

National Strategy against Antisemitism and for Jewish Life



The
Federal Government

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Preamble

Germany's first National Strategy against Antisemitism and for Jewish Life (*Nationale Strategie gegen Antisemitismus und für jüdisches Leben, NASAS*) seeks to advance Jewish life in Germany and increase its visibility. It is intended to contribute to the task of showing and communicating Jewish life today as well as Jewish history in all its diversity. The National Strategy regards antisemitism as a problem for society as a whole and is aimed at helping to prevent and combat antisemitism at every level of society. With this document, the Federal Government hopes to assure Jews in Germany that they have its support as well as the support of the public. The renewed presence of a strong and active Jewish community in Germany is a mark of the trust of this community. The Federal Government will continuously strive to earn, uphold, and increase this trust.

In recent years, we have been able to create important institutions, hone awareness of the danger posed by antisemitism, and increasingly include the perspectives of Jewish people themselves. Antisemitism threatens not just Jews but our democracy as a whole. The degree to which antisemitism is present in society serves as an indicator of the well-being of our democracy. Fighting antisemitism is a constant, ongoing task for our entire society.

German responsibility for the Shoah and its aftermath

Antisemitism, pogroms, and violence directed at Jews have existed throughout German and European history. This hatred of Jews¹ found its most extreme and horrific expression in human history in the Shoah: the systematic and industrial murder of European Jews carried out by Germans under the National Socialist regime. The Shoah was based on an ideology of antisemitism and remains unique in its extent, nature, and execution: it was pursued with the intention of wiping out all of European Jewry and everything perceived as Jewish.

From the point of view of Germany's Federal Government, responsibility for the Shoah is a legacy that it actively accepts with the imperative of ensuring that nothing like it ever happens again.² The Federal Government regards Germany's responsibility for the Shoah as the historical basis and rationale for our contemporary democracy.

Without acknowledging this legacy, it would be impossible to understand our form

1 "Hatred of Jews" is used here as a synonym for antisemitism.

2 Theodor W. Adorno, "Erziehung nach Auschwitz" (Education after Auschwitz) in *Erziehung zur Mündigkeit. Vorträge und Gespräche mit Hellmut Becker 1959–1969*. Frankfurt (Main), 1971, p. 88.

of government, our free and democratic constitutional system, or our country's vision of itself as a vigilant democracy. Germany's relationship to Jewry and to Israel as a haven for Jewish people from around the world is grounded in our country's responsibility for the Shoah. That industrially organized mass murder was a caesura and an unprecedented crime against humanity.³

Forms of remembrance from different perspectives are important. However, because of the Shoah, the fight against antisemitism has special significance in the German context which must be considered in debates over other political contexts and examples of genocide. For this reason, the German responsibility to remember the Shoah and National Socialism and to fight antisemitism encompasses protection for Jews everywhere in the world and the security of the State of Israel as a component of Germany's national ethos. This means that every attack on Israel's right to exist must be opposed. The Federal Government therefore takes responsibility for identifying and condemning antisemitic hostility and attacks as well as Holocaust denial and distortion.

Antisemitism as a global challenge

Germany's foreign policy is also guided by our country's special responsibility to detect, identify, and fight antisemitism. Our policy in every international context and organization, in the European Union (EU), and in bilateral

³ The term "crimes against humanity" is usually rendered in German as "*Verbrechen gegen die Menschlichkeit*." In this context, the English term does not refer to psychological traits or the inhuman acts of those who commit them but instead to the idea that certain crimes affect all of humanity. See Hannah Arendt, *Eichmann in Jerusalem: A Report on the Banality of Evil*. Hamburg, 1978; Mirjam Wenzel, *Gericht und Gedächtnis: Der deutschsprachige Holocaustdiskurs der sechziger Jahre* (Courts and memory: The German-language discourse on the Holocaust in the 1960s). Göttingen, 2009.

relations with every other country is rooted in our responsibility for confronting antisemitism everywhere in the world, which also entails fostering Jewish life, opposing Holocaust denial and distortion, and remembering the Shoah. Working with civil society is both a key task of Germany's missions abroad and one that ensures consistent domestic and foreign policy to fight antisemitism and foster Jewish life.

In order to take effective action against antisemitism, the Federal Government works within the EU and beyond to continuously improve the relevant European instruments. For example, in the EU Council Working Party on Fundamental Rights, Citizen's Rights, and Free Movement of Persons (FREMP), the Federal Government is an advocate for the issue of antisemitism being regularly addressed in the Justice and Home Affairs Council. The Federal Government supports the work of the European Commission against Racism and Intolerance (ECRI), a unique human rights monitoring body founded by the Council of Europe member states in 1993. Germany is an active member of the Organization for Security and Cooperation in Europe (OSCE) and supports its fight against all forms of antisemitism and its efforts to advance Jewish life in its member states.

Within the United Nations, the Federal Government works closely with Israel and like-minded countries to fight antisemitism. One important initiative was the UN Resolution that, for the first time, condemns denial and distortion of the Holocaust. This resolution was introduced by Israel with the support of Germany and adopted by the General Assembly on January 20, 2022.

The Federal Government also works closely with Israel in UN forums focused on global issues such as climate policy and the organization of peace-keeping missions.

Ensuring that the human rights situation in Israel and the Palestinian territories, including the ongoing occupation situation, is addressed objectively and without singling out Israel for one-sided criticism is another concern of the Federal Government when working with international bodies. The Federal Government applies bilateral and multilateral formats and develops them further to combat antisemitism and foster Jewish life. In their cultural, public, and social outreach efforts, Germany's missions abroad promote Jewish life in close cooperation with local Jewish communities. The Federal Government encourages political foundations to pay attention to countering antisemitism in their work abroad.

It is a key task of the Federal Government to identify and return cultural property confiscated as the result of National Socialist persecution, especially Jewish property. The advisory commission set up for this purpose helps to resolve disputes over the restitution of such property. The German Lost Art Foundation, which receives funding from the Federal Government Commissioner for Culture and the Media, provides financial support for provenance research projects carried out by institutions that preserve cultural property, such as museums, libraries, and archives in Germany. Insights gained from this research further efforts to teach a culture of remembrance.

Combating every form of antisemitism: the working definition of antisemitism of the International Holocaust Remembrance Alliance (IHRA)

Antisemitism is a specific form of discrimination related to but distinct from racism. The Federal Government also supports and advocates this position abroad. Antisemitism today is historically and empirically linked to racism; as a framework of prejudice, it is also closely

linked with other forms of group-focused enmity.⁴ However, antisemitism has certain specific characteristics that distinguish it from other forms of discrimination. In line with the working definition formulated by the IHRA and its non-exhaustive list of examples, the Federal Government does not regard antisemitism as a sub-category of racism. Antisemitism “is a certain perception of Jews”⁵ which ultimately has no relation to actual Jewish people. This is a feature it shares with racism. In contrast to racism, however, antisemitism both maligns Jews as inferior and characterizes them as all-powerful. This also underlies the connection between antisemitism and conspiracy myths.

A way of thinking which gives an imaginary collective – such as “the nation” – precedence over individuals is central to every form of antisemitism. Remembering the Shoah threatens such identification with the nation. In addition, every form of antisemitism involves conflation of the victims with the perpetrators: victims of antisemitism are accused of committing crimes, and accusations are projected onto them. Coded language and imagery are another distinguishing feature of antisemitism: constantly updated images, symbols, graphic representations, and films, all of which are distributed globally via the Internet.

Like all other forms of group-focused enmity, antisemitism violates the values and norms of the Basic Law (*Grundgesetz*), the constitutional foundation of the Federal Republic of Germany. Along with its working definition of antisemitism,

⁴ <https://www.bpb.de/themen/rechtsextremismus/dossier-rechtsextremismus/214192/gruppenbezogene-menschenfeindlichkeit/>.

⁵ <https://www.holocaustremembrance.com/de/resources/working-definitions-charters/arbeitsdefinition-von-antisemitismus>.

the IHRA has adopted other working definitions that have provided important guidance since 2016, including its working definition of Holocaust distortion.

Jewish life in Germany

Out of concern for the Jewish community in Germany, the Federal Government has made fighting antisemitism a key policy goal. The aim of fostering Jewish life arises from various factors including Germany's historical responsibility for the Jewish community. The intention is to increase awareness of Jewish history and contemporary life so that they are recognized as an integral and firmly rooted part of our diverse society.

The spectrum of Jewish identities and ways of life bears witness to the diversity of Jewish life today, which encompasses a wide range of family histories and trajectories of migration, national and international contexts, and individual life stories. Most Jews living in Germany today emigrated from the territory of the former Soviet Union after the end of the Cold War.

Much of the non-Jewish population is largely unaware of the existence and diversity of Jewish life in Germany. This lack of awareness facilitates uncritical acceptance and dissemination of antisemitic ideas and prejudices. Fostering Jewish life and making it more visible, if done in consultation with the groups and individuals concerned, can therefore help to prevent antisemitism.

Legal and policy framework

The Basic Law of the Federal Republic of Germany begins with the sentence: "Human dignity shall be inviolable" (Article 1 (1) of the Basic Law). A vigilant democracy must ensure equal rights at every level. It needs to respond

to attacks on human dignity and should not encourage such attacks by providing financial or other resources. In addition to the Basic Law, a universalist perspective is why the Federal Government protects and supports Jews and resolutely fights antisemitism. The 1948 Universal Declaration of Human Rights was a direct response to the debate about the Shoah as a crime against humanity.

Germany's federal structure is one of the lessons learned from the experience of National Socialism: the decentralization of government was intended to prevent the kind of concentration and abuse of power that occurred in Germany from 1933 to 1945. The division of powers means that the governments of Germany's 16 federal states have primary responsibility for most of the areas involved with the fight against antisemitism, such as education, culture, law enforcement, the justice system, and research.

In its 2018 Council Declaration on the fight against antisemitism and the development of a common security approach to better protect Jewish communities and institutions in Europe, the Council of the European Union called on the member states to "adopt and implement a holistic strategy to prevent and fight all forms of antisemitism."⁶ With the Council Declaration adopted under the German Presidency of the Council in 2020, the EU committed to mainstreaming the fight against antisemitism across policy areas. According to the EU Strategy on Combating Antisemitism and Fostering Jewish Life (2021–2030) published in 2021, the member states were asked to develop national strategies by the end of 2022.

