ten Point Plan (as interview No. 2 mentioned), two interviewees criticised the non-binding character of this DFB plan and to the difficult implementation of these recommendations due to the organisational, i.e. federal structure of the football organisations (No. 2 and 3); they both stressed that the DFB has no means to enforce these recommendations in the regional federation or – even less – in the individual football clubs. The DFB has sent a clear message with its Ten Point Plan, but its practical implementation lies mainly with the regional federations and football clubs (No. 3) – who need to begin with an open recognition of the problems, which is not always the cases, in particular in lower leagues (No. 2).

One regulation that was mentioned by the DFB Commissioner for Security (No. 1), is a DFB directive on banning people, who have committed certain racist acts, from entering a stadium (*Stadienverbotsrichtlinie*); currently approx. 3,000 people are banned under these provisions – partly due to their racist behaviour. This directive is mandatory for all football clubs.

The two interviewed representatives of the athletics and handball federations (No. 5 and 6) had only little to report. Explicit anti-racism or anti-discrimination provisions can not be found in the statutes of neither of the two sport federations (DLV and DHB). The DLV representative (No.5) mentioned a “codex of honour” for coaches and trainers in **athletics** which obliges them to live up to the principles of neutrality and non-discrimination irrespective of one’s belief, religion, ethnic origin and so on. This codex is incorporated as a binding element in all work contracts between coaches and the DLV. According to the interviewee, with this codex the DLV “wants to express on which ethic and moral basis it acts”, but the codex also has a “very formal background (...) for the more than 100 coaches who are employed by the DLV” and “a compulsory character including consequences regarding dismissals” (No. 5).

The representative of the German **Handball** Federation (DHB) (No. 6) referred to the general principle on political neutrality, neutrality regarding one's belief and the DHB's responsibility for the "sportive, social and cultural developments of the sport and its members", as they are enshrined in the statutes of the DHB. He also mentioned similar principles in the statutes of the DHB Youth and a recently adopted self-concept of the DHB. The impact of such principles was assessed as very low; but they may contribute to raise awareness for an issue that is not regarded a problem in handball (no. 6). The anti-racist provisions in the international handball federation IHF have, however, are directly applicable in German handball.

The interviewed dsj representative (No. 7) mentioned the respective elements in the statutes of the **German Olympic Sport Federation** (DOSB), of all its state federations (*Landessportbünde*) and of the youth organisations German Sport Youth (dsj), which clearly defines the democratic responsibility of sport. Regarding the impact of such statutes, he stated that such messages "from the top" are "very, very important" and a "vital prerequisites", but they also have to be "filled with life" by the representatives of the federation and they have to be implemented on all regional and local levels, "which has not yet been fully realised" (No.7). Moreover, he referred to two declarations on anti-racism in sport and on the role of ethnic (migrant) sport clubs, both adopted by the predecessor organisation of the DOSB, the German Sport Federation (DSB) in 2003. These declarations were described as a "break-through" and "very important" (No. 7).

6. Are there any initiatives against racism and xenophobia in the particular sport?

In **football**, the interviewed experts highlighted several initiatives against racism and xenophobia and emphasised that numerous activities are being carried out by various regional football federations as well as individual clubs – "some of them being very active, others being less active" (No.1). The initiative *Am Ball bleiben – Fußball gegen Rassismus und Diskriminierung*, coordinated by the dsj and co-funded by the DFB, was described as a very good programme by interviewee No. 1, 2 and 7; the expert No. 2 underlined the positive sustainable effect of this programme, for instance regarding networking and the compilation of helpful practical brochures such as "11 Fragen nach 90 Minuten"; he also praised the initiative as a "catalyst for grass root" activities and as having the potential of turning the DFB Ten-Point Plan into praxis.

Moreover, the numerous "very committed initiatives in the **fan scene** against racism" (No. 3) have been emphasised by experts No. 2, 3 and 7; the nationwide fan initiative BAFF, founded in 1994, and its activities was mentioned by both interviewees No. 2 and 3. The BAFF representative (interviewee No. 2) also stated that his organisation has been acting as a think tank since 1994 and has "encouraged the foundation of many local initiatives" (No.2) and named selected very active fan initiatives (e.g. in St. Pauli or Munich). Interviewee No. 3 explained that such anti-racist fan

initiatives or activities (e.g. in Hannover 96) function as a form of “self-regulation” within the fan scene and needed to be supported and strengthened more; he also stressed the importance of such grass root initiatives against the background of “the big problem of the DFB”, which is the problematic top-down implementation of positive anti-racist principles: anti-racism activities “have to come from the ground” (No.3). The initiative “Dem ball is’ egal wer in tritt” was briefly mentioned in two interviews (No. 2 and 3); the BAFF representative (No.2), however, expressed some doubts regarding the sustainability and effectiveness of certain activities within that initiative (e.g. showing “red cards” to racism or releasing anti-racism CD) – also due to a lack of funding and manpower.

In interview 1 and 3, a pilot project was mentioned that is currently prepared by the recently established DFB working group *Toleranz und Anerkennung, gegen Rassismus und Diskriminierung*. This pilot project aims at “supporting football clubs and fan groups that are very committed in the struggle against racism” (No. 1): the working group is currently developing a certification system for football clubs; criteria are being deployed that need to be met by the club to be awarded the **certificate “Football Club against Racism”**; these football clubs must, for instance, have explicit anti-racism paragraphs in their statutes and in their stadium decrees (*Stadienordnung*) and implement effective provisions that stops extreme right-wing organisations from hiring facilities of the clubs; moreover, clubs who want become a certified “football club against racism” need to carry out regular qualification measures as well as networking activities with other antiracist organisations (No. 3). Interviewee No. 3 also mentioned that the DFB working group is currently examining networks and cooperation between civil society organisations and football clubs in the context of anti-discrimination and anti-racism; the results will be published as a **good practice handbook** on networking.

In addition to these current activities, the DFB Commissioner for Security (No. 1) pointed to several awareness raising activities which the DFB participates in, like international anti-racism campaigns (e.g. FARE action week, UEFA) or the annual *International Week against Racism* in mid March; moreover, he briefly mentioned an anti-graffiti pilot project of the DFB, together with selected regional football federations.

The interviewee No. 7 described the dsj programme **Sport! Jugend! Agiert!** (the head of which the interviewee is) as a significant good practice initiative against xenophobia and racism in sports with a current thematic focus on the struggle against right-wing extremism. Besides the dsj declaration *No Chance to Right-wing Extremism*, the programme pursues the objective of supporting local clubs through various measures: currently, a **manual** with practical recommendations is being compiled that will be distributed to the individual sport clubs in 2009. Within the scope of this programme, the dsj also organises conferences, workshops and hearings with external experts from various fields (including academics, NGOs and security authorities, policy-makers) in order to get input and support from experts outside the world of sport. As a concrete example he mentioned the dsj expert conference in March 2009 on the mutual expectations of civil society actors and sport representatives

regarding the struggle against right-wing extremism, which will be fed into the aforementioned manual. According to the interviewee No. 7, the dsj programme *Sport! Jugend! Agiert!* has led to an **increased awareness and sensitivity** among the individual state sport federations for the issue of right-wing extremism. Moreover, it has contributed to enhanced networks and exchange of expertise between various actors working in the field of antiracism and right-wing extremism; e.g. with the representative of *Am Ball bleiben* or with the *Information and Documentation Centre for Anti-Racism* (IDA).

Interviewee No.7 also mentioned that several sport representatives (e.g. clubs, federations) are actively involved in local and regional projects funded within the governmental programme *Kompetent für Demokratie*. Within this programme, **counselling networks against right-wing extremism** have been established in all *Länder*; in several *Länder* (e.g. in Hesse, Lower Saxony, Thuringia, Brandenburg) sport representatives are actively involved in the counselling work of these networks.

In stark contrast to the interviews with experts in the field of football (No. 1-4) and the representative of the dsj (No. 7), the representatives of handball and athletics hardly reported anything in terms of anti-racism initiatives. The General Secretary of the DLV stated that no such projects have been launched by the DLV in the area of **athletics** – since the DLV has “in principle no problem with such issues” without being able to speak for every single sport club (No. 5). The representative of the German **Handball** Federation (DHB) did not mention any explicit initiatives of the DHB, but stated that the DHB is currently “joining all activities of the German Sport Youth” (dsj), he illustrated this involvement by pointing out that the DHB receives the dsj newsletter (No.6).

