

ANTISEMITISM IN 2022

OVERVIEW OF ANTISEMITIC
INCIDENTS RECORDED
IN THE EU

ANNUAL UPDATE

This annual overview covers antisemitic incidents reported in the 27 EU Member States in 2022. It also includes available data of the same year from Albania, the Republic of North Macedonia and Serbia. As this is a yearly publication covering the period 01/01/2022–31/12/2022, it does not include antisemitic incidents reported in 2023.

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Luxembourg: Publications Office of the European Union, 2023

Print	ISBN 978-92-9489-256-0	doi:10.2811/280666	TK-04-23-866-EN-C
PDF	ISBN 978-92-9489-257-7	doi:10.2811/387111	TK-04-23-866-EN-N

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Country codes

AL	Albania	EE	Estonia	IT	Italy	PT	Portugal
AT	Austria	EL	Greece	LT	Lithuania	RO	Romania
BE	Belgium	ES	Spain	LU	Luxembourg	RS	Serbia
BG	Bulgaria	FI	Finland	LV	Latvia	SE	Sweden
CY	Cyprus	FR	France	MK	North Macedonia	SI	Slovenia
CZ	Czechia	HR	Croatia	MT	Malta	SK	Slovakia
DE	Germany	HU	Hungary	NL	Netherlands		
DK	Denmark	IE	Ireland	PL	Poland		

Introduction

Antisemitism can manifest itself in the form of verbal and physical attacks, threats, harassment, discrimination and unequal treatment, property damage and graffiti, or as abusive speech or text, including on the internet ⁽¹⁾. Antisemitic incidents and hate crimes violate fundamental rights, especially the right to human dignity, the right to equality of treatment, and the freedom of thought, conscience and religion.



⁽¹⁾ For a detailed definition of antisemitism, see the non-legally binding working definition that the International Holocaust Remembrance Alliance (IHRA) adopted in 2016. More information concerning the IHRA working definition is provided later in this report, in the section 'Use of the International Holocaust Remembrance Alliance working definition of antisemitism'.

In October 2021, the European Commission adopted its first ever EU strategy on combating antisemitism and fostering Jewish life⁽²⁾, stepping up the EU's efforts to combat antisemitism. The strategy outlines several measures built on three pillars: preventing and combating all forms of antisemitism; protecting and fostering Jewish life in the EU; and education, research and Holocaust remembrance. The European Parliament⁽³⁾, the European Council and the Council of the European Union committed themselves to supporting the implementation of the EU strategy⁽⁴⁾. In 2021, the European Commission also formalised the ad hoc Working Group on combating antisemitism, in which the European Union Agency for Fundamental Rights (FRA) participates actively⁽⁵⁾. The European Commission will publish implementation reports on the strategy in 2024 and 2029, also drawing on data and evidence from FRA.

The EU strategy builds heavily on FRA survey data. It calls on FRA to support the EU and Member States with evidence, assistance and expertise when monitoring the implementation of this strategy and national strategies or action plans on combating antisemitism and when recording and collecting reliable and comparable data on antisemitism.

This report is the 19th edition of FRA's overview of the situation of data collection on antisemitism in the EU, including those published by FRA's predecessor, the European Monitoring Centre on Racism and Xenophobia. The report provides an overview of available data and information on antisemitic incidents and reveals where gaps remain in data collection. It is the only annual source of data of this nature for the EU. This report presents the available statistics for the 2022 calendar year for all 27 EU Member States, and available data from Albania, North Macedonia and Serbia, which have observer status in FRA's work. Antisemitic incidents reported in 2023 are not included in this report, as this is a yearly publication covering the period 1 January-31 December 2022.

⁽²⁾ European Commission (2021), **Commission communication – EU strategy on combating antisemitism and fostering Jewish life (2021–2030)**, COM(2021) 615 final.

⁽³⁾ See, for example, European Parliament Working Group against antisemitism (2021), **'WGAS welcomes first ever strategy on combating antisemitism and fostering Jewish life'**, statement, 5 October 2021; and European Parliament Resolution (2017), **Combating Anti-semitism**, 2017/2692, Brussels, 6 June 2017.

⁽⁴⁾ See European Council (2021), **European Council meeting (21 and 22 October 2021) – Conclusions**, EUCO 17/21, Brussels, 22 October 2021; and Council of the European Union (2022), **'Council adopts conclusions on combating racism and antisemitism'**, press release, 4 March 2022. For previous declarations, see, for example, Council of the European Union (2018), **Council declaration on the fight against antisemitism and the development of a common security approach to better protect Jewish communities and institutions in Europe**, 15213/18, Brussels, 6 December 2018; and Council of the European Union (2020), **Council declaration on mainstreaming the fight against antisemitism across policy areas**, 13637/20, Brussels, 2 December 2020.

⁽⁵⁾ European Commission (n.d.), **'Working Group on combating antisemitism'**.

IHRA definition of antisemitism

‘Antisemitism is a certain perception of Jews, which may be expressed as hatred toward Jews. Rhetorical and physical manifestations of antisemitism are directed toward Jewish or non-Jewish individuals and/or their property, toward Jewish community institutions and religious facilities.’

The definition is accompanied by examples of antisemitism ‘to guide the IHRA in its work’.

Source: IHRA web page on the non-legally binding working definition of antisemitism.

In addition to presenting the legal and policy framework related to combating antisemitism in the EU, this report includes summary overviews of the state of play of national strategies and action plans to combat antisemitism and foster Jewish life. This report also provides an overview of how many Member States have endorsed or adopted the non-legally binding working definition of antisemitism that the International Holocaust Remembrance Alliance (IHRA) developed and how they (intend to) use it. This report provides information on national strategies, action plans and other instruments aimed at combating antisemitism and fostering Jewish life and culture (see Table 1). The individual country sections provide detailed accounts of the existing strategies.

This report is a descriptive compilation of data on antisemitic incidents from official and unofficial sources, information on the state of play of national strategies and action plans, information on data collection mechanisms and information on the (intended) use of the IHRA working definition of antisemitism. It is part of a long-standing series of annual updates on antisemitic incidents recorded in the EU that has been published by FRA and its predecessor since 2012. This report follows a specific structure and format, which have been developed with and for the key stakeholders and main users of the report.

The national sections present the available data as they are recorded by official and unofficial sources in each of the 27 EU Member States, Albania, North Macedonia and Serbia. ‘Official data’ are understood in the context of this report as those collected by law enforcement agencies, authorities that are part of criminal justice systems and relevant state ministries at the national level. ‘Unofficial data’ refers to data collected by civil society organisations, including Jewish community organisations. All data presented in the report are based on the countries’ and organisations’ own definitions and categorisations of antisemitism.

This report provides an update on the latest figures on recorded antisemitic incidents available at the time of writing, and an overview of trends covering 1 January 2012 to 31 December 2022, or the period for which data are available at the country level.

State of play on data collection, strategies and use of the IHRA definition

- No official data sources on antisemitic incidents are available for three EU Member States: Hungary, Ireland and Portugal. Hungary and Ireland do collect data on hate crimes. However, they do not disaggregate these data to allow for the identification of specifically antisemitic incidents. In Portugal, the criminal information system allows keyword searches of entries concerning the description of incidents. However, Portugal does not publish statistical data based on this information.
- In Denmark, Finland and Sweden, the statistics for 2022 were not yet available when this report was compiled in July 2023.
- In many EU Member States and FRA observer countries, the numbers of officially recorded incidents are very low, which makes it impossible to assess the state of play in trends in antisemitism over time. Of the countries with available statistics, Albania, Bulgaria, Cyprus, Estonia, Latvia, Malta, North Macedonia and Serbia reported that the authorities did not receive any reports of antisemitic incidents in 2022. For a full overview, see Table 58.
- Low numbers of recorded incidents do not mean that antisemitism is not present. They can indicate that:
 - most antisemitic incidents remain unreported, either to the police or to any other authority, institution or organisation; population surveys are crucial to produce a more accurate picture of the antisemitic incidents experienced;
 - recording systems are ineffective or not in place (which would result in countries not recording any incidents);
 - incidents remain largely unreported and recording mechanisms (including in the online sphere) are still under development in this area;
 - authorities or organisations lack the skills and capacities to identify antisemitism.
- Differences in national definitions and classifications of antisemitic incidents, gaps in data recording and collection, and high levels of under-reporting prevent comparison between countries. For example, some Member States record the overall reported number of incidents motivated by antisemitic bias that came to the attention of official data collection channels. Others report only those antisemitic incidents that were prosecuted. The term ‘antisemitic incident’ used in this report refers to ‘incidents’ as conceptualised at the national level and, therefore, statistical concepts employed at the country level need to be consulted.
- According to information provided by FRA’s national liaison officers (NLOs) network (see section ‘Data collection for this overview’), Belgium, Bulgaria, France, Italy, the Netherlands and Spain have established cooperation mechanisms for data exchange with civil society organisations.
- Seventeen EU Member States had national strategies or action plans against antisemitism in place in July 2023. An additional eight EU Member States were in the process of developing or adopting strategies or action plans at the time: five were already in the development phase in 2022 and three started the process after data collection for last year’s report finished. Thirteen out of the 25 strategies that are in place or currently under development in EU Member States are standalone strategies / action plans. For a full overview, see Table 1.
- With the exceptions of Ireland and Malta, all EU Member States and FRA observer countries have either adopted or endorsed the IHRA definition of antisemitism at the government level. They have incorporated it in diverse areas, including education, training, awareness raising and their national strategies to combat antisemitism. However, not all countries have endorsed the illustrative examples accompanying the definition (see section ‘Use of the International Holocaust Remembrance Alliance working definition of antisemitism’).

Lack of systematic data collection on antisemitism

Evidence that FRA collects shows consistently that hate crime incidents, including those of an antisemitic nature, are inadequately reported. Although official systems for collecting data on hate crimes are generally based on police records and/or criminal justice data, authorities do not always categorise incidents motivated by antisemitism under a specific heading. As a result, and despite improvements in hate crime data collection overall at the Member State level, records frequently cannot be disaggregated by protected characteristics, while some countries still fail to collect adequate official data altogether. Improvements are needed, considering the persistence of antisemitism and the toll it takes on Jews, Jewish communities and society as a whole ⁽⁶⁾.

The lack of systematic data collection on antisemitism is also coupled with a great hesitancy among victims to report incidents to the authorities or other bodies, as FRA survey data consistently show ⁽⁷⁾. Incidents that are not reported are neither investigated nor prosecuted, allowing offenders to think that they can carry out such attacks with impunity. In addition, when victims do not report incidents, they risk not receiving information about assistance they are entitled to under the **victims' rights directive** (Directive 2012/29/EU) ⁽⁸⁾.

⁽⁶⁾ FRA (2018), *Experiences and Perceptions of Antisemitism – Second survey on discrimination and hate crime against Jews in the EU*, Publications Office of the European Union, Luxembourg. See FRA (2020), *Antisemitism – Overview of data available in the European Union 2009–2019*, Publications Office of the European Union, Luxembourg, and the [online survey data explorer](#), updated in April 2022, for information on the general population's perceptions of Jewish people. For further relevant data, see the 2018 Cable News Network (CNN) poll on antisemitism among more than 7 000 respondents from the general population in Austria, France, Germany, Hungary, Poland, Sweden and the United Kingdom, available on the [CNN website](#), and the Special Eurobarometer survey carried out by the European Commission (European Commission (2019), *Perceptions of Antisemitism*, Special Eurobarometer 484 – December 2018, Brussels).

⁽⁷⁾ See FRA (2018), *Hate crime recording and data collection practice across the EU*, Publications Office of the European Union, Luxembourg; and FRA (2021), *Encouraging Hate Crime Reporting – The role of law enforcement and other authorities*, Publications Office of the European Union, Luxembourg.

⁽⁸⁾ **Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA (victims' rights directive)** (OJ L 315, 14.11.2012, p. 57).

Proposal for enhanced data collection on crime victims, including victims of bias-motivated/antisemitic crimes

The European Commission's evaluation of Directive 2012/29/EU on victims' rights emphasises some Member States' fragmented provision of information on victims' rights, access to support services and protection aligned with victims' individual needs ^(a). Data collection across Member States lacks comparability and is not fully comprehensible, the evaluation notes.



As a result, in July 2023, the Commission proposed amendments to the victims' rights directive, including, among others, draft Article 28. This article obliges each Member State to establish a system for the collection, production and dissemination of statistics on victims of crime. The proposal states that statistics must include data relevant to the application of national procedures on victims of crime, including at least the number and type of reported crimes/offences.

Member States should establish common standards, including on counting units, counting rules, common disaggregation, reporting formats and the classification of criminal offences. Eurostat should support their data-gathering efforts. Proposed Article 28(3) also calls on FRA to support Member States in the collection, production and dissemination of statistics on victims of crime and in reporting on how victims have accessed their rights.

The proposed amendments to the directive apply to all crime victims. However, it should be noted that the directive also makes explicit reference to victims of hate crimes, who include victims of antisemitism.

^(a) ICF (2021), *Study to support the evaluation of Directive 2012/29/EU establishing minimum standards on the rights, support and protection of victims of crime, final report*, p. 42.

Considering the current data gaps and discrepancies between Member States in reporting bias motivation with respect to hate crime, efforts to improve data collection should not limit disaggregation to broad characteristics, such as religion. Instead, they should disaggregate by specific biases to allow better assessment of the number of incidents directed at specific communities.

One initiative to counter these data gaps and follow up on the EU strategy's goal of improving data collection is the Vienna Declaration on enhancing cooperation in fighting antisemitism and encouraging reporting of antisemitic incidents. It aims to develop a common methodology for quantifying and qualifying antisemitic incidents and comparing them over time between Member States. Improvements in data collection and standardisation would facilitate comparison across the EU, which is not possible in this report given current practices in the Member States. To date, 13 Member States have signed this declaration (Austria, Bulgaria, Croatia, Czechia, Estonia, Germany, Hungary, Italy, Luxembourg, the Netherlands, Romania, Slovakia and Spain).

Currently, inadequate recording combined with low reporting rates contributes to a gross underestimation of the extent, nature and characteristics of antisemitism in the EU. This, in turn, limits the ability of policymakers and other stakeholders at the local, national and international levels to take measures and implement courses of action to combat antisemitism effectively and decisively or to assess the effectiveness of existing policies.

As a result of gaps in data collection and high levels of under-reporting, as well as significant differences in approaches to recording and data collection at the Member State level, the data presented here cannot be taken as a fully accurate portrayal of the prevalence of antisemitism in any given EU Member State, nor should these data be used to compare the situations in different countries.

Furthermore, recording and data collection systems in several countries have undergone changes during the reference period of this report (2012–2022). This has sometimes limited the comparability of data over time within a given Member State.

Nevertheless, the data that do exist show that antisemitism remains an issue of serious concern, and that decisive and targeted policy responses are needed to tackle this phenomenon. The effective implementation of these responses would not only afford Jewish communities better protection against antisemitism but also give a clear signal that, across the EU, the fundamental rights of all people are protected and safeguarded.

FRA ACTIVITY

Encouraging hate crime reporting, recording and data collection

FRA published two reports to support national authorities in their efforts to encourage hate crime reporting and improve their data.

The 2021 report ***Encouraging Hate Crime Reporting – The role of law enforcement and other authorities*** examines the existing data, including results from a number of FRA’s large-scale surveys, to demonstrate the extent of bias-motivated violence and harassment, the reasons for and the degree of under-reporting, and related challenges faced by groups at risk of hate crime victimisation. Some ways to tackle non-reporting include making diverse reporting options available to people or establishing partnerships between the various authorities and civil society. These measures are necessary for countries to deliver on their legal duty to ensure access to justice for all, to protect and support victims of hate crime, and to investigate and punish hate crime.

The proper recording of hate crime by law enforcement authorities can lead to a better understanding of the nature and prevalence of the phenomenon, and of its impact on victims and their communities. This, in turn, can assist the authorities in developing and monitoring policies and measures they put in place to combat prejudice and to offer support to victims of hate crime.

FRA’s 2018 report aims to assist law enforcement authorities, including police investigators and hate crime officers, and policymakers by providing rich and detailed information on hate crime recording and data collection practices in the EU. It helps to identify gaps and inconsistencies, and provides illustrative practices from other Member States. A detailed look at the practices, including step-by-step descriptions, offers insights to help identify which elements could be adapted for use in national contexts.

Sources: FRA (2021), ***Encouraging Hate Crime Reporting – The role of law enforcement and other authorities***, Publications Office of the European Union, Luxembourg; FRA (2018), ***Hate crime recording and data collection practices across the EU***, Publications Office of the European Union, Luxembourg.



Data collection for this overview

To obtain the most complete and accurate data available on antisemitism in the EU, FRA consults a variety of sources and employs the same methodology every year. The data presented in this report were collected through desk research, following three steps.

- Sources of data on antisemitism available in the public domain were consulted at the international and national levels. The former includes the UN, the European Commission against Racism and Intolerance (ECRI) of the Council of Europe and the Office for Democratic Institutions and Human Rights (ODIHR) of the Organization for Security and Co-operation in Europe (OSCE). At the national level, official data published by relevant governmental offices, equality bodies, police forces and authorities within criminal justice systems were consulted.
- Specific requests were made to governmental offices through the system of NLO who cooperate with FRA in each EU Member State, as well as the FRA observer countries Albania, North Macedonia and Serbia ⁽⁹⁾. This step was taken to ensure that the latest available official data on antisemitism were taken into consideration when drafting this report. The NLOs provided FRA with official data from relevant governmental offices, equality bodies, police forces and authorities within criminal justice systems, thus ensuring that the latest available official data on antisemitism were taken into account. In addition, the NLOs were asked to provide information on the national action plans and other measures to prevent and combat antisemitism, and on the use of the **non-legally binding working definition of antisemitism** adopted by the IHRA.
- Data on antisemitism published by civil society organisations were consulted (see Appendix A for the list of sources).

This report presents only data specifically concerning antisemitism. Those interested in data regarding incidents committed with other bias motivations – and comparing the number of incidents recorded across various categories with respect to the incidents' bias motivation – are encouraged to access **ODIHR's online database on hate crime**.

Given the gaps in national data collection, surveys among people who identify as Jewish on their experiences of antisemitism are essential additional sources of information. Surveys that collect data about experiences directly from the people concerned are able to capture a range of incidents that official or unofficial statistics do not reflect, as many antisemitic incidents go unreported. Surveys can also collect more detailed data concerning the context in which incidents take place, including who the perpetrators are (where known) and the consequences for victims. Moreover, the standardised methodology of a quantitative survey allows for a cross-country comparison of experiences that self-identifying Jews in Europe report.

⁽⁹⁾ See the FRA web page for a **list of NLOs**.

FRA's surveys on discrimination and hate crime against Jews

FRA has conducted two surveys on discrimination and hate crime against Jews, one in 2012 and one in 2018. In January 2023, it launched the **third survey**, with results expected to be released in 2024. The survey covers 13 EU Member States: Austria, Belgium, Czechia, Denmark, France, Germany, Hungary, Italy, the Netherlands, Poland, Romania, Spain and Sweden. The 2023 survey covers Czechia and Romania for the first time.

The survey will continue to track the indicators established in earlier surveys concerning the experiences, perceptions and views of discrimination and hate crime victimisation. The latest survey also collects respondents' experiences of antisemitic incidents happening online.

For more information, see FRA (2018), *Experiences and Perceptions of Antisemitism: Second survey on discrimination and hate crime against Jews in the EU*, Publications Office of the European Union, Luxembourg. The **summary of key findings** is available in the official EU languages and in Hebrew. The **country sheets** summarise the results for each of the Member States that the survey covers. The results of the survey with respect to 16- to 34-year-old respondents were analysed further in FRA (2019), *Young Jewish Europeans: Perceptions and experiences of antisemitism*, Publications Office of the European Union, Luxembourg (published jointly by FRA, the European Commission and the Institute for Jewish Policy Research).

Legal framework

In EU law, fundamental rights such as the rights to life, human dignity, equal treatment or freedom of thought, conscience and religion are set out in the Charter of Fundamental Rights of the European Union⁽¹⁰⁾. The protection and promotion of these rights is intimately linked with combating antisemitism.

In the context of EU secondary law, the **racial equality directive** (Directive 2000/43/EC)⁽¹¹⁾ prohibits discrimination on the grounds of racial or ethnic origin in employment and in a number of other areas, and the **employment equality directive** (Directive 2000/78/EC)⁽¹²⁾ prohibits discrimination in employment on the ground of religion or belief, among others. Both directives set out specific measures for EU Member States to take in order to implement the relevant fundamental rights in practice.

The **victims' rights directive**⁽¹³⁾ establishes minimum standards on the rights, support and protection of victims of crime. It refers explicitly to victims of hate crime, their protection and specific needs related to their recognition, respectful treatment, support and access to justice.

On 12 July 2023, the Commission proposed amendments to the victims' rights directive. One of the proposed provisions explicitly refers to victims of hate crime and the need to ensure that they have access to targeted and integrated support services. The proposal also contains obligations regarding more enhanced data collection in this area. It recognises that '[t]he collection of accurate and coherent data and the timely publication of collected data and statistics are fundamental to ensure full knowledge on the rights of victims of crime within the Union' (recital 18).

FRA ACTIVITY

FRA opinion on the implementation of the equality directives

FRA's opinion presents evidence of discrimination on the grounds and in the areas of life that the racial and employment equality directives cover. The opinion shows that the prevalence of discrimination on the grounds of racial or ethnic origin remains consistently high, both over time and across different population groups in the Member States.

See FRA (2021), **Equality in the EU 20 years on from the initial implementation of the equality directives**, Publications Office of the European Union, Luxembourg.

⁽¹⁰⁾ For example, see Art. 1, Art. 2, Art. 11, Art. 21 and Art. 24(1) of the Charter of Fundamental Rights of the European Union. See also Art. 2 and Art. 3(1) of the Treaty on European Union, and Art. 19(1) of the Treaty on the Functioning of the European Union.

⁽¹¹⁾ **Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin** (racial equality directive) (OJ L 180, 19.7.2000, p. 22).

⁽¹²⁾ **Council Directive 2000/78/EC of 27 November 2000 establishing a general framework for equal treatment in employment and occupation** (employment equality directive) (OJ L 303, 2.12.2000, p. 16).

⁽¹³⁾ **Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA** (victims' rights directive) (OJ L 315, 14.11.2012, p. 57).

FRA ACTIVITY

FRA report on underpinning victims' rights

FRA's report identifies gaps in the protection and support that victims are guaranteed under the EU victims' rights directive. The report highlights what needs to be done to move towards a victim-centred approach in relation to support services, reporting and protection. Various groups of victims of hate crime, including those experiencing antisemitic harassment, have low reporting rates. Therefore, the report refers to the need to enhance trust in law enforcement and to set up alternative reporting options, such as the systematic use of third-party reporting.

See FRA (2023), **Underpinning Victims' Rights: Support services, reporting and protections**, Publications Office of the European Union, Luxembourg.

The revised **audiovisual media services directive** (Directive (EU) 2018/1808) obliges EU Member States to ensure that audiovisual media services do not contain incitement to violence or hatred ⁽¹⁴⁾.

In July 2022, the European Parliament adopted the proposed Digital Services Act ⁽¹⁵⁾. The Digital Services Act sets standards to effectively tackle the spread of illegal content online and protect people's fundamental rights online. Very large online platforms will have to comply with stricter obligations. They are subject to independent audits each year and are obligated to mitigate systemic risks. Two of the four categories of systemic risks to be assessed in depth are dissemination of illegal content, including illegal hate speech, and systems that could violate fundamental rights, such as placing limits on freedom of expression or facilitating discrimination. Article 27 sets out the mitigation measures, including adapting efficient content moderation processes, and, where appropriate, removing the content, particularly illegal hate speech.

In June 2023, the European Parliament voted to adopt the **Artificial Intelligence (AI) Act**. The act divides AI into high- and low-risk practices. It also bans intrusive and discriminatory applications of AI systems. That encompasses antisemitism alongside other grounds of discrimination. In the extended list of high-risk AI practices, Members of the European Parliament included areas that could impede people's fundamental rights.

Through Council Framework Decision 2008/913/JHA of 28 November 2008 on combating certain forms and expressions of racism and xenophobia by means of criminal law ⁽¹⁶⁾, EU Member States are required to punish the condoning, denying or gross trivialising of certain crimes ⁽¹⁷⁾ against a person or persons defined by reference to race, colour, religion, descent, or national or ethnic origin, when the conduct is carried out in public and in a manner likely to incite violence or hatred against such a group or a member of such a group. Instigating or aiding and abetting in the commission of the acts described above is also punishable under the framework decision. For other criminal offences, racist and xenophobic motivation is to be considered an aggravating circumstance or, alternatively, may be considered by the courts in the determination of penalties.

In 2021, when monitoring the incorporation and application of the framework decision in national law, the European Commission initiated (antisemitism-related) infringement procedures against 10 Member States: Belgium, Finland, Germany, Greece, Hungary, Lithuania, Luxembourg, the Netherlands, Poland

⁽¹⁴⁾ **Directive (EU) 2018/1808 of the European Parliament and of the Council of 14 November 2018 amending Directive 2010/13/EU on the coordination of certain provisions laid down by law, regulation or administrative action in Member States concerning the provision of audiovisual media services (audiovisual media services directive) in view of changing market realities** (audiovisual media services directive) (OJ L 303, 28.11.2018, p. 69).

⁽¹⁵⁾ **Regulation (EU) 2022/2065 of the European Parliament and of the Council of 19 October 2022 on a single market for digital services and amending Directive 2000/31/EC (Digital Services Act)** (OJ L 277, 27.10.2022, p. 1). See the European Commission web page on the **Digital Services Act package**.

⁽¹⁶⁾ **Council Framework Decision 2008/913/JHA of 28 November 2008 on combating certain forms and expressions of racism and xenophobia by means of criminal law** (framework decision on racism and xenophobia) (OJ L 328, 6.12.2008, p. 55).

⁽¹⁷⁾ As defined in Art. 6 of the Charter of the International Military Tribunal, appended to the London Agreement of 8 August 1945.

and Sweden. The Commission called on them to fully and correctly incorporate the provisions of the framework decision into national law ⁽¹⁸⁾.

In July 2023, when this report was compiled, the proceedings were ongoing against all countries but Lithuania, for which the case was closed in 2022 ⁽¹⁹⁾. In 2023, the Commission sent additional letters of formal notice to Estonia, Finland and Poland and sent reasoned opinions to Greece and Hungary ⁽²⁰⁾.

In its 2021 communication on the extension of EU crimes ⁽²¹⁾ the European Commission invited the Council of the European Union to extend the list in Article 83(1) of the Treaty on the Functioning of the European Union to include hate speech and hate crime as EU crimes. The Council can only adopt the decision by unanimity and with the European Parliament's consent. Adopting such a decision would allow the criminalisation at the EU level of other forms of hate speech and hate crime beyond those covered by the framework decision on racism and xenophobia by means of criminal law. When this report was compiled in July 2023, the Council had not adopted its proposal for a decision yet ⁽²²⁾.

At the Council of Europe level, the rights to life, human dignity, equal treatment, freedom of thought, conscience and religion, and freedom of expression are equally firmly embedded in the European Convention on Human Rights (ECHR). The European Court of Human Rights (ECtHR), in its case law, has consistently upheld the exclusion of the denial of the Holocaust from the protection of Article 10 (freedom of expression) of the ECHR, for example in *Lehideux and Isorni v France* ⁽²³⁾, *Garaudy v France* ⁽²⁴⁾ and *Walendy v Germany* ⁽²⁵⁾. In June 2022, the ECtHR published its updated **factsheet on hate speech**. In this factsheet, the ECtHR – based on examples of selected cases – provides guidance and explanations related to hate speech and freedom of expression.

The Council of Europe Framework Convention for the Protection of National Minorities ⁽²⁶⁾ contains provisions on, among other things, non-discrimination and freedoms of assembly, association, expression, thought, conscience and religion. Twenty-three EU Member States, Albania, North Macedonia and Serbia have ratified the convention.

The Additional protocol to the Convention on Cybercrime, concerning the criminalisation of acts of a racist and xenophobic nature committed through computer systems, obliges States Parties to establish 'denial, gross minimisation, approval or justification of genocide or crimes against humanity'

⁽¹⁸⁾ European Commission (2021), 'February infringements package: key decisions', press release, INF/21/441, 18 February 2021; European Commission (2021), 'June infringements package: key decisions', press release, INF/21/2743, 9 June 2021; European Commission (2021), 'December infringement package: key decisions', press release, INF/21/6201, 2 December 2021.

⁽¹⁹⁾ For more information, see the European Commission at work web page on **infringement decisions**.

⁽²⁰⁾ European Commission (2023), 'January infringements package: key decisions', press release, INF/23/142, 26 January 2023.

⁽²¹⁾ European Commission (2021), Commission communication – A more inclusive and protective Europe: Extending the list of EU crimes to hate speech and hate crime, COM(2021) 777 final.

⁽²²⁾ European Parliament, Committee on Civil Liberties, Justice and Home Affairs (2023), **Draft report on the proposal for a Council decision on extending the list of EU crimes to hate speech and hate crime (2023/2068(INI))**, 28 June 2023.

⁽²³⁾ ECtHR, *Lehideux and Isorni v France*, No 24662/94, 23 September 1998.

⁽²⁴⁾ ECtHR, *Garaudy v France*, No 65831/01, 24 June 2003.

⁽²⁵⁾ ECtHR, *Walendy v Germany*, No 21128/93, 11 January 1995.

⁽²⁶⁾ Council of Europe (1995), **Framework Convention for the Protection of National Minorities**, CETS No 157.

as criminal offences under their domestic laws⁽²⁷⁾. At the time of writing, 18 EU Member States, Albania, North Macedonia and Serbia had ratified this additional protocol.

In the context of the UN, the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD) obliges all States Parties to take measures to eliminate racial discrimination in all its forms. The International Covenant on Civil and Political Rights (ICCPR) provides for the right to freedom of opinion and expression (Article 19). According to the Human Rights Committee, this does 'not permit general prohibition of expressions of an erroneous opinion or an incorrect interpretation of past events'⁽²⁸⁾.

⁽²⁷⁾ Council of Europe (2003), **Additional protocol to the Convention on Cybercrime, concerning the criminalisation of acts of a racist and xenophobic nature committed through computer systems**, CETS No 189, Art. 6.

⁽²⁸⁾ UN, Human Rights Committee (2011), **General comment No. 34 – Article 19: Freedoms of opinion and expression**, CCPR/C/GC/34, 12 September 2011, para. 49.

European Union policies and commitment to combating antisemitism and fostering Jewish life

This section will look at European policies and the EU's commitment to combating antisemitism.

The EU has stepped up its efforts to combat antisemitism and foster Jewish life by developing and adopting various policies and setting up dedicated structures and cooperation with Jewish organisations. The European Commission appointed a **Coordinator on combating antisemitism and fostering Jewish life** in 2015.

Following the unanimous adoption of the **Council declaration on antisemitism** ⁽²⁹⁾, the European Commission established a **Working Group on combating antisemitism** in 2018. The working group has met multiple times since its establishment. At its meeting in May 2023, Member States' and Jewish communities' representatives and other stakeholders met in Romania to support the implementation of the strategy and coordinate the Member States' efforts to combat antisemitism and to foster Jewish life ⁽³⁰⁾.



⁽²⁹⁾ Council of the European Union (2018), **Council declaration on the fight against antisemitism and the development of a common security approach to better protect Jewish communities and institutions in Europe**, 15213/18, Brussels, 6 December 2018.

⁽³⁰⁾ More information concerning the topics discussed in the working group meetings can be found on the **European Commission web page on the working group**.

In 2020, the Council of the European Union adopted the **declaration on mainstreaming the fight against antisemitism across policy areas** ⁽³¹⁾. In this declaration, the Council emphasised that '[t]he fight against antisemitism is a cross-cutting issue involving various levels of government and policies at local, national and European level'. The Council also reiterated its call on Member States to endorse the IHRA's working definition of antisemitism.

In 2021, the European Commission and the IHRA published the **Handbook for the practical use of the IHRA working definition of antisemitism** ⁽³²⁾. The handbook draws on evidence that FRA collected.

In 2021, the European Commission adopted its first ever **EU strategy on combating antisemitism and fostering Jewish life** ⁽³³⁾. To support the implementation of the strategy, the European Commission made the ad hoc **Working Group on combating antisemitism** a permanent arrangement. The meetings are attended by representatives of Member States and Jewish communities, as well as experts – including FRA ⁽³⁴⁾.

The Council of the European Union adopted the **conclusions on combating racism and antisemitism** in March 2022. It denounced the sharp rise in antisemitism, Holocaust denial and distortion, both online and offline, notably in the context of the COVID-19 pandemic.

In 2019, the European Commission set up the **Working Group on hate crime recording, data collection and encouraging reporting** under the **EU High Level Group on combating hate speech and hate crime** ⁽³⁵⁾. The working group supports Member States in encouraging the reporting of hate crime and further improving hate crime data collection, including as regards antisemitism. FRA facilitates the working group.

The European Commission published the **EU anti-racism action plan for 2020–2025** in 2020 ⁽³⁶⁾. It notes how various forms of racism – including antisemitism – undermine the value of a person based on stereotypes and prejudice. The action plan refers to data from FRA's second survey on discrimination and hate crime against Jews to illustrate the extent of the issue.

⁽³¹⁾ Council of the European Union (2020), **Council declaration on mainstreaming the fight against antisemitism across policy areas**, 13637/20, Brussels, 2 December 2020.