⁶ Council Declaration on the fight against antisemitism and the development of a common security approach to better protect Jewish communities and institutions in Europe – Council conclusion (December 6, 2018, No. 15213/18).

The present National Strategy against Antisemitism and for Jewish Life fulfills Germany's obligations and is a compact and comprehensive strategy that generalizes from individual measures and takes a long-term perspective. It reflects the relevant action areas and the links between them, identifies interfaces between levels of government and stakeholders, and is intended to enable the ongoing evaluation of existing policies and their adjustment as appropriate. It supplements existing strategies and measures in this area, in particular the Cabinet Committee for the fight against racism and right-wing extremism.

Antisemitism as a continuing and current threat

Antisemitism is a way of perceiving the world that delivers simplistic, false, and dangerous responses to complex social and political phenomena, especially in times of crisis. In Germany today, antisemitism is a component of conspiracy theories that reference Israel and reject remembrance of the Holocaust, such as those spread in the context of protests against the Federal Government's measures to contain the COVID-19 pandemic. The volume of antisemitic content available globally on the Internet has massively increased in recent years. The growth of offensive language and disinformation online represents one of the greatest challenges we face today.

Antisemitism can be found in various forms in every area of extremism. It continues to be most relevant in right-wing extremism, where it is a core element of right-wing extremist ideology. Accordingly, the share of antisemitic offenses committed by right-wing extremists is very high, as shown by the police statistics on politically motivated crime and by the statistics

kept by the Federal Association of Departments for Research and Information on Antisemitism (RIAS).⁷

The problem of antisemitism is not unique to the right-wing extremist fringe of society. It permeates all of European intellectual and cultural history and extends far into mainstream society.

For example, antisemitic and anti-democratic conspiracy theories are disseminated not only by marginalized social groups but also by segments of mainstream society, most recently in connection with the COVID-19 pandemic.

Both government and civil society must actively oppose antisemitism. The first step is to recognize antisemitism for what it is. A free and democratic state depends on its citizens to combat hate speech that is not unlawful but nonetheless illegitimate. This National Strategy provides help and guidance in doing so.

⁷ See https://www.bmi.bund.de/SharedDocs/downloads/DE/veroeffentlichungen/nachrichten/2022/pmk2021-factsheets.pdf;jsessionid=AAEF9C1FD85396CFA4D339B7B98A503D.1_cid287?__blob=publicationFile&v=2 and https://report-antisemitism.de/documents/Antisemitische_Vorfaelle_in_Deutschland_Jahresbericht_RIAS_Bund_2021.pdf.

Introduction

The National Strategy is a tool for pursuing a comprehensive approach to combating antisemitism across policy fields, ministries, and levels of government. It is aimed at creating structures in which government and civil society actors can work together in a targeted manner. It offers orientation and shows which action areas need to be involved to prevent antisemitism and put in place a sufficiently broad-based approach to combating hatred for Jews as a phenomenon affecting all areas of society.

The National Strategy can be applied at every level of government and society. It is intended to answer the following questions: **“Are we – as the Federal Government, as a federal state, as a civic organization, as a sports club, or as a company – doing enough to fight antisemitism? If not, what else can we do, and how should we do it?”**

The National Strategy serves as a model and a tool for assessing the current situation and the effectiveness of existing measures and adjusting them as necessary. It can be used to determine how to create the best conditions for preventing and fighting antisemitism, and how best to involve and support the Jewish community.

Various documents⁸ set out the status of current measures and strategies of the Federal Government for the fight against antisemitism and address the questions, “What are we doing to fight antisemitism, and what specific plans do we have?” We need a strategy and a compass to determine what further action needs to be taken in addition to what we are already doing.

⁸ For example, the Federal Government’s Strategy to Prevent Extremism and Promote Democracy; the final report of the Cabinet Committee for the fight against racism and right-wing extremism and its catalog of measures; the National Action Plan against Racism; the National Action Plan on Integration; and most recently the National Action Plan against Right-Wing Extremism.

We have to know which action areas are crucial and what the objectives in each action area are.

For this purpose, the National Strategy lists both specific and overarching objectives of the Federal Government. Objectives and measures can be derived or adapted from the National Strategy depending on which stakeholders or levels of government are involved.

Methodology

To date, the Federal Government's framework for action has consisted of the Federal Government's Strategy to Prevent Extremism and Promote Democracy, the second report of the Independent Panel on Antisemitism, the National Action Plan against Racism, the Federal Government report on the implementation of the Independent Panel on Antisemitism's recommendations for action, and the final report of the Cabinet Committee for the fight against racism and right-wing extremism and its catalog of measures. Based on this framework, twelve main categories were developed and sent for comment to more than forty Jewish and non-Jewish civil society organizations as well as to the independent expert advisers of the Federal Government Commissioner for Jewish Life in Germany and the Fight against Antisemitism. Their responses were scientifically evaluated and systematically analyzed using qualitative data analysis⁹ software to ensure that all comments were appropriately taken into account.

As a result, five main action areas were identified, into which proposed and existing measures to fight antisemitism and foster Jewish life in Germany can be grouped. These action areas are closely linked to each other and are supplemented by three cross-sectional dimensions. These eight

elements of the National Strategy were then reviewed in a second consultation with Jewish and non-Jewish civil society organizations and were tested in workshops. Feedback from the consultation and the workshops was incorporated into the drafting process.

The model consisting of five action areas and three cross-sectional dimensions (5×3 model)

The five action areas of the National Strategy are:

1. Data collection, research, and situation report
2. Education to prevent antisemitism
3. Culture of remembrance, historical awareness, and commemoration
4. Punitive measures and security
5. Jewish history and Jewish life today

The National Strategy can be applied at every level of government and society:

- The way information is collected, passed on to contact people or reporting points, and incorporated into situation reports (1) is as relevant for a volunteer fire department, for example, as it is for a federal state.
- Greater awareness of antisemitism and the history of the Shoah (2) can be conveyed in the family enterprises that typically form the backbone of the German economy as well as in training for public service occupations.
- Just as is the case with federal authorities and private enterprise, schools should deliberately plan the way in which remembrance and commemoration are shaped and historical awareness is built (3).
- Deciding which sanctions to apply to antisemitism (4) is just as important for the police as it is for a sports club.

⁹ Qualitative data analysis is a method used in empirical social research.

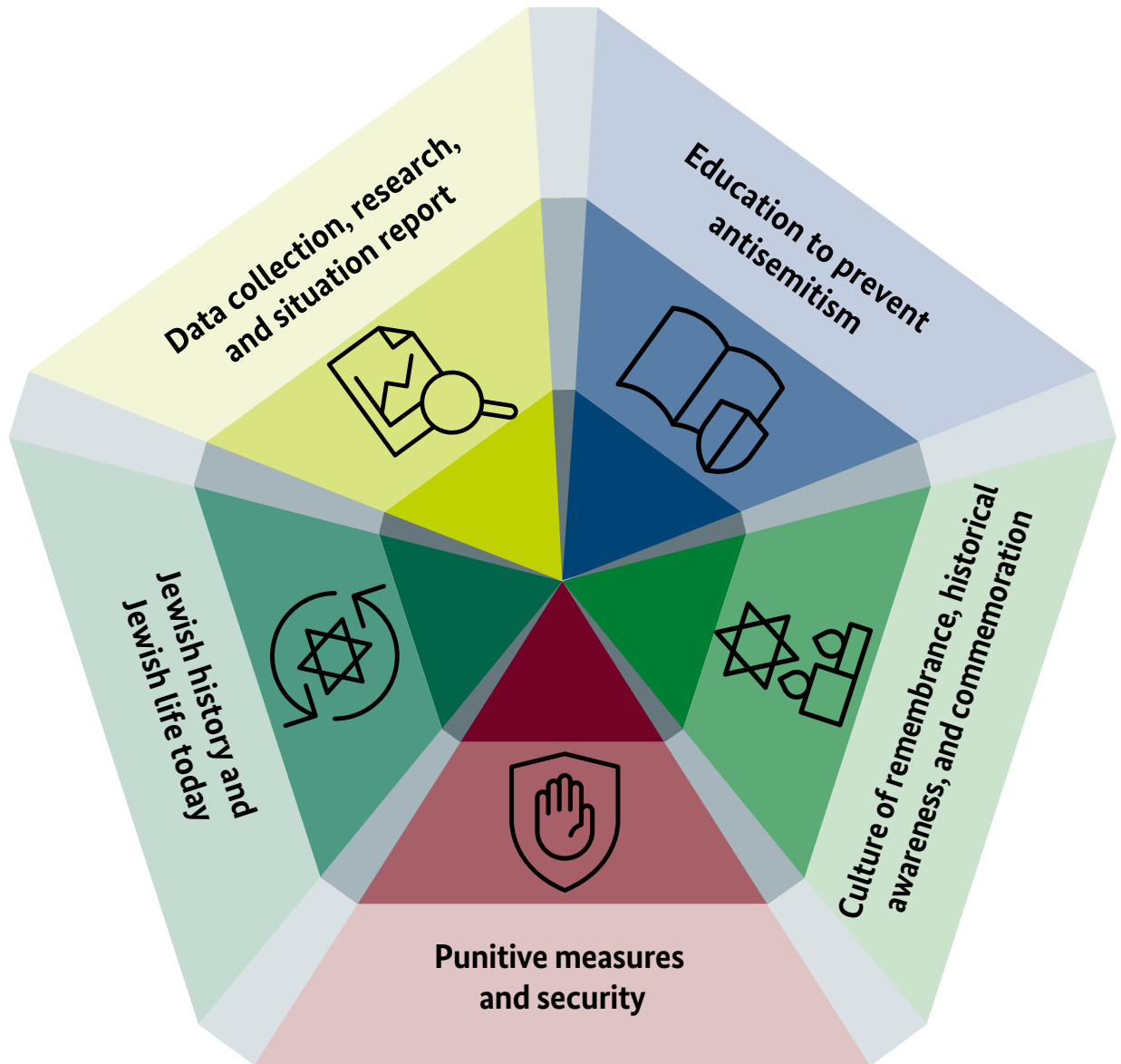
- Supporting the Jewish community and facilitating interaction with Jewish lives today (5) can be carried out just as well by a youth club as by a governmental organization.


