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Handbook for the practical use of the IHRA Working Definition of Antisemitism

In cooperation with:



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REMEMBRANCE
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Table of Contents



- Contributors 4

- 1. Introduction 5

- 2. The non-legally binding IHRA Working Definition of Antisemitism 8

- 3. Good practices for use of the IHRA Working Definition of Antisemitism . . 17
 - 3.1 Law enforcement 20
 - 3.2 The judiciary 24
 - 3.3 Education and educational institutions 27
 - 3.4 Funding by governments and international actors. 30
 - 3.5 Civil society. 33

- 4. Good practice checklist. 36

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I.

Introduction



The non-legally binding International Holocaust Remembrance Alliance working definition of antisemitism¹ (hereinafter referred to as the IHRA Working Definition of Antisemitism) has become a widely used definition of antisemitism across the world. Since its adoption by the International Holocaust Remembrance Alliance in 2016 to guide the IHRA in its work, dozens of countries, cities, government institutions, universities, civil society organisations and sport clubs have used the definition as a resource in projects that seek to educate on the ways that antisemitism appears, as well as for initiatives focused on recognising and countering manifestations of antisemitism.

Increased use of the definition created the need for guidance and an exchange of practices. This document, commissioned by the European Commission and published jointly with the International Holocaust Remembrance Alliance, with support from the German Presidency of the Council of the European Union, should serve as a practical handbook for the use of the IHRA Working Definition of Antisemitism, by bringing together good practices that are already being employed across Europe.

The purpose of this guidance is:

- to present the IHRA Working Definition of Antisemitism, along with guiding examples, and to relate these to the contexts of real-world antisemitic incidents and crimes;
- to illustrate good practices in the application of the IHRA Working Definition of Antisemitism and
- to offer a checklist for using the IHRA Working Definition of Antisemitism across different policy areas.

Since the adoption of the non-legally binding Working Definition of Antisemitism by the Plenary of the International Holocaust Remembrance Alliance (IHRA) on 26 May 2016, EU institutions and Member States have increasingly made use of the definition.² The European Commission began to use it in January 2017 and the European Parliament adopted the IHRA Working Definition of Antisemitism on 1 June 2017 in its resolution on combatting antisemitism.³ On 6 December 2018, EU Member States unanimously adopted the Council Declaration on the fight against antisemitism and the development of a common security approach to better protect Jewish communities and institutions in Europe, in which the Council “calls on the Member States that have not done so yet to endorse the non-legally binding working definition of antisemitism employed by the International Holocaust Remembrance Alliance (IHRA) as a useful guidance tool in education and training, including for law enforcement authorities in their efforts to identify and investigate antisemitic attacks more efficiently and effectively”.⁴

The call on EU Member States to use the IHRA Working Definition of Antisemitism was reiterated in the “Council Declaration on mainstreaming the fight against antisemitism across policy-areas” adopted under the German Presidency of the Council of the European Union on 2 December 2020.⁵

*The European Union Agency for Fundamental Rights (FRA) has begun collecting information from EU Member States on how national, regional and local authorities use or intend to use the IHRA Working Definition of Antisemitism, for its annual reports on Antisemitism – Overview of data available in the European Union.*⁶

Application of the Working Definition

Entities that have adopted, endorsed, applied or taken note of the IHRA Working Definition of Antisemitism include parliaments, governments, federal and state ministries, municipalities, city councils, law enforcement agencies, the judiciary, educational institutions, universities, civil society organisations and Jewish community security organisations.

In federal states such as Germany or Belgium, the IHRA Working Definition of Antisemitism may be adopted and applied differently and separately at sub-state level. Application of the IHRA Working Definition of Antisemitism may be considered by inter-ministerial working groups and included in national action plans; antisemitism commissioners or advisors on antisemitism may coordinate its use. Several countries report that its use is currently under consideration by inter-ministerial committees.

Others state that it is included in handbooks published by education ministries.

The IHRA Working Definition of Antisemitism is being used:

- **to train** police officers, prosecutors, judges, educators, state employees and human rights monitoring bodies to identify and track various manifestations of antisemitism;
- **to categorize** antisemitic incidents, as collected by police officers, interior and justice ministries, civil society organisations, hate crime monitoring bodies and academics;
- **to support decision-making processes** by states, human rights monitoring organisations, law enforcement agencies, the judiciary, municipal governments, educators, civil society organisations and Jewish communities;
- **to identify aspects of antisemitism** in court hearings, prosecutor actions, police recording, investigations and hate crime statistics and
- **to help direct** funding to civil society organisations and human rights organisations.

Important

Implementation has occurred through a combination of:

- adoption by the head of state, parliament and government, or a combination of these;
- public endorsement via the media;
- public acceptance by major political parties or inter-party legislative action and inclusion in training programmes or guidance manuals for police officers, prosecutors and the judiciary;
- documentation in publicly available sources, to enable its use as a reference.

The IHRA Working Definition of Antisemitism is **not legally binding**. One country, Romania, adopted a law directed at limiting promotion of antisemitic ideas, distribution and dissemination of antisemitic materials, as well as initiation and creation of any organisation with an antisemitic character. The piece of legislation was based on the IHRA Working Definition of Antisemitism, although Romania was not required to do so. Others have acknowledged its use in government and/or inter-ministerial cabinet meetings; in some cases, the head of state has asked the country's ministers to clarify its potential implementation. Others states intend to include it in their national action plans to combat antisemitism.

II.

The non-legally binding IHRA Working Definition of Antisemitism



This section introduces the IHRA Working Definition of Antisemitism, its guiding examples, and relates them to the contexts of documented antisemitic incidents and crimes.

At its core, the IHRA Working Definition of Antisemitism describes antisemitism as “a certain perception of Jews, which may be expressed as hatred toward Jews. Rhetorical and physical manifestations of antisemitism are directed toward Jewish or non-Jewish individuals and/or their property, toward Jewish community institutions and religious facilities.”

To provide a better understanding of antisemitism, the IHRA Working Definition of Antisemitism includes eleven examples of how antisemitism can manifest itself. Such manifestations can emerge in various contexts, including in public life, the media, schools, the workplace and the religious sphere. This is why it is important to bear in mind the context in which antisemitism might appear.

The IHRA Working Definition notes that “**overall context**” must be “**taken into account**” and that antisemitism is “**not limited**” to the examples given. It furthermore states that the “**examples may serve as illustrations**” to “**guide IHRA in its work,**” and points to the practical utility of the definition.

After presenting IHRA’s examples, this handbook provides a set of documented incidents of antisemitism in order to illustrate some of the ways in which such examples may occur. The selected incidents are not necessarily indicative of the prevalence of antisemitism in any given country at any given time. Rather, they were chosen to represent the broad spectrum of manifestations of antisemitism as laid down in the IHRA Working Definition of Antisemitism and exemplify the dimensions of antisemitism.

The IHRA Working Definition of Antisemitism states clearly that “Antisemitic acts are criminal when they are so defined by law.”

It is important to note that not all incidents cross criminal thresholds. Whether they are defined as a crime depends on the specific country’s legislation.

At EU level, Council Framework Decision 2008/913/JHA⁷ of 2008 defines a common criminal law approach to racist and xenophobic hate speech and hate crimes, including antisemitism. The Framework Decision sets out the obligation for Member States to penalise public incitement to violence or hatred directed against a group of persons or a member of such a group defined by race, colour, religion, descent or national or ethnic origin, as well as public condoning of gross trivialisation or denial of the Holocaust.

Furthermore, Member States must ensure that, for any other crime, racist and xenophobic motivation, including antisemitic motivation, is considered an aggravating circumstance or can be taken into consideration by the courts when determining penalties. In 2014, the European Commission issued a report on the status of implementation of the Framework Decision⁸ in EU Member States and provided a guidance note on the practical application of the Framework Decision in 2018 to support Member States.⁹

The European Commission pays particular attention to ensuring that the transposition of the Framework Decision fully respects all fundamental rights as enshrined in the Charter of Fundamental Rights of the EU.