⁽³²⁾ European Commission and IHRA (2021), **Handbook for the practical use of the IHRA working definition of antisemitism**, Publications Office of the European Union, Luxembourg.

⁽³³⁾ European Commission (2021), **Commission communication – EU strategy on combating antisemitism and fostering Jewish life (2021–2030)**, COM(2021) 615 final.

⁽³⁴⁾ More information concerning the topics discussed at the meetings can be found on the **European Commission web page on the working group**.

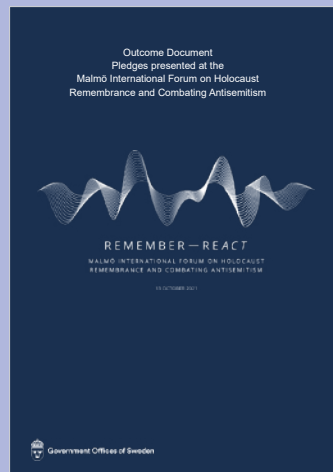
⁽³⁵⁾ More information about the High Level Group on combating hate speech and hate crime can be found on the **No Place For Hate web page**.

⁽³⁶⁾ European Commission (2020), **Commission communication – A Union of equality: EU anti-racism action plan 2020–2025**, COM(2020) 565 final.

Malmö International Forum on Holocaust Remembrance and Combating Antisemitism

Sweden hosted 74 delegations from across the world – including FRA – at the Malmö International Forum on Holocaust Remembrance and Combating Antisemitism on 13 October 2021. The forum resulted in 60 delegations making pledges pertaining to remembrance and combating antisemitism. At the forum, FRA pledged to:

- conduct periodic surveys on the lived experience of antisemitism;
- assist the EU and its Member States in monitoring the implementation of strategies for combating antisemitism;
- assist the EU and its Member States in improving recording and encouraging reporting of antisemitic incidents.



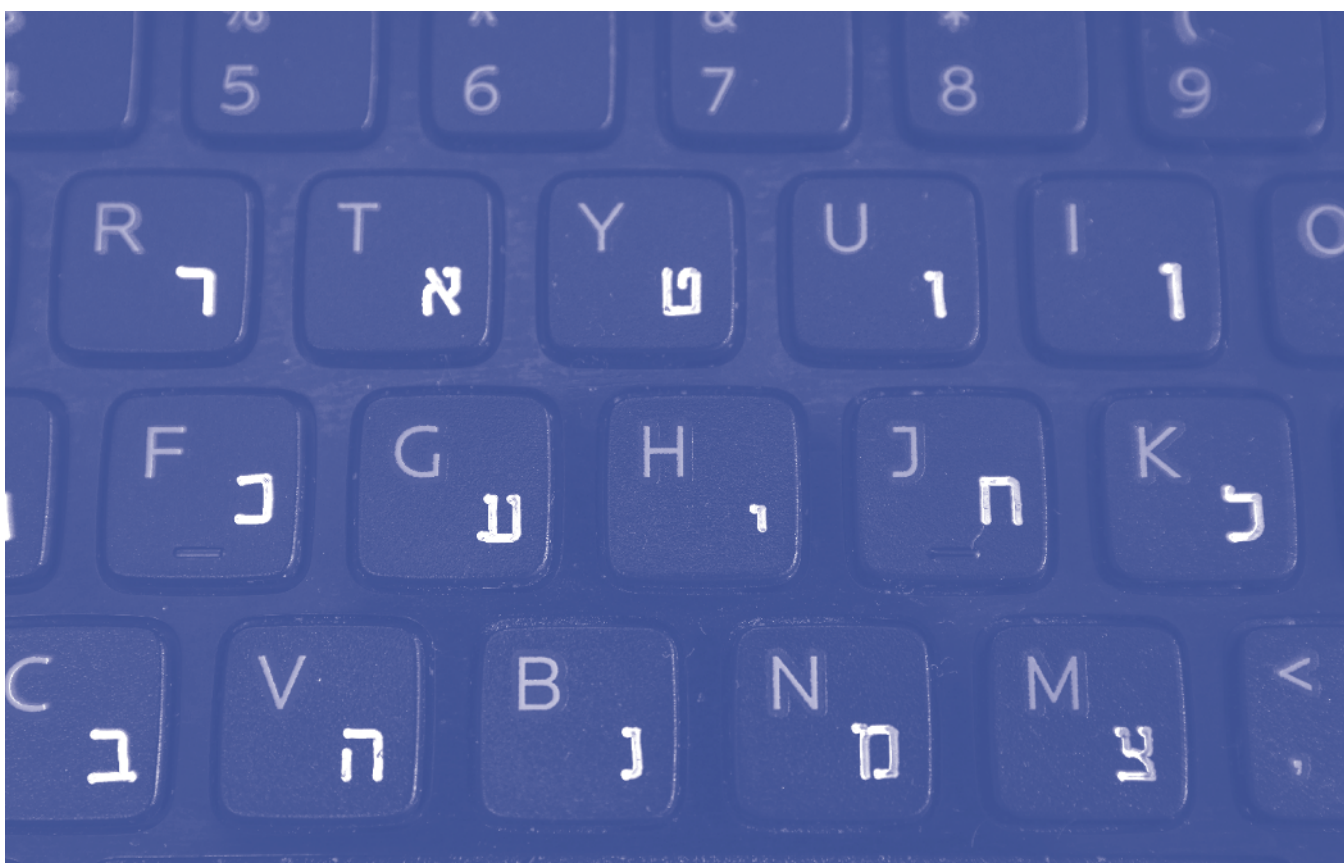
These pledges respond to the EU strategy on combating antisemitism and fostering Jewish life.

In 2023, a follow up report on the pledges was published.

Antisemitism online

Antisemitism has particularly increased on the internet. Therefore, this section will focus on the number of antisemitic incidents occurring online and the policies to counteract this form of antisemitism.

The nature, scale and reach of online antisemitic content (as with online hate content in general), and its exponential growth, pose a challenge to reporting and recording, and subsequent intervention. These factors can also undermine country-level efforts to tackle hate speech and crime online due to the global dimension underlying online content. An additional complication is that defining online hate itself can be highly subjective. Defining online hate is frequently a balancing act between two fundamental rights enshrined in the EU Charter: freedom of expression (Article 11) and non-discrimination (Article 21).



The number of recorded incidents is a small proportion of antisemitic incidents online. It can – as with records of offline antisemitic crime – be an indicator of Member States’ and civil society organisations’ current practices on online hate reporting and efforts to enhance detection.

Antisemitic disinformation and hatred have flourished online in the context of the coronavirus pandemic (COVID-19) and Russia’s war of aggression

against Ukraine, as the 2022 update established. During these crises, existing antisemitic discourse has been revived, including forms of Holocaust trivialisation, and new antisemitic myths and conspiracy theories that blame Jews for the events have developed.

Calls for action against antisemitism are increasingly focused on both offline and online aspects. In January 2022, the UN General Assembly adopted a **resolution condemning Holocaust denial and distortion**, including in online spaces. It asked Member States to strengthen Holocaust remembrance through educational programmes and urged social media companies to take appropriate steps.

In April 2023, the European Commission funded and the OSCE supported the **partnership between the United Nations Educational, Scientific and Cultural Organization (UNESCO) and 12 EU Member States** to tackle antisemitism through educational activities and local initiatives. This partnership stems from a growing lack of awareness about the Holocaust and antisemitic tropes, and rising normalisation of antisemitic speech, including online. UNESCO will collaborate with authorities to train teacher trainers, policymakers and civil society organisations to address antisemitism within schools.

The data on and evidence of online antisemitism that FRA collected for this report support the need for specific policy commitments to combat this phenomenon.

DATA AVAILABLE ON ANTISEMITISM ONLINE

In collecting the most recent data for this report, NLOs were consulted to identify the recorded antisemitic incidents that took place online in EU Member States. Variations in the number of antisemitic online incidents within and between countries can be substantial, even over relatively short periods. As with offline data collection, comparisons between Member States should be avoided owing to their different approaches to data collection.



Note that references to the data sources can be found in the country sections. Only countries that have provided data on antisemitism online are listed here.

AUSTRIA

Official data

In 2022, out of 225 total recorded offences with an antisemitic bias motive, 90 were committed online, official data indicate. 'Online' constitutes the largest category across all locations registered.

Unofficial data

The Jewish Community of Vienna (Israelitische Kultusgemeinde Wien (IKG)) reported 385 antisemitic incidents online in 2022. Of those, 212 took place on social media, 90 were email related and 83 were in an unspecified online environment.

BELGIUM

Official data

In 2020, 56 complaints of antisemitism online were made to the national equality body (Unia, formerly the Interfederal Centre for Equal Opportunities). The latest available report from 2021 does not allow for disaggregation of online incidents.

Unofficial data

According to Antisemitisme.be, 83 of the 119 antisemitic incidents registered in 2021 were committed online. The data for the 2022 figures were not available when this report was drafted

CZECHIA

Unofficial data

In 2022, 2 211 out of the 2 277 recorded incidents took place online, mainly on social media, the Federation of Jewish Communities in the Czech Republic reports.

DENMARK

Official data

The exact number of online offences is not available. However, the increase in overall reports of antisemitic incidents in 2021 is attributed to the spread of hate speech via the internet, in particular by email.

FRANCE

Official data

In total, 43 online antisemitic threats were recorded in 2020. Owing to a change in the methodology for recording antisemitic acts, 2020 is still the latest year for which information on online incidents is available.

GERMANY

Official data

In 2022, out of 2 641 politically motivated crimes with an antisemitic motive recorded, 969 were committed online.

Unofficial data

The Federal Association of Departments for Research and Information on Antisemitism (Bundesverband der Recherche- und Informationsstellen Antisemitismus e.V. (RIAS)) recorded 843 online antisemitic incidents in 2022.

GREECE

Official data

Four out of the five cases recorded by the Hellenic police services and referred to the Ministry of Justice in 2022 took place on social media.

ITALY

Official data

The Observatory for Security against Acts of Discrimination (OSCAD) recorded 22 antisemitic incidents online under the category of incitement to violence in 2022.

LITHUANIA

Official data

The Departmental Register for Criminal Offences recorded two incidents of antisemitism committed online in 2022.

NETHERLANDS

Official data

A hotline for victims of online discrimination recorded 15 reports concerning antisemitism in 2022, representing 7 % of all complaints received.

Unofficial data

The Center for Information and Documentation Israel (Centrum Informatie en Documentatie Israel (CIDI)) reported an increase in online incidents in 2022. However, the exact number was not specified.

POLAND

Official data

In 2021, 9 incidents of antisemitism online were recorded out of a total of 111 antisemitic incidents, according to national police information system records. No new information regarding online incidents was provided for 2022.

FRA ACTIVITY

FRA's project on antisemitism online

In December 2022, FRA published *Bias in Algorithms*. This report highlights the current risk of discrimination against minorities from use of algorithms in high-risk contexts, such as offensive speech detection and predictive policing.

Within FRA's continued efforts to monitor fundamental rights online, FRA is analysing the extent and nature of online harassment, hate speech and incitement to violence against women and ethnic minorities in 2022. This includes antisemitic online content. **The online content moderation project** examines hate-motivated online content based on keyword searches on selected online platforms and covers four Member States: Bulgaria, Germany, Italy and Sweden. Findings from the project will be available in 2023–2024.

ROMANIA

Official data

The Elie Wiesel National Institute for the Study of the Holocaust in Romania (Institutul Național pentru Studierea Holocaustului din România 'Elie Wiesel') reported a shift in antisemitic incidents from bigger social media platforms, such as Facebook, to less regulated chat apps, such as Telegram, during the monitoring period.

SLOVAKIA

Official data

In 2022, 14 people were sentenced for online crimes with antisemitic motives.

SLOVENIA

Official data

One criminal complaint was filed in 2022 on the grounds of antisemitism. It was related to an offence that took place on Twitter.

SPAIN

Official data

The Ministry of the Interior classified two hate crimes committed on the internet and social networks as antisemitic out of the total of 232 hate crimes in 2021 (0.86 %). Moreover, 123 content threads were identified and reported to online platforms throughout the year on the grounds of antisemitic hate speech. This represents 3.5 % of the total content reported.

SWEDEN

Official data

In terms of the locations of the recorded antisemitic incidents in 2020 – the most recent year for which data are available – the highest number of incidents was 'in social media' (28 incidents). Other categories that can include online antisemitism include 'chat / text message / phone' (24 incidents) and 'internet – other' (11 incidents). A total of 170 antisemitic incidents were recorded.

SERBIA

Official data

A verdict was reached in 2023 regarding a previously reported online offence with an antisemitic motive, according to information from the NLO.

National strategies, action plans and other measures to prevent and combat antisemitism

The **European Council** welcomed the adoption of the **Council declaration** on 13–14 December 2018. In the declaration, the Council of the European Union ‘invites the Member States to adopt and implement a holistic strategy to prevent and combat all forms of antisemitism as part of their strategies on preventing racism, xenophobia, radicalisation and violent extremism’.

The European Commission adopted its first ever EU strategy on combating antisemitism and fostering Jewish life in October 2021. It encourages EU Member States to address antisemitism in national strategies or include measures in their national action plans against racism, and provide sufficient funding to implement them. When developing the strategies, Member States can draw on the European Commission’s guidance on national action plans against racism⁽³⁷⁾. The European Commission will publish the first implementation report on the EU strategy and the national strategies and policies in 2024.

Table 1 presents a summary of information that FRA received from national governments on strategies and action plans in place to combat antisemitism. In cases in which such strategies or action plans are not yet in place, Table 1 notes the state of play at the time of writing this report in July 2023.

Based on the information received from national governments, 17 EU Member States had national strategies or action plans against antisemitism in place when this information was collected between May and July 2023. Out of these, six Member States (Austria, Denmark, Estonia, Germany, Italy and Spain) have standalone strategies on combating antisemitism in place. The other 11 Member States subsume combating antisemitism under broader strategies (Croatia, Finland, France, Ireland, Latvia, Malta, Poland, Portugal, Romania, Slovakia and Sweden).

Overall, this is a net increase of three Member States since the publication of FRA’s 2022 antisemitism data collection update. Germany, Latvia and Spain have finished developing their strategies since 2022. In addition, Croatia and Ireland have included the fight against antisemitism in broader measures and strategies. Greece and the Netherlands already had measures on the fight against antisemitism embedded in broader strategies; they indicate that new standalone strategies are under development.

In Bulgaria, Czechia, Hungary, Luxembourg and Slovenia, the national strategies have remained under development since the 2022 report. Belgium indicates that it has started the developmental process. Cyprus and Lithuania currently do not have national strategies or action plans in place, according to information from NLOs.

Serbia’s measures for combating antisemitism are part of the broader strategy on the prevention and protection against discrimination 2022–2030. This strategy includes measures to combat discrimination, racism, xenophobia, hate speech and hate crime according to the NLO.

⁽³⁷⁾ European Commission, Subgroup on the national implementation of the EU anti-racism action plan 2020–2025 (2021), **Common guiding principles for national action plans against racism and racial discrimination**, Brussels.

TABLE 1: STRATEGIES AND ACTION PLANS TO COMBAT ANTISEMITISM IN EU MEMBER STATES, ALBANIA, NORTH MACEDONIA AND SERBIA

Country	Strategy / action plan	Standalone	Consultation with Jewish communities	IHRA definition in the strategy / action plan
AT	Yes	Yes	Yes	Yes
BE	Under development	No	Yes	No
BG	Under development	Yes	n.a.	n.a.
CY	No	n.a.	n.a.	n.a.
CZ	Under development	Yes	Yes	Yes
DE	Yes	Yes	Yes	Yes
DK	Yes	Yes	Yes	Yes
EE	Yes	Yes	Yes	Yes
EL	Under development	Yes	Yes	Yes
ES	Yes	Yes	Yes	Yes
FI	Yes	No	Yes	No
FR	Yes	No	Yes	Yes
HR	Yes	No	Yes	Yes
HU	Under development	Yes	Yes	Yes
IE	Yes	No	Yes	No
IT	Yes	Yes	Yes	Yes
LT	No	n.a.	n.a.	n.a.
LU	Under development	Yes	Yes	Yes
LV	Yes	No	Yes	Yes
MT	Yes	No	n.a.	n.a.
NL	Under development	Yes	n.a.	n.a.
PL	Yes	No	No	Yes
PT	Yes	No	n.a.	Yes
RO	Yes	No	Yes	Yes
SE	Yes	No	Yes	Yes
SI	Under development	Yes	Yes	Yes
SK	Yes	No	No	Yes
FRA observer countries				
AL	No	n.a.	n.a.	n.a.
MK	No	n.a.	n.a.	n.a.
RS	Yes	No	n.a.	n.a.

Source: **NLOs** – information collated by FRA, current as of July 2023. For more information on these strategies and action plans, please consult the country sections in this report.

▲
Note:
n.a., not available.

Use of the International Holocaust Remembrance Alliance working definition of antisemitism

In 2016, the IHRA adopted a non-legally binding working definition of antisemitism. The definition is accompanied by 11 illustrative examples of antisemitism.

In its 2018 **declaration** ⁽³⁸⁾, the Council of the European Union called on Member States to endorse the IHRA definition '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'. The EU strategy on combating antisemitism and fostering Jewish life encourages EU Member States, local authorities, regions, cities and other institutions and organisations to adopt and use the IHRA definition.



The endorsement and adoption of the definition has in part been fragmented. Some countries (Luxembourg and Slovenia, according to the information from the NLOs) support the working definition but reject the examples that accompany the definition.

⁽³⁸⁾ For reference to the IHRA definition, see European Parliament (2017), *European Parliament resolution of 1 June 2017 on combating anti-semitism, 2017/2692*, Brussels, 1 June 2017, point 2.

ECRI welcomed the non-legally binding IHRA working definition of antisemitism, as it 'aids and promotes a better understanding of antisemitism', particularly within a contemporary context⁽³⁹⁾. However, ECRI highlighted that the working definition must not be used to 'stifle, or stigmatise as antisemitic, legitimate criticism of Israel and its policies ... in the context of the Israeli occupation of Palestinian territories.' Several **Israeli and international civil society groups urged the UN to reject the IHRA definition** in April 2023. They wished to avoid undermining the work of UN bodies tasked with assessing the Israeli government's human rights abuses within Israel and the occupied territories⁽⁴⁰⁾.

In addition to the working definition of antisemitism, the IHRA has developed working definitions of **Holocaust denial and distortion** and of **antigypsyism / anti-Roma discrimination**⁽⁴¹⁾.

Table 2 summarises information FRA received on how national, regional or local authorities (intend to) use the **IHRA non-legally binding working definition of antisemitism**. FRA approached its **NLOs** in all 27 EU Member States and Albania, North Macedonia and Serbia to provide this information covering 2012–2022.

⁽³⁹⁾ Council of Europe, ECRI (2020), **ECRI's opinion on the IHRA working definition of antisemitism**, Strasbourg.

⁽⁴⁰⁾ Human Rights Watch (2023), 'Human rights and other civil society groups urge United Nations to respect human rights in the fight against antisemitism', 4 April 2023.

⁽⁴¹⁾ For more information on the working definitions, see the **IHRA's official website**.

TABLE 2: IHRA DEFINITION ADOPTION/ENDORSEMENT AND USAGE, BASED ON THE IHRA WEBPAGE AND NLO INPUTS

Country	IHRA definition adopted or endorsed ^(a)	Usage ^(b)
AT	Yes (2017)	Judicial training and civil society work incorporate the definition. The definition is used by trainers and in the training materials of two regular seminars for candidate judges. Comprehensive information on the definition is published on the judiciary intranet. The national strategy on combating antisemitism also applies the definition.
BE	Yes (2018)	The definition guides work against antisemitism. Unia published in January 2021 the results of an analysis in which it applied the IHRA definition to incidents recorded in 2018, to assess the impact of using the IHRA definition in its work, compared with its current incident-recording criteria. Belgian authorities have taken note of Unia's study as they prepare a position paper concerning the application of the IHRA definition.
BG	Yes (2017)	Bulgaria encourages usage of the definition in sports clubs. It also uses the definition in addressing antisemitism through education. The UNESCO and ODIHR guidelines for policymakers were published in January 2020. The guidelines acknowledge the instrumental role the IHRA working definition can play in the field of education against antisemitism. In 2021, nine universities adopted the definition and pledged to apply it in their activities.
CY	Yes (2019)	No information was provided on the usage of the IHRA definition.
CZ	Yes (2019)	The definition is used in the national strategy against antisemitism, which is currently under development. No additional information was provided on the wider usage of the IHRA definition.
DE	Yes (2017)	Within judicial and educational training, some state authorities and agencies, non-governmental organisations and companies adopted the definition in 2021 to apply it in their work. The German Federal Foreign Office has also issued a directive for its staff to confront antisemitism based on the IHRA definition. The national strategy against antisemitism applies the IHRA definition.
DK	Yes (2022)	The national action plan against antisemitism applies the definition. The definition is a starting point for initiatives.
EE	Yes (2021)	Training and awareness-raising campaigns use the definition. The governmental policy paper <i>Concept for Measures against Antisemitism</i> , adopted in 2021, has applied the IHRA definition.
EL	Yes (2019)	The national action plan against racism and intolerance includes the IHRA working definition of antisemitism. No information was provided on the wider usage of the definition.
ES	Yes (2020)	Spain spreads knowledge of the IHRA working definition via conferences, seminars and other events involving international and national experts' participation. The IHRA definition guideline was translated into Spanish. Moreover, the national strategy against antisemitism includes the definition.
FI	Yes (2022)	Police and educational training has used the definition.
FR	Yes (2019)	The definition is used in training for all staff in the ministries of justice, education and the interior and in specialised schools and public service schools. It is used in: • organising events with civil society; • supporting associations in projects related to the fight against antisemitism, with contributions from the Délégation Interministérielle à la Lutte Contre le Racisme, l'Antisémitisme et la Haine anti-LGBT, etc.; • granting subsidies to associations developing projects to deconstruct prejudice. In addition, it is used in the national action plan against racism and antisemitism.
HR	Yes (2023)	The national plan for the protection and promotion of human rights and the suppression of discrimination applies the definition.
HU	Yes (2019)	In 2021, the Hungarian government called on its ministries to strengthen the application of the IHRA definition in all relevant activities. The government applies the definition in its national strategy against antisemitism.
IE	No	Ireland's position with regard to the IHRA working definition and contemporary examples is under review, according to the NLO information provided to FRA. Ireland has been a member of the IHRA since 2011 and has supported the IHRA's adoption of the non-legally binding working definition. However, the government has not formally adopted the definition and rejects the illustrative examples.
IT	Yes (2020)	The definition is a key instrument in measures against antisemitism. The national coordinator for the fight against antisemitism established a technical group at the Presidency of the Council of Ministers to study the ways in which the IHRA definition has been applied. Moreover, the definition is applied in the national strategy against antisemitism.
LT	Yes (2018)	No information was provided on the usage of the IHRA definition.

Country	IHRA definition adopted or endorsed ^(a)	Usage ^(b)
LU	Yes (2019), without the examples	The national action plan against antisemitism is to include the definition. No additional information was provided on the wider usage of the IHRA definition.
LV	Yes (2023)	Law enforcement agencies use the definition for hate crime identification and for training materials.
MT	No	Malta agreed to join the IHRA as an observer state in May 2023. This is an ongoing process. No additional information was provided on the wider usage of the IHRA definition.
NL	Yes (2018)	The IHRA definition has not altered any legislation. However, behaviours corresponding to certain examples from the IHRA's non-exhaustive list are useful to alert the police, the public prosecution service and judges to facts and circumstances that might be indicative of a discriminatory aspect.
PL	Yes (2021)	For educational purposes, the judiciary and law enforcement agencies use the definition to identify antisemitic attacks. Information on the endorsement has been disseminated among universities and sport associations. The message included examples of the definition's practical use, and encouraged organisations to adopt the definition and adapt it to the concrete profile of the organisation. The action plan in the area of preventing hate speech and hate crimes references the definition.
PT	Yes (2021)	The national action plan against racism and discrimination for 2021–2025 includes the definition. The plan includes a specific activity aimed at '[d]eveloping training and instruments for the competent bodies in the fight against racism and discrimination, to promote the combat of antisemitism, taking the concrete principles and activities proposed by the International Holocaust Remembrance Alliance (IHRA) into consideration'. However, no information was provided on the wider usage of the definition.
RO	Yes (2017)	Law 157/2018 is based on the IHRA definition. The definition is used in courts and in training and educational programmes. Moreover, the national strategy for preventing and combating antisemitism, xenophobia, radicalisation and hate speech applies the definition.
SE	Yes (2020)	The definition is used to raise awareness of the tools and expressions of antisemitism. The national action programme against antisemitism applies the definition.
SI	Yes (2018), without the examples	The national strategy on antisemitism, which is currently under development, includes the definition. No additional information was provided on the wider usage of the IHRA definition.
SK	Yes (2018)	Slovak institutions responsible for the further education of judges, prosecutors, attorneys, police officers and other legal professions offer courses on human rights, hate speech and hate crimes, and hate speech online and in the media, which use the existing IHRA resources. The National Council of the Slovak Republic also recommended that the Slovak government analyse existing legislation with respect to the definition, actively contribute to ensuring the security of Jewish communities and take part in the cultivation of public debate, condemning hate speech and hatred. Furthermore, the conceptual framework for countering radicalisation and extremism applies the definition.
FRA observer countries		
AL	Yes (2020)	The definition is used for educational purposes. The parliament has called on the government to apply the definition, enhance the fight against antisemitism and improve awareness-raising and educational measures to fight antisemitism.
MK	Yes (2018)	The definition is used for educational purposes. The definition is presented to all government departments and bodies to consider and use it in all cases and situations in their areas of competence. The definition, along with the examples and explanatory note, was translated and uploaded to the website of the Bureau for Education Development, with instructions for schools to use the definition in the education process, in particular on the remembrance occasions of 27 January, 11 March and 2 August. The same materials were also posted on the Holocaust Memorial Centre website.
RS	Yes (2020)	No specific information was provided on the usage of the IHRA definition.

Source: IHRA and NLOs – information collated by FRA, 2023.

Notes:

^(a) IHRA (2023), 'Information on endorsement and adoption of the IHRA working definition of antisemitism'.

^(b) The information on the usage of the IHRA definition that NLOs provided to FRA (2023) can vary in terms of details. The detail in the descriptions is not necessarily representative of the efforts in place to tackle antisemitism nor does it provide an exhaustive list of usage. Furthermore, this overview does not include other initiatives and activities focusing on the fight against antisemitism.

Reports and evidence from international organisations

The UN and ECRI monitor the implementation of legislation, policies and other measures related to combating antisemitism, and issue relevant recommendations and conclusions. The OSCE ODIHR serves as a collection point for data on hate crime. This report contributes to and complements the work of the international organisations by providing a comprehensive overview of the state of play regarding data on antisemitism, national strategies and use of the IHRA definition.

European Fundamental Rights Information System – relevant mechanisms reporting on antisemitism

FRA's European Fundamental Rights Information System (EFRIS) is an online human rights gateway that brings together UN and Council of Europe human rights mechanisms, and EU Member States' commitments to relevant instruments. The tool can be used to facilitate access to relevant information on antisemitism. For instance, the tool provides easy access to reports by UN treaty bodies and special procedures, including the Human Rights Committee, the Committee on the Elimination of Racial Discrimination (CERD) and the Special Rapporteur on freedom of religion or belief. With regard to the Council of Europe, information on the case law of the ECtHR and ECRI's recommendations can be accessed through the tool.

For access to the tool, see [EFRIS's website](#).

FRA EUROPEAN UNION AGENCY FOR FUNDAMENTAL RIGHTS

EU FUNDAMENTAL RIGHTS INFORMATION SYSTEM

The European Union Fundamental Rights Information System (EFRIS) brings together information on human rights commitments and compliance of the 27 EU Member States, and Albania, North Macedonia and Serbia, which are EU candidate countries that participate in FRA's work as observers. EFRIS is being constantly developed and feedback is welcome at efris@fra.europa.eu.

COMMITMENTS TO HUMAN RIGHTS CONVENTIONS

COMPLIANCE WITH OBLIGATIONS UNDER HUMAN RIGHTS CONVENTIONS

SEARCH

Conventions

- All conventions -

Country

- All countries -

Rights areas

- All Rights areas -

Sustainable Development Goal(s)

- No Sustainable Development Goal(s) available -

Reference period

- All years since creation di -

- Select start date -

- Select end date -

Apply filters

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UNITED NATIONS

The issue of countering antisemitism is present in much of the work of the UN. Parties to the UN human rights treaties are obliged to submit regular reports on the implementation of the treaties to the relevant expert committees (treaty bodies) for their review. CERD examines each report and addresses concerns and recommendations to the parties to the ICERD in the form of concluding observations, including as regards antisemitism⁽⁴²⁾. Similarly, in relation to the ICCPR, the Human Rights Committee monitors the implementation of the covenant⁽⁴³⁾.

Antisemitism is also addressed within the Universal Periodic Review (UPR), which supplements the expert assessments by the treaty bodies⁽⁴⁴⁾. The UPR is a process under the auspices of the UN Human Rights Council, which reviews the human rights records of all UN member states. The review is based on a set of documents put together on the basis of reports submitted by the governments themselves, as well as by UN human rights mechanisms (treaty bodies and so-called special procedures), national human rights institutions, regional mechanisms (**which include FRA**) and non-governmental organisations. States are responsible for implementing the recommendations included in a final outcome report.



These processes occur in cycles, and not every EU Member State is reviewed every year. Observations and recommendations referencing Jews and/or antisemitism were published in 2021 for Austria, Belgium, Hungary and Ireland,

⁽⁴²⁾ See the CERD [concluding observations database](#).

⁽⁴³⁾ See the [UN Human Rights Committee concluding observations database](#).

⁽⁴⁴⁾ UN, Human Rights Council (n.d.), '[Universal Periodic Review – documentation by country](#)'.

and in 2022 for Greece, Lithuania, the Netherlands and Poland. These are included in the relevant country sections.

Reports on France, Luxembourg and Serbia are outstanding for 2023 and were not yet available at the time of writing in July 2023. Therefore, this report could not include them. References to Jews and/or antisemitism could not be identified in general comments in the context of the Human Rights Committee in 2021 about the other EU Member States, Albania, North Macedonia or Serbia ⁽⁴⁵⁾.

EUROPEAN COMMISSION AGAINST RACISM AND INTOLERANCE – COUNCIL OF EUROPE

Since its inception, ECRI has included the issue of antisemitism in its country-monitoring work. This work proceeds by cycles to examine ‘the situation concerning manifestations of racism and intolerance in each of the Council of Europe member states’ ⁽⁴⁶⁾. All EU Member States and the FRA observer countries Albania, North Macedonia and Serbia are covered by ECRI’s country-monitoring work.

In 2021, ECRI published its revised General Policy Recommendation No. 9 on preventing and combating antisemitism. The revision was informed by input from various stakeholders, including Jewish organisations; academics; national coordinators; representatives of the UN, the OSCE and the EU, including FRA; and Council of Europe entities, in particular the Secretary General’s Special Representative on antisemitic, anti-Muslim and other forms of religious intolerance and hate crimes. In September 2021, the **Ministers’ Deputies invited** Council of Europe member States to take the recommendation into account, and condemned antisemitism, neo-Nazism and all other forms of racism, racial discrimination and intolerance.

The recommendation reflects contemporary forms of antisemitism, including the resurgence of Holocaust denial and distortion in Europe. This was identified in the **2020 annual ECRI report**, which highlights the spread of antisemitic conspiracy theories.

No specific recommendations on antisemitism were put forward in ECRI’s 2022 conclusions on EU Member States and FRA observer countries. However, ECRI highlighted the issue of rising antisemitism levels ⁽⁴⁷⁾.

ORGANIZATION FOR SECURITY AND CO-OPERATION IN EUROPE OFFICE FOR DEMOCRATIC INSTITUTIONS AND HUMAN RIGHTS

ODIHR’s online hate crime reporting database covers all 27 EU Member States, Albania, North Macedonia and Serbia. The database includes nine

⁽⁴⁵⁾ The observations and recommendations were included in this report for the first time in the 2016 edition (FRA (2016), *Antisemitism – Overview of data available in the European Union 2005-2015*, Publications Office of the European Union, Luxembourg). Subsequent reports list the observations and recommendations published during the reference year of the relevant report.

⁽⁴⁶⁾ For more information on ECRI’s country-monitoring work, see the Council of Europe [web page on the topic](#).

⁽⁴⁷⁾ Council of Europe, ECRI (2023), *Annual report on ECRI’s activities covering the period from 1 January to 31 December 2022*, Strasbourg.

bias motivations, one of which is antisemitism. The standardised definition ODIHR uses therefore makes it possible to compare the numbers of officially recorded incidents based on various bias motivations within a country to the extent that OSCE participating states have provided relevant data to ODIHR, and within the general limitations of statistics on recorded hate crimes in terms of under-recording and under-reporting, as discussed earlier in this report. Besides data stemming from governmental sources (national points of contact on hate crimes), ODIHR's online database also includes data from civil society organisations and intergovernmental organisations.

National points of contact on hate crimes are requested to fill out a questionnaire on the basis of ODIHR's definition of a hate crime⁽⁴⁸⁾:

Hate crimes are criminal acts motivated by bias or prejudice towards particular groups of people. Hate crimes comprise two elements: a criminal offence and a bias motivation.

A hate crime has taken place when a perpetrator has intentionally targeted an individual or property because of one or more identity traits or expressed hostility towards these identity traits during the crime.

