

# **Final report of the Cabinet Committee for the fight against right-wing extremism and racism**

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## **I. Preamble**

In recent years, the growing right-wing extremist threat has resulted in many right-wing extremist and racist criminal and violent offences. The most shocking examples of this are the dreadful attacks in Halle and Hanau and the murder of a regional commissioner of Kassel, Dr Walter Lübcke. In 2020 alone, a total of 23,604 right-wing extremist crimes were recorded. This state of affairs directly goes against our free democratic basic order and our vision of an open, plural society that offers equal opportunities for all. The Federal Government sees countering this development as one of its core tasks.

Discrimination, right-wing extremist endeavours, and racist, antisemitic and other ideologies promoting inequality are not only an attack on social cohesion, but also impact social harmony in this country in a way that cannot be tolerated. The Federal Government therefore sees combating right-wing extremism, racism, antisemitism and all other forms of group-focused enmity, hand in hand with protecting our free democratic basic order, as an ongoing long-term task for society as a whole that is a top political priority. Violence, contempt and discrimination resulting from antisemitism, antigypsyism, hostility towards Islam and Muslims, anti-Black racism, anti-Asian racism and all other forms of group-focused enmity are completely unacceptable for the Federal Government. There is no place for them in Germany. This stance includes the different manifestations of marginalisation and vilification, ranging from violence and verbal attacks directed against specific people to group-focused hate campaigns and assaults.

The Federal Government is firmly convinced that right-wing extremism, racism and antisemitism can only be combated with a broad-based political approach which has preserving and protecting our resilient democracy at its heart. This core task calls not just for strong government, but also for a vibrant civil society with strong citizens who will not tolerate extremist, antisemitic or racist ideology and who confront such behaviour with bravery. Policies to combat right-wing extremism, racism and antisemitism need support from the whole of society. They require highly developed, tireless long-term commitment to the cause from civil society, but also strong, resolute security authorities. The Federal Government strives to strengthen the resilience of our democracy with targeted prevention work and measures aimed at supporting and cooperating with civil society, preventing discrimination and promoting equal opportunities in order, ultimately, to defend our inclusive society. Part of this is creating equivalent living conditions, secure life and job prospects, a good education system and social security for all of the different stages of life. Businesses serve as role models in handling right-wing extremism, racism and conspiracy theories. Working together on the basis of equality and cooperation in workforces that reflect the diversity of society strengthens participation and the democratic spirit.

Democracy needs mature citizens to flourish; citizens who see themselves as stakeholders in society and politics and who represent their interests in political parties, organisations, initiatives and all the other institutions that form the basis of a representative democracy. They enter into debate, reach compromises and reconcile interests through democratic processes. Democracy must be promoted. This means, among other things, that even children and young people need to experience and learn about democracy. Teaching about democracy and its processes and institutions should be ongoing. We must build networks of democratic actors, projects and institutions, and initiate and strengthen civic education and political action. In addition, we must create opportunities for participation and we must establish and strengthen the skill of reflecting on information.

In March 2020, the Federal Government set up a Cabinet Committee for the fight against right-wing extremism and racism, partly in response to the right-wing extremist, racist and Islamophobic attack in Hanau on 19 February 2020, in which nine young people with immigrant backgrounds were murdered. This is a clear political signal by the Federal Government that it intends to take ongoing action at the highest political level to resolutely drive forward the fight against right-wing extremism, racism and antisemitism. It shows that the Federal Government shares an important priority with civil society, in particular the organisations representing those affected by right-wing extremism, racism and antisemitism, as well as people with an immigrant background. By introducing new initiatives and measures at the highest level, the Cabinet Committee is building on work already done by the Federal Government to combat right-wing extremism, racism and antisemitism, and on programmes and projects aimed at helping manage integration, diversity and social cohesion. The Federal Government is particularly committed to improving protection and support for those affected by racial discrimination, to emphasising the value of a diverse society that offers equal opportunities for all, and to strengthening opportunities for participation for people with an immigrant background.

The work of the Cabinet Committee is based on a broad understanding of racial discrimination as defined in the United Nations International Convention on the Elimination of All Forms of Racial Discrimination (ICERD) of 21 December 1965. This definition encompasses “any distinction, exclusion, restriction or preference based on race, colour, descent, or national or ethnic origin which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise, on an equal footing, of human rights and fundamental freedoms in the political, economic, social, cultural or any other field of public life.”

The Cabinet Committee has drawn up a comprehensive, varied catalogue of measures (see Annex A) which was passed on 25 November 2020 and was adopted by the Federal Cabinet on 2 December 2020. The catalogue of measures reflects in particular the four action areas set forth

in the first report of the Cabinet Committee for the fight against right-wing extremism and racism of 20 May 2020 (see Annex B):

1. Generating a greater awareness of racism as a phenomenon that affects society as a whole and improving state structures to fight racism and right-wing extremism; stepping up cooperation between the security authorities, the judiciary, and relevant state and civil society bodies; and improving empirical data.
2. Extending and stepping up work within the regular structures across society to prevent right-wing extremism and racism, antisemitism, hostility towards Muslims, and all other forms of group-focused enmity, including online. Further developing political education and work to promote democracy.
3. Extending the support for those affected by racial discrimination and those in their social environment; ensuring effective protection for victims and enhancing structures to fight racism in the long term.
4. Recognising and valuing a diverse society that offers equal opportunities for all, and strengthening opportunities for participation for people with an immigrant background.

These measures build on the package of measures for fighting right-wing extremism and hate crime, which was passed on 30 October 2019 and which has for the most part already been implemented, to draw up and implement targeted, wide-ranging interministerial measures to combat right-wing extremism, racism and antisemitism. The Federal Government's objective is a joint effort to push back against these things. The implementation of the catalogue of measures will not mark an end to the fight; combating right-wing extremism, racism and antisemitism will be an ongoing task for government. The governing coalition has agreed that a Federal Government Commissioner is to be appointed in 2022 for the fight against racism.

The Federal Government is providing more than one billion euro in the years 2021 to 2024 to fund the fight against right-wing extremism, racism and antisemitism. In the 2021 federal budget, at the suggestion of the Federal Government, a further 150 million euro were allocated for implementing the Cabinet Committee resolution. The ministries and units involved in the Cabinet Committee will independently, quickly and resolutely implement the projects agreed in the catalogue of measures. The ongoing implementation of the individual measures will take place within the framework of current budget and financial planning. This final report is an opportunity for the members of the Cabinet Committee to provide ongoing information on the individual measures in this catalogue and on the initial steps taken to implement them.

## **II. Working methods of the Cabinet Committee**

The catalogue of measures for combating right-wing extremism, racism and antisemitism was compiled with the involvement of a wide range of stakeholders at federal level and from civil

society and migrant organisations. Relevant academic expertise was also included. It was a top priority for the Cabinet Committee to hear a wide range of perspectives.

Alongside the Federal Government, the states also have a key role to play in combating right-wing extremism, racism and antisemitism, for example through cooperation in the fields of domestic security, justice, prevention, integration and education. The states were therefore given the opportunity to contribute their perspective and suggestions to the Cabinet Committee's work, initially using a written survey. A meeting of federal and state government representatives was organised for 19 August 2020. In view of the COVID-19 pandemic, 35 participants at State Secretary and Minister of State level attended the meeting in person at the Federal Ministry of the Interior, Building and Community, while further representatives from the fields of domestic security, prevention, integration and education from all 16 federal states took part by video link. Participants in the meeting discussed and developed important new ideas and approaches for the further work of the Cabinet Committee and the work of the Federal Government to combat right-wing extremism, racism and antisemitism.

In the Cabinet Committee's second meeting, its members consulted representatives of civil society, migrant organisations and the research community. This consultation provided useful ideas which were incorporated into the compilation of the catalogue of measures. Civil society, particularly organisations supporting those affected by right-wing extremism, racism and antisemitism and those with an immigrant background, had been involved in advance as part of a multi-stage participation process. Initially, the Cabinet Committee invited more than 80 stakeholders from civil society and migrant organisations to be involved in the work of the Cabinet Committee by providing written comments. Some 50 civil society stakeholders took part in this process and were subsequently invited to a preliminary consultation at State Secretary or Minister of State level on 20 August 2020 to discuss the ongoing work of the Cabinet Committee and to outline their position.

Alongside the consultation with migrant organisations and representatives of civil society, it was also important to the Cabinet Committee to involve experts from the research community in its work. Members of the research community were therefore also consulted and questioned during the second meeting of the Cabinet Committee. Prior to this, the Cabinet Committee organised a preliminary consultation, held on 24 August 2020 at the Federal Ministry of Education and Research, in which 12 participants contributed their academic expertise to the work of the Cabinet Committee.

Comprehensive documentation of the meeting of federal and state government representatives and the two preliminary consultations is attached as Annex C.

### **III. Resilient democracy and the prevention of extremism at all levels: working together to combat right-wing extremism, racism and antisemitism**

Protecting our resilient democracy against the threat posed by right-wing extremism, racism and antisemitism is a top priority for the Federal Government. This task calls for cooperation between an effective State with attentive security authorities, and a vibrant civil society with committed, active citizens and civil society organisations which stand up for our democracy. More targeted measures to promote and expand opportunities for civil society stakeholders and government institutions to work together are therefore being put in place at various levels. We can counter the enemies of our democracy more effectively by working together.

#### ***Federal Ministry of the Interior, Building and Community***

Improved cooperation between security authorities and victim aid and civil society institutions is a priority for the Federal Ministry of the Interior, Building and Community as a means of better preventing right-wing extremist endeavours in advance. Coordinated, coherent action by all stakeholders can enable targeted prevention of right-wing extremist crimes, directly improving the security of people in Germany. Improved dialogue among the different stakeholders can also boost victims' trust in government institutions, increase willingness to report offences, help reduce the number of unreported attacks, and promote increased sensitivity on the part of the authorities to the concerns of victims of racist offences.

A comprehensive approach encompassing a range of individual but interdependent projects from the catalogue of measures aims to ensure improved cooperation between the security authorities and civil society.

A central contact and advisory office is to be established within the remit of the Federal Ministry of the Interior, Building and Community to provide the relatives and those in the immediate social environment of people who are at risk of becoming right-wing extremists with low-threshold initial counselling services. This creates a nationwide central point of contact for the first time that will guarantee those seeking help receive initial counselling and are referred to established local counselling services. As well as providing referral consultations, the counselling service will develop binding quality standards for deradicalisation work in the context of right-wing extremism and will ensure that those seeking help receive professional counselling, regardless of where they live. The Federal Ministry of the Interior, Building and Community will support the new counselling service by organising regular networking events for security authorities and civil society stakeholders.

Everyday racism is a problem that affects society as a whole. This might also affect employees of public institutions. The vast majority of people working in these bodies are committed to the Basic Law and to our free democratic values. The small number of exceptions tarnish the reputation of this considerable majority. A comprehensive study of everyday racism is to be

conducted, investigating the development and prevalence of discriminatory behaviour in society, in business and industry, and in public institutions. The aim is to ascertain the motives behind racist mindsets and to use the subsequent monitoring process to record the extent of these mindsets.

The annual networking event organised by the Federal Ministry of the Interior, Building and Community will be supplemented by the establishment of a confidence-building format for discussion among security authorities and civil society initiatives active in the prevention of right-wing extremism. A two-day conference will be held twice per year. It will include in-depth discussion between civil society actors at federal and state level and representatives of government agencies, particularly federal and state security authorities. At the same time, strategic questions regarding the fight against right-wing extremism and the options for closer cooperation will be considered. The Federal Ministry of the Interior, Building and Community has begun the necessary preparation work.

The Ministry is also launching a research project focusing on improving cooperation between the police and civil society in matters of prevention and law enforcement. As well as examining the legal framework and discussing concrete formats for cooperation, the research project will also look at international experience from other states in the EU and the G7. The Federal Ministry of the Interior, Building and Community began preparing the organisation and design of the study as soon as the catalogue of measures was adopted. Work is due to start on the study, which is to run for three years, during the current legislative period.

The Federal Ministry of the Interior, Building and Community has begun work on setting up the national Roma contact point as an interministerial coordination office, as agreed in the EU Roma Strategy 2020-2030. The contact point is responsible for general coordination of the strategy, which aims to achieve equality for the Roma population in the EU. It will also be tasked with evaluating the political measures and strategies aimed at combating antigypsyism, working together with civil society to do so. The first reconciliation rounds on the tasks and structure of an independent (civil society) monitoring and information body are already under way. This body will be responsible for recording racist, and particularly antigypsy, assaults.

To guarantee the long-term quality and effectiveness of prevention work receiving public funding in the areas of extremism prevention and civic education, ongoing scientific monitoring and evaluation is essential. The aim is to ensure that funded projects are of a high quality, are effective over time, and are innovative and transferable. To achieve this, processes and methodological approaches for scientific monitoring and evaluation are being refined and new forms of quality assurance are being created. An independent research institution whose work is guided by the Federal Ministry of the Interior in alignment with the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, is to advise and provide support on the

application of scientific quality standards, and to develop these further. This institution will be established in 2022.

The Federal Ministry of the Interior in close cooperation with the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth and the Federal Ministry of Justice and Consumer Protection will set up a civil society advisory council to promote resilient democracy and to fight right-wing extremism and racism. The advisory council will address questions of hostility to democracy and threats facing our free, plural democracy, its institutions and our inclusive society. Tasks of the advisory council will be to draw up recommendations, statements, expert opinions etc. based on its examination of current developments in the areas of right-wing extremism, racism and antisemitism, along with other threats facing our resilient democracy. Its aim will be to promote and ensure the long-term success of democratic coexistence. At the same time, the advisory council will support cooperation among the Federal Government, civil society and the research community in implementing the measures adopted by the Cabinet Committee, along with future strategies and programmes in this field.

### ***Federal Ministry of Justice and Consumer Protection***

The Federal Ministry of Justice and Consumer Protection considers the use of racially inclusive language to be a priority and ensures that legislative texts are formulated with this in mind. This is an ongoing task which also encompasses examining existing legislative texts.

A central task set out in the Federal Government's package of measures for fighting right-wing extremism and hate crime is to replace the term "Rasse" from the Basic Law (Grundgesetz, GG) by a term that provides equal protection from discrimination. Article 3 (3) sentence 1 of the Basic Law is to be reworded to achieve this. The prohibition on discrimination on the basis of the word "Rasse" used in the Basic Law has its roots in history. It was intended as an explicit rejection of National Socialist racial fanaticism and of the Nuremberg Race Laws ("Nürnberger Rassengesetze") passed by the National Socialists. The mothers and fathers of the Basic Law wanted to demonstrate their rejection of this racial fanaticism. However, today the wording is seen more critically and is considered by many of those affected to be problematic and given to misunderstanding. There is a clear consensus within the scientific community that humans are not divided into different biological races. There is a need for action to ensure that the Basic Law is not held up as (alleged) evidence for the existence of different biological races of humans. At the same time, it must be ensured that this does not lead to any reduction in the protection offered by the Basic Law and that an amended version does not weaken the situation. The Federal Ministry of Justice and Consumer Protection and the Federal Ministry of the Interior, Building and Community have formed an expert working group and agreed on a draft proposal for amendment at the beginning of 2021. This would replace the term "Rasse" with the prohibition of "racist discrimination". Translated into English Article 3 (3) sentence 1 of the Basic Law would accordingly read:

“No person shall be favoured or disfavoured because of sex, parentage, language, homeland and origin, faith, or religious or political opinions, or for racist reasons.”

The proposal was then discussed at interministerial level.

It is extremely important from the perspective of victim protection, but also for improving law enforcement, for the police and law enforcement agencies to cooperate even more closely with victim aid and civil society institutions. Experience in the area of domestic violence, criminal law in respect of sexual offences, and homophobic and transphobic offences has shown that dialogue between the different stakeholders increases victims' trust in the administration of justice by the State, increases willingness to report offences, helps reduce the number of unreported offences, and promotes increased sensitivity on the part of the authorities to the concerns of victims of such offences. This experience should be applied to racist or antisemitic offences, too. However, there is not a single cooperation model that suits every situation. Rather, strategies are required that are adapted to existing structures and needs.

This is the aim, for example, of a current project of the German Institute for Human Rights, funded by the Federal Ministry of Justice and Consumer Protection: “Racism, Antisemitism, Right-Wing Extremism – Strengthening Law Enforcement and Victim Protection” (“Rassismus, Antisemitismus, Rechtsextremismus – Stärkung von Strafverfolgung und Opferschutz”) within which structures for cooperation between the different actors (judiciary, public prosecution office, police, victim protection associations) are to be established or expanded in three pilot federal states. In the long term, the aim is for these structures to improve access to justice for those affected by racist or antisemitic offences and to contribute to the effective prosecution of these offences. The project is planned to last for three years and began in 2020. The outcomes of the project will be publicised nationwide. It is anticipated that the project will provide impetus for establishing or expanding the relevant structures in other federal states, too.

### ***Federal Ministry for Family Affairs, Senior Citizens, Women and Youth***

As the ministry dealing with social affairs, the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth is implementing additional measures in a wide range of areas.

Promoting political youth work was a task set out in the coalition agreement for the current legislative period. This type of work aims to stir up enthusiasm for politics among young people. The 16th Federal Report on Children and Youth, “Promoting democratic education from childhood to early adulthood”, made an urgent call for youth education in non-school contexts to be safeguarded and expanded in terms of scope and diversity, for political education not to be reduced solely to preventing extremism, and for cooperation with schools to be enhanced.

In regard to political youth work, the catalogue of measures is to be implemented as follows:

- Political youth work: There is a need to expand school social work and group activities offered to schools, as well as to support digital media literacy among young people. Basic funding for providers of youth education in non-school contexts was increased considerably in the federal budget for 2021 as part of the Child and Youth Plan.
- Expanding advocacy of Muslim and migrant youth initiatives: An alliance has been formed from projects with Muslim initiatives as part of the “Live Democracy!” (“Demokratie Leben!”) programme. By means of a project funding until 2024, the alliance will be able to develop into two umbrella organisations, one for Muslim youth associations and one for Muslim providers of political youth work. The aim of these measures is to support forums and spaces in which young Muslims can develop and express their points of view independently of adult associations, as an integral component of youth work structures. Protestant and Catholic Christian youth organisations set a good example of how this can be successful. In addition, work is currently under way to review the ways in which initiatives for young people of colour can be supported.
- Nationwide funding for trips to memorial sites in a non-school context: the trips to memorial sites organised by providers of non-school education are well established. The number of young people taking part in these trips was doubled from 3,000 to 6,000 for 2019 and 2020 as part of the “Young People Remember” (“Jugend erinnert”) programme.
- Expanding democratic involvement of children and young people: temporary additional support could be provided to youth associations when the coronavirus pandemic is over, after so many events and meetings have been cancelled, so that they can be expanded and caught up on with redoubled enthusiasm.

The increased funds are being put towards rolling out the “Respect Coaches” programme to additional schools. In addition, the project, which is aimed at primary prevention, is being expanded to include right-wing extremism.

The everyday task that parents undertake in their families of bringing up and educating their children is the basis on which the entire social cohesion of our society rests. Many parents find this challenging, however, and seek guidance in carrying out the duty of raising their family according to their values. The aim of the model programme “Political socialisation and education processes with a focus on democracy in family education and counselling”

(“Demokratisch orientierte politische Sozialisations- und Bildungsprozesse in der Familienbildung und -beratung”) is to ensure that families in difficult situations who seek advice for bringing up their children experience participation- and diversity-centred education and learning processes. In addition to creating suitable options for skilled intervention, professionals in the field are to receive advanced and further training to equip them with skills and qualifications to raise their awareness of topics related to promoting diversity and democracy in the context of growing up within a family.

Experience gained in the second funding period of the federal “Live Democracy!” programme, which began in January 2020, has shown that there is a general need for reinforcement in every action area of the programme. The findings of the Cabinet Committee for the fight against right-wing extremism and racism are to be considered in the programme’s implementation. To do so, grassroots action is being further expanded in 2021, the work of the Federal State Democracy Centres (*Landesdemokratiezentren*) is receiving greater support (counselling services for people affected by right-wing extremist, racist and antisemitic violence in particular), the work of the 14 Competence Centres and Competence Networks is being intensified, and work in previously under-represented topic areas is being promoted through additional model projects. The focus is on supporting work to combat group-focused enmity and right-wing extremism, and on stepping up work to combat online hate speech. In addition, community-based monitoring structures are to be supported by the Competence Centres and Competence Networks. This additional assistance is provided on the basis of the existing guidelines on projects for promoting democracy, shaping diversity and preventing extremism (“Live Democracy!” Funding Guidelines).

The project “Conflict management for municipalities” (“Konfliktmanagement für Kommunen”) aims to improve cooperation among all relevant stakeholders (including the police, civil society, policymakers, public order authorities and urban planners), to develop and test strategies for protecting civil society stakeholders, and to draw up criteria for recording threats and hostility to democracy in municipalities. An initial expert discussion on designing the measures has already taken place.

Anti-feminism is an element of right-wing extremism. Projects are planned to study the link between anti-feminism and right-wing extremism in connection, among other things, to the challenge this poses to prevention work, and to intensify this prevention work if necessary.

Strengthening democratic discourse and a culture of democracy online and in social media is a key challenge for a resilient society in the 21st century. It calls for tailored measures to bolster (digital) media literacy, a resilient approach to disinformation, and support for those affected by digital hate speech. The Federal Ministry for Family Affairs, Senior Citizens, Women and Youth will develop the competence centre for online hate speech, will support the establishment of a

federal association of civil society stakeholders on combating online hate speech, and will promote regular scientific analysis by a range of stakeholders of developments in the online environment.

Disengagement and exit work is mainly organised by civil society providers at federal state level. Cooperation and dialogue between these civil society providers and local security authorities has proved effective in this regard. There are plans to develop and enhance the existing approaches and dialogue formats. This will apply in particular to persons who have become radicalised and who do not have internal motivation to change their beliefs, which means current counselling structures do not apply to them.

Cooperation and dialogue between civil society and the police is an important component of successful prevention work. The first step of the planning will examine existing formats for dialogue and refine existing ideas for cooperation, where applicable. Measures will be implemented in conjunction with the Federal Ministry of the Interior, Building and Community.

The model project “Shaping the future of municipalities and their attractive transformation” (“Zukunftswerkstatt Kommunen – Attraktiv im Wandel”) brings together the topics of integration, demographics and equivalent living conditions and seeks local measures that will provide creative ways of supporting the identity, the attractiveness and the sustainable development of municipalities. Local administrations benefit from tailored advice on how to develop and implement demographic strategies for their area, while at the same time encouraging integration of people with a migrant background.

### ***Federal Ministry of Labour and Social Affairs***

The world of work plays a key role in promoting democracy and combating racism and right-wing extremism. Employees spend a large part of their time in the workplace, where they meet people from different backgrounds and with different life experience. At the same time, paid work provides life chances. The current structural change that is under way and the transformation processes associated with it can cause anxiety that prompts people to seek simple explanations and scapegoats. This can feed into right-wing extremism, racism and antisemitism. The new assistance programme “Work and diversity. Initiative for democratic awareness and competence in the workplace” (“Unsere Arbeit: Unsere Vielfalt. Initiative für betriebliche Demokratiekompetenz”) is to be implemented between 2021 and 2024 in cooperation with the German Trade Union Confederation as a nationwide network. The measures are targeted at employees, works councils and HR professionals in the private sector, and at vocational schools. The planned content includes training sessions and support for local

initiatives, with the aim of supporting democratic sentiment in companies and removing support from racist and right-wing extremist comments.

### ***Federal Government Commissioner for Migration, Refugees and Integration***

The Federal Government Commissioner for Migration, Refugees and Integration is implementing additional measures in a wide range of areas.

Local government politicians and employees in local administrations are increasingly subjected to racist hostility and attacks. Local government (political) decision-makers must therefore have access to suitable training in dealing with right-wing extremism and racism. The Commissioner supports local community plans and dialogue for handling diversity and hostility, while empowering local government political decision-makers with training projects on how to deal with right-wing extremism and racism.

The expert council on “integration and diversity” at the Commissioner shall advise issues of strengthening social cohesion in a diverse society and of demographic challenges in society, economy, the working environment and the administration. The expert council is to reflect the diversity of society, with members whose personal and professional experience means they can contribute different perspectives and reveal areas of action that have previously not been sufficiently taken into consideration in attempts to create good framework conditions for a modern society that is shaped by immigration, with the aim of preventing undesirable developments.

The consultations held by the Cabinet Committee with civil society, particularly migrant organisations, with the research community and with the federal states have shown the importance of multidisciplinary dialogue in working together to identify specific initiatives and to develop effective measures. In order to respond appropriately to an issue as important as combating right-wing extremism, racism and antisemitism, the Cabinet Committee has agreed to maintain a regular high-level dialogue across ministries and tiers of government involving federal, state, local government and civil society representatives, particularly migrant organisations, which will supplement existing expert dialogue formats. The aim is to ensure that Federal Government policy in this important area is created in consultation with those affected and with stakeholders at all the different levels.

### ***Federal Government Commissioner for Jewish Life in Germany and the Fight against Antisemitism***

As part of a social media campaign and interactive tool, a project is planned with short video clips which will be published on the website of the Commissioner at [www.antisemitismusbeauftragter.de](http://www.antisemitismusbeauftragter.de) and on the Federal Ministry of the Interior, Building and Community's Twitter and YouTube channels, among other outlets. The video clips will show

details of Jewish life in Germany and will challenge antisemitic prejudice, with the aim of generally promoting interest in Jewish life. The clips should appeal to a younger audience.