The case law of the European Court of Human Rights (ECHR) has defined the border between freedom of expression and those expressions that can legitimately be restricted. It has clarified that protection of this right is applicable not only to ‘information’ or ‘ideas’ that are favourably received or regarded as inoffensive or as a matter of indifference, but also to those that offend, shock or disturb the State or any sector of the population.¹⁰ On the other hand, the ECHR has considered it necessary to sanction or even prevent all forms of expression which spread, incite, promote or justify hatred based on intolerance, provided that any ‘formalities’, ‘conditions’, ‘restrictions’ or ‘penalties’ imposed are proportionate to the legitimate aim pursued.

The IHRA Working Definition of Antisemitism describes antisemitism as a **“certain perception of Jews,”** focusing on how others may perceive Jews rather than on the actions of Jews themselves. It states that this perception can be expressed as hatred. Such perceptions are at the core of antisemitic worldviews that have been passed from generation to generation, and which perpetuate antisemitic stereotypes that continue to resonate today.

The examples outlined in the definition demonstrate that antisemitic perceptions of Jews can involve specific actions, malignant attributions or accusations that Jews are somehow “other” that is, outside of a society or a culture.

As the IHRA definition states, **“Manifestations might include the targeting of the State of Israel, conceived as a Jewish collectivity. However, criticism of Israel similar to that levelled against any other country cannot be regarded as antisemitic. Antisemitism frequently charges Jews with conspiring to harm humanity, and it is often used to blame Jews for ‘why things go wrong.’ It is expressed in speech, writing, visual forms and action, and employs sinister stereotypes and negative character traits.”**

In certain forms of antisemitic expression, Israel may be used as a substitute for a conceived Jewish collectivity. Rather than “criticising” Israel as one might any other state, some forms of antisemitism express direct hatred exclusively against Israel or seek to apply double standards in criticising that country.¹¹ Often, this manifests through the use of antisemitic tropes.

A statement or action is antisemitic if it targets Jews, Jewish institutions, persons and institutions perceived as Jewish, or entities seen as allied with Jews. It is antisemitic to hold Jews responsible for social problems, conflicts and crises that do not result from the behaviour of Jews but are only perceived as being associated with them. Antisemitism can also manifest itself as hatred against Israel as the “collective Jew” in the context of real or alleged behaviour.

To illustrate each example found in the IHRA Working Definition of Antisemitism, this handbook includes sourced incidents of antisemitism in Europe.

Example 1

“Calling for, aiding, or justifying the killing or harming of Jews in the name of a radical ideology or an extremist view of religion.”

Not only is it antisemitic to inflict bodily harm on Jews or those perceived as Jews; it is also antisemitic to encourage, call for, and abet such behaviour. Such acts may have political, ideological or religious motivations.

Antisemitic incidents:

Antwerp (Belgium), November 2018: A car appeared to deliberately target a recognisably Orthodox Jewish man and his son, crossing the cycling path and the pavement. The driver was subsequently apprehended, tried and convicted by the Antwerp Criminal Court, which noted the antisemitic motivation of the driver.

► **Source:** antisemitisme.be, <http://www.antisemitisme.be/wp-content/uploads/2019/04/Rapport-2018-VF-Version-1.3-online.pdf>

Vienna (Austria), December 2019: A man insulted two 15-year-olds wearing kippot at an underground station. The man shouted “S***ß Juden” (“f*****g Jews”), “S*****e S*****e” (“p***d s***t”). As the teenagers started to walk away from the station, the man threatened them again: “I will kill you when I see you again.”

► **Source:** Jewish Community of Vienna, <https://www.ikg-wien.at/wp-content/uploads/2020/05/ab2019down.pdf>

Example 2

“Making mendacious, dehumanizing, or stereotypical allegations about Jews as such or the power of Jews as collective such as, especially but not exclusively, the myth about a world Jewish conspiracy or of Jews controlling the media, economy, government or other societal institutions.”

Antisemitic expressions often ascribe to Jews irremediable character traits. Such stereotypes are often connected with conspiratorial worldviews and belief systems that perceive Jews as a collective that seeks control. Often, this manifests through the use of images, such those of an octopus or a spider that spans the world. Other attributions may compare Jews to vermin, animals or infestations. Such imagery includes “the Jew pig” (“Judensau”) or depictions of Jews as “rats” or “insects”. At the same time, Jews are portrayed as trying to gain power over capital, banking, the media and politics. These conspiracy-inspired images were first mentioned in the early twentieth century forgery, “The Protocols of the Elders of Zion,” a publication that has since been popularised widely.

Antisemitic incidents:

Prague (Czech Republic), October 2018: The private Business School of Finance and Administration planned a series of lectures on “Secret Societies,”

including one on “The Elders of Zion”. The lecture was cancelled. The course notes called the notorious forgery an “expression of the programme of Jewry [to destroy] all non-Jewish peoples and states without exception. ... [It] is being implemented step by step and according to Jewish opinion is approaching completion.”

► **Sources:** Federation of Jewish communities, Czech Republic, <https://www.fzo.cz/wp-content/uploads/Annual-Report-on-Manifestations-of-Antisemitism-in-the-Czech-Republic-2018.pdf>

Aalst (Belgium), February 2020: Despite repeated condemnations from European governments, international organisations, and the European Commission, the Carnival in Aalst allowed parade floats that made use of antisemitic caricatures, including figures of Jews with hooked noses or as insects. Earlier, in 2019, the Carnival lost its status on the UNESCO Heritage List for engaging in classical antisemitic imagery.

► **Source:** euractiv.com, <https://www.euractiv.com/section/future-eu/news/eu-castigates-aalst-carnival-parade-for-anti-semitism/>

Example 3

“Accusing Jews as a people of being responsible for real or imagined wrongdoing committed by a single Jewish person or group, or even for acts committed by non-Jews.”

Some expressions of antisemitism blame Jews as individuals or as a group for perceived incidents of misconduct, such as wars, terror attacks or the spreading of diseases. More often than not, these putative incidents are connected to conspiracy theories. Current forms include accusations that Jews are responsible for or benefit from the COVID-19 pandemic. These expressions harken back to Europe’s past, such as when Jews were held responsible for the Bubonic Plague. Another arena where Jews have been subject to recent blame is in debates surrounding the refugee crisis, where many antisemitic accusations were levelled at, among others, Georges Soros, the American philanthropist of Jewish-Hungarian heritage. According to these conspiracies, Jews are seeking to destroy Europe by encouraging large numbers of refugees. Some religion-based antisemitism continues to blame Jews for the death of Jesus and for poisoning wells in an attempt to kill Christians. This category may include the attribution of Jews’ roles in the creation and spread of communism or the slave trade.

Antisemitic incidents:

Bucharest (Romania), April 2020: A priest likened Jews to a virus in a filmed Easter greeting sent to national television stations, saying “The disciples of Jesus feared the Jews, and here in the bracket we should read: feared the virus.”

► **Source:** The Times of Israel, <https://www.timesofisrael.com/senior-priest-in-romania-accused-of-likening-jews-to-virus-in-easter-greeting/>

Online (Hungary), November 2020: A Hungarian official and museum director called Jewish Holocaust survivor George Soros the “liberal Führer” and accused Soros of turning Europe into a “gas chamber”. In this article, there are also themes consistent with classical antisemitism, such as claims that Soros controls people as if they were pawns on “a worldwide chessboard”. The next day, after an international uproar, the official retracted the article.

► **Source:** apnews.com, <https://apnews.com/article/budapest-george-soros-europe-hungary-europe-913b41d42319578a24d6daba50b7b0bb>

Example 4

“Denying the fact, scope, mechanisms (e.g. gas chambers) or intentionality of the genocide of the Jewish people at the hands of National Socialist Germany and its supporters during World War II (the Holocaust).”

The Nazi-led genocide of European Jewry led to the murder of approximately six million Jews. The Nazis used a variety of methods, such as gas chambers, mass shootings, forced labour and death marches to murder their victims. Antisemites often deny or grossly distort the actuality and intentionality of the Holocaust. Holocaust denial is a form of antisemitism that includes ignoring or discrediting evidence of the Holocaust. It can include myths that the Allies invented it after the war, or claims that it has been falsified for “Jewish advantage” or by “the Zionists”.

The majority of EU Member States have laws that penalise Holocaust denial. Holocaust denial is also addressed in the EU Framework Decision on combating racism and xenophobia. In a related document, the IHRA also utilises a Working Definition on Holocaust Denial and Distortion, which it made available in 2013. Holocaust distortion was the main focus of the German Chairmanship of the IHRA 2020.