ODIHR then reviews the reported data and publishes only those data that are consistent with the definition. At the time of writing, the latest available data in ODIHR's online hate crime reporting database covered 2021. Twelve EU Member States (Austria, Cyprus, Czechia, Finland, France, Germany, Greece, Ireland, Lithuania, the Netherlands, Poland and Spain) provided ODIHR with data on antisemitic crimes for the purposes of the database in 2021. The official data are included in the relevant country sections⁽⁴⁹⁾.

⁽⁴⁸⁾ ODIHR (2019), 'What is hate crime'.

⁽⁴⁹⁾ For more information, see the [ODIHR web page on antisemitic hate crime in its online hate crime reporting database](#) – data are current as of July 2023.

National data on antisemitism

In this section, each country is considered separately, given that national-level data are not comparable. After presenting official data on antisemitism, the country sections include available information on the types of incidents, and the characteristics of the victims and perpetrators of antisemitic incidents.

Official data on antisemitism are followed by unofficial data published by relevant civil society organisations and collected by FRA through desk research. When this report was compiled in July 2023, six Member States (Belgium, Czechia, France, Greece, Hungary and the Netherlands) had established cooperation mechanisms with civil society organisations. These are the same Member States as in the 2022 update and no other Member States have reported specific mechanisms. The existing cooperation mechanisms include signing an agreement on data sharing, and civil society organisations establishing a regular contact framework and communication channels with the authorities. The EU High Level Group on combating hate speech and hate crime recommends such practices ⁽⁵⁰⁾.

The country sections include any intergovernmental organisations' recommendations to countries, if issued in 2021 (latest information published), as well as information on national strategies against antisemitism and on the IHRA definition at the country level.



⁽⁵⁰⁾ EU High Level Group on combating hate speech and hate crime (2022), **Key guiding principles on cooperation between law enforcement authorities and civil society organisations**.

Measuring recorded antisemitic incidents and interpreting the trend data

For each country, the available data are presented based on its national definitions and classifications. Therefore, it is not possible to compare the numbers of recorded incidents of antisemitism between countries examined in this report, because the definitions used are different. Instead, the reader should consider the national trends and assess the increase or decrease in recorded antisemitic incidents from one year to the next, and over a number of years, on the basis of percentage changes in collected data for a single country. This report presents trend data at the national level in the form of line graphs if both of the following two conditions are fulfilled:

- the data were collected using the same methodology for at least 3 years in a row during 2012–2022;
- the mid-point of the trend line for the series was not below 20 cases.

The assessed time period depends on the number of years for which data were collected without major changes to the recording system or definitions used. This varies from 10 years to 3 years. The latter is the minimum needed for trend analysis.

Countries with few recorded incidents of antisemitism were excluded from the graphical trend analysis, but these data are presented in the text and tables in the relevant sections of this report.

The number of recorded incidents is considered to be low if there were under 20 cases per year in all or most of the years between 2012 and 2022, resulting in the mid-point of the trend line falling under 20 cases. If the number of recorded incidents is low, the direction and magnitude of the trend is likely to be highly susceptible to change from one year to the next, making reliable trend analysis difficult.

To identify trends that underlie annual changes in the number of recorded incidents, linear regression lines (trend lines) were fitted to the data. For some countries, this methodology produced trend lines that are very close to the actual data, as in the case of Germany (Figure 11). However, for other countries, such as France (Figure 9), the data show a high degree of variability (fluctuation) between consecutive years. This may limit the explanatory value of a linear regression line.

It should also be emphasised that ascending or descending trend lines should not be interpreted as growing or declining antisemitism. The increase or decrease in recorded incidents may mean, for example, that more people are reporting incidents in a given year or that the police are becoming more efficient in recording incidents as antisemitic.

Moreover, antisemitic incidents are not equally distributed across time and space and can be triggered by events. In some countries, periods of heightened tensions and violence in Israel and Palestine ^(a) are followed by an increase in the number of antisemitic incidents, as anti-Israel attitudes can translate into antisemitism, both online and offline. For example, a peak in recorded antisemitic incidents in France in May 2021 coincided with heightened tensions in the occupied territories and the 2021 Israel-Gaza hostilities ^(b). Moreover, the COVID-19 pandemic and Russia's war of aggression against Ukraine have emphasised the impact of global events on rising levels of antisemitism and antisemitic conspiracy theories in general ^(c).

In some cases, an increase in the number of recorded incidents can also reflect improvement and efficiency of the recording system in place, increased willingness and ability of victims and witnesses to report such incidents, or improved capacity of different organisations or authorities to deal with such incidents accordingly.

Official data collection mechanisms alone do not capture the situation on the ground. Antisemitic incidents that civil society organisations record contribute significantly to the full picture. People may choose various channels to report antisemitic incidents, depending on victims' awareness of various organisations to which incidents can be reported, or the degree of trust victims feel in the authorities or organisations to deal with such incidents appropriately.

Even in countries with relatively high numbers of antisemitic incidents recorded by the police, there is significant under-reporting by victims. The evidence from FRA's second survey on discrimination and hate crime against Jews shows that the vast majority of antisemitic incidents that people experience remain unreported, either to the police or to any other institution or organisation ^(d). For example, 79 % of victims of antisemitic harassment did not report the most serious incident to the police or any other organisation, according to the survey.

(^a) This designation shall not be construed as recognition of a State of Palestine and is without prejudice to the individual positions of the Member States on this issue.

(^b) Service for the Protection of the Jewish Community (Service de Protection de la Communauté Juive (SPCJ)) (2022), *Rapport sur l'antisémitisme en France 2022*, p. 24.

(^c) FRA (2020), *Coronavirus Pandemic in the EU – Fundamental rights implications – Bulletin 4*, Publications Office of the European Union, Luxembourg.

(^d) FRA (2018), *Experiences and Perceptions of Antisemitism – Second survey on discrimination and hate crime against Jews in the EU*, Publications Office of the European Union, Luxembourg.

This report presents the national data as reported to FRA. As previously stated, differences in national definitions and classifications of antisemitic incidents, and in methods of recording antisemitic incidents and data collection, prevent comparison between countries.

AUSTRIA

Official data

The State Protection and Intelligence Directorate (Direktion Staatsschutz und Nachrichtendienst (DSN)) has been responsible for collecting data on antisemitic offences motivated by right-wing extremism (*rechtsextremistisch motivierter Tathandlungen*) in Austria since the end of 2021. The DSN replaced the Federal Agency for State Protection and Counter-Terrorism (Bundesamt für Verfassungsschutz und Terrorismusbekämpfung (BVT)), which was previously the main source of official data on antisemitic offences in Austria. The DSN compiles data that the regional agencies for state protection (Landesämter für Verfassungsschutz und Terrorismusbekämpfung) submit to the DSN regularly. The DSN is a division of the Ministry of the Interior (Bundesministerium für Inneres).

The data the DSN receives are subsumed under the category of right-wing extremism and published annually in the security report (*Sicherheitsbericht*) on the website of the Ministry of the Interior. In that report, offences with right-wing extremist, xenophobic or racist, Islamophobic and other or unspecified backgrounds are recorded in addition to offences with antisemitic motives.

Table 3 shows the number of antisemitic offences in the category of right-wing extremism that were reported to the Austrian security authorities. After increasing to 53 offences in 2021, the registered incidents with antisemitic motives decreased to 33 in 2022.

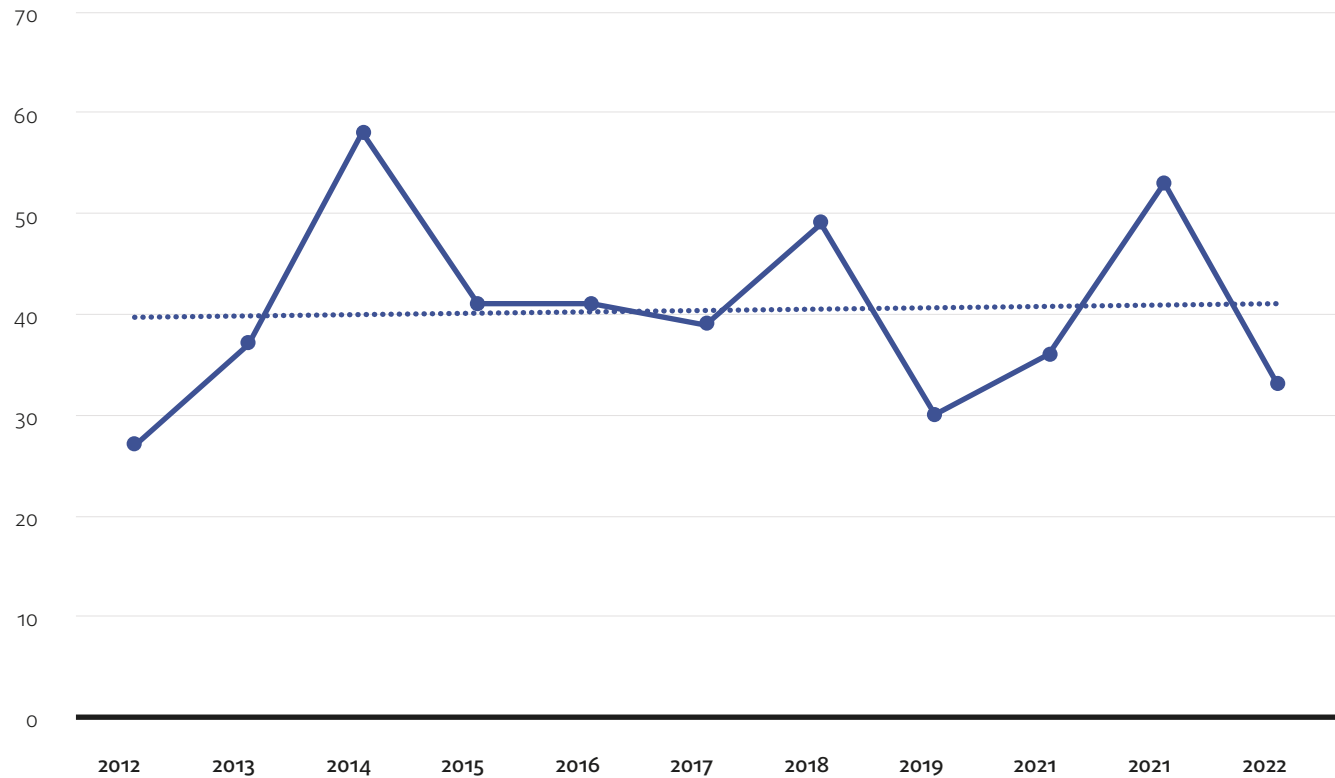
TABLE 3: RECORDED ANTISEMITIC OFFENCES MOTIVATED BY RIGHT-WING EXTREMISM IN AUSTRIA, 2012–2022

Year	Recorded antisemitic offences
2012	27
2013	37
2014	58
2015	41
2016	41
2017	39
2018	49
2019	30
2020	36
2021	53
2022	33

Sources: Federal Ministry of the Interior (Bundesministerium für Inneres), BVT, 2013–2022; and DSN, 2023.

As Figure 1 shows, the number of incidents in 2022 decreased from the numbers recorded in 2021. The overall trend across the past 10 years for recorded antisemitic offences motivated by right-wing extremism in Austria suggests a steady number of incidents, despite significant yearly fluctuations, as Figure 1 shows.

FIGURE 1: RECORDED ANTISEMITIC OFFENCES MOTIVATED BY RIGHT-WING EXTREMISM IN AUSTRIA, 2012-2022



Sources: Federal Ministry of the Interior (Bundesministerium für Inneres), BVT, 2013-2022; and DSN, 2023.

The Federal Ministry of the Interior (Bundesministerium für Inneres) provided FRA with data on the nature of these offences, covering 2012-2022 (Table 4). These more detailed data show that recorded antisemitic offences generally consisted of verbal expressions or damage to property, with relatively few acts targeting individuals or organisations. After an increase to 14 incidents in 2021, no violent offences against an individual or an organisation were recorded in 2022.

▲
Note:
The dotted linear regression line indicates the trend based on data for 2012-2022.

TABLE 4: NATURE OF RECORDED ANTISEMITIC OFFENCES IN AUSTRIA FOR RIGHT-WING EXTREMISM, 2012-2022

Year	Verbal expressions (including on the internet) or damage to property	Against an individual or an organisation	Total
2012	26	1	27
2013	35	2	37
2014	53	5	58
2015	40	1	41
2016	41	0	41
2017	39	0	39
2018	45	4	49
2019	30	0	30
2020	34	2	36
2021	39	14	53
2022	33	0	33

Sources: Federal Ministry of the Interior (Bundesministerium für Inneres), BVT, 2012-2022; and DSN, 2023.

The police data-processing system was expanded to record more details concerning the perpetrator's motive for their offence in November 2020. The new categories include prejudice related to age, disability, gender, skin colour, national/ethnic origin, religion, sexual orientation, social status and ideology / political views. The category 'religion' can be further subdivided to examine offences against Jews.

In total, 225 instances of bias motivation against Jews were recorded in the system in 2022 ⁽⁵¹⁾, involving 208 suspects. The clearance rate – the number of cases cleared, out of all the cases the police recorded – was 70.7 %. Among the recorded offences there were 19 violent offences motivated by antisemitic bias involving 24 victims. Out of all hate crimes against Jews in the police system, offences taking place online formed the largest group (90 bias motives).

Furthermore, out of the 2 466 offences in the category 'ideology / political views' in 2022, a total of 863 offences concerned the National Socialism Prohibition Act 1947 (Verbotsgesetz 1947), which bans the proliferation of Nazi ideology or symbols. This number includes 100 violent offences. A total of 645 suspects were linked to the offences covered by the National Socialism Prohibition Act 1947, with 130 victims identified. The clearance rate was 62.1 %.

Unofficial data

The IKG operates a service for reporting antisemitic incidents (Antisemitismus-Meldestelle). The IKG publishes the data concerning the incidents reported to it in annual reports, which have been published since 2019 ⁽⁵²⁾.

The statistics in the report by the IKG for 2019 include the antisemitic incidents recorded by the Forum Against Antisemitism (Forum gegen Antisemitismus

⁽⁵¹⁾ Austria, Federal Ministry of the Interior (Bundesministerium für Inneres) (2023), *Lagebericht Hate Crime 2022*, Vienna.

⁽⁵²⁾ IKG (2023), *Antisemitische Vorfälle 2022 in Österreich*, Vienna.

(FGA)). The FGA collected comparable data concerning antisemitic incidents in 2008–2017 ⁽⁵³⁾. The numbers of antisemitic incidents recorded by the FGA and later by the IKG increased every year over 2012–2021, reaching 965 recorded incidents in 2021. The increase from 585 incidents in 2020 to 965 incidents in 2021 is the biggest year-on-year increase in the past 10 years (Table 5 and Figure 2).

By contrast, 2022 saw a decrease to 719 incidents. However, it is noteworthy that the number of violent incidents continued to be high. The number of violent attacks rose between 2021 and 2022, despite an overall lower number of recorded offences in 2022 (Table 5).

TABLE 5: UNOFFICIAL DATA ON ANTISEMITIC INCIDENTS IN AUSTRIA, THE FGA AND THE IKG, 2012–2022

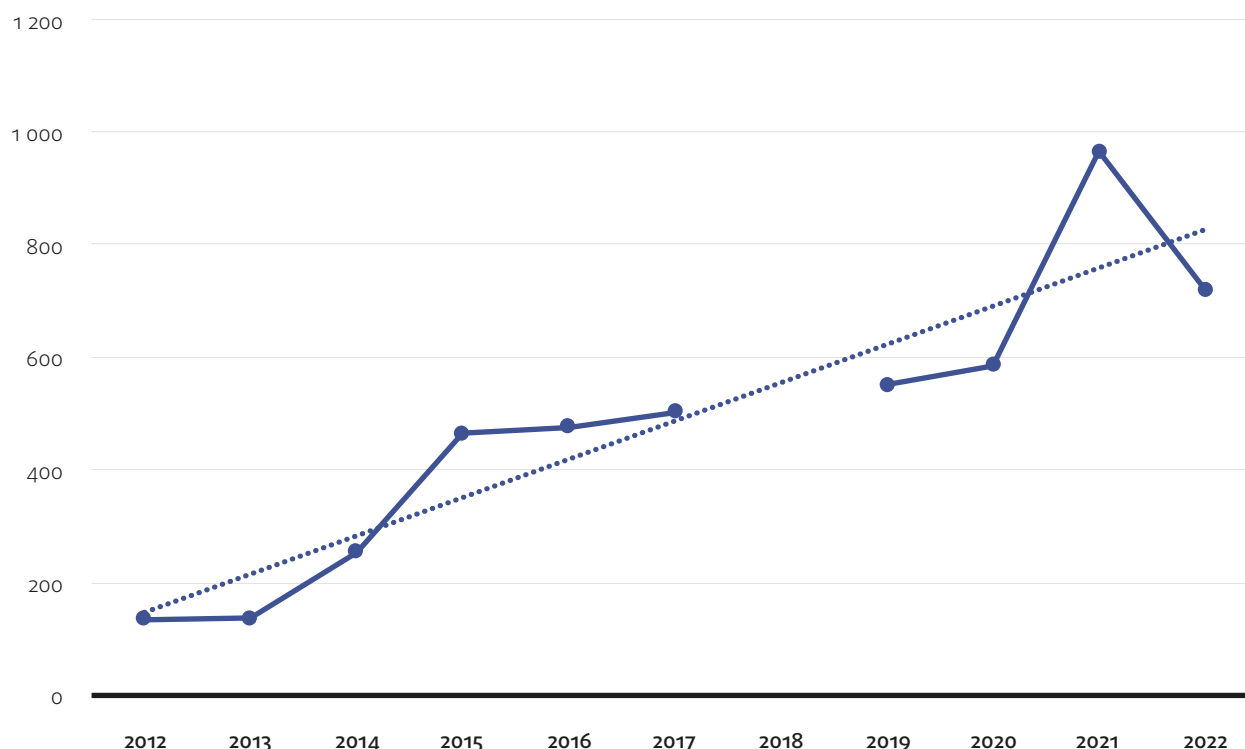
Year	Recorded antisemitic incidents
2012	135
2013	137
2014	255
2015	465
2016	477
2017	503
2018	n.a.
2019	550
2020	585
2021	965
2022	719

Sources: FGA, 2013–2018; and IKG, 2020–2023.

◀ Note:
n.a., not available.

⁽⁵³⁾ FGA (2018), *Antisemitismus Bericht 2017*.

FIGURE 2: UNOFFICIAL DATA ON ANTISEMITIC INCIDENTS IN AUSTRIA PUBLISHED BY THE FGA (2012–2017) AND THE IKG (2019–2022)



Sources: FGA, 2013–2018; and IKG, 2020–2023.

▲
Note:
 The dotted linear regression line indicates the trend based on data for 2012–2022.

Reports from the IKG (reference years 2019–2022) provide additional details concerning the nature of recorded incidents. Owing to changes in the categories used to record the data, Table 6 presents the data as published in IKG reports since 2019. Previous FRA reports include data on incident types as reported by the FGA using a slightly different categorisation until 2017.

TABLE 6: NATURE OF ANTISEMITIC INCIDENTS RECORDED IN AUSTRIA – DATA PUBLISHED BY THE IKG

Year	Threats	Attacks	Mass mailings and articles	Offensive behaviour	Vandalism
2019	18	6	209	239	78
2020	22	11	135	364	53
2021	22	12	261	575	95
2022	21	14	140	422	122

Source: IKG, 2020–2023.

The IKG’s reports contain further details of when the incident took place and the context. In 2022, 212 of the recorded incidents were on social media, 90 were email related and 83 were in another online environment.

The non-governmental organisation Civil Courage and Anti-Racism Work (Zivilcourage und Anti-Rassismus-Arbeit (ZARA)) publishes an annual report on racism. The most recent report⁽⁵⁴⁾ is for 2022 and includes descriptions and examples of some of the antisemitic incidents brought to the attention of ZARA. However, it does not provide statistics on the number of incidents. Earlier reports included statistics on the number of swastikas and antisemitic graffiti reported to ZARA, but such data have not been available since reference year 2018.

Evidence and reports from international organisations

ODIHR's national contact points for hate crime (Federal Ministry for European and International Affairs, Austrian Federal Chancellery, Federal Ministry of the Interior, and Federal Agency for State Protection and Counter-Terrorism) reported 36 antisemitic hate crimes in 2020. This increased to 301 in 2021⁽⁵⁵⁾.

In 2021, the UN Human Rights Council published the recommendations stemming from the UPR for Austria related to countering antisemitism⁽⁵⁶⁾. No new recommendations have been put forward for Austria since then.

In 2021 and in the context of the UPR, the United States recommended that Austria '[s]trengthen efforts to combat antisemitism and promote religious tolerance by continuing its work in education and policing' (recommendation 139.22). Israel recommended that Austria '[c]ontinue to address the problem of antisemitism as referenced to in the national report' (recommendation 139.28).

Strategy or action plan on combating antisemitism

Austria adopted the **National Strategy against Antisemitism** in 2021. The strategy applies the IHRA working definition of antisemitism, and national authorities consulted Jewish communities when designing it. The Austrian-Jewish Cultural Heritage Task Force (Stabstelle Österreichisch-Jüdisches Kulturerbe) is responsible for coordinating and monitoring the implementation of the strategy. The task force is located within the Federal Chancellery and publishes yearly implementation reports. It published the **first implementation report** on the strategy in 2022 and the **second one** in 2023. The reports are available in German and in English on the **Federal Chancellery website**.

The strategy includes specific measures on combating antisemitic hate speech, hate crime and discrimination; antisemitism online; the security and protection of Jewish communities; fostering Jewish life and maintaining Jewish heritage; education; research; and Holocaust remembrance.

BELGIUM

Official data

The Federal Police records and publishes data on Holocaust denial and revisionism, which are reproduced in Table 7⁽⁵⁷⁾. In 2021, the Federal Police recorded, in total, 13 incidents in this category. This follows the 27 incidents recorded in 2020, which is the highest number of incidents recorded in 2012–2022. Eight incidents that occurred in 2022 had been registered when this report was drafted in July 2023.

⁽⁵⁴⁾ ZARA (2023), **Rassismus Report 2022**, Vienna.

⁽⁵⁵⁾ ODIHR (2023), **'Hate crime reporting – Austria'**.

⁽⁵⁶⁾ UN, Human Rights Council (2021), *Report of the Working Group on the Universal Periodic Review – Austria*, A/HRC/47/12, 9 April 2021.

⁽⁵⁷⁾ Belgium, Federal Police (2022), **Statistiques policières de criminalité – Belgique 2000–2022 (French) / Politiele Criminaliteitsstatistieken – België 2000–2022 (Dutch)**, Brussels.



TABLE 7: CASES OF HOLOCAUST DENIAL AND REVISIONISM RECORDED BY THE BELGIAN FEDERAL POLICE, 2012-2022

Year	Holocaust denial or trivialisation	Approving of or justifying the Holocaust	Not specified	Total
2012	1	6	0	7
2013	0	7	1	8
2014	1	4	0	5
2015	4	4	0	8
2016	1	3	1	5
2017	3	9	0	12
2018	4	6	0	10
2019	2	11	1	14
2020	8	18	1	27
2021 ^(a)	6	8	0	14
2022	4	4	0	8

► Note:

^(a) The numbers for 2021 were corrected by the NLO.

Source: Federal Police, 2013-2023.

The national equality body in Belgium (Unia) is mandated to receive and handle complaints from members of the public pertaining to discrimination on many grounds. In 2022, it recorded 57 complaints of antisemitism ⁽⁵⁸⁾, a decrease from 81 in 2021 ⁽⁵⁹⁾ and 115 in 2020 (out of which 56 incidents took place online) (Table 8) ⁽⁶⁰⁾. Although the number of complaints Unia receives has fluctuated from year to year, the overall trendline points to a

⁽⁵⁸⁾ Unia (2023), *Annual Report 2022*, Brussels.

⁽⁵⁹⁾ Unia (2022), *Rapport chiffres 2021*, Brussels.

⁽⁶⁰⁾ Unia (2020), *Rapport chiffres 2020*, Brussels.

slight upward trend in recorded complaints between 2012–2021 (Figure 3). The number of complaints in 2022 was not considered in this trend analysis because of a change in methodology.

The more detailed incident categories changed in Unia’s 2022 report, and therefore the current FRA report does not include an analysis of incident categories.

Furthermore, Unia changed its investigative approach: it now investigates and counts antisemitism cases rather than incidents. To implement this gradual change, future reports will cover both concepts. As a reminder, incidents represent all the reports Unia receives, from which multiple reports of the same incident are deducted.

TABLE 8: COMPLAINTS OF ANTISEMITISM RECEIVED BY THE NATIONAL EQUALITY BODY (UNIA), 2012–2022

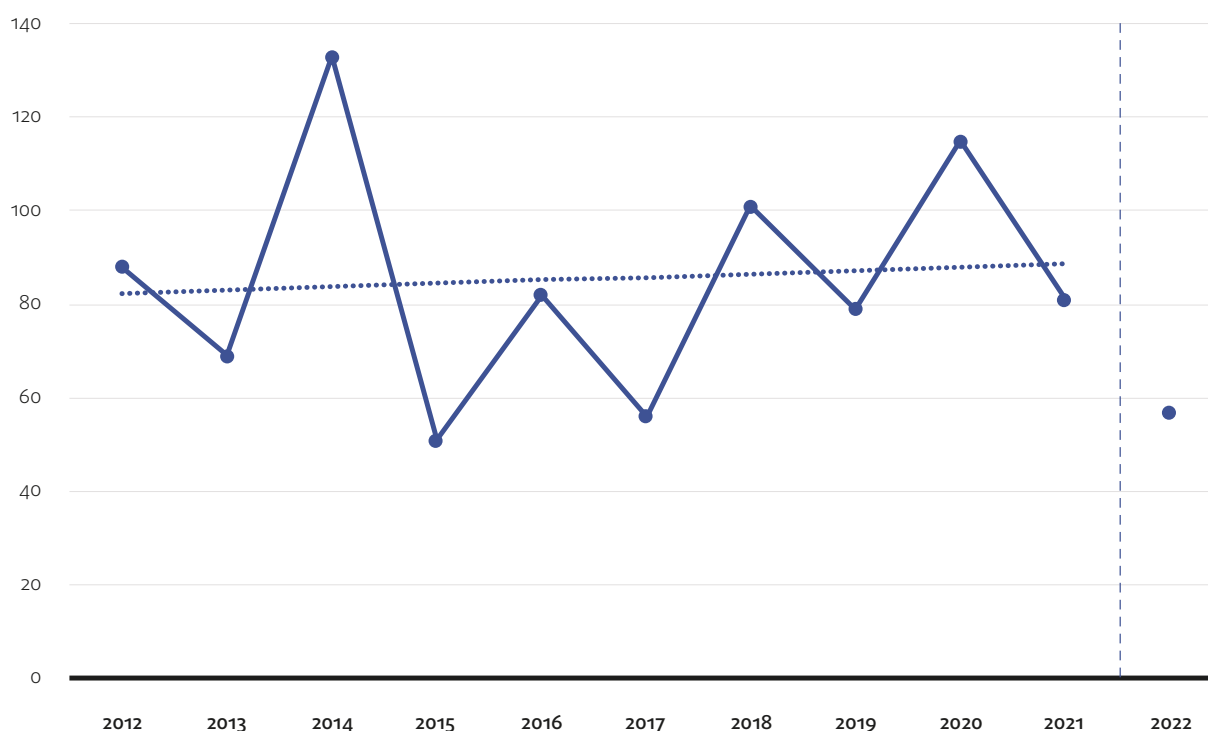
Year	Complaints of antisemitism
2012	88
2013	69
2014	133
2015	51
2016	82
2017	56
2018	101
2019	79
2020	115
2021	81
2022	57 ^(a)

Sources: Interfederal Centre for Equal Opportunities and Unia, annual reports; Unia (2022), [Rapport chiffres 2021](#), Brussels; and data NLO provided to FRA upon request.

◀ Note:

^(a) Owing to changes in the methodology, 2022 should be compared with the previous years with caution.

FIGURE 3: COMPLAINTS OF ANTISEMITISM RECEIVED BY THE NATIONAL EQUALITY BODY (UNIA), 2012-2022



Sources: Interfederal Centre for Equal Opportunities and Unia, annual reports; Unia (2022), [Rapport chiffres 2021](#), Brussels; and data provided to FRA upon request.

Notes:

The dashed vertical line indicates a break in the time series due to a change in data collection methodology. The dotted linear regression line indicates the trend based on data for 2012–2021. Owing to changes in the methodology, 2022 is not fully comparable with the previous years.

Unofficial data

Antisemitisme.be is the main civil society organisation that records data on antisemitism in Belgium. It records acts of antisemitism through a dedicated telephone line, online contact form and email address, and through regular contact with the national equality body. Antisemitisme.be is run by volunteers, and works in close association with the Executive Office of Community Surveillance (Bureau exécutif de surveillance communautaire) and the Coordination Committee of the Jewish Municipalities of Antwerp (Coördinatie Comité van de Joodse Gemeenten van Antwerpen), with the support of the Israelite Central Consistory of Belgium (Consistoire Central Israélite de Belgique). Antisemitisme.be also closely collaborates with Unia.

Data collected by Antisemitisme.be ⁽⁶¹⁾ show that, in 2021, the organisation recorded 119 antisemitic incidents, compared with 101 incidents in 2020 (Table 9). According to Antisemitisme.be, 83 of the 119 antisemitic incidents registered in 2021 were committed online. The data for 2022 were not available in time for this report to include them.

⁽⁶¹⁾ For the latest available report, see Antisemitisme.be (2022), [Report annuel 2021 – Antisemitisme en Belgique](#).

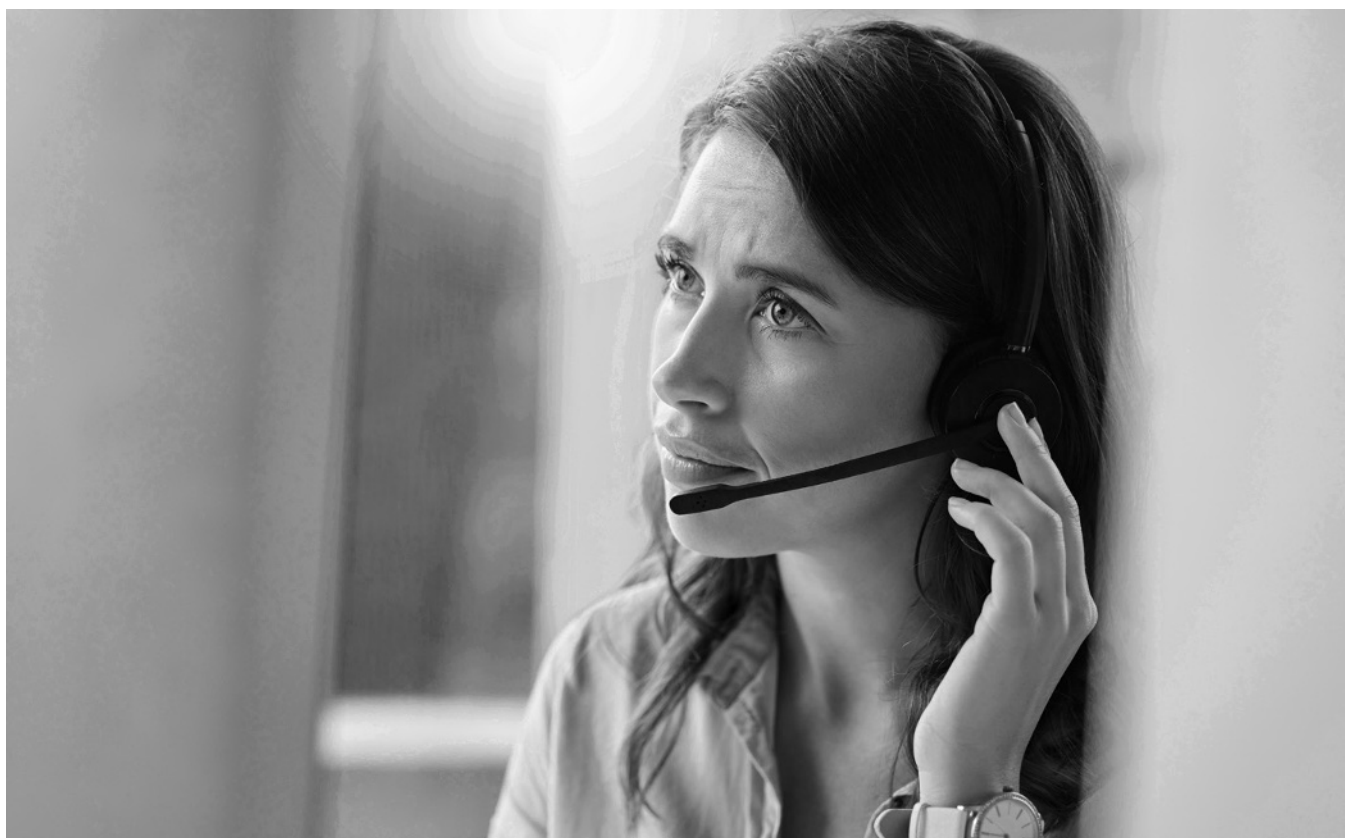


TABLE 9: ANTISEMITIC INCIDENTS REPORTED TO ANTISEMITISME.BE, 2012-2022

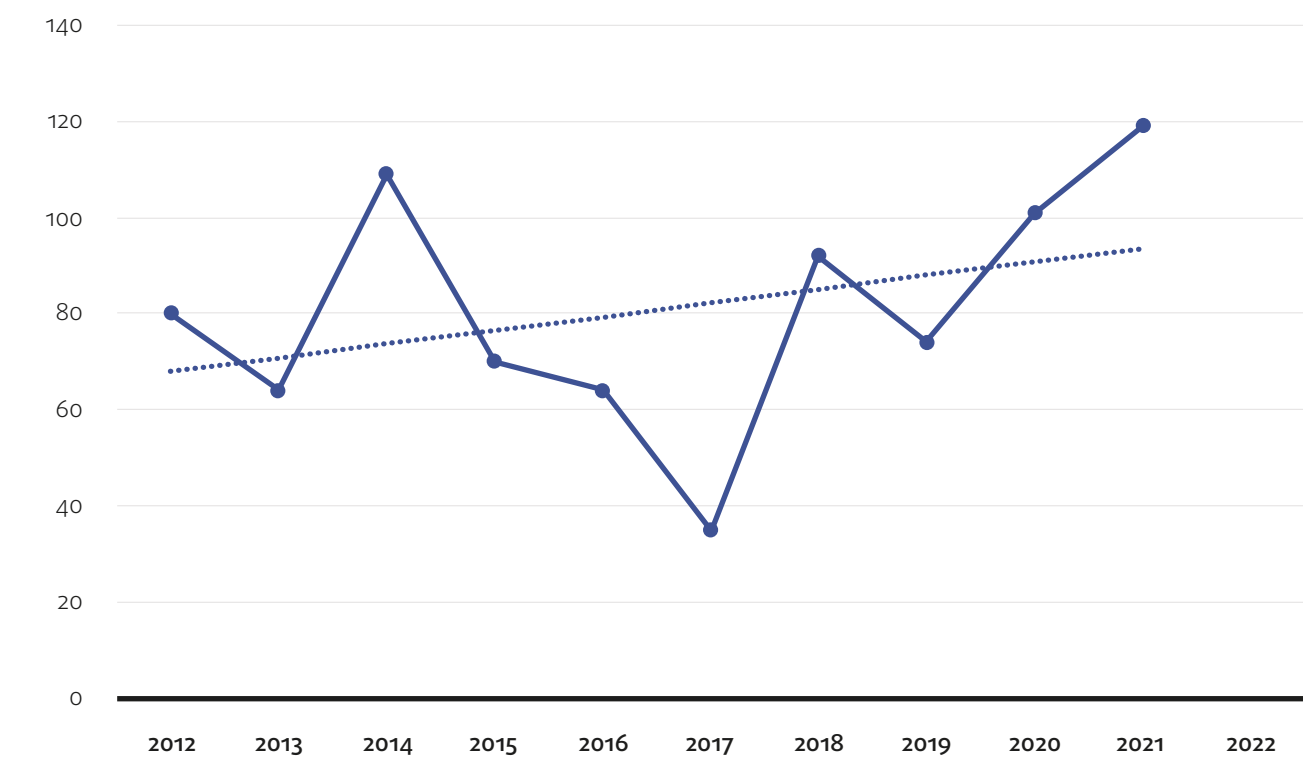
Year	Reported antisemitic incidents
2012	80
2013	64
2014	109
2015	70
2016	64
2017	35
2018	92
2019	74
2020	101
2021	119
2022	n.a.