7. Are there any good practice models for promoting integration and diversity in the particular sport?

The DFB Commissioner for Integration (No. 4) and the DFB Commissioner for Security (No.1) both mentioned two integration programmes in **football**: firstly, the DFB programme called “Social integration of girls”, which aims at promoting the participation of migrant girls and women in football, and secondly, activities of the DFB that pursue the objective of increasing the number of migrants occupying official positions in the football club, federations and sport tribunals. Regarding the latter, two activities have been particularly highlighted in Interview No. 4: the (planned) implementation of the **qualification modules on intercultural competence** for, amongst others, coaches, supervisors and club officials in summer 2009, is considered as one of the most significant projects as “this is very important for the development of one’s empathy and sensitivity” for the new clientele (No. 4). As the second important project, the DFB Integration Commissioner regarded the **training programmes for migrants** on “sport club management” which is regarded as necessary to increase the participation of migrants in football associations.

In interview No. 4, the newly developed **integration concept** of the DFB was described which comprise both the aforementioned qualification projects (intercultural competence and sport club management). This integration concept was developed by the DFB Integration Commissioner in close cooperation with all 21 regional football federations and a newly founded expert commission.

The DFB Integration Commissioner also highlighted that some elements of the DFB's self-obligations in the **National Integration Plan**, coordinated by the Federal Government, have been successfully implemented: the position of a Integration Commissioner at the DFB has been created and subsequently integration commissioners have been nominated in all 21 regional football federations; this network is now meant to be further enhanced on lower regional levels and on the level of the clubs (No. 4). Moreover, interviewee No.4 emphasised that her plans regarding mainstreaming integration within the structures of the DFB have been successfully realised: "not only one department is dealing with it, but integration is considered a topic in many fields, like school football, girls' football, racism (...) volunteering and qualification" (No. 4).

According to the DLV representative (No. 5), no good practice models for promoting integration and diversity in **athletics** have been launched by the DLV, the reason for this being that integration "happens here in an entirely unproblematic way" (No. 5). He solely mentioned 'Fair Play Camps' which do not have an explicit focus on anti-racism, diversity or integration. During these events, which are funded and organised by the DLV twice a year, representatives of the regional youth federations come together and discuss general social and political issues concerning sports.

The German **Handball** Federation (DHB, No.6) has not initiated any good practice models that aim explicitly at promoting integration and diversity, but the DHB Youth is currently in the process of adopting main objectives that should be pursued until 2011. One element of this work programme is the integration of migrants through sport. In the upcoming weeks, concrete measures and timelines will be defined. The interviewed handball expert also mentioned that three regional handball federations in Baden-Württemberg are participating in a network projects, recently launched by the *Landessportjugend* Baden-Württemberg, aiming at increasing the participation of migrant girls in sports; the involvement of the three handball federations is an element of their current work focus on the participation of children and girls in handball (No. 6).

The dsj representative (No. 7) briefly mentioned that a significant number of sport clubs (approx. 50 to 60) are actively involved in so-called **Local Action Plans** (LAP); these LAPs are funded within the scope of the governmental programme *Vielfalt tut gut*, aiming to promote tolerance, diversity and democracy in various ways in the local context.

8. In your opinion, is there a rather positive or a negative trend regarding racism and discrimination in sport in general and in your particular sport?

The DFB Commissioner for Security (No. 1) emphasised that reliable, defensible statements can not been made and pointed to the new reporting system on racist incidents which may falsely suggest a rise in the number of such incidents in **football**. He assumed that racism and discrimination in football “have remained at least on the same level, rather dropped slightly, but it has been made more public, addressed and sanctioned... so the impression can arise that it might be a bigger problem than in the past” (No. 1).

The other interviewed **football** experts (No. 2, 3 and 4) did not identify a concrete trend. Interviewee No.2 underscored the “up and down developments” of racism and discrimination in football depending on various aspects ranging from the concrete local situation to general national policies. He emphasised that “if it is calm, it does not mean it is gone”, but may have changed its appearance and manifestation. The two DFB representatives No. 3 and 4 highlighted the **social embedding of sport and football** as a decisive factor regarding racism and discrimination in football. According to the DFB Commissioner for Integration (No. 4), general social conflicts and problems (e.g. youth unemployment) may entail more discrimination in football. In this sense football often functions as an “outlet” for personal frustration (No. 4). She also emphasised, however, that the participation of migrants in football clubs has become normality – usually without racism and discrimination being an issue. The football expert No.3 stressed that football – due to the high level of attention it receives in Germany – does not only function as a mirror that reflects social problems but focalises on them like magnifying glasses; he pointed out that the DFB is doing a lot against racism and right-wing extremism, but is not capable of fixing such general social problems.

The dsj representative (No. 7) stated that through the implementation of various measures a **positive development** has been successfully triggered regarding the awareness of the problems in sports: the issues of racism and discrimination are “much more on the agenda than two or three years ago (...) and therefore I (...) see positive developments” (No. 7), especially among representatives of the executive level of the sport clubs. However, he also pointed to the **continuously high level of hostile attitudes** in the general population as shown by several surveys; he stated that it remains open whether the successfully implemented measures will actually be capable of contributing to a significant improvement of the situation.

In **handball** and athletics, the two interviewees (No. 5 and 6) did not identify any trend: both stated that racism and discrimination haven't played and still don't play a role in their sports.

9. What are the main obstacles for the implementation of positive measures and good practice models regarding equality and non-discrimination?

In **football**, no one identified the main obstacles for the implementation of positive measures and good practice models on the level of the DFB. However, the interviewed football experts No 2 highlighted the problems regarding the **practical implementation** of such anti-racism plans.

Moreover, he criticised the **lacking support for fans** or fan groups who are willing to engage themselves in anti-racist activities, but don't know how, and "for those who do not even dare go to the football stadiums". In interviewee No. 3, shortcoming regarding the support of anti-racist fan initiatives was also mentioned; the interviewee No. 3 also underscored the **lacking awareness**, partly even denial of problems of racism in football clubs as the main obstacle: "The awareness that racism (...) is actually a problem is often missing (...) especially on lower levels as it has never been seen as an issue". As a reason for this denial, he explained that sport has always represented the ideal of fairness in public, which made it difficult to recognise existing problems of racism as this would question the public perception of sport (No. 3).

The DFB Commissioner for Integration (No. 4) regarded the **under-representation** of migrants as coaches, referees, sport tribunal judges, officials in the clubs and federations as a core obstacle. This under-representation is, according to interviewee No. 4, due to the deficient information policies and activities of the football organisations and the often lacking "climate of acceptance and welcome" towards migrants as coaches, referees or officials in the football clubs and federations.

Against the background of the non-existing measures and the assessment of the representative of the German Athletics Federation (No.5) that discrimination and racism is not an issue in **athletics**, the question on obstacles appeared redundant. The representative of the German Handball Federation, who also stated that racism is not seen as a problem in **handball**, mentioned the lacking systematic overview on what is already happening in handball across Germany as an obstacle (No. 6).

From a more general perspective, the representative of the dsj (No.7) described the huge number of members and the **enormous size and complex federal system** of the German sport organisations as an obstacle for the implementation of positive measures. On the one hand, he referred to the difficulties of attitudes changing given the millions of members of sport clubs; on the other hand, "the second difficult issue is to translate all this into concrete qualification measures" and to implement them in the individual federal states; "in some of them this works very quickly, in others it takes more time,...and in some the people resist to recognising this (...), and in others they say 'great'...we always wanted to do that (..) let's get started" (No.7). As another (related) obstacle he identified the high staff **fluctuation** in organised sport – which concerns those who needs to be qualified and trained as well as those who can provide this training. That leads to the problem that measures that were implemented years ago, may have to be re-implemented because the person in charge has quit the position in the sport federation. Finally, he pointed to the social embedding of sport and the prejudices (e.g. homophobia, sexism and subtle forms of racism and anti-Semitism) in the "heads of the people" which can not be easily overcome": "As long as the **habitus of the majority** does not change, the sport will face great difficulties in terms of a sustainable impact" (No.7).