In addition, the Actionweeks against Antisemitism, organised by the the Amadeu Antonio Foundation, in cooperation with the Anne Frank Zentrum, will receive continuous funding in order to ensure that the fight against antisemitism is long-term, ongoing, and expanding. The Actionweeks against Antisemitism have been taking place since 2003. Between 2015 and 2020 they received funding from the federal “Live Democracy!” programme, with partial funding also coming from the Federal Government Commissioner for Jewish Life and the fight against Antisemitism in Germany in 2020. The project brings together numerous stakeholders in this action area with the aim of strengthening the nationwide network for fighting antisemitism. The actionweeks encompass a range of events and a broad-based, high-profile campaign which aims to shine a spotlight on antisemitism and the dangers it poses to a democratic society, at the same time raising awareness of options for intervention and projects organised by providers who oppose antisemitism. In this way, this project helps with prevention work and strengthens democracy within society.

Furthermore, new prevention and study projects in the fields of right-wing extremism and antisemitism will be launched and existing projects will be refined. Antisemitism is a central pillar of right-wing extremist ideology both now and historically. Yet it can be observed in all groups within society, including left-wing, conservative and even middle-class, “centrist” or mainstream spheres. The protests against anti-COVID measures have proved a confluence of people from across the political spectrum. Their common trait is antisemitic resentment, revealed mainly in conspiracy theories. In addition, Israel-related antisemitism is particularly widespread. We need broader academic knowledge of the extent of antisemitism in our society. Both forms of antisemitism are visible in spheres that otherwise have no overlap with right-wing extremist ideology. One project, which is currently at the design stage, is to address the question of which elements of antisemitism serve as a gateway to radicalisation: what overlap is there between right-wing extremist forms of antisemitism and the antisemitic views of more “centrist” or mainstream groupings and other political spheres? How can work to combat antisemitism also fight against general radicalisation tendencies, and vice versa? The measure brings together knowledge creation with prevention approaches.

#### **IV. Improving state structures and strengthening the public service**

State structures that are capable of action and a strong public service are central to a resilient democracy that can effectively respond to the threats posed by right-wing extremism, racism and antisemitism. The people working in the public service provide the link between government and citizens, which means that they must serve as an example, including in regard

to trust in government institutions. The public service is constantly subject to scrutiny by the general public. It therefore goes without saying for the Federal Government that right-wing extremists and racists will not be tolerated in the public service.

The Federal Government is committed to promoting diversity in the public service. The diversity of our society should be reflected in our public service. Public administrations are service providers for all of the people in this country. The ability to deal well with social diversity and diversity in the workplace, to value it and to successfully incorporate it (diversity skills) should therefore be among the skills required of those working in the public service. The public service benefits from the diversity, the multilingualism and the different experiences of its different employees. It is therefore important that a diversity-aware personnel policy shows that the government respects and values diversity.

### ***Federal Ministry of the Interior, Building and Community***

The Federal Ministry of the Interior, Building and Community works to combat right-wing extremism in the whole of the public service. The special knowledge and access to weapons of members of the security authorities mean that combating right-wing extremism in these settings is particularly important.

The coordination office set up at the Federal Office for the Protection of the Constitution (*Bundesamt für Verfassungsschutz*, BfV) to examine right-wing extremism in the public service published its first situation report on right-wing extremism in security authorities in October 2020. For the first time, the report provides a nationwide overview of right-wing ideology in security authorities, with the coordination office bringing together reports from all of the federal security authorities with reports from the state police forces provided by the state authorities for the protection of the Constitution. The authorities for the protection of the Constitution have already begun an in-depth analysis of the issue and will update the report on an ongoing basis. The report is also to be extended to encompass the entire public service.

The Federal Ministry of the Interior, Building and Community is also enhancing cooperation between the Federation and the states by establishing a platform for discussing experiences, procedures and current case law in disciplinary law proceedings against extremist endeavours in the public service.

To date, the following steps have been taken in this regard:

- Creating and establishing a shared platform for exchanging information on current developments in disciplinary law measures against extremist endeavours in the public service. The Federation and the states submit documents on progress and current case law. This is also in line with the process agreed by the Standing Conference of the Interior Ministers of the Länder in the Federal Republic of Germany.

- Creating a network of experts in disciplinary law with a focus on loyalty to the Constitution which will meet regularly to discuss developments at federal and state level. The results will be reported at meetings of the federal and state sub-committee on public service personnel of the responsible working group of the Conference of Interior Ministers.
- Revising the annual disciplinary statistics for the Federation with the aim of better reflecting figures for right-wing extremist motives which are relevant under disciplinary law. The revised statistics are also to be submitted to the states as a practical example.
- Involving the ministries at federal level and promoting dialogue on current experiences and procedures, particularly regarding prevention measures. These experiences are also to be discussed at meetings of representatives from federal and state level.

Alongside systematic disciplinary action against extremist endeavours in the public service, the Federal Ministry of the Interior, Building and Community, together with the Federal Government Commissioner for Jewish Life in Germany and the Fight against Antisemitism and the Federal Government Commissioner for Migration, Refugees and Integration, is using basic, advanced and further training to increase sensitivity in the public service to racism, antisemitism and other forms of exclusion. Intensive prevention work in basic, advanced and further training for public service staff in the federal administration helps raise their awareness of the problem of exclusion.

Increased reference is made to current events in training courses provided by the Federal Office of Administration (*Bundesverwaltungsamt*, BVA), in particular in the subjects Public Law (fundamental rights) and politics. In addition, workshops and seminars, including a visit to the former headquarters of the secret state police (the Gestapo), are used to address the issues of racism, antisemitism and diversity on an ongoing basis.

The Federal University of Applied Administrative Sciences is addressing the recognition and combating of racism, antisemitism and racial discrimination in greater depth during its foundation and main courses of study, as well as in the Masters in Public Administration. These topics are examined in the basic areas of study (for example, history of the Constitution, public law, psychology/sociology/educational theory) and are a continuous topic for lectures. Workshops and project weeks on these topics also take place.

The Federal Academy of Public Administration, which is the Federation's central training institution, examines racism and a critical approach to antisemitism in a wide range of its training courses, depending on the context and the target group. This applies to its training courses on the General Act on Equal Treatment (*Allgemeine Gleichbehandlungsgesetz*, AGG) and to the various courses it provides on intercultural skills. Handling diversity is also a focus area

in training provided for management personnel. In both the general training for management personnel and in the context of “leading with respect”, the seminars emphasise the different aspects of diversity management, underscoring the constructive use of the social, cultural and personnel diversity within the public authorities. This helps to prevent racist attitudes.

Within their area of activity, the Federal Police also apply a range of interdisciplinary measures associated with the topics of racism and human rights, focusing on these across the career grades in basic, advanced and further training. Preventing racism and antisemitism and ensuring that police tasks are carried out without discrimination are part of the explicit objectives of the basic, advanced and further training of the Federal Police aimed at thwarting racism and antisemitism. Alongside basic theoretical knowledge, Federal Police Officers receive practical training sessions in preventing discrimination, racism and antisemitism. Some examples of this are role-play exercises and situation-specific training courses. Relevant training courses are also provided at later points in a police officer’s career. In some cases, these are given by external experts, for example from the Diaspora Policy Institute. In addition, topic-specific internships, periods spent abroad, project work and project weeks, and visits to a range of establishments (exhibitions, mosques, etc.) are offered and promoted. Regular and situation-specific evaluations of training content are carried out across the different subject areas. This means that current events can be included at short notice and the training options can be continually refined.

In addition, the Federal Police and the House of the Wannsee Conference are cooperating on drawing up strategies for integrating the service provided by the memorial and education site into the training provided by the Federal Police. In this context, there are in particular plans to visit the permanent exhibition and attend the seminars on antisemitism and racism, as well as plans for subject- and job-specific seminar options for the police, particularly for those police officers who are to be deployed at German missions abroad. The Federal Ministry of the Interior, Building and Community and the Federal Foreign Office cooperate and coordinate on these measures. The measures are to be implemented during training courses within the executive agencies, during “community days” organised by the Federal Police Headquarters and the Berlin Federal Police Regional Office, and during the annual project week that is part of the Masters degree offered jointly by the Federal Criminal Police Office (Bundeskriminalamt, BKA) and the Federal Police. The training courses offered are to be evaluated and expanded, if appropriate, based on initial experience gained.

The Federal Government will also raise awareness of racism, antisemitism and discrimination among public service employees through training and further education. In cooperation with the Federal Academy of Public Administration and the Federal University of Applied Sciences, the Federal Agency for Civic Education will develop basic and advanced training modules. In

terms of topics, broadening the intercultural horizons of the public service and using basic and advanced training in the security authorities and the public service as a whole to provide civic education focused on combating racism and antisemitism are key. Materials for this are being compiled and provided as part of the curriculum. The goal is to support the federal administration in developing strategies for coping with a plural society and in anchoring relevant training content as a standard module within basic training.

The security authorities exercise the state monopoly on the use of force, making this a particularly sensitive area. The everyday tasks of police officers in particular have undergone fundamental changes. The Federal Government has therefore tasked the German Police University with carrying out a study entitled MEGAVO – “Motivation, Attitude and Violence in the Everyday Life of Police Officers” (“Motivation, Einstellung und Gewalt im Alltag von Polizeivollzugsbeamten”). We must not leave our police officers to deal with their experiences alone. There will be zero tolerance for extremism, racism and antisemitism. Among other things, the study will look into how this aim can be put into practice in the everyday lives of police officers in the future. At the same time, the relationship between society and the police will be analysed more closely, as will the changing conditions within society. The study includes the reasons for choosing a career in the police, as well as violence and hostility towards police officers in their everyday professional lives. Best practice models and recommendations for action will be drawn up. The study will run for three years.

### ***Federal Ministry of Justice and Consumer Protection***

As phenomena that have a massive impact on objective rulings, racism and discrimination must be included as topic areas both during training of prospective lawyers and in continuous training for judges and public prosecutors, who play a key role in protecting and implementing the free democratic basic order.

Knowledge of the wrongs committed by the National Socialists both increases awareness among prospective judges of what can result from a judiciary that is no longer bound by the rule of law, and makes them conscious of the dangers posed by extremism and racism. Prospective lawyers in Germany are regularly expected to demonstrate knowledge of substantive law and procedural law in their examinations. However, it is essential that they are also aware of the importance of every individual lawyer in maintaining the rule of law. Based on the federal division of tasks under which federal law on legal training only provides the federal states with a framework outline which is to be fleshed out on the basis of state law, the Federal Ministry of Justice and Consumer Protection has drawn up an addendum to section 5a of the German Judiciary Act (*Deutsches Richtergesetz*, DRiG) which aims to include addressing the wrongs of the National Socialist regime as an obligatory part of judicial training. The intention is for the legislation procedure to be completed during the current legislative term.

To encourage the judiciary to examine the topic of racism, the Federal Ministry of Justice and Consumer Protection has worked with the German Institute for Human Rights to carry out a two-year project and to draw up training modules for criminal court judges and for public prosecution offices on dealing with offences with a racist motivation. These training modules were passed on to the federal states and are available on the website of the German Institute for Human Rights.

In order to make prosecution of racist and antisemitic offences more effective and in particular to increase reporting of these crimes so that the number of unreported offences decreases, since 2020 the Federal Ministry of Justice and Consumer Protection has funded the German Institute for Human Rights project mentioned in III. This project aims to improve the structures that are in place for cooperation between the different stakeholders (judiciary, public prosecution offices, police, victim protection associations), initially in the form of pilot projects in three federal states. Training the stakeholders involved is a key component. The project will run for three years.

In addition, the Federal Ministry of Justice and Consumer Protection is to hold its first training event on the topic of racism. The event will be titled “Racism – a challenge for the justice system” (“Rassismus – Eine Herausforderung für die Justiz”) and will be held at the German Judicial Academy. The event was originally planned for November 2020, but had to be cancelled at short notice due to the pandemic. A new date is to be set as soon as possible. The event is to take place at regular intervals in the future.

### ***Federal Ministry of Defence***

Cooperation between the Federal Armed Forces Counterintelligence Office (*Bundesamt für den Militärischen Abschirmsdienst*, BAMAD), the Federal Criminal Police Office and the Federal Office for the Protection of the Constitution is to be enhanced through closer networking in the prevention of extremism and developing cooperation and coordination formats in compliance with applicable law.

In view of the threat situation, on 18 August 2020 the Federal Office for the Protection of the Constitution, the Federal Armed Forces Counterintelligence Office and the Federal Criminal Police Office signed an agreement aimed at improving the exchange of information during operations and at enhancing joint investigation work. The objective of the agreement is to closely coordinate cooperation on cases involving right-wing extremism from an early stage, making increased use of existing forms of cooperation. The exchange of information which is permitted within the legal framework at all working and management levels is extremely important in this process. In addition, regular job-shadowing exchanges in combination with working processes that are closely aligned aim to create mutual understanding between the authorities, enabling more efficient use to be made of existing skills and expertise. The

agreement therefore supplements the existing forms of cooperation (joint centres, for example) and gives priority to a holistic approach by the security authorities to preventing extremism and combating politically motivated crime. The whole process is evaluated regularly to ensure that it retains a strategic focus.

#### ***Federal Ministry for Family Affairs, Senior Citizens, Women and Youth***

Starting from the signing of the political commitment “Declaration on increasing participation in post-migration society” (“Erklärung für mehr Teilhabe in der postmigrantischen Gesellschaft”) in September 2017 by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth and the provisions in the Coalition Agreement, the Ministry plans to carry out a scientific study to take stock of the current situation and draw up a diversity strategy for federal ministries, based on the example of the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth. Specific recommendations for action are to be drawn up which are to lead to increased diversity among employees and in the work and culture of the Ministry. The questions considered by the study are to take into account the results of the report by the authorities on the employee survey on cultural diversity and equal opportunities from 2020.

#### ***Federal Government Commissioner for Migration, Refugees and Integration***

The Federal Government has set itself the aim of promoting diversity in the public service and anchoring diversity management as an important task within its organisations. It wants the public service to be a beacon for equal opportunities, fairness and diversity. When further developing the diversity strategy that was drawn up within the National Action Plan on Integration, the federal ministries made a joint declaration expressing their commitment to increasing diversity in the public service, to promoting diversity awareness in organisational development, and to taking measures to increase the proportion of staff with a migrant background. The Federal Government supports the public authorities in promoting diversity measures. The further broadening of the intercultural horizons of the federal administration is accompanied by regular reporting and a periodic survey on diversity and equal opportunities, which was launched by the Commissioner for Integration and the Federal Institute for Population Research and which is the central employee survey.

#### **V. Improving the protection, visibility and empowerment of those affected by right-wing extremist, racist and antisemitic offences**

Right-wing extremist, racist and antisemitic offences are not just an attack on the individuals affected; they also attack the fabric of our inclusive, diverse society. Attacks are carried out on people as representatives of everything that our democracy stands for. The State therefore has a particular responsibility and must ensure that people affected by such attacks receive solidarity and help. Alongside preventive and punitive measures, therefore, a key component in

combating right-wing extremism, racism and antisemitism is victim support, which is to be expanded and improved with specific measures.

### ***Federal Ministry of the Interior, Building and Community***

In response to recent racist and anti-Muslim incidents and planned and actual terrorist attacks, the Federal Ministry of the Interior, Building and Community appointed an independent expert group on hostility against Muslims. By setting up the expert group, the Ministry is showing that it takes the growing concerns and fears of those affected by anti-Muslim hate, hostility and assaults seriously. The expert group analyses current and evolving manifestations of hostility towards Muslims and examines these for overlaps with antisemitic attitudes and other forms of group-focused enmity. The work of the expert group is to be summarised after around two years in a report which will include recommendations for combating hostility towards Muslims in a range of areas and at different levels. The expert group will work independently from the German Islam Conference and will be supported and monitored in organisational matters by a coordination office which will be set up outside of the Ministry.

### ***Federal Ministry of Justice and Consumer Protection***

The Federal Government Commissioner for the Victims and Bereaved of Terrorist Offences committed on National Territory provides a permanent central point of contact at federal level for those affected by the right-wing attacks in Halle and Hanau. The networking and information work of the Commissioner, which is also intended to benefit the support for those affected, is to be extended. In addition, cooperation with victim counselling offices and commissioners for victims at state level is to be expanded. The funds available to the Commissioner are to be increased for this purpose.

The central victim protection platform [www.hilfe-info.de](http://www.hilfe-info.de), which was launched in late 2020 and which provides information on all aspects of the rights of victims of crime, makes it easier for those affected to access information. The platform provides summaries of information on aid and counselling options, financial support, and the process of criminal proceedings. This information includes in particular the leaflets "Extremist assaults: what should you do?" and "What should you do if you are affected by hate or violence on the internet?" Victims can use the database of counselling services to find support in their area in the form of telephone, online or in-person counselling.

The expanding of hardship benefits for victims of terrorist offences and extremist assaults to include material damages for people affected economically by such offences. Self-employed persons and small businesses, like those affected in Halle and Hanau, receive support if their place of business has been the scene of a terrorist or extremist offence and the offence has led to or could have led to deaths.

### ***Federal Ministry for Family Affairs, Senior Citizens, Women and Youth***

The issues addressed in the federal “Live Democracy!” programme remain challenging. Right-wing extremism, racism and antisemitism in particular are major threats to our free democracy and to social cohesion. Experiences of racism are individual and are often invisible to a large part of society. It is therefore important to raise public awareness of them and to make the, often serious, impact on those affected visible. A strong public message was therefore sent in favour of democracy and against (everyday) racism with the launch in November 2020 of the campaign “Caution – prejudice!” (“Vorsicht, Vorurteile!”), which was continued in March 2021 with a day of online events. The campaign aimed to provide food for thought that would raise awareness of the issue.

Where terrorist offences are committed with racist and right-wing extremist motivation, the work of initiatives and self-organised activities by those affected are to be supported. This will supplement existing civil society structures working in cooperation with the federal states to provide counselling to victims and other people affected. Projects organised by initiatives for people affected aim, among other things, to provide a platform for mutual support, to offer opportunities for involvement in local aspects of a culture of remembrance, and to facilitate in-depth examination of right-wing extremism, racism and antisemitism in urban communities through education measures, for example. The projects are additionally intended to allow relatives and other people affected by such offences to be heard.

### ***Federal Government Commissioner for Migration, Refugees and Integration***

The advisory centre with a central hotline for people affected by racism which is to be set up by the Federal Government Commissioner will provide concrete help to those affected by racism and those in their immediate social environment. The centre will provide initial and referral consultations, referring clients to existing structures at federal, state and local level. This will provide a nationwide central point of contact. Services can be provided anonymously and in several different languages. Together with existing civil society structures providing counselling to victims and other affected people, this will be a needs-based response, supplementing the available nationwide, low-threshold support. This and other measures in this section represent the implementation of a central demand voiced in the consultation with civil society and migrant organisations.

Cases that reach the advisory centre with a central hotline will undergo statistical and scientific evaluation. The results of this scientific evaluation will be made available to the public on a regular basis by means of a “racism barometer”. The aim of this racism barometer is to ascertain when there is a need for action on the part of government, civil society or the security

authorities. In addition, the findings from the racism barometer can be provided to the academic community for further research.

As part of the measure for implementing projects for empowering migrant organisations in dealing with right-wing extremism and racism, funding is provided to model projects which support civil society stakeholders and the people affected to handle racism, right-wing extremism and other forms of group-focused enmity. The aim of the projects for empowering migrant organisations is to promote their involvement in the fight against racism and the prevention of right-wing extremism, to support those affected to handle racist hostility, and to empower them in their ability to act.

## **VI. Strengthening the legal framework**

In many areas, combating right-wing extremist and racist behaviour with preventive and punitive measures requires changes in the legal situation. This type of legislative measure was also considered in the catalogue of measures. The aim is in part to promote democratic processes and to work to counteract extremism, but also to facilitate the prosecution of right-wing extremist and racist offences and to improve protection for those affected.

### ***Federal Ministry of the Interior, Building and Community***

On 21 October 2020, the Federal Government passed a cabinet decision on a Federal Government Bill to amend the law on the protection of the Constitution, intended as the backbone of legal policy for combating right-wing extremism and right-wing terrorism. The bill is currently going through the parliamentary procedure (Bundestag Printed Paper 19/24785) and had its first reading in the Bundesrat on 27 November 2020. By explicitly regulating interception of telecommunication at the source for the intelligence services in the Article 10 Act (*Artikel 10-Gesetz*) in a way similar to the Code of Criminal Procedure (*Strafprozessordnung*, StPO), the bill amends legislation in a way that will lead in particular to improved investigation of right-wing extremism and terrorism. On the basis of this amendment, when investigating serious threats the intelligence service will also be able to include digital communication via messenger services. The Government Bill also includes extended surveillance, including of individuals, in response to the phenomenon of individuals working on their own. The attacks in Hanau and Halle unfortunately showed all too clearly that the profile of an extremist for whom an act of deadly violence is the culmination of a largely introverted radicalisation process must be taken seriously. In addition, the bill provides a legal basis for the technical involvement of the Military Counterintelligence Service (Militärischer Abschirmsdienst, MAD), in the intelligence-gathering information service, which will promote enhanced networking between MAD and the civilian intelligence services.

## ***Federal Ministry of Justice and Consumer Protection***

A range of legislative measures is planned to better protect the people affected and to facilitate the prosecution of right-wing extremist and racist offences.

We will incorporate a new regulation into the Criminal Code (*Strafgesetzbuch*, StGB) criminalising the dissemination of “lists of enemies”. These are collections of personal data which are published, generally online, in a threatening context. This type of publication of personal details, which can also affect individuals (“doxing”) regularly disturbs the public peace, because it causes a risk of serious illegal offences against the person affected and prejudices the public discourse by attempting to intimidate and gag those affected. The Cabinet passed a Government Bill to amend the Criminal Code and improve criminal law protection against “lists of enemies” on 17 March 2021. The bill is to introduce a new criminal offence in the form of the dangerous dissemination of personal data (section 126a of the draft Criminal Code).

In addition, it adds a regulation to the Criminal Code to improve criminal law protection against content which constitutes incitement (“verhetzende Beleidigung”, insult with the aim of incitement to hatred). This would make sending of content which constitutes incitement, even to one other person, an offence.

The Federal Government has also initiated a bill to amend the Criminal Code to combat stalking and better record cyber stalking. Its aim is to fight the phenomenon of cyber stalking more effectively and therefore to improve protection for people, including those who are politically active in local politics and in civil society. Among other things, this bill will add the specific process of cyber stalking to the list of acts constituting offences in section 238 (1) of the Criminal Code. As a result, the criminal offence of stalking will in future include cases in which the perpetrator gains unauthorised access to the victim’s data by simply guessing passwords, by using hacking methods or by deploying what is known as stalkerware (section 238 (1) number 5 of the draft Criminal Code), disseminates or makes publicly available one or more images of the victim or people who are close to them (section 238 (1) number 6 of the draft Criminal Code), or in which content within the meaning of section 11 (3) of the Criminal Code is disseminated or made publicly available with the claim of authorship by the victim and the victim’s reputation is damaged as a result (section 238 (1) number 7 of the draft Criminal Code). In addition, the bill will allow more cases to be recorded as criminal stalking by replacing the word “beharrlich” (persistently) with “wiederholt” (repeatedly) and the word “schwerwiegend” (seriously) with “nicht unerheblich” (significantly) in section 238 (1) of the Criminal Code. In addition, it will in future be possible to punish particularly serious cases of stalking and cyber stalking with an increased sentence of imprisonment of between three months and five years.

Legal protection against discrimination is also to be improved. Up to now, persons affected by discrimination have had to assert any claims within a period of two months under the General Act on Equal Treatment. Many people consider this period to be too short. Those affected by discrimination often need to process the incident themselves before they take action, or are hesitating to make the discrimination public by taking legal action. The period for asserting claims under the General Act on Equal Treatment is therefore to be increased from two to six months.

### ***Federal Ministry of Defence***

The bill to amend the provisions of armed forces law (Bundestag Printed Paper 19/22862) which was adopted by the Federal Government on 3 June 2020 includes the following measures:

- The extension of the scope of application of section 55 (5) of the Act on the Legal Status of Military Personnel (*Soldatengesetz*, SG) from four to eight years in particularly serious cases.
- The doubling of the time limit for action in simple disciplinary proceedings against disciplinary offences to 12 months.
- The doubling of the highest possible disciplinary fine (to two months' gross salary).
- The expansion of the applicability of a disciplinary court decision to include demotion.

The concept of commitment to the free democratic basic order under section 8 of the Act on the Legal Status of Military Personnel is of key importance. This duty of loyalty requires military personnel to identify with the idea of the free democratic basic order and to exercise an active commitment to the government that they serve. Similar requirements for officials of the Federal Government are set forth in section 60 (1) sentence 3 of the Act on Federal Civil Servants (*Bundesbeamtengesetz*, BBG) and for non-civil servant public service employees in section 41 sentence 2 of the Collective Agreement for the Public Service (*Tarifvertrag für den öffentlichen Dienst*, TVöD). There must be decisive, consistent preventive and punitive action at all levels against even the semblance of extremist tendencies. On 18 September 2020, the Bundesrat agreed to raise no objections to the bill. The Bundestag debated the bill in a first reading on 28 October 2020. When the parliamentary procedure is complete, the law is to come into force quickly.

### ***Federal Ministry for Family Affairs, Senior Citizens, Women and Youth***

As provided for in the catalogue of measures of the Cabinet Committee for the fight against right-wing extremism and racism, the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth and the Federal Ministry of the Interior, Building and Community have submitted the cornerstones of an Act to Strengthen and Promote Resilient democracy. These

cornerstones are enclosed as Annex D and are to be adopted by the Federal Government together with the final report.

