



*Liberté • Égalité • Fraternité*

RÉPUBLIQUE FRANÇAISE

PREMIER MINISTRE

# National Plan Against Racism and Anti-Semitism (2018-2020)

**DIL** **RAH**

DÉLÉGATION  
INTERMINISTÉRIELLE  
À LA LUTTE CONTRE  
LE RACISME, L'ANTISÉMITISME  
ET LA HAINE ANTI-LGBT



## EDITORIAL BY ÉDOUARD PHILIPPE, PRIME MINISTER



Racism and anti-Semitism have taken lives in France in recent years. They can be seen in the street, on the walls of places of worship, on social media and in online forums. For millions of French people, they translate into insults, intimidation, assault and discrimination. Pupils are forced to leave school because of their religion. Young people do not find work because their name sounds foreign. Parliament members are insulted because of the colour of their skin. These cowardly, grave and degrading attitudes hurt victims and their loved ones. They hurt France.

For the government, fighting this scourge is a moral and political imperative. Because we cannot build a safe, peaceful and inclusive society on the basis of hating those who are different. Because racism and anti-Semitism go against the values on which the Republic has been founded. Because millions of men and women have died so that freedom, equality and universalism triumph. Because, unfortunately, history can repeat itself.

The 2015-2017 Interministerial Plan “Mobilizing France against Racism and Anti-Semitism” has produced its first results. Two independent evaluations, one conducted by the French National Consultative Commission on Human Rights (CNCDH), the other conducted at my request by a joint mission of the French Inspectorate General of Administration (IGA) and the French Inspectorate General of Education and Research (IGAENR) assessed their impact. Many people from government services, associations and civil society have worked to make the fight against racism and anti-Semitism a focus of a clearly identified public policy with its own budget and implemented by recognized stakeholders at local and national level.

But this is only the beginning. Tensions remain high. The numbers of victims are alarming. While it is a positive sign that heinous acts and threats have been on a downward trend since 2016, these statistics do not take into consideration the flood of hate that is expressed daily on the Internet. Nor the growing number of instances where words are acted upon. Therefore we must go even further, dig even deeper at the interministerial level and work on new fronts.

That is the aim of this new national plan to fight racism and anti-Semitism that we will roll out over three years from 2018 to 2020. A plan that reinforces, strengthens and extends actions that we are conducting to fight discrimination and prevent radicalization. It will be fuelled by the work of the mission President Macron has entrusted to Gil Taïeb, Laëtitia Avia and Karim Amellal.

Steered by the ministerial delegation opposing racism, anti-Semitism and LGBT-hate (DILCRAH), it will mobilize all of the ministries to fight hate on the Internet, educate to fight against prejudices and stereotypes, better assist victims, and invest in new areas of action. It will also benefit from ringfenced funding. The fight against hate, ignorance, cowardice and impunity has only just begun. In this fight, I know I can count on the thousands of associations and the great majority of French people who love their country and the values of fraternity that they defend.

**Édouard PHILIPPE**



# FIGHTING HATE ON THE INTERNET

**Objective:** Establish, at European level, a system of liability for digital platforms with respect to hate, racist and anti-Semitic content

## ACTION

- ▶ **Propose a European legislative initiative** requiring operators to delete illicit content more rapidly and strengthen their system of liability. Currently challenges posed by the millions of content items published every day on social media are not being fully addressed. The binary distinction between the publisher's legal system, in which the publisher is civilly and criminally liable because of the content that it publishes, and the host's legal system, in which the host is only liable for illicit content under very limited conditions, is no longer adapted to the huge problem of hate on the Internet.

**Objective:** Amend national legislation so that hate on the Internet can be fought more effectively

## POTENTIAL ACTIONS

- ▶ **Make it an obligation for platforms hosting content targeting a French public, over a set number of users, to have a legal base in France.**
- ▶ **Require that tools available to users to report any type of illicit content online are visible and accessible.**
- ▶ **Require the platforms to close accounts that have massively and repeatedly disseminated illicit content.**
- ▶ **Allow investigations under a pseudonym with respect to racist and anti-Semitic offences on the Internet.** As a result, cyber investigators who encounter forums for discussion on the Internet in which participants engage in hate speech could participate in the conversations using a pseudonym to facilitate the authentication of offences and identify the perpetrators. This measure will be enacted under a programming bill for the justice system.