The three cross-sectional dimensions are:

- A) The perspectives of those affected
- B) The creation of structures
- C) The digital realm

Each of the five action areas is supplemented by tasks that arise from the three cross-sectional dimensions. The five action areas and three cross-sectional dimensions together make up the 5×3 model.

The cross-sectional dimensions and action areas will be explained in the following chapters. In order to assure comprehensive and lasting efforts to prevent and combat antisemitism, these cross-sectional dimensions and action areas should all receive equal attention. What do measures to achieve the objectives of the 5×3 model look like in practice? Selected examples from the federal and state levels illustrate this.



 **The perspectives of those affected**

 **The creation of structures**

 **The digital realm**



Cross-sectional dimension A

The perspectives of those affected

Antisemitism not only poses a danger to democratic society as a whole but is also a direct threat to individual Jews who personally experience it and whose daily lives are affected by it. Constantly having to confront antisemitism leads to direct and immediate perceptions of it that are not shared by most non-Jews. The fact that few antisemitic incidents or offenses are reported¹⁰ and that non-Jews often lack sufficient awareness of the different forms that antisemitism takes further widens this discrepancy in perceptions. That is why Jewish voices and the perspectives of those affected by antisemitism must be included when formulating objectives and measures to prevent and fight antisemitism and to foster Jewish life in Germany.

¹⁰ According to the latest survey of the European Union Agency for Fundamental Rights (FRA), 78% of Jews in Germany surveyed said they had not reported what they regarded as the most serious antisemitic incident they had experienced within the past five years to the police or to any other organization. See FRA, Experiences and perceptions of antisemitism. Second survey on discrimination and hate crime against Jews in the EU, 2018, p. 55 ff.

The Independent Panel on Antisemitism has recommended including Jewish perspectives, particularly when establishing and expanding structures for reporting, documenting, analyzing, and advising, as well as in the field of research, in prevention, and in committee work.¹¹

Overarching objectives are creating empathy for those affected by antisemitism in the past and present, appropriately representing their concerns, and ensuring true inclusion and participation that overcomes the division of society into Jews and non-Jews.

Antisemitism is experienced as intersectional or interrelational by people who face multiple kinds of discrimination. Someone may be affected by antisemitism and other kinds of group-focused enmity that are based on and interact with ideologies of inequality.¹²

For example, antisemitic notions of gender include heavily distorted views of femininity

¹¹ See *Antisemitismus in Deutschland – aktuelle Entwicklungen. Bericht des Unabhängigen Expertenkreises Antisemitismus* (Antisemitism in Germany: Current trends. Report of the Independent Panel on Antisemitism), p. 115.

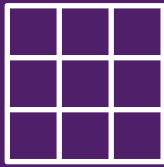
¹² See RIAS-Jahresbericht 2021 (annual report for 2021), p. 12 f.

and masculinity. Such interrelationships should also be taken into account.

RIAS, which receives funding from the Federal Government, already incorporates Jewish perspectives, as does the federal program “Live Democracy!” Including Jewish perspectives has been made a criterion for funding projects in the area of antisemitism education and prevention. In 2021, the German Bundeswehr appointed a military rabbi who is available to counsel Jewish and non-Jewish troops alike and who assists with educational activities. Many Jewish organizations were also involved in drafting the National Strategy. The **Federal Government’s aim** is to put such processes of participation on a permanent footing. The Federal Government Commissioner for Jewish Life in Germany and the Fight against Antisemitism will continue working to ensure that Jewish expertise is regularly included when it comes to questions of fighting antisemitism, responding to incidents of antisemitism, and increasing the visibility of Jewish life.



- In 2021, the federal state of **Baden-Württemberg** appointed its first **Jewish police chaplains**, who are available to counsel police officers and are involved in education work. The federal state of **Saxony-Anhalt** introduced Jewish chaplaincy for the police in 2022.
- In 2020, **Saxony-Anhalt** adopted a state program to foster Jewish life and combat antisemitism. The program actively involves the Jewish community. Starting in the 2021/2022 school year, **Jewish religious instruction** was introduced as a **pilot project** in a primary school in Halle (Saale).
- The film “*Jung und Jüdisch in Baden-Württemberg*” (Young and Jewish in Baden-Württemberg) is that state’s contribution to the anniversary celebrations of 1700 years of Jewish life in Germany. In the film, young Jewish men and women talk about their lives and their view of the present. The film comes with educational materials and is available to all who are interested.
- For thirty years, celebrations of **Jewish-Israeli culture** have been organized in the federal state of **Thuringia** in cooperation with the state’s Jewish congregation.
- OFEK e.V. is a counseling service in **Saxony** and **Saxony-Anhalt** focused on antisemitic violence and discrimination. Its services for those affected by antisemitic incidents are offered **from a Jewish perspective**. OFEK plans more preventive services going forward.
- Most federal states have set up **reporting offices** to counsel victims and document antisemitic incidents that do not constitute criminal offenses. The federal state of **Brandenburg’s specialist unit, the Fachstelle Antisemitismus Brandenburg (FAB)**, advises the government, public administration, associations, and others in search of advice. It also **offers further training** and works with *Opferperspektive* (From the victims’ perspective), an organization for victims of right-wing extremist violence and racial discrimination.



Cross-sectional dimension B

The creation of structures

Creating permanent structures on the local, national, and international level plays a significant role in reinforcing comprehensive efforts to fight antisemitism across policy areas and levels of government. Formats for regularly scheduled exchange are one example of such structures. **Creating structures is therefore an aim in itself. It includes institutionalizing existing formats to establish and strengthen them, as well as initiating networks and putting them on a permanent footing.**

Structures for preventing antisemitism and raising awareness should be created in government agencies, schools, police services, the justice system, and other areas of public life. Appropriate staff positions should also be created within public-service media authorities and institutions of higher education.

The federal states have appointed antisemitism commissioners to the offices of their public prosecutors general, which represents an important step in this direction. It is a direct result of the successful cooperation in the

Joint Federal and State Commission to Fight Antisemitism and Protect Jewish Life (*Bund-Länder-Kommission*, BLK), which was established in 2019 by a resolution of the Conference of the Heads of Government of the German Länder. The federal and state antisemitism commissioners meet regularly under the auspices of the Commission. Due to the positive experience with this format since its founding, the Federal Government will propose strengthening the Commission in structural terms. The **Federal Government's aim** is to create a separate unit reporting to the Federal Government Commissioner for Jewish Life in Germany and the Fight against Antisemitism. The Office of the Joint Federal and State Commission to Fight Antisemitism and Protect Jewish Life marks an important **milestone** for the development of cooperation between the federal and state governments and for structural reinforcement of the position of Federal Government Commissioner.

Creating such connections between stakeholders at every level is highly desirable: between the federal, state, and local governments and the European Union, and between government and civil society, practitioners, and the research community.

This approach is pursued by the German Institute for Human Rights in its project to strengthen law enforcement and the protection of victims (*“Rassismus, Antisemitismus, Rechtsextremismus – Stärkung von Strafverfolgung & Opferschutz”*). This project is intended to establish or expand institutional cooperation between various stakeholders (the judiciary, public prosecutor’s offices, the police, and victim advocacy associations), initially in three federal states. The results of the project will be distributed nationwide to help other federal states also establish such cooperative structures.

These networking formats facilitate knowledge transfer and have proven useful over time. They should be applied in as many areas as possible and should always include Jewish and other civil society stakeholders. That is also the practice of the Federal Government Commissioner’s independent expert advisers.¹³ The **Federal Government’s aim** is also to establish a regular nationwide forum for exchange led by the Federal Government Commissioner, bringing together government antisemitism commissioners, civil society stakeholders, and other relevant entities. This forum must include representatives of Jewish congregations and organizations. Establishing such a forum is a **milestone** for the necessary institutionalization of exchange processes.

¹³ Since September 2019, the Federal Government Commissioner for Jewish Life in Germany and the Fight against Antisemitism has been assisted by a group of independent expert advisers. These eight Jewish and non-Jewish experts from the area of research, education, and civil society were appointed as advisers by a decision of the Federal Cabinet in July 2019, implementing one of the measures in the Bundestag resolution calling for decisive action to combat antisemitism (Bundestag printed paper 19/444). More information is available at: <https://www.antisemitismusbeauftragter.de/Webs/BAS/DE/beauftragter/gremien/beratsungskreis/beratsungskreis-node.html>.

In accordance with the EU Strategy on Combating Antisemitism and Fostering Jewish Life (2021–2030) presented in October 2021, the European Commission created a permanent working group in which the EU member states, representatives of the Jewish communities, and relevant entities meet regularly to discuss current developments and the progress of their efforts.

Legislation is another way to create structures. Since January 2018, the Network Enforcement Act (*Netzwerkdurchsetzungsgesetz, NetzDG*) has imposed compliance obligations on providers of social networks having more than two million users in Germany, with failure to comply resulting in fines. The Network Enforcement Act requires providers to offer a user-friendly procedure for reporting certain kinds of punishable content (such as insults and antisemitic incitement) and to determine whether the reported content constitutes a crime. They are required to remove unlawful content within 24 hours or seven days.¹⁴

Civil society projects to promote democracy and diversity and to combat extremism have long received federal support. However, due to their structure and time limits, the relevant federal support programs are not suitable for creating a permanent framework on which civil society organizations can rely. In their current form, these support programs are not sufficient for addressing social challenges that have grown significantly in recent years due to right-wing extremist, racist, antisemitic, and other hateful and anti-democratic phenomena. For this reason, the political parties that make up the Federal Government stated in their coalition agreement that, by 2023 and following broad consultations, the Federal Government would propose

¹⁴ The EU’s Digital Services Act will likely go into effect in early 2024, at which time it will supersede the national Network Enforcement Act.

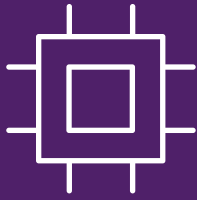
legislation to promote democracy, with the aim of strengthening civil society as a committed long-term effort.