Antisemitic incidents:

Media (Estonia), May 2017: The Estonian National Broadcasting Company quoted a candidate in Estonia's elections as saying: "We will decriminalise Holocaust denial and enter a correct teaching of the history of the Third Reich."

► **Source:** Jewish Telegraphic Agency, <https://www.jta.org/2017/06/02/global/estonian-politician-vows-to-legalize-holocaust-denial>

Online (Poland), June 2019. A Polish politician stated in a radio interview, "Defending the historical truth we will have to confront the Jewish myth of the Holocaust."

► **Source:** Radio WNet, <https://www.youtube.com/watch?v=bkYK1HkMLBg>

Example 5

"Accusing the Jews as a people, or Israel as a state, of inventing or exaggerating the Holocaust."

The accusation that Jews as a people or Israel as a state invented or exaggerated the Holocaust to serve their own purposes is another example of antisemitism. This form of antisemitism often relates to Holocaust denial or distortion as well as to other antisemitic conspiracy myths. Related to this are accusations that Jews bear responsibility for the Holocaust, which is a form of perpetrator-victim reversal that seeks to rationalise and justify antisemitism.

Antisemitic incidents:

Online (Denmark), May 2018: An individual sent an e-mail entitled "Holocaust is a giant lie!" to individual scholars and the entire Danish Parliament. The man, who had been expelled from a right-wing party due to racist statements, wrote: "Do you really believe in the grotesque history of the Holocaust?... [T]he truth is that it never happened... Israel and the Jews have completely occupied the United States and are completely draining it of money and other resources. The Jews are the eternal enemy of the white people."

► **Source:** Jewish Community in Denmark, <https://mosaiske.dk/wp-content/uploads/akvah-2018.pdf>

Paris (France) 28 April 2017: The interim leader of the French National Front Party (now known as National Rally, Rassemblement national), stepped down from his position owing to revelations that in 2000 he stated that Zyklon B, one of the chemical gasses used to kill Jews during the Holocaust, would have been "impossible" to use as a means of murder. He had also voiced support for the work of Robert Faurisson, a French professor who had been convicted in 1981 for inciting hatred and racial discrimination by promulgating Holocaust denial myths.

► **Source:** The New York Times, <https://www.nytimes.com/2017/04/28/world/europe/le-pen-macron-holocaust-france-elections.html>

Example 6

“Accusing Jewish citizens of being more loyal to Israel, or to the alleged priorities of Jews worldwide, than to the interests of their own nations.”

The rhetorical exclusion of Jews from wider society is an antisemitic mechanism that suggests that Jews are more loyal to Israel or to other Jews than to their home countries. This form of exclusion is based on an antisemitic assumption that Jews act against any and all nations, and is also related to other forms of hate that suggest Jews are involved in a worldwide conspiracy. Long-term survey projects, such as the Anti-Defamation League Global 100 on antisemitism, suggest that perhaps 41% of non-Jews agree or partly agree with the statement “Jews are more loyal to Israel than to the countries they live in.”¹²

Antisemitic incidents:

Barcelona (Spain), May 2016: Addressing the Catalanian Parliament a politician called the head of the Barcelona Jewish Community a “foreign agent” from an alleged “Zionist lobby” that defines the Parliament’s agenda.

► **Source:** Observatory on antisemitism in Spain, https://observatorioantisemitismo.fcje.org/wp-content/uploads/wpcf7_uploads//2017/09/Informe-2015-2016.pdf

Paris (France), February 2019: A prominent French Jewish philosopher was verbally attacked as he walked past a protest on the Montparnasse Boulevard. Protesters shouted abuses at him, among them “dirty Zionist” and “go back to Tel Aviv”. The attack was condemned by the French President, and the Paris prosecutor’s office launched an investigation into the “public insult based on origin, ethnicity, nationality, race or religion”.

► **Source:** Representative Council of French Jewish Institutions, <http://www.crif.org/fr/actualites/antisemitismeopinion-lintolerable-violence-et-les-insultes-proferees-contre-alain-finkelkraut>

Example 7

“Denying the Jewish people their right to self-determination, e.g., by claiming that the existence of a State of Israel is a racist endeavour.”

Denying the Jewish people the right to self-determination and a national homeland is antisemitic because it denies the religious and historic ties of Jews to the land of Israel. It evades the fact that the State of Israel was founded in 1948 based on Resolution 181 (II) of the United Nations General Assembly. Moreover, asserting that a country is a racist endeavour, by portraying ambivalent aspects of modern statehood in a demonizing manner exclusive to the State of Israel, is an attempt to undermine the international legitimacy of a country.

Antisemitic incidents:

Berlin (Germany), July 2020: An antisemitic caricature of a Jew in a crossed-out red circle was printed on a laminated card. Additionally, Israel was demonised and delegitimised and Judaism was equated with racism:

“Stop Israhell Apartheid! Judaism is Racism!”

► **Source:** RIAS Berlin, reported incident

London (UK), 6 September 2018: Following the adoption of the IHRA Working Definition of Antisemitism by the UK Labour Party, advertisements claiming “Israel is a racist endeavour” appeared at bus stops around London. A spokesperson for the London mayor stated: “These offensive adverts are not authorized and are acts of vandalism which Transport for London and its advertising partner take extremely seriously. They have instructed their contractors to remove any posters found on their network immediately.”

► **Source:** Haaretz Daily Newspaper Ltd., <https://www.haaretz.com/world-news/europe/israel-is-a-racist-endeavor-signs-appear-acrosslondon-1.6456815>

Example 8

“Applying double standards by requiring of Israel a behaviour not expected or demanded of any other democratic nation.”

Some forms of antisemitism are expressed as hatred against Israel. Rather than “criticising” Israel as one might any other state, some forms of antisemitism are expressed through the application of a double-standard approach to the actions of the country. Often this involves the use of antisemitic tropes that are not employed when criticising other states. Sometimes protesters question Israel’s right to exist, claiming to oppose its policies. However, it is rare to hear critics call into question other countries’ right to exist, on account of their policies. This discrepancy may indicate antisemitic bias.

Antisemitic incidents:

London (UK), 4 August 2014: A Member of Parliament posted a cartoon online of Israel’s outline superimposed on a map of the US under the headline “Solution for

Israel-Palestine Conflict – relocate Israel into United States”. To this, the MP appended the comment, “Problem solved”. She subsequently admitted her postings were antisemitic and apologised.

► **Source:** BBC, <https://www.bbc.com/news/uk-politics-44788629>

Benicàssim (Spain), August 2015: After pressure from activists, a Spanish Reggae festival cancelled the performance of an American Jewish singer because he declined to make a declaration condemning actions of the State of Israel. No other artist was asked to condemn a countries’ policies in order to perform. After a public outcry, the decision was reversed. However, during his performance, the artist was the subject of verbal attacks.

► **Source:** El País, https://elpais.com/cultura/2015/08/15/actualidad/1439672129_522951.html

Example 9

“Using the symbols and images associated with classic antisemitism (e.g., claims of Jews killing Jesus or blood libel) to characterize Israel or Israelis.”

Antisemitic tropes and images persist over centuries, in part because they adapt to contemporary situations. The usage of age-old tropes can be found in characterizations of Israel, Israelis, or “the Zionists” as “child murderers”, “organ thieves”, “Jesus killers” or in claims that they “use the blood of Palestinians”. The antisemitic meme of the “Happy Merchant”, which has its origins in the US right-wing extremist “white supremacist” movement of the 2000s, is particularly common, and can be applied to content focused on Israel as well as to broader forms of antisemitism.

Antisemitic incidents:

Media (Germany), May 2018: A German newspaper published a cartoon that uses classic antisemitic clichés, such as oversized nose, ears and lips, to depict the prime minister of Israel. The cartoon showed the prime minister in the attire of the Israeli Eurovision song contest winner 2018, while holding a rocket with the

Star of David on it. Germany’s commissioner on combatting antisemitism stated that the cartoon recalled “the intolerable depictions of Nazi propaganda.” The newspaper apologised for the cartoon’s use of antisemitic clichés, fired the cartoonist and reviewed its internal editorial procedures for the publication of caricatures.