As part of their mission, Karim Amellal, Laetitia Avia and Gil Taieb will determine the terms and identify additional proposals for an ambitious amendment to national and European legislation. NGOs, stakeholders and European partners will be consulted.

**Objective: Strengthen the means and methods for fighting hate on the Internet**

**ACTIONS**

- ▶ **Strengthen the skills and staff of the PHAROS cyber-patrol platform**, doubling the size of the hate discrimination speech unit.
- ▶ **Develop a joint regulation strategy of illicit online content**. It means developing recognition and certification mechanisms for community stakeholders liaising with trusted flagger to improve the efficiency of reporting in addition to enhancing cooperation of public authorities and civil society with digital stakeholders and strengthening structures for reporting (for example, points of contact for associations).
- ▶ **Develop community service sentences**, especially within associations, **targeting moderation** and hate content flagging.

**Objective: Support the production of positive content**

**ACTIONS**

- ▶ **Promote the diversity of content and fight against filter bubbles** with regard to racist and anti-Semitic hate content. In accordance with the CNIL report dated 15 December 2017, participate in ethical discussions on the risks of bias, discrimination and exclusion that could be generated by algorithms.
- ▶ Support the emergence of positive speech especially through enhanced cooperation of digital stakeholders and associations fighting hate speech. Launch an open competition for the most positive speech with the support of digital stakeholders.
- ▶ Support and participate in events promoting action and digital innovation to fight online hate more effectively (hackathons, testing, etc.).

**Objective: Raise awareness of hate on the Internet**

**ACTIONS**

- ▶ Strengthen media and information education (MIE) especially regarding conspiracies, relying on the partners specializing in this area, for example, the French Media Information Liaison Centre or CLEMI. To this end, broadly disseminate education tools to fight hate and promote their use and ownership; pursue teacher training efforts; and double the MIE budget of the Ministry of Culture so as to support associations working in libraries and schools.
- ▶ With digital stakeholders, associations and the general public, encourage the emergence of cyber citizenship to better fight against hate content on the Internet.

# EDUCATING AGAINST PREJUDICE

**Objective:** Improve schools' response and support for education teams facing difficulties

## ACTIONS

- ▶ **Create a national rapid response team** so that racist or anti-Semitic difficulties or incidents do not go unaddressed. This team, directly and automatically referred to by education authorities, will propose adapted and flexible responses (actions in schools, support for educational teams, mobilization of associative or memorial partnerships, etc.) in real time.
- ▶ **Improve management:** Conduct local surveys on the school environment as a management tool in the prevention of racism and anti-Semitism in schools; improve the reporting of racist and anti-Semitic acts with the tools designed to report incidents of serious violence; and strengthen the role of remembrance and citizenship advisers, liaising with secularism and religion academic teams.
- ▶ **Strengthen the training of all staff in preventing and managing racist and anti-Semitic acts and speech in schools.** To this end: hold regular training sessions to equip teachers with teaching solutions and address "controversial" questions; take better account of the discriminatory root causes of violence and harassment in policies to improve the school environment; raise awareness of education assistants when they are hired on the role they play in preventing racism and anti-Semitism.
- ▶ Include a racism and anti-Semitism dimension in the plan to combat and prevent violence and discrimination in agricultural education which has been conducted since the start of the 2017-2018 academic year.

**Objective:** Develop resources for education against racism and anti-Semitism

## ACTIONS

- ▶ Continue efforts to train and provide teaching assistance when it comes to education against racism and anti-Semitism. To this end: enhance the Canopé "Educating against racism and anti-Semitism" website by adding new resources on the building of stereotypes, signs of common racism and the link between the fight against racism and anti-Semitism with media and information.
- ▶ Continue to develop "La Flamme de l'Égalité" competition for remembering slavery and a competition to be held during the Week to Educate about Action to Fight Racism and Anti-Semitism.

**Objective: Make fighting racism and anti-Semitism and refusing competition between remembrances a main focus of memorial policies**

## ACTIONS

- ▶ **Create a national Ilan Halimi award** for action focusing on young people in the area of fighting racism and anti-Semitism, which will be presented every 13 February.
- ▶ Pursue existing partnerships on remembrance of the Holocaust and contemporary conflicts while expanding the number of memorial tools in the fight against racism and anti-Semitism. Strengthen partnerships with memorial and historical sites and community memorial stakeholders in the areas of slavery, colonization, immigration and “forgotten” memories. Build strengthened partnerships with memorial or cultural institutions in all regions (MUCEM in Marseille, Mémorial ACTe in Point-à-Pitre, Centre Tjibaou in Nouméa, opening of the Musée Dreyfus in Médan, etc.).
- ▶ Ringfence a budget for action of €1.4 million to support projects for memorial and historical sites in fighting racism and anti-Semitism and moderate a joint work programme. Make the circulation of artworks and exhibitions a main criterion for government funding.
- ▶ Continue supporting schools in building partnerships with memorial and historical sites. Facilitate the coverage of transport costs in liaison with private partners.