◀ **Note:**
n.a., not available.

Sources: Antisemitisme.be, annual reports on antisemitism in Belgium.

The number of incidents reported to Antisemitisme.be has increased each year since 2017, with the exception of 2019 (Figure 4). With 119 recorded incidents, 2021 is the year with the highest number of antisemitic incidents in 2012-2022, followed by 2014 with 109 incidents.

FIGURE 4: ANTISEMITIC INCIDENTS REPORTED TO ANTISEMITISME.BE, 2012-2022



Sources: Antisemitisme.be, annual reports on antisemitism in Belgium.

▲
Notes:
The dotted linear regression line indicates the trend based on data for 2012-2021. Data for 2022 were not available in July 2023, when this report was compiled.

As Table 10 shows, there is a great degree of variance in the types of antisemitic incidents reported to Antisemitisme.be. After the shooting on 24 May 2014 at the Jewish Museum of Belgium, where four people were killed, the category ‘attack’ was added to the classification of antisemitic incidents in the 2014 Antisemitisme.be report. According to Antisemitisme.be, ideological antisemitism often translates into the expression of sentiments against Israel and also includes other written or verbal expressions of antisemitism, as well as the use of antisemitic symbols. Ideological antisemitism and antisemitic incidents on the internet have accounted for the largest proportions of reported incidents in most years.

The data for 2022 were not published by July 2023, when this report was compiled, and are consequently not included.

TABLE 10: TYPES OF ANTISEMITIC INCIDENTS REPORTED TO ANTISEMITISME.BE, 2012-2022

Year	Violence	Threats	Desecration / property damage	Ideological	Internet	Attack
2012	5	6	13	26	30	n.a.
2013	6	4	5	28	21	n.a.
2014	6	11	11	33	47	1
2015	3	11	3	24	29	0
2016	7	7	25	2	23	0
2017	1	8	13	6	7	0
2018	6	7	16	33	30	0
2019	1	1	5	28	33	0
2020	3	1	3	45	51	0
2021	3	1	7	18	83	n.a.
2022	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.

Sources: Antisemitisme.be, annual reports on antisemitism in Belgium.

◀ Notes:

n.a., not available. The sum of incidents across categories sometimes exceeds the total number of incidents Table 9 indicates. This can be because a small number of incidents are recorded under more than one category.

Evidence and reports from international organisations

In 2021, the UN Human Rights Council published the recommendations stemming from the UPR for Belgium related to countering antisemitism ⁽⁶²⁾.

In the context of the UPR, the United States recommended that Belgium '[s]trengthen efforts to combat antisemitism and promote religious tolerance through policies and practices in education and policing' (recommendation 35.133). Israel recommended that Austria '[s]tep up measures at the federal and regional levels to curb the increasing incidence of antisemitism, including banning antisemitic depictions at the annual Aalst Carnival' (recommendation 36.46).

In 2021, in relation to Belgian police statistics including data on only revisionism and Holocaust denial, CERD issued its concluding observations on Belgium, including the following regarding antisemitism ⁽⁶³⁾:

The Committee is concerned about the lack of disaggregated data on racist hate crimes and hate speech and the fact that, at present, the existing registration system in the State party does not allow for distinguishing them or identifying specific cases of ethno-religious hatred, such as antisemitism, Islamophobia, anti-Gypsyism, Afrophobia or anti-Asian hatred. The Committee is also concerned that the largest proportion of racist hate crimes in the State party are ethno-religious in nature (art. 4).

Strategy or action plan on combating antisemitism

Belgium did not have a standalone national strategy or action plan on combating antisemitism in place by July 2023, when this report was written.

⁽⁶²⁾ UN, Human Rights Council (2021), *Report of the Working Group on the Universal Periodic Review – Belgium*, A/HRC/48/8, 14 July 2021.

⁽⁶³⁾ UN, CERD (2021), *Concluding observations on the combined twentieth to twenty-second periodic reports of Belgium*, CERD/C/BEL/CO/20-22, 21 May 2021.

However, it adopted the federal national action plan against racism in 2022, and regional action plans followed at the end of 2022 and in 2023. These included measures to tackle antisemitism.

Belgium has adopted the IHRA working definition of antisemitism, but the national action plan does not directly refer to it. The action plan was drawn up in consultation with Jewish communities.

In October 2022, Belgium launched the coordination and monitoring mechanism for the fight against antisemitism. This will be an ongoing initiative.

BULGARIA

Official data

The Ministry of Interior worked on six antisemitic incidents that came to its attention in 2022. The National Coordinator on Combating Antisemitism and the organisations of Bulgarian Jews reported four of these incidents, according to the NLO.

In 2022, according to the NLO's input, no online antisemitic incidents were registered and no one was convicted of an antisemitic crime in Bulgaria. However, the system for reporting antisemitic incidents remains in place (Table 11).

TABLE 11: PEOPLE CONVICTED OF ANTISEMITIC CRIMES, MINISTRY OF JUSTICE, 2012-2022

Year	People convicted of antisemitic crimes
2012	0
2013	1
2014	1
2015	2
2016	1
2017	1
2018	0
2019	0
2020	0
2021	0
2022	0

Source: *Computing Centre to the Chief Directorate of Implementation of Penal Sanctions at the Ministry of Justice, 2023.*

Unofficial data

No unofficial data were available when this report was compiled.

Evidence and reports from international organisations

In its sixth monitoring cycle from 2022, covering 2014–2022, ECRI recommended the following⁽⁶⁴⁾:

Although the levels of public expressions of antisemitism in Bulgaria are still relatively low, the country is not exempt from the rising trend of anti-Jewish hatred observed in many member states of the Council of Europe. The authorities informed ECRI about antisemitic statements made by some politicians, officials and other public figures in the last few years. Antisemitic rhetoric continues to appear on social networks and in some media, especially online. Several incidents of vandalism of Jewish graves and monuments, as well as displaying Nazi symbols or selling souvenirs with Nazi insignia in tourist areas have been reported around the country. Antisemitic incidents in football have also been noted in Bulgaria, with some extremist fans uttering racist chants and making Nazi salutes during matches.

Strategy or action plan on combating antisemitism

Bulgaria's national action plan on antisemitism was still under development when the NLOs were consulted in June 2023, as FRA reported in last year's annual antisemitism report. The action plan is expected to be published later in 2023. The action plan will focus on developing learning resources, strengthening research, enabling the recording of antisemitism as a bias motivation for hate crimes, conducting surveys of public attitudes towards Jews and monitoring online antisemitism. The most recent information NLOs provided was unclear on whether the plan will be drawn up in consultation with Jewish communities and on whether the IHRA definition will feature in the action plan.

CROATIA

Official data

The statistics of the Ministry of the Interior of Croatia on criminal offences motivated by antisemitism show that the ministry recorded two offences motivated by antisemitism in 2022, compared with no offences registered in 2021 (Table 12).

⁽⁶⁴⁾ Council of Europe, ECRI (2022), *ECRI Report on Bulgaria (Sixth Monitoring Cycle)*, Strasbourg.

TABLE 12: CRIMINAL OFFENCES MOTIVATED BY ANTISEMITISM RECORDED BY THE MINISTRY OF THE INTERIOR, 2012-2022

Year	Recorded criminal offences motivated by antisemitism
2012	1
2013	0
2014	0
2015	2
2016	2
2017	0
2018	8
2019	2
2020	0
2021	0
2022	2

Source: Ministry of the Interior of Croatia, 2013-2023.

Unofficial data

No unofficial data were available when this report was compiled.

Strategy or action plan on combating antisemitism

Croatia does not have a standalone action plan or strategy to combat antisemitism, as this is subsumed under the fight against hatred.

The government adopted the *National plan for the protection and promotion of human rights and the suppression of discrimination for 2023-2027* (*Nacionalni plan zaštite i promicanja ljudskih prava i suzbijanja diskriminacije za razdoblje do 2027. godine*) in March 2023. It includes specific provisions for genocide remembrance, including the Holocaust, and to promote the IHRA working definition of antisemitism. The Croatian government adopted the IHRA's non-legally binding working definition of antisemitism, definition of Holocaust denial and distortion, and definition of anti-Romani racism and discrimination.

Online antisemitism is included in activities that aim to combat hate crime and hate speech. The working group consulted when drawing up the action plan included members of the Jewish community.

CYPRUS

Official data

The Cyprus Police records antisemitic incidents under the category 'Motive in incidents and/or cases of racial nature and/or with racial motive' (Table 13). The statistics for this category are available from 2015 onwards; in 2015-2020, no antisemitic incidents were recorded. The police recorded two antisemitic incidents in 2021, but no incidents in 2022, according to information FRA received from the Cypriot government via the NLO. However, the system for reporting antisemitic incidents remains in place, according to the latest information.

TABLE 13: NUMBER OF INCIDENTS REGISTERED BY THE CYPRUS POLICE (2015–2022)

Year	Registered incidents
2015	0
2016	0
2017	0
2018	0
2019	0
2020	0
2021	2
2022	0

Source: Data from NLO, 2016–2023.

Unofficial data

No unofficial data were available when this report was compiled.

Evidence and reports from international organisations

ODIHR's national contact points for hate crime (Cyprus Police and its Office for Combating Discrimination) reported two antisemitic hate crimes in 2021.

Strategy or action plan on combating antisemitism

Cyprus does not have a national strategy or action plan on combating antisemitism. Instead, combating antisemitism is subsumed under the fight against racism and discrimination, which falls under the Cyprus Police's anti-racism policy.

Cyprus has adopted the non-legally binding IHRA definition of antisemitism. However, FRA did not receive any information on whether policies tackling antisemitism include the definition. It also was not specified whether Jewish communities were involved in the design of the Cyprus Police's anti-racism policy.

CZECHIA

Official data

The Ministry of the Interior publishes annually a report on the issue of extremism in Czechia as part of the government's strategy on combating extremism⁽⁶⁵⁾. These reports also provide data on the number of recorded criminal offences motivated by antisemitism (Table 14).

⁽⁶⁵⁾ Czechia, Ministry of the Interior (Ministerstvo vnitra) (2023), *Zpráva o projevech extremismu a předsudečné nenávisti na území České republiky v roce 2022*, Prague.

TABLE 14: RECORDED CRIMINAL OFFENCES MOTIVATED BY ANTISEMITISM IN CZECHIA, 2012-2022

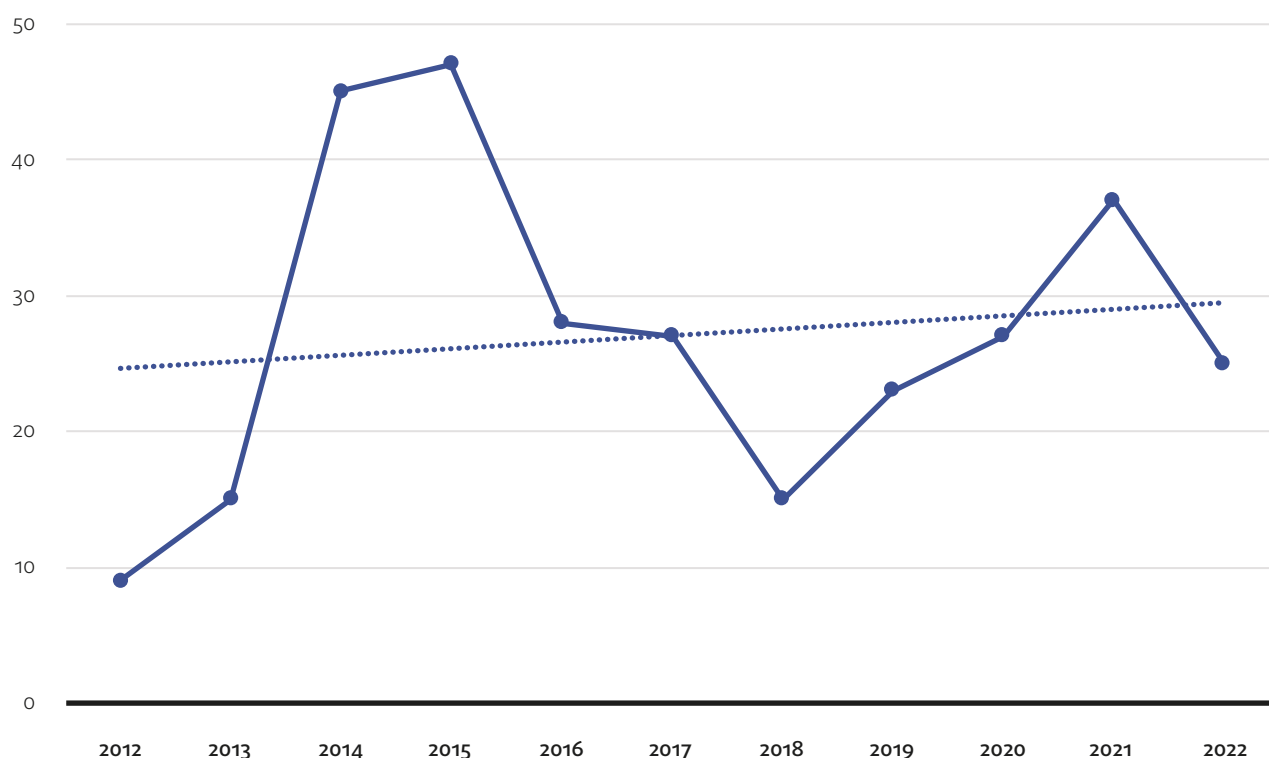
Year	Recorded criminal offences
2012	9
2013	15
2014	45
2015	47
2016	28
2017	27
2018	15
2019	23
2020	27
2021	37
2022	25

Sources: Ministry of the Interior, annual reports on the issue of extremism and prejudiced hatred in Czechia, 2023.

In 2022, the number of offences fell from 37 recorded incidents in 2021 to 25 (Figure 5). 2022 is the first year with a decrease, after increases in three consecutive years from 2018 to 2021. From 2018 to 2022, the number of recorded offences remained below the level recorded in 2014–2015 (over 40 incidents per year). Nonetheless, the trend line suggests a slight increase in the number of recorded offences motivated by antisemitism in Czechia.

Antisemitic crimes constituted 16.8 % of the total number of crimes with an extremist motive.

FIGURE 5: RECORDED CRIMINAL OFFENCES MOTIVATED BY ANTISEMITISM IN CZECHIA, 2012–2022



Source: Ministry of the Interior, 2013–2023.

Unofficial data

The Federation of Jewish Communities in the Czech Republic (Federace židovských obcí v ČR) reports annually on antisemitic incidents in Czechia⁽⁶⁶⁾. This includes incidents reported to it by members of the public, as well as incidents that the federation identifies through its own data collection. In 2018, the federation launched its **online reporting form**. The federation uses the **IHRA working definition of antisemitism**.

In 2021, the Federation of Jewish Communities in the Czech Republic registered 1 128 antisemitic incidents. In 2022, the number of recorded incidents more than doubled to 2 277 recorded incidents. This also constitutes a substantial increase from previous years, with 874 incidents registered in 2020 and 694 incidents registered in 2019. It is the highest number of incidents recorded in 2012–2022.

Almost all the incidents registered in 2022 concern antisemitic texts, illustrations or speeches disseminated in media or online: 2 265 out of 2 277 incidents. The numbers of incidents in other categories remained close to those of previous years. The Federation of Jewish Communities further specifies that 2 211 of the reported incidents involve online manifestations of antisemitism, particularly on social media (1 642 incidents). Because of the large increase in registered antisemitic incidents in the category 'media/web' in recent years, the overall trend for 2012–2022 shows an increase in antisemitic incidents in Czechia – a continuous upward trend (Table 15 and Figure 6). The increase in online antisemitism in particular highlights the risk of disinformation.



Note:

The dotted linear regression line indicates the trend based on data for 2012–2022.

⁽⁶⁶⁾ Federation of Jewish Communities in the Czech Republic (Federace židovských obcí v ČR) (2022), *Výroční zpráva o projevech antisemitismu za rok 2021*, Prague; also available in English: *Annual report on manifestations of antisemitism in the Czech Republic 2021*.

TABLE 15: NUMBERS AND TYPES OF ANTISEMITIC INCIDENTS RECORDED IN CZECHIA BY THE FEDERATION OF JEWISH COMMUNITIES IN THE CZECH REPUBLIC, 2012-2022

Year	Attacks		Threats, insults and harassment ^(a)	Harassment	Media/web	Total
	Physical	Property				
2012	0	6	0	10	82	98
2013	1	3	3	6	162	175
2014	1	5	9	29	209	253
2015	0	4	3	31	193	231
2016	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
2017	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
2018	2	3	9 ^(b)	n.a.	333	347
2019	0	3	6	n.a.	685	694
2020	1	1	6	n.a.	866	874
2021	1	3	5	n.a.	1 119	1 128
2022	0	2	10	n.a.	2 265	2 277

► Notes:

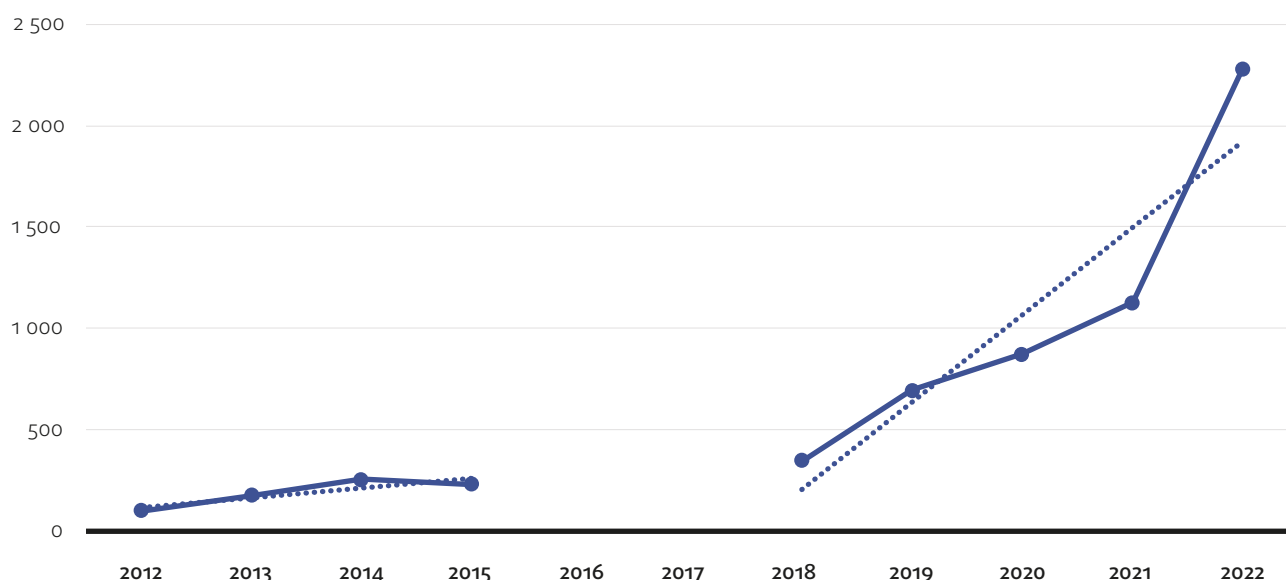
n.a., not available.

^(a) The category 'Threats, insults and harassment' was created in 2018. Until 2015, the data included in this category concerned only 'threats'; 'harassment' was treated as a separate category.

^(b) Not comparable with previous years because of changes in categorisation.

Sources: Forum Against Antisemitism, 2013; Jewish Community of Prague, 2014-2016; and Federation of Jewish Communities in the Czech Republic, 2019-2023.

FIGURE 6: ANTISEMITIC INCIDENTS RECORDED BY THE FEDERATION OF JEWISH COMMUNITIES IN THE CZECH REPUBLIC, 2012-2022



Sources: Forum Against Antisemitism, 2012; Jewish Community of Prague, 2012-2016; and Federation of Jewish Communities in the Czech Republic, 2019-2023.



Notes:

Data for 2016 and 2017 are not available. The dotted linear regression line indicates the trend based on data for 2012-2015 and 2018-2022.

Evidence and reports from international organisations

ODIHR's national contact point for hate crime (Ministry of the Interior, Security Policy Department) reported 37 antisemitic hate crimes in 2021, a slight increase from 27 in 2020.

Strategy or action plan on combating antisemitism

Czechia's national strategy against antisemitism was under development at the time of consultation for this report in June 2023. This is the same situation as FRA reported in the previous annual antisemitism report. Drawn up in consultation with Jewish communities, the strategy is intended to cover the following areas: combating antisemitic hate speech, hate crime and discrimination; antisemitism online; the security and protection of Jewish communities; fostering Jewish life and maintaining Jewish heritage; education; research; and Holocaust remembrance. The strategy will apply the IHRA definition.

DENMARK

Official data

As of 1 January 2015, the overall responsibility for hate crime data collection was transferred from the Danish Security and Intelligence Service (Politiets Efterretningstjeneste (PET)) to the Danish National Police. Because of this change and a number of changes in the method used to identify and record hate crimes in the system, the data before and after 2015 are not fully comparable. In 2017, the methods used to identify hate crime were changed again, and therefore the data before and after 2017 are not comparable.

In 2021, the Danish National Police recorded 93 crimes motivated by antisemitism, compared with 79 crimes recorded in 2020 (Table 16) ⁽⁶⁷⁾. According to the Danish National Police the increase in the number of antisemitic incidents in 2021 is mainly due to a specific person spreading antisemitic hate speech via the internet – specifically through distributing antisemitic e-mails. This has generated a number of police reports, which have been registered as separate cases.

⁽⁶⁷⁾ Denmark, PET (2015), '*Kriminelle forhold i 2013 med mulig ekstremistisk baggrund*'; Danish National Police (2021), '*Statistik*'.

TABLE 16: EXTREMIST CRIMES TARGETING JEWS RECORDED BY PET, 2012–2013, AND CRIMES MOTIVATED BY ANTISEMITISM RECORDED BY THE DANISH NATIONAL POLICE, 2015–2022

Year	Recorded crimes
2012	15
2013	10
2014	n.a.
2015	13 ^(a)
2016	21
2017	38 ^(a)
2018	26
2019	51
2020	79
2021	93 ^(b)
2022	n.a.

► Notes:

n.a., not available.

^(a) Not comparable with previous years because of changes in methodology.

^(b) Since last year's report, the NLO has corrected the 2021 number from 94 to 93 incidents.

Sources: PET, 2013–2014; Danish National Police, 2016–2023; and data provided to FRA.

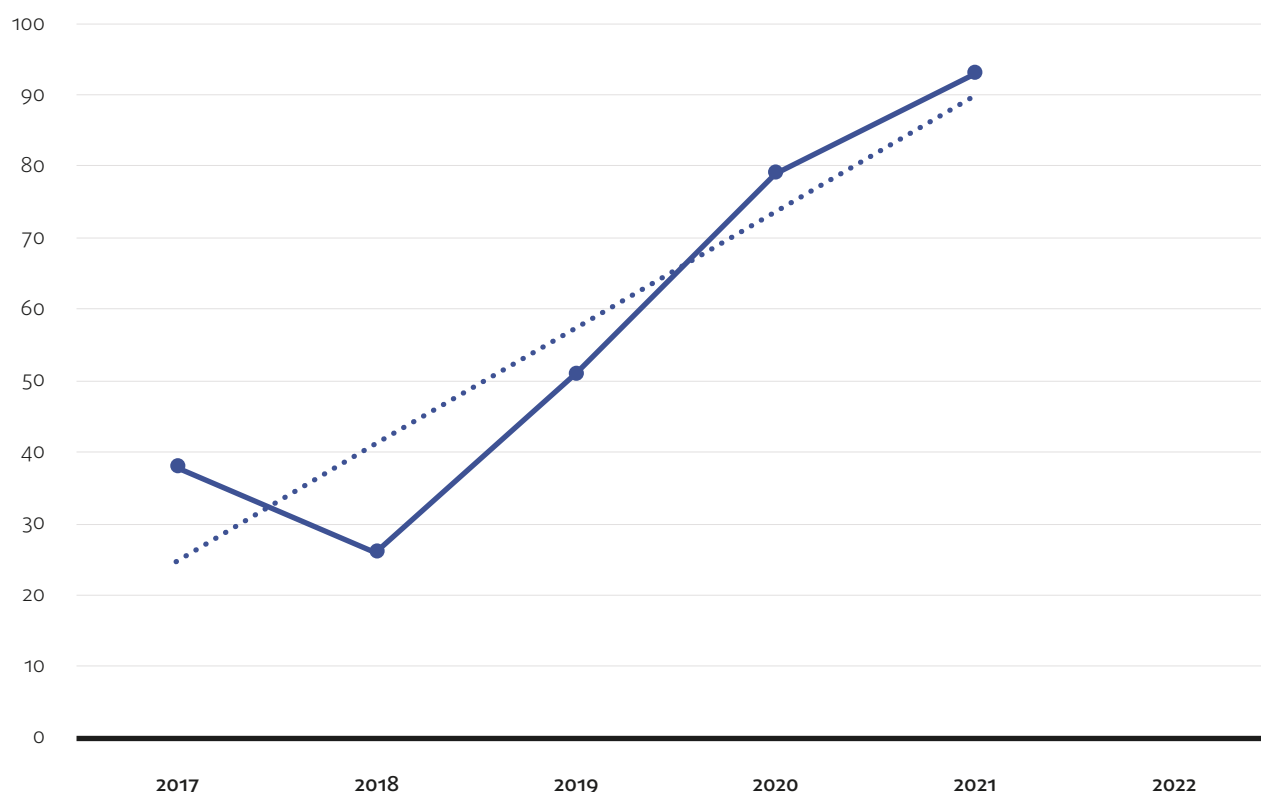


Notes:

The dotted linear regression line indicates the trend based on data for 2017–2021. Data for 2022 were not yet available.

Comparable data are available to examine the trends in crimes motivated by antisemitism in 2017–2021 (Figure 7). During this time, an upward trend can be observed, with the numbers of crimes recorded in 2020 and 2021 notably exceeding the numbers recorded in 2017, 2018 and 2019.

FIGURE 7: CRIMES MOTIVATED BY ANTISEMITISM RECORDED BY THE DANISH NATIONAL POLICE, 2017–2022



Sources: Danish National Police, 2018–2023; and data provided to FRA.

Unofficial data

Unofficial data on antisemitism in Denmark are based on incidents reported to the Jewish Community in Denmark (Det Jødiske Samfund i Danmark) and its reporting point for antisemitic incidents (Anmeldelse af Antisemitiske Hændelser (AKVAH)). The most recent report available concerns incidents recorded in 2020, when AKVAH recorded 23 incidents, compared with 37 incidents in 2019 ⁽⁶⁸⁾ and 45 incidents in 2018 (Table 17) ⁽⁶⁹⁾. The highest number of reported antisemitic incidents was 54, recorded in 2014 (Figure 8).

TABLE 17: ANTISEMITIC INCIDENTS RECORDED BY THE JEWISH COMMUNITY IN DENMARK, 2012-2022

Year	Recorded incidents
2012	40
2013	44
2014	54
2015	26
2016	22
2017	30
2018	45
2019	37
2020	23
2021	n.a.
2022	n.a.

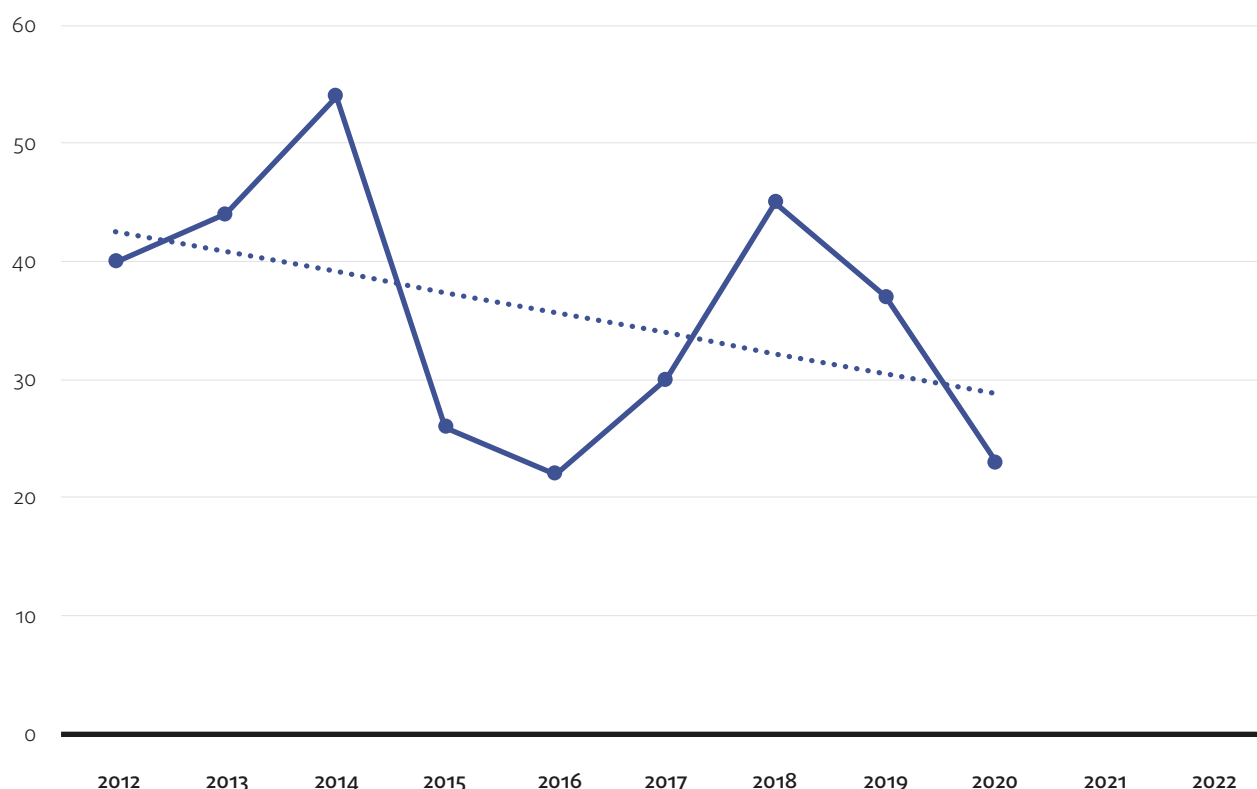
◀ Note:
n.a., not available.