10. What would you propose that addresses the problems you describe and helps to improve the situation?

In **football**, a general consensus seemed to be that repressive measures and sanctions must be supplemented more by other measures. The DFB Commissioner for Security (No. 1) emphasised the need **for long-term preventive measures** (such as the support of fan projects) that try to change the attitudes of the people. Moreover, he described alternative sanction models that are currently developed by a DFB working group (*AG Sportrecht*): instead of punishing a player for his racist behaviour with a suspension for three months, he could, for instance, be offered the opportunity to reduce the suspension to one month provided he “participates in certain qualification measures and does a few hours of community work in a asylum seekers hostel” (No. 1).

The representative of the fan organisation BAFF (No. 2) proposed setting up a centralised body for the nationwide systematic **coordination of anti-discrimination and anti-racism activities** in football. This could be realised on the basis of the initiative “Am Ball bleiben” – with a coherent, long-term co-funding by the DFB, the individual state governments and the municipalities, similar to the funding for the already existing coordination of fan projects KOS. This anti-racism and anti-discrimination coordination body should act independently and be in charge of networking and bundling existing activities, monitoring and controlling the implementation of anti-racist tools and regulations of the DFB, improving and implementing awareness raising activities and incorporating anti-racism elements in the general qualification measures for, amongst others, referees and coaches. In addition to such a central anti-discrimination coordination body on national level, interviewee No. 2 described the best case scenario as follows: “the utopia would be that each federation has a contact person for issue of anti-discrimination” (No.2), who pursues not a primarily security-dominated approach of excluding certain people, but rather a social approach of “integrating and rehabilitating them” (No. 2).

Another interviewed expert on racism in football (No. 3) stressed two important steps that need to be taken: first, the activities of **fan groups** should be supported more and secondly, football clubs have to stop denying and stop thinking that pointing to problems of racism in sports would be a betrayal of the ideals of sport: “If one does not recognise the problems, one is not sensitive” to racism and discrimination in sports (No. 3).

The DFB Commissioner for Integration (No. 4) emphasises that more **migrants** have to become referees and assume **official positions** in, amongst others, the sport tribunals; she also mentioned mentoring programmes as one possible way to encourage migrants to become more active in sport clubs. On a more general note, she pointed out that many other sport federations even on the national level “have not yet understood that we are facing **demographic changes** and that they have to react to these changes now” (No. 4). Consequently, she stressed that particularly migrant children have to be addressed to increase their participation in sports.

The representative of the German **Athletics** Federation (DLV; No.5), made no concrete proposal on how to improve the situation. The representative of the German **Handball** Federation (DHB) stated that a systematic collection of already existing measures and projects in the regional handball federation is the next step: if such good practice projects can be identified, “they should be installed in all regional federations nationwide”; if such projects do not exist, “more PR activities are to be considered” (No. 6).

Speaking for sport in general, the dsj representative (No. 7) mentioned several aspects that would contribute to a more effective struggle against racism and discrimination in sport. Besides the required emphasis on an effective implementation of respective qualification measures for sport officials on all levels, he also stated the organised sport has to win leading politicians over “not only to recognise the problem (...) but also to effectively support us in redressing it.” (No. 7) and called for “deepening the political contacts” on a permanent, consistent and long-term basis beyond solely singular activities. Secondly, the organised sport has to improve the contacts and its communication with migrant communities (also on higher level of, for instance, with the Central Council of Muslims) in order to promote mutual understanding – although this communication “sometimes works very well already on the regional and local level” (No.7). Furthermore, interviewee No. 7 proposed that **permanent counselling** for sport federations and clubs needs to be continued.

7.4. Court, specialised body or tribunal decisions

Case title	Football player of Carl Zeiss Jena insulted black player of the opposing team in a racist manner
Decision date	28.10.2008
Reference details	Sportgericht des Deutschen Fußball-Bundes (DFB) Sport tribunal of the German Football Federation DFB
Key facts of the case (max. 500 chars)	The Control Committee of the DFB (<i>DFB-Kontrollausschuss</i>), comparable to the public prosecutors in the sphere of criminal law, pressed charges against a player of the third league football team Carl Zeiss Jena due to a racist incident that occurred on 25 October 2008. The accused man insulted a Nigerian player of the opposing team (Eintracht Braunschweig) with the words "black pig", for which he was red-carded by the referee.
Main reasoning/argumentation	The accused player admitted his racist insult and apologised for his behaviour immediately after the game.
Key issues (concepts, interpretations) clarified by the case	The referee followed the FIFA regulations, according to which racist insults of players are to be sanctioned with a red card.
Results (sanctions) and key consequences or implications of the case	The player was suspended for five championship games of his team. His immediate apology was taken into account by the sport tribunal when determining the sentence.

Case title	Racist chants from the stands during a professional football game between FC Rot-Weiß Erfurt and FC Carl Zeiss Jena
Decision date	21.08.2008
Reference details	Sportgericht des Deutschen Fußball-Bundes (DFB) Sport tribunal of the German Football Federation DFB
Key facts of the case (max. 500 chars)	During a third league game between FC Rot-Weiß Erfurt and FC Carl Zeiss Jena on 15 August 2008 in Erfurt, fans of the home team (Erfurt) shouted anti-Semitic chants several times ("Juden Jena")
Main reasoning/argumentation (max. 500 chars)	The DFB sport tribunal considered the incident as a case of continuous "unfair behaviour" (according to Sec. 1 and 9 of the DFB <i>Rechts- und Verfahrensordnung</i>) and sentenced the Erfurt club to a fine and one game without audience. The tribunal explicitly warned the club that if such severe incidents continue to occur, the club will be facing not only to a fine and a game in an empty stadium, but also a loss of points.
Key issues (concepts, interpretations) clarified by the case (max. 500 chars)	The tribunal underscore the responsibility of the individual club for their fans' behaviour.
Results (sanctions) and key consequences or implications of the case (max. 500 chars)	The FC Rot-Weiß Erfurt was sentenced to a fine of 10,000 EUR and one game in an empty stadium without spectators. The sentenced club accepted the penalty.

Case title	Appeal court ruling: sentence for football club Hallescher FC due to racist insults of fans towards a Nigerian player of the opposing team (FC Sachsen Leipzig)
Decision date	10.10.2006
Reference details (type and title of court/body; in original language and English [official translation, if available])	Sportgericht des Nordostdeutschen Fußballverbands (NOFV) Sport tribunal of the North-East German Football Federation (NOFV)
Key facts of the case (max. 500 chars)	During a amateur championship game between the Hallescher FC (HFC) and the FC Sachsen Leipzig, the black Leipzig player Ogungbure was insulted in a racist way by fans of the HFC (e.g. with monkey sounds). In a preceding game between these two clubs in March 2006, the same player had been insulted in a racist way by fans of the HFC – without any sanctions being imposed. In the first instance ruling, the HFC was sentenced to a fine and obliged by the court to ensure that such racist incidents and fan behaviours will not occur any more in the future. The club rejected such an obligation and appealed against the ruling.
Main reasoning/argumentation (max. 500 chars)	In the appeal proceeding, the sport tribunal accepted the argument of the HFC that it is practically impossible to stop any “fan behaviours that may create any racist allusion or may be interpreted as such”.
Key issues (concepts, interpretations) clarified by the case (max. 500 chars)	With its ruling, the appeal tribunal lowered the level of responsibility of the individual club in the struggle against racist behaviour by their fans – against the DFB regulations according to which the club is generally in charge of preventing and/or prohibit racist behaviour (Sec 9a , <i>Rechts- und Verfahrensordnung</i>)
Results (sanctions) and key consequences or implications of the case (max. 500 chars)	The HFC was sentenced to pay a fine of 1,100 EUR (instead of 2,000 EUR which was determined by the first instance tribunal) and to play one game in an empty stadium (which also entails a financial loss).