According to the coalition agreement, the proposed legislation is to **focus** on creating a federal mandate to preserve and invigorate civil society engagement to promote democracy, prevent extremism, and foster diversity. Federal support should be available for an extended period of time, should be granted regardless of age, and should focus on needs more than it has before in order to give civil society organizations a firmer foundation for their long-term planning. Passing a law to promote democracy is another important **milestone** for institutionalizing instruments to fight antisemitism.

This National Strategy itself creates structures, as it is intended to influence future government action. The **Federal Government's aim** is therefore to apply the 5×3 model and pay appropriate attention to the IHRA's working definition when funding projects to foster Jewish life and fight antisemitism.



- In 2019, the federal state of **Berlin** adopted a **strategy for further developing its antisemitism prevention efforts**. The strategy includes a **round table on combating antisemitic violence**. This round table is made up of representatives from government bodies, civil society organizations, and Jewish institutions.
- In 2022, the federal state of **Bavaria** adopted a **comprehensive strategy** that includes developing a website to provide information and material about efforts to fight antisemitism in Bavaria. The project is guided by an interministerial working group with representatives from all the relevant ministries and from civil society.
- In 2022, the federal state of **Schleswig-Holstein** appointed an interministerial working group to draft a **state action plan to combat antisemitism**. The regional Jewish associations will have permanent observer status and advise the working group.
- As part of its **state program to promote democracy and human rights**, the federal state of **Lower Saxony** has established a **special antisemitism unit** that brings together Jewish and non-Jewish members from government, civil society, and academia.
- In 2022, the federal state of **Rhineland-Palatinate** passed a **law** giving its Antisemitism Commissioner the right to access records of state government authorities and to request information from them. Rhineland-Palatinate has had a Commissioner for Jewish Life and Antisemitism Issues since 2017.
- In 2018, the federal state of **Saarland** passed a **law** creating the legal basis for a Commissioner for Jewish Life and the Fight against Antisemitism.
- In 2021, the federal state of **Brandenburg** created a **central unit** at the office of the public prosecutor general to deal with **hate crime**; the unit includes a designated contact person for reporting antisemitic incidents. In 2019, the State Ministry for Migration, Justice, and Consumer Protection in the federal state of **Thuringia** appointed a **commissioner** in the area of law enforcement who is responsible for Jewish life and the fight against antisemitism.
- In 2021, **Bavaria** created the position of **Antisemitism Commissioner** for the Bavarian judiciary. The commissioner is a public prosecutor with the authority to oversee investigations statewide, and he also acts as the contact person for Jewish congregations.
- The federal state of **Hamburg** set up a **round table** where representatives of government and civil society discuss with Jewish stakeholders how to fight antisemitism, protect Jewish life, and further develop their joint efforts. In the federal state of **Schleswig-Holstein**, the State Parliament and Commissioner for Jewish life and the Fight against Antisemitism founded a **round table by the name of "SHalom&Moin"** to serve as a forum for dialogue among Jewish and non-Jewish stakeholders in government and civil society.
- In the federal state of **Saxony**, the Antisemitism Commissioner launched a **network for Jewish Saxony** that regularly discusses the improvement of structures and services in the areas of counseling, education, and continuing education.



Cross-sectional dimension C

The digital realm

The digital transformation of every area of modern life is accompanied by both challenges and opportunities. Digital communications media dominate our daily lives and influence the way we think and act. **Objectives and measures in all action areas should therefore be reviewed to determine whether they pay sufficient attention to the digital realm as the subject of research and monitoring, as a driver of innovation, as a source of risk, and as a medium for new forms of knowledge transfer and interaction.**

Digital services and possibilities are everywhere around us, and many people cannot imagine life without them. They offer more ways to interact with others, as users can connect with each other and produce content in all areas of social and political life, and people who were previously unreachable can now be addressed. Digital technologies are an important tool for the government, cultural organizations, and the research community to share and provide access to knowledge.

The **Federal Government's aim** is to increase media literacy in all age groups and in every segment of the population. The digital realm

not only creates new possibilities but also enables the rise of new threats through the spread of antisemitic narratives, conspiracy theories, hate, and incitement. That is why the Federal Government Commissioner for Jewish Life in Germany and the Fight against Antisemitism has provided funding since 2020 for the annual antisemitism education and action weeks organized by the Amadeu Antonio Foundation. The **Federal Government's aim** is also to anchor fight against antisemitic disinformation as the subject of strategic communication in the context of contemporary public diplomacy.

Digital violence in the form of insults, threats, and hate speech endangers the free exchange of views in society and thus democracy itself. Online hate fosters the potential for violence in the real world and can be a breeding ground for extremist acts of violence; people often become radicalized more quickly online than offline. Social media formats offer favorable conditions for polarization and digital "echo chambers" in which people only find content that reinforces their own views.

To better oppose hate and antisemitic content on the Internet, it should be made easier for users to report such content.

In addition, providers of social networks need to take responsibility in this area. It is therefore essential to have a direct communication channel for victims of hate speech and antisemitic content as well as for all other users. Organizations with proven expertise in a specific area, such as RIAs, should be recognized as trustworthy (as “trusted flaggers”) and given easier access to tools for reporting problematic content as provided for in the EU’s Digital Services Act. To promote media literacy and efforts to end online hate speech, the Federal Government created the competence network “*Hass im Netz*” and a federal association with the same name, which also serves as a point of contact and partner for involvement and greater networking in this area.



- The **central point of contact for cybercrime** in the federal state of North Rhine-Westphalia, ZAC NRW, has become Germany's largest judiciary unit devoted to fighting cybercrime. Its responsibilities include major legal proceedings involving politically motivated hate speech in Internet forums.
- In 2020, the federal state of Lower Saxony created a **central office to fight hate crime on the Internet (ZHIN)** within the public prosecutor's office in Göttingen. This office has set up a website where criminal incidents can be reported.
- In the federal state of **Bavaria**, the office for research and information on antisemitism (RIAS Bavaria) has offered a website where **victims have been able to report antisemitic offenses online** since 2021. At the request of the person submitting the report, RIAS Bavaria will forward the report directly to the Office of the Public Prosecutor General in Munich.
- In 2021, the office for reporting incitement in the federal state of Hesse, **HessengegenHetze**, in cooperation with the Darmstadt University of Applied Sciences and the Fraunhofer Institute for Secure Information Technology, initiated a research project on detecting toxic content and aggression in posts and comments on the Internet ("DeTOx"). The project is developing **automated processes to detect and categorize** fake news and hate speech.
- The **Osthofen Concentration Camp Memorial** in the federal state of Rhineland-Palatinate offers **online tours**. In cooperation with the Central Archives for the History of the Jewish People in Jerusalem, Bavaria has developed a **website devoted to Jewish life in Bavaria**.
- The state archives in **Schleswig-Holstein** are preparing to make a private **database** containing 15,000 biographies of Jewish residents of the region accessible to the public.
- The **extended reality app** "Operation *Legen-där*" tells the story of Rabbi Israel Jacobson and his work in Seesen, **Lower Saxony**. In the style of an interactive graphic novel, the app looks at a largely forgotten chapter in the history of Reform Judaism.
- Since 2020, the Antisemitism Commissioner for the federal state of **Baden-Württemberg** has produced a **podcast dealing with conspiracy issues**. In more than forty episodes, the Commissioner demystifies conspiracy theories and their connection to antisemitism and discusses current issues and incidents.



Action area 1



Data collection, research, and situation report

Research on antisemitism examines the historical background and current forms of the phenomenon. Such research and data collection lay the groundwork for evidence-based action in all areas of prevention and of the fight against antisemitism. Investigation and study of Jewish history and Jewish life today help make the Jewish community more visible. One of the overarching **aims here is to contribute to knowledge about antisemitism so that the various forms it takes and how it is spread can be better understood. Research is also intended to focus on the actual reality experienced by Jews today and on the effectiveness of measures to fight antisemitism.**

Information on current forms of antisemitism in Germany is especially important, as is information on global trends and their impacts on German society and politics. According to the funding guidelines of the Federal Ministry of Education and Research (BMBF) on current trends and challenges related to antisemitism (*“Aktuelle Dynamiken und Herausforderungen des Antisemitismus”*), funding is intended to generate fact-based information on antisemitism in its various forms in order to target efforts at combating it.

Another central aim in this action area is the optimization of data collection and information sharing. This encompasses data collected by government agencies, such as the police statistics on politically motivated crime, in which antisemitic offenses recorded by the police are broken down into specific categories. These statistics and the criteria for recording them are regularly updated to appropriately

reflect relevant new developments. In addition to the police statistics on politically motivated crime, the Federal Office for the Protection of the Constitution, Germany’s domestic intelligence agency, produces special evaluations and the situation report on antisemitism, which looks at current trends across all phenomena in question.

In addition, counseling and reporting services and their umbrella organizations, such as RIAS, the Association of Counseling Centers for Victims of Right-Wing, Racist, and Antisemitic Violence in Germany (VRBG), and the Federal Association for Mobile Counseling (BMB), also collect information, filling in the picture of the current situation and shedding light on areas where information is lacking. They also record antisemitic incidents that are not punishable under criminal law. Additional reporting is provided by the Amadeu Antonio Foundation, which issues a qualitative overview of the situation once or twice each year; organizations such as the Jewish Forum for Democracy and against Antisemitism (JFDA) and the Center for Democratic Opposition (Democ) monitor and report on the situation in the field.

Now the task should be to support these structures, build them up further, and establish connections between them. The **Federal Government’s aim** is to improve the coordination of data collection also at the European level. To do so, the Federal Government works with the European Commission’s Working Group on Hate Crime Recording, Data Collection, and Encouraging Reporting, which is headed by the European Union Agency for Fundamental Rights (FRA). Among organizations such as schools and sports clubs, the **Federal Government’s aim** is also to increase awareness of the reporting services available nationwide online. Designating contact

persons and organizing campaigns to inform the public of the available services can be very effective. The recording of antisemitic incidents is to be based on the existing RIAS structures.

The Federal Government Commissioner for Jewish Life in Germany and the Fight against Antisemitism will provide further support for building up the reporting and information services, for increasing public awareness of them, and for establishing connections between them.