Sources: Mosaic Religious Community, 2013; Jewish Community in Denmark, 2014-2023.

⁽⁶⁸⁾ Denmark, Jewish Community in Denmark (Det Jødiske Samfund i Danmark) (2021), *Rapport om antisemitiske hændelser i Danmark 2020*, Copenhagen.

⁽⁶⁹⁾ Denmark, Jewish Community in Denmark (Det Jødiske Samfund i Danmark) (2020), *Rapport om antisemitiske hændelser i Danmark 2019*, Copenhagen.

FIGURE 8: ANTISEMITIC INCIDENTS RECORDED IN DENMARK BY THE JEWISH COMMUNITY IN DENMARK, 2012-2022



Sources: Mosaic Religious Community, 2013; and Jewish Community in Denmark, 2014-2023.



Note:

The dotted linear regression line indicates the trend based on data for 2012-2020.

Evidence and reports from international organisations

ODIHR's national contact point for hate crime (Danish National Police) reported 79 antisemitic hate crimes in 2020. It did not disaggregate the number of hate crimes reported for 2021 by bias motivation.

Strategy or action plan on combating antisemitism

Denmark adopted the national [Action Plan against Anti-semitism](#) in January 2022, which applies the IHRA working definition of antisemitism. Drawn up in consultation with Jewish communities, the action plan covers the following areas: combating antisemitic hate speech, hate crime and discrimination; antisemitism online; the security and protection of Jewish communities; fostering Jewish life and maintaining Jewish heritage; education; research; and Holocaust remembrance. The Ministry of Justice is responsible for monitoring the implementation of the strategy.

ESTONIA

Official data

A system to collect data on antisemitic incidents is in place. However, the Estonian government informed FRA that no antisemitic incidents or crimes were brought to the attention of the authorities in 2022, compared with one recorded incident in 2021, involving a misdemeanour offence. In 2019, the authorities recorded two antisemitic incidents. In all other years (2016-2018 and 2020), no antisemitic incidents or crimes were recorded, and no statistics have been provided to FRA concerning 2012-2015 (Table 18).

TABLE 18: NUMBER OF ANTISEMITIC INCIDENTS REPORTED TO ESTONIAN AUTHORITIES, 2012–2022

Year	Antisemitic incidents
2012	n.a.
2013	n.a.
2014	n.a.
2015	n.a.
2016	0
2017	0
2018	0
2019	2
2020	0
2021	1
2022	0

◀ *Note:*
n.a., not available.

Source: Data from NLO, 2012–2023.

Unofficial data

No unofficial data were available when this report was compiled.

Strategy or action plan on combating antisemitism

Estonia adopted a *Concept for Measures against Antisemitism* (Antisemitismivastaste meetmete kontseptsioon) in 2021, which applies the IHRA working definition of antisemitism. Drawn up in consultation with Jewish communities, the concept covers the following areas: combating antisemitic hate speech, hate crime and discrimination; antisemitism online; the security and protection of Jewish communities; fostering Jewish life and maintaining Jewish heritage; education; and Holocaust remembrance.

FINLAND

Official data

The Police University College of Finland (Poliisiammattikorkeakoulu) publishes an annual report on suspected hate crimes reported to the police ⁽⁷⁰⁾. The data for this publication are based on crimes classified as hate crimes at the recording stage, specific crime categories and keyword searches of police reports, which enables the identification of hate crimes. Since 2008, the report has covered religiously motivated hate crimes, including antisemitic crimes (Table 19).

The number of recorded incidents was 17 in 2021 compared with 18 in 2020. Between 2012 and 2021, the highest number of incidents was recorded in 2018 (21 incidents). Most of the recorded incidents are in the category of verbal insults, threats and harassment. According to the annual report published by the Poliisiammattikorkeakoulu regarding incidents against people, a total of seven victims were recorded in 2021, three women and four men. As the official data for 2022 will be published in the autumn of 2023, no updates were available in July 2023, when this report was compiled.

⁽⁷⁰⁾ Rauta, J. (2022), *Poliisin tietoon tullut viharikollisuus Suomessa 2021*, Poliisiammattikorkeakoulu, Tampere.

TABLE 19: NUMBERS AND TYPES OF ANTISEMITIC CRIMES REPORTED TO THE POLICE, 2012-2022

Year	Verbal insult, threat, harassment	Physical assault (unilateral)	Property crime	Physical assault (mutual)	Crime after verbal provocation	Discrimination	Homicide	Other	Total
2012	7	1	0	0	0	0	0	0	8
2013	6	1	3	1	0	0	0	0	11
2014	4	1	1	0	1	0	0	0	7
2015	5	2	1	0	0	0	0	0	8
2016	6	1	3	0	0	0	0	0	10
2017	6	1	2	0	0	0	0	0	9
2018	15	2	4	0	0	0	0	0	21
2019	10	0	1	0	0	0	0	1	12
2020	12	1	5	0	0	0	0	0	18
2021	12	1	4	0	0	0	0	n.a.	17
2022	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.

Source: Poliisiammattikorkeakoulu, 2013-2023.



Note:

n.a., not available.

Unofficial data

No unofficial data were available when this report was compiled.

Evidence and reports from international organisations

ODIHR's national contact point for hate crime (National Police Board) reported 16 antisemitic hate crimes in 2020 and 14 in 2021.

Strategy or action plan on combating antisemitism

The fight against antisemitism in Finland has been subsumed under *An Equal Finland: Government action plan for combating racism and promoting good relations between population groups* (Yhdenvertainen Suomi: Valtioneuvoston toimintaohjelma rasismien torjumiseksi ja hyvien väestösuhteiden edistämiseksi), which was adopted in February 2021 and ends in December 2023. The action plan is not a standalone measure against antisemitism, but has a broader scope covering different grounds of discrimination based on ethnicity or religion.

The plan was developed in consultation with Jewish communities. Combating antisemitism is mainstreamed across the action plan, which includes measures in the following areas: combating antisemitic hate speech, hate crime and discrimination; antisemitism online; fostering Jewish life and maintaining Jewish heritage; education; and research. The action plan does not apply the IHRA definition. However, the definition has been used in police training on antisemitism and in materials for teachers to use in addressing antisemitism and the holocaust in schools.

FRANCE

Official data

The French National Consultative Commission on Human Rights (Commission nationale consultative des droits de l'homme (CNCDH)) compiles a detailed report on the fight against racism, antisemitism and xenophobia on an annual basis. The report gathers official data on antisemitic acts submitted by various sources, including the Ministry of the Interior and the Ministry of Justice ⁽⁷¹⁾.

The reports published by the CNCDH cover antisemitic actions and threats. Antisemitic actions are defined as homicides and attempted homicides, terror attacks and attempted terror attacks, arson and attempted arson, defacing and vandalising, and physical violence and assault. Antisemitic threats cover speech acts, threatening gestures and insults, graffiti (inscriptions), pamphlets and emails.

The number of recorded antisemitic actions and threats increased to 589 in 2021, compared with 339 actions and threats recorded in 2020 (Table 20). Due to changes in the methodology of reporting, the latest available official data on online incidents remain from 2020 and recorded 43 online antisemitic threats. No disaggregated data were published for 2021 and 2022 for online incidents.

In 2022, the number of incidents fell to 436. While this is still higher than the number of incidents recorded for 2020, the overall trend analysis for the past decade shows a slight downward trend in the number of recorded incidents (Figure 9).

However, it is important to note that antisemitic incidents made up 27 % of all recorded hate incidents in 2022. With a Jewish population of approximately 0.5 million ⁽⁷²⁾, the Jewish community accounts for 0.8 % of the overall population of France (around 65 million). Hate incidents therefore disproportionately affect Jewish people.

TABLE 20: ANTISEMITIC ACTIONS AND THREATS RECORDED IN FRANCE, 2012-2022

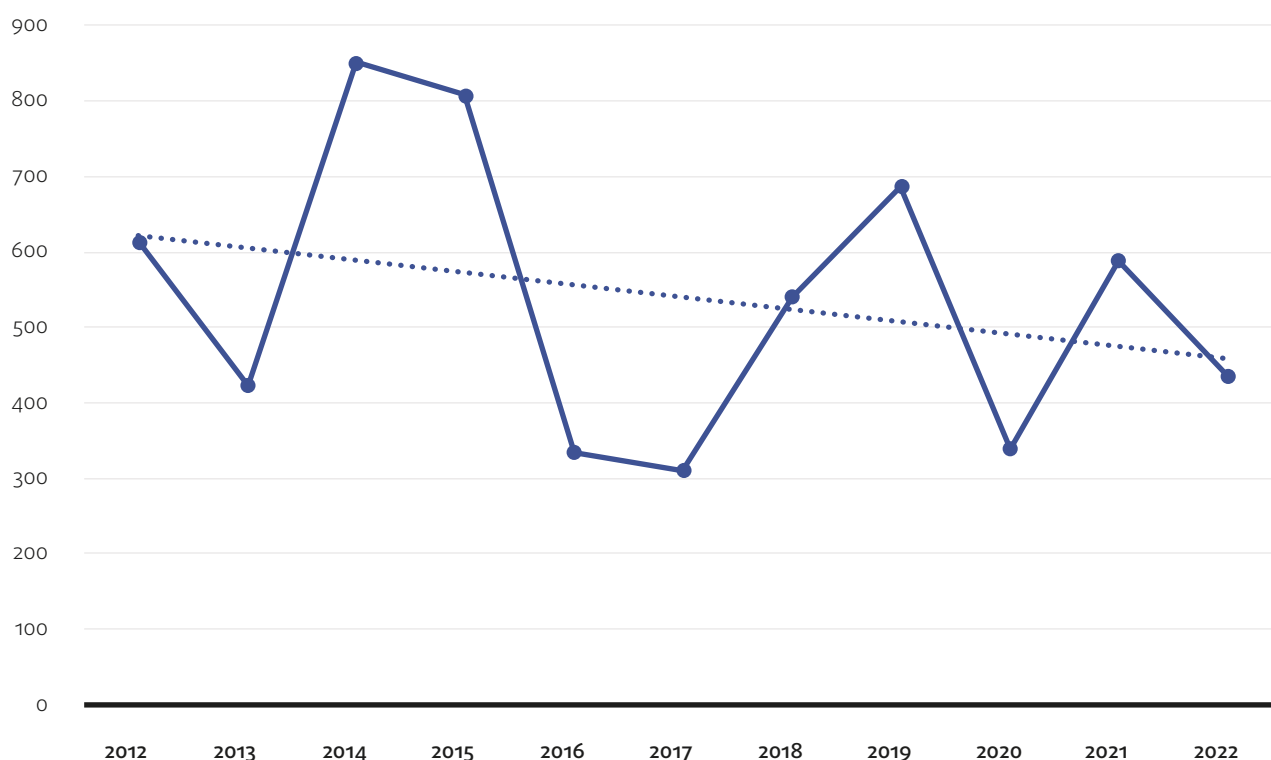
Year	Antisemitic actions and threats
2012	614
2013	423
2014	851
2015	808
2016	335
2017	311
2018	541
2019	687
2020	339
2021	589
2022	436

Sources: CNCDH annual reports, based on data provided by the Service central du renseignement territorial, 2013-2023.

⁽⁷¹⁾ For the latest annual report on combating racism, antisemitism and xenophobia, see CNCDH (2022), *La lutte contre le racisme, l'antisémitisme et la xénophobie – Année 2021*, Direction de l'information légale et administrative, Paris.

⁽⁷²⁾ Institute for Jewish Policy Research (2023), 'France'.

FIGURE 9: ANTISEMITIC ACTIONS AND THREATS RECORDED IN FRANCE, 2012-2022



Source: CNCDH, 2013-2023.



Note:

The dotted linear regression line indicates the trend based on data for 2012-2022.

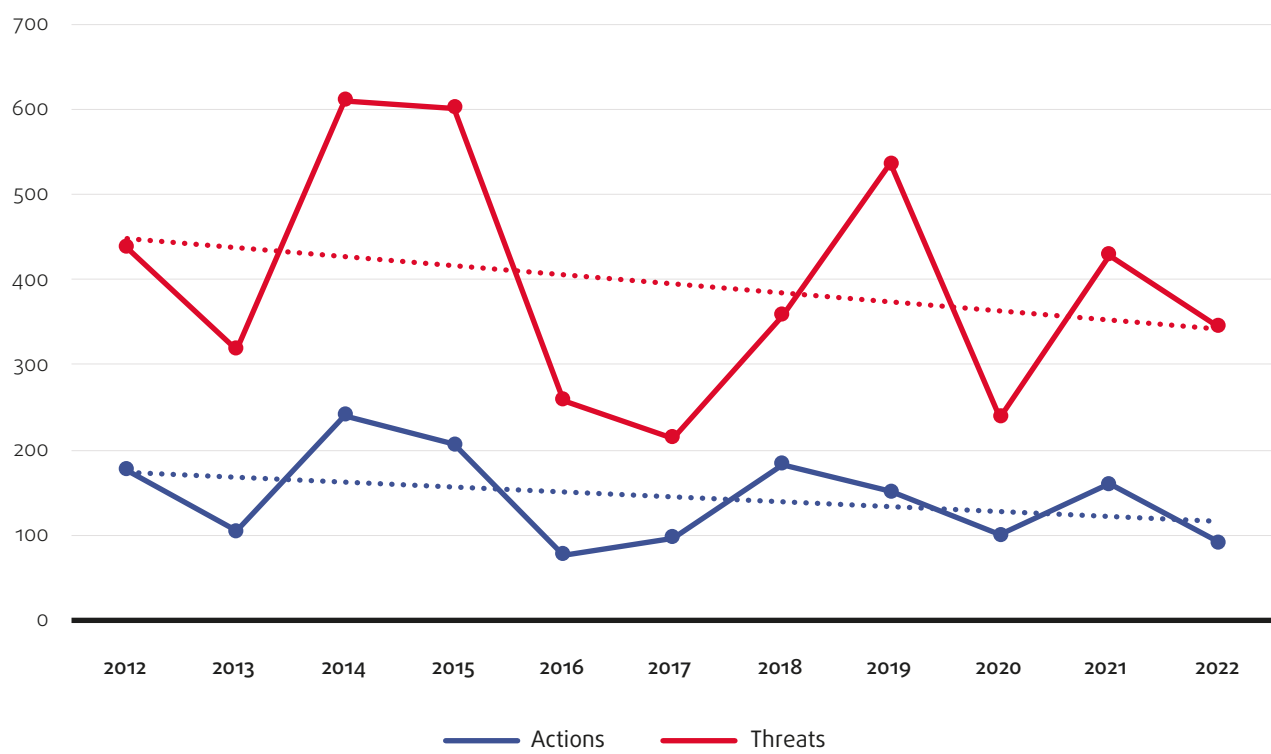
Unofficial data

The SPCJ records complaints of antisemitism. Since 2010, it has cooperated with the Ministry of the Interior in an effort to paint a more accurate picture of the situation of antisemitism in France. The data published by the SPCJ are aligned with data presented by the CNCDH, with a total of 436 actions and threats recorded in 2022. However, the SPCJ reports provide more detailed information concerning the recorded incidents, such as the numbers of antisemitic actions and threats, and characteristics of the incidents ⁽⁷³⁾.

A separate trend analysis for actions and threats over 2012-2022 shows that threats (345 in 2022) are consistently reported in higher numbers than actions (91 in 2022). However, the overall trends for both actions and threats indicate a slight decrease in 2012-2022, despite notable fluctuations in the number of incidents, particularly concerning antisemitic threats (Figure 10).

⁽⁷³⁾ SPCJ (2023), 'Les chiffres de l'antisémitisme en France en 2022', SPCJ communication.

FIGURE 10: ANTISEMITIC ACTIONS AND THREATS RECORDED IN FRANCE, 2012-2022



Source: SPCJ, 2013-2023.

Table 21 and Table 22 examine the recorded antisemitic acts and threats in more detail, according to the type of incident. In 2022, the most frequent types of antisemitic actions involved physical violence (42 incidents) or defacing and vandalising property (48 incidents). Furthermore, the murder of an 89-year-old Jewish man had an antisemitic motive and constituted a particularly devastating and violent manifestation of antisemitism. For antisemitic threats, the most recorded categories are graffiti (133 incidents in 2022), and threatening comments, gestures and insults (183 incidents).

▲
Note:
The dotted linear regression lines indicate the trends based on data for 2012-2022.

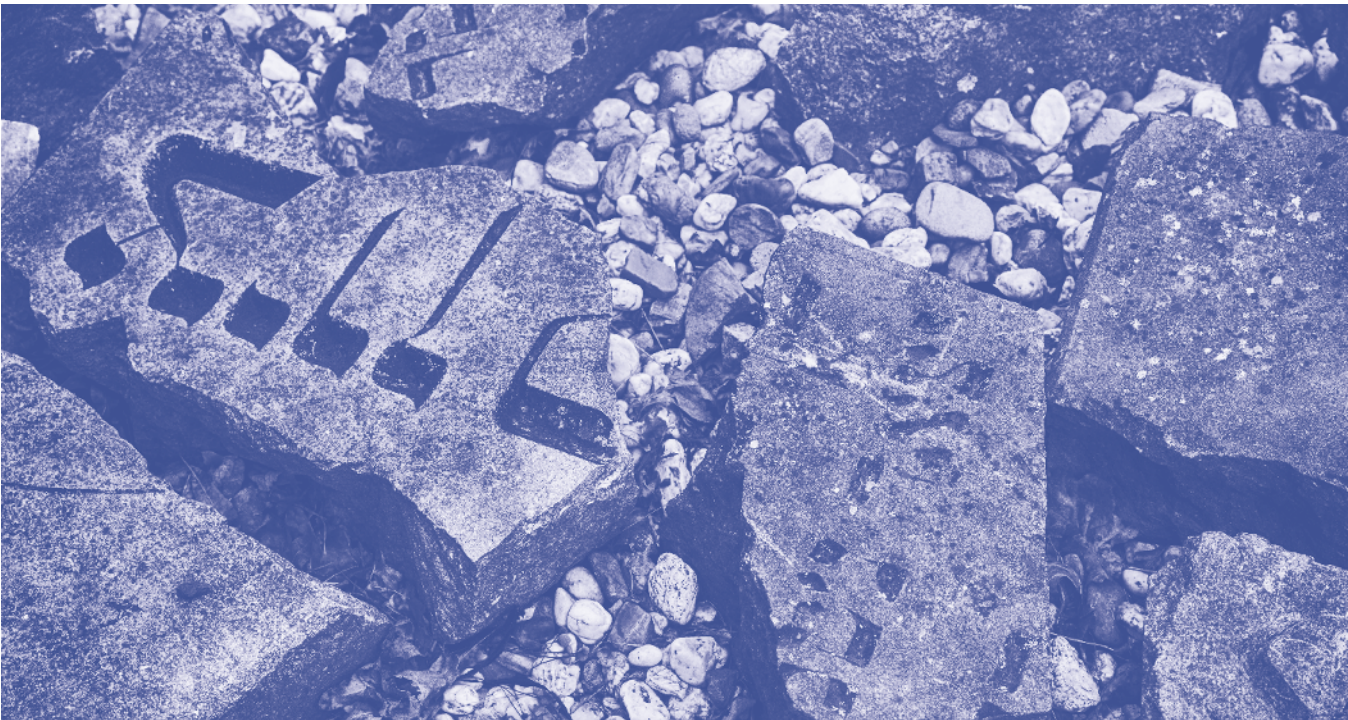


TABLE 21: TYPES OF ANTISEMITIC ACTIONS RECORDED IN FRANCE, 2012–2022

Year	Homicides or attempts	Physical violence	Terror attacks or attempts	Arson or attempts	Defacing and vandalising	Threats in a place of worship	Total
2012	6	96	2	2	71	n.a.	177
2013	1	49	0	3	52	n.a.	105
2014	0	108	2	5	126	n.a.	241
2015	31	66	1	0	109	n.a.	207
2016	2	40	0	0	35	n.a.	77
2017	1	29	0	3	64	n.a.	97
2018 ^(a)	1	80	0	3	99	n.a.	183
2019 ^(a)	0	45	0	5	101	n.a.	151 ^(b)
2020 ^(a)	0	44	0	2	54	n.a.	100
2021 ^(a)	0	60	0	3	68	29 ^(c)	160
2022 ^(a)	1	42	n.a. ^(d)	n.a. ^(d)	48	n.a. ^(d)	91

Source: SPCJ, 2013–2023.



Notes:

n.a., not available.

^(a) In the statistics published since 2018, each incident type is divided into two categories: incidents against a person and incidents against property.

^(b) In the statistics published for 2019, the incidents against people (51) and those against property (104) do not add up to the total number of recorded incidents (151). This could be because incidents that involved attacks against both people and property were counted in both categories.

^(c) The category ‘threats in a place of worship’ is a new category that the SPCJ created in 2021. This creation has a direct impact on the total number, which de facto increases, preventing a comparison with the total number of incidents prior to 2021.

^(d) The full report is not yet available and, for some categories, it was not specified whether there were no incidents. Therefore, these are indicated as n.a.

TABLE 22: TYPES OF ANTISEMITIC THREATS RECORDED IN FRANCE, 2012–2022

Year	Threatening words and gestures, and insults	Flyers and hate mail	Graffiti	Total
2012	219	46	172	437
2013	152	38	128	318
2014	261	60	289	610
2015	259	92	250	601
2016	136	36	86	258
2017	94	34	86	214
2018	151	62	145	358
2019	196	64	276	536
2020	123	26	90	239
2021	165	60	204	429
2022	183	29	133	345

Source: SPCJ, 2013–2023.

Evidence and reports from international organisations

ODIHR’s national contact point for hate crime (Ministry of Justice, European and International Affairs Department) reported 337 antisemitic hate crimes in 2020, compared with 589 in 2021.

Strategy or action plan on combating antisemitism

As part of a broader measure to combat racism and discrimination, France adopted the *National plan against racism and antisemitism (2023–2026)* (*Plan national de lutte contre le racisme, l’antisémitisme et les discriminations liées à l’origine 2023–2026*) in 2023. Drawn up in consultation with Jewish communities,

the national plan applies the IHRA working definition of antisemitism. The national plan includes measures on combating antisemitic hate speech, hate crime and discrimination; antisemitism online; the security and protection of Jewish communities; fostering Jewish life and maintaining Jewish heritage; education; research; and Holocaust remembrance. It also improves the legal framework on hate crime and bias motivation.

GERMANY

Official data

In Germany, the Criminal Police Notification Service – Politically Motivated Crimes (Kriminalpolizeilicher Meldedienst – Politisch motivierte Kriminalität (KPMD PMK)) collects official data on antisemitism.

Data on the number of antisemitic crimes (Table 23) and on the number of antisemitic acts of violence (Table 24) are collected under the separate subheading ‘antisemitism’ of the main topic ‘hate crime’. The data are also subdivided into right-wing crime, left-wing crime, crime based on foreign ideology, crime based on religious ideology and crime that is ‘not attributable’. This is to get a multidimensional view on the motivation and background of the perpetrators. These five categories have been in place since January 2017. Until December 2016, the separate category ‘religious ideology’ did not exist. Until then, the crimes had been part of the category ‘foreign ideology’.

In 2022, the police recorded 2 641 politically motivated crimes with an antisemitic motive; this constitutes a decrease in the number of incidents after 6 consecutive years of increases in the number of recorded crimes (Table 23). Out of the politically motivated crimes with an antisemitic motive recorded by the police in 2022, a total of 969 were committed online. As the number of recorded crimes has increased every year since 2015 except for 2022, the overall trend covering 2012–2022 shows an upward trend, despite the 2022 decrease (Figure 11).

Politically motivated crimes with an antisemitic motive made up around 23 % (2 641 out of 11 520) of all crimes with a hate motive. The Jewish population in Germany makes up around 0.1 % of the total population⁽⁷⁴⁾. This emphasises the disproportionate targeting of Jews in hate incidents. In 2022, a total of 1 401 men and 197 women were accused of antisemitic crimes.

Apart from the distinction between antisemitic crimes and antisemitic acts of violence (see Table 24), published statistics do not further disaggregate crimes with antisemitic bias. Overall, the 2022 report by the Federal Criminal Policy Office (Bundeskriminalamt) notes that, among all politically motivated crimes (that is, antisemitic crime as well as other crimes), the largest category involves offensive material (*Propagandadelikte*), which accounts for 28 % of all crimes, followed by violations against the law concerning assemblies (*Versammlungsgesetz*), which accounts for 17 % of all crimes. Incitement to hatred accounts for 8 % of all politically motivated crimes⁽⁷⁵⁾.

⁽⁷⁴⁾ BMI Bund (2023), ‘**Jüdische Gemeinschaft in Deutschland**’.

⁽⁷⁵⁾ Federal Criminal Police Office (Bundeskriminalamt) (2023), ***Politisch motivierte Kriminalität im Jahr 2022***, Wiesbaden.

TABLE 23: NUMBER OF POLITICALLY MOTIVATED CRIMES WITH A PRESUMED ANTISEMITIC MOTIVE BY CATEGORY OF PERPETRATOR RECORDED IN GERMANY, 2012-2022

Year	Right wing	Left wing	Foreign ideology	Religious ideology ^(a)	Not attributable	Total
2012	1 314	3	38	n.a.	19	1 374
2013	1 218	0	31	n.a.	26	1 275
2014	1 342	7	176	n.a.	71	1 596
2015	1 246	5	78	n.a.	37	1 366
2016	1 381	2	48	n.a.	37	1 468
2017	1 412	1	41 ^(a)	30	20	1 504
2018	1 603	14	102	52	28	1 799
2019	1 898	6	57	24	47	2 032
2020	2 224	10	40	31	46	2 351
2021	2 552	6	127	57	285	3 027
2022	2 185	8	67	38	343	2 641

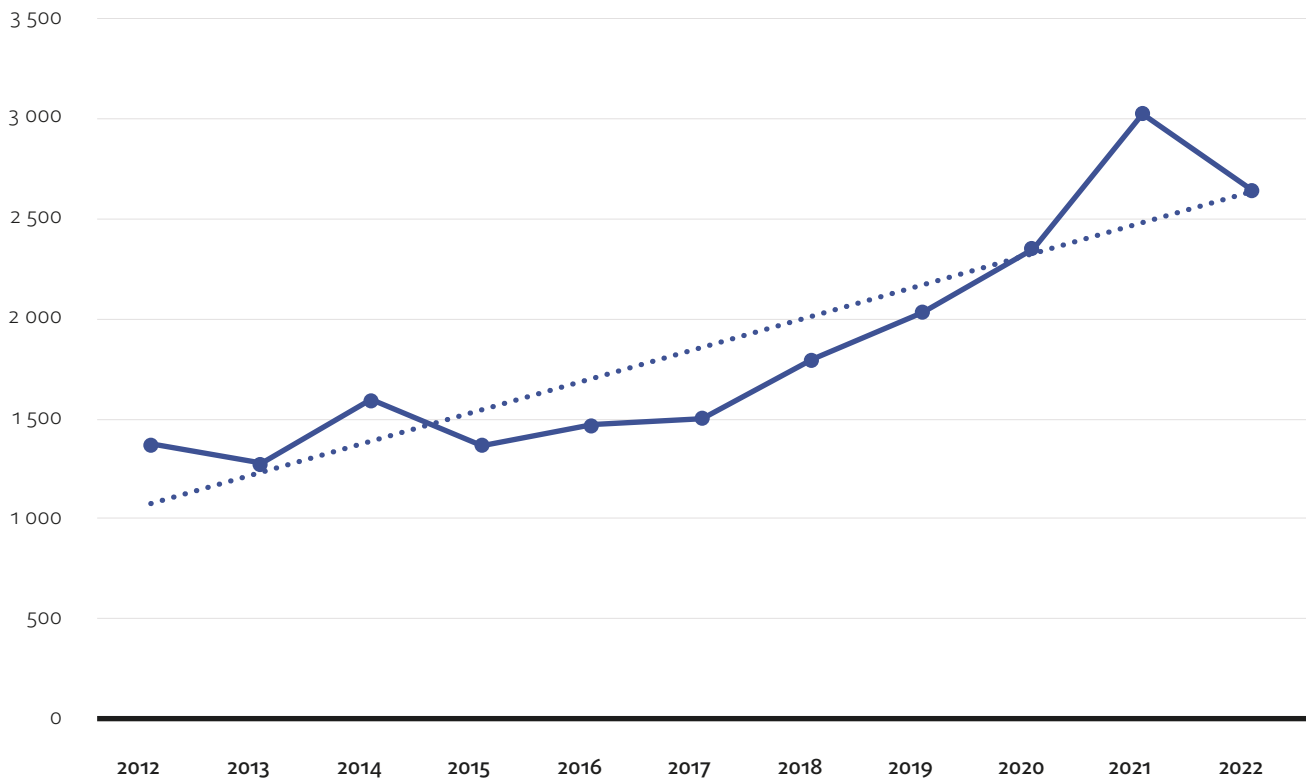
► Notes:

n.a., not available.

^(a) The categories were changed in 2017. Before this, 'religious ideology' was included in the category 'foreign ideology'.

Source: KMPD PMK, 2013-2023.

FIGURE 11: POLITICALLY MOTIVATED CRIMES WITH AN ANTISEMITIC MOTIVE RECORDED IN GERMANY, 2012-2022



Source: KMPD PMK, 2013-2023.



Note:

The dotted linear regression line indicates the trend based on data for 2012-2022.

In 2022, the German police recorded a significant increase in antisemitic acts of violence from 64 recorded incidents in 2021 to 88 in 2022. The overall trend in 2012-2022 also shows an increase in recorded acts of violence with an antisemitic motive (Figure 12). In 2022, 27 victims of recorded acts of violence with an antisemitic motive were men and 7 were women. It is important to

note that the KPMD PMK only registers the details of victims in cases in which they were physically harmed or injured and the local police responsible for the investigation reported the incident to the KPMD PMK.

TABLE 24: NUMBER OF POLITICALLY MOTIVATED ACTS OF VIOLENCE WITH A PRESUMED ANTISEMITIC MOTIVE BY CATEGORY OF PERPETRATOR RECORDED IN GERMANY, 2012–2022

Year	Right wing	Left wing	Foreign ideology	Religious ideology ^(a)	Not attributable	Total
2012	37	0	4	n.a.	0	41
2013	46	0	4	n.a.	1	51
2014	32	1	12	n.a.	0	45
2015	30	1	4	n.a.	1	36
2016	32	0	1	n.a.	1	34
2017	29	0	5 ^(a)	1	2	37
2018	49	3	10	4	3	69
2019	62	0	6	3	2	73
2020	50	0	4	1	2	57
2021	40	0	8	8	8	64
2022	62	2	13	2	9	88

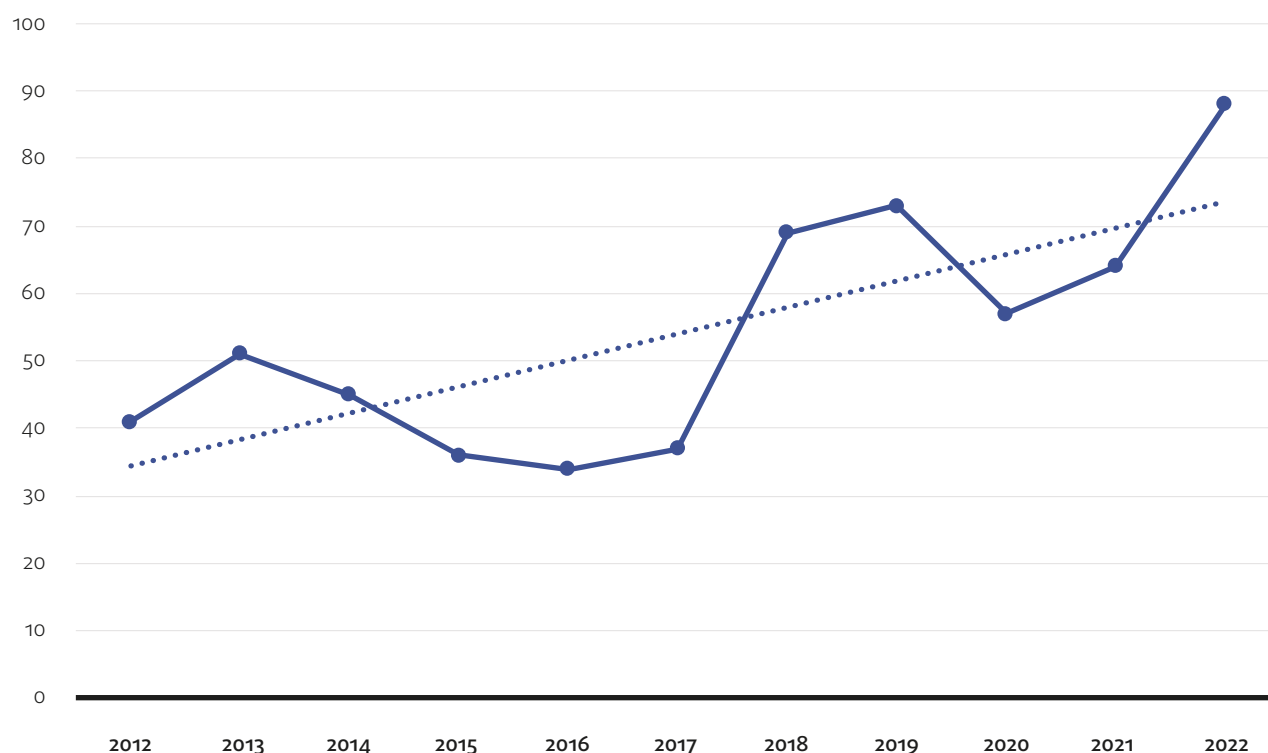
Source: KMPD PMK, 2013–2023.