The planned Act to Strengthen and Promote Resilient democracy aims to improve the legislative and budgetary conditions for promoting citizen engagement in support of democracy and diversity and against extremism. To promote and reinforce citizen engagement, needs-based, longer-term, non-age-related project funding is to be provided by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth and the Federal Ministry of the Interior, Building and Community for multi-regional projects which support democracy, shape diversity and prevent extremism. When drawing up the grant allocation procedure, it will be made clear that on application, applicants must explicitly acknowledge in writing their commitment to the free democratic basic order of the Federal Republic of Germany and confirm that the funds will only be used for activities that promote the Basic Law and that protect and strengthen the free democratic basic order. As well as promoting and supporting prevention work, the aim of a holistic approach to combating extremism, racism and antisemitism is to put the government in a position to be able to protect the free democratic basic order from internal and external attacks. As well as promoting civic education, media literacy and social work online, voluntary work and citizen engagement, particularly voluntary services, are to be strengthened and enforcement officers are to be given better legal protection in cases of targeted ambushes. Strategies are to be developed for combating racism, antisemitism and extremism in sport, and the fight against online incitement and Islamist extremism is to be stepped up.

The Federal Ministry for Family Affairs, Senior Citizens, Women and Youth and the Federal Ministry of the Interior, Building and Community intend to regulate the implementation of these cornerstones in a law containing a number of articles putting in place new legislation and setting forth the amendments to existing legislation required as a result.

To strengthen and modernise the legal protection of children and young people regarding media, the Federal Government has submitted a bill for a second law amending the Protection of Young Persons Act (*Jugendschutzgesetz*, JuSchG). Among other things, the bill aims to improve media literacy and awareness among children and young people in regard to content that is right-wing extremist, racist, antisemitic or shows contempt for human dignity. Better protection is to be achieved first and foremost by improving prevention by providers. The Federal Review Board for Media Harmful to Minors (*Bundesprüfstelle für jugendgefährdende Medien*, BPjM) is being expanded to become the Federal Agency for the Protection of Children and Young People from Harmful Media (*Bundeszentrale für Kinder- und Jugendmedienschutz*, BzKJ). After adoption by the Bundestag on 5 March 2021 and consideration by the Bundesrat, on 26 March 2021, the Second Act to Amend the Protection of Young Persons Act came into existence and is to enter into force on 1 May 2021.

## **VII. Recognising and valuing a diverse society that offers equal opportunities for all, and strengthening opportunities for participation for people with an immigrant background**

The Federal Government is committed to an immigration society characterised by diversity, and to equal opportunities for participation. This must be guaranteed so that the potential and the added value of diversity can develop with it. Likewise, it is important to promote awareness of the fact that social cohesion and togetherness are based on diversity. Combating right-wing extremism, racism, antisemitism and all other forms of group-focused enmity can only succeed if it goes hand in hand with measures to ensure equal opportunities, participation, and respect for diversity.

### ***Federal Ministry of the Interior, Building and Community***

The Cabinet Committee has resolved to strengthen the tried and trusted community-focused projects organised by the Federal Office for Migration and Refugees (*Bundesamt für Migration und Flüchtlinge*, BAMF), refining their content. The new Federal programme that has emerged from this decision, “Social cohesion – On the ground; networked; connected” (“Gesellschaftlicher Zusammenhalt - Vor Ort. vernetzt. verbunden”), creates meeting places that promote participation by immigrant groups and increase mutual acceptance among (new) immigrants and the society they are now living in, thus reinforcing social cohesion. Advancing the assistance programme will contribute to upskilling and support for project providers for developing projects, help with the implementation of innovative project ideas, and strengthen local interconnectedness.

As a meeting place during leisure time, sport is particularly well suited to promoting participation of immigrant groups and fostering social cohesion. It is also a useful medium for developing shared values within a society. The Federal Ministry of the Interior, Building and Community will therefore fund three model projects in the area of organised sport and integration, in cooperation with the German Olympic Sports Confederation (*Deutscher Olympischer Sportbund*, DOSB) and the German Football Federation (*Deutscher Fußball-Bund*, DFB). The projects are currently at the design stage. One of the projects is aimed explicitly at developing skills at contact points for people affected by racism, right-wing extremism and antisemitism in the German Football Federation.

Support for migrant organisations is also a priority for the Federal Ministry of the Interior, Building and Community. On behalf of the Ministry, the Federal Office for Migration and Refugees has funded selected migrant organisations at federal level for a number of years. Following positive experiences in recent years, the Federal Ministry of the Interior, Building and Community has decided to offer upskilling opportunities to additional migrant organisations

as part of a model project creating an academy for migrant organisations, and to expand the Houses of Resources (HoR) training centres in the future. A further 9 HoR centres will be funded from January 2021, in addition to the existing 11. This means that every federal state has at least one HoR to support small migrant organisations.

The academy supplements the provision by the Federal Office for Migration and Refugees for migrant organisations, adding training and upskilling opportunities which also include online formats. Surveys were held which ascertained that the greatest need for training and upskilling lay in the fields of management of volunteers, marketing, fund-raising, knowledge management and PR work. The migrant organisations that were surveyed reported that they would be interested first and foremost in having discussions with other organisations on the topics of supporting democracy/participation, social cohesion, cross-cultural dialogue, anti-discrimination work, and integration into the labour market. The academy homepage ([www.vamos-akademie.de](http://www.vamos-akademie.de)), which was launched on 19 October 2020 and which is the centrepiece of the project, will in future provide e-learning courses, training documents, digital workshops and calendars on the training topics.

#### ***Federal Ministry for Family Affairs, Senior Citizens, Women and Youth***

Mentoring projects increase participation opportunities for refugees and other target groups, empowering them to participate in democratic processes. The mentoring programme “People Support People” (“Menschen stärken Menschen”) reinforces civic engagement in order to combat prejudice, one of the key causes of discrimination and racism. This plays a key role in bolstering social cohesion and democratic coexistence. The Ministry will perpetuate the programme. Among other activities, mentoring projects aim to support those actively involved in citizen engagement to address right-wing extremist, racist and antisemitic hostility by providing training courses and imparting expertise.

#### ***Federal Government Commissioner for Migration, Refugees and Integration***

A campaign to encourage naturalisation aims to advertise the opportunities offered by naturalisation. The objective is to facilitate full participation for well-integrated foreigners who meet the legal requirements. Naturalisation provides these people with full access to all citizen rights, such as the opportunity for unlimited political participation. In addition, if they are nationals of non-EU countries, naturalisation allows them to move freely and settle anywhere they choose within the EU (freedom of movement of EU citizens). Since 2000, an average of only 2.7% of potential naturalisation candidates have completed the process. This suggests that there is considerably more potential there and that the majority of foreign citizens are reluctant to undergo naturalisation. Transnational allegiances, the obligation to give up their current nationality, and experiences of discrimination are known to act as obstacles to naturalisation. Building on the measures drawn up within the National Action Plan on Integration, more

people who would be entitled to naturalisation are to be targeted with the help of digital information and targeted communication campaigns.

The aim of promoting diversity guidelines is to raise awareness of discrimination risks and to foster the implementation of diversity strategies in a range of socially important areas. Building on best practices, recommendations (in the form of diversity guidelines) are to be provided in order to support different target groups, for example in civil society, in local communities and in the field of school education, to ensure that they are diversity-aware and diversity-focused in their respective areas of activity. The diversity guidelines can serve as an optional toolbox contributing to recognising and valuing a diverse society that offers equal opportunities for all.

## **VIII. Expanding the knowledge base: targeted research into right-wing extremism, racism and antisemitism**

If we are to successfully combat racism, right-wing extremism and antisemitism, we need more scientific data and knowledge of the causes and dynamics of these phenomena and the way they function. We therefore want to work on expanding the knowledge base by carrying out targeted research into right-wing extremism, racism and antisemitism.

### ***Federal Ministry of the Interior, Building and Community***

Racism is an everyday problem that affects society as a whole. Examining and fighting racism is a priority area of domestic policy with different facets affecting social policy at multiple levels. The manifestations, contexts and effects of racism are wide-ranging and have not yet been described in full. They range from adamant extremist and racist attitudes to unconscious prejudices and stereotypes which can lead to unequal treatment and contempt.

More knowledge and research are required, and the issues must be differentiated and made more concrete so that the social policy aspects mentioned above can be brought together more clearly and a stronger focus can be put on the point of view of people who are affected by racism. These matters are directly relevant to social cohesion in Germany. They open up new perspectives and provide new opportunities to find a more effective, rational approach to a major social policy challenge.

The basis for this is to be a multidimensional research project based on the tried and tested scientific standards of (empirical) social research. The initial hypothesis is that racism poses a threat to social cohesion. A key focus of the research is therefore to conduct a comprehensive study of specific forms of everyday racism in order to examine the development and spread of discriminatory treatment in a whole-of-society, institutional context.

The study is to be carried out on behalf of the Federal Ministry of the Interior, Building and Community. Its aim is to examine the implications of everyday racism on future government tasks aimed at strengthening social cohesion, and to demonstrate new options for action with a view to pushing back further against racism in society.

It is to start in 2021, when the preparatory methodological and operational work that is currently under way is complete.

Anti-Muslim attitudes are a threat not only for Muslims, but for general social cohesion. In order to better estimate the scope of hostility towards Islam that is relevant to police investigations, since 2017 crimes motivated by hostility towards Islam and Muslims have been recorded separately in the statistics of politically motivated crime as a sub-category in the section on hate crime. Anti-Muslim hate and attitudes hostile to Islam are not solely expressed in the form of verbal or physical harassment, attacks or assaults. People who are assumed to belong to the Islamic faith can suffer disadvantage and discrimination in a wide range of areas of society. The Federal Ministry of the Interior, Building and Community therefore wants to coordinate with the independent expert group on hostility against Muslims to step up research in this field and to examine anti-Muslim behaviour and attitudes more extensively.

### ***Federal Ministry of Justice and Consumer Protection***

The Federal Ministry of Justice and Consumer Protection is to ramp up legal research on the topic of racism and the law. A range of individual research projects is to be carried out with a particular focus on their practical application. The Ministry considers that there is catching up to be done in this regard. To date, there has not been sufficient study in jurisprudence of the topic of racism, which is a cross-cutting issue affecting every area of the law. Efforts should therefore be made to include the UN Convention on the Elimination of All Forms of Racial Discrimination and its effect on German legislation, but also “soft law” resulting, for example, from the recommendations of the European Commission against Racism and Intolerance, in the academic examination of the topic.

During the consultations carried out by the Cabinet Committee, the research community confirmed that legal research into racism is lagging behind. Those consulted stated that such research is very limited and lacking in visibility; discourse, in particular discourse emerging from the critical race theory approach, which originated in the United States, has not been sufficiently acknowledged in the research; manifestations of racism beyond right-wing extremism have not been sufficiently taken into account; and a lack of diversity in the research community means that the perspective of those affected is not reflected.

In addition, the practical application of section 46 (2) sentence 2 of the Criminal Code is to be studied with a view to helping courts and public prosecution offices to apply this regulation in the future. Section 46 (2) sentence 2 of the Criminal Code explicitly states that racist, xenophobic or other motives evidencing contempt for humanity are generally to lead to an increased penalty. The Act to Fight Right-Wing Extremism and Hate Crime explicitly expands this list to include antisemitic motives. For this provision to be applied appropriately, public prosecution offices and courts must recognise these motives and must acknowledge them accordingly. This is a challenge that is particularly important in these times, when an increase in such motives has been recorded or can at least be assumed. Effectively recognising such motives and taking them into account is not solely important to ensure a penalty that is appropriate to the offence; it is also extremely important for the victims affected and for strengthening public trust in the law, showing that it pursues racist, xenophobic, antisemitic or other motives evidencing contempt for humanity effectively and appropriately.

The study will evaluate documents from criminal proceedings and will interview representatives of public prosecution offices and courts. Help and suggestions for the practical application of the circumstances to be weighed up when fixing the penalty under section 46 (2) sentence 2 of the Criminal Code are also to be drawn up.

### ***Federal Ministry for Family Affairs, Senior Citizens, Women and Youth***

In July 2020, in its second supplementary budget for 2020, the Bundestag provided additional funding for the establishment of a national discrimination and racism monitor (*Nationaler Diskriminierungs- und Rassismusmonitor*, NaDiRa) at the German Centre for Integration and Migration Research. The racism monitor is to use a range of data sources to come to reliable conclusions on the causes, extent and consequences of racism and to develop recommendations for action based on these conclusions. There will be an accompanying process among civil society stakeholders, associations and federations, particularly from among communities that are affected by racism, to supplement the establishment of the monitor. The national discrimination and racism monitor is therefore also to help make debate within society more concrete, and to contribute to international discourse on the topic. A racism research network has also been founded with the aim of involving renowned research expertise.

The establishment and increasing depth of research into integration and migration is a response to the growing diversity of German society, in particular the rising proportion of people with a migrant background in their family. The German Centre for Integration and Migration Research is therefore to be expanded and supported going forward. This encompasses both the long-term financing of the Centre and the promotion of interdisciplinary collaborative research which will lead to ongoing networking in the field of study and closer cooperation between academic research and practical application.

In addition, the democracy compass planned in the catalogue of measures represents an instrument for regularly recording information at federal level on democratic attitudes within society. The democracy compass will be based on the democracy surveys carried out by individual federal states. A feasibility study is planned in preparation for the launch of the compass.

### ***Federal Ministry of Education and Research***

The Federal Ministry of Education and Research will implement the following measures to bolster research into right-wing extremism, racism and antisemitism.

#### **1) Bolstering research at universities**

In order to make research into right-wing extremism and racism a permanent feature of university research, the Ministry will foster junior research teams at universities. These junior research teams will also broaden the career prospects of outstanding researchers. They will be deployed in different focus areas in the fields of right-wing extremism and racism research, and will build networks outside their universities with the research community in Germany and abroad.

#### **2) Calls on empirical research and on the establishment of “knowledge networks”**

The Federal Ministry of Education and Research will publish calls that help to create fundamental and specific knowledge as well as know-how for combating right-wing extremism and racism. In addition, two “knowledge networks” in the topic areas mentioned will enhance the networking of academic research. The following focus areas are planned:

Historical and contemporary reappraisal of the emergence of right-wing extremism, racism and antisemitism and as a contribution to empirical contemporary research:

Historical and contemporary research into right-wing extremism, racism and antisemitism contributes to recording current indications of these phenomena, revealing their mechanisms of action and investigating the dimensions of racism and right-wing extremism involving every area of society in the history of the Federal Republic of Germany at a national and international level.

The calls mentioned above will also address empirical applied basic research within the field of right-wing extremism and racism research with the aim of closing knowledge gaps; legal research into racism and the law will be one of the possible areas making a key contribution in this regard. Research projects looking at the victim’s perspective will be particularly encouraged. Practical actors such as security authorities and civil society stakeholders are to be involved.

A main goal of the calls is to generate recommendations for action for combating group-focused enmity such as antisemitism, antigypsyism, hostility towards Muslims, anti-Black racism and anti-Asian racism.

Establishing knowledge networks in the fields of right-wing extremism, racism and antisemitism:

The Federal Ministry of Education and Research will fund the establishment of two knowledge networks, one for right-wing extremism and one for racism. The aim of these knowledge networks is to provide national and international networking opportunities for the projects promoted in the publication, and to provide a knowledge and discussion platform for the research community.

### 3) Infrastructure: creating infrastructure for research data

High-quality, easy-to-access data is key to strengthening empirical research in the field of right-wing extremism and racism. The funding of a collaborative model aims to centralise data from government registries, official statistics on violence, civil society and a range of stakeholders in academic research in a data portal that is generally available. The data portal is to be established in close cooperation with the expert community.

### ***Federal Government Commissioner for Migration, Refugees and Integration***

Research into victim experiences of people with a migrant background is currently only included in a small proportion of approaches. The Commissioner plans to expand this, with the aim of obtaining an overview of the current status of research, identifying gaps in the research, and closing these gaps. In the early stages, increasing the visibility of research in the area of victim experience of people with a migrant background is extremely important so that it can become an integral part of the research landscape and can help determine what political action is required.

The inclusion of figures provided by the Association of Counseling Centers for Victims of Right-wing, Racist and Antisemitic Violence in Germany (VBRG) in current integration monitoring (under the heading “hate crime”) means that this objective has already been achieved. This illustrates both the obstacles to integrating people with a migrant background and the general attitude of the population as a whole to diversity. Data from other counselling services could be incorporated into future integration monitoring, provided it is available by then and can be accessed. First and foremost, this applies to the data collected in the advisory centre with a central hotline for people affected by racism through its racism barometer.

### ***Federal Government Commissioner for Jewish Life in Germany and the Fight against Antisemitism***

Future model projects will research the shared emergence and history of racism and antisemitism from National Socialism to the present day. Both have shared roots, but differ from each other in terms of alleged visibility and attribution of power: antisemitism associates Judaism with supposedly negative aspects of the modern world, such as emancipation, over-civilization, urbanity and abstraction. It is also seen as invisible and “uncanny” and the typical conspiracy theories about “powerful Jews” build on this. Racism, on the other hand, aims in the opposite direction, with the assumption that those affected lack civilisation and have an *inferior* culture; racist attributions are additionally tied to discernible characteristics such as name and skin colour. The authoritarianism, collectivism and aggressive anxiety and fear, for example of domination by foreigners, on which both ideologies are based can still be seen in relevant sections of the population today. Right-wing extremist terror has shown that antisemitism and racist contempt go hand in hand for the perpetrators.

In post-National Socialist society, antisemitism still serves as a “social code” (Volkov), in spite of typical indirect communication and deflecting of guilt. The concept of “emotional heritage” (Lohl) was developed to describe how antisemitism is passed down through the generations. However, it is not clear how we can ascertain the long-term effects of National Socialist politics on society, including in relation to migrant families. Where do antisemitism and racism intersect and where do they diverge in different spheres, and what is it that connects them? What role do authoritarian attitudes play in this? The projects seek to contribute to combating antisemitism, protecting Jewish life in Germany and curbing racism and group-focused enmity by providing a greater understanding of the emergence and handing down of racism and antisemitism and drawing up well-founded prevention measures based on this understanding. The projects will be developed on an interministerial basis, in discussion with experts from civil society and the research community. First meetings have already taken place.

### ***Federal Government Commissioner for the New Federal States***

In order to come to terms with the lack of integration of contract workers and other immigrants and the issue of racism in the GDR and its long-term consequences, the Commissioner funds a project run by the association Deutsche Gesellschaft e.V. This project is studying the economic and political reasons for recruiting contract workers, as well as the legal basis and the experiences of migrants in the GDR and later in a unified Germany. This reappraisal of the history of immigration in the GDR is a key factor in creating awareness for the federal states of the former East Germany in particular of failures and undesirable developments in the past. The project aims to prevent right-wing extremism and racism, and to promote a diverse society based on equal opportunities for all. A public, hybrid-format conference on the topic of Forgotten histories – the experience of immigrants in the GDR and in a united Germany

(“Vergessene Geschichte(n) – Migrantische Erfahrungen in der DDR und im vereinten Deutschland”) is planned for summer 2021, with a wide range of participants from the research community, civil society and the political sphere.

## **IX. Enhancing civic education**

Civic education is extremely important in addressing the issues of right-wing extremism, racism and antisemitism. Civic education is intended above all to promote understanding of political matters, to reinforce democratic consciousness, and to encourage greater willingness to participate in the political process.

### ***Federal Ministry of the Interior, Building and Community***

To help effectively meet the challenges involved in fighting right-wing extremism, racism and antisemitism both in person and online, the Federal Agency for Civic Education is to receive additional human and financial resources.

A new prevention programme, “Democracy Online” (“Demokratie im Netz”), has been launched within the Federal Agency for Civic Education. It aims to promote critical thought, media literacy and civil courage online. In order to create an infrastructure for digital civic education based on long-term assistance measures, similar to traditional training centres, a new assistance programme for digital civic education is also to be established. This programme aims to develop a more professional and evidence-based approach to digital civic education. The new programme is to be accompanied by training options and publications. There will also be networking opportunities with the aim of boosting the necessary nationwide coordination of measures in the field of media literacy and online prevention.

The federal programme “Cohesion through participation” (“Zusammenhalt durch Teilhabe”), which focuses on rural and depressed regions and on sports and charitable associations and clubs, voluntary fire brigades and the Federal Agency for Technical Relief as organisations providing important structure to society, has proved an effective, successful and high-quality instrument for promoting democracy and preventing extremism. To cover existing needs and at the same time strengthen established structures in the long term, funding for the federal programme “Cohesion through participation” is to be increased.

Right-wing extremism, racism and antisemitism must be tackled at the root. To achieve this, model projects for non-school civic education are being expanded. The aim is to bolster the social and democratic skills of school students, particularly those at schools in socially and geographically disadvantaged places, and to foster their resilience when dealing with contemptuous attitudes and racist attributions. In addition, the projects also strive to reach students who have already developed racist attitudes and could become more extreme.

Together with the federal state teacher training institutions, the Federal Agency for Civic Education will also work on the joint project for anti-racism training modules to develop and provide several-year qualification and training options in this field.

To give targeted encouragement to people with experiences of migration to become politically and socially involved, cooperation between both established and new actors in the area of civic education is to be expanded and new, more appropriate, needs-based options are to be designed. There is to be more integration of people with experiences of migration into the range of providers of civic education, giving them the opportunity to become established in that setting and making them more visible. The overall aim is to increase the visibility, effectiveness and participation of people with experiences of migration and of migrant NGOs over the long term.

Civic education must address different target groups in different ways, taking their lived experience and media habits as the starting point. In order to raise awareness of the importance of a democratic corporate culture at workplaces, in factories and companies, new approaches for adult civic education are to be developed and expanded for target groups that are active in the labour market. In this context, the Federal Agency for Civic Education is developing new formats for adult civic education and is working to reinforce the ability to examine social policy issues, focusing on target groups that are active in the labour market.

Work is underway to specifically expand civic education measures against antisemitism and ideas are being collected from among the Jewish community about how to depict Jewish everyday life and make it more visible, without limiting it to the Holocaust and antisemitism. This includes supporting multipliers in their work and helping them to expand their skills.

Another particular focus area is preventing hostility towards Muslims. As well as supporting people affected by hostility towards Muslims by promoting empowerment and participation strategies, digital and analogue content is increasingly being compiled and taught as a means of raising awareness of hostility towards Muslims.

The specific challenges and needs related to combating antigypsyism are being addressed by establishing measures against antigypsyism, considering and/or following careful examination of the recommendations made by the Independent Expert Commission on Antigypsyism, which is to submit its report in spring 2021. Promoting preventive education measures which specifically address racism against Black people is also particularly relevant, as is supporting the communities affected by promoting empowerment and participation strategies for Black people.

The “Programme of Anti-Racist Education” work focuses on funding providers of civic education for young people and adults. Within a model project over several years, the aim is to ensure that officially recognised providers of civic education are in a position to develop and expand their expertise, enabling them to provide diversity-focused civic education that is critical of racism. Migrant organisations are to be involved in the programme alongside officially recognised providers of civic education.

As independent cross-cutting areas of local action, integration and participation policy and integrated urban and neighbourhood development overlap in many areas. They are brought together in the interministerial strategy “Social City: strengthening neighbourhoods, living together in the neighbourhood” (“Soziale Stadt – Nachbarschaften stärken, Miteinander im Quartier”), which was adopted by the Federal Cabinet in 2016. As part of the strategy, in 2020 the Federal Ministry of the Interior, Building and Community, through the Federal Agency for Civic Education, drew up a model project for equal political participation (“Gleiche politische Teilhabe”) which uses civic education outreach work to help strengthen the understanding of democracy, participation, and dialogue within and between different groups, with the aim of also helping combat racism, antisemitism and right-wing populism. This model project will now be further strengthened by the Cabinet Committee resolution. The interministerial strategy aims to use model projects to supplement the urban planning and investment measures contained in the “Social Cohesion Programme” with projects in other specialist areas which contribute to stabilising disadvantaged towns and neighbourhoods, and also aims to continue successful approaches over the long term.

### ***Federal Ministry of Defence***

The Ministry plans to implement a study which has been designed to measure the influence of political extremism in the Bundeswehr and to ascertain the causes and extent of extremist attitudes among members of the Bundeswehr in order to develop targeted prevention and civic education measures.

The Bundeswehr Centre of Military History and Social Sciences (*Zentrum für Militärgeschichte und Sozialwissenschaften der Bundeswehr, ZMSBw*) is carrying out a scientific evaluation of civic education in the Bundeswehr on behalf of the Federal Ministry of Defence. Using a representative survey, scientifically sound information on the provision and effect of civic education from the perspective of soldiers, and therefore also from the perspective of the target group for civic education, will be collected for the first time. The survey will also investigate the extent to which civic education in the Bundeswehr contributes to preventing extremism. The study findings are to be used to systematically refine civic education and to improve the framework conditions for its provision, as well as to optimise the effects of civic education.

In addition, ZMSBw is drawing up a social science study on behalf of the Federal Ministry of Defence on the causes, extent and influence of political extremism in the Bundeswehr. The aim of this study is to examine the influence of political extremism in the Bundeswehr in the context of social transformation, while at the same time analysing in particular whether and to what extent members of the Bundeswehr are already radicalised when they join the Bundeswehr, or whether they become radicalised during their service. Based on the study, scientifically founded information is to be collected on the causes and extent of extremist attitudes among members of the Bundeswehr and targeted measures are to be developed for providing civic education and preventing extremism.