Case title	DFB sport tribunal: Hansa Rostock sentenced to fine because of racist chants of its fans
Decision date	15.09.2006
Reference details	Sportgericht des Deutschen Fußball-Bundes (DFB) Sport tribunal of the German Football Federation DFB
Key facts of the case (max. 500 chars)	During a DFB Cup game between the First League club FC Schalke 04 and the amateur B-team of FC Hansa Rostock (Hansa Rostock II) in September 2006, Rostock fans continuously insulted the black Schalke player Asamoah with monkey sounds. The DFB launched investigations and sued the club Hansa Rostock.
Main reasoning/argumentation (max. 500 chars)	The sport tribunal found the accused club Hansa Rostock guilty of “unfair behaviour” of their fans; according Sec. 9 of the DFB <i>Rechts- und Verfahrensordnung</i> , such racist expressions are to be considered a case of unfair behaviour. The club Hansa Rostock accepted the ruling.
Key issues (concepts, interpretations) clarified by the case (max. 500 chars)	Only a week after the incident the sport tribunal sentenced the club Hansa Rostock to pay 20,000 EUR – the (at that time) highest fine ever determined for racist fan behaviour in Germany. The tribunal applied the DFB sanctions for racist behaviour that had been introduced to transpose the FIFA regulations in 2006. The fine was slightly above the minimum fine of 18,000 EUR. The case also underscores the responsibility of the club for the behaviour of its fans.
Results (sanctions) and key consequences or implications of the case (max. 500 chars)	The club Hansa Rostock paid a 20,000 EUR fine; in addition, the B-team of Hansa Rostock (Hansa Rostock II) was sentenced to play one game without spectators.

Case title	Penalties after anti-Semitic incidents during a lower league football game between VSG Altglienicke and the Jewish-dominated TuS Makkabi II
Decision date	16.10.2006
Reference details	Sportgericht des Berliner Fußball-Verbands (BFV) Sport tribunal of the Berlin Football Federation (BFV)
Key facts of the case (max. 500 chars)	On 26 September 2006, players of the Jewish-dominated football club TuS Makkabi abandoned a game against the team of VSG Altglienicke due to continuous anti-Semitic fan chants. The referee ignored the chants.
Main reasoning/argumentation (max. 500 chars)	Despite contradicting statements and testimonies, the regional sport tribunal found sufficient proof that fans of the VSG Altglienicke insulted and threatened Makkabi players during the game in an anti-Semitic way. Whereas the referee and representatives of the accused club claimed to not have noticed any anti-Semitic incidents, Makkabi representatives and a neutral witness confirmed the insults. After the game, some members of the accused club confirmed the incidents and apologised in an Internet forum.
Key issues (concepts, interpretations) clarified by the case (max. 500 chars)	The tribunal sentenced the club whose fans were found guilty of anti-Semitic insults and threat. Moreover, the referee was permanently suspended as he had ignored the insults and refused to intervene.
Results (sanctions) and key consequences or implications of the case (max. 500 chars)	The VSG Altglienicke has to carry out two games without spectators; moreover, the club has to make sure that, during every game until the end of the season 2007/08, five security staff have to be present who have to make sure that no racist incidents occur on the stands. The 14 players who had been nominated in the game against Makkabi were obliged to participate in an anti-racism seminar of the Berlin Football Federation (BFV). The BFV president underscore that these measures rather aim to help than to sanction the club.

Case title	DFB sport tribunal: highest fines against clubs due to racist fan behaviour
Decision date	27.09.2006
Reference details	Sportgericht des Deutschen Fußball-Bundes (DFB) Sport tribunal of the German Football Federation DFB
Key facts of the case (max. 500 chars)	During a First League game on 16 September 2006 between Alemania Aachen (home team) and Borussia Mönchengladbach, Aachen fans yelled racist insults at the Brazilian Gladbach player Kahé; later one Gladbach fans also yelled racist chants directed at the Aachen player Sichone. The referee urged the host club to make a stadium announcement saying the he would stop the game in case the insults (“Asylant”, derogatory term for asylum seekers) continued.
Main reasoning/argumentation (max. 500 chars)	The tribunal found both clubs guilty of racist and discriminatory fan behaviour according to the DFB sanction regulations (Sec. 9 <i>Rechts- und Verfahrensordnung</i>).
Key issues (concepts, interpretations) clarified by the case (max. 500 chars)	The tribunal applied the DFB sanctions laid down in the DFB regulations and determined the highest fines ever for racist behaviour.
Results (sanctions) and key consequences or implications of the case (max. 500 chars)	The football club Aachen (home team) was sentenced to pay a fine of 50,000 EUR; the club of the opposing team Mönchengladbach was sentenced to a fine of 19,000 EUR. Both clubs accepted the sentence. After the incident, Alemania Aachen enhanced its commitment against racism.

Case title	DFB sport tribunal: Chemnitzer FC sentenced due to racist fan behaviour
Decision date	15.09.2008
Reference details	Sportgericht des Deutschen Fußball-Bundes (DFB) Sport tribunal of the German Football Federation DFB
Key facts of the case (max. 500 chars)	During the regional league football game between the Chemnitzer FC and the migrant club Türkiyemspor Berlin on 31 August 2008, a group of 40 to 50 persons was wearing T-shirts with a discriminatory slogan directed at the club Türkiyemspor. Moreover, a group of fans sang xenophobic and extreme right-wing chants.
Main reasoning/argumentation (max. 500 chars)	According to DFB sanction regulations (Sec. 9 <i>Rechts- und Verfahrensordnung</i>) such xenophobic incidents are to be deemed as „unfair behaviour“.
Key issues (concepts, interpretations) clarified by the case (max. 500 chars)	The ruling illustrates the application of the new DFB sanction regulations, but also shows that the tribunal takes into account the particularities of the individual case when determining the fine: the tribunal sentenced the club to a low fine arguing that the group of perpetrator was a clearly defined group of right-wing extremist who had participated in a local meeting prior to the game.
Results (sanctions) and key consequences or implications of the case (max. 500 chars)	The club Chemnitzer FC was sentenced to a fine of 5,000 EUR and one home game with a limited number of spectators (1,000 altogether); in addition the club had to cover the costs of the tribunal proceedings. The club accepted the sentence.

Case title	Regional sport tribunal: Hallescher FC loses points due to anti-Semitic fan chants
Decision date	11.04.2008
Reference details (type and title of court/body; in original language and English [official translation, if available])	Sportgericht des Nordostdeutschen Fußballverbands (NOFV) Sport tribunal of the North-East German Football Federation (NOFV)
Key facts of the case (max. 500 chars)	During the amateur league football game the Hallescher FC (HFC) and Carl Zeiss Jena on 30 March 2008, HFC fans shouted anti-Semitic "Juden Jena" chants. Neither the referee nor his assistants intervened and made a note in the report about the game.
Main reasoning/argumentation (max. 500 chars)	The NOFV sport tribunal considered the available evidence sufficient – although representatives of both clubs pleaded not guilty. The HFC was sentenced due to "unfair behaviour"; the guest team Carl Zeiss Jena was also sanctioned due to the fact that they did not comply with the NOFV obligation to immediately report such racist incidents during the game.
Key issues (concepts, interpretations) clarified by the case (max. 500 chars)	The NOFV sport tribunal applied the sanction regulations according to which a team is to be punished by a deduction of points in case of repeatedly occurring incidents of "unfair behaviour" (here: anti-Semitic fan behaviour). The guest team Carl Zeiss Jena also received a sentence for not reporting the incidents to the security staff in the stadium (<i>Sec. 16 para. 8 NOFV Spielerordnung</i>).
Results (sanctions) and key consequences or implications of the case (max. 500 chars)	The HFC was sanctioned by a deduction of three points in the ongoing football season and one game with a strictly limited number of spectators (max. 1,000); moreover, the HFC has to pay 80 per cent of the costs of the court proceedings. Carl Zeiss Jena was sentenced to a fine of 500 EUR and to pay for the remaining costs of the court proceeding.

Case title	Head of football fan project dismissed due to involvement in extreme right-wing music events
Decision date	04.11.2008
Reference details (type and title of court/body; in original language and English [official translation, if available])	Landesarbeitsgericht [Regional Labour Court] Hamm (14 Sa 157/08)
Key facts of the case (max. 500 chars)	The 37 year-old head of the football fan project of the First League club Schalke 04 in Gelsenkirchen was dismissed by his employer Gelsensport due to his activities for a concert agency that organised CD release parties of right-wing music groups. The social worker admitted his connections to the right-wing milieu, but insisted that he was not involved in any unlawful distribution of right-wing ideologies. The employer dismissed the man because of the high sensitivity of the job as head of a fan project which involves discussion with children about racism and xenophobia. The dismissed man took legal action against his dismissal.
Main reasoning/argumentation (max. 500 chars)	The decisive question in court was as to whether a social worker who plays extreme right-wing music as a DJ and organises music events for right-wing bands is apt to work for fan project aiming at counteracting right-wing extremist developments. The appeal court in Hamm confirmed the first instance ruling of the labour court Gelsenkirchen which held that such a dismissal without notice is in compliance with the law.
Key issues (concepts, interpretations) clarified by the case (max. 500 chars)	The appeal court argued that the fan project aims at, amongst others, combating extremist developments, stereotypes and xenophobia: As head of the fan project, the claimant also has to represent these principles towards other social institutions. For the court it was questionable whether the claimant is suitable to represent these values given that he did not only listen to this music in private, but also publicly contribute to communicating this music to the public without showing a critical attitude and ignoring the partially extreme right-wing content of the music
Results (sanctions) and key consequences or implications of the case (max. 500 chars)	The appeal court in Hamm held that the dismissal without notice was lawful as the claimant must have known the contradiction between his role as head of the fan project and his activities for the concert agency.