In this action area, another aim is to encourage and increase knowledge transfer among academic research, government agencies, and civil society organizations as well as counseling and monitoring services. Such transfer is to occur through new communication channels and regular exchange, for example. RIAS is an established partner of the Federal Government in this area. As one of five civil society organizations concerned with antisemitism prevention that make up the Competence Network on Antisemitism, RIAS receives funding under the program “Live Democracy!” from the Federal Ministry for Family Affairs, Senior Citizens, Women, and Youth (BMFSFJ). RIAS is sponsored by the Federal Government Commissioner for Jewish Life in Germany and the Fight against Antisemitism.

RIAS seeks to ensure consistent recording and documentation of antisemitic incidents by civil society throughout Germany. To do so, it works with civil society organizations, local counseling and monitoring structures, and some state criminal police offices. When civil society organizations establish reporting services, they should involve the Jewish community in the region so that the perspective of the persons concerned is taken into account.

In order to collect as much data as possible and to increase the visibility of antisemitism in all its forms, information sharing among the various stakeholders needs to be optimized and better organized. The **Federal Government’s aim** is to create interfaces and institutionalize procedures for sharing information. This also applies to networks between and among government agencies and civil society organizations.

Data, findings, and practical experience should all be incorporated to fill in gaps where no research has been conducted, such as in regard to antisemitic attitudes, Jewish immigration to Germany, and specific forms of antisemitism today, including antisemitism related to Israel. In this way, practical projects and prevention can be adjusted and government action can be improved. Relevant issues such as Israel-related antisemitism, Holocaust denial, Holocaust distortion, antisemitism in right-wing extremism and Islamist extremism, and mainstream antisemitism can be addressed. Preventive education should be a funding target and should take the expertise and perspective of those directly concerned into account.



- Each year, the antisemitism contact person of the federal state of **Berlin** compiles data relevant for a **comprehensive situation report**. This data includes incidents and proceedings documented by RIAS Berlin, the State Criminal Police Office, and the Office of the Berlin Public Prosecutor General.
- A number of federal states, including **Baden-Württemberg, Berlin, Brandenburg, and Hesse** have introduced a **requirement to report antisemitic incidents** at schools. In **Brandenburg**, the State Ministry for Education, Youth, and Sport keeps statistics based on these reports.
- In **North Rhine-Westphalia**, the Antisemitism Commissioner and the State Ministry for Schools and Education initiated a **research project on antisemitism as a social phenomenon in schools**. The research findings will be used to develop teaching materials.
- In **Lower Saxony**, the Leibniz University Hanover research project “Targeting Extremism and Conspiracy Theories” (TEACH) has been followed by the project “Recognizing Extremism and Conspiracy Theories” (REACT), in which learning materials are being developed.
- The government of **Hesse** has established a **unit for scientific analysis of antisemitism and xenophobia in all areas of crime (PAAF)** at the State Office for the Protection of the Constitution (LfV). The PAAF assists with the LfV’s prevention efforts, such as in the form of a project to bring together Jewish and non-Jewish schoolchildren and adolescents.
- In 2021, the federal state of **Rhineland-Palatinate** set up an **antisemitism documentation and coordination unit** that authors reports and works with other agencies at the State Office for the Protection of the Constitution. The findings of this unit are applied in prevention efforts.
- In response to an attack on the synagogue in Erfurt in 2000, **Thuringia** initiated an annual study of political attitudes, the **Thüringen-Monitor**. On behalf of the state government, a team at Friedrich Schiller University Jena produces a yearly analysis of public attitudes towards **democracy, right-wing extremism, and antisemitism**. **Brandenburg** and **Saxony-Anhalt** have established similar studies with a similar aim.
- Since 2018, **Baden-Württemberg** has conducted a special evaluation of the Leipzig study of right-wing extremist and authoritarian attitudes in Germany (*Leipziger Autoritarismus-Studie*), which is published every two years. The evaluation is used as the basis for developing state-specific strategies to combat antisemitism.
- In **Saarland**, the **Adolf Bender Center** and its RIAS reporting service offer counseling for victims. The center is active in civic education and is also home to the counseling service “Bounce Back” as well as a special unit focused on right-wing extremism.



Action area 2



Education to prevent antisemitism

The aims of education to prevent antisemitism are to increase understanding, raise awareness, and strengthen engagement to oppose antisemitism. Another aim is to pay greater attention to the perspectives of those affected by antisemitism, including making the diversity of Jewish experience today more visible as a regular feature of daily life in Germany. Yet another objective of such education is to provide a broad range of knowledge about Judaism and its history, as well as about antisemitism.

Antisemitism is a phenomenon that affects all of society and finds expression in many different ways. It is manifested in racist, nationalist, and religious terms, and it also appears in some forms of criticism directed at Israel, in conspiracy theories, and in opposition to remembrance of the Holocaust. Confronting these various manifestations requires a wide range of initiatives and projects directed at different target groups. Institutions such as public broadcasting and publicly subsidized cultural institutions must be included in these efforts.

Education to prevent antisemitism is a lifelong goal. On the way to achieving this goal, it is necessary to make information and educational programs easily accessible to as many people as possible. The general public should be made aware of funding opportunities, materials, and successful projects. In addition, education and prevention projects should include intersectional and interrelational perspectives so that links between antisemitism, misogyny, and racism can be addressed.

A good example is the federal program “Live Democracy!”, which has provided funding for numerous measures to prevent antisemitism. It funds model projects focusing on various aspects and different target groups. The Competence Network on Antisemitism (KOMPAS), which compiles information on antisemitism, also offers expert advice throughout Germany and is intended to ensure knowledge transfer of successful prevention practices to structures on the federal, state, and local level.

Antisemitism is increasingly addressed in basic and advanced training for the federal security authorities and public service occupations. In addition to teaching basic theory and providing practical training to increase awareness, police departments work with external partners such as the House of the Wannsee Conference Memorial and Educational Site in Berlin and Yad Vashem, the World Holocaust Remembrance Center in Israel. Critical engagement with antisemitism is a standard subject of advanced training for judges and public prosecutors. The federal states also offer many training opportunities for state employees, as does the German Judicial Academy, which is jointly supported by the federal and state governments. In future, critically examining National Socialist injustice will be a mandatory element of the study of law under section 5a of the German Judiciary Act (Deutsches Richtergesetz, DRiG).

Action area 2 encompasses topics in civic education, democracy education, culturally aware education, antisemitism-critical education, and Holocaust education. The specific perspectives of Holocaust survivors and the institutions that represent them are to be permanently incorporated in order to share knowledge about the Holocaust and National Socialist injustices with future generations in a manner that is appropriate for the times. In the area of Holocaust education, the Federal Government works with

the Conference on Jewish Material Claims Against Germany (Jewish Claims Conference, JCC) to achieve this objective.

These efforts need to address historical anti-Judaism and antisemitism as well, which found expression in centuries of discrimination, exclusion on the basis of law, and a legal status for Jews that differed from that of the Christian majority. To prevent such forms of exclusion, they must be deconstructed again and again. Potential topics to address in this context and prepare with various target groups in mind include:

- The history of Judaism in Germany
- National Socialism and its legacy in society
- The history of the State of Israel
- The history of Zionism
- Current forms of antisemitism
- A broader range of images of Jewish life

Public outreach is an important part of educational efforts in antisemitism prevention in order to make the diversity of Jewish life more visible, for example. Volunteer work and activism are of key importance in this action area, as are network-building and communication between policymakers and civil society projects. Central structures encompass school curricula, the inclusion of the issue in teacher training, and the appointment of contact persons in schools and other educational institutions. In this context, the **Federal Government's aim** is to convey knowledge about Israel and its history. In their coalition agreement for the 20th legislative term, the governing political parties set the goal of creating a new institution to intensify exchange between young Germans and Israelis. A related bilateral memorandum of understanding was signed in September 2022. Antisemitism and a culture of remembrance will be key concerns when organizing this institution. The Federal Ministry for Family Affairs, Senior Citizens, Women, and Youth (BMFSFJ) has funded the Coordination Center for

German-Israeli Youth Exchange (ConAct) for more than twenty years. Young people and youth work professionals from Germany and Israel participate in German-Israeli exchange programs independent of their national, religious, and other cultural connections or identities. In this way, they discover what their cultures and religions have in common and how they differ. The **Federal Government's aim** is to enable individuals to actively counter anti-democratic trends by interacting in various formats such as youth exchanges.

The Federal Government Commissioner for Migration, Refugees, and Integration funds such a project to fight antisemitism by fostering Jewish-Muslim dialogue: this project ("*Schalom Aleikum Jüdisch-Muslimischer Dialog*") of the Central Council of Jews in Germany has received funding under the auspices of the national program to prevent Islamist extremism (NPP) since 2019. In 2022, the dialogue project was expanded into the "*Denkfabrik Schalom Aleikum*," a think tank that will also include Christian participants. The German Islam Conference (DIK) is engaged in ongoing efforts to address the issue of antisemitism among Muslims.

Antisemitic incidents are on the rise in the arts and culture, such as in the boycott of Israeli artists, as well as in sports, such as boycotts of Israeli athletes at international sporting events. Such boycotts have existential impacts on the Jewish and Israeli individuals affected. The **Federal Government's aim** is therefore to support and strengthen opportunities for critical self-reflection and for antisemitism-critical efforts in the arts and culture. In organized sports and e-sports, broad-based antisemitism-critical education and prevention should be pursued, and local and regional clubs and associations are to be involved in such efforts. The same applies to digital sports and communication, from gaming forums to social media.