► **Source:** Reuters, <https://fr.reuters.com/article/us-germanyantisemitism-cartoon-idUSKCN1I11MT>

Warsaw (Poland), November 2019: Manifesting multiple forms of antisemitism, autonomous nationalists carried a banner at a large march with the words “We want our country back now! This is Poland not ‘Polin (Jewish museum in Warsaw)’ – Polish Intifada – No more apologies. No more Zionism.” They chanted, “This is Poland, not Israel!” and “White Poland!”

► **Source:** Jüdisches Forum für Demokratie und gegen Antisemitismus, <https://jfda.de/blog/2019/11/12/unabhaengigkeitsmarsch-warschau/>

Example 10

“Drawing comparisons of contemporary Israeli policy to that of the Nazis.”

In this form of so-called “perpetrator-victim reversal”, the victims of the Holocaust, i.e., Jews, are now portrayed as Nazi-like perpetrators of mass atrocities and genocide. Among other inspirations, this form of antisemitism has origins in Soviet-era propaganda and Soviet anti-Zionism. The purpose of such forms of antisemitism is to suggest that Israel, Israelis or Jews must be stopped by force, just as were the Nazis. Sometimes this mechanism is accompanied with a call for violence against Israel, Israelis, Jews and Jewish institutions.

Antisemitic incidents:

Berlin (Germany), May 2020: Property damage was discovered at a Holocaust memorial on the Putlitz Bridge in Moabit. The memorial, which commemorates the deportation of Berlin Jews from the Moabit train station to the extermination camps in 1942, was covered with a

homemade sticker that read: “Free Gaza” and “I support a free Palestine”. This created an antisemitic connection between the Holocaust and the situation in the Middle East.

► **Source:** RIAS Berlin, reported incident

Media (Belgium), January 2020: Released to coincide with the 75th anniversary of the liberation of Auschwitz, a Dutch-language daily published an article titled “How the Zionists ‘Discovered’ the Holocaust”. This piece argued that the millions of Jews exterminated by the Nazis cannot “protest if they are used to justify another injustice: a regime [Israel] that has imposed discrimination and apartheid in law.”

► **Source:** The Algemeiner, <https://www.algemeiner.com/2020/01/24/new-antisemitism-scandal-in-belgium-as-daily-paper-publishes-article-accusing-zionists-of-playing-holocaust-card>

Example 11

“Holding Jews collectively responsible for actions of the state of Israel”

Blaming Jews or Jewish communities for the actions of the state of Israel is a form of antisemitism because it assumes that Jews are responsible for the actions of a sovereign country and that Jewish people are homogeneous. This expression of antisemitism may intersect with other antisemitic references. It may be accompanied by hostility toward and physical attacks on Jews or Jewish institutions during periods of Middle East tension.

Antisemitic incidents:

Gothenburg (Sweden), December 2017: After the US government’s decision to recognise Jerusalem as the capital of Israel, individuals threw firebombs at the synagogue in Gothenburg. Three people were arrested and sentenced for hate crime violations, committing gross unlawful threats and attempting to damage property.

► **Source:** Kantor Center annual Reports on worldwide antisemitism, https://en-humanities.tau.ac.il/sites/humanities_en.tau.ac.il/files/media_server/humanities/kantor/Doch_full_2018_220418.pdf

Graz (Austria), August 2020: The synagogue and a communal building of the Jewish community of Graz were vandalised with graffiti carrying the following slogans: “Palestinian is free” and “Our language and our country are red lines”.

► **Source:** European Jewish Congress, <https://eurojewcong.org/news/communities-news/austria/graz-synagogue-vandalised-with-pro-palestinian-slogans/>

III.

Good practices for use of the IHRA Working Definition of Antisemitism



Although implementation of the IHRA Working Definition of Antisemitism is in its early stage, research and reports by Jewish communities and security organisations suggest that law enforcement and the judiciary are finding it difficult to properly identify and recognise antisemitism and other bias-motivated offences. These problems can occur both while assessing security threats (leading to a lack of protection) and when recording complaints after antisemitic incidents, as well as during police investigations, prosecutions, court proceedings and data collection and classification. Data on antisemitism remains crucial for targeted responses to antisemitic incidents and hate crimes, and for ensuring a feeling of security in Jewish communities.

The European Union Agency for Fundamental Rights (FRA) shows in its annual report on the situation of data collection on antisemitism in the EU that few EU Member States record antisemitic incidents in a way that allows them to collect adequate official data.¹³ Under-reporting and under-recording not only remain an obstacle to the formulation of effective policies for countering antisemitism, but also undermine trust between Jewish communities and national authorities.

In a 2018 survey, the Fundamental Rights Agency determined that 48% of victims of antisemitic harassment and 64% of victims of antisemitic physical violence did not report the incidents out of a feeling “that nothing would change as a result”. A quarter of victims of antisemitism also noted that they did not report the incident because they do not trust the police.¹⁴

Law enforcement and the judiciary – including the police, public prosecutors, and judges – regularly face the reality of antisemitic crimes, including extreme violence ranging from terrorist attacks to assaults; incitement to violence; damage to property and various forms of threats and discriminatory behaviour such as

calls for boycotts based on ethnic, religious, and/or national background. Perpetrators target Jews and others perceived to be Jews, and people associated with Jews and Israel. The targets may be individuals, their homes and businesses, religious or community property or other institutions associated with Jews, such as museums or cultural landmarks.

Several national, regional and local authorities have recommended using or already use the IHRA Working Definition of Antisemitism in education as well as in training for police, public prosecutors or judges to confront these challenges. The IHRA Working Definition of Antisemitism can assist in identifying bias motivation in connection with such crimes, which in turn may reflect radical and extremist ideologies but can also emerge from mainstream currents of thought.

Countries have taken legislative action to better prosecute crimes motivated by antisemitism as hate crimes. Some countries, such as Romania, went further by introducing legislation that not only prosecutes antisemitic crimes based on the IHRA Working Definition of Antisemitism, but that also bans antisemitic organisations and the dissemination of antisemitic hate speech.

Several countries have appointed specific commissioners, coordinators or government ombudspersons who are responsible for countering antisemitism at the national level, thereby making clear that antisemitism is a problem of the majority society, not of Jews themselves. These officials also serve as reliable partners to Jewish communities, collaborate with them and strengthen mutual trust. One task for some of these officials is to ensure the application of the IHRA Working Definition of Antisemitism. Moreover, police and public prosecutors have established contact points or authorities responsible for responding to antisemitic crimes.

Methodology and data collection

In order to obtain complete and accurate data on the application of the IHRA Working Definition of Anti-semitism, the researchers accessed a variety of sources from the 27 EU Member States and the United Kingdom. These included participants of the EU Working Group on the Implementation of the Council Declaration on the fight against antisemitism; special envoys and commissioners on antisemitism; the Heads of Delegations to the International Holocaust Remembrance Alliance and respective IHRA experts; Jewish communities; reporting bodies and civil society organisations. Information was also gathered from responses to the annual Fundamental Rights Agency overview of data on antisemitism in the European Union 2009 – 2019.¹⁵

Respondents received extensive questionnaires on the adoption and use of the definition in various areas, as well as on practices of national authorities and civil society. The researchers received responses from 19 EU Member States as well as Jewish community and civil society organisations from 22 EU Member States. All responses were written in English. The researchers also reviewed publicly available non-English sources. They carried out selective searches or follow-up inquiries to clarify or supplement the data submitted, and edited selected examples for the purposes of legibility and accessibility. Care was taken to preserve the meaning of the transmitted data.

Data analysis and decision process

The data used in this handbook was analysed through a three-step process. Firstly, after completion of the survey, the material was coded deductively (along categories of the areas of implementation, e.g. the judiciary, law enforcement, etc.) and inductively (along the categories developed from the material).

Secondly, the data was analysed based on the respective area of implementation, mechanisms of implementation, and “products” (e.g. manuals for police, framework programmes), with the aim of assembling a wide variety of examples.

Thirdly, a pre-set of examples was chosen based on their relevance as good practices, data saturation and ability to reflect a wide range of such practices across the EU. The aim was also to highlight approaches that are new or transferable to other EU Member States. Some outreach was done to obtain and validate further information for the final set of good practices.