7.5. Positive initiatives

Title (original language)	Bündnis aktiver Fußball Fans (BAFF)
Title (EN)	Alliance of Active Football Fans
Organisation (original language)	Bündnis aktiver Fußball Fans (BAFF)
Organisation (EN)	Alliance of Active Football Fans
Government / Sports Organisation / Civil society	Civil society
Internet link	http://www.aktive-fans.de/
Addressed problem	Racism and xenophobia Anti-Semitism Other intolerance
Type of initiative	Awareness raising Training, education Cultural activity
Area of project	Professional sport Amateur sport
Main target group	Administrative staff sport federation Fans General public
Brief description	<p>The BAFF is a nationwide fan organisation, founded in 1993 with the primary objective to maintain a fan culture that has evolved over many decades and combines entertainment aspects with social integration and the struggle against racism and discrimination. To achieve these objectives, BAFF coordinates a nationwide network of about 4,000 members (partly organised in fan groups) that try to implement activities on the ground (e.g. through individual projects, fan magazines, websites). Twice a year, BAFF carries out a nationwide congress. BAFF has carried out various awareness raising and information campaigns and has organised an exhibition on racism and discrimination in football ("Tatort Stadion - Rassismus und Diskriminierung im Fußball", 2001) with respective workshops. The BAFF has also developed a Nine-Point Action Plan against Racism, which influenced the Ten-Point Plan of the DFB and the UEFA.</p> <p>BAFF is a member of the European network FARE.</p>

Title (original language)	Koordinationsstelle Fanprojekte (KOS)
Title (EN)	Coordination body for fan projects (KOS)
Organisation (original language)	Deutsche Sportjugend (dsj)
Organisation (EN)	German Sports Youth (dsj)
Government / Sports Organisation / Civil society	Sports organisation
Internet link	http://www.kos-fanprojekte.info/
Addressed problem	Racism and xenophobia Other intolerance
Type of initiative	Training, education Awareness raising Grassroots participation
Area of project	Professional sport Organised amateur sport
Main target group	Fans Administrative staff sport federation media
Brief description (max. 1000 chars)	Within the scope of the practical implementation of the National Concept Sports and Security (NKSS), the coordination body for fan projects (KOS) was established in 1993 at the <i>Deutsche Sportjugend</i> (dsj). It coordinates the information exchange between the currently 44 individual Fan Projects, develops curricula for training measures for the staff in Fan Projects and offers advice and information to the police, the football federations, the media, politicians and academic. Moreover, it seeks to enhance the number of fan projects that work according to the NKSS criteria in Germany.

Title (original language)	Fanprojekt Mainz e.V.
Title (EN)	Fan Project Mainz
Organisation (original language)	Fanprojekt Mainz e.V.
Organisation (EN)	Fan Project Mainz
Government / Sports Organisation / Civil society	Civil society
Internet link	http://www.fanprojekt-mainz.de/
Addressed problem	Racism and xenophobia Other intolerance
Type of initiative	Training, education Awareness raising
Area of project	Professional sport Grass roots participation
Main target group	Fans Youth (children, young people, students)
Brief description (max. 1000 chars)	The aim of this fan project, which was founded in 1994, is, amongst other things, to prevent and redress violence, racism, nationalistic and right-wing-extremist developments and attitudes in football. It also seeks to promote the integration of young football fans of Mainz 05 into the fan scene. Various activities are offered, ranging from education and training measures, practical assistance for young fans (e.g. providing accommodation) to awareness raising and PR activities that seek to promote mutual understanding between young fans and representatives of the Mainz 05, the police, the media and others. In March 2007, for instance, an action day against racism was initiated together with other fan groups

Title (original language)	Anti-Racism-Tools (ARCTOS)
Title (EN)	Anti-Racism-Tools (ARCTOS)
Organisation (original language)	Deutsche Sport Jugend (dsj)
Organisation (EN)	German Sports Youth (dsj)
Government / Sports Organisation / Civil society	Sports Organisation
Internet link	http://www.youth-sport.net/index.php?id=5340 http://www.dsj.de/downloads/Publikationen/Arctoshan_dbuchklein.pdf
Addressed problem	Racism and xenophobia Other intolerance
Type of initiative	Awareness raising Training, education
Area of project	Organised amateur sport
Main target group	Coaches
Brief description (max. 1000 chars)	Between 2003 and 2005, the dsj coordinated the international project ARCTOS (Anti-Racism-Tools) in cooperation with national sport federations in six other countries (Austria, the Czech Republic, Finland, Latvia, Norway and the United Kingdom). The main output of this project was a set of ten non-verbal video clips which show exemplary situations in which exclusion and racist ethnic discrimination occurred during, for instance, a training session or a sport lessons in school. These video clips are filmed without words, so that it can be used independent of the respective national language. The ARCTOS video set can be used in various ways; a handbook in German and English (translation in other languages is planned) provides detailed assistance in how coaches and trainers can deal accurately with discrimination.

Title (original language)	Bunte Kurve. Für Fußball – Gegen Rassismus und Diskriminierung
Title (EN)	“Coloured bend”. For football – against racism and discrimination
Organisation (original language)	Bunte Kurve. Für Fußball – Gegen Rassismus und Diskriminierung
Organisation (EN)	“Coloured bend”. For football – against racism and discrimination
Government / Sports Organisation / Civil society	Civil society
Internet link	http://www.bunte-kurve.de/
Addressed problem	Racism and xenophobia Other intolerance Anti-Semitism
Type of initiative	Training, education Awareness raising Cultural activity Grassroots participation
Area of project	Organised amateur sport
Main target group	Fans Media General public
Brief description (max. 1000 chars)	The starting point of this project was a series of racist attacks against the Nigerian player of FC Sachsen Leipzig, Adebowale “Ade” Ogungbure. As a reaction to these continuous insults, the campaign “Wir sind Ade!” was launched by fans of the football clubs FC Sachsen Leipzig and BSG Chemie Leipzig in April 2006. In September 2007, the solidarity campaign was transformed into the permanent fan project <i>Bunte Kurve</i> , supported by the City of Leipzig, the state government of Saxony and the German Football Federation (DFB). The aim of the project is to promote tolerance and combat any form of racism and discrimination. Within the scope of the initiative, numerous awareness raising and information events on discrimination and racism in football (e.g. the exhibition <i>Ballarbeit</i> about football and migration) and beyond the world of sport have been carried out. <i>Bunte Kurve</i> also actively participates in the FARE Action Weeks.

