

Newsletter 1 | 2016 Newsletter 1 | 2016 Newsletter 1 | 2016 Newsletter 1 | 2016 Newsletter 1 | 2016

Observatory for Sociopolitical Developments in Europe

Preventing Islamist radicalisation of youth

Editorial

by Lena Reinschmidt, Observatory for Sociopolitical Developments in Europe

What can nations do to prevent Islamic extremism among young people and to protect pluralism in our European societies? The relevance and currency of this issue has again increased, most recently as a result of the terror attacks in Paris last year. In the search for answers, attention is increasingly being focussed on holistic prevention approaches which also incorporate the fight against Islamophobia and discrimination against Muslims. The background to these types of political approach is the notion that experiencing marginalisation and feelings of being devalued contributes and reinforces radicalisation processes among young people. The present newsletter addresses this issue from a European perspective. In December, the Observatory organised an expert discussion on this subject involving experts from countries including Austria, France, Germany and the Netherlands. The expert discussion was conducted with the support of the German Federal Ministry for Family Affairs, Senior Citizens, Women and Youth.

In the introductory article, read more about why, according to the latest academic findings, young people are becoming radicalised and what can be done to successfully counteract this. The article from the German Federal Ministry for Family Affairs provides more information about the political efforts made in Germany to prevent radicalisation among young people and to tackle Islamophobia and discrimination against Muslims. We have also presented the political approach adopted by France in this area. The comparison with the French policy is particularly interesting because French political understanding is characterised by the principle of the separation of religion and state. This is reflected in a different way of approaching the issue when compared to the approach taken in Germany. The newsletter also introduces two key European players - the Radicalisation Awareness Network and the European Network against Racism - and their work in this area. You will also discover more about the extensive experience of the Institute for Social Work and Social Education in the area of combating extremism and promoting democracy. Finally, we will provide you with information about current projects and about the work being undertaken by the Observatory for Sociopolitical Developments in Europe.

In December, the Observatory organised an expert discussion on this subject involving experts from countries including Austria, France, Germany and the Netherlands. For further information about the event go to http://www.sociopoliticalobservatory.eu; Contact: Lena Reinschmidt lena.reinschmidt@iss-ffm.de

Contents

Editorial 1

Federal programme "Live Democracy! Active against right-wing extremism, violence and hate"... 2

Infobox

1. The Radica	al	is	at	ic	on	ı A	٩v	va	ar	eı	ne	es	s			
Network .	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	5

- 2. The work of ENAR 6
- 3. Institute for Social Work and Social Education (ISS). 7

Right-wing populism and salafi polarisation - open societies in an interplay of hate ideologies 8
News from the Observatory 10
Current themes
Publishing information 10



Federal programme "Live Democracy! Active against right-wing extremism, violence and hate"

An article by Nilden Vardar of the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth

As part of the federal programme "Live Democracy! Active against right-wing extremism, violence and hate", the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ) is supporting a range of measures, associations and projects devoted to democracy and diversity and working to counteract right-wing extremism and group-related hate.

When funding for this federal support programme was increased on 1 January 2015, prevention of radicalisation from Islamism and anti-Semitism was added as an additional programme focus. "Live Democracy!" approaches these issues from the bias of youth policy and aims to involve and promote local stakeholders in order to strengthen civil society structures. The federal programme operates at a range of different levels, taking into account municipal, regional and national dimensions in addressing the tasks involved.

The programme area entitled "Partnerships for Democracy" has been created to reinforce democracy work at local level. The aim is to create specialist and coordination offices that can work together with civil society to develop action strategies for municipalities. Local projects and municipal initiatives receive funding from an action and initiative fund. In addition to this, youth forums and youth funds support the involvement, commitment and self-efficacy of young people. So far, 218 "Partnerships for Democracy" are being assisted nationally in this programme area, some of them urban, others in rural districts or municipal agglomerations. More partnerships will be created when the budget for the federal programme in increased once again by a further € 10 million in 2016.

A second programme area, the "Democracy Centres", has been designed to improve existing advisory services in all 16 federal states. The Democracy Centres at state level provide financing for victims' counselling services, mobile counselling teams against right-wing extremism and exit-assistance services designed to help people move away from rightwing extremism. The advice networks incorporate experts from the government sector and civil society institutions. Here also, work against violent Islamism is being supported with additional funds in selected federal states. In view of current right-wing populist tendencies and violent attacks in connection with the arrival of refugees, mobile counselling against right-wing extremism is also receiving further support.