Because adoption, endorsement and application of the IHRA Working Definition of Antisemitism is a rather recent development, there are presently only a few countries that have implemented relevant programmes or initiatives. This fact necessarily limits the number of good practice example and the geographic scope of the examples. Nevertheless, the examples chosen indicate the ways in which implementation can proceed, continue and develop.

3.1. Law enforcement

Police officers and law enforcement face a range of challenges emanating from antisemitic crimes and actors, including terrorist acts. They encounter problems identifying antisemitism and possible antisemitic actors, investigating and recording antisemitic crimes, and assessing security threats against Jews and Jewish communities. Police reporting methods may fail to recognise a victim's or witness' perceptions of a crime's antisemitic character, or may wrongly assess antisemitic threats posed to Jewish communities. This can lead to under-reporting of antisemitic hate crimes and incidents, a lack of security for Jewish communities and lack of trust between Jewish communities and law enforcement agencies. Online forms of antisemitism have made these challenges all the more difficult for law enforcement agencies to tackle. This includes those agencies that deal with terrorism and organised hate groups.

To guarantee the safety of Jewish communities, and to build trust, police officers and analysts must be prepared to properly identify and record antisemitic acts and provide prompt aid to victims. The EU Victim Rights Directive (Directive 2012/29/EU) established minimum standards on the rights, support and protection of victims of crime. The Directive acknowledges the specificities of hate crime victims' needs, pointing out particular aspects to be taken into account for these victims: enable and encourage access to justice, starting with reporting their experiences to competent institutions; offering effective protection and ensuring they have access to adequate victim support services.¹⁶

The IHRA Working Definition of Antisemitism can help law enforcement:

- to better recognise antisemitism and antisemitic crimes;
- to record antisemitic crimes in a systematic manner;
- to build trust with Jewish communities and victims of antisemitic hate crimes;
- to analyse and categorise antisemitic crimes in political and/or hate crime reports;
- to assess security threats and strengthen security for all parts of the population in their country.

Several countries in the EU already apply, or have started to apply, the IHRA Working Definition of Antisemitism:

- in their police training and curricula;
- in educational material and manuals for police officers on antisemitic hate crimes in order to assist in hate crime recording;
- in extra-curricular police training, often together with civil society organisations, Jewish community institutions or museums dealing with the Holocaust or Jewish history;
- by appointing a police ombudsperson on antisemitism (mostly in areas that are home to larger Jewish communities);
- by establishing an internet monitoring division within the police.

Hate crime recording and classification by law enforcement

Good practice example:

Federal Ministry of the Interior, Building and Community, Germany¹⁷

In Germany, antisemitic offences are recorded via the Police Reporting Service Concerning Politically Motivated Crime. Statistics are kept on the basis of National Guidelines for the Police Reporting Service Concerning Politically Motivated Crime, the System of Definitions of Politically Motivated Crime and in accordance with the “Guidelines on How to Record

Politically Motivated Crime”. The latter were updated on 1 January 2020. The revision involved making some linguistic changes and including more specific details on how to assess antisemitic and other offences. The IHRA Working Definition of Antisemitism was also added to documents relating to the Police Reporting Service Concerning Politically Motivated Crime.

Police education and operational manuals

Good practice example:

Police Education and Hate Crime Operational Manual, United Kingdom¹⁸

Since 2014, England and Wales have used what is referred to as the “EUMC Working Definition”, which is in many ways similar to the IHRA Working Definition of Antisemitism, for police training and to investigate antisemitic hate crimes. The “Hate Crime Operational

Guidance” is available at all police stations, and police officers are advised to use the Definition.¹⁹ Antisemitic hate crime data gathered by police forces is published by the Home Office annually, and republished by the Fundamental Rights Agency.²⁰

Good practice example:

European Union Agency for Law Enforcement Training (CEPOL)²¹

The European Union Agency for Law Enforcement Training (CEPOL) has since January 2020 been encouraging EU Framework Partners who have signed a Framework Partners Agreement to use the SACC-CEPOL “Practical Guide to Judaism”. This includes the IHRA Working Definition of Antisemitism, which is

also included in the CEPOL Online Module on Hate Crime for self-learning that is available to all police officers in the EU.²² CEPOL’s mandate specifically mentions a focus on Fundamental Rights in the context of law enforcement training.

Good practice example:

OSCE-ODIHR’s Practical Guide²³

As part of the “Words into Action” programme of the OSCE Office for Democratic Institutions and Human Rights (ODHIR), a practical guide on “Understanding Anti-Semitic Hate Crimes and Addressing the Security Needs of Jewish Communities” was issued in 2017. The guide contains ten practical steps that governments can take to respond to antisemitic hate crimes and the security needs of Jewish communities. Hence, it aims to build the capacity of government officials (both

policymakers and front-line law enforcement officials) and security experts to understand the specific features of antisemitic hate crimes and to support efforts to recognise, record and respond to antisemitic hate crimes. The IHRA Working Definition of Antisemitism is included in the guide’s annex. Throughout the EU region, ODIHR offers workshops on the practical guide for police and judiciary personnel, as well as for representatives from Jewish communities and civil society.

Good practice example:**National Institute for Romanian Holocaust Studies “Elie Wiesel”, Romania²⁴**

The National Institute for Romanian Holocaust Studies “Elie Wiesel” is a Bucharest-based public institution, established in 2005. Its objectives are to encourage a Holocaust remembrance culture and to prevent discrimination, xenophobia and antisemitism. The research, cultural and educational projects developed over time independently or in partnership with national or international organisations make this possible. Between 2017 and 2019, the Elie Wiesel Institute organised training programmes for gendarmerie, police

and intelligence service officials, as well as for civil servants and teachers, on the history and denial of the Holocaust, antisemitism and the extreme right today. For those programmes, the Institute used the IHRA Working Definition of Antisemitism. Memoranda of Understanding exist with various Romanian ministries on these programmes. Since 2017, approximately 150-180 police officers and 75-90 officers from the intelligence service have attended training sessions on the IHRA Working Definition of Antisemitism.

Good practice example:**Federal Police Academy, Germany²⁵**

The Federal Police Academy organises and runs seminars on, among other topics, intercultural skills, (right-/left-wing) extremism, politically motivated crime, and police crime prevention. Antisemitism is a key element of these seminars.

The IHRA Working Definition of Antisemitism is studied as part of the “Criminal Police Officer in the Federal Criminal Police Office” bachelor’s degree course.

Teaching the IHRA Working Definition of Antisemitism is not only an integral part of that degree course, but also of recently introduced detective superintendent career training for fast-track candidates, and of a 20-month training course for cyber detectives. The special Federal Government/Länder “Right-Wing Politically Motivated Crime” course, which is held twice a year, presents and applies the IHRA Working Definition of Antisemitism, among other tools, in the course of an “Antisemitism Situation Report” module.

Good practice example:**Interministerial delegation in the fight against racism, antisemitism and anti-LGBT (DILCRAH), France²⁶**

After the President of the French Republic endorsed the IHRA Working Definition of Antisemitism in February 2019, the French Parliament adopted it via a resolution on 3 December 2019. French authorities have used the IHRA Working Definition of Antisemitism in guides and training resources, such as “*Vademecum*:

Agir contre le racisme et l’antisémitisme” of the Interministerial delegation in the fight against racism and anti-Semitism and anti-LGBT discrimination (DILCRAH). It is also used in the training of police officers, magistrates, teachers and civil service agents.

**Good practice example:
Estonian Academy of Security Sciences, Estonia²⁷**

The Estonian Academy of Security Sciences, a state institution providing professional education for civil servants in the Ministry of the Interior, has been using the IHRA Working Definition of Antisemitism in its study programme on “Internal Security and Crisis Management” since February 2020. While the broader aim of the programme is to increase the cadets’ knowledge about the security issues, terrorism, hybrid

threats, radicalisation, ethical behaviour and crisis management, it also explains and discusses the IHRA Working Definition of Antisemitism. The programme ends with computer-assisted training during which different cases of security threats (including hate speech, radicalisation etc.) are addressed. The training programme is mandatory for all first-year cadets at the Academy.

**Good practice example:
Federation of Jewish Communities in Spain (FCJE)²⁸**

The Federation of Jewish Communities in Spain (FCJE) conducts training for the state security forces and uses the IHRA definition in every training with police officers, prosecutors, etc. FCJE introduces this definition in every activity, training or seminar, both public and private.