Title (original language)	„Am Ball bleiben - Fußball gegen Rassismus und Diskriminierung“
Title (EN)	“Am Ball bleiben” [stay attentive] – football against racism and discrimination”
Organisation (original language)	Deutsche Sport Jugend (dsj)
Organisation (EN)	German Sports Youth (dsj)
Government / Sports Organisation / Civil society	Sports organisation
Internet link	http://www.amballbleiben.org/
Addressed problem	Racism and xenophobia Other intolerance
Type of initiative	Training, education Awareness raising
Area of project	Professional sport Organised amateur sport Youth sport
Main target group	Administrative staff sport club Administrative staff sport federation Fans
Brief description (max. 1000 chars)	<p>The national project <i>Am Ball bleiben – Fußball gegen Rassismus und Diskriminierung</i>, coordinated by the <i>Deutsche Sportjugend</i> (dsj), was launched in 2007 with the primary aim to enhance the struggle against racism and discrimination in professional and amateur football. The main activities, carried out within the project, are:</p> <ul style="list-style-type: none"> ▶ mapping and presenting good practice projects, ▶ support of local and regional networks and projects against racism and rightwing extremism, ▶ carrying out various information events and training measures on (anti-)racism and (anti-)discrimination primarily for multipliers within football federations, clubs and fan organisations. <p>The project office also acts as a contact and cooperation partner for actors active in the area of racism and football and has published brochures with recommendations on how to effectively redress and prevent racism and discrimination in football clubs. The three-year projects is funded by the DFB and the Federal Ministry for Family, Seniors, Women and Youth.</p>

Title (original language)	Kontra geben – gegen Fremdenfeindlichkeit und Rechtsradikalismus im Sport
Title (EN)	Talk back – against xenophobia and right-wing radicalism in sports
Organisation (original language)	Deutsche Sport Jugend (dsj) Bundeszentrale für politische Bildung (bpb)
Organisation (EN)	German Sports Youth (dsj) Federal Agency for Civic Education (bpb)
Government / Sports Organisation / Civil society	Sports Organisation Government
Internet link	http://www.kontra-geben.de/ http://www.dsj.de/cgi-bin/showcontent.asp?ThemaID=115
Addressed problem	Racism and xenophobia
Type of initiative	Training, education Awareness raising
Area of project	Organised amateur sport Youth sport
Main target group	Coaches General public Youth (children, young people, students)
Brief description (max. 1000 chars)	The multimedia training tool was developed by the dsj in cooperation with BpB. The aim of the project is to support trainers and coaches in “talk back” when they encounter a racist and xenophobic situation in the sport club. The tool kit contains an informative and comprehensive handbook with background information and an interactive CD-ROM with eight film clips. The film clips show eight specific problematic situations to which the user is asked to respond using the included headset. The user can try different responses and reactions and receives a feedback back from a “learning partner”. The interactive programme aims to help the user develop competence that should enable him/her to react accurately in similar situations in real life. This learning tool has become a compulsory element in many (further) qualification measures for coaches and trainers in numerous sport federations. The tool box can be ordered for 10 EUR at the dsj; currently the dsj is planning to provide an online version of the interactive training.

Title (original language)	Rechtsextremismus im Sport – NICHT MIT UNS!
Title (EN)	Right-wing-extremism in sports – NOT WITH US
Organisation (original language)	Landessportbund Thüringen
Organisation (EN)	Thuringia State Sport Federation
Government / Sports Organisation / Civil society	Sports Organisation [in cooperation with government and civil society]
Internet link	http://www.thueringen-sport.de/
Addressed problem	Racism and xenophobia Ant-Semitism
Type of initiative	Awareness raising Codes of ethics, codes of conduct
Area of project	Organised amateur sport Professional sport Youth sport Grassroots participation
Main target group	Administrative staff sport club Coaches
Brief description	The brochure <i>Right-wing-extremism in Sport – Not with us</i> was compiled by the Thuringia State Sport Federation in cooperation with State Ministry for Social Affairs, Family and Health and non-governmental organisation MOBIT. It was distributed among all sports clubs and federations in Thuringia in early 2008. The brochure provides assistance to officials of sport clubs, coaches, supervisors and other relevant actors of sport clubs in addressing the problem of right-wing extremism within the context of their sport clubs. It contains concrete recommendations, for instance, on how to amend the club's statutes and other regulations in order to create a strong legal basis for keeping extreme right-wing people out of the club – as member and officials but also as fans during sport events or other events of the club. The brochure contains information on extreme right-wing codes and symbols and – most importantly – concrete model statutes and other model regulations (e.g. on the prohibition of extreme right-wing symbols and racist slogans), which can be used by the individual club as guidelines for re-wording of the clubs statutes and other regulations.

Title (original language)	START – Sport überspringt kulturelle Hürden
Title (EN)	START – sport jumps over cultural barriers
Organisation (original language)	Landessportbund Hessen
Organisation (EN)	State Sport Federation Hesse
Government / Sports Organisation / Civil society	Sports organisation [in cooperation with government]
Internet link	http://www.landessportbund-hessen.de
Addressed problem	Under-representation of minorities
Type of initiative	Training, education Support, advice to immigrants/minorities Community cohesion – social integration Intercultural dialogue
Area of project	Women's sport
Main target group	Women Migrants
Brief description (max. 1000 chars)	<p>This project is aimed at women with a migration background, especially Muslim women, to encourage and motivate them to do sports and get to know the sport offers in their neighbourhood – also with the explicit aim to foster their social contacts. Within the scope of the initiative, courses in gymnastics, information events and language courses are offered. The project, which is funded by, amongst others, the Hesse State Ministry of the Interior, has been carried out in several cities in Hesse since 2002. In 2005, the project was awarded the Prize for Integration by the Hesse State government for its particularly successful integration project.</p>

Title (original language)	Spin – Sport interkulturell
Title (EN)	spin – sport intercultural
Organisation (original language)	Stiftung Mercator und Sportjugend NRW
Organisation (EN)	Foundation Mercator and Sport Youth of North Rhine-Westphalia
Government / Sports Organisation / Civil society	Civil society and sports organisation
Internet link	http://www.stiftung-mercator.org/cms/front_content.php?idcat=75
Addressed problem	Under-representation of minorities
Type of initiative	Training, education Support, advice to immigrants/minorities Community cohesion – social integration Diversity management
Area of project	Women's sport
Main target group	Women Migrants Administrative staff sport club
Brief description (max. 1000 chars)	<p>The Project was launched in summer 2007 in North-Rhine Westphalia (NRW) and is coordinated by Mercator Foundation and the <i>Sportjugend NRW</i>. The four-year pilot project addresses the issue of under-representation of migrant girls in organised sport and aims at supporting sport clubs in finding new members and recruiting new officials with a migration background.</p> <p><i>Spin</i> targets especially migrant girls and encompasses manifold sport activities (gymnastics, dancing, ball games, self-defence courses), supervised by female trainers with a migration background; these sport offers are supplemented by, amongst others, language course and specific qualification and training measures for young migrant women aiming to enable them to obtain official positions in the sport clubs. Moreover, sport clubs that participate in the pilot project are assisted in developing tailor-made offers for young migrants.</p>

Title (original language)	Dem Ball is' egal, wer ihn tritt
Title (EN)	"The ball doesn't care who kicks it"
Organisation (original language)	Dem Ball is' egal wer ihn tritt e.V.
Organisation (EN)	"The ball doesn't care who kicks it" (registered association)
Government / Sports Organisation / Civil society	Civil society [in cooperation with government and sports organisation]
Internet link	http://www.demballlegal.de
Addressed problem	Racism and xenophobia Anti-Semitism Other intolerance
Type of initiative	Awareness raising Training, education
Area of project	Professional sport Organised amateur sport
Main target group	Fans General public Youth (children, young people, students) Teachers
Brief description (max. 1000 chars)	<p>This initiative, which started as a fan project of the football club Schalke 04, targets especially young people who are interested in football. It strives to develop strategies to prevent and counteract racism in football. In 2003, for instance, a CD-ROM was compiled and distributed among secondary schools in North Rhine-Westphalia, which is meant to be used as basis for teaching and discussing racism and discrimination using the example of football.</p> <p>Moreover, the campaign "show racism the red card" ("Zeig Rassismus die Rote Karte") was initiated: in cooperation with the DFB and the German Football League (DFL), some 750.000 red cards were distributed and displayed in the stadiums of the professional football teams in Germany.</p> <p>The project "Dem Ball is' egal, wer ihn tritt" is supported by several organisations such as the DFB, the Federal Ministry of the Interior of NRW, the football clubs Schalke 04 and 1. FC Köln; it is also member of FARE.</p>