For the first time, the federal programme will also be supporting a selection of nongovernmental organisations working nationally for democracy and diversity and against right-wing extremism, violence and hate phenomena with funding for the structural development of these nationwide NGOs. In addition to supporting the development of civil-society structures, this funding is intended to ensure that prevention work related to all phenomena covered in the federal programme can be continued. This way, the federal government is fulfilling its express mandate of the NSU commission of enquiry for the continuation of prevention work.

By supporting pilot projects in the areas of right-wing extremism and group-related hate, "Live Democracy!" hopes to develop and test innovative approaches to counteract anti-Semitism, Islamophobia and discrimination against Muslims, anti-Gypsyism, homophobia and transphobia. The principle aim is the further development of preventative pedagogical approaches in child and youth work. Pilot projects for strengthening democracy in rural areas will also be supported. In view of the increasing Islamophobic sentiment in the context of refugee migration, work against Islamophobia and discrimination against Muslims is also increasing in importance. There are therefore fourteen pilot projects currently receiving support in the area of Islamophobia and discrimination against Muslims. In light of current developments, the themes of racism and early prevention are being added to this area of the programme – also made possible as a result of the current increase in funds.





An additional focus of the pilot projects addresses the prevention of radicalisation in the areas of right-wing extremism, Islamic extremism as well as left-wing militancy. The intention here is to further develop existing approaches and to test new approaches to promote democracy. Of the 46 "radicalisation prevention" pilot projects, 29 are devoted to combating Islamism.

The federal programme "Live Democracy!" relies on holistic and scientifically proven prevention methods; its work is very well coordinated and networked at a local, regional, state, national and international level as well as among all the relevant stakeholders. The holistic view also means that interaction between different phenomena are taken into account. For example, personal experiences of discrimination and loss of dignity, together with Islamophobia and discrimination against Muslims, may be factors which strengthen radicalisation tendencies in the areas of Islamic extremism. These are therefore also phenomena that need to be counteracted firmly.

The federal programme hopes to achieve prevention by focussing on available potential in an effort to avoid stigmatisation. In the area of Islamic radicalisation in particular, but not exclusively, it is important to involve Muslim communities and stakeholders as partners and to strengthen their participation in society as a whole.

All the programme areas of "Live Democracy!" rely heavily on networking and on the interaction of all measures and stakeholders in order to achieve synergy effects. It is also particularly important to seek networking and an exchange of ideas in international debates in the area of radicalisation prevention, and in doing so to strengthen youth policy and political involvement. In was in this context that the European expert discussion on the "Prevention of Islamic extremism among young people and the role of combating Islamophobia and discrimination against Muslims" took place in Brussels on 10 and 11 December 2016.

All areas of the programme and projects as well as the federal programme as a whole receive academic support and are evaluated by the German Youth Institute. A huge need for empirical research and academic insight still exists, in particular, in the comparatively new phenomenon of Islamic extremism. For this reason, support is being given to a range of studies which will help to further develop these programme areas.

Prevention of Islamist radicalisation in young people and combating discrimination against Muslims and The French experience

An article by Florence Beclier, Interdepartmental Delegation for Combating Racism and anti-Semitism

The prevention of extreme Islamist radicalisation was a priority for the French Government even before the attacks which rocked France in 2015. In fact, faced with the growing number of young French people leaving the country for Iraq and Syria, an action plan to combat extreme radicalisation was in place in 2014. This plan includes an important preventative element. However, the French approach is characterised by its universalist approach. In the measures, no distinction is made as regards a person's origin or religion (real or supposed). Even if the question of the prevention and detection of radicalisation among worshippers has been raised during dialogue with Muslim institutions, the profile of the people who have left France shows that all levels of society are affected and not just Muslims. This universalist approach can be found in the fight against racism and discrimination. In fact, there is no measure aimed specifically at young people of Muslim origin. Measures instead address the question of stereotyping in an overall manner.



1. The plan to combat extreme radicalisation

On 23 April 2014, the government announced the implementation of a plan to combat extreme radicalisation, with the emphasis predominantly on prevention.