**Good practice example:
Community Security Trust (CST), United Kingdom²⁹**

The Community Security Trust works closely with the National Association of Chief Constables, the umbrella body for UK policing, and the Crown Prosecution Service. Senior CST officials work as trainers for both law enforcement bodies on understanding and

combating hate crime and on monitoring antisemitism. CST is a signatory to a contract to share data on antisemitic crimes and incidents, published on the True Vision police website, at Information Sharing Agreements.³⁰

**Good practice example:
Latvian Centre for Human Rights, Latvia³¹**

The IHRA Working Definition of Antisemitism is used by NGOs working in the field of human rights. For example, the Definition has been translated into Latvian and is included in the “Guidance for Law Enforcement agencies on identification and investigation of hate crimes” prepared by the Latvian Centre for Human Rights.

3.2 The judiciary

The judiciary has a critical role in determining the antisemitic character of crimes as well as effectively trying and sanctioning them. Delivering justice is essential for the recovery of Jews, their families and the wider community from antisemitic attacks.

Forms of antisemitism related to the Holocaust are more easily recognised than some contemporary forms, such as present-day conspiracy myths or Israel-related antisemitism. A challenge might occur when the perpetrator's antisemitic motivation is neither explicit nor apparent but is expressed through antisemitic codes or otherwise camouflaged.

Some ministries of justice have recommended that public prosecutors use the IHRA Working Definition of Antisemitism to help identify antisemitism, alongside other indicators such as the victim's perception, as well as the date and location of a crime.

Recognition of antisemitic motivation at any stage of a trial (e.g. within the prosecutor's indictment or the judges' ruling) is important for the recovery of the victim and for the preventive effect it can have in society. While it is often difficult to identify motivation, the definition allows prosecutors and/or judges to assess the antisemitic character of particular statements or acts.

The IHRA Working Definition of Antisemitism can help public prosecutors and judges:

- determine the bias motivation of a crime as contributing to bias indicators, and
- establish a bias motivation expressed through comments, written statements or graffiti.

Some countries in the EU have implemented or started to implement the IHRA Working Definition of Antisemitism by:

- appointing a state attorney or commissioner/ coordinator for antisemitism, using the Definition as an orientation;
- including it in curriculum for state attorneys and judges;
- including it in extra-curricular training for state attorneys and judges;
- referencing it in hate crime legislation.

Curricula for state attorneys and judges

Good practice example:
Crown Prosecution Service, Judicial College, United Kingdom³²

The IHRA Working Definition of Antisemitism is recommended in practitioners' working guides published by the Crown Prosecution Service and in the Equal Treatment Benchbook published by the Judicial College.

Good practice example:
Council of Ministers, Austria³³

On 25 April 2017, Austria accepted the Working Definition of Antisemitism of the IHRA in the Council of Ministers. This working definition could be used and applied, for instance, in the context of school/adult education or for law enforcement training purposes. In this spirit, the IHRA working definition is used by the trainers and in the training materials of two regular seminars for candidate judges, namely "Curriculum Justiz- und Zeitgeschichte" ("Curriculum Contemporary History of the Judiciary") and "Curriculum Grund-

rechte" ("Curriculum Fundamental Rights"), as well as in specific seminars for candidate judges, judges and prosecutors on hate crimes and the Austrian National Socialism Prohibition Act 1947 ("Verbotsgesetz"). The Federal Ministry for Justice and Higher Courts of Appeal are responsible for these trainings and seminars. The Austrian state protection authorities employ a definition of antisemitism based on the IHRA Working Definition.

State-appointed antisemitism commissioner at the Attorney General's office

Good practice example:
Berlin State, Germany³⁴

On the initiative of the Berlin Attorney General, the post of an antisemitism commissioner was created at the Berlin Attorney General's Office on 1 September 2018. This post pursues the goal of strengthening society's trust in the work of the criminal prosecution authorities in combatting antisemitic crimes through

cooperation with the Jewish Community of Berlin and other institutions and organisations in Berlin.³⁵ The IHRA Working Definition of Antisemitism was implemented by the Public Prosecutor's Office on 13 December 2018.

Hate crime legislation

Good practice example:
Federal Ministry of Justice and Consumer Protection, Germany³⁶

In February 2020, Article 46 paragraph 2 of the German Criminal Code, which allows for increased penalty for crimes, was amended so that it now mentions besides racism and xenophobia also antisemitism as a possible motivation to be taken into account when sentencing. In its explanation, the Ministry of Justice explicitly referred to the IHRA Working Definition of Antisemitism.

Good practice example:
National Parliament, Romania³⁷

The Romanian parliament adopted Law No. 157/2018 on June 2018. The new law introduces sanctions of imprisonment for up to three years for promoting antisemitic ideas, for using antisemitic symbols in public, as well as for making, selling, disseminating or holding antisemitic material for the purpose of

dissemination. It also includes the possibility of up to five years of imprisonment for distributing or publishing antisemitic material by any means, and up to ten years for initiating, establishing, joining or supporting an antisemitic organisation.

3.3 Education and educational institutions

Educational facilities are key to raising awareness about antisemitism with the aim of preventing and combatting its spread in Europe, yet there are many challenges. For example, the word “Jew” has become, in some countries, a pejorative term. Recent research has shown that it can be used to insult or denigrate peers, and that it can carry widespread negative stereotypes.³⁸ Another challenge for teachers concerning their preparedness to recognise current antisemitism arises from the huge prevalence and constantly refreshed antisemitic content on social media.³⁹ This is true for domestic and foreign sources of antisemitic content.

In addition, teachers may face pushback when attempting to address the subject of the Holocaust. This can cause some teachers to avoid the subject, a problem exacerbated by limited training or time to address this topic in class. Other topics related to

Jewish history or Jewish culture are taught even less than Holocaust history, thereby contributing to an absence of positive narratives that might effectively counter victimising and stereotypical messaging.

Jewish youth have also become targets of antisemitic harassment or physical violence in education facilities, causing Jewish families to withdraw their children from public schools. Often, antisemitic incidents in schools remain invisible, unaddressed and unchallenged. Educational systems must respond to these challenges. On the one hand, there is a need to address antisemitism through education, building students’ resilience to antisemitic ideas, conspiracy myths as well as other forms of hatred and prejudice. On the other hand, governments must respond effectively to antisemitism in educational settings.⁴⁰

The IHRA Definition can help education ministries, universities and schools:

- to enable teachers, professionals in the field of education and university professors to identify and intervene against antisemitism;
- to create safer places for Jewish students, as problems can be identified and better solved at an early stage;
- to challenge stereotypes and hatred at an early age of socialisation, thereby promoting a safer society in general; and
- to record antisemitic incidents at schools and enable rectors and directors of schools, educational institutions and universities to decide on measures if antisemitic incidents occur.

National administration and educational institutions have implemented or started to implement the IHRA Definition:

- as a guiding reference at their education ministries;
- at universities as a part of their respective Code of Conduct;
- as part of the curriculum for teachers and professors;
- in extracurricular classes for teachers, educators and decision makers;
- at schools as an indicator for preventive and reactive measures;
- in educational material on antisemitism by the education ministry or an equivalent institution.

Universities

Good practice example: German Rectors' Conference, Germany⁴¹

The German Rectors' Conference, which represents 94 percent of students at German universities, endorsed the IHRA Working Definition of Antisemitism on 19 November 2019, declaring that it "provides a clear basis for recognising hatred of Jews and is thus an important tool in combatting it. The definition also

takes into account Israel-related antisemitism. The member universities of the German Rectors' Conference expressly welcome this definition of antisemitism and would like to see it established at all universities. It is applied in their institutions and is communicated to their members."