Title (original language)	Interkulturelles Konfliktmanagement im Fußball
Title (EN)	Intercultural conflict management in football
Organisation (original language)	Hessischer Fußballverband
Organisation (EN)	Hesse State Football Federation of Hesse
Government / Sports Organisation / Civil society	Sports Organisation [in cooperation with government]
Internet link	http://www.hfv-online.de/index.php?id=992
Addressed problem	Racism and xenophobia Other intolerance Anti-Semitism
Type of initiative	Training, education Awareness raising Diversity management
Area of project	Organised amateur sport Youth sport
Main target group	Coaches Players / athletes Referees Administrative staff sport club Youth (children, young people, students)
Brief description (max. 1000 chars)	<p>The aim of the programme Intercultural conflict management, which was launched in 1998, is to enable all relevant actors in football clubs in Hesse to constructive “intercultural conflict management” and prevention of violence (primarily) in football. Within the scope of this long-term project, activities have been carried out, such as qualification measures for referees, coaches and officials and the implementation of quality standards for the intercultural activities in clubs. During the first ten years of the programme, more than 10,000 people participated in qualification measures and 56 specialised conflict managers were trained.</p> <p>The initiative is also supported by <i>Hessische Sportjugend</i>, the Hesse Football Federation (HFV), the City of Frankfurt and the Federal Ministry of Family Affairs, Senior Citizens, Women and Youth within the scope of the governmental programme <i>Vielfalt tut gut</i>.</p>

Title (original language)	Schleswig-Holstein (SH) Kickt Fair
Title (EN)	Schleswig-Holstein plays fair
Organisation (original language)	Schleswig-Holsteinischer Fußball-Verband
Organisation (EN)	Schleswig-Holstein State Football Federation
Government / Sports Organisation / Civil society	Sports Organisation
Internet link	http://www.shfv-kiel.de/fussball/88-Schleswig-Holstein+Kickt+Fair.html
Addressed problem	Racism and xenophobia Other intolerance
Type of initiative	Training, education Awareness raising
Area of project	Organised amateur sport
Main target group	Administrative staff sport club Administrative staff sport federation Coaches Players / athletes Referees Fans
Brief description (max. 1000 chars)	<p>The initiative of the Schleswig-Holstein Football Federation has been operating since the beginning of 2007 with the objective promote tolerance, the fair play principles, non-discrimination and the participation of all people irrespective of their origin or skin colour.</p> <p>The main activities in the context of anti-racism and intercultural competence are, amongst others, the systematic documentation and analysis of relevant incidents of racism, xenophobia and discrimination, the development and carrying out of conflict management and intercultural training measures, mediation for players and football clubs in case of conflicts and other forms of support for football club (e.g. on the implementation of prevention measures).</p> <p>The main target groups are officials in the football clubs, referees, players and coaches, but also spectators, parents and teachers and students.</p> <p>The Schleswig-Holstein football federation cooperates closely with the regional football organisations and clubs.</p>

Title (original language)	Dialog & Vernetzung
Title (EN)	Dialogue & Networking
Organisation (original language)	Deutscher Fußball-Bund (DFB) Bündnis für Demokratie und Toleranz
Organisation (EN)	German Football Federation Alliance for Democracy and Tolerance
Government / Sports Organisation / Civil society	Sports organisations Civil society
Internet link	www.dfb.de http://www.buendnis-toleranz.de
Addressed problem	Racism and xenophobia
Type of initiative	Awareness raising
Area of project	Organised amateur sport Professional sport Youth sport
Main target group	Administrative staff sport club General public
Brief description (max. 1000 chars)	With the core aim to enhance the cooperation of civil society actors and actors in the realm of football, the DFB working group <i>For Tolerance, and Recognition against Racism and Discrimination</i> and the national NGO <i>Bündnis für Demokratie und Toleranz</i> initiated the project <i>Dialog & Vernetzung</i> [Dialogue & Networking]. Existing networks and cooperation activities in the thematic context of anti-racism and anti-discrimination between actors of football and the civil society are being systematically mapped and examined in Bavaria and Saxony. The results will be used to identify 'ideal-typical' conditions for such networks with the long-term goal to initiate new and strengthen existing cooperation and dialogue networks.

Title (original language)	Sport interkulturell
Title (EN)	Sport intercultural
Organisation (original language)	Deutscher Olympischer Sportbund (DOSB)
Organisation (EN)	German Olympic Sport Federation (DOSB)
Government / Sports Organisation / Civil society	Sport organisations
Internet link	http://www.dosb.de
Addressed problem	Under-representation of migrants
Type of initiative	Training, education Awareness raising
Area of project	Organised amateur sport Professional sport Youth sport
Main target group	Administrative staff sport club coaches
Brief description (max. 1000 chars)	<p>The project <i>Sport interkulturell</i> is an exemplary intercultural qualification initiative, carried out by several regional sport federations within the framework of the programme <i>Integration through Sport</i>. Similar to other activities that address the previously mentioned lack of intercultural awareness of many sport clubs, <i>Sport interkulturell</i> aims at removing barrier in the access to sport clubs for migrants. Since 2006, numerous seminars and training measures have been organised primarily for representatives of selected sport clubs that function as multipliers within the <i>Integration through Sport</i> programme (<i>Stützpunktvereine</i>).</p> <p>In these qualification measures coaches learn about new didactic methods on how to take cultural diversity into account, how to promote values like tolerance in their training sessions, on how to deal with intercultural misunderstandings and conflicts and how to address and encourage the target groups of migrants to participate in sport clubs. Moreover, these qualification programmes seek to enhance the participation of migrants in official positions in the sport clubs.</p>

Title (original language)	Sport! Jugend! Agiert !
Title (EN)	Sport! Youth! Acting!
Organisation (original language)	Deutsche Sportjugend (Dsj)
Organisation (EN)	German Sport Youth (dsj)
Government / Sports Organisation / Civil society	Sport organisations
Internet link	http://www.sport-jugend-agiert.de/
Addressed problem	Racism and xenophobia
Type of initiative	Training, education Awareness raising Diversity management Codes of ethnics, code of conduct
Area of project	Organised amateur sport Professional sport Youth sport
Main target group	Administrative staff sport club Administrative staff sport federation Coaches Media General public
Brief description (max. 1000 chars)	Within the scope of the umbrella programme <i>Sport! Jugend! Agiert!</i> various initiatives have been launched that aim at convey information on different manifestations of right-wing extremism and practical strategies to redress them in the daily work of sport clubs: a nationwide pool of experts that offers advice and support to sport clubs is being set up, qualification modules are being implemented in the training measures for coaches, instructors and trainers, model anti-racism paragraphs and regulations that can be incorporated into the statutes of sport federations and clubs have been developed. Currently a brochure on <i>Dealing with Right-Wing Extremism in Sport</i> is being prepared, which seeks to support sport federations and clubs in their anti-racist work on the ground.

Title (original language)	Mobile Interventionsteams gegen Rechtsextremismus in Hessen Hessen
Title (EN)	Mobile Intervention Teams against Right-wing Extremism in Hesse
Organisation (original language)	Sportjugend Hessen
Organisation (EN)	Sport Youth Hesse
Government / Sports Organisation / Civil society	Sports organisations
Internet link	http://www.sportjugend-hessen.de
Addressed problem	Racism and xenophobia
Type of initiative	Awareness raising [support of sport clubs]
Area of project	Organised amateur sport Professional sport Youth sport
Main target group	Administrative staff sport club General public
Brief description (max. 1000 chars)	<p>Within the scope of the governmental funding programme <i>Kompetent. Für Demokratie</i>, counselling networks that offer expert advice and support to local actors in combating xenophobia and extreme right-wing developments have been set up in all 16 <i>Länder</i>; in several <i>Länder</i> sport federations actively participate in these networks. In Hesse, for instance, the <i>Sportjugend Hessen</i>, member of the state-wide counselling network, runs the <i>Mobile Intervention Team against Right-wing Extremism in Sport</i>. The activities of this intervention team range from de-escalation after racist and anti-Semitic conflicts in sport clubs to providing support and advice to clubs on issues like discrimination, racism, anti-Semitism (e.g. amending statutes, introducing a non-discrimination codex for coaches, adopting joint declarations). In addition to its counselling work, the <i>Sportjugend</i> carries out various preventive measures, sport and information events.</p>

Title (original language)	Interkulturelle Kompetenzsteigerung des Trainerstabs
Title (EN)	Enhancing the intercultural competence of coaches
Organisation (original language)	VfL Westercelle (Fußballabteilung)
Organisation (EN)	Sport club VfL Westercelle (football department)
Government / Sports Organisation / Civil society	Sports organisation
Internet link	www.sport-integriert-niedersachsen.de/wai1/pmain.asp www.vflfussball.de
Addressed problem	Under-representation of migrants
Type of initiative	Training, education
Area of project	Organised amateur sport Youth sport
Main target group	Administrative staff sport club coaches
Brief description (max. 1000 chars)	The football department of the sport club VfL Westercelle in Celle (Lower Saxony) carried out a qualification measures for coaches that sought to enhance their intercultural competence. The explicit objective of the club was to “open” the club for “people from other countries and cultures”. A two-day workshop for coaches and sport supervisors was carried out in August 2008. Through theoretical input, exchange of personal experiences and practical exercises the approx. 25 participants should develop their intercultural competence for their every-day work.