**Objective: Mobilize higher education and research to improve knowledge and counter racist and anti-Semitic phenomena**

## ACTION

- ▶ **Create two thesis grants** (three-year doctoral contracts) to support the deepening of scientific knowledge on racism and antisemitism.
- ▶ Create a platform to compile and map the research centres and funds devoted to work to fight racism and anti-Semitism in order to increase their visibility and promote the creation of national and international research partnerships on these themes.
- ▶ Create and disseminate online resources on racism and antisemitism such as MOOCS

# PROTECTING CITIZENS AND SUPPORTING THE VICTIMS

**Objective: Better take into account victims and ensure effective punishment**

## ACTIONS

- ▶ **Starting in September 2018, trial a network of investigators and magistrates specifically trained in fighting hate.** This trial will aim to raise the awareness of law enforcement officers and their assistants responsible for recording complaints and conducting investigations about the specific features of this field. As part of this training, a new model of interview will be presented and made available to the participants. It will better guide investigators and include questions that could be asked when a complaint is lodged for specific offences (violence, extortion, violent theft). The aim is to help investigators better identify and have victims' statements include factual evidence more effectively so that the racism aggravating circumstances can be proven.
- ▶ After this trial and on the basis of the experiment conducted, adapt initial and continuous theoretical and practical training, and software to draft procedures, including templates for reports. Launch a fact-finding mission to be conducted by the National Institute for Advanced Studies in Security and Justice (INHESJ) which will study the British and Northern European models for recording complaints and racism aggravating circumstances
- ▶ **Introduce an online pre-complaint procedure.** At the end of the first quarter of 2018, conduct a six-month trial aiming at extending the scope of the online pre-complaint procedure to include offences of incitement to racial discrimination, slander and libel.
- ▶ Develop partnerships between courts, appellate courts and memorial sites to **spread the practice of citizenship training sessions.**

**Objective: Strengthen protection and prevention**

## ACTIONS

- ▶ Maintaining the government's financial effort throughout its five-year term in the area of protecting religious and community sites.
- ▶ **Designate racism, anti-Semitism and discrimination advisers** in departmental directorates of public security and gendarmerie groups.
- ▶ Continue and strengthen the activity of the network of racism advisers in the courts: provide individual Internet addresses to advisers in order to facilitate their identification by the public, organize national and local meetings to train investigators, where appropriate with the participation of public (DILCRAH, Defender of Rights) and community stakeholders.

**Objective: Implement a national training plan for people working in the public and social spheres**

**ACTIONS**

- ▶ **Widely conduct training actions** in public service schools to improve the treatment of victims and to prevent prejudice of government workers themselves. Mobilize the network of 270 trainers who have already been trained in the Regional Administration Institutes (IRA) in Nantes and Lyon, reactivate the network of trainers (IRA programme in Nantes); harness all the public service schools. The training of recruitment panels is a work focus.
- ▶ **Conduct technical and practical training sessions** on judicial treatment of hate offences and crimes in specialized schools (ENM, Police Officer School, National Gendarmerie Officer School, Police and Gendarmerie School); provide training for trainers in specialized schools on these subjects. Continue **to provide investigators information sheets on how to deal with** offences relating to hate speech and racist and anti-Semitic acts (attacks on individuals and property); develop and provide magistrates with detailed information including practical cases.