Good practice example: Interministerial Commission, Romania⁴²

The Romanian Ministry of Education promotes the adoption of a Code of Conduct on Antisemitism for universities, which mentions the IHRA Working Definition of Antisemitism under § 3, to which it is annexed.⁴³

The National University of Theatre and Film I. L. Caragiale in Bucharest adopted the Code of Conduct on Antisemitism in November 2019. In its preamble, it states: "The University is committed to fostering an inclusive culture which promotes equality, values

diversity and maintains a working, learning and social environment in which the rights and dignity of all its staff and students are respected. The University recognises that antisemitism and its manifestations contradict this commitment. Historically, manifestations of antisemitism have shown how prejudice and intolerance can lead to systematic harassment and discrimination. Still today, persisting stereotypes, insults, and physical violence are experienced on a daily basis by members of the Jewish community across Europe."⁴⁴

Good practice example: European Union of Jewish Students (EUJS)

The European Union of Jewish Students (EUJS) is a democratic and peer-led umbrella organisation of 36 national Jewish student unions in Europe. The EUJS guidebook on "How to Support your Jewish Students" states that universities should be safe and inclusive spaces, free from any kind of discrimination. In this guidance, EUJS states that universities should use the

IHRA Working Definition of Antisemitism as a reference point. The guidebook also contains recommendations on establishing a reporting system on antisemitic incidents on campus, evaluating complaints about antisemitism and mandatory training for student union representatives. It also calls on student unions to adopt policies on antisemitism in their by-laws.⁴⁵

Good practice example:
University of Oxford, United Kingdom

The University of Oxford formally adopted the IHRA Working Definition of Antisemitism on 21 December 2020.⁴⁶ The university states that “to support us in our work, we have adopted (reflecting the position of the Office for Students) the IHRA definition of

antisemitism as a guide to interpreting and understanding antisemitism. The IHRA definition does not affect the legal definition of racial discrimination, so does not change our approach to meeting our legal duties and responsibilities.”⁴⁷

Good practice example:
Baden-Württemberg, Germany

The IHRA Working Definition is actively used and promoted by pedagogical agencies like the Centre for Educational Quality and Teacher Training (Zentrum für Schulqualität und Lehrerbildung) and the State Agency for Political Education (Landeszentrale für politische Bildung).

Educational material

Good practice example:
Working Group on combatting Antisemitism, European Commission

For its second meeting the European Commission’s Working Group on combatting Antisemitism has produced a background document on “Education about Jewish life, antisemitism and the Holocaust”. The document names challenges and offers recommendations for the educational field. In the chapter

that explains antisemitism the IHRA Definition is recommended as a practical tool to better recognise and educate about the different aspects and manifestations of contemporary antisemitism.⁴⁸

Good practice example:
Addressing Anti-Semitism in Schools: Training Curricula, UNESCO and OSCE/ODIHR

UNESCO and OSCE/ODIHR published a set of four framework curricula for teacher trainers, entitled “Addressing Anti-Semitism in Schools: Training Curricula”. It was launched on 24 November 2020 and uses the IHRA Working Definition of Antisemitism.⁴⁹

3.4 Funding by governments and international actors

Funding by governments and international actors is critical to steering measures against racism, xenophobia, discrimination and antisemitism. Initiatives and organisations that base their actions on the IHRA Working Definition of Antisemitism could be prioritised to set coherent incentives. Funding institutions could also reference the IHRA Working Definition of Antisemitism to support control and supervision mechanisms and to ensure that funding does not go to entities and projects that promote antisemitism or other forms of hate.

Funding by governments and international actors can:

- reference the IHRA Working Definition of Antisemitism to support control mechanisms and help establish criteria to ensure that no antisemitic groups or activities receive funding.

Some EU Member States and international organisations:

- have decided to support organisations and projects applying and disseminating the IHRA Working Definition of Antisemitism;
- have established control mechanisms to guide their funding decisions based on the IHRA Working Definition of Antisemitism.

Funding concepts for antisemitism prevention

Good practice example:

Berlin State Concept for the further development of antisemitism prevention, Germany⁵⁰

On 31 May 2018, the Berlin House of Representatives decided to use the IHRA Working Definition of Antisemitism and commissioned the Berlin Senate to develop a Berlin State Concept for the further development of antisemitism prevention, with the involvement of civil society actors. The Berlin Senate subsequently adopted the “Berlin against all Forms of Antisemitism! Berlin State Concept for the Further Development of Antisemitism Prevention” on 12 March 2019.

This Concept notes that, “The Working Definition of Antisemitism of the International Alliance for Holocaust Remembrance as expanded by the Federal

Government forms the basis of Berlin’s administrative action to deal with antisemitism. It is thus the starting point for prevention concepts as well as for further education and training programmes for public services in Berlin. The individual Berlin administrative units are encouraged to draw up guidelines with practical examples for the application of the working definition in cooperation with civil society actors and Jewish organisations.” The Concept also focuses on five fields of action: “Education and Youth: Early Childhood Education, Youth Work, School and Adult Education”; “Justice and Internal Security”; “Jewish Life in Berlin’s Urban Culture”; “Science and Research” and “Anti-Discrimination, Victim Protection and Prevention”.

State funding for the adoption of the IHRA Working Definition of Antisemitism

Good practice example:

Ministry of Housing, Communities and Local Government, United Kingdom⁵¹

On 28 January 2020, the UK Ministry of Housing, Communities and Local Government announced further funding for universities and schools to provide resources for Holocaust education and to enable them to adopt the IHRA Working Definition of Antisemitism.

EU funding on actions combatting antisemitism

Good practice example:
Rights, Equality and Citizenship programme, DG Justice and Consumers,
European Commission⁵²

The European Commission funding programme “Rights, Equality and Citizenship” prioritises project proposals on combatting antisemitism based on the IHRA Working Definition of Antisemitism. These actions can consist of mutual learning and exchange of good practices; awareness-raising and media campaigns; training activities; and analytical activities, such as studies, researches, surveys and evaluations. This programme encourages approaches that develop and implement effective support for victims of

antisemitic incidents and/or improve the collection and comparability of data on antisemitic incidents based on the IHRA Working Definition of Antisemitism. Organisations, including public authorities and civil society organisations, can submit proposals in order to receive EU financial support. The IHRA Working Definition of Antisemitism has been referenced since 2019, so as to encourage applicants to base their projects on it.

Preventing funding of antisemitic groups

Good practice example:
Balearic Islands, Spain⁵³

On 11 June 2020, the Parliament of the Balearic Islands condemned all forms of antisemitism included in the IHRA Working Definition of Antisemitism.

It furthermore urged the government not to cede premises or grant subsidies to institutions or organisations that express themselves in antisemitic terms.

Good practice example:
National Agency for Territorial Cohesion, France⁵⁴

Some French National Agencies are currently working to renew their public policy instruments, aligning them with the guidelines concerning antisemitism defined by the President of the Republic. In an answer to a written inquiry to the Prime Minister from the French Parliament, it has been declared that the President of the Republic officially recognised the IHRA Working

Definition of Antisemitism on behalf of France, as the National Assembly did later. In the context of funding policies for organisations, it was stated that the National Agency for Territorial Cohesion (ANCT) is currently working on revising its public policy tools, and will “align its actions with the guidelines defined by the President of the Republic concerning antisemitism”.

Good practice example:
Austrian Parliament, Austria⁵⁵

After the Austrian Council of Ministers adopted the IHRA Working Definition of Antisemitism in 2017, the Austrian Parliament in a resolution of 11 December 2019 strongly condemned all forms of antisemitism, including Israel-related antisemitism, and called on the Federal Government to counter these tendencies

with determination and consistency. The Federal Government was also called upon to refrain from making premises and infrastructure available to organisations and associations that express antisemitic views or question Israel’s right to exist.

3.5 Civil society

Civil society organisations, particularly those that have close ties to Jewish communities and/or counter-act extremism and promote tolerance and anti-discrimination, play a key role in combatting antisemitism. Several civil society organisations use the IHRA Working Definition of Antisemitism. Additionally, Jewish communities and their reporting and monitoring bodies from the following countries have noted that they use the IHRA Working Definition of Antisemitism in their monitoring and collection of

data on antisemitic incidents: Austria, Belgium, the Czech Republic, Denmark, France, Hungary, Italy, the Netherlands, Spain and the United Kingdom.

International organisations such as OSCE/ODIHR and the EU Fundamentals Rights Agency recognise civil society data as an important complement to police statistics and promoting collaboration between state actors and civil society in combatting antisemitism.⁵⁶

Civil society organisations can use the IHRA Working Definition of Antisemitism:

- to support prevention work, such as developing training manuals and facilitating workshops to improve the competencies of professional groups (e.g. teachers and police) in recognising and reacting to contemporary forms of antisemitism;
- to cooperate with Jewish institutions;
- to provide support services for victims of antisemitism, including legal and psychological counselling or intervening when expertise is needed;
- to guide the collection, analysis and publication of data on antisemitic incidents and crimes, as well as antisemitic movements or debates;
- to provide a framework for monitoring online antisemitism and engaging with social media companies and
- to improve data on antisemitic crimes and incidents below the threshold of a crime.