#### ***Federal Ministry for Family Affairs, Senior Citizens, Women and Youth***

In accordance with the 16th Federal Report on Children and Youth, civic education is also to be strengthened within youth work structures. A first important step has already been taken with the interdisciplinary “Respect Coaches” programme in schools. In addition, non-school youth work options are to be linked to civic education so that young people’s understanding of democracy is also strengthened in these contexts. This calls for new strategies and approaches.

#### ***Federal Government Commissioner for Migration, Refugees and Integration***

The Federal Government Commissioner for Migration, Refugees and Integration is launching a process of dialogue among the Federation, the states and civil society on the topic of cultural diversity in the core curriculum and diversity skills in basic and advanced training for teaching staff. This dialogue is to start with regular expert discussions within which representatives of the Federation and the Standing Conference of Ministers of Education and Cultural Affairs of the Länder in the Federal Republic of Germany (*Kultusministerkonferenz*, KMK), experts from the research community, foundations, education practice, migrant organisations and projects related to education and democracy, and teachers, discuss cultural diversity in the core curriculum and diversity in basic and advanced training for teaching staff. The aim is for the dialogues and the networking of relevant stakeholders to lead to helpful material such as leaflets and the provision of useful information, which can then be made accessible and/or disseminated to the public.

#### **X. Culture in the prevention of right-wing extremism, racism and antisemitism**

The Federal Government’s cultural policy is committed to diversity, exchange and participation, to support a democratic, outward-looking Germany. Our culture and our cultural wealth would not be possible without an inclusive society and cultural exchange. This is the message that we use to counter all those who seek to divide and polarise our society and to exclude others from it and treat them with contempt. The question of how to achieve “cohesion in diversity” is high on our political agenda. Art and culture can have powerful effects that sometimes go beyond

policy. We need to harness these effects more than ever in the fight against right-wing extremism, racism and antisemitism.

### ***Federal Foreign Office***

In a diverse society, the domestic and the foreign cannot be treated in isolation from each other. Experiences abroad feed into the situation within the country, while experiences in Germany also affect the rest of the world. The Federal Foreign Office will therefore cooperate with the Federal Government Commissioner for Culture and the Media to promote the establishment in Germany of Goethe-Institut centres for international cultural education. The aim is to make use of the Goethe-Institut's experience of intercultural work abroad as a tool in the fight against racism, right-wing extremism and antisemitism in Germany.

### ***Federal Government Commissioner for Culture and the Media***

The Federal Government Commissioner for Culture and the Media makes a decisive contribution to prevention work, with access to a well-established structure of civil society multipliers and project providers.

The Commissioner considers the use of culture and the media and the reappraisal of history to be ongoing, fundamental tools in imparting our plural democratic values and social order and preventing extremism. Robust networks of government-funded actors and institutions, with their nationwide reach, will be deployed more in future to help achieve pressing sociopolitical aims like these.

Institutions and stakeholders funded by the Federal Government from all areas, such as history museums, monuments and documentation centres for coming to terms with Germany's National Socialist and Communist dictatorships, institutions on the history of democracy, museums, theatre, music, film, libraries, archives, language, literature and the media, as well as umbrella organisations, associations and federations, will in future establish and develop long-term projects for democracy and against right-wing extremism, racism and antisemitism, and will further strengthen structural historical, political and cultural education and outreach work.

The Commissioner will, therefore (subject to an appropriate increase in budgetary funds), make major, concrete contributions to prevention in four key areas: culture, diversity, media literacy, and coming to terms with history.

#### **1. Coming to terms with history:**

We can only learn from the past and counter racist and right-wing extremist endeavours today if we look in the rear-view mirror that is history. Looking back at the National Socialist tyranny is a painful reminder of where hate, exclusion and discrimination can lead. This makes it all the

more important to create memorial and remembrance sites, and to design appropriate formats for teaching about these things. Leading examples of coming to terms with Germany's National Socialist past can be found in the Young People Remember programme, in which National Socialist memorials and documentation centres develop innovative education formats or create new interfaces with providers of youth education and youth work.

The historical and political education work carried out in National Socialist memorials, history museums and documentation centres as places for learning outside of the school context is essential. Visitors to memorials learn where right-wing extremism, racism and antisemitism in society can lead, and that every individual must stand up for human rights and democracy. In this regard, we would like to focus more on outreach work with a broad impact, including new visitor groups and young people in particular.

The German Federal Cultural Foundation intends to develop new methods of digital interaction with young visitors to its memorial sites. The Dachau Concentration Camp Memorial Site, the Buchenwald Memorial Foundation, the Documentation Center Nazi Party Rally Grounds and the Berlin Wall Foundation are all involved in the project.

The Arolsen Archives will also expand the project Every Name Counts. Based on the biographies of people who were persecuted by the National Socialists from documents of the ITS and from German concentration camp memorials, formats for teaching historical and political education will be used with students at 5,000 schools, with students at vocational schools, with police officers, fire fighters, football clubs and private companies. The fates of individuals will come to life by focusing actively on individual victims of the National Socialist regime. Participants will see the vast scale of the atrocity and will learn lessons from the past that they can apply in the present.

The same will also take place at museums and memorial sites addressing the history of the Communist dictatorship in East Germany. This is another context in which we can learn lessons from the past that we can apply to the present. This is central to education for democratic citizenship, not least in former East Germany, where two dictatorships tried to wipe out democratic thought. At the same time, the democratic movement in former East Germany serves as an example to us all.

The foundation for sites in the history of German democracy ("Orte der deutschen Demokratiegeschichte") will help the Federal Government Commissioner for Culture and the Media to convey the history of German democracy and to contribute to education for democratic citizenship. Democracy has to be shaped, experienced and refined. The "sites in the history of German democracy" will make the memory of important elements of the history of

Germany's democracy more visible. They will foster understanding of causes and effects, they will propagate the fundamental values of the free democratic basic order in a way that is engaging and has a broad impact, and they will establish the value of democratic community even more strongly in the minds of the population.

Coming to terms with Germany's colonial history is part of our culture of remembrance and is being expanded with new projects for coming to terms with, documenting and conveying this work in museums funded by the Federal Government such as the German Historical Museum and the international flagship project that is the Humboldt Forum, among other institutions. The effects of colonialism and racism and the handling of collections from colonial contexts is an ongoing task, particularly in museums.

## 2. Culture

Cultural diversity is in direct opposition to populist simple-mindedness. Culture conveys the humanist values that form the foundation of our free democratic basic order. It is therefore important to create spaces for discussion and cultural communication, such as the Humboldt Forum Berlin. The Federal Government Commissioner for Culture and the Media is to begin a campaign to better reach target groups who may not have a strong connection with education, and those who would not usually visit museums. The Klassik Stiftung Weimar foundation is to take mobile cultural projects to deprived urban areas in Thuringia. The Dresden State Art Collections and the Deutsche Hygiene Museum in Dresden are to launch a large-scale model project for "Museums as places of education for democratic citizenship" ("Museen als Orte der Demokratiebildung") and will carry out participation-based cultural projects with young people in rural areas of Saxony on the topic of racism. The Art and Exhibition Hall of the Federal Republic of Germany in Bonn is to carry out a comprehensive volunteer programme on the topic of "being foreign", which will support cultural and anti-racist education and outreach work. In this way, the Commissioner can equip cultural institutions and stakeholders to carry out historical, political and cultural education and outreach work.

The Commissioner is also to provide targeted support for promoting and imparting Jewish culture in cultural institutions in Germany. Antisemitic developments will be countered with increased visibility of Jewish life and Jewish culture, which have helped shape society in Germany for 1,700 years. The photography competition "Cohesion in Diversity – Jewish Everyday Life in Germany", which was held in 2020/2021 as part of the Cultural Integration Initiative (*Initiative Kulturelle Integration*) was pioneering in this regard. In 2021, the Federal Government Commissioner for Culture and the Media was actively involved in promoting the anniversary of 1,700 years of Jewish life in Germany. The new permanent exhibition at the Jewish Museum Berlin, which receives institutional funding from the Federation, provides a multi-faceted, many-voiced, interactive insight over an area of 3,500 square metres into Jewish

history and culture in Germany. The exhibition is accompanied by new, pioneering outreach measures such as the children's museum ANOHA, which the Jewish Museum Berlin launched in 2021 to supplement the range of workshops it offers to children and families, kindergarten and primary school groups, and education professionals. The office of the Federal Government Commissioner for Culture and the Media is also funding additional synagogues from its budget for the protection of architectural and cultural heritage, as part of its measures to impart Jewish culture.

The Cultural Integration Initiative is a strong civil society alliance of successful prevention work in culture. It is being overhauled and repositioned as a flagship project with targeted funding for campaigns with a broad impact, events to promote solidarity, and pilot projects, focusing on combating right-wing extremism, racism and antisemitism. The objective is to carry out cultural activities which are effective in practice in a context of broad consensus within society, involving a network of stakeholders from federal, state and local government and from civil society, including large associations, churches, media and umbrella organisations such as the Central Council of Jews in Germany. On the anniversary of the attack in Halle on 9 October 2020, the Federal Government Commissioner for Culture and the Media, in cooperation with the German Arts Council, the Central Council of Jews in Germany and with the Federal Government Commissioner for Jewish Life in Germany and the Fight against Antisemitism, launched a photography competition on Jewish life as part of the Cultural Integration Initiative. The competition slogan was "Cohesion in Diversity – Jewish Everyday Life in Germany" and more than 650 photographs illustrating the diversity and vitality of Jewish everyday life in Germany were submitted. A first-rate jury selected the ten winners and the prizes were awarded on 12 March 2021. Activities of this type to mark 9 October are to be made an annual event.

### 3. Diversity

In line with the diversity strategy of the Federal Government's cultural policy, diversity, participation and outreach are specifically fostered and embedded in the activities of cultural institutions that receive federal funding, in order to embody the demographic and cultural diversity of German society. The Federal Government Commissioner for Culture and the Media intends to increase diversity in cultural institutions with federal funding so that they reflect the demographic and cultural diversity of our society in their audience, their programme, their staff and in their partners. This will foster integration and will actively involve people with an immigrant background in cultural life, because dialogue is the lifeblood of diversity and cultural understanding, and cultural institutions provide the necessary forum for dialogue.

### 4. The media

The media are a valuable tool in imparting our plural values and social order and in preventing right-wing extremism. We will therefore promote media literacy, diversity of content in the

media and pluralism of the media as key elements of democracy, and will establish and develop concrete prevention projects in the fields of media and news literacy. We must reach young people in particular through new digital media. One example is the “Call of Prev” project. A game played on their mobile phone allows players to articulate and process their own experiences of discrimination, while strengthening democratic opinion-forming processes, particularly in the context of Islamist and right-wing extremism. In addition, the Federal Government Commissioner for Culture and the Media, together with the Federal Agency for Civic Education and the state media authorities of North Rhine-Westphalia and Berlin-Brandenburg, is funding a study by the Stiftung Neue Verantwortung think tank on the level of news literacy among the population. It is anticipated that the results will be published in the first quarter of 2021.

## **XI. Germany's global responsibility: fighting right-wing extremism, racism and antisemitism at international level**

Human rights, democracy and freedom are the guiding principles of Germany's foreign policy. Right-wing extremism, racism and antisemitism undermine, among other things, the credibility of this approach. In addition, potentially violent right-wing extremist associations are increasingly networking at international level, as examined by a recent study commissioned by the Federal Foreign Office and carried out by the “Counter Extremism Project”. Germany must therefore work with its partners around the world to counter right-wing extremism. The fight against racism is also a foreign policy matter. Germany's cultural relations and education policy, which provides the framework for the measures implemented by the Federal Foreign Office, is an important tool in this regard.

### ***Federal Foreign Office***

In its cultural project work abroad, the Federal Foreign Office aims to emphasise the fight against right-wing extremism, racism and antisemitism. In particular, it would like to increase support for meetings between young people from different countries with the objective of preventing at an early stage the development of mutual prejudices and generating curiosity about different outlooks on the world. To achieve this, international youth exchange programmes are to be expanded in coordination with the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, including with Israel. In addition, the respective youth services and the imparting of positive values will be stepped up at German schools abroad and partner schools, particularly through new exchange projects between Germany and Israel. The Federal Foreign Office also intends to increase its support for international visits to memorial sites.

In the international context, preventing and combating right-wing extremism, racism and antisemitism is not least a cultural task. The Federal Foreign Office therefore plans to step up work to come to terms with colonialism through international initiatives. It also intends to act

to counter targeted, divisive disinformation and to expand the existing international science diplomacy networks in the fields of research into racism, antisemitism and right-wing extremism. Following a study on racism and patterns of exclusion in Germany's cultural relations and education policy as part of a new diversity strategy, we will define participation and diversity as ongoing key cross-cutting tasks in that strategy, which will help further structural change.

In addition, international cooperation to combat potentially violent right-wing extremism must be expanded within multilateral organisations with the aim of reaching a shared understanding of the challenge, exchanging experiences with regard to preventive approaches, and consolidating deradicalisation measures, as well as facilitating joint action. Central actors in Germany's activities are the United Nations (particularly the United Nations Office on Drugs and Crime (UNODC) and the United Nations Office of Counter-Terrorism (UNOCT)), the EU and the OSCE.

#### ***Federal Ministry for Family Affairs, Senior Citizens, Women and Youth***

As a non-formal education option, international youth work makes essential contributions on two levels to individual and social development which maintain and promote openness, citizen engagement and democratic coexistence in civil society.

- International youth work educates people, broadens cultural horizons, and helps prevent the slide into extremism.
- International youth work strengthens supranational networks for democratic cooperation.

The programme "Experiencing diversity through exchanges and meetings – increasing youth exchanges" ("Vielfalt erleben durch Austausch und Begegnung – Jugendaustausch stärken") aims to further develop international youth work. New formats are also to be tested that will facilitate access for young people and will appeal to new target groups. In conjunction with the Federal Foreign Office, international youth exchange programmes are to be expanded, including those with Israel, and the work of both the youth services and the bilateral coordination offices is to be boosted. The project "Acting against Antisemitism in Youth Work and Education" ("Sichtbar handeln – Umgehen mit Antisemitismus in Jugend- und Bildungsarbeit") provides youth work and education professionals in Germany with opportunities for learning and discourse to combat antisemitism and hostility towards Israel.

By creating a national coordination office for supporting/implementing the UN International Decade for People of African Descent (2015 to 2024), the Federal Government would like to use the time left of the decade to focus on issues related to the specific situations of people of African descent and to bring together activities related to this issue carried out by the Federal Government, the states and other stakeholders, particularly in civil society and the research

community. Within the Cabinet Committee for the fight against right-wing extremism and racism, the Federal Government has already adopted measures aimed at combating racism and related discrimination across all phenomena, and at supporting those affected. The coordination office for the UN decade is to carry out additional activities that focus in particular on the concerns and the situation of people of African descent and help create a better understanding of and greater respect for the heritage and culture of people of African descent. The coordination office for the UN decade is to work closely together with people of African descent and with grassroots organisations within the Black community.

## **XII. The future**

The individual projects put forward by the Cabinet Committee are to be implemented independently by the ministries and commissioners assigned each task in the catalogue of measures, with ongoing discussion and support in the interministerial working group. Combating right-wing extremism, racism and antisemitism will remain an ongoing task for government in the future, one which affects a wide range of areas of society, which permeates the different ministerial responsibilities, and which is also an international priority within the European Union's Anti-racism Action Plan. Implementing the Cabinet Committee's Catalogue of Measures and drawing up new projects to counter right-wing extremism, racism and antisemitism, including high-level dialogue with the federal states, local governments, the research community, civil society and in particular with migrant organisations, will also play a key role in the 20th legislative period, which will start soon. The governing coalition has agreed that a Federal Government Commissioner for the fight against racism is to be appointed from 2022 who will not be subject to instructions from the Federal Government.

## **Catalogue of Measures of the Cabinet Committee for the fight against right-wing extremism and racism**

### **Introduction**

By establishing the Cabinet Committee in March of this year, the Federal Government sent a clear signal that the fight against right-wing extremism, racism, antisemitism, antigypsyism, hostility towards Muslims, anti-Black racism and all other forms of group-focused enmity will be fought at the highest level of government responsibility.

By introducing new initiatives and measures, the Cabinet Committee is building on work already done by the Federal Government, which the Committee outlined in greater detail in its report of 20 May this year.

The Cabinet Committee proposes that the Federal Government adopt the attached Catalogue of Measures. The Catalogue of Measures takes into account the positions of representatives of civil society, particularly migrant organisations, and of the research community and the federal states, with whom the Cabinet Committee held consultations in preparation for compiling its Catalogue of Measures.

This Catalogue works to achieve the four objectives set out in the report of the Cabinet Committee of 20 May this year:

1. Generating a greater awareness of racism as a phenomenon that affects society as a whole and establishing improved state structures to fight right-wing and racism extremism; stepping up cooperation between the security authorities, the judiciary, and relevant state and civil society bodies; and improving empirical data.
2. Extending and stepping up work within the regular structures across society to prevent right-wing extremism and racism, antisemitism, hostility towards Muslims, and all other forms of group-focused enmity, including online. Further developing political education and work to promote democracy.
3. Extending the support for those affected by racial discrimination and those in their social environment; ensuring effective protection for victims and enhancing structures to fight racism in the long term.
4. Recognising and valuing a diverse society that offers equal opportunities for all, and strengthening opportunities for participation for people with an immigrant background.

On the basis of this proposal, in the years 2021 to 2024 the Federal Government is providing more than one billion euro to fund the fight against right-wing extremism and racism. In addition, in the settlement session on the 2021 budget, the Federal Government will propose to the Budget Committee of the German Bundestag the provision of a further 150 million euro.

The measures are listed by ministry in alphabetical order.

No.	Measure
<b>Federal Ministry of the Interior, Building and Community</b>	
1	Amendment to the law on the protection of the Constitution with the addition of a legal basis for the interception of telecommunications at the source by the federal intelligence services (recast of the Federal Act on the Protection of the Constitution ( <i>Bundesverfassungsschutzgesetz</i> , BVerfSchG)).
2	Antigypsyism <ul style="list-style-type: none"> <li>Establishment of a national contact point as part of the EU Roma Strategy 2020-2030.</li> <li>Independent monitoring and information body for racist, and particularly antigypsy, assaults.</li> <li>Evaluation of political measures and strategies aimed at combating antigypsyism, working together with civil society to do so.</li> </ul>
3	Setting up of a federal institute for quality assurance with the aim of establishing long-term structures and processes for quality assurance and increasing the effectiveness of prevention measures and civic education (with participation by the Federal Ministry for Families, Senior Citizens, Women and Youth).
4	Launch of a new prevention programme, “Democracy Online”.
5	Topping up of the community-focused project funding for a federal programme “Social cohesion. On the ground; networked; connected” which aims to increase mutual acceptance among (new) immigrants and the society they are now living in.
6	Topping up of the model project for more cohesion in neighbourhoods (“Miteinander im Quartier”), funding measures in the context of the interministerial strategy “Social City: strengthening neighbourhoods, living together in the neighbourhood”, particularly in order to strengthen intercultural dialogue, participation and networking, and to reduce racism and right-wing populism.
7	Broadening of the intercultural and diversity-focused horizons of the public service (diversity strategy), for example by means of: <ul style="list-style-type: none"> <li>a review of the selection procedure for the public service</li> <li>targeted campaigns to recruit more people with an immigrant background to the public service</li> <li>regular surveys on diversity/diversity measures in the public service (together with the Federal Government Commissioner for Migration, Refugees and Integration).</li> </ul>
8	Expansion of the federal programme “Cohesion through participation”.
9	Non-school civic education in the school context, expansion of successful model projects, development of a joint project for anti-racism training modules.
10	Report by the independent expert group on hostility against Muslims with recommendations for action to combat anti-Muslim hatred and discrimination based on hostility towards Islam.
11	Compilation and updating of a situation report on right-wing extremism in security authorities, expansion of the report into a situation report on the public service as a whole.

12	Encouragement to people with experiences of migration to become politically and socially involved.
13	Research project: examination of the everyday lives of police officers.
14	Research funding in the field of hostility towards Islam and Muslims.
15	<p>Research study into everyday racism: development and scope of discriminatory behaviour in civil society, in businesses and industry, and in public institutions.</p> <p>Formation of an Advisory Council to promote resilient democracy and to fight right-wing extremism and racism, led by the Federal Ministry of the Interior, Building and Community (co-chaired by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth), with representatives from the groups affected, civil society, the social partners, and the research community. Both ministries will seek to integrate their different programmes for the prevention of extremism and racism more closely and to involve the many civil society actors. The advisory council's main tasks will be to ensure effectiveness of impact, programme innovation, transfer of best practice experience, and incorporation of international programme experience.</p>
16	<p>Creation of an institutional framework and/or consolidation of expert dialogue and cooperation between civil society and security authorities.</p> <ul style="list-style-type: none"> <li>Establishment of a confidence-building format for dialogue between security authorities and civil society actors active in the prevention of right-wing extremism at federal and state level; in particular, organisation of an annual expert conference in the Federal Ministry of the Interior, Building and Community on current issues regarding cooperation.</li> <li>Development of official disengagement services provided by the Federation and cooperation of these services with the official disengagement services provided by the states.</li> <li>Creation of a structure for providing advisory services at national level to those in the immediate social environment of right-wing extremists, similar to the Advice Centre on Radicalisation provided by the Federal Office for Migration and Refugees, within the remit of the Federal Ministry of the Interior, Building and Community.</li> <li>Research projects to strengthen cooperation between the police and civil society in matters of prevention and law enforcement.</li> </ul>
17	Deeper cooperation between the Federation and the states by expanding the Joint Centre for Countering Right-Wing Extremism and Terrorism within the framework of existing legislation (antisemitism working group, deradicalisation working group).
18	Enhanced cooperation between the Federation and the states by establishing a platform for exchanging experiences, procedures and current case law in regard to disciplinary law measures against extremist endeavours in the public service.
19	New adult civic education options for target groups that are active in the labour market.

20	New, additional measures as part of civic education on specific phenomena (antisemitism, hostility towards Muslims, antigypsyism, anti-Black racism).
21	Programme of anti-racist education work (reinforced action against racism and other forms of group-focused enmity).
22	Support for migrant organisations with model projects for upskilling (academy for migrant organisations), Houses of Resources.
23	<p>Boosting of civic education.</p> <ul style="list-style-type: none"> <li>Expansion of digital formats.</li> <li>Development and expansion of innovative formats and measures for adult civic education, with a focus on those active in the labour market.</li> <li>Support for providers of civic education and the broadening of their intercultural horizons.</li> </ul> <p>Expansion of cooperation with security authorities in handling right-wing extremism, racism and antisemitism.</p>
24	Enhanced integration measures related to sport, model projects in the field of sport and integration, including by upskilling and by networking contact points for those affected by discrimination and right-wing extremism in sport, improved cooperation of organised sport with civil society with a focus on working with the German Olympic Sports Confederation, the German Football Federation and migrant organisations, among others.
25	Increased focus during basic, advanced and further training in the public service on awareness-raising of racism, antisemitism and other forms of exclusion.
26	Basic and advanced training for police officers at the House of the Wannsee Conference to raise awareness of antisemitism.
<b>Federal Foreign Office</b>	
27	Expansion of the existing international science diplomacy networks through the German Academic Exchange Service and the Alexander von Humboldt Foundation in the fields of right-wing extremism, racism and antisemitism.
28	A diversity strategy in German cultural and education policy abroad: participation and diversity as ongoing key cross-cutting tasks in Germany's cultural and education policy abroad.
29	<p>Coming to terms with colonialism in the international context:</p> <ul style="list-style-type: none"> <li>Joint compilation of school books (target regions Africa, Georg Eckert Institute).</li> <li>Expansion of the "kulturweit" (Bridging Cultures) volunteer programme with Africa as a target region.</li> </ul>
30	<p>Inclusion of programmes and projects to combat right-wing extremism, racism and antisemitism in cultural project work abroad:</p> <ul style="list-style-type: none"> <li>Topping up funds for cultural project work abroad.</li> <li>International youth exchange programmes.</li> <li>Stepping up education and imparting positive values at German schools abroad and partner schools.</li> <li>Projects of the Goethe-Institut and ifa (Institut für Auslandsbeziehungen). Expansion of international visits to memorial sites.</li> </ul>