◀ Notes:

n.a., not available.

^(a) The categories were changed in 2017. Before this, 'religious ideology' was included in the category 'foreign ideology'.

FIGURE 12: POLITICALLY MOTIVATED ACTS OF VIOLENCE WITH AN ANTISEMITIC MOTIVE RECORDED IN GERMANY, 2012–2022



Source: KMPD PMK, 2013–2023.

▲ Note:

The dotted linear regression line indicates the trend based on data for 2012–2022.

Unofficial data

RIAS operates a network consisting of Jewish organisations and civil society organisations for reporting antisemitic incidents. RIAS collects the data via its [reporting website](#), by telephone and social media from Jewish communities and other civil society organisations. For 2022, incidents have not been cross-referenced with police records. Consequently, RIAS incident numbers do not include incidents that only police records capture. The 2022 report included incidents that regional report centres in 11 states (Bavaria, Berlin, Hessen, Lower Saxony, Mecklenburg-Western Pomerania, North Rhine-Westphalia, Saarland, Saxony, Saxony-Anhalt, Schleswig-Holstein and Thuringia) recorded and incidents RIAS processed at the state level in states without regional report centres (Baden-Württemberg, Brandenburg, Bremen, Hamburg and Rhineland-Palatine).

► Notes:

^(a) The data used for the 2021 report were based on regional data from six states, plus Cologne. Moreover, the data for 2021 have been updated since last year's report.

^(b) The data for 2022 include recorded incidents from 11 states, which is different from previous years.

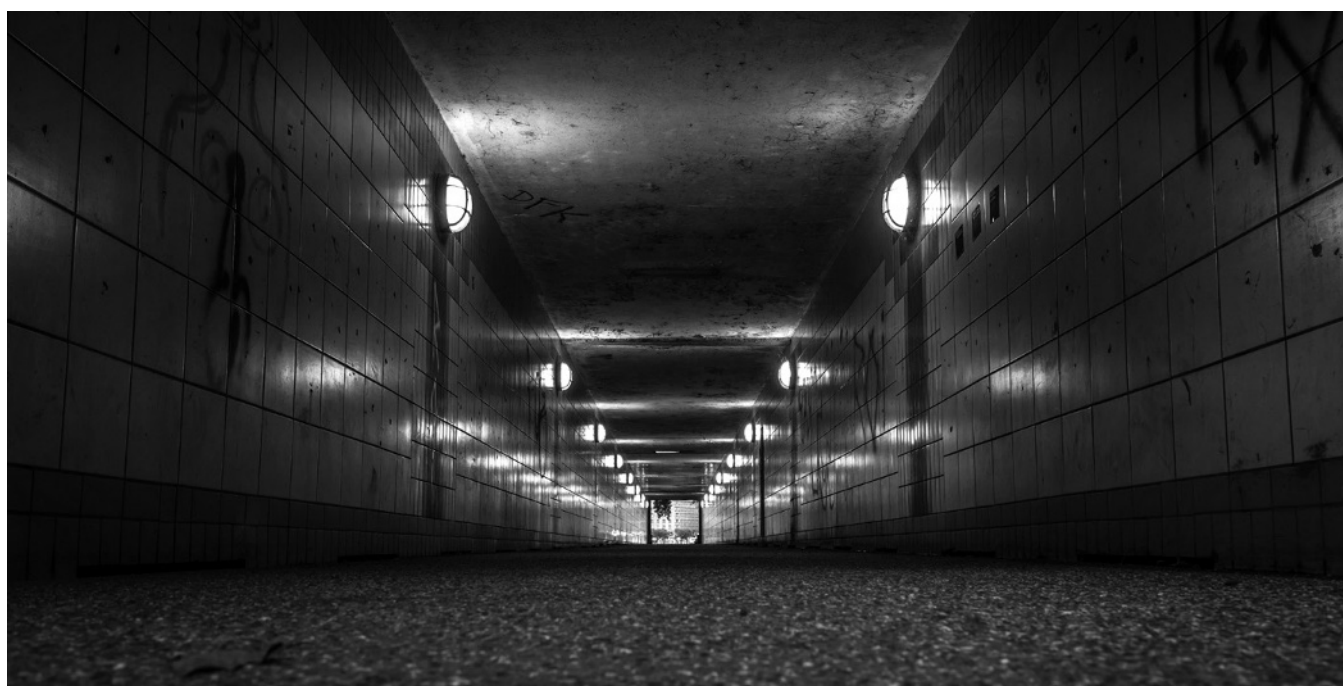
TABLE 25: NUMBER OF ANTISEMITIC INCIDENTS REPORTED TO RIAS, 2020-2022

Year	Recorded antisemitic incidents
2020	1 957
2021	2 772 ^(a)
2022	2 480 ^(b)

Source: RIAS annual reports, 2021-2023.

The total number of incidents shown in Table 25 can be further disaggregated by the type of incident and the number of incidents per state.

In 2022, the RIAS network recorded 2 480 antisemitic incidents, which consisted of 9 incidents of serious violence, 56 physical attacks, 186 incidents of damage to property, 72 incidents involving threats, 1 912 incidents of offensive acts and 245 incidents involving mass distribution of materials. The overall number of recorded incidents decreased by 11 % from the total of 2 772 incidents recorded in 2021 (Table 25). The level of serious violence was the highest since the start of the documentation of incidents.



In 2022, RIAS recorded 843 online antisemitic incidents, which accounts for 33 % of all incidents in 2022. The highest number of incidents recorded was on Twitter: 186 recorded incidents, constituting 39 % of the registered antisemitism online. 'On the streets' constitutes the second largest category (707 incidents). Antisemitic incidents related to the COVID-19 pandemic decreased during the course of 2022. The Russian invasion of and war of aggression against Ukraine was associated with 281 recorded antisemitic incidents, accounting for 11 % of all recorded antisemitic incidents.

Most incidents in 2022 were recorded in the states of Berlin (848), Bavaria (422), North Rhine-Westphalia (253), Hessen (177) and Saxony (108). The annual report by RIAS includes further details of the recorded incidents, including incident types and motivations ⁽⁷⁶⁾.

The Amadeu Antonio Foundation in Germany has been collecting data on antisemitic incidents from the German press and from projects and initiatives concerned with antisemitism since 2002. These data are presented as a chronology, which is updated on a continual basis ⁽⁷⁷⁾. The foundation notes that this chronology is not exhaustive and gives people the opportunity to report and reference other antisemitic incidents of which they may be aware.

Table 26 presents the number of antisemitic incidents recorded by the Amadeu Antonio Foundation in 2012–2022. In 2021, the foundation recorded the highest annual number of incidents in the period (309), followed by a fall in recorded incidents in 2022 (133). The statistics recorded by the foundation show a great degree of fluctuation in the number of antisemitic incidents from one year to the next, but the overall trend analysis of the situation in 2012–2022 suggests an upward trend (Figure 13).

TABLE 26: ANTISEMITIC INCIDENTS IN GERMANY RECORDED BY THE AMADEU ANTONIO FOUNDATION, 2012–2022

Year	Recorded antisemitic incidents
2012	32
2013	66
2014	178
2015	105
2016	176
2017	257
2018	210
2019	64
2020	201
2021	309 ^(a)
2022	133

Source: Amadeu Antonio Foundation, 2013–2023.

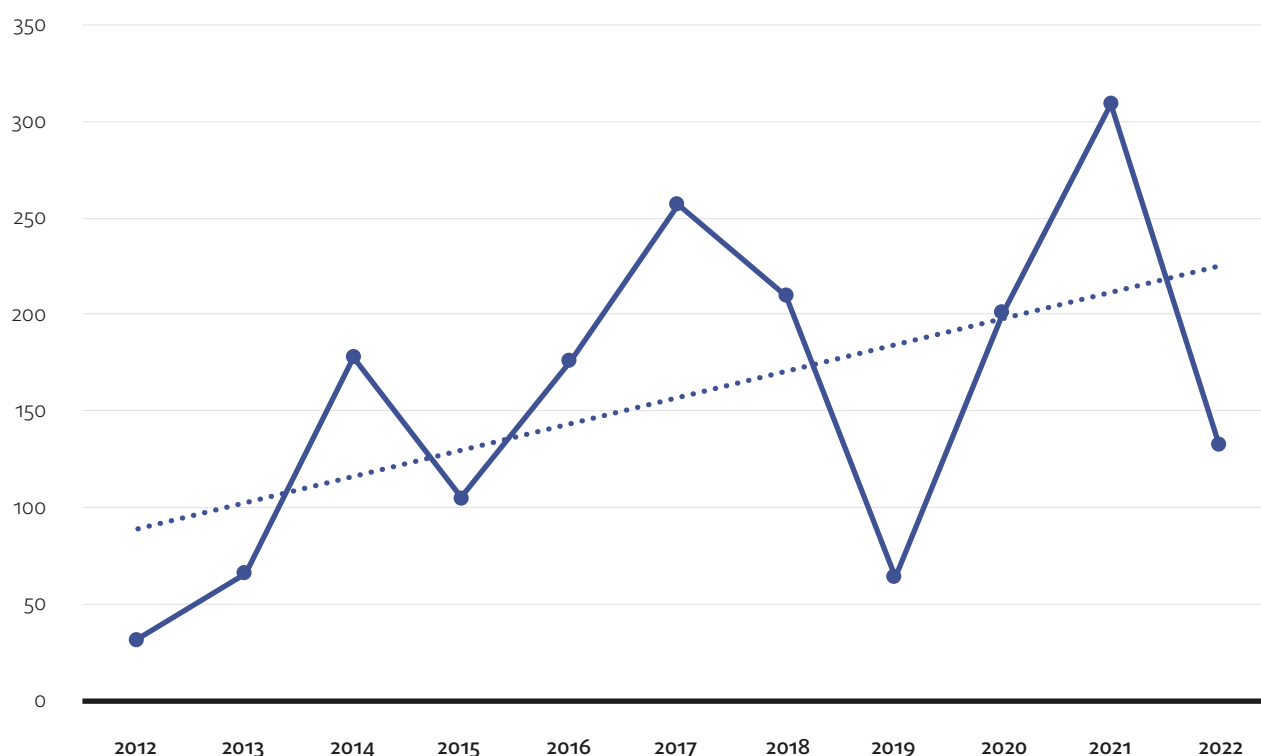
◀ Note:

^(a) The Amadeu Antonio Foundation has updated the number of recorded incidents for 2021 since the previous edition of the report.

⁽⁷⁶⁾ RIAS (2023), *Antisemitische Vorfälle in Deutschland 2022*, Berlin.

⁽⁷⁷⁾ Amadeu Antonio Foundation (n.d.), 'Chronik antisemitischer Vorfälle'.

FIGURE 13: ANTISEMITIC INCIDENTS IN GERMANY RECORDED BY THE AMADEU ANTONIO FOUNDATION, 2012-2022



Source: Amadeu Antonio Foundation, 2013-2023.

▲
Note:
The dotted linear regression line indicates the trend based on data for 2012-2022.

Evidence and reports from international organisations

ODIHR's national contact point for hate crime (Federal Ministry of the Interior) reported 2 351 antisemitic hate crimes in 2020 and 3 072 in 2021.

Strategy or action plan on combating antisemitism

The federal government adopted its *National Strategy against Antisemitism and for Jewish Life* in November 2022. Drawn up in consultation with Jewish communities, it applies the IHRA definition. The strategy is complemented by a new strategy against extremism and a new strategy to promote social cohesion, as well as the existing *National Action Plan against Racism*, the *Federal government strategy to prevent extremism and promote democracy* and the *federal programme 'Live Democracy!'*

GREECE

Official data

The Directorate of State Security informed FRA that the Hellenic Police services recorded and referred to the Ministry of Justice five incidents motivated by antisemitism in 2022 (Table 27). The number of incidents in 2022 remained the same as in 2021, following a decrease from 9 incidents recorded in 2020 and 10 incidents recorded in both 2019 and 2018. In 2022, the incidents constituted verbal offences through printed press or on social media, but not acts against religious sites. Four out of the five incidents took place on social media and one in printed press.

TABLE 27: NUMBER OF INCIDENTS MOTIVATED BY ANTISEMITISM RECORDED BY POLICE AND NUMBER OF PROSECUTED CASES PERTAINING TO ANTISEMITISM IN GREECE, 2012-2022

Year	Incidents motivated by antisemitism	Prosecuted cases
2012	1	1
2013	0	0
2014	4	2
2015	1	1
2016	3	1
2017	7	4
2018	10	5
2019	10	9
2020	9	8
2021	5	3
2022	5	5

Sources: Hellenic Police Headquarters; and District Attorneys' Offices to the Ministry of Justice, Transparency and Human Rights, 2013–2023.

Another data source in the General Secretariat for Religious Affairs of the Ministry of Education and Religious Affairs compiles and publishes data concerning acts against religious sites in Greece⁽⁷⁸⁾. These data are collected from religious communities, the police, the public prosecutor and other state authorities. In 2022, the data included 1 incident of vandalism against Jewish monuments / religious sites, compared with 3 incidents in 2021, 10 incidents in 2020 and 5 incidents in 2019.

On 29 December 2022, an unknown person or persons vandalised the Jewish monument located in the outdoor area of the Aristotle University of Thessaloniki. They covered it with Nazi symbols using red spray paint. The Central Board of Jewish Communities in Greece (KISE) condemned this vandalism but stated that it happened at the end of a year during which no vandalism of a Jewish place had been registered⁽⁷⁹⁾.

It is worth noting that the Hellenic Police's list (the five recorded incidents listed in Table 27) does not currently include this case, as the prosecution process took place in January 2023. The case will be in the list of antisemitic incidents for 2023; however, it is included in Table 28 as it was brought to the attention of the General Secretariat in 2022.

⁽⁷⁸⁾ Ministry of Education and Religious Affairs (n.d.), *Έκθεση: Περιστατικά εις βάρος χώρων θρησκευτικής σημασίας*; also available in English: 'Acts against religious sites in Greece'.

⁽⁷⁹⁾ KISE (12 January 2023), 'Kise condemns the defamation of the monument at Auth'.

TABLE 28: NUMBER OF INCIDENTS OF VANDALISM AGAINST JEWISH MONUMENTS / RELIGIOUS SITES REPORTED BY THE GENERAL SECRETARIAT FOR RELIGIOUS AFFAIRS OF THE MINISTRY OF EDUCATION AND RELIGIOUS AFFAIRS IN GREECE, 2019-2022

Year	Cases of vandalism against Jewish monuments / religious sites
2019	5
2020	10
2021	3
2022	1

Source: General Secretariat for Religious Affairs of the Ministry of Education and Religious Affairs, 2020-2023.

Unofficial data

In Greece, the Racist Violence Recording Network collects unofficial data on antisemitic incidents (Table 29). The network is coordinated by the Greek office of the UN Refugee Agency and the National Commission for Human Rights, and it consists of 52 civil society organisations as well as two observers (the Greek Ombudsman and the Migrant and Refugee Integration Council of the Municipality of Athens). In 2022, the network recorded one incident against a Jewish sacred site, compared with two in 2021⁽⁸⁰⁾.

TABLE 29: NUMBER OF ANTISEMITIC INCIDENTS RECORDED BY THE RACIST VIOLENCE RECORDING NETWORK, 2018-2022

Year	Incidents against Jewish sites and memorials
2018	9
2019	2
2020	0
2021	2
2022	1

Sources: Racist Violence Recording Network annual reports, 2019-2023.

Evidence and reports from international organisations

ODIHR's national contact point for hate crime (Court of First Instances of Athens) reported four antisemitic hate crimes in 2020 and three in 2021.

In 2022, the UN Human Rights Council published the recommendations stemming from the UPR for Greece related to countering antisemitism⁽⁸¹⁾.

In the context of the UPR, the United States recommended that Greece '[s]trengthen the penalties for violence targeting members of national, racial, ethnic and religious minority groups, women and gender non-conforming persons, acts of antisemitism and other hate crimes' (recommendation 130.23).

⁽⁸⁰⁾ For the latest report, see Racist Violence Recording Network (2023), *Annual Report 2022*.

⁽⁸¹⁾ UN, Human Rights Council (2022), *Report of the Working Group on the Universal Periodic Review – Greece, A/HRC/49/5*, 6 January 2022.

Strategy or action plan on combating antisemitism

Combating antisemitism in Greece is subsumed under the *National action plan against racism and intolerance 2020–2023*, which was adopted in December 2020. The action plan includes the IHRA definition and was developed in consultation with Jewish communities. The implementation of the action plan is monitored by the National Council against Racism and Intolerance, and the evaluation is expected in 2023.

In October 2022, Greece announced the development of a standalone national strategy against antisemitism based on the EU strategy on combating antisemitism and fostering Jewish life. In July 2023, when this report was compiled, the exact details were still under consideration. However, the strategy will be drafted in consultation with Jewish communities and apply the IHRA definition. It is expected to be adopted in late 2023.

HUNGARY

Official data

No official data on antisemitism are recorded in Hungary. FRA's 2018 report *Hate crime recording and data collection practice across the EU* notes that available official hate crime statistics refer to crimes recorded in the category 'violence against a member of the community', but these data cannot be disaggregated further to determine the number of antisemitic incidents⁽⁸²⁾.

Unofficial data

The Action and Protection Foundation (*Tett és Védelem Alapítvány* (TEV)) monitors and analyses antisemitism in Hungary. Since 2013, TEV, through its Brussels Institute, has collaborated with the Prime Minister's Office to exchange and coordinate data on antisemitism nationwide.

In 2022, TEV recorded 45 antisemitic incidents (Table 30). When looking at 2013–2022, the overall trend shows that the number of recorded antisemitic incidents is decreasing, despite an increase in recorded numbers of antisemitic incidents in 2021 and 2022 (Figure 14). The increased numbers in 2022 almost reach the level of incidents recorded in 2016. Most of these incidents involve hate speech, followed by vandalism (Table 31).

⁽⁸²⁾ FRA (2018), *Hate crime recording and data collection practice across the EU*, Publications Office of the European Union, Luxembourg, p. 77.

TABLE 30: NUMBER OF RECORDED ANTISEMITIC HATE CRIMES IN HUNGARY, TEV, 2013-2022

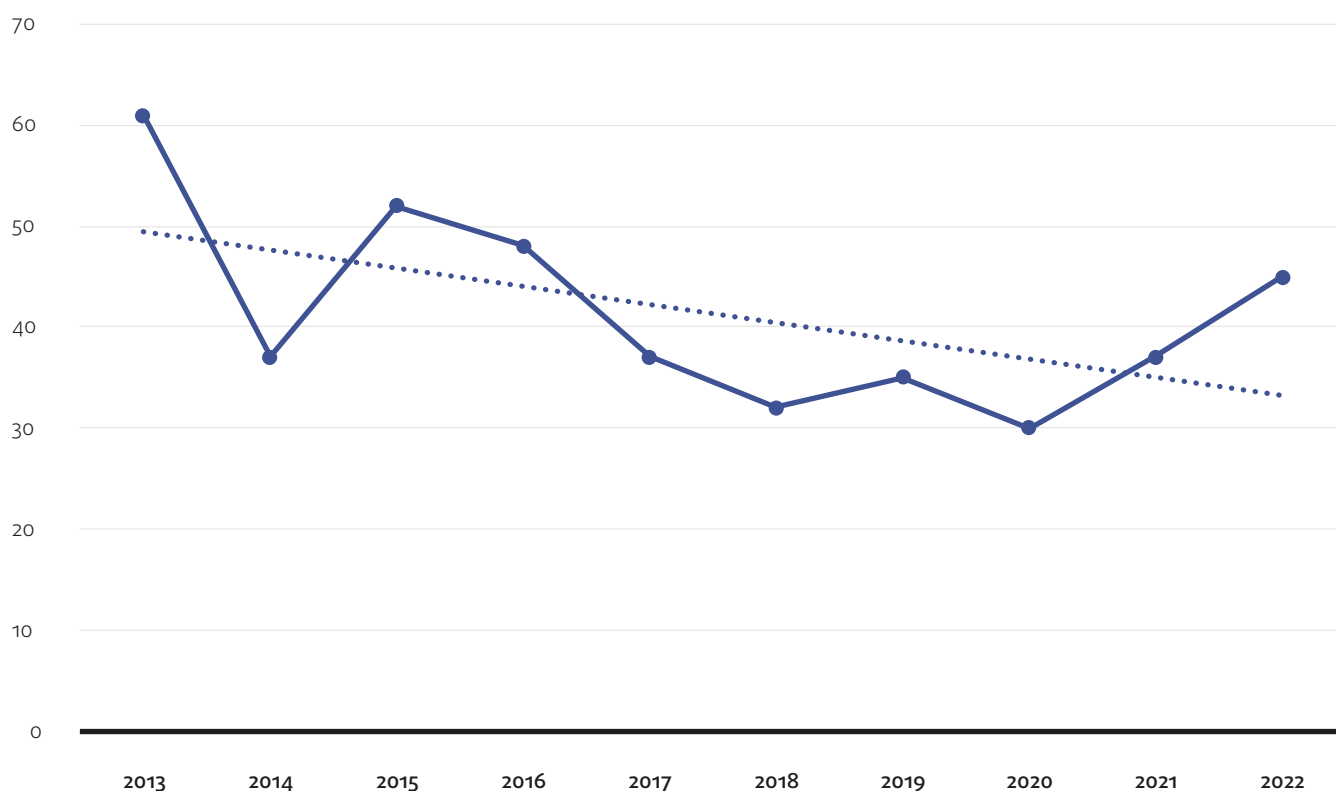
Year	Recorded antisemitic incidents
2013	61 ^(a)
2014	37
2015	52
2016	48
2017	37
2018	32
2019	35
2020	30
2021	37
2022	45

► Note:

^(a) Between May 2013 and December 2013.

Source: TEV, 2014-2023 (provided by NLO).

FIGURE 14: RECORDED ANTISEMITIC INCIDENTS IN HUNGARY, TEV, 2013-2022



Source: TEV, 2014-2023 (provided by NLO).

▲

Note:

The dotted linear regression line indicates the trend based on data for 2013-2022.

TABLE 31: NUMBERS AND TYPES OF ANTISEMITIC INCIDENTS RECORDED IN HUNGARY, TEV, 2014-2022

Year	Attack	Threats	Vandalism	Hate speech	Discrimination
2014	1	2	2	32	0
2015	2	2	5	43	0
2016	0	1	10	37	0
2017	0	0	13	24	0
2018	3	0	10	19	0
2019	1	1	6	27	0
2020	0	1	6	22	1
2021	1	2	5	29	0
2022	1	4	12	25	3

Source: TEV, 2015-2023.

Evidence and reports from international organisations

In 2021, the UN Human Rights Council published the recommendations stemming from the UPR for Hungary related to countering antisemitism ⁽⁸³⁾.

In the context of the UPR, the United States recommended that Hungary ‘[c]ombat intolerance and discrimination against members of vulnerable groups, including refugees, asylum seekers, migrants, women and girls, Roma, Muslims, Jews and LGBTQI+ persons. This effort should include discouraging intolerant rhetoric and repealing laws that ban public depictions of LGBTQI+ persons in the media and that refuse to legally recognize trans individuals’ gender identity’ (recommendation 128.44). Eswatini recommended that Hungary ‘[s]trengthen laws to eradicate stereotyping and discrimination against migrants, refugees, Jews and Roma’ (recommendation 128.251).

Strategy or action plan on combating antisemitism

Hungary’s standalone national strategy against antisemitism for 2023-2026 was under development in 2022 and in its final stages when this report was compiled in July 2023. It is scheduled to be published by the end of 2023. The strategy is expected to be drawn up in consultation with Jewish communities and to apply the IHRA working definition of antisemitism.

IRELAND

Official data

In October 2020, a new approach to the recording of hate-related discriminatory motives was introduced by An Garda Síochána. Since then, it is possible to record a hate discriminatory motive on both crime and non-crime incidents on Police Using Leading Systems Effectively (PULSE; the core IT system used by An Garda Síochána). The hate discriminatory motives are recorded on any incidents which are perceived by the victim or any other person to, in whole or in part, be motivated by hostility or prejudice, based on actual or perceived age, disability, race, colour, nationality, ethnicity, religion, sexual orientation or gender (including gender identity). The figures on incidents

⁽⁸³⁾ UN, Human Rights Council (2021), *Report of the Working Group on the Universal Periodic Review – Hungary*, A/HRC/49/8, 21 December 2021.

with hate discriminatory motives for 2021 and 2022 were released, but the numbers presented do not allow for a further disaggregation of the category 'religion'. Therefore, there are no disaggregated data on antisemitic incidents available for Ireland⁽⁸⁴⁾.

The police recorded three hate crimes with antisemitic motivations in 2019, the most recent year for which data are available, according to the data Ireland has provided to ODIHR. There was one police-recorded hate crime involving antisemitic motivation in 2018⁽⁸⁵⁾. Hate crime data for 2020 have not been delivered to ODIHR owing to the introduction of PULSE, a crime registration system developed for the police in Ireland, ODIHR notes.

The Personal Representative of the OSCE Chairperson-in-Office on Combating Antisemitism visited Ireland on 24–25 June 2019. The report notes that '[t]he small number of recorded antisemitic incidents thus precludes specific data being made public', while also noting the perception of authorities that hate crimes are being under-reported⁽⁸⁶⁾. As a part of the implementation of the *Diversity and Integration Strategy 2019–2021*, An Garda Síochána (police authority) has started recording both hate crimes and non-crime hate incidents. In 2021, training and other measures to improve recording were introduced.

Unofficial data

No unofficial data were available when this report was compiled.

Evidence and reports from international organisations

ODIHR's national contact point for hate crime (Ireland's National Police and Security Service) reported five antisemitic hate crimes in 2021.

In 2021, the UN Human Rights Council published the recommendations stemming from the UPR for Ireland related to countering antisemitism⁽⁸⁷⁾.

In the context of the UPR, Israel recommended that Ireland '[a]dopt the International Holocaust Remembrance Alliance's working definition of antisemitism' (recommendation 157.77) and '[t]ake concrete steps to combat antisemitism and hate speech at all levels, online and offline' (recommendation 157.78).

Strategy or action plan on combating antisemitism

Ireland has no standalone national strategy on combating antisemitism in place. The topic is subsumed under the fight against hate crime. The *National Action Plan against Racism* was adopted on 21 March 2023 as part of a 5-year plan covering 2023–2027. The plan was developed with community input, including representatives of the Jewish community, to gather their views. However, it does not apply the IHRA definition.

⁽⁸⁴⁾ See also An Garda Síochána (n.d.), '[Hate crime and hate related incidents](#)' and '[Hate crime and hate related incidents reported in 2022](#)'.

⁽⁸⁵⁾ ODIHR (2021), '[Hate crime reporting – Ireland](#)'.

⁽⁸⁶⁾ OSCE (2020), *Country visit: Ireland. Report of the Personal Representative of the OSCE Chairperson-in-Office on Combating Anti-semitism (24 and 25 June 2019)*, CIO.GAL/106/20, 30 June 2020.

⁽⁸⁷⁾ UN, Human Rights Council (2021), *Report of the Working Group on the Universal Periodic Review – Ireland*, A/HRC/49/18, 14 December 2021.

ITALY

Official data

The national inter-agency crime recording database (system of investigation – *Sistema di Indagine*) does not currently provide data specifically on antisemitic incidents. The system aims to support police officers during an investigation, and it is based on the provisions of criminal law. The system collects data based on criminal law categories, including a broad category of incidents related to race, ethnicity, nationality, religion and linguistic minorities.

OSCAD⁽⁸⁸⁾ collects data on antisemitic incidents as part of its hate crime monitoring activities. In 2022, OSCAD identified 94 cases involving antisemitism based on investigations conducted by either the National Police or the Carabinieri Corps, compared with 101 in 2021 (Table 32). The recorded cases can include one or more antisemitic hate crimes⁽⁸⁹⁾. Before 2019, data on recorded antisemitic incidents were obtained from the Division for General Investigations and Special Operations (DIGOS), which is part of the National Police and assigned various tasks, including the collection of information concerning the activities carried out by the police and antiterrorism work.

TABLE 32: RECORDED CASES OF ANTISEMITIC CRIMINAL CONDUCT IN ITALY, 2012-2022

Year	Cases total
2012	28
2013	50
2014	68
2015	50
2016	35
2017	32
2018	56
2019	91 ^(a)
2020	101
2021	101
2022	94

Sources: DIGOS, 2013-2019; and OSCAD (including data from the National Police and Carabinieri Corps), 2020-2023.

◀ Note:

(a) Data from 2019 onwards are not comparable with those of previous years because of a change in data collection methodology.

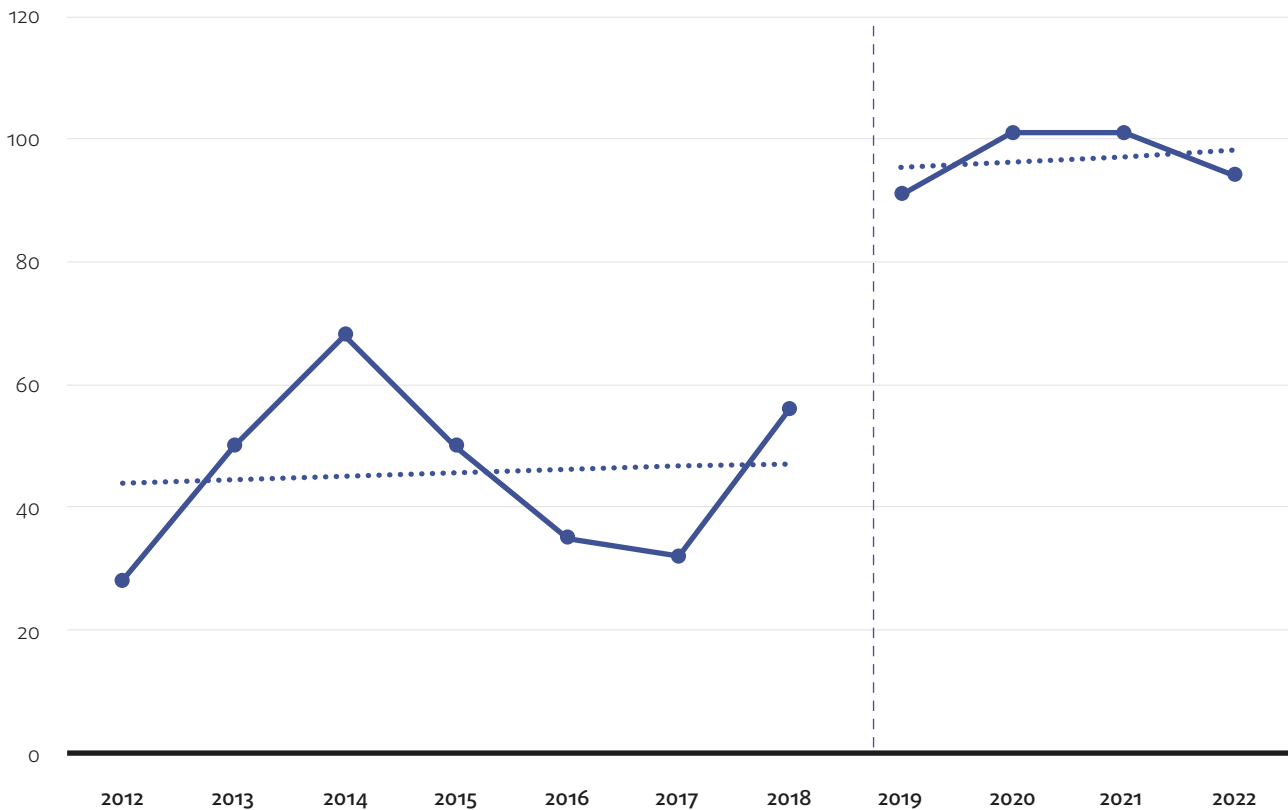
The change in data collection methodology between 2018 and 2019 means that it is not possible to assess the trends in recorded antisemitic cases across 2012-2022. Statistics collected by DIGOS in 2012-2018 point to a slight upward trend. This continues from 2019 onwards despite a decrease to 94 incidents in 2022 compared with 101 in 2021 (Figure 15). According to the authorities, the changes introduced to the data collection methods in 2019

⁽⁸⁸⁾ OSCAD was established within the Ministry of the Interior – Department of Public Security, Central Directorate of Criminal Police – in late 2010, with the purpose of improving the action of the Italian Police agencies (in particular the National Police (Polizia di Stato) and Carabinieri Corps (Arma dei Carabinieri)) in preventing and combating hate crimes.

⁽⁸⁹⁾ That is, one case may involve several crimes – for example when a case involves multiple victims.

have improved OSCAD's monitoring of antisemitic crime. Improvements in the mechanism for sharing data between OSCAD and the Union of the Italian Jewish Communities (Unione delle Comunità Ebraiche Italiane) have also contributed to better data.

FIGURE 15: RECORDED INCIDENTS OF ANTISEMITIC CRIMINAL CONDUCT IN ITALY, 2012-2022



Sources: DIGOS, 2013–2019; and OSCAD (including data from the National Police and Carabinieri Corps), 2020–2023.

▲
Notes:
The dashed vertical line indicates a break in the time series due to a change in data collection methodology. The dotted linear regression lines indicate the trend based on data for 2012–2018 and, after the break in the time series, for 2019–2022.