Dissemination among civil society

Good practice example:
Commissioner of the Bavarian State Government for Jewish Life and against Antisemitism, Germany⁵⁷

The dissemination and practical application of the IHRA Working Definition of Antisemitism in countries that have endorsed it on a federal level often requires support and implementation by municipal or regional authorities.

In an effort to ensure that civil society deals with the issue of antisemitism as broadly as possible, the Bavarian State Commissioner for Jewish Life and against Antisemitism, for Remembrance Work and Historical Heritage sent out the IHRA Working Definition of

Antisemitism to some 100 Bavarian associations, institutions, clubs etc. between December 2018 and March 2019 in order to highlight the urgency of the fight against antisemitism. As of October 2020, over 70 clubs and associations have adopted the IHRA Working Definition. These include (but are not limited to) the Association of Bavarian Newspaper Publishers and umbrella organisations such as the Citizens' Alliance of Bavaria, which represents 24 associations with a total of 2.2 million members.

Sport

Good practice example:
Football clubs

Antisemitism in sports, particularly in football, has been a problem in some groups of supporters. An incident in Italian football in which Anne Frank stickers with antisemitic slogans were disseminated led to an international outcry. In order to raise awareness about the problem of antisemitism, football clubs have started to adopt the IHRA Working Definition of Antisemitism

as a statement of their values. It not only sets clear guidelines, but also acts as a specific reference point for employees, stewards and fans on what antisemitism is. Several European clubs have adopted the IHRA Working Definition of Antisemitism among them Chelsea FC, West Ham United FC, AFC Bournemouth, Borussia Dortmund FC, Tennis Borussia FC and Ferencváros TC.⁵⁸

Good practice example:
International Special Envoys to combat antisemitism⁵⁹

In November 2020, International Special Envoys and coordinators to combat antisemitism co-signed a letter urging European football clubs to adopt the IHRA Working Definition of Antisemitism in order to strengthen the resolve of the Jewish community and support the international work on combatting antisemitism in football. The letter highlighted that adopting the Definition will send out a very strong message about the club's ethos that will be warmly received by local and global Jewish communities and

especially Jewish football supporters and employees. This message is key for all citizens, as antisemitism and all forms of racism and xenophobia constitute an attack on democracy and are contrary to the values of human rights, equality and freedom, as well as to respect of human dignity, regardless of identity, origin or belief. On 3 December 2020, the Premier League (UK) adopted the IHRA Working Definition of Antisemitism, as did a number of Premier League clubs.⁶⁰

Faith-based organisations

Good practice example: Church of England, United Kingdom⁶¹

The Bishops of the Church of England formally adopted the IHRA Working Definition of Antisemitism on 11 September 2018. They noted that the Church of England's interfaith team and national advisors use the Definition as the benchmark in their work and ministry.

Good practice example: Muslims against Antisemitism, United Kingdom⁶²

Muslims against Antisemitism was founded by prominent Muslim civil rights activists. The organisation invites individuals and representatives to show that Muslims stand with Jews against Antisemitism and by the side of any community that has been attacked. The organisation has fully accepted the IHRA Working Definition of Antisemitism in order to challenge anti-semitism in all of its guises.

Antisemitic incident recording and victim support work

Good practice example: Department for Research and Information on Antisemitism (RIAS), Germany⁶³


The Berlin-based Department for Research and Information on Antisemitism (RIAS) has placed the IHRA Working Definition of Antisemitism at the core of its work to record and categorise data on antisemitic incidents and crimes, and promotes its use among civil society actors, including victim-counselling centres, the police and the judiciary. RIAS assists victims of antisemitic crimes with their reports to the police and complements official police data. Unlike the state authorities, RIAS also registers antisemitic incidents below the threshold of criminal liability.

Since the launch in Berlin in 2015 of its website www.report-antisemitism.de in German, English and Russian, the work of RIAS has greatly increased public awareness of daily antisemitic incidents. In 2018, a federal umbrella body was founded to qualify and mainstream recording and categorisation standards among small and grassroots organisations in Germany. A few specifications of the IHRA Definition have been implemented in order to properly categorise antisemitic incidents in Germany. The Jewish organisation Counselling Centre for Antisemitic Violence and Discrimination (OFEK) also uses the IHRA Working Definition of Antisemitism in accordance with RIAS standards.

IV.

Good practice checklist





The research on which this manual is based shows that these early cases of implementation succeeded best when they made use of multiple elements.

An essential starting point is endorsement and adoption of the IHRA Working Definition of Antisemitism by governments, heads of state and parliaments. The close involvement of Jewish communities and specialised bodies on antisemitism from the very beginning of the process is important, so as to build and sustain trust and ensure that local community perspectives are taken into account. Often, a contact point within national authorities for Jewish communities and organisations facilitated community relations and introduced specific actions to implement the Definition. National action plans can also provide a framework for collaboration with Jewish communities, the setting of short and long-term goals and the implementation of the IHRA Working Definition of Antisemitism in accordance with local, regional and national norms. Furthermore, cooperation with civil society organisations and/or Jewish communities and security organisations can inform and work in parallel to such initiatives.

Good practices to fight antisemitism with the non-legally binding IHRA Working Definition of Antisemitism

Entity	Technical implementation	Administration informed	Implementation and control mechanism	Sources available internally	Sources/information available to the public
Government	Endorsement/adoption by Head of State, Cabinet or Parliament of the IHRA Working Definition of Antisemitism				
Legislation	Hate crime legislation and/or legislation against antisemitism in place				
	References to IHRA Working Definition of Antisemitism				
Interior/law enforcement	Police training and curricula				
	Educational material and manuals for police officers on antisemitic hate crimes				
	Reference for hate crime recording				
	Appointment of a police liaison official on antisemitism, using the IHRA Working Definition of Antisemitism (especially in areas that are home to larger Jewish communities)				
	Extra-curricular police training, also with civil society organisations, Jewish community institutions or museums dealing with the Holocaust or Jewish history				
	Establishment of an internet monitoring division within the police, using the IHRA Working Definition of Antisemitism				
The judiciary, judicial authorities	Appointment of a state attorney or commissioner/ coordinator for antisemitism, using the IHRA Working Definition of Antisemitism as an orientation				
	Included in curriculum for state attorneys				
	Included in curriculum for judges				
	Extra-curricular training on antisemitism and the IHRA Working Definition of Antisemitism for state attorneys provided				
	Extra-curricular training for judges provided				

Entity	Technical Implementation	Administration Informed	Implementation and Control Mechanism	Sources Available Internally	Sources/ Information Available to the Public
Education	Guiding reference at education ministries				
	Evaluation of educational material against the IHRA Working Definition of Antisemitism				
	Included in curriculum for teachers (e.g. political science; history; ethics, citizenship etc.)				
	Educational material on antisemitism by the education ministry				
	Extracurricular classes for teachers, educators and decision makers				
	Use by school administrations for preventive and reactive measures				
	Referenced by Codes of Conduct at universities				
	Support of academic research on antisemitism				
Foreign affairs	Guiding reference at the Foreign Ministry				
	Condemnation of antisemitic incidents related to foreign policy				
	Basis for reporting on antisemitic incidents worldwide				
State funding for programmes against antisemitism	State funding for civil society programmes against antisemitism based on and disseminating the IHRA Working Definition of Antisemitism				
Funding control mechanism	Control mechanism to avoid funding for antisemitic groups and projects				
Subsequent administrative levels	Disseminating the IHRA Working Definition of Antisemitism at municipal and regional government level (state and civil society)				
At technical and working level	National action plan for combatting antisemitism – Commissioner/coordinator on antisemitism				
	Inter-ministerial working group on antisemitism				
Civil society organisations	Dissemination among partners and networks				
	Recording and reporting antisemitic incidents				
	Providing police training				
	Support for victims of antisemitism				
	Monitoring of antisemitism online				

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