31	Strategic communication abroad: dealing with disinformation and right-wing conspiracy theories including populism, antisemitism and racism, topping up funds for Deutschlandbild im Ausland.
32	Study on racism and patterns of exclusion in Germany's cultural relations and education policy, with recommendations for action.
33	Centres for international cultural education at Goethe-Institut branches within Germany (with participation by the Federal Government Commissioner for Culture and the Media).
<b>Federal Ministry of Justice and Consumer Protection</b>	
34	<p>Amendment of the Criminal Code:</p> <ul style="list-style-type: none"> <li>• Drawing up of proposals for regulations to combat “lists of enemies” (also known as “death lists”) / doxing.</li> <li>• Drawing up of proposals for regulation on criminal liability for insult with the aim of incitement to hatred.</li> <li>• Examination of further need for action to combat cyber stalking and of improving protection of local politicians and civil society activists.</li> </ul>
35	Commitment by the Federal Government to implement further training for the judiciary on right-wing extremism/racism/antisemitism (training events at the German Judicial Academy, funding for projects by the German Institute for Human Rights).
36	<p>Reformulation of Article 3 of the Basic Law to replace the word “Rasse” (race).</p> <ul style="list-style-type: none"> <li>• Formation of an expert working group with members from the Federal Ministry of Justice and Consumer Protection and the Federal Ministry of the Interior, Building and Community.</li> </ul>
37	Legal research into racism and the law with a focus on practice.
38	Examination of how addressing the wrongs of the National Socialist regime can be included in judicial training and whether this can be achieved by amending the German Judiciary Act.
39	<p>Strengthening of victim support/victim protection:</p> <ul style="list-style-type: none"> <li>• Establishment of a central victim protection platform for victims of crime.</li> <li>• Expansion of hardship benefits for victims of terrorist offences and extremist assaults to include material damages.</li> <li>• Expansion of the work of the Federal Government Commissioner to promote networking and information exchange among those involved in protecting victims; expert conferences, and discussion of best practices among the victim counselling services and the federal state commissioners for victims.</li> </ul>
40	Improved enforcement of rights of those affected by discrimination by extending the period for asserting claims to six months in the General Act on Equal Treatment.
41	Study on the circumstances to be weighed up when fixing a penalty under section 46 (2) sentence 2 of the Criminal Code in regard to “racist, xenophobic or other motives evidencing contempt for humanity” to review and facilitate the practical application of these factors (note that the list of examples provided will

	shortly be expanded to expressly include “antisemitic motives”). The study is to help courts and public prosecution offices to apply the regulation.
42	Use of racially inclusive language and examination of the extent to which consistent use of terminology in relation to racism is possible in legal texts.
<b>Federal Ministry of Labour and Social Affairs</b>	
43	Establishment of a new priority action area “Fighting extremism – supporting the world of work through times of change” (“Extremismus bekämpfen - die Arbeitswelt im Wandel stärken”) as part of the funding programme Integration through Qualification (IQ).
<b>Federal Ministry of Defence</b>	
44	Extension of the scope of application of section 55 (5) of the Legal Status of the Military Personnel Act from four to eight years in particularly serious cases. Additional measures affecting simple and statutory disciplinary proceedings (doubling of the time limit for action in simple disciplinary proceedings against disciplinary offences to 12 months, doubling of the highest possible disciplinary fine (to two months' gross salary) and expansion of the applicability of a disciplinary court decision to include demotion).
45	Implementation of a study which has been designed to measure the influence of political extremism in the Bundeswehr and to ascertain the cause and extent of extremist attitudes among members of the Bundeswehr in order to develop targeted prevention and civic education measures.
46	Enhanced cooperation between the Federal Armed Forces Counterintelligence Office, the Federal Criminal Police Office and the Federal Office for the Protection of the Constitution through closer networking in the prevention of extremism and developing cooperation and coordination formats in compliance with applicable law.
<b>Federal Ministry for Family Affairs, Senior Citizens, Women and Youth</b>	
47	Long-term expansion of political youth work in the official structures of the Federation (Child and Youth Plan). <ul style="list-style-type: none"> <li>• Expansion of the official structures for political youth work education.</li> <li>• Establishment of nationwide advocacy for Muslim, migrant and Black youth initiatives, among others, with basic funding from the Child and Youth Plan.</li> <li>• Nationwide funding for trips to memorial sites in a non-school context.</li> </ul> Expansion of democratic involvement of children and young people.
48	Expansion and refinement of the “Respect Coaches” programme. <ul style="list-style-type: none"> <li>• Additional schools.</li> <li>• Extension to include right-wing extremism.</li> </ul>
49	Long-term additional reinforcement and expansion of the German Centre for Integration and Migration Research (DeZIM). <ul style="list-style-type: none"> <li>• Increase in institutional funding for the DeZIM Institute.</li> <li>• Long-term funding for a racism and anti-discrimination monitor with the prospect of its subsequent incorporation into the institutional funding of the DeZIM Institute.</li> </ul>

	<ul style="list-style-type: none"> <li>• Long-term increase in project funding for the lasting networking of researchers in the DeZIM research community and expansion of cooperation between DeZIM researchers and relevant stakeholders on the ground, as well as expansion of the DeZIM research data centre.</li> </ul>
50	<p>Creation of an institutional framework and/or consolidation of expert dialogue and cooperation between civil society and security authorities.</p> <ol style="list-style-type: none"> <li>1. Further development of exit counselling and development of deradicalisation options for those not willing to seek exit counselling in all states, particularly through Federal State Democracy Centres.</li> <li>2. New programme, “Civil society and the police” (“Zivilgesellschaft und Polizei”): promotion of new cooperation models and formats for dialogue (with participation by the Federal Ministry of the Interior, Building and Community).</li> </ol>
51	<p>Introduction of an instrument for regular recording of information at federal level on democratic attitudes within society (working title: democracy compass (Demokratie-Kompass)) based on the democracy surveys carried out by individual federal states. The aim of the survey is to use quantitative and qualitative methods at regular intervals to examine developments in satisfaction with democracy, support for democracy and the political attitudes of the German public.</p>
52	<p>Improvement of the legislative and budgetary conditions for promoting citizen engagement in support of democracy and diversity and against extremism. To achieve this, the Federal Ministry of the Interior, Building and Community and the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth will draft and submit the cornerstones for an Act to Strengthen and Promote Resilient democracy.</p>
53	<p>Funding for projects on the topic of anti-feminism and right-wing extremism.</p>
54	<p>Campaign to raise awareness of prejudice and everyday racism, carried out as part of the federal program “Live Democracy!”.</p>
55	<p>Model project “Shaping the future of municipalities and their attractive transformation” (2021-2024).</p> <p>Aims:</p> <ul style="list-style-type: none"> <li>• To identify and develop central retention factors for peripheral rural areas that are badly affected by outmigration and the effects of demographic change, and for cities affected by permanent structural change.</li> <li>• To promote diversity at local level to overcome the consequences of demographic change (e.g. labour shortages).</li> </ul>
56	<p>Modernisation of the legal protection of children and young people regarding media – improved media literacy, including raising awareness among children and young people in dealing with content that is right-wing extremist, racist, or shows contempt for human dignity.</p> <p>Expansion of the Federal Review Board for Media Harmful to Minors to become the Federal Agency for the Protection of Children and Young People from Harmful Media.</p>

57	New model programme: “Political socialisation and education processes with a focus on democracy in family education and counselling (incl. digital formats)”.
58	New model project: “Conflict management for municipalities” (with participation by the Federal Ministry of the Interior, Building and Community): <ul style="list-style-type: none"> <li>• Conflict management with all relevant local stakeholders (incl. police, civil society, policymakers, public order authorities, urban planners).</li> <li>• Development and testing of strategies to protect civil society stakeholders.</li> <li>• Drawing up of criteria for recording threats and hostility to democracy in local communities (in cooperation with civil society and relevant local community stakeholders).</li> </ul>
59	Participation opportunities for refugees. Further development of the federal programme “People Strengthen People” as of 2022, including boosting volunteering, particularly as part of support for refugees by providing training and imparting expertise in dealing with right-wing extremist and racist hostility.
60	Programme: “Experiencing diversity through exchanges and meetings – increasing youth exchanges”. <ul style="list-style-type: none"> <li>• Boosting youth services and youth exchanges, including with Israel.</li> <li>• New exchange projects between Germany and Israel, in some cases including stakeholders with critical attitudes to Israel.</li> <li>• Trial of new youth exchange formats with the help of peer-to-peer approaches.</li> <li>• Appealing to new target groups, access for all young people.</li> <li>• Promotion of initiatives by young people who are active in bilateral or multilateral projects aimed at combating racism, antisemitism and right-wing extremism and at fostering cooperation in Europe and the world.</li> </ul>
61	Creation of a coordination office for the UN International Decade for People of African Descent (with participation by the Federal Ministry of the Interior, Building and Community and the Federal Government Commissioner for Migration, Refugees and Integration).
62	Stepping up work to combat online hate speech/online violence, including expanding the competence centre for online hate speech and launching a new model project (with participation by the Federal Ministry of Justice and Consumer Protection).
63	Strengthening of civic education in youth work.
64	Support for victim initiatives and other self-organised grassroots activities as part of the work of the counselling centres for victims of right-wing, racist and antisemitic violence (through the federal “Live Democracy!” programme).
65	Further development of the federal program “Live Democracy!”. <ul style="list-style-type: none"> <li>• Expansion of engagement at the local level (additional Partnerships for Democracy).</li> <li>• Improvement of existing victim counselling services in the states and support for the federal association of victim counselling service providers</li> </ul>

	<ul style="list-style-type: none"> <li>• Further development of the existing Competence Centres and Competence Networks, , f. i. racism against Black people, hostility towards Islam and Muslims, antigypsyism, antisemitism, right-wing extremism – including the expansion of specific community-based monitoring.</li> <li>• Further development of distancing and exit counselling and exit work.</li> <li>• A stronger approach to combating conspiracy theories..</li> </ul>
66	A scientific study to take stock of the current situation and draw up a diversity strategy for federal ministries, taking the example of the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth. Term: 3 years.
<b>Federal Ministry of Education and Research</b>	
67	Boosting of research into right-wing extremism, racism, antisemitism and other forms of group-focused enmity such as antigypsyism; improvement of research data infrastructure and making both research fields (right-wing extremism and racism) a permanent feature in university research departments in the long term. Historical and contemporary historical reappraisal of the emergence of right-wing extremism and racism.
<b>Federal Government Commissioner for Culture and the Media</b>	
68	Establishment and development of specific prevention projects in historical and political, (inter)-religious and (inter-)cultural education and outreach work in institutions funded by the Federal Government Commissioner for Culture and the Media and in work with project partners, particularly in the museum, theatre, music, film, library, archive, language, literature and media sectors in order to promote democracy and fight right-wing extremism, antisemitism and racism (with participation by the Federal Government Commissioner for Jewish Life in Germany and the Fight against Antisemitism).
69	Establishment and development of the promotion of Jewish culture in Germany in cultural institutions. Prevention projects in institutions such as the Jewish Museum Berlin; renovation of synagogues in line with the demands of heritage conservation (with participation by the Federal Government Commissioner for Jewish Life in Germany and the Fight against Antisemitism).
70	Broadening of the implementation of the diversity strategy of the Federal Government Commissioner for Culture and the Media to embody the demographic and cultural diversity of our society in cultural institutions with federal funding and to establish this in their audiences, programme, staff and among their partners.
71	<p>“Coming to terms with history” cluster</p> <ol style="list-style-type: none"> <li>1. Establishment and development of specific prevention projects in historical and political institutions with funding from the Federal Government Commissioner for Culture and the Media and in work with project partners, in history museums, monuments and documentation centres focusing on coming to terms with Germany’s National Socialist and Communist past, the history of democracy, and education for democratic citizenship.</li> <li>2. Establishment and development in institutions funded by the Federal Government Commissioner for Culture and the Media and in work with project partners of specific projects for coming to terms with, documenting</li> </ol>

	and imparting information on Germany's colonial history, the effects of colonialism and racism, and how to handle collections from colonial contexts, particularly in museums such as the German Historical Museum and the international flagship project that is the Humboldt Forum.
72	<p>"Flagship project" for new practical prevention measures: relaunch of the Cultural Integration Initiative – funding for campaigns with a broad impact, events to promote solidarity, and pilot projects within the initiative focusing on combating right-wing extremism, antisemitism and racism. The objective is to carry out cultural activities which are effective in practice in a context of broad consensus within society, involving a network of stakeholders at federal, state and local level, and from civil society, including large associations such as the Central Council of Jews in Germany.</p> <p>The Federal Government Commissioner for Culture and the Media, in cooperation with the German Arts Council, the Central Council of Jews in Germany and with the Federal Government Commissioner for Jewish Life in Germany and the Fight against Antisemitism, has called for annual events to be held from 2020 as part of the Cultural Integration Initiative to show solidarity and to fight antisemitism, marking the anniversary of the attack in Halle on 9 October.</p>
73	Bolstering media literacy, diversity of content in the media and pluralism of the media as key elements of democracy; establishment and development of prevention projects to combat hate speech and propaganda and to support online prevention.
<b>Federal Government Commissioner for Migration, Refugees and Integration</b>	
74	Expansion of research into the victim experience of people with a migrant background.
75	Campaign to encourage naturalisation, advertising the opportunity this provides. The objective is to facilitate full participation for well-integrated foreigners who meet the legal requirements.
76	Extension of federal integration monitoring to include figures from victim counselling services.
77	Provision of help to those affected by racism and those in their immediate social environment in a dedicated advisory centre with a central hotline for people affected by racism. The centre will provide initial and referral consultations, referring clients to existing structures at federal, state and local level. This will provide a nationwide central point of contact. The cases will also be scientifically evaluated by a racism barometer. Together with existing civil society structures providing counselling to victims and other people affected, this will be a needs-based response, supplementing the available nationwide, low-threshold support.
78	Reinstating of the integration advisory council in the Commissioner's office as at 1 January 2021 in the form of an expert council on integration and diversity.
79	Promotion of diversity guidelines.
80	Launch of dialogue among the Federation, the states and civil society on the topic of cultural diversity in the core curriculum and diversity skills in basic and advanced training for teaching staff.

81	Projects to empower migrant organisations in dealing with right-wing extremism and racism.
82	Regular high-level dialogue involving federal, state and local government and civil society, particularly migrant organisations.
83	Support for local community strategies and dialogue for handling diversity and hostility and for empowering local government (political) decision-makers with training projects on how to deal with right-wing extremism and racism.
<b>Federal Government Commissioner for Jewish Life in Germany and the Fight against Antisemitism</b>	
84	Antisemitism: Social media campaigns and interactive tools on the homepage of the Federal Government Commissioner for Jewish Life in Germany and the Fight against Antisemitism.
85	Long-term funding for the Actionweeks against Antisemitism
86	Development of model projects to analyze and disclose the shared emergence and history of racism and antisemitism from National Socialism to the present day: prevention and research.
87	Development and refinement of prevention and study projects on the correlation between right-wing extremism and antisemitism.
<b>Federal Government Commissioner for the New Federal States</b>	
88	Coming to terms with the lack of integration of contract workers and other immigrants and the issue of racism in the GDR and its long-term consequences (with participation by the Federal Government Commissioner for Culture and the Media).
89	Analysis of potential future developments in racism and extremism in view of current developments within society (forecasting) (with participation by the Federal Ministry of Education and Research).

## Report of the Federal Government

### **Cabinet Committee for the fight against right-wing extremism and racism**

The Federal Government sees combating right-wing extremism and racism as a task for society as a whole that is a top political priority, approaching it as a cross-cutting interministerial issue. Extremist and terrorist endeavours are a considerable threat to social cohesion and social harmony. Racism and ideologies promoting inequality in the day-to-day life of a society provide an echo chamber for aspirations of this type.

Direct extremist and terrorist threats aside, racism and right-wing extremist tendencies nonetheless impact cohesion within our open, diverse and democratic society. For those affected, racism and right-wing extremism can directly limit their everyday quality of life and their opportunities in life; in some cases, they can even represent an existential threat. right-wing extremism and Racism directly contradict this country's basic constitutional values. They can divide a society, and democracy as a whole, weakening their potential.

The killing of Dr Walter Lübcke (2 June 2019) and the attacks in Halle and Landsberg on 9 October 2019 and in Hanau on 19 February 2020 recently shone a dreadful spotlight on the importance of combating right-wing extremism and racism as a task for society as a whole. The Federal Government and all government institutions are committed to the rights and dignity of every person in Germany. No person may be excluded, attacked or discriminated against because of faith or origin. By establishing this Cabinet Committee, the Federal Government is highlighting the importance it attaches to the fight against right-wing extremism and racism. Measures necessary to combat right-wing extremism and racism are developed on a continuous, ongoing basis and their effectiveness is evaluated.

Following the legislative action taken to combat right-wing extremism as a result of the Bundestag Committee of Inquiry on extreme right-wing terrorism which was set up in response to the NSU murders, the Federal Government reacted immediately to the murder of Dr Walter Lübcke and the attack in Halle with new legislative action. This included a package of measures adopted by the Cabinet on 30 October 2019 for fighting right-wing extremism and hate crime. The Federal Government has been making every effort to implement these measures since their adoption.

It is the Cabinet Committee's task to draw up an effective package of measures with the long-term aim of creating a society that is free from right-wing extremism and racism, with equal opportunities for all, a society that is shaped by immigration, in keeping with Germany's constitutional values.

In this context, we would like to note the Federal Government's major and overarching goals as set forth in the 2017 National Action Plan Against Racism:

- “to demonstrate solidarity with victims of racist discrimination, violence or other ideologies of inequality and protect them: the government as well as public institutions and social organisations must take measures to empower such persons and include them in the process of seeking solutions;
- to eradicate racism and racist discrimination and enable its citizens to live a life free of discrimination in a democratic, diverse and pluralistic society;
- to intensify reflections on ideologies of inequality and step up the fight against and eradication of racism and related prejudices and forms of discrimination;
- to continue to ensure that commitment, civil courage and conflict resolution skills are fostered and that our diverse and democratic society, including its values, is strengthened;
- to further develop or initiate relevant measures on the basis of human rights while taking international standards into account;
- to continuously increase public attention at all levels and raise awareness of equality and equal treatment.”

A society that values diversity and creates equal opportunities will not tolerate racism and right-wing extremism, but will resolutely fight them.

The following text first provides an overview of measures taken by the Federal Government in the current 19th legislative period to date to fight right-wing extremism and racism, mainly in view of the status of implementation of the package of measures mentioned – (I.). Following that, it outlines the initial further proposals for fighting right-wing extremism and racism that the Federal Government could still implement in this legislative period or could adopt and/or support during the further work of the Cabinet Committee (II.).

## **I. Inventory of measures taken in the 19th legislative period to date to fight right-wing extremism and racism**

The Federal Government’s package of measures of 30 October 2019 sets forth measures in a range of action areas (fighting online hate crime, improving cooperation among security authorities, evaluating and realigning prevention work by the Federation, etc.). Many parts of the package have already been implemented by the Federal Government, or are currently being implemented (a). The package of measures represents the Federal Government’s response to the heightened threat situation caused by right-wing extremism. However, the Federal Government also sees the fight against right-wing extremism and racism as an

ongoing task. The following text will therefore additionally outline further important measures in this action area during this legislative period.

**a) Federal Government package of measures for fighting right-wing extremism and hate crime from 30 October 2019**

Fighting online hate crime, particularly when motivated by right-wing extremism

In terms of legislation, the centrepiece of the package of measures is the eponymous draft regulation for fighting right-wing extremism and hate crime, which was adopted by the Federal Cabinet on 19 February 2020. The parliamentary groups of the coalition have since tabled the bill in the German Bundestag without amendments. Following its first reading on 12 March 2020, the Bundestag referred the bill to the Committee on Legal Affairs and Consumer Protection as lead body. The Committee held a public hearing of the bill on 6 May 2020. The bill includes amendments to criminal law and criminal procedural law, the Act to Improve Enforcement of the Law in Social Networks (*Netzwerkdurchsetzungsgesetz*, NetzDG), the Telemedia Act (*Telemediengesetz*, TMG), the Act on the Bundeskriminalamt (*Bundeskriminalamtgesetz*, BKAG) and the Federal Act on Registration (*Bundesmeldegesetz*, BMG), in order to fight online right-wing extremism more effectively.

To improve the identification of perpetrators of online hate crime, enabling prosecution (point 1 of the package of measures), the providers of the large social networks are to be obligated to report certain criminal content to a central office which is currently being established at the Federal Criminal Police Office. Powers to obtain information from telemedia services are also to be specified, so that information held by telemedia services on hate crimes liable to result in criminal proceedings can be obtained. The bill also extends and tightens numerous provisions of the Criminal Code, particularly in order to intensify action against threats, against incitement to commit offences or approval of offences online (point 2 of the package of measures, refining the criminal law implications of cyber stalking, incitement and aggressive insult).

The importance of these measures is highlighted by the developments documented in the situation report on right-wing extremism online, published by jugendschutz.net in April 2020.

Protecting vulnerable groups

To improve protection for local politicians (point 3 of the package of measures), section 188 of the Criminal Code (Malicious gossip and defamation in relation to persons in political life) will be supplemented to explicitly include politicians at local level. In addition, the protection

of medical staff is to be improved by including persons providing medical help in out-of-hours medical services and accident and emergency units in the same way as rescue workers by extending sections 113 et seqq. of the Criminal Code so that they are also protected in particular from threats and violence (point 6 of the package of measures). People whose professional or voluntary work puts them at risk of hostility and threats are to be better protected in future by means of a ban on disclosure of information in the population register (point 7 of the package of measures, amendment of population registry legislation).

### Tightening legislation on weapons and explosives

An important step in fighting right-wing extremism is to prevent persons within the extremist spectrum from accessing legal weapons as far as possible. Legislation on weapons and explosives has therefore been tightened (point 5 of the package of measures). Since 20 February 2020, the relevant provisions of the Third Act to Amend the Weapons Act (*Waffenrechtsänderungsgesetz*) mean that even being a member of an association considered hostile to the Constitution, even if the association has not yet been banned, constitutes unreliability under weapons legislation, which results in the refusal or revocation of a weapons licence. The verification of reliability to be carried out by the weapons authorities now includes a standard request for information from the responsible authorities for the protection of the Constitution; conversely, said authorities are to notify the weapons authorities of information that subsequently comes to their attention. Similar regulations have also been in place since then regarding explosives. Additional tightened restrictions will enter into force on 1 September 2020. From that point, magazines with large loading capacities will be prohibited. In addition, in future the security authorities are to be able to monitor all firearms and their key components in the national weapons register, from manufacture to disposal.

### Increasing staff in the security authorities

At the request of the Federal Government, in the 2020 budget, the German Bundestag approved some 300 new posts for the Federal Criminal Police Office plus several hundred posts for the Federal Office for the Protection of the Constitution with the aim of boosting resources for federal security and law enforcement authorities for the fight against right-wing politically motivated crime (point 9 of the package of measures). Human resources have also been given a considerable boost at the Federal Armed Forces Counterintelligence Office, with a sizeable increase in posts dedicated in particular to preventing extremism. The recruitment process for filling these new posts is not yet complete.

### Enhancing measures for the judicial and security authorities

The handling of right-wing extremism has been enhanced in the German domestic civil intelligence services by increasing the exchange of information among intelligence services and by passing on information to the relevant unit in each case, taking the relevant legislative provisions into account (point 4 of the package of measures). This includes closer observation of right-wing extremist activities in the public service by creating a coordination office at the Federal Office for the Protection of the Constitution, which will increase discussion with the state offices for the protection of the Constitution. The right-wing extremism / *Reichsbürger* ("citizens of the Reich") and *Selbstverwalter* ("sovereign citizens") hotline at the Federal Office for the Protection of the Constitution is another building block in these measures.

A coordination office for cases of suspected extremism was set up in the remit of the Federal Ministry of Defence effective 1 October 2019. Its task is to compile a summary situation report on cases of anti-constitutional behaviour in the remit of the Federal Ministry of Defence, to keep track of this centrally, and to ensure a coordinated approach with appropriate procedures. In addition, the Federal Armed Forces Counterintelligence Office was restructured as of 1 October 2019 in regard to its staff, organisation and workflows. The aim of this restructuring is to bolster extremism prevention by promoting it to the status of independent division and generally to improve the integration of military counterintelligence into the federal security architecture. In terms of content, as well as actual indications of extremist endeavours, the Military Counterintelligence Service (Militärischer Abschirmdienst, MAD), now also focuses on information that would substantiate doubt as to the loyalty to the Constitution of those working in the remit of the Federal Ministry of Defence. To achieve this, it has stepped up its handling of intelligence. By transmitting its intelligence to the agencies dealing with HR matters, MAD enables them to take the relevant measures under civil service law.

As the federal public prosecutor responsible among other things for investigating right-wing extremist perpetrators who have joined forces as an organisation or who carry out certain serious offences for racist or xenophobic motives, the central role in the fight against right-wing extremism of the Public Prosecutor General (*Generalbundesanwalt*, GBA) was already enhanced in numerous ways in response to the NSU murders. These included simplifying the process for taking over prosecution from a state public prosecutor.

Based on the example of the Joint Counter-Terrorism Centre, the Joint Centre for Countering Right-Wing Extremism and Terrorism was also created as a platform for cooperation. The working groups already in place within the Joint Centre for Countering Right-Wing Extremism and Terrorism are now to be supplemented by a working group on risk management which is similar to the one in the Joint Counter-Terrorism Centre and which

will be equipped with the necessary tools (the risk assessment instrument RADAR-rechts (radar right)).

The Public Prosecutor General will play a central role in the resulting increased transfer of information between all federal and state security authorities. In addition, on 12 November 2019 in Karlsruhe, the Public Prosecutor General and the General Public Prosecutor's Offices of the states decided to ensure that criminal investigations into persons considered a potential right-wing terrorist or extremist threat be coordinated and bundled together as far as possible. Within this process, the Public Prosecutor General has a coordinating role, together with the centres for state security, with the aim of bringing criminal investigation proceedings together in one place.

Moreover, working closely with the federal and state security authorities, the Federal Ministry of the Interior, Building and Community recently banned the associations "Combat 18" and "Geeinte deutsche Völker und Stämme". The latter was the first Reichsbürger association to be banned.

#### Improving the recording of statistics on right-wing hate crime

Work was done in recent years in the justice system to improve the recording of statistics on criminal proceedings as a result of crimes committed from right-wing extremist or xenophobic motives. In 2019, the states throughout Germany began recording statistical information on criminal proceedings for hate crimes.

Recording by the police of statistics on right-wing offences was also improved by expanding the list of politically motivated crimes in the field of hate crime. In addition, from 1 January 2016 the statistics were expanded to show situational crimes ("against accommodation for asylum-seekers", "against aid organisations, voluntary helpers") and sub-topics were also included ("hostile towards Islam", "antigypsy", "other ethnic background") from 1 January 2017.

#### Expanding the scientific principles and knowledge

The Federal Ministry of Education and Research makes important contributions to consolidating the scientific principles and knowledge and making these applicable in practice by providing funding for research into extremism and in the field of promoting democracy, among other things.