Title (original language)	Bewegung und Gesundheit – mehr Migrantinnen in den Sport
Title (EN)	In Motion and Health – more migrant women in sports
Organisation (original language)	Deutscher Olympischer Sportbund (DOSB) und Bundesministerium für Gesundheit
Organisation (EN)	German Olympic Sports Federation and Federal Ministry for Health
Government / Sports Organisation / Civil society	Government and Sports Organisation
Internet link	http://www.dosb.de/de/sportentwicklung/frauen-im-sport/themenfelder/migrantinnen-im-sport/
Addressed problem	Under-representation of minorities
Type of initiative	Community cohesion – social integration Intercultural dialogue
Area of project	Organised amateur sport Women's sport
Main target group	Women Migrants
Brief description (max. 1000 chars)	In late 2008, the DOSB launched the new network project "In Motion and Health – more migrant women in sports", supported by the Federal Health Ministry. The two and half year project, which is carried out in five sport federations (Deutscher Turnerbund, Deutscher Ju-Jitsu Verband, Deutsche Lebens-Rettungs-Gesellschaft, Landessportverband Baden-Württemberg, Sportjugend des Landessportbundes Berlin), aims at improving the access of migrant girls and women to sport by supporting sport clubs in their endeavours to adjust their sport offers to the needs of this specific target group. Moreover, intercultural awareness raising measures are essential elements of this programme. Therefore there is a combination of sport specific and/or health orientated course offers and additional offers as, for instance, language courses.

Title (original language)	Fortbildung zur Interkulturellen Sportassistentin
Title (EN)	Further training programme "intercultural (female) sport assistant"
Organisation (original language)	Sportamt München (Stadt München), Münchner Sportjugend (Bayerischer Landessportbund)
Organisation (EN)	Sport department within the municipality of Munich, Munich Sport Youth (Bavarian State Sport Federation)
Government / Sports Organisation / Civil society	Government, sports organisation
Internet link	http://www.muenchen.de/cms/prod1/mde/de/rubriken/Rathaus/80_scu/25_sport/aktuell/sportassistentin.pdf
Addressed problem	Under-representation of minorities
Type of initiative	Training, education
Area of project	Women's sport
Main target group	Women Migrants
Brief description (max. 1000 chars)	In 2008, this project offered for the first time the training programme "intercultural sport assistants" for the target group of migrant girls and women (aged 16 or older) who are interested in becoming a sport trainer or supervisor. This training programme encompasses 42 units (45 min) covering various sport-related, pedagogical and organisational (practical and theoretical) aspects and seeks to prepare (young) women with a migration background to train and supervise sport groups. The programme is offered (almost) free of charge and is carried out by the City of Munich and the Munich <i>Sportjugend</i> (of the Bavarian State Sport Federation (BLSV)).

Title (original language)	Integration durch Sport
Title (EN)	Integration through Sport
Organisation (original language)	Deutscher Olympischer Sportbund (DOSB) Bundesministerium des Innern
Organisation (EN)	German Olympic Sports Federation (DOSB) Federal Ministry of the Interior
Government / Sports Organisation / Civil society	Sports Organisation Government
Internet link	http://www.integration-durch-sport.de/
Addressed problem	Under-representation of minorities
Type of initiative	Community cohesion – social integration Training, education Intercultural dialogue
Area of project	Organised amateur sport
Main target group	Migrants
Brief description (max. 1000 chars)	<p>The nationwide programme <i>Integration through Sport</i> is the largest initiative in the area of sport and integration in Germany pursuing the aim of promoting the integration <i>through</i> and <i>in</i> sport and fostering mutual recognition and understanding between people of different origins. The programme is coordinated by the DOSB and funded by the Federal Ministry of the Interior. In order to facilitate the implementation of the programme on state, regional and local level, coordinators have been set up in all 16 state sport federations (<i>Landessportbund</i>). Currently, more than 1,900 (mainly amateur) sport groups with some 36,000 people are involved in one of the numerous projects carried out within the scope of the programme; more than half of the people that are reached are migrants. The programme seeks to support integration activities on the local level and in sport clubs through several "integration modules", such as qualification and further training measures to enhance intercultural competence and conflict management skills or local sport offers that complement the integration work of the local sport clubs on the regional, Land or federal level.</p>

Title (original language)	Bunt kickt gut! <i>Die interkulturelle Münchner Strassenfußball-Liga</i>
Title (EN)	Intercultural street football league in Munich
Organisation (original language)	Initiativgruppe e.V. /IG Feuerwache Amt für Wohnen und Migration der Landeshauptstadt München
Organisation (EN)	Initiative group e.V. Department Housing and Migration in the municipality of the City of Munich
Government / Sports Organisation / Civil society	Government Civil Society
Internet link	www.buntkicktgut.de
Addressed problem	Racism and xenophobia other intolerance
Type of initiative	Awareness raising Support, advice to immigrants/minorities Community cohesion- social integration Intercultural dialogue
Area of project	Non-organised amateur sport (street sport) youth sport grassroots participation
Main target group	Youth (children, young people) asylum seekers, refugees migrants
Brief description (max. 1000 chars)	<p>"buntkicktgut" is an 'open' intercultural street football league with some 95 teams (outside the regular leagues of organised football) that seeks to foster social integration, tolerance and intercultural understanding. It started as a grassroots initiative with only individual street football events. The initiative aims especially at supporting the social integration of young immigrants with a particular focus on young refugees and asylum seekers aged between eight and 21. Furthermore, the project pursues the objective of preventing youngsters from juvenile delinquency.</p> <p>The street football league is supported by the Bavarian State Football Federation; in the meantime, similar projects have been initiated in other regions in Germany and abroad.</p>

Title (original language)	„Anti-Graffiti“ Projekt
Title (EN)	„Anti-Graffiti“ Project
Organisation (original language)	Deutscher Fußball-Bund (DFB) together with Fußballverband Sachsen Anhalt and Berliner Fußballverband
Organisation (EN)	German Football Federation together with the regional football federations in Lower Saxony and Berlin
Government / Sports Organisation / Civil society	Sports Organisation
Internet link	www.dfb.de
Addressed problem	Racism and xenophobia Anti-Semitism Other intolerance
Type of initiative	Awareness raising
Area of project	Organised amateur sport Professional sport
Main target group	Administrative staff sport club/federation
Brief description (max. 1000 chars)	The DFB together with the two regional federations in Lower Saxony and Berlin call upon their affiliated football clubs in the two <i>Länder</i> to report and remove racist, anti-Semitic and discriminatory smearings and graffiti in their sport facilities. The costs for removing the smearings were covered by the DFB. Given a successful feedback, the DFB announced that it would carry out similar initiatives in all football clubs across Germany.

Title (original language)	Fußball ohne Abseits – Soziale Integration von Mädchen durch Fußball
Title (EN)	Football without offside – social integration of girls through soccer
Organisation (original language)	Deutscher Fußballbund (DFB)
Organisation (EN)	German Football Federation
Government / Sports Organisation / Civil society	Sports Organisation
Internet link	www.fussball-ohne-abseits.de
Addressed problem	Under-representation
Type of initiative	Training, education
Area of project	Organised amateur sport, youth sport
Main target group	Youth (children, young people, students), mainly girls
Brief description (max. 1000 chars)	<p>„Fußball ohne Abseits“ was launched in 2006, supported by the German Football Federation. It aims to encourage and motivate young girls to play football and, by doing so, to promote the social integration of young migrants on the local level and in sport clubs. These objectives should be accomplished through, amongst others:</p> <ul style="list-style-type: none"> ▶ Enhanced cooperation between schools and sport club ▶ Regular football offers for girls in the context of primary school sports and local school football tournaments ▶ Qualification measures for young female supervisors and trainer assistants in football <p>Currently, the project is carried out in ten selected cities, with a particular focus on neighbourhoods characterised by a high risk of social exclusion and social disadvantages.</p>

7.6. List of sources

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