• The platform for reporting

A national hotline was set up. This allows anyone who is worried or concerned about the possible indoctrination of anyone close to them to have a conversation to establish an expert opinion. They are then advised on suitable measures to take and are directed to the relevant local services trained to help them.

Reports causing serious concern (about 4,300 to date) are subject to an investigation at departmental level by a multidisciplinary committee comprising representatives from the police and justice services, as well as child protection services. The emphasis is placed on the protection of minors. They are considered as vulnerable children, allowing them to benefit from judicial protection measures.

• The engagement of schools

Since January 2015, the Ministry of National Education has put in place eleven measures¹ focusing on secularism and the communication of the values of the Republic (citizenship, a culture of engagement, combating inequality, and social diversity). A citizenship education programme has been implemented for all students in primary through to college education (6 to 18 years) centred primarily on the teaching of civics and ethics, and media and information technology awareness.

In this respect, the period of reflection which followed the attacks on 13 November 2015 received specific attention in schools. The Ministry of National Education made documents and tools available to teachers which were adapted to the age of their pupils and covered how to deal with this period and the subject of the attacks.² This foresight and the broad dissemination of these tools allowed some discussions and moments of reflection to take place in a context of listening and respect, and to mobilise the defence of the values of the Republic.

• The training of prevention personnel

An important programme for the training of prevention personnel has been implemented. This undertaking involves several ministries: Interior, Justice, National Education, Family, Health, Urban Affairs and Youth. This prevention programme is targeted at prefects and members of departmental units, police, magistrates, chief education officers, social workers, associated networks, etc. Specific training on the legal protection of young persons for educators responsible for young people in difficulty and under the umbrella of the law has also been implemented.

Combating jihadist discourse on the Internet

The law passed on 13 November 2014 gave administrative bodies the option of asking Internet service providers to block access to sites inciting or promoting acts of terrorism using the system already in place for child pornography sites. The administrative authority asks content and service providers and hosts to remove illegal content. It informs Internet providers of this request. If the content is not removed within 24 hours, the administrative body notifies the Internet provider of the offending email addresses in order for these to be blocked immediately. The regularity of these requests is monitored by an independent authority.

A meeting which took place in April 2015 between the Ministry of the Interior and the main international Internet providers enabled the implementation of best practice in this area.

This focus on combating jihad-related propaganda on the Internet is a result of understanding how young French people become radicalised. This growing awareness is not just limited to jihad-related propaganda. In fact, combating the flood of hate on the Internet is a priority in the national plan to combat racism and anti-Semitism.



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    Http://www.education.gouv.fr/cid85644/
eleven-measures-for-a-major-engagement-
of-school-in-the-values-of-the-Republic.html
    http://ducsol.ducation.gr/cid65270/
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P. Http://eduscol.education.fr/cid95370/ skills-to-foster-conversation-with-studentsafter-the-terrorist-attacks in-ile-de-france.html

2. An ambitious plan to combat racism and anti-Semitism

On 17 April 2015, Manuel Valls, the Prime Minister, announced a national plan to combat racism and anti-Semitism.³ This plan, to which \in 100 million has been allocated over three years, focuses on three primary areas.

- Education: the return to teaching civics and ethics in school allows teachers to revisit the founding principles of the Republic, including the principle of equality and non-discrimination.
- Mobilising society and the response: communication campaigns have been implemented, local policies to combat racism have been boosted in order to strengthen regionally-based actions.
- Punishment for acts of racism and racist comments has been strengthened. Increased resources have been granted for the detection and suppression of the flood of hate on the Internet. Alternative sanctions to prosecution have been developed (citizenship programmes).

The policy to combat discrimination has also been boosted. However, no policy has been adopted based on the cultural origin of the population. The question of discrimination rests with a social approach, and not a cultural or religious one (school, housing, police relations, etc.) with the aim of promoting social diversity.

However, the government does not disregard the specific difficulties that can be faced by Muslims. The government has therefore put in place a platform for dialogue to raise questions of security and of worship in particular.

Infobox 1: The Radicalisation Awareness Network

The Radicalisation Awareness Network (RAN) was established by the European Commission in 2011. Its main goals are the exchange of practices and knowledge and policy advice on radicalisation leading to violent to extremism. The focus within RAN is on the practitioners and community level, so the grass root level of the European Community.