The new Research Institute Social Cohesion (*Forschungsinstitut Gesellschaftlicher Zusammenhalt*, FGZ), which is funded by the Federal Ministry of Education and Research, will push research in this topic area forward. The Institute will make practical suggestions on

how to address societal challenges in regard to social cohesion, prevention, and promoting democracy. To come up with these suggestions, it will examine current trends that are relevant to social cohesion, and will also look at their historical roots. The institutions selected work in areas such as polarisation and populism, identity and the breadth of regional experiences, the media and conflict culture, and antisemitism and hate crime.

Planning is also in progress for a line of funding of a total of 15 million euro for research into right-wing extremism.

The Federal Ministry of Education and Research's programme for research into civil security ("Forschung für die zivile Sicherheit") funds interdisciplinary, practical research projects that look at the causes of and how to effectively combat extremism, radicalisation and crime. An outstanding example is the radicalisation monitoring and transfer platform ("Monitoringsystem und Transferplattform Radikalisierung, MOTRA"), which provides a central platform for the early detection, prevention and combating of Islamist extremism in particular, while also taking into account the relationship to other forms of extremism. A series of other projects looks at the spread of radical tendencies on social media, analyses causes and develops recommendations for action in the fight against extremism.

In addition, the Federal Ministry of Education and Research also funds a research project on education for democratic citizenship in Germany ("Demokratiebildung in Deutschland"). The project focuses mainly on the question of how education for democratic citizenship is implemented in education institutions for all ages, up to and including vocational training.

#### Prevention work aimed at fighting right-wing extremism, racism, and other forms of group-focused enmity, and promotion work aimed at fostering democracy and social cohesion

The Federation's prevention work and its efforts to promote democracy and to combat racism are based on the Federal Government Strategy to Prevent Extremism and Promote Democracy (2016), the National Action Plan Against Racism – Positions and Measures to Address Ideologies of Inequality and Related Discrimination (2017), the National Prevention Plan against Islamist Extremism (2017) and, in particular, point 8 of the Federal Government package of measures (2019), as well as the Federal Government's National Action Plan on Integration.

State and local governments play an essential part in work to prevent right-wing extremism and racism and in assistance for work to promote democracy and social cohesion. This can be seen in particular in state-wide programmes and strategies. Feedback on all measures put in place by the Federation, particularly the "Live Democracy!" and "Cohesion through participation" programmes, as well as from the Federal Agency for Civic Education, remains a prerequisite for effective, coordinated joint work.

At the start of the funding periods in 2020, conclusions were drawn from the current situation and analyses were made and applied in the federal prevention and democracy promotion programmes and in the work of the Federal Agency for Civic Education. Tried and tested approaches in prevention work, work to promote democracy, and civic education were expanded and their financing was made permanent at a high level.

Building on approaches that have proved valuable, in 2020 the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth extended funding for the “Live Democracy!” programme for another five-year period. The programme includes bolstering local participation in 300 partnerships for democracy, the work of the 16 Federal State Democracy Centres, including in the form of mobile counselling, victim counselling, and disengagement and exit counselling, and the work of the 14 new topic-based competence centres and networks at federal level. The Federal Government Commissioner for Migration, Refugees and Integration is bolstering this area by providing specific support for mobile counselling and the association of victim counselling organisations. Mobile counselling is used to raise awareness among (potential) victims of racism and right-wing extremism as a prevention measure, and to develop strategies for dealing with hate crimes. Victim counselling provides advice and support to victims of hate crimes. In addition, in order to advance preventive education practice throughout the country, funding is being provided to a total of 144 model projects in three action areas:

- 1) promoting democracy (on the topics of promoting democracy among youths and young adults and promoting democracy in childhood);
- 2) shaping diversity (on the topics of antisemitism, antigypsyism, hostility towards Islam and Muslims, racism, hostility towards members of the LGBTQ community, and the opportunities and challenges posed by the immigration society – diversity and anti-discrimination), and
- 3) extremism prevention (on the topics of right-wing extremism, Islamist extremism, left-wing extremism, prevention across the extremist spectrum, and prevention and deradicalisation in the penal system and the probation service).

These are supplemented by individual research projects and accompanying projects. This makes the federal “Live Democracy!” programme the Federal Government’s furthest-reaching, most granular prevention and democracy promotion programme. With a budget volume of 115.5 million euro (2020), it is also financially the strongest programme.

The Federal Ministry of the Interior, Building and Community programme “Cohesion through participation” is also to continue its successful work of upskilling, support and assistance for civil society stakeholders in associations and organisations and for local government decision-makers. This will strengthen civil society structures in the long term, particularly in rural areas and depressed regions. By focussing in particular on sports clubs and on

institutions such as voluntary fire brigades, charitable organisations and the Federal Agency for Technical Relief as organisations that provide important structure to society, the programme has become established as an effective, successful, high-quality instrument for promoting democracy and preventing extremism. The federal programme receives 12 million euro in funding each year. The new funding period began on 1 January 2020 and runs until 2024.

Civic education is particularly important for addressing extremism: it helps in the development of political skills and it strengthens participation in democracy. The Federal Agency for Civic Education offers comprehensive education options for a wide range of target groups. These options include events aimed at addressing current forms of extremism, targeted training sessions for multipliers, and a selection of information materials. The Federal Agency for Civic Education has been provided with extra human and financial resources specifically to develop and implement new, innovative civic education approaches aimed at and appropriately designed for specific target groups. This is intended to help effectively counter the challenges we currently face both online and in the real world. The aim remains to strengthen democratic practice on the ground, in both digital and analogue form; to foster skills within civil society to critically address manifestations of anti-democratic and extremist ideology; and to spur citizens on to make the most of opportunities for participation. The Federal Agency for Civic Education is receiving a boost of more than 20% to staff numbers in 2020 (58 posts), along with additional funding for new civic education and prevention measures. This means that in 2020, a total of approximately 35 million euro are available for civic education work, along with some 13.9 million euro in funding for measures carried out by other providers in the field of civic education and prevention.

In accordance with her legal duties under section 93 of the Residence Act (*Aufenthaltsgesetz*, AufenthG), the Commissioner for Migration, Refugees and Integration takes action against unequal treatment where this affects foreigners or people who themselves or whose families have an immigrant background. In this regard, fighting xenophobia and racism and promoting the acceptance of a diverse society that offers equal opportunities for all is key. Since 2019, empowering migrant organisations has been a priority for the Commissioner. This involves providing support to civil society involvement of migrant organisations in the fight against racism and the prevention of right-wing extremism by funding model projects. Training and support is given to employees and volunteers in migrant organisations in dealing with racist hostility. In addition, the Commissioner supports work to prevent racism and right-wing extremism, and also promotes structural change aiming to fight racism and right-wing extremism. By providing initiatives for the integration of immigrants whose long-term home is in Germany, including initiatives at state and local government level and directly in specific social groups, the Commissioner promotes equal

participation, the increased acceptance of diversity in society, prevention measures in health, psychological and social care, and integration measures in and through sport.

In addition to developing its own education provision, the Federal Agency for Civic Education is also involved in funding officially recognised providers of civic education work, with a particular focus on work aimed at preventing right-wing extremism, antisemitism and other forms of group-focused enmity.

The National Action Plan Against Racism – Positions and Measures to Address Ideologies of Inequality and Related Discrimination adopted by the Federal Government builds on the Federal Government Strategy to Prevent Extremism and Promote Democracy, but is also an independent, more comprehensive examination of the topic of racism. It provides an important foundation for the work of the Federal Government. The key areas of activity within the National Action Plan are measures against racism, antisemitism, antigypsyism, hostility towards Islam and Muslims, and hostility towards members of the LGBTQ community. The plan focuses on a range of measures in the different action areas, including protection from discrimination and sanctions against racism and hate crimes, both online and offline.

The National Action Plan should not be seen as a static programme, but instead, in the context of federal responsibility, as a framework set by the Federal Government which is open to further discourse with civil society as an ongoing policy project. The Federal Government attaches great importance to the involvement of civil society initiatives and organisations, which it will continue in various forms, aiming to bring about a transparent and constructive exchange. One example of this is the Forum against Racism chaired by the Federal Ministry of the Interior, Building and Community.

A further consultation took place in Berlin on 13 February 2020 between the Federal Government and civil society initiatives in the field of human rights to look at the further implementation of the National Action Plan. Based on the first expert evaluations of this consultation, in the future the Federal Government will place a stronger focus on everyday racism and will incorporate new ideas for work that is critical of racism. Guidelines for continuing and developing new, specific measures will include the targeted involvement and perspectives of people affected by racism.

To achieve this, the programme “People Strengthen People”, launched in 2016 by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, is a mentoring programme aimed at strengthening social cohesion, improving opportunities for participation, and facilitating integration into society. Through the programme, 115,000 mentor/mentee relationships had been funded by April 2020 by the approximately 30 programme providers. With the help of civil society involvement, the programme aims to reach both refugees and people who feel they have limited prospects for the future and who

might be difficult to reach through other programmes. The aim is to help these people, too, to integrate into society, and to provide them with the opportunity for equal participation.

There is a particular focus on the public service as an employer, serving as it does as a role model for safeguarding the free democratic basic order. Prevention is therefore particularly important in this area, and prevention measures must be drawn up that can be sustained in the long term. As part of a review by the Conference of Interior Ministers, recommendations for action were drawn up by the Federal Ministry of the Interior, Building and Community which the Federation and the states will examine for themselves and implement as required. This applies in particular to the broadening of the intercultural horizons of the authorities and the promoting of diversity in the structures of the administration, as well as to checking for discriminatory or racist phenomena.

In 2019, the Commissioner for Migration, Refugees and Integration carried out a new, comprehensive survey on cultural diversity and equal opportunities in 56 federal authorities. The aim was to pave the way for the intensified, faster broadening of the intercultural horizons of the public administration. With the National Action Plan on Immigration, the Commissioner is also drawing up a strategy to foster diversity in the administration. In addition, since 2012 the Commissioner has headed a ministerial working group which looks at promoting diversity and at broadening the intercultural horizons of the federal administrations; all of the federal ministries are actively involved in this working group.

The Federal Government is committed to its historical responsibility and on this basis, strives to normalise a diverse society and to ensure acceptance of its added value and the need for participation on the basis of equal opportunities. The Skilled Immigration Act (*Fachkräfteeinwanderungsgesetz*, FEG), which came into force on 1 March, demonstrated the Federal Government's political pledge to achieve a diverse society based on equal opportunities. This includes broadening intercultural horizons, ensuring equal participation by people with an immigrant background, and ensuring these people are represented in all areas of life.

The overall objective of the update to the National Action Plan on Integration is to work with the states, local communities and civil society to strengthen social coexistence and cohesion. Promotion of language acquisition and integration into the labour market, along with the recognition of professional and education qualifications, are part of this. The outward-looking nature of local communities should be supported, and voluntary work should be promoted more. Stakeholders in all areas of society, such as sport, healthcare, culture, the media and business will be supported in their efforts to ensure participation and representation of people with an immigrant background.

In this way, the cross-cutting issue of racism is addressed within its own topic area, "Anti-discrimination and measures to combat group-focused enmity", in the National Action Plan

on Integration, which the Commissioner is in charge of coordinating. This part of the plan aims to involve migrant organisations in order to include the perspective of groups affected by racism. The Federal Ministry for Family Affairs, Senior Citizens, Women and Youth leads the topic area, which aims to address all areas of the phenomenon and to draw up key projects in this area. The results are to be presented in the first quarter of 2021.

The Diversity Charter is a business initiative aiming to promote diversity in companies and institutions. The Charter is supported by the Commissioner. By signing the Charter, many members of the Federal Government, as well as other signatories, are showing their commitment to diversity, tolerance, fairness and respect in the world of work. The aim is to increase acceptance of these things by creating a working environment that is respectful and free from discrimination.

The topics of racism and right-wing extremist crimes, together with the topic of discrimination and disadvantage, are also in the spotlight as part of the establishment of integration monitoring as an empirical measuring tool that will record positive developments and prevent undesirable developments. In addition, the Commissioner seeks regular dialogue with stakeholders to discuss specific phenomena related to racism and to develop strategies for action, such as the talks held with stakeholders as part of the UN International Decade for People of African Descent.

It is essential to create the necessary conditions to ensure positive coexistence in the future and to strengthen cohesion. The Federal Government's Expert Commission on the Framework Conditions for Integration are devoted to achieving this. With members from the research community and those involved in the practical application of measures, the Commission's aim is to draw up medium and long-term integration policy recommendations, including on how to handle right-wing extremism and racism. In doing so, the experts involved in the Commission take into account long- and short-term developments, provide a conceptual classification of the various "isms" and focus on the victims of hate crimes. The members were proposed to the Federal Cabinet by the Commissioner jointly with the Federal Ministry of the Interior, Building and Community and the Federal Ministry of Labour and Social Affairs.

As an area in which security is particularly sensitive, the Bundeswehr has established a wide range of prevention measures, particularly under the conceptual umbrella of "*Innere Führung*" (leadership and civic education). The topic of extremism is taught in the areas of people management, civic education, and the law and military discipline. The manifestations and ways of handling extremism are an element of the basic, advanced and further training of military and civilian personnel in the Federal Armed Forces.

The consequences of extremism, hate and xenophobia can be seen in the military cemeteries of the Second World War. By funding the peace education work of the War Graves Commission at German military cemeteries abroad, the Federal Government contributes to prevention and to promoting democracy. In addition, by funding international Holocaust remembrance projects, including those related to the genocide of Sinti and Roma, the Federal Foreign Office plays a part in fighting antisemitism and antigypsyism.

The Federal Government supports measures for preventing racism and promoting democracy around the world, for example by funding human rights projects:

- funding for an Office for Democratic Institutions and Human Rights (ODIHR) project aimed at fighting antisemitism and racism (including hate speech) in regard to the security of Jewish institutions, and preventive measures in education (schools) to fight antisemitism;
- funding for an EU/ODIHR project for victims of hate speech;
- funding for the “No Hate” alliance of the Parliamentary Assembly of the Council of Europe.

Moreover, antigypsyism and fighting hate speech are among the focus topics for the German Chairmanship of the Committee of Ministers of the Council of Europe (November 2020 to 2021). Public awareness of these topics is to be raised by high-level events, among other things. As part of the German Presidency of the International Holocaust Remembrance Alliance (IHRA) 2020/21, the Federal Foreign Office is moving forward the process for the drafting of a working definition of antigypsyism and also advocating for the widespread use of the IHRA working definitions of antisemitism and Holocaust denial and distortion.

In addition, the Federal Foreign Office supports the European Roma Institute for Arts and Culture (ERIAC), which works at European level to promote both the culture of the Roma people and intercultural exchange.

***b) Further central measures for fighting right-wing extremism, racism and antisemitism in the 19th legislative period***

The murder of the head of the Kassel regional government, the attack in Halle and the recent shootings in Hanau make it frighteningly clear where hate and incitement can lead and therefore how important it is to step up public discussion of these phenomena.

The Federal Government Commissioner for the Victims and Bereaved of Terrorist Offences committed on National Territory provides a permanent central point of contact at federal level for those affected by the right-wing attacks in Halle, Landsberg and Hanau. The Commissioner supports those affected and where necessary arranges (further) practical, financial, psychological and social help. This individual support work gives the Commissioner a far-reaching insight into the specific needs of those affected. This can provide a basis for further Federal Government measures to improve support and protection for those affected by extremist crimes.

### Fighting antisemitism / protecting Jewish institutions

In the context of German history, it is essential to fight antisemitism and protect Jewish institutions as part of protecting Jewish life in Germany. The perpetual responsibility to honour the victims of the Holocaust and to learn from the past means it is our particular duty to continually defend the basic values of our society and to act decisively against antisemitism in any form.

Extremist attitudes are a breeding ground for antisemitism, which is a central component of extremist, and particularly right-wing extremist, ideologies.

At the same time, anti-Semitism can also be found in the mainstream of society and appears here increasingly more visible and open. This is an additional challenge in the fight against this phenomenon, and it places very specific demands on the close interaction between state and government institutions.

Moreover, the internet favours the spread of conspiracy theories, in many cases linked to antisemitic notions of a Jewish or Zionist global conspiracy and domination of the world of finance. This creates a large-scale echo chamber for hate speech.

Antisemitism must be deprived of its fertile soil early through effective prevention work, and the full repercussions of the rule of law must be used to fight it.

At the start of the 19th legislative period, the Federal Government created the post of a Federal Government Commissioner for Jewish Life in Germany and the Fight against Antisemitism. The Commissioner coordinates interministerial measures of the Federal Government to fight antisemitism. The Commissioner also serves as a contact person for Jewish groups and organisations and as a liaison for federal, state and civil society measures to combat antisemitism.

The Commissioner coordinates a standing joint federal and state commission and provides public information as well as civic and cultural education to increase public awareness of current and past forms of antisemitism.

A central project involves working with the states to create a nationwide reporting system to record antisemitic incidents that are below the threshold for criminal prosecution. This was the main reason for the establishment of the Federal Association of Departments for Research and Information on Antisemitism (*Bundesverband der Recherche- und Informationsstellen Antisemitismus*, RIAS) in October 2018. Its aim is to supplement police statistics with the harmonised nationwide recording and documentation of antisemitic incidents, including those that are below the threshold for criminal prosecution.

This federal association, which has received Federal Government funding since 2019, initiates and assists the step-by-step establishment of regional reporting and support networks. Along with antisemitic attacks and threats, the association also regularly registers a large number of insults and verbal attacks made by telephone, email and online, as well as graffiti and property damage. Over the medium and long term, this reporting is intended to provide information which can help give a clearer overall picture of antisemitism in Germany and thus a better foundation for more targeted prevention.

To take effective action against the current trends in and challenges posed by antisemitism, policymakers and society need more in-depth research-based insights and practical advice on how to effectively counter antisemitism. On 7 April 2020, the Federal Ministry of Education and Research released a Call aimed at strengthening antisemitism research in Germany. This will help ensure that this type of research becomes more established in the German university and research landscape. In addition, research efforts in different disciplines and research areas which have up to now often been isolated will benefit from increased interdisciplinary and multi-location networking, and antisemitism research in Germany as a whole will be advanced.

Moreover, on 20 September 2017 the Federal Government politically endorsed the extended International Holocaust Remembrance Alliance's working definition of antisemitism with a cabinet decision and rolled it out.<sup>1</sup> By doing so, the Federal Government has laid the groundwork for a shared understanding of antisemitism at national level. This definition is an important instrument for representatives of authorities at federal and state level to recognise antisemitism and take action against it. The Federal Criminal Police Office and the Federal Office for the Protection of the Constitution apply the IHRA definition, for example. Germany is working to ensure that other international organisations and bodies adopt the definition, making it the basis of their work. Applying and circulating the definition, as well as imparting knowledge about antisemitism, remain ongoing tasks both nationally and internationally.

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<sup>1</sup>The IHRA working definition of antisemitism is as follows: "Antisemitism is a certain perception of Jews, which may be expressed as hatred toward Jews. Rhetorical and physical manifestations of antisemitism are directed toward Jewish or non-Jewish individuals and/or their property, toward Jewish community institutions and religious facilities. Manifestations might include the targeting of the state of Israel, conceived as a Jewish collectivity."

As a consequence of the NSU murders, in 2015 section 46 (2) of the Criminal Code was expanded to explicitly include the provision that “racist, xenophobic or other motives evidencing contempt for humanity” be taken into consideration when fixing a penalty for crimes, generally leading to a harsher sentence. Under the draft regulation outlined above for fighting right-wing extremism and hate crime, “antisemitic” motives, which previously came under “other motives evidencing contempt for humanity”, are to be explicitly listed in the law. The reason for this amendment is the scope of and increase in crimes with antisemitic motives, not least the dreadful attack in Halle, and the particular responsibility that lies with Germany. By highlighting antisemitic motives, the aim is to emphasise the fact that the law-making authority, and therefore the German state, acknowledges its historical responsibility in the fight against antisemitism and is taking a strong stance against antisemitism and hostile tendencies towards Jews.

The Federal Government aims to enter into an administrative agreement between the Federation and the States, with the aim of improving the technical and physical protection of Jewish institutions. A commitment to this protection was reiterated in the closing statement of the special meeting of the Standing Conference of the Interior Ministers of the Länder in the Federal Republic of Germany.

#### Fighting hostility towards Islam and Muslims

Hostility towards Islam and Muslims is a challenge that must be tackled by society as a whole.

In its second phase (2009-2013), the German Islam Conference was already addressing the topic of hostility towards Islam and Muslims, for example by compiling shared terminology, making recommendations on prevention options, and discussing questions of keeping statistical records. On the basis of this groundwork, since January 2017, crimes with the motive of hostility towards Islam have been recorded as a separate category of politically motivated crimes. The German Islam Conference has continued and continues in this legislative period to address the topic of hostility towards Islam and Muslims, now as its own focus area. Activities in this regard have included an expert workshop in April 2019, with topics spanning the latest developments in the field, the image of Islam in the German media, hostility towards Muslims among young people, the situation on the labour market, and prevention work. Further relevant activities are planned.

The Federal Government has also announced the establishment of an independent expert group on hostility against Muslims. The expert group is to analyse hostility towards Islam and Muslims in Germany and to draw up recommendations for the fight against anti-Muslim hate and against exclusion based on hostility towards Islam. The work of the expert group is planned to span several years. Its findings are to be written as a report that will also provide recommendations for the fight against anti-Muslim hate and against exclusion based

on hostility towards Islam in all areas and at all levels. The aim when selecting stakeholders to take part is both to include the perspective of those affected and civil society, and in particular to ensure that experts and members of the research community are involved.

### Fighting antigypsyism

Fighting antigypsyism is an important task for the Federal Government and is one that it addresses consistently, for example in the federal “Live Democracy!” programme. The coalition agreement between the Christian Democratic Union / Christian Social Union parties and the Social Democratic Party for the current 19th legislative period included the establishment of an expert committee on the topic of antigypsyism. This committee, the Independent Commission on Antigypsyism, was founded on 27 March 2019 within the Federal Ministry of the Interior, Building and Community, following prior consultation with the Central Council of German Sinti and Roma. The Commission is directly responsible for formulating specific (research) questions and assignments. It is to set out and work through its working agenda independently. The aim is for the Commission to compile and present a report by the end of the current legislative period. The report will be submitted to the German Bundestag and will make suggestions for a future social policy approach to antigypsyism.

## **II. Initial proposals for further steps in the fight against right-wing extremism and racism and other forms of group-focused enmity, and for supporting those affected, for the remainder of the 19th legislative period.**

Taking into account the Federal Government package of measures for fighting right-wing extremism and hate crime and the ongoing work by the Federal Government in the fight against right-wing extremism and racism, continuous efforts are required to combat right-wing extremism and racism in the long term.

As well as continuing to fight right-wing extremism and racism, it is a priority for the Federal Government, as an act of solidarity and in condemnation of right-wing extremist and racist offences, to ensure that those affected by extremist crimes receive the support they need.

It is extremely important from the perspective of victim protection, but also to improve law enforcement, for security and/or law enforcement agencies to cooperate even more closely with victim aid and civil society institutions. Existing cooperation partnerships and scientific evaluations of these which have already been made are to be used to develop new cooperation models and to provide them with even better support.

Beyond the implementation of its package of measures for fighting right-wing extremism and hate crime, the Federal Government is also in discussions with the state departments of

justice and with law enforcement professionals regarding the need for further action in regard to criminal law aimed at fighting hate crime, for example by extending protection beyond those who are politically active, improving protection for groups of people who are involved in the fight against right-wing extremism as part of their civic involvement or as part of their work.

The Federal Government also provides funding for a project on the criminal law approach to online hate speech. The project aims to carry out a comprehensive, empirical examination of online hate speech from a criminological, substantive and procedural criminal law perspective and to provide concrete suggestions for the effective prosecution of online hate speech.

In addition, comments with a (partially) right-wing extremist or racist background that are disseminated abroad should be better covered by criminal law, regardless of location. This applies first and foremost to cases in which German nationals or people who are resident in Germany disseminate from abroad online content that is liable for prosecution and can also be viewed in Germany. In addition, the term "Schriften" (written material) in the Criminal Code is to be extended to include all methods of content transmission via information or communication technology, including real-time transmission. To this end, the Federal Government has submitted a draft Act to amend the Criminal Code which will modernise the term "Schriften" and other terms, and will extend criminal liability under sections 86, 86a, 111 and 130 of the Criminal Code in regard to activities abroad (Bundesrat document 167/20).

The wrongs committed by the National Socialist justice system are to be addressed in more depth during judicial training. Achieving this is a joint task for the Federation, for the states, which have primary responsibility for judicial training, and for the law faculties at universities. The Federal Ministry of Justice and Consumer Protection will therefore use the Conference of Justice Ministers to discuss with the states the question of how to ensure that students attend suitable lectures across the board throughout Germany.

Right-wing extremism and racism do not stop at borders; violent right-wing extremists and right-wing terrorists are part of transnational networks of right-wing extremist groups, and these networks also connect online. This means that effectively combating and preventing these things is not possible purely at national level. The experience offered by our international partners; cooperation and joint initiatives with them; dealing with the topic in multilateral and supranational organisations; platforms; agreements; and programmes must become integral components of our national strategy in the Cabinet Committee for fighting right-wing extremism and racism.

Further to this, there are also plans for moderate and appropriate additions to the powers of the Federal Office for the Protection of the Constitution, with the associated extension of parliamentary control.

The Federal Government is currently discussing changes to the law (including amendments to the Legal Status of Military Personnel Act) for the agencies in the remit of the Federal Ministry of Defence. This would extend the possibility of dismissal of recognised extremists and persons considered not to be loyal to the Constitution.