**Objective: Improve the collection and dissemination of data and statistics on racism and anti-Semitism**

**ACTIONS**

- ▶ Better exploit data and align available statistics to make the figures communicated to the public annually more accessible and transparent. Systematically accompany statistics from administrative data with findings from victim surveys, and their contributions should be promoted.
- ▶ Sustain and develop victim surveys, similar to the module introduced in 2018 on discrimination on the security and living environment survey (CVS) conducted by the National Institute for Statistics and Economic Studies (INSEE), the National Supervisory Board on Crime and Punishment (ONDRP) and the Ministerial Domestic Security Service (SSMSI).
- ▶ Ensure the funding of a second survey entitled “Path and Origin” (TeO2) which aims to establish a database of references on paths and situations of immigrants and descendants of immigrants. It also aims to produce updated analyses on the diversity of French society and the integration and discrimination processes that define it.
- ▶ Share knowledge on fighting discrimination and openness to diversity in the public sector: publish the first report on fighting discrimination and address the diversity of French society in the three civil service divisions in 2018; and plan studies on discrimination when hiring and throughout careers.
- ▶ Reinforce the publication of court decisions concerning offences committed online, on media created for this purpose. Address racism and anti-Semitism more extensively in the production of statistics of the Ministry of National Education, for example with surveys on victims and the school environment
- ▶ Trial a survey system based on the Social Security Information and Vigilance System (SIVIS) in order to have reliable data on what is happening in higher education and research institutions.

# INVESTING IN NEW AREAS OF ACTION

**Objective: Strengthen country-wide networks and dialogue with civil society**

## ACTIONS

- ▶ Develop a country-wide network and draw up at least **50 local plans to fight racism, anti-Semitism and discrimination** with local governments over three years. This action will help interconnect the DILCRAH and CGET commitments.
- ▶ Make international committees to fight racism and anti-Semitism (CORAs) genuine observatories at departmental level and strengthen their operational role. In them, ensure the presence of the justice system, representatives of religions and the most active associations and heads of networks of national associations. Widen the remit of CORA to include fighting anti-LGBT hate and monitor the accumulation of different types of discrimination.
- ▶ Create a network of cities and regions working to combat racism and anti-Semitism. This network will be led by a body of local elected officials which will meet regularly with DILCRAH.
- ▶ Create a body of associations so that regular and structured dialogue can be held by DILCRAH, relevant administrations and associations.
- ▶ Secure the funding for associations fighting racism and anti-Semitism by signing agreements with three-year objectives concerning training in particular.
- ▶ Encourage joint actions conducted by associations and the working world (employers, labour unions) to fight racial discrimination when hiring and granting promotions.
- ▶ Introduce a conference for finance providers (CGET, CIPDR, DILCRAH) to strengthen the coherence and clarity of public finance, particularly of memorial and historical sites.

**Objective: Improve the guidance and referral of victims and access to rights through better coordination of public authorities**

## ACTIONS

- ▶ Improve the access to rights in regions and in associations through specially designed training programmes, school visits and clinics. This action will involve more specifically the delegates of the Defender of Rights.
- ▶ **Create a portal of information and assistance for victims of hate or racial or anti-Semitic discrimination** (online reporting, access to law, tools and resources developed by the relevant institutions – Interior, Justice, National Education, Defender of Rights, CNCDH, DILCRAH – training opportunities, inventory and mapping of partner associations).
- ▶ Develop targeted actions through a grouping of public authorities and associations to act against local phenomena of prejudice-related crime (for example, damaging property of people of Asian descent, anti-Muslim acts, aggression and illegal acts against Roma people).

## Objective: Act for equality of people from Overseas France

### ACTIONS

- ▶ Ringfence a budget of €100,000 managed by É and the Interministerial Delegation for Equal Opportunity of Nationals in Overseas France (CIDECFOM) to support projects to fight prejudice and racial discrimination of which people from Overseas France may be victim.
- ▶ Liaising with the Mémoire de l'Esclavage public interest group, give a new dimension to slavery remembrance by supporting the historical knowledge of slavery and its abolition. On this basis, with the Overseas France education authorities, establish exchange programmes between young people in Overseas France, metropolitan France and African countries.
- ▶ Promote exemplary professional careers of people from Overseas France.
- ▶ Mobilize professional networks and the Defender of Rights to fight discrimination more effectively in the access to housing and banking people for people from Overseas France.
- ▶ Adapt the existing teaching tools to the realities in overseas communities to take into account their specificities.