Working groups are shaped around subjects or professions. Current working groups are: Police and Law Enforcement, Communication and Narratives, Health and Social Care, Local Authorities, Prison and Probation, Victims of Terrorism, Youth Families and Communities, Exit and Education. Relevant practitioners, being it experts who are specialized in the field or people who have to deal with radicalisation as part of their job are meeting here. Practices that are presented and discussed here fuel in to the "Collection of practices" which can be found online.

RAN is also providing support for Member States by giving policy advice (for example on a national strategy of countering violent extremism), training the trainers on radicalisation awareness, and running workshops for policy-makers.

In October 2015 RAN was enlarged, and its name was changed to RAN Centre of Excellence. New activities are:

- The involvement of the academics: annual meeting and report on current research and production of a gap analysis between demands of practitioners and the academic supply that fuels into European tenders for research.
- For better dissemination of RAN expertise and for cross-fertilisation contact with relevant other networks (national, European and global) will be established.
- Support and cooperation with third countries (non EU) notably the Western Balkans and the Mediterranean area.
- Study visits and
- thematic events for practitioners, f.e. on help lines or prison regimes.

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Infobox 2: The work of ENAR

EENAR is the only pan-European anti-racist network that combines advocacy for equality and facilitating cooperation among civil society anti-racist actors in Europe. The organisation was set up in 1998 by grassroots activists on a mission to achieve legal changes at European level and make decisive progress towards racial equality in all EU Member States.

ENAR currently has more than 100 member organisations in Europe. Together, we work to achieve full equality, solidarity and well-being for all in Europe. We combat racism and discrimination based on colour, ethnicity, national origin, nationality, religion, culture, language or legal status. Unequal treatment in access to employment, health, housing, education and services, as well as physical and verbal violence are the main problems we tackle.

Islamophobia is one of the specific forms of racism that we intend to see politically recognised and countered. Muslims in Europe (and those perceived as such) suffer from specific and complex forms of institutional and social exclusion, with harsh consequences on the physical, psychological and economic situation of individuals.

ENAR advocates for European institutions and national authorities to address the roots of Islamophobia by means of targeted strategies and measures and of long-term social investment, for example in education, housing, employment and health policies, to stop the massive disenfranchisement of sizeable parts of the population.

It is crucial for ENAR to separate the topic of radicalisation from the issue of Islamophobia and how to tackle it. In our experience, the idea of addressing them jointly can lead to a stronger focus on prevention of radicalisation, lowering the level of priority given to tackling stigmatisation of Muslims in our societies. Some stakeholders also tend to justify Islamophobia by the fact that a minority of people identifying themselves as Muslims are terrorists. Islamophobia needs to be understood as both a factor that could lead to radicalisation and the consequence of counter-terrorism measures.

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Infobox 3: Institute for Social Work and Social Education (ISS)

More than twenty years of experience in competence development, in academic support and evaluation of programmes, and in measures for the prevention of right-wing extremism and for the promotion of democracy

Increasing attacks on refugees and a range of attempts to mobilise the mainstream middle class against further immigration show quite clearly that the prevention of right-wing extremism, racism and hostility to others is still of considerable importance. At the same time, the decision by young people across Europe to travel to so-called Islamic State conflict areas serves to illustrate the danger of Islamic radicalisation of young people.

Academic findings so far show that insights gained from the prevention of rightwing extremism may in part also be used for the prevention of Islamic extremism. As a practical research Institute, the ISS has more than twenty years of experience in competence development, academic support and evaluation of programmes and in measures for the prevention of right-wing extremism and for the promotion of democracy. The Institute is able to bring this to bear at the interface of science and social work with regard to new radicalisation tendencies.

So, for example, the ISS in Frankfurt on the Main evaluates the effectiveness, quality of democracy and sustainability of local action strategies of over 200 municipalities. This is now in its tenth year. Theoretically-based survey instruments, tried and tested empirically over many years, are used as part of a mixed design method and this succeeds in providing impetus for continued development of practise in the relevant area and on the basis of a reliable set of data.