The Federal Government Commissioner for Migration, Refugees and Integration can make an important contribution to prevention measures, to handling racism in the form of packages of everyday support services for those affected, and also to recording incidents. This can be particularly useful to people with an immigrant background. Achieving this requires an improved empirical basis and central contact points. The results of the National Action Plan on Integration, due in early 2021, are to provide important impetus for fighting racism in all areas of life. It is expected to contribute to fostering and valuing a diverse society, for example by helping broaden the intercultural horizons of the federal administration and by carrying out activities linked to the Diversity Charter.

The Federal Government Commissioner for Culture and the Media has a decisive contribution to make in prevention work, with access to a well-established structure of civil society multipliers and project providers.

The Federal Government considers the use of culture and the media to be fundamental if we are to impart our plural values and social order and prevent extremism in a lasting way. Robust networks of government-funded actors and institutions, with their nationwide reach, can be deployed more in future to help achieve pressing sociopolitical aims like these.

Institutions and stakeholders funded by the Federal Government from all areas, such as history museums, monuments and documentation centres for coming to terms with Germany's National Socialist and Communist dictatorships, institutions on the history of democracy, museums, theatres, music, film, libraries, archives, language, literature and the media, as well as umbrella organisations, associations and federations, will in future establish and develop long-term projects for democracy and against right-wing extremism, racism and antisemitism, and will further strengthen structural historical, political and cultural education and outreach work.

The Cultural Integration Initiative is a strong civil society alliance of successful prevention work in culture. Coordinated by the German Arts Council, the umbrella organisation of German cultural associations, and together with 23 major civil society organisations, churches and religious communities, media, social partners, states and local community umbrella organisations, the instigators of this initiative, which alongside the Federal Government Commissioner for Culture and the Media include the Federal Ministry of the Interior, Building and Community, the Federal Ministry of Labour and Social Affairs and the Commissioner for Migration, Refugees and Integration, have formulated 15 discussion points on cultural integration with the title "Cohesion in Diversity".

The discussion points are intended to influence discourse within society, to defend democratic values, to raise awareness and to reduce reservations. The points will be fleshed out in conferences, campaigns and projects. Broad-based pioneering projects within the Cultural Integration Initiative focusing on fighting right-wing extremism and racism are to be supported to encourage more cultural activities which are effective in practice. For example, to mark the anniversary of the attack in Halle on 9 October 2019, the Federal Government Commissioner for Culture and the Media, in cooperation with the German Arts Council, the Central Council of Jews in Germany and with the Federal Government Commissioner for Jewish Life in Germany and the Fight against Antisemitism, has called for an annual day of events against antisemitism to be held from 2020.

The Federal Government Commissioner for Culture and the Media will take internal organisational measures to undergird prevention work in culture and the media and to make it more visible.

The world of work is one of the most influential elements of life in our society. Existing prevention programmes are therefore to be supplemented with a new programme, "Preventing extremism and promoting democracy in businesses" ("Extremismusprävention und Demokratieförderung in Unternehmen"), currently a working title. The programme will be headed by the Federal Ministry for Economic Affairs and Energy and the Federal Ministry of Labour and Social Affairs. The reason for this new programme is that this area has been somewhat neglected in recent years. Similarly to the earlier XENOS programme, activities aimed at combating discrimination, xenophobia and right-wing extremism are to be integrated into measures with a focus on the labour market at the interface between (vocational) schools, training and the world of work.

These activities are to involve examining the non-integration of foreigners, xenophobic attitudes and racism in the GDR with the aim of stimulating self-reflection. This is intended to help reduce the scope of right-wing populism and right-wing extremism.

Experience to date has shown that change within society and social crises lead to new resentment, and it is not unusual for this to lead to new or evolving forms of racism and violence.

The Forecasting Racism working group aims to detect such developments at an early stage and to draw up counterstrategies with institutions that are involved in preventive work against extremism (such as the Federal Agency for Civic Education) and punitive work in the same field (for example the police) and institutions that work to promote democracy.

In order to increase resilience to fake news and conspiracy theories in society, children must be taught media literacy from a young age.

The Federal Government considers that further work is necessary to prevent and fight right-wing extremism and racism and to promote democracy. Following consultations with representatives of civil society, migrant organisations and the research community to be held by autumn of this year, and taking into account the discussion paper submitted by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth and the Federal Ministry of the Interior, Building and Community on the further development and strengthening of prevention work, the Federal Government will therefore work with the members of the Cabinet Committee to draw up a catalogue of measures taking the following sub-topics into consideration:

1. Generating a greater awareness of racism as a phenomenon that affects society as a whole and improving state structures to fight right-wing and racism extremism; stepping up cooperation between the security authorities, the judiciary, and relevant state and civil society bodies; and improving empirical data.
2. Extending and stepping up work within the regular structures across society to prevent right-wing extremism and racism, antisemitism, hostility towards Muslims, and all other forms of group-focused enmity, including online. Further developing political education and work to promote democracy.
3. Extending the support for those affected by racial discrimination and those in their social environment; ensuring effective protection for victims and enhancing structures to fight racism in the long term.
4. Recognising and valuing a diverse society that offers equal opportunities for all, and strengthening opportunities for participation for people with an immigrant background.

The Federal Government will regularly communicate findings on the effectiveness of measures already taken and future measures to the Bundestag, and will work with the Bundestag to refine these measures.

The activities of the Federal Government in this regard are to be financed in the individual plans of the relevant ministries within the framework of their budget and financial planning.

## **Report to the Cabinet Committee for the fight against right-wing extremism and racism**

### **Documentation of the results of the meeting of federal and state government representations and the preliminary consultations with civil society / migrant organisations and the research community**

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#### **I. Overview of the interim findings of the Cabinet Committee for the fight against right-wing extremism and racism**

The Federal Government considers combating right-wing extremism and racism as a task for society as a whole that is a top political priority. By establishing a topic-specific Cabinet Committee, the Federal Government has made the fight against right-wing extremism and racism a matter to be dealt with at the highest political level. As chair of the Cabinet Committee, the Federal Minister of the Interior, Building and Community has a particular responsibility in this regard.

The Cabinet Committee aims to work on an interministerial basis and compile a comprehensive, varied catalogue of measures for preventing and fighting right-wing extremism, racism, antisemitism and other forms of group-focused enmity and for promoting democracy, and to provide better support to those affected by racial discrimination, while also emphasising respect for a diverse society that offers equal opportunities for all. The members of the Cabinet Committee are aware that this difficult task will only be possible if it includes broad-based participation involving a wide range of stakeholders at federal level, expertise from the research community, and representatives of civil society and migrant organisations, as well as those affected by racism and other forms of group-focused enmity and by right-wing extremist endeavours.

Alongside the Federal Government, the states also have a key role to play in combating right-wing extremism and racism, for example through cooperation in the fields of domestic security, justice, prevention, integration and education. The states were therefore given the opportunity to contribute their perspective and suggestions to the Cabinet Committee's work through a survey, which was

initially carried out in written format. On 19 August 2020 the Cabinet Committee also held a meeting between federal and state government representatives at State Secretary and Minister of State level. The event was held at the Federal Ministry of the Interior, Building and Community, and discussions were held with representatives of all 16 federal states. Important ideas and approaches for the further work of the Cabinet Committee were developed during the meeting.

As part of another participation process, the Cabinet Committee invited more than 80 stakeholders from civil society and migrant organisations to be involved in the work of the Cabinet Committee, initially by providing written statements. Following on from this, 48 organisations were invited to Berlin to a preliminary consultation that took place on 20 August 2020 at State Secretary and Minister of State level, giving the organisations the opportunity to outline their positions. The preliminary consultation took into account expertise from people affected by these issues and from civil society activists, which will be an important foundation for the package of measures for fighting right-wing extremism and racism to be drawn up by the Cabinet Committee.

Then, during a third participation process, experts from the research community were consulted and asked to provide their positions. This participation process was also followed by a consultation, which took place on 24 August 2020 at the Federal Ministry of Education and Research, during which 12 participants contributed their academic expertise to the Cabinet Committee's work.

All of the written statements submitted as part of these three participation processes are available to the members of the Cabinet Committee for the fight against right-wing extremism and racism. This report provides a concise summary of the most important content and findings of the three oral consultations from the point of view of the Minister of State and State Secretaries who moderated the discussions.

## **II. Documentation of the preliminary consultations**

### **II.1 Meeting between federal and state government representatives on 19 August 2020**

The meeting between federal and state government representatives from the fields of domestic security, justice, prevention, integration and education took place in person at the Federal Ministry of the Interior, Building and Community. The COVID-19 pandemic meant that participation was limited to 35 people (one representative from each state, mainly at State Secretary level, plus representatives from the federal ministries involved in the Cabinet Committee). Approximately 50 other representatives of the federal states, the federal ministries and the standing guests of the Cabinet Committee attended by video link. The following guiding questions, to which the states had already given a response during the written survey, were discussed.

#### **Cooperation between the Federation and the states:**

*Guiding question: What are the interfaces between the Federation and the states in the fight against right-wing extremism and racism in regard to domestic security and prevention / promoting*

*democracy? In which areas should cooperation be reinforced, and in what way? Are additional regulations required?*

*Moderator: Dr Markus Kerber, State Secretary at the Federal Ministry of the Interior, Building and Community*

It was clear that participants considered the cooperation between the Federation and the states to be essential and productive. Cooperation between the security authorities in the Joint Centre for Countering Right-Wing Extremism and Terrorism and in the Standing Conference of the Interior Ministers of the *Länder* were highlighted as particularly positive, along with cooperation as part of the federal programmes “Live Democracy!” and “Cohesion through participation”. The Federal Government package of measures for fighting right-wing extremism and hate crime was also assessed uniformly positively, as was cooperation in the field of prevention and the promotion of democracy.

The federal states called for more intensive discussion within the German domestic civil intelligence services, including when recording persons of interest, and for the establishment of coordinated indicators and structures at national level.

In addition, the transfer and refinement of the successful programmes and structures for fighting Islamism were discussed, particularly in regard to exit programmes and deradicalisation. Participants felt that the security authorities should not focus solely on right-wing extremist groups, but rather should monitor individuals more closely.

Several states called for improved cooperation between civil society and the security authorities, with some participants of the opinion that the findings from civil society initiatives could be included to a greater degree in the situation reports of the security authorities. It was noted that punitive and preventive measures should be more closely interconnected. To achieve this, the suggestion was made that the Federal State Democracy Centres, which are funded as part of the federal “Live Democracy!” programme, and other stakeholders in the field of prevention work could be more closely involved. It was felt that expanding the fight against online hate should be another key area. To achieve this, skills and experience from different areas (the Federation, the states, civil society) should be bundled together with regard to the issue of right-wing extremist and racist online content, in order to work together to come up with punitive and preventive approaches.

In regard to the need for additional legal regulations, several states suggested improving the legal basis for the promotion of democracy in order to guarantee a strong foundation for structured, predictable promotion of prevention work and long-term, consistent cooperation with civil society. Amending and harmonising data protection regulations was also listed as an intersection that would improve the nationwide exchange of information. In addition, a moderate revision of the legal powers of the intelligence services was desirable. Individual participants also saw a need to tighten weapons legislation.

## **Resources**

*Guiding question: In which areas are and/or were funds used in the federal states in recent years to fight right-wing extremism and racism, and what was the amount of funds?*

*Moderator: Hans-Georg Engelke, State Secretary at the Federal Ministry of the Interior, Building and Community*

The aim of this focus topic was not to compare the resources provided at individual state level, but rather to encourage discussion of the key aspects of resource distribution. It should be noted that overall, an increase in resources was recorded, particularly for security authorities in the field of right-wing extremism. Participants felt that funding programmes for prevention should be made permanent. In addition, the states considered that there was a need for action in regard to online hate speech, education and schools.

It was noted that the issues of right-wing extremism and racism were mainly a challenge for the security authorities in borderline cases (e.g. everyday discrimination). The danger of growing sections of society that reject government structures (for example, the heterogeneous nature of those participating in the demonstrations against the COVID-19 restrictions) highlights the fact that financial and human resources must be deployed for prevention and security for society as a whole in order to strengthen and safeguard democracy. At the same time, right-wing extremism and racism must also be dealt with individually; participants noted that there were overlaps between the two, but that they should not be considered a single issue. In addition, those taking part underscored the importance of strengthening public trust in and acceptance of the security authorities. Panellists noted that individual incidents must be dealt with resolutely, but that they should not be allowed to tarnish the reputation of entire institutions. They said that there should be a targeted increase in human and financial resources both for security and in civil society and social work. The aim of this would be to promote a person-focused individual approach, while also fostering an awareness of democracy in society. Certain federal states pointed out the need for scientific evaluation to facilitate the meaningful deployment of resources. They said that the distribution of resources must also provide planning security and flexibility for civil society, so that an effective, lasting structure for cooperation can be established.

## **Prevention measures**

*Guiding question: What prevention approaches and programmes against right-wing extremism, racism and other forms of group-focused enmity have proven particularly effective? Where is there a need for further action? Are new approaches required (including for prevention measures in schools)? How can best practices be transferred to the rest of the country?*

*Moderator: Juliane Seifert, State Secretary at the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth*

a) Prevention work in schools and education

A range of options are in place aimed at strengthening awareness of democracy and promoting civic education in schools and education. It was clear from the discussions that the federal states would like greater support from the Federation as part of existing project funding, as well as increased discussion between the Federation and the states. There were calls for this increased discussion in relation to the project “Racism-free schools – schools with courage” (“Schule ohne Rassismus – Schule mit Courage”), among other things, and in regard to primary prevention and fostering social skills. Participants also noted that it was important to evaluate which factors for success play a role in prevention work in a school setting. The suggestion was made, for example, of drawing up an overview similar to the “prevention green list” (“Grüne Liste Prävention”) implemented by the Crime Prevention Council of Lower Saxony, taking into account scientifically founded empirical assessments in order to ascertain which prevention approaches in a school setting are effective and lasting.

b) Work against online hate speech

Here again, support from the academic community for existing and/or future projects was suggested in order to provide a well-founded evaluation of their effectiveness. In particular, participants called for improved, targeted measures for promoting media literacy among a range of groups in order to create resilience in dealing with online hate crime. In addition, the importance of bringing together skills and experience from different areas (the Federation, the states, civil society, industry) with regard to the issue of right-wing extremist and racist online content was emphasised, in order to work together to come up with preventive, cross-cutting approaches. There was also a call for the Federation to play a more active role in coordinating with the states in the fight against and the prevention of online hate, and to organise a meeting on the topic of improving media literacy.

c) Anti-discrimination work and prevention work regarding racism

Participants felt that existing anti-discrimination work should be boosted with the help of low-threshold options with a focus on action, including at regional level.

### **Further action by the authorities**

*Guiding question: In which priority action areas (e.g. victim counselling, disengagement and exit counselling, law enforcement) should the cooperation between the security and judicial authorities (federal/state), other government institutions and civil society providers be reinforced in the fight against right-wing extremism and racism? What potential solutions might be helpful? What is the role of strengthening intercultural skills in state institutions?*

*Moderator: Annette Widmann-Mauz (Federal Government Commissioner for Migration, Refugees and Integration)*

Several states noted that the close networking of stakeholders in prevention work was necessary, along with regular discussion between security authorities, other state institutions and civil society providers, and that there was room for improvement in this regard. In addition, it was pointed out that there are gaps in counselling services (and/or a related need for measures and counselling services) aimed at early intervention with people who have become radicalised, and at people who are not yet ready to disengage, but who would be open to discussion.

The importance of contact people who act as a bridge between those affected and government institutions was also emphasised, along with the importance of nationwide reporting and complaints bodies (e.g. in the police, but also in other areas of the administration).

In regard to strengthening intercultural skills in institutions, participants highlighted wide-ranging approaches in the individual states and the exemplary effect of state actors.

## **II.2 Preliminary consultation with migrant organisations and civil society on 20 August 2020**

Divided into four parallel panels, the preliminary consultation highlighted and discussed expertise from people affected by these issues and from civil society activists, which will be an important foundation for the package of measures for fighting right-wing extremism and racism to be drawn up by the Cabinet Committee. The key points from the panel discussions are summarised below from the perspective of the Minister of State and State Secretaries who moderated the discussions.

### **Panel 1**

*Generating a greater awareness of racism as a phenomenon that affects society as a whole and improving state structures to fight right-wing extremism and racism; stepping up cooperation between the security authorities, the judiciary, and relevant state and civil society bodies; and improving empirical data.*

*Moderator: Dr Markus Kerber, State Secretary at the Federal Ministry of the Interior, Building and Community*

A total of 16 organisations took part in the discussion during Panel 1. The heterogeneous nature of the organisations led to a lively debate regarding both fundamental questions and concrete approaches to problems and proposals for solutions.

#### *Definition of racism*

A central, recurring topic of the panel was the definition of racism and right-wing extremism and the distinction between these two phenomena. During the lively debate it became clear that the participating organisations had very different starting points in this regard. On the one hand, participants emphasised that a binding understanding of racism requires a working definition that is not too narrow, and that this must also take into account the different manifestations of racism, such as anti-Black racism and anti-Muslim racism. Individual participants recommended basing the shared understanding on the broad definition issued by the Study Commission of the Thuringia Regional Parliament. However, from the point of view of acceptance by society as a whole, certain

participants noted that an ideologised definition of the term racism that was too broad and insufficiently distinct could be counter-productive, particularly in sectors of the population that do not have an immigrant background. In addition, it was pointed out that racist ideologies that do exist among migrant groups should not be ignored.

#### *Structural conditions*

Several participants noted that right-wing extremism and racism must inherently be considered separately due to the distinct structural requirements when developing counterstrategies. In particular, some participants stated that it must be made clear that from their point of view, racism always reflected an imbalance of power between groups. They noted that racism was not a problem that only affected Germany, but that was worldwide. However, this was not an excuse not to take decisive action to fight racism in Germany. Participants also said that it was important to discuss narratives and self-image more (e.g. "Germany as a winner in globalisation" and "Prosperity rests on a diverse society"). In other input, similarities emerged among thought patterns, for example the frequent overlap of racist and sexist perspectives.

#### *Antisemitism*

In regard to antisemitism, it was made clear that this was not a sub-type of racism, but rather that it must be seen as an independent phenomenon in order to develop targeted solutions. It was noted that Muslim antisemitism must not be ignored. The experience of some stakeholders shows that inter-religion, low-threshold opportunities to meet can be successful in reducing existing barriers.

#### *Racism in government structures*

No uniform image emerged from further questions that were discussed, such as the need for a Federal Commissioner for Racism, or the scope of racial discrimination by government actors in Germany. However, it was important to those affected that there be a complaints management system that was critical of racism in public institutions, for example independent reporting points which must have sufficient ability to intervene. In addition, participants felt that an awareness of racism must be included as an essential component of training in the public service in order to prevent racist thinking. It was felt that the government must make it unequivocally clear that it would not tolerate racism among its staff. In addition, the suggestion was made that a "quality law" should be put in place with the aim of examining and preventing racial discrimination and racist effects in society.

#### *Cooperation between civil society and government agencies*

There was general agreement with the request, expressed numerous times, that cooperation between civil society and government agencies such as the security authorities and judiciary should be improved with better human and material resources, and that such cooperation should generally be enhanced. The creation of practical training courses and the establishment of a "third-party

reporting system” were cited as potential examples of this. In addition, the suggestion was made that cooperation between NGOs and executive government bodies in the fields of criminal and violent antisemitic offences should be institutionalised. In addition, participants considered the constructive intersecting of investigation by security authorities, law enforcement, and intervention by education professionals to be necessary in dealing with right-wing extremism.

#### *Research into racism and right-wing extremism*

Participants were unanimous that research into the numerous questions regarding the topics of racism and right-wing extremism must be expanded and that there were numerous gaps in knowledge. One example cited was the fact that to date, it has not been possible to carry out a scientific evaluation of the mechanism of action of tertiary prevention measures. Participants noted that this gap in the research is even more inconvenient as evolving radicalisation processes and age cohorts call for new instruments for prevention which need a strong scientific basis. They said that there were also considerable research gaps in other areas, for example into individual categories of racism such as anti-Black racism. Participants also called for scientific studies of racial profiling to be carried out.

Numerous participants in the panel would be keen to remain involved in the topic. Some individual participants also emphasised that they expected a tangible response to the written and oral input provided and that they would be following the ongoing work of the Cabinet Committee for the fight against right-wing extremism and racism with a critical and constructive eye.

#### **Panel 2**

*Extending and stepping up work within the regular structures across society to prevent right-wing extremism and racism, antisemitism, hostility towards Muslims, and all other forms of group-focused enmity, including online. Further developing political education and work to promote democracy.*

*Moderator: Juliane Seifert, State Secretary at the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth*

A total of 14 organisations contributed their opinions and experience from their work to prevent right-wing extremism, antisemitism, racism and other forms of group-focused enmity to Panel 2. The discussion focused in particular on the topics of promoting democracy and civic education, dealing with online hate speech, ensuring the long-term nature of prevention work, and protecting civil society activists from right-wing extremist threats. The demands and the content of discussions outlined here reflect key points in the civil society position on these issues.

#### *Promotion of democracy and civic education*

Participants felt that both school and non-school education were key action areas for measures aimed at preventing right-wing extremism, racism, antisemitism, hostility towards Islam and Muslims, and all other forms of group-focused enmity.

They noted that antisemitism has a particular relationship to right-wing extremism in Germany and must be addressed in a targeted way. This requires a shared understanding of the different forms and manifestations of antisemitism and new approaches in order better to handle conspiracy theories in this regard, including online. Aside from this, those consulted felt that school books must be examined and revised in regard to antisemitism and Judaism. They also suggested that diversity of Jewish life in Germany should be recognised and depicted.

Participants considered that basic and further training for teachers, the police, the judiciary and the administration in general should include more (obligatory) training and awareness-raising about right-wing extremism, racism and all forms of group-focused enmity, and recommendations should be given on how to handle these things.

It was suggested that the target groups for democracy promotion and civic education should be extended to include a broader range of ages and professions, and that these things should not be aimed solely at children, young people and young adults, but also at adults, for example in the world of work.

As well as the focus on extremist groups, those consulted were of the opinion that anti-democratic attitudes in “mainstream” society require closer examination. They felt that “right-wing populism”, which can serve as a gateway to extremism, must also be placed under the microscope, and should be studied in regard to regional differences, too.

Participants noted that language shapes the way people think and act, and is an important factor in discourse within society. They considered that the term xenophobia should be removed from all official documents and should not be used in political discourse. Participants made reference to racism in the immigrant community, noting that among other things, it should be dealt with in more depth in school and education contexts.

The importance of local formats for promoting democracy and civic (outreach) education was emphasised by participants, who felt that these things should be bundled together and further enhanced. Participants also mentioned the need for inclusive options for democracy promotion and civic education, for example with the use of simple language.

#### *Dealing with online hate speech*

Participants felt that further measures for prosecuting online hate speech should be examined and new approaches developed for effectively combating right-wing extremist and other hate content that is below the threshold for criminal prosecution. They also stated that the effectiveness of the Network Enforcement Act (*Gesetz zur Verbesserung der Rechtsdurchsetzung in sozialen Netzwerken*, NetzGD) should be evaluated. This evaluation should include a review of the levels at which online

hate speech can be fought effectively. This would require improved coordination processes and a transparent division of competences between the Federation and the states. The opinion was also voiced that the platforms must be held responsible to a greater extent, including in regard to suspending user accounts with large followings. Imparting media literacy and skills for analysing expressions of hate has a central role to play in education in school and non-school contexts. Teachers should be trained in handling online hate speech, among other things. Participants also felt that there should be more online options for civic outreach education. In addition, there were requests for a workshop on promoting media literacy and protecting against online hate speech, and the suggestion was made of contact and counselling points for victims of digital hate.

#### *The legal framework*

Participants emphasised the need to ensure that work to prevent right-wing extremism and other forms of group-focused enmity be ongoing. To ensure greater planning security, a long-term focus and reliability for civil society providers of prevention and democracy promotion work, the representatives who took part considered an improved legal framework to be necessary, along with stable long-term financing, for example in the form of a law on the promotion of democracy. They said that the aim should be to strengthen structures at local, state and federal level, avoiding the risk of focussing solely on extremism prevention at the expense of other issues.

#### *Protection of officials, politicians and civil society activists from threats*

It was felt that policymakers should make greater use of civil society expertise, for example when drawing up situation reports. Government institutions should incorporate civil society analyses into their own expertise on threat situations, etc. Participants felt there was a need for general protection strategies for those involved at civil society level, for local politicians and for those active in the field of prevention to prevent them leaving the field, which would lead to brain drain. This should not purely be related to specific occasions, but ongoing. There should be a trusted contact person in the security authorities to allow civil society activists, who increasingly face threats from the right wing, to report incidents. These should be as low threshold as possible. It was also suggested that a hardship fund for those affected or financial support for protection measures was necessary and useful.

Panellists felt that hate crimes, including online, should be prosecuted rigorously. The topic of racist attitudes among the police should be addressed better. Participants called for a study that would enable precise, empirical conclusions to be drawn about these attitudes.

### **Panel 3**

*Extending the support for those affected by racial discrimination and those in their social environment.  
Ensuring effective protection for victims and enhancing structures to fight racism in the long term.*

*Moderator: Dr Bernhard Boom (Federal Ministry of Justice and Consumer Protection)*

A total of seven organisations took part in Panel 3, contributing their ideas, demands and suggestions, particularly in regard to support for those affected, victim protection, and improving long-term structures for anti-discrimination work and fighting racism. During the subsequent discussion, the participants in Panel 3 reached a consensus on the following demands, which they all considered to be priorities.