## Objective: Involve sports movements at every level

### ACTIONS

- ▶ Disseminate a communication campaign against discrimination in sport targeting those involved in sports, community education and the general public.
- ▶ **Train those involved in sports.** Gradually establish, from the start of the 2018-2019 sports year, an awareness raising campaign about the problem of racism and anti-Semitism in educational and citizenship training for high-level athletes and those working in vocational training centres (CREPS, INSEP).
- ▶ **Build** a partnership with UNSS to develop actions to fight racism and anti-Semitism in school sports.
- ▶ Encourage those working in sports to take a stand against racist and anti-Semitic acts. Encourage those who are part of sports movements to take a stand to communicate this campaign in their network and incorporate this area of development in their project. Work of the national federation of fan clubs will focus on fighting racism and anti-Semitism to involve supporters. The fund for sports event broadcasting will be open to fighting discrimination so that athletic federations wanting to lead such projects are not unable to do so for financial reasons. Lastly, the government will take part in promoting the circulation of "citizen" tools created by sports federations (for example, the FFF tool), and support clubs' projects (CNDS-regional portion).
- ▶ **improve the knowledge of those involved in sports to help them better address racist and anti-Semitic acts that can happen in the sports world.** Update the legal guide on preventing and fighting anti-social behaviour, violence and discrimination in athletics. The latest one was published in February 2015. Extend the survey to include municipalities and municipal sports offices on the abuses in amateur sports to strengthen prevention and information in clubs.

**Objective: Mobilize culture against racism and anti-Semitism****ACTIONS**

- ▶ Build on the momentum of the dual diversity-equality label of the Ministry of Culture to questions all practices in the cultural sector. To this end: implement pro-active action involving communication campaigns, studies and statistics, collaboration with other stakeholders (CSA, Defender of Rights, etc.) to fight stereotypes; and take better account of diversity when hiring management staff of labelled structures, programming artistic teams, hiring mediation staff and their training.
- ▶ Study the creation of a “fighting racism and anti-Semitism” dimension when implementing the Passe-Culture (a culture pass for young people). Some 450 heritage structures identified as sites for fighting racism and anti-Semitism resources will thus become accessible.
- ▶ As part of the International Decade for People of African Descent (2015-2024), fighting against demeaning practices and promoting works of major authors of African descent. Mobilizing to this end the major public institutions (BNF) and the network of public libraries.
- ▶ With a view to cultural action organized at the government’s instigation during the Cultural Olympiad (2020-2024) and the Olympic Festival accompanying the Olympic Games from 21 June to 6 October 2024, make racism in the history of sports a focus of the artistic and cultural projects proposed.
- ▶ Develop the access of migrants to arts and culture and propose actions contributing to the evolution of the way our society sees migrants through artistic projects accessible to the general public based on the report that the Minister of Culture and Communication entrusted to Benjamin Stora.

**Objective: Boost visibility of the diversity in communication and media****ACTIONS**

- ▶ Raise the profile of awareness-raising actions on France Télévisions and Radio France stations during the Week of Education against Racism and Anti-Semitism.
- ▶ Sign agreements with journalism schools to introduce modules on fighting stereotypes and racist and anti-Semitic clichés. Support journalist associations engaged in promoting diversity.
- ▶ Strengthen the diversity image programme of the General Commission for Regional Equality (CGET) and the National Centre for Cinematography and Motion Pictures (CNC) aiming to support film, television and radio works furthering visible diversity and its perception.

**Objective:** Amid the spread of populism and xenophobia in Europe, strengthen international and European cooperation and the sharing of best practices

## ACTIONS

- ▶ With the Ministry for Europe and Foreign Affairs and the National Consultative Commission on Human Rights, ensure a considerable echo at the 70th anniversary of the Universal Declaration of Human Rights signed in Paris on 10 December 1948. Disseminate knowledge of this fundamental text in schools and universities and among the general public.
- ▶ With the Organization for Security and Co-operation in Europe (OSCE), the Council of Europe and the European Commission, organize the identification and the dissemination of best practices to fight racism and anti-Semitism. Pursue programmes that compare national legislation and identify best practices (PRINT programme).
- ▶ Following the example of bilateral meetings between France and Israel, organize trilateral meetings with the future commissioner to combat anti-Semitism in Germany who is currently being appointed and the director of the UK Cross-Government Hate Crime Programme.
- ▶ With the DIHAL, support association actions at the European/national level to fight stereotypes from which Roma people suffer.
- ▶ Continue the work under way with OSCE on preventing and fighting hate crimes with regard to migrants. Prefects could launch a call for DILCRAH racism and anti-Semitism projects.

## EVALUATION

As with the 2015-2017 interministerial plan, this three-year plan will be subject to an independent evaluation by the National Consultative Commission on Human Rights and the government inspection teams. A progress report will be drawn up 18 months after the start of the plan.



# **National Plan Against Racism and Anti-Semitism (2018-2020)**