In the data collected by DIGOS for 2012–2018 and by OSCAD for 2019–2022, it is possible to identify the number of people cited and those arrested for antisemitic criminal conduct (Table 33).

TABLE 33: PEOPLE CITED AND ARRESTED IN CONNECTION WITH ANTISEMITIC CRIMINAL CONDUCT IN ITALY, 2012-2022

Year	Cited	Arrested
2012	20	6
2013	43	0
2014	25	0
2015	23	0
2016	27	0
2017	19	0
2018	19	0
2019	22	1
2020	11	0
2021	40	2
2022	9	0

Sources: DIGOS, 2013–2019; and OSCAD (including data from the National Police and Carabinieri Corps), 2020–2023.

The statistics collected by OSCAD for 2019–2022 allow further disaggregation by type of crime involved (Table 34). Overall, in 2022, the most recorded crime was incitement to violence: 81 crimes.

TABLE 34: ANTISEMITIC CRIMES, BY TYPE OF CRIME, 2019-2022

Type of crime	Number of crimes			
	2019	2020	2021	2022
Homicide	0	0	0	0
Physical assault	1	1	6	3
Sexual assault	n.a.	0	0	0
Incitement to violence ^(a)	62	86	79	81 ^(b)
Theft/robbery	1	0	0	0
Damage to property	5	3	5	29
Arson	0	0	0	0
Desecration of graves	1	0	0	0
Attacks against places of worship	0	2	0	0
Disturbance of the peace	1	1	0	0
Vandalism	10	14	22	9
Threats / threatening behaviour	9	5	15	12
Other	1	0	0	2

Source: OSCAD, 2020–2023.

◀ Notes:

n.a., not available.

^(a) Category 'incitement to violence' includes, among other things, racist writings, symbols, banners and leaflets, both online and offline.

^(b) This includes 42 antisemitic writings/symbols/banners/leaflets and 22 online antisemitic incidents.

Unofficial data

The Observatory of Contemporary Anti-Jewish Prejudice (L'Osservatorio sul pregiudizio antiebraico contemporaneo) records incidents of antisemitism in Italy, with a particular focus on the internet. In 2022, the observatory recorded 241 antisemitic incidents, after 226 incidents were recorded in 2021 and 230 were recorded in 2020. Within the last decade, 2022 is among the years with the highest number of incidents recorded (Table 35).

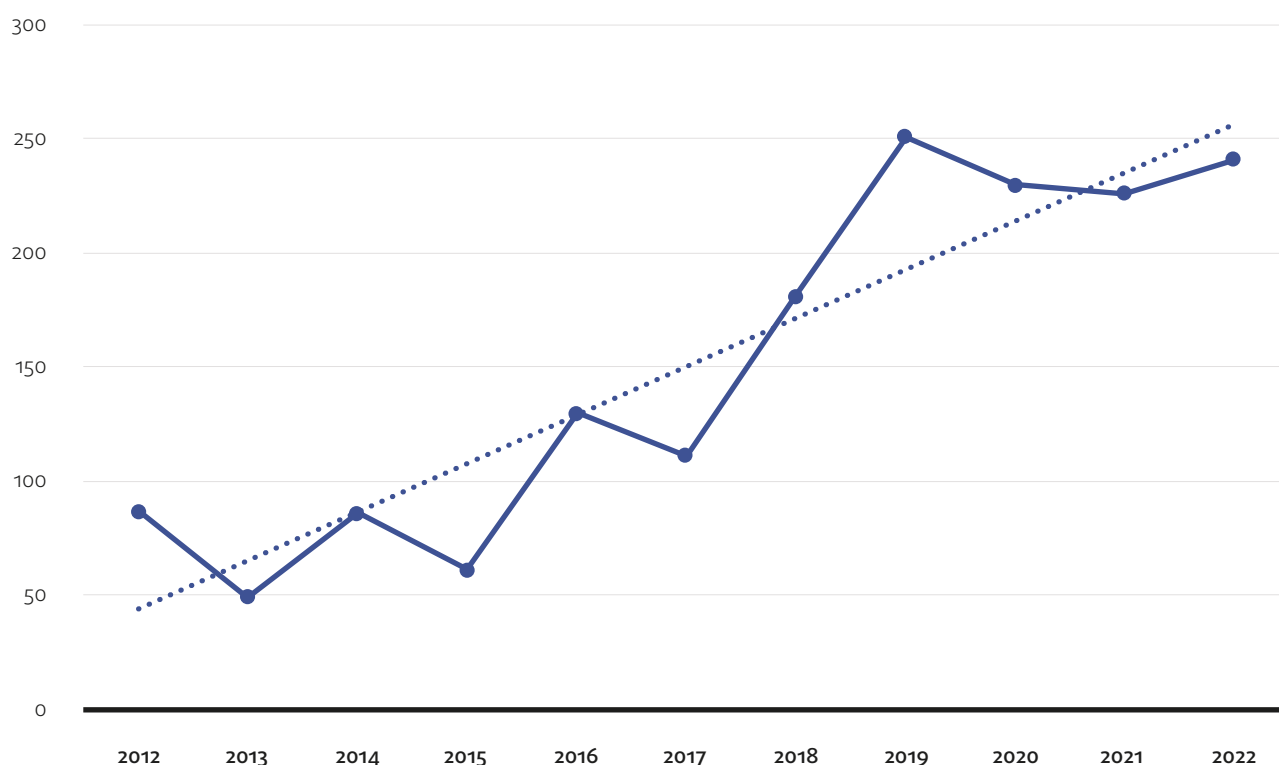
TABLE 35: RECORDED ANTISEMITIC INCIDENTS IN ITALY, 2012-2022

Year	Recorded incidents
2012	87
2013	49
2014	86
2015	61
2016	130
2017	111
2018	181
2019	251
2020	230
2021	226
2022	241

Source: *Observatory of Contemporary Anti-Jewish Prejudice, 2013-2023.*

After several years of alternately increasing and decreasing numbers, the recorded antisemitic incidents increased for 2 consecutive years, in 2018 and 2019, before falling slightly in 2020 and again in 2021, with a slight increase for 2022. The overall trend for 2012-2022 shows an increase in the number of recorded antisemitic incidents (Figure 16).

FIGURE 16: RECORDED ANTISEMITIC INCIDENTS IN ITALY, OBSERVATORY OF CONTEMPORARY ANTI-JEWISH PREJUDICE, 2012-2022



Source: Observatory of Contemporary Anti-Jewish Prejudice, 2013-2023.

Strategy or action plan on combating antisemitism

Italy published the *National Strategy for Combating Antisemitism* in January 2022. The strategy applies the IHRA working definition of antisemitism, and national authorities consulted with Jewish communities when designing it. The national coordinator for the fight against antisemitism coordinated the development of the strategy and is responsible for monitoring the implementation of the strategy.

The strategy includes specific measures on combating antisemitic hate speech, hate crime and discrimination; antisemitism online; the security and protection of Jewish communities; fostering Jewish life and maintaining Jewish heritage; education; research; and Holocaust remembrance.



Note:

The dotted linear regression line indicates the trend based on data for 2012-2022.

LATVIA

Official data

No criminal proceedings concerning crimes related to antisemitism were initiated in Latvia in either 2022 or 2021 (Table 36), according to data provided to FRA. However, the data system for collecting data on criminal proceedings on the basis of antisemitism has remained in place. In 2020, criminal proceedings were started in one instance of crimes related to antisemitism, whereas two criminal proceedings were started in 2019. No antisemitic crimes were recorded in 2018 and 2017. In 2016, one case related to the desecration of Jewish graves was successfully prosecuted, whereas no antisemitic crimes were recorded in 2015.

TABLE 36: NUMBER OF CRIMINAL PROCEEDINGS STARTED OR PROSECUTED ON THE GROUNDS OF ANTISEMITISM 2015-2022

Year	Number of criminal proceedings
2015	0
2016	1
2017	0
2018	0
2019	2
2020	1
2021	0
2022	0

Source: Data from NLO, 2016-2023.

Unofficial data

No unofficial data were available when this report was compiled.

Evidence and reports from international organisations

In 2022, the UN Human Rights Council published the recommendations stemming from the UPR for Latvia related to countering antisemitism ⁽⁹⁰⁾.

In the context of the UPR, the United States recommended that Latvia 'accelerate the Holocaust-era restitution process for Jewish communal and heirless property, consistent with the 2009 Terezin Declaration' (recommendation 132.217).

Strategy or action plan on combating antisemitism

Latvia adopted the *Action plan for the reduction of racism and antisemitism for 2023* (*Plāns rasisma un antisemitisma mazināšanai 2023. gadam*) in April 2023 in consultation with Jewish communities. It encompasses similar measures to those in use in 2022, such as the protection of cultural heritage and the Jewish community. The action plan applies the IHRA definition.

LITHUANIA

Official data

Two crimes related to antisemitism were registered under Article 170 of the Criminal Code of Lithuania on 'Incitement against any national, racial, ethnic, religious or other group of persons' in 2022, according to the data of the Departmental Register of Criminal Offences. Both crimes were committed online. In addition, three crimes related to the desecration of memorials to Holocaust victims were registered (Table 37).

In 2021, the Lithuanian State Security Department (Valstybės saugumo departamentas) did not record any antisemitic incidents, compared with three incidents recorded in 2020 and five in 2019. The State Security Department recorded one antisemitic incident in 2018 (against an object related to the Jewish community).

⁽⁹⁰⁾ UN, Human Rights Council (2021), *Report of the Working Group on the Universal Periodic Review – Latvia*, A/HRC/48/15, 16 July 2021.

TABLE 37: NUMBER OF REGISTERED INCIDENTS/CRIMES IN LITHUANIA, 2018-2022

Year	Number of registered incidents/crimes
2018	1
2019	5
2020	3
2021	0
2022	5

Sources: *Lithuanian State Security Department, 2019–2022; and the Departmental Register of Criminal Offences, 2023 (NLO provided the data).*

Five pre-trial investigations were launched in 2021 related to incitement to antisemitic hatred, according to the data from the Prosecutor General's Office, whereas 13 pre-trial investigations were launched in 2020. Of the investigations launched in 2021, two were later suspended because it was not possible to identify the perpetrator, and three investigations were terminated because no criminal offence was identified.

Unofficial data

No unofficial data were available when this report was compiled.

Evidence and reports from international organisations

ODIHR's national contact point for hate crime (the Police Department under the Ministry of the Interior and the Prosecutor General's Office) reported three antisemitic hate crimes in 2021.

In 2022, the UN Human Rights Council published the recommendations stemming from the UPR for Lithuania related to countering antisemitism ⁽⁹¹⁾.

In the context of the UPR, Cyprus recommended that Lithuania '[i]ntensify efforts to prevent and eliminate all forms of discrimination, including hate speech, and hate crimes based on ethnicity, religion, including antisemitism, and sexual orientation' (recommendation 137.40). Israel advised Lithuania to '[s]trengthen formal and informal Holocaust education to combat the rise of antisemitism' (recommendation 137.132). Moreover, Venezuela recommended that Lithuania '[e]nsure respect for the human rights of victims of hate speech, including Jews, Roma, Poles, Russians, Muslims, dark-skinned people, Jehovah's Witnesses, homosexuals and transgender people, and provide them with adequate reparation' (recommendation 138.14). The United States recommended that Lithuania '[c]onduct thorough investigations of hate crimes against LGBTQI+ persons, Roma, refugees, Jews and members of other vulnerable communities' (recommendation 138.21). Uzbekistan recommended that Lithuania '[s]trengthen measures to prevent intolerance and prejudice against vulnerable contingents and minority groups, including Roma, Jews and migrants' (recommendation 138.76).

Strategy or action plan on combating antisemitism

Lithuania does not have a standalone strategy or general action plan to combat antisemitism in place, and neither was it developing one based on the information provided to FRA by July 2023. However, the development of such a strategy was under consideration in July 2023, the NLO states.

⁽⁹¹⁾ UN, Human Rights Council (2022), *Report of the Working Group on the Universal Periodic Review – Lithuania*, A/HRC/50/10, 14 April 2022.

LUXEMBOURG

Official data

In Luxembourg, crime statistics are collected about crimes related to discrimination, racism and xenophobia. Crimes related to antisemitism would be recorded in this more general category, but disaggregated statistics on crimes related to antisemitism are not available. In July 2023, when this report was compiled, no official institution was gathering data on antisemitic crimes and incidents.

However, some information is available on the prosecution and investigation of antisemitic incidents. In 2022, one incident motivated by antisemitism was prosecuted and one was under investigation. In 2021, antisemitic incidents related to the wearing of the yellow star and to COVID-19 vaccines were particularly pertinent. Six incidents were prosecuted and another one was under investigation in 2021. No data were available for 2019 or 2020.

The Luxembourg government previously informed FRA that, in 2018, the criminal justice system dealt with no cases pertaining to antisemitism and the police recorded no antisemitic incidents. The police recorded two cases pertaining to antisemitism (negationism) in 2016, and the judgments were issued in 2017 (see Table 38).

TABLE 38: NUMBER OF INCIDENTS MOTIVATED BY ANTISEMITISM THAT WERE UNDER INVESTIGATION OR PROSECUTED, 2015-2022

Year	Number of incidents motivated by antisemitism under investigation	Number of incidents motivated by antisemitism prosecuted
2015	0	0
2016	2	0
2017	0	2
2018	0	0
2019	n.a.	n.a.
2020	n.a.	n.a.
2021	1	6
2022	1	1

► Note:
n.a., not available.

Source: Data from NLO, 2016–2023.

Unofficial data

In 2022, the report by the organisation Research and Information on Antisemitism in Luxembourg (Recherche et Information sur l'Antisémitisme au Luxembourg (RIAL))⁽⁹²⁾ identified 76 antisemitic incidents, compared with 80 incidents in 2021 and 64 incidents in 2020 (Table 39). It is not known how many of the 76 incidents in 2022 took place online; in 2021, 65 of the 80 incidents were online. RIAL collects data on antisemitic incidents based on reporting to the organisation's online database, from social networks and media, and from **BEE Secure**, a Luxembourg government initiative that enables people to report incidents of hate speech⁽⁹³⁾.

⁽⁹²⁾ RIAL (2023), *Rapport RIAL 2022*, Luxembourg.

⁽⁹³⁾ See the Government of the Grand Duchy of Luxembourg web page for the **BEE Secure helpline – telefonisch kostenlose Beratung**.

Among the recorded incidents, written hate speech was the most prevalent type of antisemitic incident in Luxembourg in 2017–2021, as Table 39 shows. The number of antisemitic incidents recorded by RIAL shows an upward trend in the period for which data are available (Figure 17).

The total number of recorded incidents for 2022 was not disaggregated using the format of incident classification used in the previous years. Consequently, only the total number of incidents could be included (Table 39). This was minimally lower in 2022 than 2021 (76 versus 80 incidents).



Note:

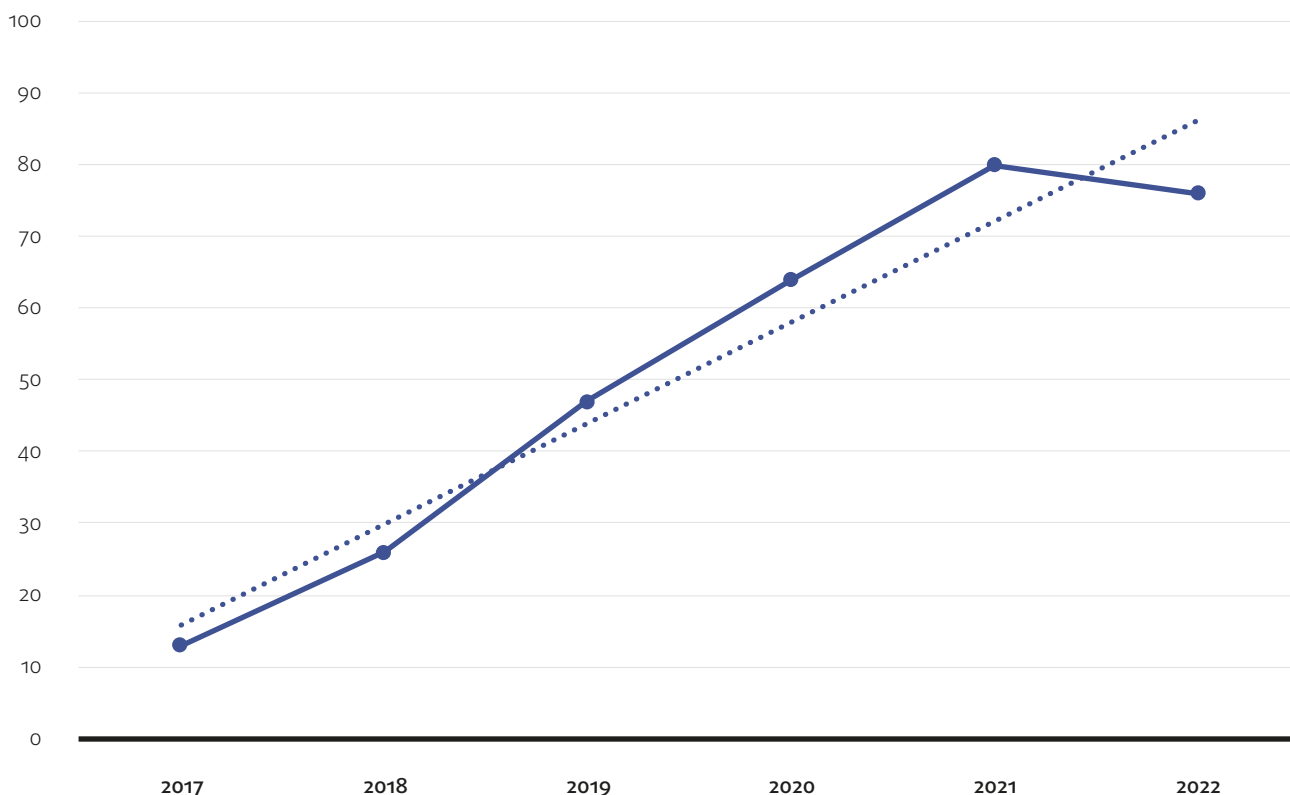
n.a., not available.

TABLE 39: RECORDED ANTISEMITIC INCIDENTS IN LUXEMBOURG, RIAL, 2017–2022

Year	Revisionism/negationism	Harassment	Written hate speech	Oral hate speech	Acts of violence	Vandalism	Total
2017	1	3	7	1	1	n.a.	13
2018	2	2	20	2	0	n.a.	26
2019	3	1	43	0	0	n.a.	47
2020	6	1	52	1	4	n.a.	64
2021	4	4	69	2	0	1	80
2022	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	76

Source: RIAL, 2018–2023.

FIGURE 17: RECORDED ANTISEMITIC INCIDENTS IN LUXEMBOURG, RIAL, 2017–2022



Source: RIAL, 2018–2023.



Note:

The dotted linear regression line indicates the trend based on data for 2017–2022.

Strategy or action plan on combating antisemitism

Luxembourg's national strategy against antisemitism (*plan d'action national de lutte contre l'antisemitisme*) was still under development in July 2023, the time of compiling this report. The government is in the process of adopting it. It is intended to cover 3–4 years. The strategy is set to apply the IHRA working definition and aims to enhance the data collection of antisemitic incidents through linking information from judicial and police databases. It is being developed in consultation with Jewish communities.

MALTA

Official data

No cases pertaining to antisemitism were reported to the police between 2019 and 2022, according to the information the Maltese authorities provided to FRA. However, when incidents are reported, antisemitic incidents are recorded and can be disaggregated, according to the NLO.

Unofficial data

No unofficial data were available when this report was compiled.

Strategy or action plan on combating antisemitism

Malta does not have a standalone national strategy or action plan on combating antisemitism in place. Instead, combating antisemitism is subsumed under the *Anti-racism Strategy (2021–2023)* and the second national action plan on anti-racism, which is expected to be adopted in 2024. The strategy includes measures on combating antisemitic hate speech, hate crime and discrimination; antisemitism online; and education. No information was available on the extent of the Jewish communities' involvement in developing the strategy.

In May 2023, the Maltese government took steps to join the IHRA as an observer. Implementation is in process.

NETHERLANDS

Official data

Official data on antisemitic incidents in the Netherlands come from two main sources. One is the annual report on discrimination statistics (*Discriminatiecijfers*)⁽⁹⁴⁾. This source includes incidents reported to the police, anti-discrimination bureaus (*antidiscriminatievoorzieningen* (ADVs)), the hotline for discrimination on the internet (Meld.Online Discriminatie – formerly Meldpunt Internet Discriminatie (MiND)) and other organisations.

The other source for official data is the Netherlands Public Prosecution Service (Openbaar Ministerie). It publishes annual data on punishable discriminatory offences (the *Cijfers in Beeld* reports)⁽⁹⁵⁾. Only 3 % of experiences of antisemitism are reported to police, ADVs, Meld.Online Discriminatie or other official organisations, research shows. There are also differences in willingness to report depending on the form of discrimination and the area in which it occurs⁽⁹⁶⁾.

Discriminatiecijfers in 2022 reports a decrease in reporting of antisemitism from 2021 to 2022. However, *Cijfers in Beeld 2022* shows an increase in prosecuted

⁽⁹⁴⁾ Rijksoverheid (2023), *Discriminatiecijfers in 2022*, Rotterdam / The Hague.

⁽⁹⁵⁾ Openbaar Ministerie (2021), *Cijfers in Beeld 2021*.

⁽⁹⁶⁾ Rijksoverheid (2023), *Discriminatiecijfers in 2022*, Rotterdam / The Hague, p. 4.

cases of antisemitism. CIDI also registered more cases of antisemitism in 2022 than in 2021 and earlier years.

As mentioned, only 3 % of experiences of antisemitism are reported to institutions covering a wider scope of discrimination, such as the police or ADVs. However, it could be that people report antisemitism to CIDI rather than less focused institutions. The share of antisemitism in the total number of registrations with grounds of discrimination is relatively high at 39 %. This is especially high in relation to the size of the Jewish community in the Netherlands (40 000–50 000 out of over 17 million).

The police in the Netherlands recorded 549 antisemitic incidents in 2022 (Table 40). The police categorised these incidents into, for example, antisemitic statements (412 incidents), threats (54 incidents), violence (28 incidents), and (20 incidents) (97). Many incidents concern employees with public tasks being referred to as 'Jew', often in combination with swear words. The word 'Jew' appears to be used as a general term of abuse ⁽⁹⁸⁾.

TABLE 40: NUMBER OF REPORTED CRIMINAL DISCRIMINATORY ANTISEMITIC INCIDENTS IN THE NETHERLANDS, 2012–2022

Year	Antisemitic incidents
2012	859 ^(a)
2013	717
2014	358 ^(b)
2015	428
2016	335
2017	284
2018	275
2019	768 ^(c)
2020	517
2021	627
2022	549

Sources: National Expertise Centre on Diversity of the Police (*Landelijk Expertisecentrum Diversiteit van de politie*) and Verwey-Jonker Institute, 2013–2015; and Art.1, 2016–2023.

◀ Notes:

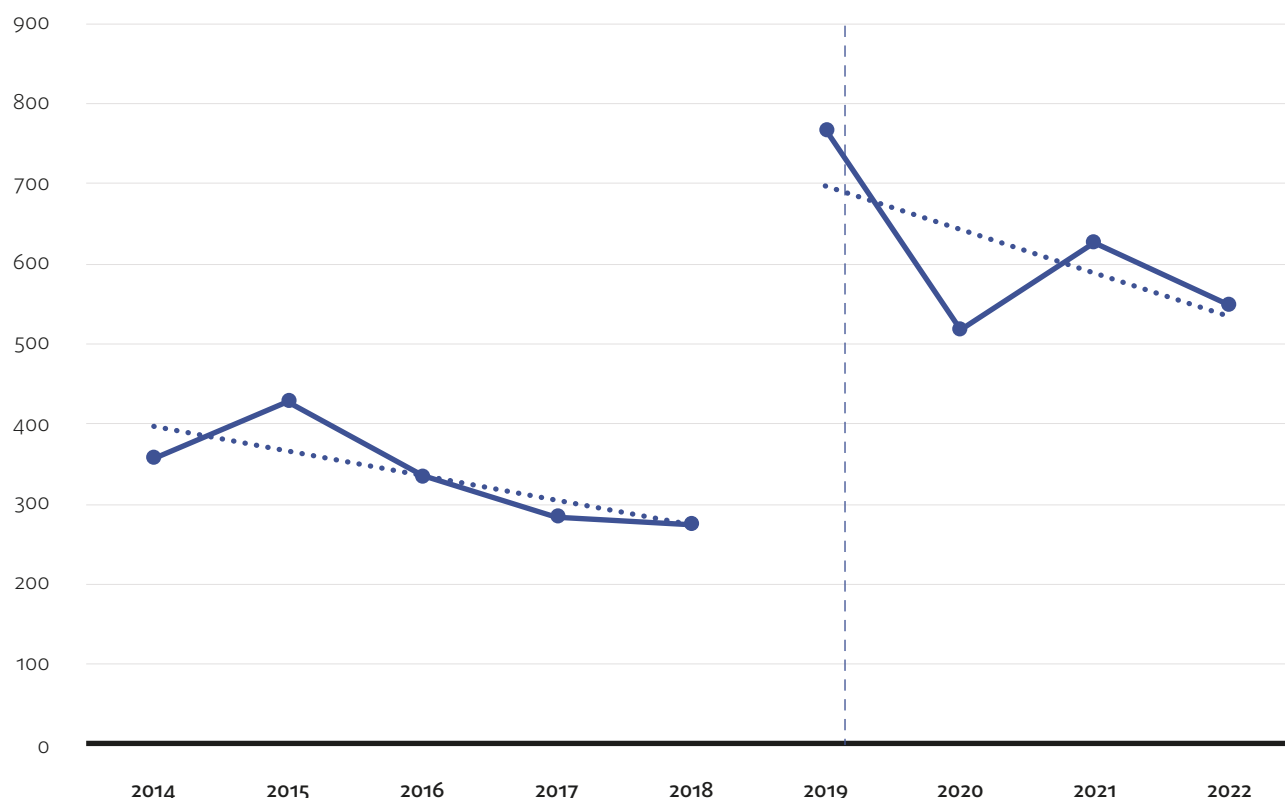
- ^(a) Not comparable with previous years because of a change in the police reporting template. The total number of criminal discriminatory incidents recorded in the Netherlands increased from 2 802 to 3 292 between 2011 and 2012. This increase is attributed to two regions in the Netherlands where the RADAR anti-discrimination agency was subcontracted to manage the registration process.
- ^(b) Not comparable with previous years because of a change in the recording procedure, from regional to national data collection.
- ^(c) Not comparable with previous years because of a change in the data collection methodology.

Data on antisemitic incidents recorded in 2019–2022 suggest a downward trend (Figure 18), although it should be noted that this assessment is based on just a small number of data points. However, 8 % of all discriminatory incidents reported to the police are antisemitic, whereas the Jewish community represents less than 0.3 % of the population of the Netherlands.

⁽⁹⁷⁾ Rijksoverheid (2023), *Discriminatiecijfers in 2022*, Rotterdam / The Hague, p. 60.

⁽⁹⁸⁾ Rijksoverheid (2023), *Discriminatiecijfers in 2022*, Rotterdam / The Hague, p. 28.

FIGURE 18: NUMBER OF REPORTED CRIMINAL DISCRIMINATORY ANTISEMITIC INCIDENTS IN THE NETHERLANDS, 2014-2022



Sources: Poldis report, 2015; and Discriminatiecijfers reports, 2016-2023.



Notes:

The dashed vertical line indicates a break in the time series due to a change in data collection methodology. The dotted linear regression line indicates the trend based on data for 2014-2018 and, after the break in the time series, for 2019-2022.

The Dutch hotline for discrimination on the internet (Meld.Online Discriminatie, founded as MiND in 2013) registers complaints from people who report discriminatory online content. It can also act as a mediator and ask moderators and owners of websites to remove criminal statements ⁽⁹⁹⁾. The hotline works based on complaints received from the public and does not actively search for discriminatory comments online. In 2022, it received 15 reports concerning antisemitism (7 % of all the reports received), whereas in 2021 it received 18 (5 % of all the reports received that year).

The first large-scale study on online antisemitism in the Netherlands looked at almost 2 million messages related to Judaism. More than 200 000 of them (around 11 %) were identified as antisemitic ⁽¹⁰⁰⁾. The CIDI and the Central Jewish Board (CJO) commissioned the study and the Ministry of Justice and Security provided funding from its antisemitism funds.

In 2022, ADVs in the Netherlands registered 69 incidents of antisemitic discrimination, compared with 75 incidents recorded in 2021 (Table 41 and Figure 19). The table covers only registered offences that were subject to a decision based on the grounds of one of the discrimination sections from the Dutch Criminal Code: Section 137c, 137d, 137e, 137f, 137g or 429quater.

⁽⁹⁹⁾ For more information, see the [Meld.Online Discriminatie web page](#).

⁽¹⁰⁰⁾ Utrecht University, Utrecht Data School (2022), [Online antisemitisme in 2020](#), Utrecht.

TABLE 41: INCIDENTS OF ANTISEMITIC DISCRIMINATION REPORTED TO ADVS IN THE NETHERLANDS, 2012-2022

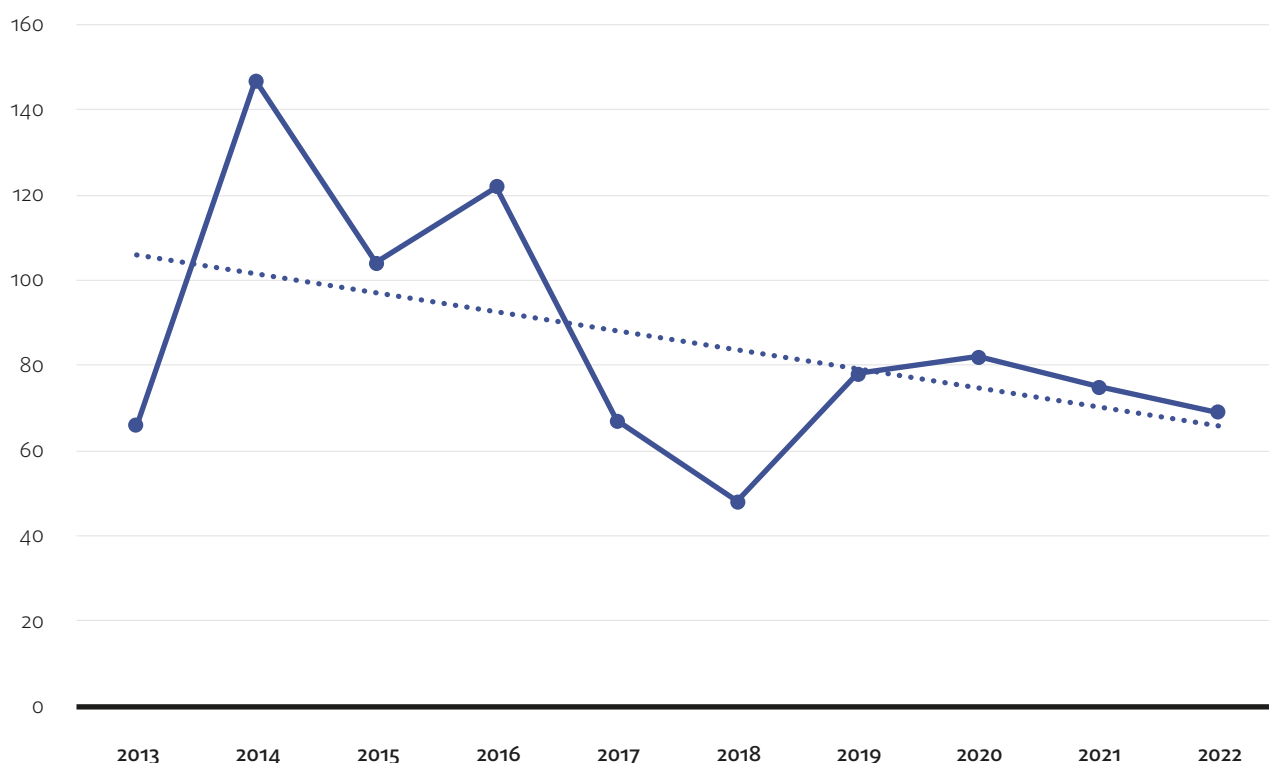
Year	Number of incidents of antisemitic discrimination
2012	91
2013	66 ^(a)
2014	147
2015	104
2016	122
2017	67
2018	48
2019	78
2020	82
2021	75
2022	69

◀ Note:

^(a) Not comparable with the previous year, as not all ADVs provided data on reported incidents of antisemitism to the National Organisation of Anti-discrimination Bureaus (Landelijke Brancheorganisatie van Antidiscriminatiebureaus), which is responsible for compiling these data.

Sources: Art.1, 2013; and National Organisation of Anti-discrimination Bureaus (Landelijke Brancheorganisatie van Antidiscriminatiebureaus), 2014-2023.

FIGURE 19: INCIDENTS OF ANTISEMITIC DISCRIMINATION REPORTED TO ADVS IN THE NETHERLANDS, 2013-2022



Source: National Organisation of Anti-discrimination Bureaus (Landelijke Brancheorganisatie van Antidiscriminatiebureaus), 2014-2023.

▲
Notes:

The dotted linear regression line indicates the trend based on data for 2013-2022. Data for 2012 have been excluded from the trend analysis owing to changes in the recording practices that limit the comparability of these data with those of other years.