*Creation of the office of “anti-racism commissioner”*

It was important to participants that a commissioner have an obligation to report to the German Bundestag. In addition, the office should take into account the different forms of racism. Participants also called for the creation of analogous commissioners at state level.

*Creation of a central contact point for those affected with a telephone hotline; additional nationwide expansion of anti-discrimination and victim protection offices (competence centre)*

Participants made it clear that it was important not to create duplicate structures, but rather that existing structures should be strengthened and expanded and a network of structures should be created.

*Structural reinforcement of victim associations and empowerment of migrant organisations*

Associations should be put in a position to encourage more migrants to participate and to offer help in achieving self-help. Funding for project work should be designed as regular financing.

*Creation of commissioners for the police and independent police complaints units*

Participants considered that the office of commissioner for the police should be created on the basis of the model of the Commissioner for the Armed Forces, along with the relevant commissioners at state level. These offices should also serve as independent police complaints units and should be set up Germany-wide.

*Creation of protected spaces and spaces for meeting others*

Those affected by racism and racial discrimination should have the possibility across the board to discuss these things in a safe environment and to seek help.

*Initial and further training in the police force and judiciary*

Courses of study and initial and further training for members of the police force and the judiciary should focus more on the topics of discrimination and racism.

*Reform of the General Act on Equal Treatment*

A reform of the General Act on Equal Treatment should encompass the right by associations to take class action suit and the capacity to sue without being directly involved in the subject matter of the

action, so that associations can make legal claims on behalf of victims. In addition, participants felt that the period for asserting claims should be extended. The opinion was also unanimously held that the application of the General Act on Equal Treatment should be extended to the public sector. Participants therefore demanded that a federal anti-discrimination law be put in place to provide protection against discrimination by state agencies.

#### *Reform and evaluation of criminal law*

It was felt that the aggravating circumstances for murder in section 211 of the Criminal Code should expressly include “for racist motives”. Participants also proposed an evaluation of the circumstances used in section 46 (2) sentence two of the Criminal Code to weigh up the penalty: “racist, xenophobic or other motives evidencing contempt for humanity” to examine their effectiveness.

#### *Making racist offences against Black people visible as a separate category of politically motivated crime*

Alongside the categories of “antigypsy”, “hostile towards Christianity” and “hostile towards Islam” used in police statistics to categorise right-wing politically motivated crimes, participants considered that the additional category of “other ethnic background” should also be added, specifically to make offences against Black people visible within the statistics.

#### *Right of residence on humanitarian grounds for victims of racist violence without a defined residence status*

Participants said that section 25 of the Residence Act should be supplemented with a new paragraph 4c. (Victims must be available to serve as witnesses and may not be deported before the end of the trial).

#### *Legal assistance fund for victims*

Participants considered the creation of an effective, comprehensive legal assistance fund for victims to be necessary to provide victims with access to legal remedy.

#### *The legal framework*

In addition, support for civil society activists and for projects to fight right-wing extremism and racism were considered a top priority by participants, for example through a law on the promotion of democracy.

### **Panel 4**

*Recognising and valuing a diverse society that offers equal opportunities for all, and strengthening opportunities for participation for people with an immigrant background.*

*Moderator: Annette Widmann-Mauz (Federal Government Commissioner for Migration, Refugees and Integration)*

### *Basic expectations*

Representatives of migrant organisations and broader civil society call for their perspectives and experience to be taken into greater consideration. Participants felt that fighting racism and right-wing extremism had to be a task for society as a whole that was addressed at every political level. The Commissioner for Migration, Refugees and Integration considered that the National Action Plan on Integration could serve as an example in terms of close dialogue and the involvement of the states, as it was drawn up jointly within a dialogue at federal, state and local government level, along with civil society and migrant organisations. Participants felt that a definition of racism that also included structural racism was required as a basis for developing the action areas and measures of the Cabinet Committee. Representatives of civil society and migrant organisations also considered the historical and contemporary historical reappraisal of the emergence of racism and right-wing extremism in our society to be important, with a particular focus on the colonial era and the period after reunification as experienced by the former East Germany. Participants felt that this called for targeted measures as part of cultural work and the culture of remembrance.

### *Support for and empowerment of people with an immigration background and people who are affected by racism*

Participants felt that raising awareness of racism necessitated bolstering intercultural meetings and training courses in schools and official structures. They said that encouraging examples and emotional appeal played an important role in this. They also said that structural support for migrant organisations should be expanded. In addition, participants felt that the federal programmes “Live Democracy!” and “Cohesion through participation” should focus more on group-specific options and on regional needs, particularly in eastern Germany. Their opinion was that financial assistance should be based on the democratic deficit of a region and not on the proportion of immigrants living there. The panel felt that language and multilingualism were fundamental to a sense of belonging and participation in a society shaped by immigration. Specific grant programmes for certain target groups were also necessary as part of support for education, they said.

### *Institutional questions*

The representatives of migrant organisations and civil society as a whole who took part called for the nationwide establishment of independent ombuds offices for people affected by racism. In addition, they said that a Germany-wide contact and/or reporting office for racist incidents was necessary. Participants said that a low-threshold, target group-appropriate counselling service could make use of the structures of migrant organisation. They also said that integration monitoring should be extended to include racism and discrimination in order to improve the available data and, on that basis, to develop suitable measures. The racism monitoring scheme planned by the German Centre for Integration and Migration Research was received positively. However, participants noted that there would have to be an explicit category for racism within the Federal Government. In

addition, there was support for the establishment of a participatory council in the German Bundestag modelled on the German National Ethics Council, and for the establishment of a study commission on the topic of racism.

#### *Legal domain*

Participants felt that a participation law should be passed by the Federation analogous to the Federal Act on Gender Equality. In addition, there were calls for a reform of the General Act on Equal Treatment, extending it to encompass government activity. Participants also said that the multi-faceted work of civil society actors ought to be guaranteed in the long term in the form of a law for the promotion of democracy. Those involved in the panel felt that where possible, the right to vote in local elections should be independent from nationality, and/or that nationals of non-EU states should be given the right to vote in local elections. They were also in favour of lowering the voting age to 14, as they noted that the immigrant population includes large numbers of people who are below the age of 18. Participants said that naturalisation should be made easier and hurdles in the naturalisation process should be removed. Representatives of migrant organisations and wider civil society were committed to the replacement of the term “Rasse” (race) in the Basic Law, and to the inclusion in the Basic Law of the constitutional objective of an “immigration society” (“Einwanderungsgesellschaft”) and of an anti-racism safeguard clause. In addition, they were in favour of introducing a diversity day as a national holiday.

### **II.3 Preliminary consultation with members of the research community on 24 August 2020**

#### **Preliminary note:**

A total of 25 researchers from the fields of psychology, law, education, political science and sociology (including sociology of religion) submitted written statements. These statements formed the basis for the oral consultation, to which 12 researchers from the group listed above were invited. Even as early as in the prior written statement, the researchers emphasised that the topic of right-wing extremism is a sub-problem of “racism” as a whole; as a result, the focus of the statements from the research community is on the issue of racism, which is identified as the broader issue. The key results of the preliminary consultation with the research community are given below. Topics that were dealt with in more than one of the action areas are only mentioned once here.

#### **Action area 1**

*Generating a greater awareness of racism as a phenomenon that affects society as a whole and improving state structures to fight right-wing extremism and racism; stepping up cooperation between the security authorities, the judiciary, and relevant state and civil society bodies; and improving empirical data.*

The representatives of the research community pointed out the long-term consequences and damages that result from racism, both for those affected and for Germany’s reputation. They

underlined the dangers of brain drain and the difficulties that could be encountered when trying to attract qualified professionals from abroad. Ultimately, racism poses a threat to the image of Germany in foreign policy terms and as a cultural policy role model. In addition, the researchers pointed out that a broad definition of the term racism was necessary, along with a broad interpretation of integration that was addressed to society as a whole. The discussion focused on law-making and law enforcement, as well as on the issues of research, development, and training and education. Participants noted a broad lack of legal definitions. They highlighted the absence of an interpretation of racism that also took into account unthinking everyday racism and the fact of institutional discrimination. Additionally, they underlined shortcomings in research and university education in terms both of structure and of content.

Recommendations:

- Establishing an expert council on racism.
- Drawing up strategies for recognising everyday racism and including them in law enforcement.
- Improving the available data by extending official statistics to include figures, dates and facts based on victim experiences and representative surveys (monitoring and barometer).
- Drawing up a definition of racism that includes differentiation of types and that should be incorporated into the Guidelines for Criminal and Regulatory Fine Proceedings (*Richtlinien für das Strafverfahren und das Bußgeldverfahren*, RiStBV) in order to avoid inadmissible referrals to private criminal action, and into the police guidelines throughout Germany.
- Designing and implementing obligatory training courses for the judiciary and the police.
- Setting up nationwide specialist public prosecution offices with the relevant expertise and establishing anti-racism commissioners in the public prosecution offices.
- Increasing diversity in the judiciary, the administration and university law faculties, where appropriate using mentoring programmes, positive discrimination, or quotas.
- Studying the number of unreported cases so that unreported discrimination offences can also be recorded.
- Bolstering research into racism/right-wing extremism: participants specifically noted gaps in research in the legal and social sciences, with a particularly urgent lack of research into racism in the public administration, especially within the police in view of the state monopoly on the use of force that the police exercise.
- Designing and implementing grant programmes, colleges, interdisciplinary Masters degree courses, research associations and lines of funding for short-term research needs.
- Establishing (research) professorships.
- Establishing a single, interdisciplinary institute for research into racism is viewed with some criticism. Generally, the case is made for further research across the board.
- Involving civil society in research and teaching, taking the expertise of those affected into account.

- Reflecting diversity and anti-racism strategies more strongly when projecting Germany's image abroad.
- Incorporating the intercultural skills of German cultural institutions abroad, particularly the Goethe-Institut, more closely into anti-racism activities in Germany.

Participants also called for a deeper analysis of the role and content of media and of school education that can contribute to the reproduction of racist stereotypes. In addition, they called for a stronger focus on the content of education provided in the media / journalism and in schools, with the aim of broadening the canon of knowledge (for example in regard to Islam). Participants would like the government to hold a dialogue (round table) with the media; they also felt that greater diversity was necessary among media professionals, and that the influence of broadcasting boards should be used to increase diversity and anti-racism stances in the media.

## **Action Area 2**

*Extending and stepping up work within the regular structures across society to prevent right-wing extremism and racism, antisemitism, hostility towards Muslims, and all other forms of group-focused enmity, including online. Further developing political education and work to promote democracy.*

The discussion focused on the question of how existing expertise and expertise that will be acquired in the future can be incorporated into prevention work. The representatives of the research community called for a more objective debate on the topic of migration and underlined shortcomings in addressing and supporting specific target groups, particularly people who are affected by racism. They also pointed out the need to deal with the different forms of racism separately within prevention work. In addition, they brought up the fact that the research community considers that Germany has not sufficiently come to terms with its history.

### Recommendations:

- Developing concepts to improve collection and incorporation of data and research findings in prevention work, in schools and in other education establishments.
- Establishing new, flexible formats for coordinated discussion among the research community, policymakers and civil society with the aim of boosting the transfer of knowledge from research into practice and policy.
- In regard to the need for a more objective debate concerning migration, participants call on policymakers to focus more on the added value that migration brings with it and less on potential (security) policy problems.
- In regard to education, training and work in particular, participants feel that needs must be identified in schools, the public administration and companies (HR departments) and targeted support must be offered.
- The importance of education for democratic citizenship in prevention work is strongly emphasised.

- Participants recommend shining a spotlight on all forms of racism and addressing them individually, including in regard to those affected: this issue affects not only people with a different skin colour / of different origins, Jews, Muslims, Sinti and Roma; there must also be a stronger focus on anti-Black and anti-Asian racism. Participants noted that there had been an increase in the latter as a result of the pandemic.
- Participants recommend extending the policy of remembrance in Germany. Participants noted that the critical examination of the Holocaust had led to a certain degree of awareness that was still absent in regard to other forms of racism. Extending the culture of remembrance would mean systematically including coming to terms with colonial history and genocide. Participants stated that relevant measures should be developed and implemented in conjunction with the groups affected and with institutions that already exist (museums, the Federal Agency for Civic Education, etc.).

### **Action Area 3**

*Extending the support for those affected by racial discrimination and those in their social environment. Ensuring effective protection for victims and enhancing structures to fight racism in the long term.*

The discussion focused on the issues of law-making and (legal) practice, particularly in regard to victim protection. In the oral consultation, participants specifically stated that potential measures should aim to restore or strengthen victims' trust in government. In addition, those consulted called for the people affected to be involved more closely in order to improve and establish structures for combating racism in the long term. The role of the internet and the digital revolution was also a priority, as were region-specific developments. The potential amendment to Article 3 of the Basic Law was brought up and discussed, including in regard to the addition of a further constitutional objective. Participants were also in favour of a closer link between international anti-discrimination law and national legislation.

#### Recommendations:

- There is a call for (public) debate regarding the replacement of the term "Rasse" (race) in the Basic Law and in other legislation, and the inclusion of an anti-racism clause in the Basic Law.
- There is a call to make it easier to assert rights, to have a lighter burden of proof and to reform the regulations on damages in the General Act on Equal Treatment; to introduce the right of anti-discrimination associations to take class action suit; and to extend the scope of application to actions by the administration. In this context, the debate on the expansion of the General Act on Equal Treatment to a federal anti-discrimination law is highlighted.
- An independent complaints body should be set up. This would also serve to create or restore trust in behaviour by the police and the administration.
- Participants recommend strengthening the Federal Anti-Discrimination Agency.

- Participants also recommend that the judiciary and policymakers give priority to those affected by discrimination, rather than fixating on the perpetrators. Helping those affected should not be left to civil society stakeholders alone.
- Long-term financing and legal certainty for civil society stakeholders should be established.
- The reporting process set out in the Network Enforcement Act should be simplified, while providing law enforcement authorities with the necessary extra resources.
- Participants call for a public system for providing basic information on the internet similar to the public broadcasting system.
- Another recommendation is the improvement of the empirical basis for situation analyses and counterstrategies that take geographical differences into account, such as urban-rural or east-west divides.
- Quality assurance and evaluation of prevention measures are extremely important.

#### **Action Area 4**

*Recognising and valuing a diverse society that offers equal opportunities for all, and strengthening opportunities for participation for people with an immigrant background*

The discussion focused strongly on the topics of participation and conflict management, and the role of state institutions. Those consulted noted that schools and other education establishments have a particular role to play. The representatives of the research community pointed out existing recommendations, such as those of the European Commission against Racism and Intolerance (ECRI), which have not yet been implemented sufficiently in Germany.

Recommendations:

- Improving networking of stakeholders from civil society, the political sphere and the research community so that existing recommendations (such as those of the ECRI) can be better implemented.
- Strengthening migrant organisations, youth facilities and youth cultures, and developing new formats.
- Bolstering advanced and further training on diversity and anti-racism skills in public institutions, for example in schools and in the public employment service.
- Including international best practice strategies in racism analysis and prevention work.
- Extending the existing directives on equal treatment in the public service with the aim of increasing the proportion of people with migrant backgrounds when recruiting for professorships or school teaching staff.
- Driving forward the process of opening up institutions, for example by signing the Diversity Charter, self-checks, guiding principles, binding target agreements with employees (quotas), mentoring.

- Evaluating diversity measures for effectiveness, efficiency and acceptance, with the aim of ensuring that measures are effective.
- Establishing independent discrimination complaints bodies in schools was also recommended.
- Putting in place obligatory training courses for teachers similar to the points system for doctors.

### **III. Outlook for the future work of the Cabinet Committee**

The Cabinet Committee for the fight against right-wing extremism and racism will hold its second meeting on 2 September 2020. At the meeting, selected participants in the consultation of migrant organisations, civil society and the research community will have the opportunity to present the findings from the events to the members of the Cabinet Committee. Following the second meeting of the Cabinet Committee, the Committee members will move forward with the work on the package of measures that is to be drawn up based on the findings from the various participation processes with the aim of adopting a package of measures at the third meeting of the Cabinet Committee in October 2020.

## **Cornerstones for a law to strengthen and promote resilient democracy**

The outward-looking societies of the Western world today face a threat greater than any they have faced in many years. Social cohesion and democratic principles are threatened in many different ways, by both internal and external factors. This also applies to Germany and its free democratic basic order. Potentially violent extremists and Islamists, racists and holders of antisemitic views, conspiracy theorists and those who oppose democracy want to impose a new order and are a threat to our society, its basic principles and its basic rights. These phenomena are reinforced by an increase in attempts from abroad to exert undesirable influence and in the dissemination of online content that is hate-filled or shows contempt for human dignity. Our democracy must be vigilant in every way.

The Federal Government is committed to making every effort to counter these worrying developments and to taking measures aimed at strengthening the resilience of our democracy and at promoting social cohesion.

A vigilant, self-aware, upstanding and resilient democracy is underpinned by its citizens. They are the sovereign authority at the heart of our free democratic basic order. Where government and civil society act together, democracies can be vigilant. In order to strengthen this resilient democracy and also to promote and support its citizens in their behaviour and actions, the Federal Government proposes the following cornerstones for a Law to Strengthen and Promote Resilient democracy. These cornerstones are a central element of the Federal Government's overall strategy for fighting extremism, racism and antisemitism, which is an ongoing task. The implementation of the measures extrapolated from the cornerstones is subject to the availability of financial resources in the benchmark figures of the draft federal budget for 2022 and the financial plan for 2021 to 2025.

### **1. Creating a legal basis for federal assistance activities in the field of promoting democracy, preventing extremism and shaping diversity**

Committed, active citizens are essential for a resilient democracy. The many million committed, active citizens who champion the values of the Basic Law sustain our democracy and are the best form of prevention against the spread of extremism of any sort.

Providing better, more reliable support to this democratic activity calls for a legal basis that will improve the legal and budgetary conditions for promoting resilient democracy. The objectives of a law of this type are, in particular, to create a statutory mandate for the Federation to maintain and strengthen the free democratic basic order and civil society involvement in support of democracy, for diversity and against extremism in any of its manifestations. This mandate can include measures that the Federation takes, as

well as funding it provides on the basis of the free democratic basic order and its principles. In addition, the aim is to guarantee appropriate financing of measures in this field that are relevant to Germany as a whole, in line with the applicable budget law, and to stipulate requirements for funding that enable needs-based, longer-term project funding with no age conditions for multi-regional measures aimed at strengthening democracy, preventing extremism and shaping diversity within the remit of the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, the Federal Ministry of the Interior, Building and Community, the Federal Ministry of Labour and Social Affairs, and the Federal Government Commissioner for Migration, Refugees and Integration (projects to promote democracy). This will not affect ministerial responsibilities or the statutory mandate of the Federal Government Commissioners.

In addition, existing cooperation relationships between the security authorities and civil society organisations aimed at preventing extremism are to be expanded and consolidated, and civic education work is to be more closely interlinked with prevention and deradicalisation projects.

The continuous scientific monitoring and evaluation of projects, which will be the responsibility of the body providing funding, aims to ensure that projects in receipt of funding are of a high quality, are effective in the long term, and are innovative and transferable.

## **2. Ensuring that state funding is used in accordance with the objectives set out in the Basic Law**

Our country needs citizens who show courage and determination in standing up for our free democratic basic order, in shaping it and in defending it against its opponents. Unfortunately, it has become clear that citizens who are active in this regard are also increasingly faced with hostility and different types of aggression. Those who refuse to be deterred by these difficult conditions have earned our respect and our active, committed support. The government owes special thanks to these citizens.

On the other hand, government funding for strengthening and promoting resilient democracy under (1) must be based on a shared understanding of the objectives of that funding. The government has a duty not only to provide assistance to those citizens who are active in promoting democracy and countering extremism, but also to ensure that no one can obtain funding in this area if they reject this country's free democratic basic order. In this regard, the government has a particular duty to ensure due diligence is carried out for its funding activities, not least as a result of the experience we gained from the disintegration of the Weimar Republic. The government must therefore ensure that the procedure under funding law in which it awards funding to providers of relevant

services is designed to effectively prevent the abusive use of such funding. With this in mind, applicants will be required to explicitly acknowledge in writing in their application their commitment to the free democratic basic order of the Federal Republic of Germany and confirm that the funds will only be used for activities that promote the Basic Law and that protect and strengthen the free democratic basic order. The guidelines and rules for funding obligate recipients to check as far as they can that persons and organisations receiving direct or indirect funding are not involved in activities that are against the objectives set out in the Basic Law.

As a rule, each funding decision is also to state that the recipient may not pass on any funding to organisations or persons whose actions or statements are opposed to the free democratic basic order, are hostile to democracy or are extremist in nature. The resulting requirements for persons and organisations involved in implementing the content of projects are generally to be noted in an accompanying letter, which will be agreed within the Federal Government. This is to become a binding component of every grant decision.

### **3. Fighting online incitement and promoting civic education, media literacy and social work online**

Strengthening democratic discourse and a culture of democracy online and in social media is a key challenge for a resilient society in the 21st century. This calls for tailored measures to boost media literacy in a range of areas that have become a priority in the Federation's funding for model projects as a result of new forms of online political participation. Ministerial measures include creating a new federal programme "Democracy online" created by the Federal Agency for Civic Education, ministerial measures aimed at protecting and supporting those affected by online hate speech (including in cases below the threshold for criminal prosecution), and measures aimed at helping people deal with fake news and disinformation. Government influence from abroad with the aim of undermining social cohesion and the free democratic basic order is to be dealt with effectively. Providing information about and raising awareness of the exertion of influence on authorities, political bodies and institutions at federal, state and local level, on the research community, on business and on civil society is part of this.

In addition, support is to be provided for the creation of a federal association of civil society stakeholders on combating online hate speech by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth. The competence centre for online hate speech is to be extended and there is to be regular scientific analysis of online trends by jugenschutz.net, among others.

#### **4. Stepping up analysis of, and measures to fight, new forms of extremism**

The violent crimes in Halle and Hanau, Christchurch and El Paso have shown the close correlation between known types of extremism and amorphous phenomena, the effects of which combine and amplify in online forums, such as racism, misogyny, conspiracy theories and games that foster contempt for human dignity. In-depth scientific research is required into the psychological and social conditions that lead to the emergence of these extreme personality traits which can often lead to real-world violence, to enable appropriate preventive and punitive measures to be defined. The radicalisation of people in mainstream society provides a breeding ground for known and new forms of extremism. There is also a considerable international dimension to this. An interdisciplinary, interministerial approach is called for.

#### **5. Stepping up the fight against Islamist extremism**

Like other types of extremism, Islamist extremism has an ideological basis. Knowledge of this ideological basis is essential for long-term prevention work. Research into Islamist extremism and its ideological basis in Germany and Europe is therefore to be further boosted and prevention work is to be promoted. Part of this will be strengthening the expertise and knowledge of the authorities on the topic, as well as increasing prevention work within civil society and supporting networking among the research community.

#### **6. Strategy to combat racism, antisemitism and extremism in organised sport**

Sports clubs make a strong contribution to social cohesion. They are a setting in which millions of people meet regularly and spend a great deal of time together. The importance of the work of many sports clubs and associations cannot be overstated. However, extremism poses a threat to organised sport. Funding for measures can therefore be made dependent on a strategy to combat racism, antisemitism and extremism in organised sport.

#### **7. Strengthening culture and international activities**

International discussion and exchange of experiences have a positive impact for society in Germany. They provide new ideas for preventing and fighting racism, antisemitism and extremism. Alongside research, Germany's cultural relations and education policy abroad are particularly important in this regard. Preventing and fighting racism, antisemitism and extremism should therefore be incorporated into cultural relations and education policy abroad as a cross-cutting task.

Part of preventing and fighting racism, antisemitism and extremism is to act at international level to advance the fight against disinformation in strategic communication.

## **8. Promoting voluntary work and active citizenship**

Voluntary work and active citizenship create the basis for participation in the social and cultural elements of society and strengthen social cohesion. Working voluntarily to help others promotes mutual understanding and identification with society, making it a key component of a free, democratic, open society. This type of activity is generally to be supported and acknowledged by introducing measures to reduce bureaucracy and other burdens.

## **9. Revitalising the Federal Volunteer Service**

A legal entitlement to partial funding of Federal Volunteer Service is being introduced to strengthen social cohesion through participation in society and active citizenship. As of 1 January 2023, all agreements made between a volunteer and a place of voluntary assignment as part of Federal Volunteer Service will be funded by the Federation in accordance with the applicable framework conditions. The Federal Volunteer Service Act (*Gesetz über den Bundesfreiwilligendienst*, BFDG), in particular section 17 (3) of the Act, will be amended to accommodate this. In addition, the statutory provision will be made that the legal entitlement to partial funding only exists within the limits of the budgetary resources allocated by the budget legislator.

## **10. Increasing the penalty for attacks on enforcement officers**

Enforcement officers are to be given particular protection under criminal law if they are deliberately lured into an ambush. The list of especially serious cases in section 113 (2) of the Criminal Code is to be supplemented with the example of committing an offence by means of a treacherous assault. Additionally, depending on the outcome of the ongoing evaluation by the committees of the Conference of Interior Ministers, the penalty for all particularly serious cases is to be increased from five years to up to ten years.

## **11. Public service staff**

Public service staff in Germany are committed to and defend the free democratic basic order. Many staff already go through security screening. Due to current circumstances,

security screening is to be extended to other specific areas of the public service, specifically the Federal Police, the Central Office for Information Technology in the Security Sector and the Federal Office for Migration and Refugees.

## **12. Fighting attempts to support extremism and terrorism**

In future, attempting to support a terrorist organisation (section 129a (5) sentence 1 of the Criminal Code) is generally to be liable to prosecution.