In addition to the partnerships for democracy, the ISS Frankfurt on the Main has also evaluated mobile counselling approaches as well as Thuringian "Federal state programme for democracy, tolerance and openness". From 2013 to 2015, the federal state of North-Rhine-Westphalia received advice on the development of an integrated concept for action against right-wing extremism and racism. In this, particular emphasis was given to collaboration between government sectors and civil society stakeholders.

Besides proven expertise in competence development and impact evaluation, the Institute also has extensive experience in curriculum development and in the evaluation of relevant advanced and continuing education and training formats in this area of activity. For example, the ISS Frankfurt am Main implemented education controlling for advanced and continuing education and training in the areas of preventative pedagogical work with young people at risk of being exposed to rightwing influences. The Institute currently engaged in evaluating continuing education and training provision for the coordinators of the partnerships for democracy. In this case, a feature of the approach is again the analysis of the sustained learning effect of "on-the-job".

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Right-wing populism and salafi polarisation - open societies in an interplay of hate ideologies

An article by Dr. Marwan Abou Taam, Islam and Political Scientist and Academic Expert to the Office of Criminal Investigation Rhineland-Palatinate

Hatred is a central motivation of extremist arguments. In the majority of cases it is addressed against those people who are declared as being foreign. These "foreign" people are considered a threat to the existence, or to the existence of their own group. Race, religion, ethnic affiliation, but also sexual orientation and physical disabilities, are often the criteria superficially given as the cause. The populist, knee-jerk rejection is also aimed against subjects which are attributed to certain groups or title bearers. They do not end with the death of the opponent, as can be seen by the destruction of Jewish graves. The "foreigners" and all their symbols are seen to always and everywhere pose an existential danger.

Foreignness, in the sense of the unfamiliar and the unknown, is determined in the context of criminal hatred acts as exclusion criteria, it (foreignness) is "the" sign of non-affiliation. This non-affiliation is a negative definition of an own collective that seeks to consolidate in circles concerned with xenophobic attitudes. Cognitive beliefs about the reality of life of the supposed "foreigner" are usually the key cause of hostility, which is not necessarily based on prejudices, but is reinforced and reproduced by violent rituals. Experience with the "other" soft narratives try to find the resonances from past events and/or in folk-tales. The behaviour to "foreigners" is ideologically determined and characterised by detachment. Here, the preference for undifferentiated political attitudes can be observed in the different groups.

Hatred feeds from ideologies that specify the basic philosophical possibilities and preach identity-defining beliefs. The dualistic view of the world and the missing ability to be reflective, are central features of offenders acting with politically motivated hatred.

In addition to violence are the followers that support such discriminatory ideologies. They effectively advocate social power and violence relationships with people, that are in fact very emotional charged and very weak - in terms of their own identity. The structural, social and cultural devaluation of their opponents is their only chance for appreciation. Xenophobic hostility are claims of warrant for their own collective. They express fears in a way so that one cannot respond to the reason of the argument.

Current discussions on demography, education and other relevant socio-political crises places light on the "foreigner". The many different identities of modern society are becoming less harmonious due to their competing variety and ambiguity. Some people cannot handle it when an identity is formed by repressive write-ups. They tend to identify themselves in contradistinction to the foreigner. Skin colour, ethnic origin or the "foreigner's" religion determines the list of attributes. So, the body acts as a surface of regulative discourses. Absurdly, the hated foreigner receives the most central function of ideological self-appreciation. Therefore, it is to assume that the "foreigner", being modern, will play an important role in the constant confrontation. His exclusion seems to be the necessary fixed condition of self-definition. So, a gap in the field of symbolisation of the political is therefore discovered in the complexity of the globally networked identity-bargaining systems, which reacts with populism as a conflict strategy in identity politics. Populism, a kind of anarchic shadow of globalisation, looks to xenophobia and the consolidation of prejudice and lines of conflict, to constitute a globally penetrating folk ideology. This allows emotions to be bound and the gaining of more support. However, xenophobia is a symptom of a deeper identity conflict. The "foreigner" must be destroyed by means of a fascist nationalist ideology. A similarity is found within the radical Islamist ideology. There, the destruction of non-believers as the quintessence of evil is promoted.