- In **Bavaria**, the website www.gegen-antisemitismus.bayern.de/ (in German) was created in 2022 to help **teachers and school administrators** prevent and deal with antisemitic incidents.
- In **Rhineland-Palatinate**, units for **coordinating remembrance, meetings with eyewitnesses**, and democracy education at schools have been established at the State Institute of Pedagogy.
- The federal state of **Bremen** has published a **guide** to Judaism, antisemitism, and Israel that contains information about available counseling, networks, and support. Publication of this guide implements the joint recommendation for dealing with antisemitism at schools that was issued by the Central Council of Jews in Germany, the Joint Federal and State Committee of Antisemitism Commissioners, and the Standing Conference of Ministers of Education of the Federal States. Other federal states are planning to publish similar guides.
- The federal states of **Brandenburg, Bremen, Hamburg, Lower Saxony, North Rhine-Westphalia, Mecklenburg-Western Pomerania, and Schleswig-Holstein** have all concluded cooperation agreements with Yad Vashem's International School for Holocaust Studies (ISHS) on **continuing professional development for teachers** with annual educational trips. **Saxony-Anhalt** works with the ISHS in the field of e-learning.
- Bavaria established the foundation **Stiftung Jugendaustausch Bayern** in 2021, which was designed in cooperation with government and civil society stakeholders. One of its priorities is exchange with Israel.
- **Hamburg** created a professorship to offer a **Jewish perspective for student training as teachers** of Catholic, Protestant, Islamic, and Alevi religious instruction.
- In **Bavaria**, students can earn a certificate in education critical of antisemitism from the **Center for Critical Education on Antisemitism** at the University of Würzburg.
- In **Mecklenburg-Western Pomerania**, a **continuing education series** for teachers and social workers on resisting antisemitism ("*Antisemitismus die Stirn bieten*") helps them recognize and counter antisemitic narratives.
- In **Thuringia**, a prevention project ("*Perspektivwechsel – Praxisstelle Thüringen*") is aimed at furthering the **professional skills** of practitioners and supervisors in education, social work, youth work, public administration, law enforcement, and the justice system with regard to the prevention of antisemitism and discrimination and in order to foster an appreciation for diversity. The project is sponsored by the Central Welfare Board of Jews in Germany (ZWST).



Action area 3



Culture of remembrance, historical awareness, and commemoration

A culture of remembrance as a task for the whole of society, historical awareness as a skill possessed by individuals, and commemoration of the victims of National Socialism as a value and a goal in itself are each separate objectives. However, these three areas are closely related. Historical awareness that is informed by critical and reflective thought is a necessary prerequisite for remembrance and commemoration, especially as the Shoah fades from living memory. Such awareness should interrogate the political and social conditions and justifications that enabled the exclusion, disenfranchisement, and ultimate murder of Jews and other groups. Antisemitic ideology of annihilation merits particular attention. Such historical awareness is rooted in a sense of collective responsibility for remembrance, a responsibility that is also passed down to future generations. It also devotes attention to the questions of how similar developments can be prevented in the present, and in doing so it is also oriented toward the future. As a necessary condition for active remembrance and commemoration, this historical awareness is closely linked with action area 2, education to prevent antisemitism. **A shared future demands shared remembrance: in our diverse immigrant society, we can only achieve a vital culture of remembrance if we facilitate individual ways of understanding the Shoah. The goal of fostering historical awareness is directly connected with this remembrance, as historical memory also teaches us lessons for the present day.** This is indispensable given the wide gaps in knowledge about the Shoah, especially among young people. The establishment, entrenchment, and defense

of democracy in Germany have rested not least on a foundation of critical examination of Nazi crimes and the National Socialist worldview. Antisemitism was central to this worldview, and hatred and notions of unequal human worth were integral components of it.

Developing such an awareness of history requires the acceptance of values such as the inviolability of human dignity and the importance of a vigilant democracy that safeguards these values. Values-based historical awareness makes it possible for people to approach the topics of National Socialism and the Shoah in a way that transcends national and cultural frames of reference. At the same time, this approach to National Socialism also acknowledges its specifically German origin, which is crucial for today's Germany as a country of immigration. To put the pluralistic basic values of our society into practice, remembrance requires an unfettered opinion-forming process and a critical dialogue as well as multiple voices and perspectives and multidimensionality.

The **Federal Government's aim** is to encourage people of every age and background to keep the memory of National Socialist crimes alive. Collective memory is fundamentally heterogeneous; it is essential for societal cohesion both in its culturally archived and in its communicative, everyday forms. This is a matter of critical awareness of the historical context that shaped the Federal Republic of Germany and a foundational component of the country's understanding of itself. Another factor is that the majority of Jewish people who have emigrated to Germany from the former Soviet Union since the 1990s have brought with them different perspectives on the culture of remembrance. Such perspectives should also be integrated into society's historical awareness.

Memorial sites have a key role to play. In addition to their function as memorials, these sites have extraordinary significance as places of learning. Their mission to inform and educate the public and address history is constantly in flux: they must increasingly address the needs of a heterogeneous society while also being faced with the challenge that the period of National Socialist terror will soon pass from living memory. Current anti-democratic and nationalist trends demand broad-based, differentiated, and carefully crafted educational offerings in this area.

Such education should also draw connections to present-day forms of antisemitism, antigypsyism, and racism, which overlap ideologically and have shared origins before, during, and after the Nazi period. As part of the federal policy on memorials, the Federal Government Commissioner for Culture and the Media supports institutions and projects that engage with the culture of remembrance and have nationwide relevance. Beyond this, the federal “*Jugend erinnert*” program helps young people between the ages of 14 and 26 visit memorial sites by funding relevant trips that are organized and conducted outside the scope of schools and universities.

The international dimension of the program is supported by the Federal Foreign Office and has lines of funding for three kinds of programs: facilitating encounters between young people on a bilateral and multilateral basis, international exchanges for specialists, and digital outreach formats. These include the school exchange project “*Menschen gedenken – Jugend macht Zukunft*,” in which young people from partner schools in Poland and Germany engage with the stories of individual victims of German war crimes in Poland and of victims of the Shoah in Germany.

The program is implemented with the help of the German-Polish Youth Office. Beyond this, funding

is provided for visits to Germany by international multipliers that focus on remembrance and education to combat antisemitism.

The underlying idea of the memorial sites’ work and of organized visits to these sites is that antisemitic, racist, and antidemocratic patterns of thought can be counteracted by building people’s historical awareness. This can take place at a variety of sites and on various occasions. People – both as individuals and at a societal level – can use specific objects and fields to reflect on and process the legacy of National Socialism. The **Federal Government’s aim** is to foster such historical awareness in as many contexts – including professional fields – as possible. For this reason, section 5a of the German Judiciary Act (*Deutsches Richtergesetz, DRiG*) was recently amended to add the critical examination of Nazi injustice as an obligatory component of the training of law students in Germany. Another **milestone** being pursued is the amendment of regulations governing the licensing of doctors so that teaching in medical schools in regard to the historical, ethical, and legal foundations of medical care will be required to give special attention to National Socialism.

Reckoning with history in such a manner is a goal that all professional groups and businesses should be striving for, and it should be institutionalized as much as possible. Integrating such work into training measures has proven effective, both in public institutions and in the private sector.

Honoring the victims of National Socialism is valuable in itself. It is crucial to observe days of remembrance, such as commemoration of the pogrom of November 9, 1938. Remembrance is a societal imperative that links education with commemoration while also heightening historical awareness and historical memory. However, it should not devolve into mere

rituals. The emotional dimension of historical awareness is at the heart of remembrance. Historically informed empathy for those persecuted by the Nazis is essential for a deeper understanding of our country's National Socialist past. Remembrance is what gives public and socially visible form to solidarity with the victims. The International Auschwitz Committee, an association of Auschwitz survivors from nineteen countries and their organizations and foundations that receives funding from the Federal Government, is particularly devoted to such remembrance.

Survivors have played a crucial role in shaping our culture of remembrance. The approaching end of first-person testimony from the living represents an important turning point for solidarity with the survivors. For education, remembrance, and commemoration, new formats and forms of outreach that offer alternatives to in-person testimony from survivors must be found.

Digital technologies provide opportunities to record and preserve survivors' irreplaceable memories of their lives under Nazi persecution and after their liberation, their experiences, and their interpretations – and to make such testimony accessible to future generations. Soon, when it is no longer possible for survivors to provide personal testimony, these sources will be unique points of reference, and it will be possible to use them digitally, and therefore around the world, in many innovative and varied ways. It is important not to limit such work to a solely historiographical approach. Rather, the task is to clearly show how our country's Nazi past relates to present-day life here and why dealing with this past is so important politically and socially. Surviving historical artifacts and testimonies are of utmost importance in this context. That is why the **Federal Government's aim** is to help digitally

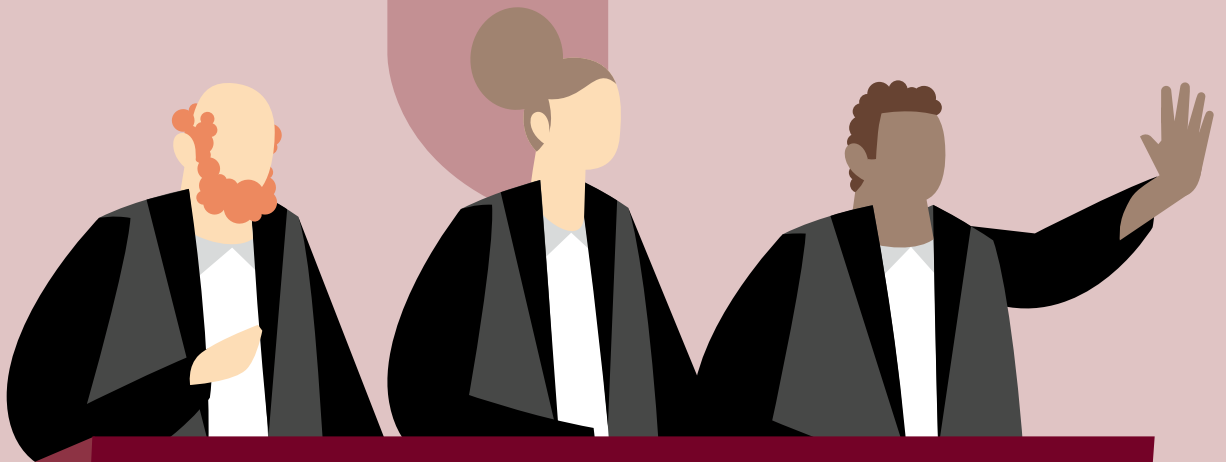
secure the testimonies located at memorial sites and in other institutions and archives and to help make them accessible, interconnected, and available. One **milestone** in this process is the program initiated by the Federal Ministry of Finance to make files on compensation for the Shoah available digitally on a special website.