The socio-cultural process of modernisation has increased in speed over the last few decades. More options for action arose from for the individual, at least in theory. The other side of this coin is that leeway in opportunity is at the same time perceived as a threat, where the reaction is an unsettling effect of the social construction of unambiguous exclusion. That is even more the case the further citizens fall into the minority. If ones doesn't find oneself again during the transformation process, the one searches for collective unambiguous bonds which in a way, provide security in the collective. The dualism, differentiation is superfluous. The more complex the world, the simpler the interpretation must be. The deeply inhumane core of hate ideologies is that people be understood, not as individuals with a personality that is always evolving, but frowned upon as eternal prisoners an "inferior" collective. They are held responsible for any negative behaviour of a suspected member of their alleged group. They are also condemned, abused and punished for historical and even for future alleged undesirable developments. Any possibility of development beyond associated collective attributions will be stripped from the individual. This ostracism is all the more dangerous the more it becomes "pseudo intellectual". If the selectivity of the argument becomes a confirmed prejudice, then larger social circles are reached.

The own collective affiliations of hate protagonists are a logical consequence in that they do not generate moral identity through self-respect. Here, diverse structures take effect, which look for abstraction in utopia. This is how one gets their value through affiliation in a national and/or religious group. The collective determines one's identity, where the continuation of its existence is more important than the individual's needs. Ultimately, the collective defines the needs of its affiliates along an identity-forming illusion, which is experienced by the individual as true. The permanent threat posed by "foreign groups" is an important constitutive element of such a collectivist identity. Here, the importance of violence is manifested as an acceptance of an absolute value, where one is willing to sacrifice one's own or foreign life. When identity is constructed not only through self-reference, but through the confrontation with the "other", then the "foreigner" is most certainly the most important "other". This confrontation facilitates not only the formation of one's own identity - it also contributes to the formation of the identity of the supposed "other". The ideology of hatred makes sense under such conditions through the acts of violence. However, the desire to destroy the others masks the fragility of their own identity. Violence seems to have held a fascination, which causes silence, whereby the missing reflexive self-reference is meant, because here the creation of a purpose occurs with an arrogant claim of dominance. Groups defined as enemies are a danger. Their physical destruction is the only conceivable solution. The "foreigner" provokes, and if he is not recognisable as such, he is stigmatised.

News from the Observatory

The Observatory analyses socio-political developments at a European level and their impact on Germany. To this end, it prepares mainly comparative European analyses, monitors European policy developments and organises international events. The aim is to facilitate networking between stakeholders, to promote communication and to encourage mutual learning.

Current themes

Family and reconciliation: The Observatory published a working paper in January evaluating the Rainbow Europe Index 2015 which looks at **rights of LGBTI**. The working paper findings include areas for improvement for Germany in the European comparison. An expertise examining the EU's legislative developments for the recognition of LGBTI and the most relevant problems by which they are confronted at their arrival in Europe has been recently published in our homepage.

Gender equality: The **Regulation of Prostitution** represents another focus of the work in 2015. For this purpose, an overview of regulation models in Europe and a comparable study of regulation approaches in Austria, the Netherlands and Switzerland has been created. In addition, brief overviews about the legal situation in Belgium, Czech Republic, Bulgaria and Romania are available on our homepage.

Social Services in Europe: The Observatory teams are currently dealing with the issue of "Migration of nursing staff from the Visegrad states". Building on the work of the Observatory regarding nursing training in Europe, the study is concerned with migration flows of nurses and carers, the potential this brings, and the possible impacts on the care sector in Germany and on the care sectors in the countries of origin. The results of this are expected to be available in mid-2016.

Social Services in Europe: In the key topic area of social services, the Observatory has also prepared a comparative analysis looking into **Muslim social services in Europe**. Developments in Austria and Netherlands were researched for this purpose, and government measures for supporting religious and culturally sensitive social services were analysed. In April, the Observatory organised a comparative expert discussion for Europe, documentation will be published in our homepage in May.

Gender equality: In the coming months, the Observatory will also address the political participation of women in Europe and the protection of women from discrimination in the judicial sector.

All Observatory work results are available here: http://www.sociopolitical-observatory.eu/en/publications.html

Further information and registration for our newsletter is available on our website: http://www.sociopolitical-observatory.eu/en

New employees: The Observatory team has some new additions. Nele Reich and Katrin Lange have joined the team as research officers. Jessica Schon provides support as team assistant.

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