- In January 2021, **Bavaria** adopted a general policy on culture of remembrance (*Gesamtkonzept zur Erinnerungskultur*) that encompasses all relevant projects on contemporary history.
- In October 2019, Trier University and Rhineland-Palatinate’s State Agency for Civic Education (*Landeszentrale für politische Bildung*) founded the joint research and documentation center “*SEAL/Strukturen und Erinnerung. Angewandte Geschichtswissenschaft und digitale Lehre,*” which is devoted to developing new outreach formats to impart scholarly findings in schools and in adult education.
- The collaborative project Net Olam is dedicated to creating an overview of attacks on Jewish cemeteries from the Weimar era to the present day with a focus on the federal state of **Lower Saxony**. The project aims to develop a nationwide network. It includes a sub-project in which the Braunschweig-based research unit Bet Tfila will work on **incorporating Jewish cemeteries into the landscape of remembrance**.
- In the city of Erfurt in **Thuringia**, a **remembrance** site that raises awareness of antisemitism can be found at the historic location of Topf & Söhne, a private company that was complicit in the Shoah. The site gives a face to the victims and shows the thriving pre-war Jewish life and culture that was destroyed under Nazi rule.



Action area 4



Punitive measures and security

This action area encompasses measures and programs that respond to antisemitic acts and focus on potential threats and how to prevent them. It includes the need for legislation in various areas of law and addresses security issues that affect the entire society, ranging from hostility in daily life to terrorist threats. The **Federal Government's aim** is to uphold the right to freedom and security for all, which means dealing with antisemitic acts appropriately at every level.

One way to do this is to enable staff of the law enforcement and security authorities to recognize antisemitism for what it is. If antisemitic incidents occur in public service occupations, they must be rigorously punished under disciplinary law. Trust in the security authorities must be fostered.

Other measures include closing gaps in legislation and making full use of the punitive measures available. Possible measures range from monitoring and solving cases efficiently to prosecuting offenders and banning organizations. For the security authorities to be able to take such action, they need to be provided with the resources required for effectively responding to dynamic challenges and for protecting the public.

Good communication between all agents responsible for security issues is crucial. Such communication takes place in joint working groups such as the Interministerial, Joint Federal, and State Working Group on Antisemitism Prevention, which was created at the initiative of the Standing Conference of Interior Ministers of the Federal States. Within the Joint Center for Countering Extremism and

Terrorism (GETZ), the antisemitism working group brings together representatives from the federal and state police and intelligence services, the Customs Criminological Office, the Federal Public Prosecutor General, and the Federal Office for Migration and Refugees to share information and experience in dealing with current forms of antisemitism in every area of crime. Formats for cooperation such as round tables on specific security-related issues, including the protection of Jewish facilities, are conceivable at every level and are already being successfully utilized.

With regard to antisemitic acts, responses include options for punitive action as well as protection of victims in criminal proceedings and efforts to counter discrimination. This action area thus encompasses both preventive approaches in lawmaking and awareness-raising measures by the judicial authorities.

Antisemitism must be penalized even when expressed in ways that do not constitute an offense under criminal law. Antisemitic images may violate civil law¹⁵ even if they do not violate criminal law, as in the case of the defamatory relief known as the “*Judensau*” found on the outer wall of the Stadtkirche church in Wittenberg. Excluding all Israeli citizens from the provision of publicly available goods and services may constitute unlawful indirect discrimination under sections 1 and 19 of the General Act on Equal Treatment (*Allgemeines Gleichbehandlungsgesetz*, AGG) and may violate provisions of aviation law (section 20a (2) and section 21 (2) (3) of the Civil Aviation Act (*Luftverkehrsgesetz*, LuftVG). Under consideration of the factual conditions of each case, boycotts of goods and services from Israel may violate laws on foreign trade

¹⁵ Federal Court of Justice, judgment of June 14, 2022 – VI ZR 172/20.

(section 7 of the Foreign Trade and Payments Ordinance (*Außenwirtschaftsverordnung, AWV*). The **Federal Government's aim** is to improve protection against discrimination as provided by the General Act on Equal Treatment. According to the coalition agreement of the governing political parties, this Act is to be amended, representing a **milestone** in the effort to improve protection against discrimination. The introduction of additional anti-discrimination legislation also at the state level can provide Jews and Israelis with better protection against discrimination.

Rigorous action must be taken against all forms of antisemitic discrimination and the dissemination of antisemitism. A vigilant democracy should not provide any space or means for such discrimination or dissemination to take place.

Antisemitism commissioners, such as those in the offices of public prosecutors and public prosecutors general, play an important role, as do central antisemitism commissioners who have statewide responsibility for pursuing antisemitic crimes. Antisemitism commissioners are intended to serve as key contact persons for other authorities in Germany and abroad and for Jewish organizations. They seek to standardize the application of the law in processing antisemitic offenses, to ensure that public prosecutor's offices communicate with each other and coordinate their investigations, and to administer advanced training on specific topics. They also seek to ensure that antisemitic crimes are consistently recorded in official statistics and that existing reporting obligations are met.

Improving protection for victims in criminal proceedings and elsewhere is another **aim of the Federal Government**. An important element in this regard is informing victims about available support services. Since October 2020, the Federal

Ministry of Justice (BMJ) website www.hilfe-info.de has offered information on all matters related to victims' rights following a crime, including antisemitic crimes. People affected by crimes can use the website to find a victim support organization near them. On the website, users will find easy access to information in the form of numerous video and audio interviews as well as explanatory videos. Efforts are under way to determine whether protection for victims of public incitement can be expanded in criminal proceedings.

The Federal Government has appointed a commissioner to serve as a key contact person and sustained support for those affected by terrorist and extremist attacks in Germany. The Federal Government Commissioner also advocates on behalf of their interests in public and in the lawmaking process and deals with foreign policy aspects of the fight against antisemitism. For example, in its dialogue with foreign decision-makers, the Federal Government regularly makes combating antisemitism a priority. It identifies and reviews cases of incitement as well as Holocaust denial and distortion. The Federal Government also strongly advocates a negotiated two-state solution that will allow Israelis and Palestinians to live in peace as neighbors. It will continue to provide financial support for the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) and to promote international efforts to improve prospects for the future for Palestinian refugees.

Germany's Federal Foreign Office carefully reviews funding applications from projects in Israel and the Palestinian territories. No funding is granted to organizations that question Israel's right to exist, call for boycotting Israel, or actively support the Boycott, Divestment, Sanctions (BDS) movement. Furthermore, the

Federal Government also closely coordinates with Israel on initiatives that may be targeted against the State of Israel within the United Nations and its subordinate organizations.

The actual relations to Israel should be distinguished from alleged relationships that Jews are said to have to Israel as construed in the context of Israel-related antisemitism. Along with (and as one of) the many expressions of right-wing extremist antisemitism, Israel-related antisemitism is one of the primary forms of antisemitism currently found in Germany. It is often manifested as an attack on people or institutions perceived as Jewish. Such acts are spurred by the antisemitic idea of conflating Jews living in Germany with the State of Israel. These attacks are countered with punitive measures and within the framework of preventive work.



- In numerous federal states (including **Bavaria, Berlin, Baden-Württemberg, Lower Saxony, Saarland, Saxony, and Saxony-Anhalt**), the police and public prosecutor's offices follow guidelines that help ensure that antisemitic offenses are recognized and subject to rigorous prosecution. The **antisemitism commissioners in the offices of public prosecutors** are brought together in a nationwide network.
- Some federal states have consolidated their expertise on hate crime and online hate within **central units in the public prosecutors' offices**. In **Lower Saxony**, the central office for fighting online hate crime (ZHIN) operates a website where criminal incidents can be reported.
- The **Berlin** Police appointed an **Antisemitism Commissioner** in 2019. Since 2021, a **contact person for extremism and group-focused enmity** has been based at the headquarters of the **Brandenburg** Police.



Action area 5



Jewish history and Jewish life today

Jewish life is a part of our country's past and present. Jewish people have been living in and helping to shape society in what is now Germany for at least 1700 years. Following the monstrous betrayal of all civilized values that was the Shoah, Jews began to re-establish congregations in Germany, and there are now more than 100 Jewish congregations in the country. In line with Germany's federal structure, most of these congregations have organized themselves into twenty-three regional associations that act as contacts for the governments of the federal states. At the national level, the Union for Progressive Judaism and the Central Council of Jews in Germany, the largest umbrella organization of Jewish congregations, represent the political interests of the Jewish community and voice their concerns.

Like many other communities in our society, the Jewish community is highly diverse. It encompasses many different family and migration backgrounds, religious denominations, socioeconomic statuses, sexual orientations, and national and international connections and interconnections.

The **Federal Government's aim** of strengthening the Jewish community arises from Germany's special historical responsibility. It is also an expression of a democratic self-concept and a commitment to fostering cultural and religious diversity. Like all people in Germany, Jews have a constitutionally protected right to free expression of their cultural and religious identities. This includes elements of

Jewish religious practice such as brit milah and kashrut as well as the right to take examinations on dates that do not conflict with the Jewish holidays.¹⁶

Understanding present-day Jewish life requires knowledge of the history of Jewish people in Germany. Jewish history did not begin with the Shoah; Jews should not be and do not want to be reduced solely to the role of Holocaust victims. The Shoah and the associated destruction of Jewish religious, cultural, political, and social infrastructure were an attempt to exterminate not only Jewish people but also all traces of Jewishness in culture, the urban fabric, memory, and society. The effects of such destruction resonate to this day and are one of the reasons for the special significance and dimensions of research, communication to the public, and heightening of the visibility of Jewish history, including Jewish history before the Shoah.

The Rhineland region in the Middle Ages was the cradle of Ashkenazi Judaism.¹⁷ Like all other accessible preserved or restored sites, artifacts, and aspects of German Jewish history, such heritage is to be protected and maintained. This includes addressing how antisemitism was historically tied to the legal status that Jewish people held in different eras. The process of Jewish emancipation culminating in legal equality in the 19th and 20th centuries was accompanied by racial antisemitism as well as by the emergence of Zionism, a movement whose goal of establishing a Jewish state was ultimately

¹⁶ Brit milah is a Hebrew term designating the covenant of circumcision; kashrut is an umbrella term for the set of Jewish dietary laws including the prohibition on eating pork and the obligation to keep milk and meat dishes separate.

¹⁷ "Ashkenazi" designates the Jewish culture and people of Northern, Eastern, and Central European origin; the term derives from the biblical kingdom of Ashkenaz.

achieved in 1948. Imparting an understanding of this context is especially important in light of Israel-related antisemitism.

The aim of this action area is to bolster Jewish life today; to increase public awareness of Jewish history in all its religious, political, cultural, and other diversity and complexity; and to make this history more visible. The interests and perspectives of Jewish people should always take center stage when it comes to designing and implementing measures to increase awareness of Jewish history and Jewish life today.

Measures to strengthen present-day Jewish life primarily address the Jewish community itself. The **Federal Government's aim** is to support Jewish institutions, organizations, and initiatives, including those of the younger generation, in developing and expanding a broad range of long-term structures. This can enhance the diversity of Jewish identity in Germany. Endeavors to this end may include facilitating Jewish immigration to Germany and supporting Jewish congregations and institutions in developing their structures and services based on advisory and support structures and networking between different Jewish groups. Jewish people should not be impeded in the free exercise of their religion. Provisions for old age also need to be improved for Jewish immigrants.

The obligation to provide protection and support to survivors of the Shoah remains an important part of Germany's responsibility. It translates into taking in Holocaust survivors fleeing Ukraine due to the Russian war of aggression, for example. One of the most pressing challenges faced by the Jewish community is the greater-than-average number of individuals facing poverty in old age resulting from their employment having

been interrupted by immigration. To ameliorate cases of such hardship, which includes many Jewish immigrants from the former Soviet Union, the establishment of a federal hardship fund is planned. To this end, in November 2022 the Federal Cabinet provided the legal basis for establishing a federal foundation; the federal states may also join the foundation if they contribute to it financially.

Jewish life today is only possible if the safety of Jewish people is ensured. Protecting them and their institutions, as well as meeting their need to feel secure, is therefore an important part of improving their situation.

Measures to boost the visibility of Jewish history and Jewish life today are also targeted at the non-Jewish members of our society. Such measures can help enhance Jewish life today if those who participate in such activities take part voluntarily and of their own accord. If they wish to participate, Jewish stakeholders should be supported in this endeavor and assisted in obtaining access to funding. Ways of heightening the visibility of Jewish life today include establishing spaces for people to interact, such as in the areas of culture and sport; implementing educational initiatives at schools, businesses, and public authorities; and raising the profile of Jewish life through construction so that a broad range of Jewish sites are included in the urban landscape and built environment. The Federal Government therefore also supports construction measures such as restoring and reconstructing synagogues, providing security for and maintaining Jewish cemeteries, funding Jewish museums, and founding Jewish educational institutions. The measures for synagogues include projects supported by the Federal Government Commissioner for Culture and the Media at historical synagogues in Görlitz, Lübeck, Augsburg, and Munich.

As part of its policy on cultural relations and education, the Federal Government is helping to make traces of Jewish history visible in the Middle East and North Africa. Projects in this area not only advance cultural preservation but are also intended to reconnect people with traditions of tolerance and co-existence.

When it comes to education, especially in schools as a primary site of cognitive and social learning, Jewish life today and recent Jewish history are to be addressed more extensively than is currently the case. Alongside National Socialism and the Shoah, which are covered as mandatory components of the school curriculum in all federal states, the history of the Jewish community since 1945 is to receive greater attention than it has up to this point.

This will include discussing the special significance of the State of Israel for Jewish people. Topics and projects in history lessons, civics, and religious instruction offer many potential starting points for engaging with this subject matter. The goal of such education should be increasing awareness that since the Shoah, the Jewish community in Germany has firmly re-established itself as an integral component of a culturally and religiously diverse society. The diversity of present-day Jewish identity and ways of life is to be communicated alongside information about the everyday lives of Jewish people, including their experiences with antisemitism and their general relationship with the non-Jewish segments of society.

To this end, face-to-face encounters between non-Jewish schoolchildren and Jewish people are to be facilitated. Visits to learning sites outside of school can make it possible for children and adolescents to learn about Jewish history and Jewish life today in Germany in a way that is tangible. Imparting knowledge about Judaism and Jewish life today in teachers'

training and continuing education programs provides the foundation for this. To create the necessary basis of research and teaching for a discipline that imparts such knowledge, structures are to be established in academic institutions, including universities.

Vocational and professional training, especially in the area of public service occupations, has great potential for imparting knowledge of Jewish life today and thus for conveying this information to the broader society.

Learning about Jewish life today and Jewish history is to be included in classroom instruction as an independent topic and as an end in itself. The knowledge gained in this way should also be placed in the broader context of engagement with societal diversity and democratic values. The **Federal Government's aim** is that fostering present-day Jewish life is necessary not only in view of Germany's historical responsibility towards the Jewish community but also in relation to the Federal Republic's liberal democratic basic order.

It is important to raise awareness among young people that they are part of a democratic society shaped by many different cultural and religious identities, a society in which values such as freedom and equality demand respectful and non-violent interaction with others and in which members of minority groups such as Jewish people have a right to free expression and equal treatment. There are points of overlap here with general measures and projects for civic education and the promotion of democracy.

The Central Welfare Board of Jews in Germany (ZWST) and the Jewish gymnastic and athletic association Makkabi Germany are important institutions that boost the role and visibility of Jewish history and Jewish life today with

the support of the Federal Government. The ZWST organizes Jewish social work as one of six umbrella organizations of non-governmental social welfare. It is an advocate for the professionalization of Jewish social welfare work and fosters inclusion, participation, prevention of antisemitism, and countering of discrimination. Makkabi Germany's local associations and its many services and events bring Jewish and non-Jewish athletes together under one roof, increasing the visibility of Jewish athletes and fostering interaction and exchange.

In addition to the supraregional structures, the many initiatives on the local and regional level are important, whether Jewish or non-Jewish, public or private, volunteer-driven or implemented by paid staff. The events held in 2021 and 2022 to mark 1700 years of Jewish life in Germany demonstrated the great number and diversity of stakeholders and networks that are elevating the role and increasing the visibility of Jewish history and Jewish life today. Such networks are to be maintained and expanded so that they can help inspire greater interest in Jewish life.



- The Moses Mendelssohn Center at the University of Potsdam in **Brandenburg** imparts **knowledge of Jewish history and Jewish life today** and plays an active role in current discussions. A website based largely on the Mendelssohn Center's research findings was launched in 2021 in honor of the 350th anniversary of Jewish life in Brandenburg.
- The Free Hanseatic City of Bremen has established a **forum to foster Jewish life in Bremen**.
- **Saxony-Anhalt** took the 2021 anniversary as an occasion to hold state-wide **celebrations of Jewish culture** for the first time. Such festivals are now to be held every other year.
- The city of Erfurt in **Thuringia** has applied for **UNESCO World Heritage** status for its historic Old Synagogue, mikvah (ritual bath), and medieval Steinernes Haus, as well as its other buildings attesting to Jewish congregational and everyday life in the Middle Ages, which together comprise a medieval Ashkenazi architectural legacy that is unique worldwide.
- Schloss Gollwitz in **Brandenburg** has been a Jewish-German **meeting place** since 2009. Its youth outreach program helps young people learn about history while experiencing present-day Jewish life.
- The **Kultur- und Begegnungszentrum Ariowitsch-Haus e.V.** in Leipzig, **Saxony**, is a Jewish cultural center and meeting space located in a building that previously served as a Jewish nursing home as well as a headquarters for both the Gestapo and a Soviet military administration. It is active in the areas of culture, education, and prevention work.

Outlook

Confident Jewish voices can be heard in Germany today. In this National Strategy, the first and very significant element of the 5×3 model has been the systematic inclusion of such voices alongside the perspectives of those affected by antisemitism as a whole. Two additional cross-sectional dimensions are to be taken into account in the five action areas: the creation of structures and the digital aspects of each area.

Each element of the National Strategy is equally important for successfully combating antisemitism on all fronts on a lasting basis.

The first action area, “Data collection, research, and situation report,” looks at what kind and quality of information on antisemitism are available and how we can improve, expand, and share this information.

The second action area, “Education to prevent antisemitism,” focuses on imparting this knowledge to educate various target groups and increase their awareness of antisemitism. This is to occur at various life stages, such as during schooling and job training and throughout one’s career.

The third action area, “Culture of remembrance, historical awareness, and commemoration,” addresses the question of how to maintain a

vital culture of remembrance that encompasses insights for the present and is committed to honoring the memory of the victims of National Socialism.

The fourth action area, “Punitive measures and security,” looks at ways to respond to antisemitic acts and how to ensure freedom and security for all.

The fifth action area, “Jewish history and Jewish life today,” focuses on empowering Jews and increasing their visibility.

The objectives of the five action areas are all interconnected, concern society as a whole, and can only be achieved in concert. It is therefore to be hoped that many will use this National Strategy in their efforts to fight antisemitism. The success of the National Strategy depends on the participation of numerous committed individuals working in their daily lives to achieve the strategy’s aims both now and in the future. As a specific instrument in its dialogue with the federal states, the Federal Government will apply the National Strategy within the framework of its existing measures and programs in order to implement a comprehensive approach to fighting antisemitism and strengthening Jewish life today. In the process, the Federal Government will take the National Strategy into account

in the formulation of its overall strategy for fighting extremism and strengthening democracy.

The Federal Government Commissioner for Jewish Life in Germany and the Fight against Antisemitism will play an active role in communicating the National Strategy to the general public. In the monitoring of the results achieved, the implementation, application, and ideas for further development of the National Strategy will be tracked in all of the federal ministries. In late 2023, the European Commission will also review the National Strategy as part of its evaluation of the national strategies of the EU Member States. In its resolution of January 18, 2018, (*“Antisemitismus entschlossen bekämpfen”*), the German Bundestag called on the Federal Government to report on the status of the fight against antisemitism in Germany every four years. In this report, the Federal Government will also provide information on the implementation status of the National Strategy.

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