The Netherlands Public Prosecution Service publishes annual data on punishable discriminatory offences ⁽¹⁰¹⁾. According to the NLO, 144 specific discrimination offences were recorded in 2022, of which 61 were grounded in antisemitism (39 %). In 2021, 157 specific discrimination offences were recorded, and, out of all registered discrimination grounds, 58 involved antisemitism (31 %) (Table 42).

► Notes:

n.a., not available. The Public Prosecution Service registers the discrimination grounds of the case and it is possible to register more than one ground per case, as relevant. For this reason, the total number of discrimination grounds identified during the year can exceed the number of discriminatory cases registered.

^(a) *Not comparable with previous years because of a change in the recording procedure. The increase in 2017 is a result of the police and the Public Prosecution Service in Rotterdam dealing with discrimination cases immediately (on the spot) during events around football matches. It should be noted that this figure does not mean that more people were discriminated against in the Netherlands, or more specifically in the Rotterdam area, than in previous years.*

TABLE 42: NUMBER OF REGISTRATIONS UNDER THE DISCRIMINATORY GROUND 'ANTISEMITISM' RECORDED BY THE DUTCH PUBLIC PROSECUTION SERVICE, 2013-2022

Year	Registrations of the ground of antisemitism	As a percentage of all registered discrimination grounds
2013	38	39
2014	52	30
2015	50	28
2016	n.a.	21
2017	70 ^(a)	41
2018	20	19
2019	60	40
2020	38	19
2021	58	31
2022	61	39

Source: Openbaar Ministerie (2023), *Cijfers in Beeld 2022*.

Table 42 does not show the number of CODIS offences, which are instead shown in Table 43 and Figure 20. CODIS offences are those in which the Public Prosecution Service suspects discrimination to be the motive for the offence or for its being more invasive (e.g. assault). In these cases, the Public Prosecution Service asks the court to assess the discriminatory aspect as aggravating the sentence during the hearing. The Public Prosecution Service recorded more cases as antisemitism-based CODIS offences in 2022 than in previous years.

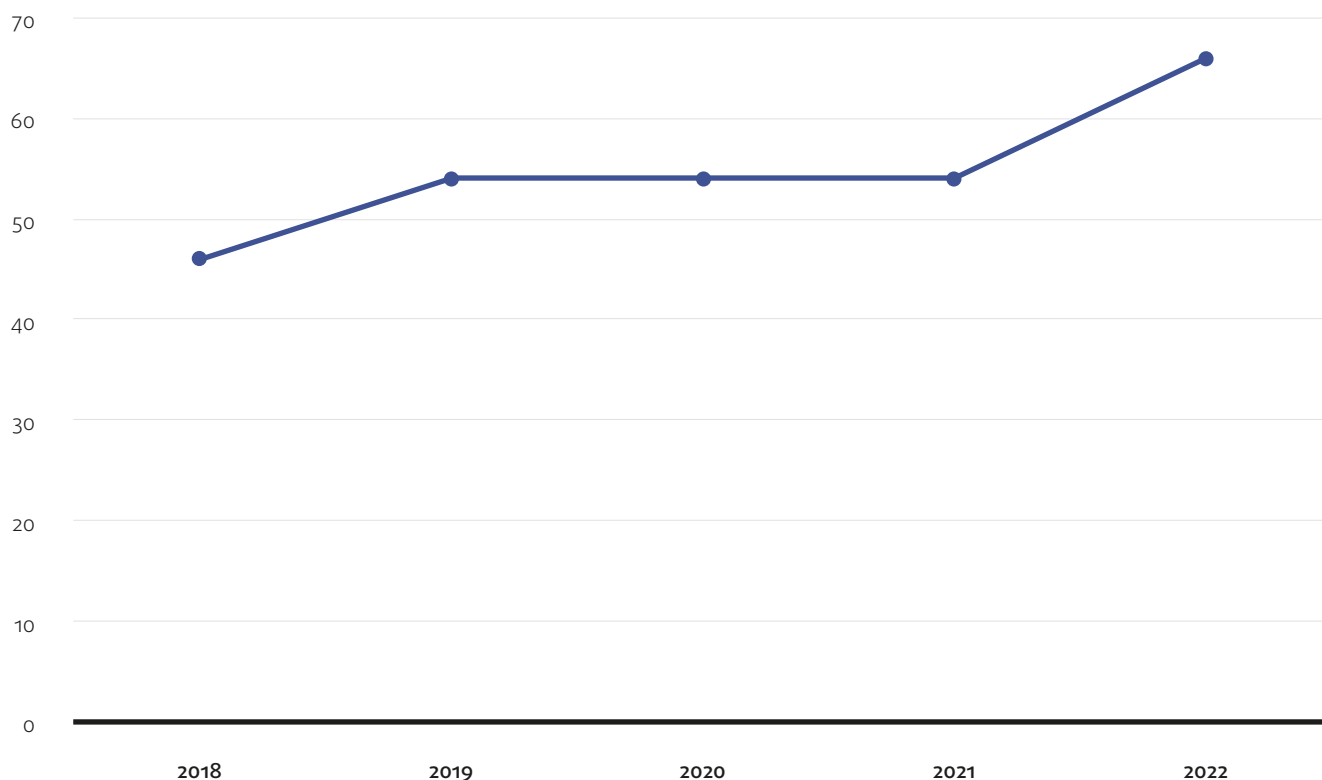
TABLE 43: NUMBER OF CODIS OFFENCES UNDER THE DISCRIMINATORY GROUND 'ANTISEMITISM' RECORDED BY THE DUTCH PUBLIC PROSECUTION SERVICE, 2018-2022

Year	Registrations of the ground of antisemitism	As a percentage of all registered discrimination grounds
2018	23	6
2019	27	10
2020	27	9
2021	27	7
2022	33	10

Source: Openbaar Ministerie (2023), *Cijfers in Beeld 2022*, p. 21.

⁽¹⁰¹⁾ Openbaar Ministerie (2021), *Cijfers in Beeld 2021*.

FIGURE 20: NUMBER OF CODIS OFFENCES UNDER THE DISCRIMINATORY GROUND 'ANTISEMITISM' RECORDED BY THE DUTCH PUBLIC PROSECUTION SERVICE, 2018-2022



Source: *Openbaar Ministerie (2023), Cijfers in Beeld 2022, p. 21.*

Unofficial data

CIDI monitors and collects data on antisemitic incidents. Every year, it publishes data on the number of antisemitic incidents reported to it through the hotlines it operates throughout the Netherlands ⁽¹⁰²⁾. In 2022, CIDI recorded 155 antisemitic incidents, compared with 183 incidents recorded in 2021 (Table 44). During 2012–2022, the highest number of incidents was recorded in 2021 (183 incidents), followed by 182 recorded incidents in 2019 (Figure 21). The overview of the period shows an overall upward trend in the antisemitic incidents recorded by CIDI, despite the slight drop in the number of incidents in 2022.

CIDI has observed an increase in the occurrence of online antisemitic incidents. However, tracking and quantifying the incidents is extremely challenging, as the vast majority remain undetected. Therefore, CIDI does not include exact numbers of online antisemitic incidents in its reports. Instead, it encourages and highlights the relevance of research and data collection regarding online antisemitic incidents.

⁽¹⁰²⁾ CIDI (2023), *Monitor Antisemitische Incidenten – Nederland: 2022*, The Hague.

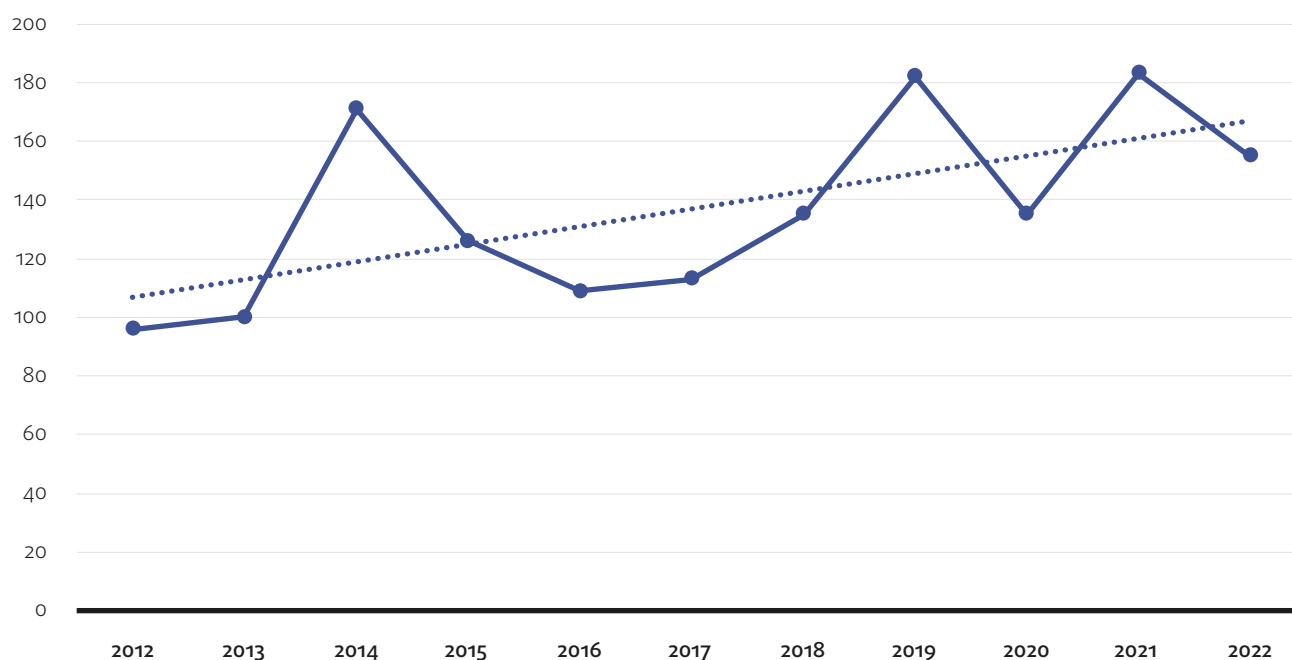
TABLE 44: ANTISEMITIC INCIDENTS RECORDED BY CIDI IN THE NETHERLANDS, 2012-2022 ^(a)

Year	Reported incidents
2012	96
2013	100
2014	171
2015	126
2016	109
2017	113
2018	135
2019	182
2020	135
2021	183
2022	155

► *Note:*
^(a) *Excluding internet.*

Source: CIDI, 2013-2023.

FIGURE 21: ANTISEMITIC INCIDENTS COLLECTED BY CIDI IN THE NETHERLANDS, 2012-2022



Source: CIDI, 2013-2023.

▲
Note:
The dotted linear regression line indicates the trend based on data for 2012-2022.

Evidence and reports from international organisations

ODIHR's national contact point for hate crime (Ministry of Security and Justice) reported 119 antisemitic hate crimes in 2020. This increased to 160 in 2021.

In 2021, CERD issued its concluding observations on the Netherlands, including as regards antisemitism⁽¹⁰³⁾:

- (a) People protected under the Convention, including but not limited to people of African descent, Asian people and people of Asian descent, members of Jewish and Muslim communities and migrants, continue to be victims of hate speech and hate crimes;*
- (b) A high number of expressions of hate speech remain online for a period of weeks, months or years unless they are reported to MiND;*
- (c) The political debate on immigration has been polarized and has led to aggravated forms of racial discrimination (art. 4).*

In 2022, the UN Human Rights Council published the recommendations stemming from the UPR for the Netherlands related to countering antisemitism⁽¹⁰⁴⁾.

In the context of the UPR, the United States recommended that the Netherlands '[d]evote additional resources for the protection and integration of members of national, racial and ethnic minorities across the Kingdom of the Netherlands, especially among vulnerable refugee and asylee populations, and to counter crimes and threats of violence against these groups, especially those motivated by antisemitism or anti-Muslim bias' (recommendation 147.103). Belarus recommended that the Netherlands '[t]ake additional measures to protect the rights of migrants and asylum seekers, prevent their segregation along ethnic lines, and more effectively combat manifestations of racism against people of non-Dutch origin, Islamophobia and antisemitism' (recommendation 147.236). Peru suggested the Netherlands '[s]trengthen measures to eliminate racist hate speech against migrants, refugees, Muslims, Jews and other ethnic or religious minorities' (recommendation 147.102).

Strategy or action plan on combating antisemitism

The Netherlands is working on a national strategy on combating antisemitism. It expects to publish the strategy in late 2023. However, by July 2023, no information was available on whether the strategy will apply the IHRA working definition or whether Jewish communities are involved in the design of the strategy.

POLAND

Official data

The Ministry of the Interior and Administration collects data on racist incidents brought to its attention, including antisemitic incidents. The unit responsible for these tasks in the ministry was the Human Rights Protection Team until October 2016, when the task was taken over by the Unit for European Migration Network and Combating Human Trafficking of the Department for Migration Analyses and Policy. Since 2020, following organisational changes, the responsibility for data collection has lain with the Unit for Preventing Trafficking in Human Beings and Hate Crimes of the Department for Migration Analysis and Policy.

In 2015, a new hate crime recording system was introduced, with the aim of ensuring that the Ministry of the Interior and Administration had a complete picture of hate crime cases in Poland and was able to produce detailed and

⁽¹⁰³⁾ UN, CERD (2021), *Concluding observations on the combined twenty-second to twenty-fourth periodic reports of the Kingdom of the Netherlands*, CERD/C/NLD/CO/22-24, 16 November 2021.

⁽¹⁰⁴⁾ UN, Human Rights Council (2023), *Report of the Working Group on the Universal Periodic Review – Kingdom of the Netherlands*, A/HRC/52/16, 5 January 2023.

diverse analyses. The system refers all hate crime investigations that the police lead to the Ministry of the Interior and Administration. Statistics on hate crime are produced using an analytical system that is based on cases that entered the national police information system. These statistics include both crimes identified at the recording stage as hate crimes when entering the case's legal category into the system, and other crimes that included a hate crime component and were committed against people because of their national, ethnic, racial, political, religious or non-denominational affiliations.

In 2022, 130 antisemitic hate crime incidents were recorded, compared with 111 incidents in 2021 (of which 9 took place online) and 81 in 2020 (Table 45). Figure 22 shows that in 2015–2020 – the period for which comparable data are available – the numbers of recorded antisemitic incidents ranged from 73 incidents in 2017 to 179 incidents in 2018.

The overall trend in recorded incidents in 2015–2020 suggests a decrease in the number of incidents. However, 2021 and 2022 show an increase in recorded incidents. This could in part be due to changes in the data collection methodology.

TABLE 45: ANTISEMITIC INCIDENTS RECORDED IN POLAND, 2012–2022

Year	Number of antisemitic incidents
2012	21
2013	25
2014	39
2015	167 ^(a)
2016	101
2017	73
2018	179
2019	128
2020	81
2021	111 ^(b)
2022	130 ^(c)

Source: Ministry of the Interior and Administration, 2013–2023.

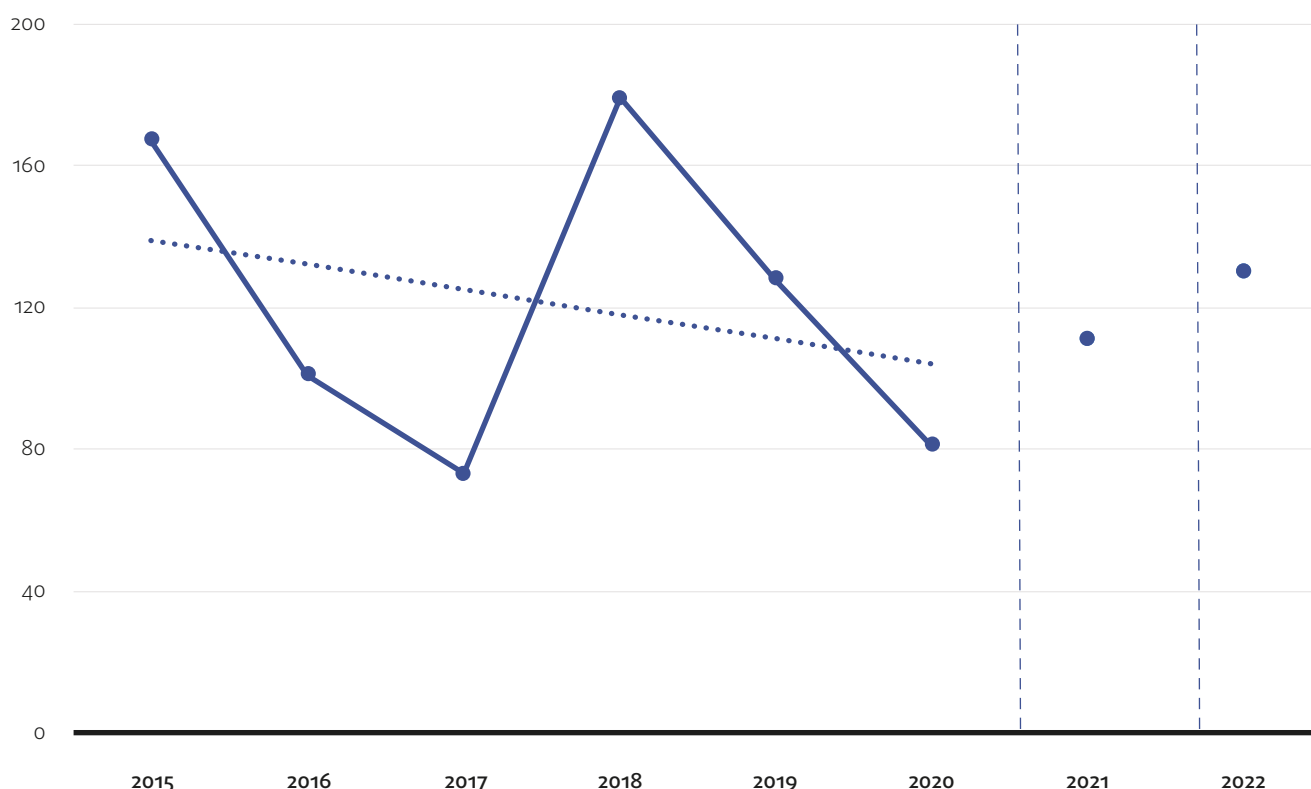
► Notes:

^(a) Not comparable with previous years because of changes in data collection methodology.

^(b) Number of cases the NLO extracted from the national police information system using keyword 'antisemitism'. Therefore, the data are not comparable with those of previous years.

^(c) Number of cases the NLO extracted from the national police information system from incidents meeting the legal qualification of hate crime, using keywords 'Israel', 'Antisem-' and 'Jew-'. Therefore, the data are not comparable with those of previous years.

FIGURE 22: ANTISEMITIC INCIDENTS RECORDED IN POLAND, 2015-2022



Source: Ministry of the Interior and Administration, 2016-2023.

Unofficial data

The Foundation for the Preservation of Jewish Heritage in Poland (Fundacja Ochrony Dziedzictwa Żydowskiego) reports antisemitic incidents that come to its attention to the local and national authorities, for instance police or prosecution services. In its annual reports, the organisation provides information concerning its role in identifying antisemitic incidents. The latest report dates back to 2018⁽¹⁰⁵⁾; however, it does not provide specific incident numbers.

The 'Never Again' Association (Stowarzyszenie 'Nigdy Więcej') reports racist and xenophobic incidents – including antisemitic incidents – that come to its attention to ODIHR. Details of the recorded incidents have been published in the association's magazine and dedicated Brown Book reports⁽¹⁰⁶⁾. In addition, other civil society actors report on antisemitism and collaborate with ODIHR (Table 46).



Notes:

The dotted linear regression line indicates the trend based on data for 2015-2020. The data prior to 2015 were not included because changes were made to the data collection methodology, thereby limiting comparability. Data for 2021 onward are the number of cases extracted from the national police information system using keyword 'antisemitism'. Data for 2022 are the number of cases extracted from the national police information system from incidents meeting the legal qualification of hate crime, using keywords 'Israel', 'Antisem-' and 'Jew-'. Vertical lines indicate changes in the data collection methodology.

⁽¹⁰⁵⁾ For the latest available report, see Foundation for the Preservation of Jewish Heritage in Poland (Fundacja Ochrony Dziedzictwa Żydowskiego) (2019), *Annual report 2018*.

⁽¹⁰⁶⁾ For more information, see the [Stowarzyszenie 'Nigdy Więcej' web page](#).

TABLE 46: DISAGGREGATED ANTISEMITIC INCIDENTS RECORDED BY SELECTED CIVIL SOCIETY ORGANISATIONS AND COMMUNICATED TO ODIHR, 2012-2022 ^(a)

Year	Attacks against property ^(b)	Physical assault	Threats	Total
2012	19	0	1	20
2013	13	0	0	13
2014	16	1	3	20
2015	1	0	0	1
2016	3	0	0	3
2017	2	0	0	2
2018	0	0	0	0
2019	36	2	3	41
2020	14	3	3	20
2021	12	0	6	18
2022	n.a.	n.a.	n.a.	n.a.

► Notes:

n.a., not available.

^(a) Excluding reports from international organisations.

^(b) Some acts of vandalism occurring on the same day are aggregated as one incident even though they involve several acts.

Source: Data compiled by ODIHR 2013–2022, with input from the ‘Never Again’ Association, the Foundation for the Preservation of Jewish Heritage in Poland, the Jewish Community of Warsaw and the Open Dialogue Foundation.

Evidence and reports from international organisations

ODIHR’s national contact point for hate crime (Ministry of Internal Affairs and Administration of Poland, Department of Analysis and Migration Policy) reported 89 antisemitic hate crimes in 2021, compared with 13 in 2020.

In 2022, the UN Human Rights Council published the recommendations stemming from the UPR for Poland related to countering antisemitism ⁽¹⁰⁷⁾.

In the context of the UPR, the United States recommended that Poland ‘[d]enounce and condemn at the highest political levels all forms of hate speech and intolerant rhetoric, including antisemitism, and statements or resolutions that encourage hostility and violence, and ensure respect for the human rights of all persons, including lesbian, gay, bisexual, transgender and intersex persons, members of ethnic minority groups and members of marginalized communities’ (recommendation 114.211).

Strategy or action plan on combating antisemitism

Poland does not have a standalone national strategy or action plan on combating antisemitism in place. Instead, combating antisemitism is subsumed under the fight against racism and discrimination, for example under the *Plan on the education and information activities on the protection of human rights and freedoms, implementation of the principles of equal treatment, as well as following the principles of professional ethics in the police for the years 2021–2023*, and under the *Action plan in the area of preventing hate speech and hate crimes based on nationality, ethnicity, race, and religion as well as counteracting the promotion of fascism and other totalitarian regimes for the years 2022–2025*, which references the IHRA working definition of

⁽¹⁰⁷⁾ UN, Human Rights Council (2023), *Report of the Working Group on the Universal Periodic Review – Poland*, A/HRC/52/15, 4 January 2023.

antisemitism. Jewish communities were not involved in the design of the action plans, according to the information that FRA received.

PORTUGAL

Official data

No official data pertaining to antisemitism are available in Portugal.

Unofficial data

No unofficial data were available when this report was compiled.

Strategy or action plan on combating antisemitism

Portugal does not have a standalone national strategy or action plan on combating antisemitism in place. Instead, combating antisemitism is subsumed under the *National Action Plan against Racism and Discrimination 2021–2025*. The action plan applies the IHRA working definition of antisemitism. Some of the measures under the plan are tackling discrimination and religious intolerance, including among central and local civil servants; monitoring application of the law on religious freedom; and a focus on security forces and public servants related to the use of racial, ethnic, religious or other stereotypes. It was not specified whether Jewish communities were involved in the design of the action plan.

ROMANIA

Official data

Since 2018, the General Prosecutor's Office in Romania has been collecting statistical data that reflect the bias motivation of the incidents it has recorded. The available statistics concern cases with bias motivation, without detailing the specific bias (such as antisemitism), as detailed in this section.

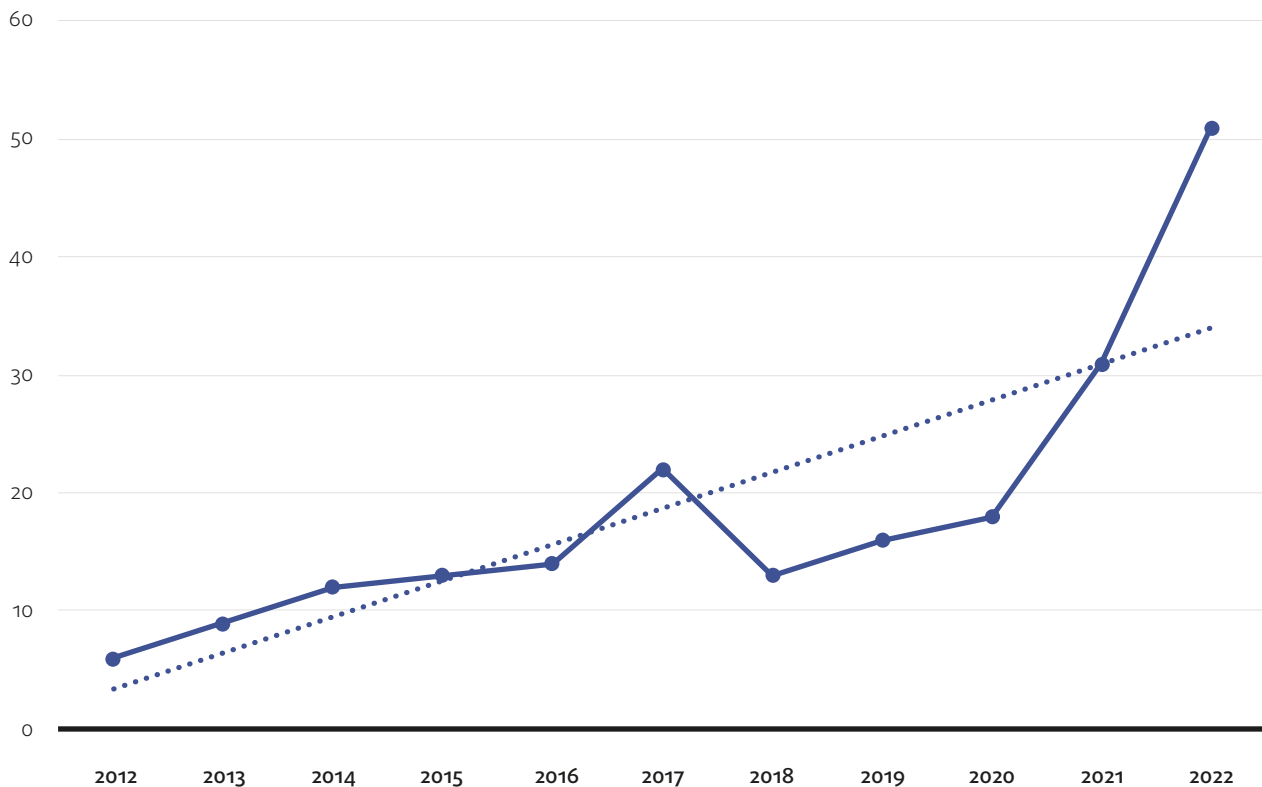
The General Prosecutor's Office registered 51 potentially antisemitic cases in 2022, compared with 31 cases in 2021 (Table 47). The overall trend suggests an increase in incidents between 2012 and 2022 (Figure 23). The data provided by the General Prosecutor's Office show that, out of the 51 new cases recorded in 2022, 16 cases were based on Government Emergency Ordinance No 31/2002 (prohibiting the promotion of fascist symbols and personalities), 16 cases were based on Article 369 (incitement to hate or discrimination) of the Criminal Code, 8 cases were recorded on the basis of Law No 157/2018 (on combating antisemitism), 4 cases were recorded based on Article 282(1)(d) of the Criminal Code with antisemitism as a ground and 4 cases were registered based on Article 297(2) of the Criminal Code with antisemitism as a ground.

TABLE 47: NUMBER OF INCIDENTS PERTAINING TO ANTISEMITISM IN ROMANIA, 2012-2022

Year	Antisemitic incidents
2012	6
2013	9
2014	12
2015	13
2016	14
2017	22
2018	13
2019	16
2020	18
2021	31
2022	51

Source: General Prosecutor's Office attached to the High Court of Cassation and Justice, 2013-2023.

FIGURE 23: NUMBER OF INCIDENTS PERTAINING TO ANTISEMITISM IN ROMANIA, 2012-2022



Source: General Prosecutor's Office attached to the High Court of Cassation and Justice, 2013-2023.

▲
Note:
The dotted linear regression line indicates
the trend based on data for 2012-2022.

The Directorate of Criminal Investigations of the Ministry of Internal Affairs provided data about cases punishable under Law No 157/2018 regarding measures towards combating and preventing antisemitism (Table 48). The law prohibits antisemitic acts, such as the dissemination of antisemitic material⁽¹⁰⁸⁾. In 2022, 7 complaints were registered, compared with 4 complaints in 2021, 3 complaints in 2020, 2 in 2019 and 7 in 2018, according to that information.

TABLE 48: COMPLAINTS REGISTERED UNDER LAW NO 157/2018 IN ROMANIA, 2018-2022

Year	Number of antisemitic incidents
2018	7
2019	2
2020	3
2021	4
2022	7

Source: Data NLO provided to FRA, 2019-2023.

The National Council for Combating Discrimination (NCCD) monitors, investigates and punishes cases of discrimination based on antisemitism. Most of the discrimination cases that involve antisemitic behaviour concern the use of or the intent to use fascist symbols (Table 49).

TABLE 49: DISCRIMINATION CASES BASED ON ANTISEMITIC BEHAVIOUR IN ROMANIA, 2012-2022

Year	Number of cases filed	Outcome			Cases closed during the year	Ongoing cases
		Discrimination proved	Discrimination not proved	NCCD did not have competence		
2012	11	6	1	2	2	0
2013	5	1	1	0	3	0
2014	12	2	4	2	2	2
2015	4	4	0	0	4	0
2016	1	0	0	1	0	0
2017	6	1	1	1	1	2
2018	4	2	1	1	4	0
2019	14	4	1	3	6	6
2020	15	4	10	0	14	1
2021	9	2	1	1	4	5
2022	7	1	4	4	9	8

Source: NCCD, 2013-2023.

⁽¹⁰⁸⁾ Government of Romania (2018), **Law No 157 of 2 July 2018**, *Monitorul Oficial*, Vol. 561, 4 July 2018.

The Elie Wiesel National Institute for the Study of the Holocaust in Romania, a governmental institution, publishes details concerning the antisemitic incidents that have come to its attention. In July 2023, when this report was compiled, the latest available data covered May 2022–April 2023 ⁽¹⁰⁹⁾.

During the monitored period, antisemitic accounts have increasingly migrated from bigger social media platforms such as Facebook and Instagram to less regulated chat apps such as Telegram. These platforms were used both to spread online antisemitic and negationist content and for offline mobilisation.

In the current legislature (2020–2024), several members of parliament have increasingly voiced statements that deny or distort the Holocaust, rehabilitate war criminals and Romanian interwar fascists and promote antisemitic narratives ⁽¹¹⁰⁾.

Unofficial data

In January 2023, the non-governmental organisation Centre for Legal Resources published an overview study of hate crimes and hate speech in Romania for 2021–2022 ⁽¹¹¹⁾. Among its recommendations, the report mentions that law enforcement agents, prosecutors and judges should undergo specific training on working on cases of hate crimes.

A small-scale exploratory study was conducted within a European project focusing on ‘monitoring the antisemitism phenomenon online’ in four countries (Belgium, Italy, Romania, Spain). It found that the removal rate of antisemitic content online in Romanian was only 7.8 % of all reported content ⁽¹¹²⁾. The antisemitic tropes reported for Romanian are similar to those in other countries, the study shows.

Strategy or action plan on combating antisemitism

In 2021, Romania adopted the *National strategy for preventing and combating antisemitism, xenophobia, radicalisation and hate speech (2021–2023)*. The strategy applies the IHRA definition, and national authorities consulted Jewish communities during its conception. An interministerial committee is tasked with monitoring the implementation of the strategy. The first **monitoring report** came out in December 2021, a second report was published in May 2022 and a **final implementation report** was issued in May 2023 ⁽¹¹³⁾.

The strategy includes specific measures on combating antisemitic hate speech, hate crime and discrimination; antisemitism online; the security and protection of Jewish communities; fostering Jewish life and maintaining Jewish heritage; education; research; and Holocaust remembrance.

⁽¹⁰⁹⁾ Elie Wiesel National Institute for the Study of the Holocaust in Romania (Institutul Național pentru Studierea Holocaustului din România ‘Elie Wiesel’), *Raport de Monitorizare* (2023).

⁽¹¹⁰⁾ See Senator Diana Iovanovici-Șoșoacă’s Senate intervention on 3 May 2023 or Senator Sorin Lavric’s Senate intervention on 3 March 2021.

⁽¹¹¹⁾ Haller, I. (2023), *Hate Crime and Hate Speech – The situation in Romania: 2021–2022*, Centre for Legal Resources, Bucharest.

⁽¹¹²⁾ Cambuzzi, M. and Heller, D. (2022), *Shadow Monitoring of Illegal Antisemitic Hate Speech*, Research, Knowledge and Education against Anti-semitism.

⁽¹¹³⁾ Government of Romania (2023), *Raport Annual Cu*.

SLOVAKIA

Official data

The National Crime Agency records cases in which criminal proceedings have been initiated. In 2022, the agency recorded 18 cases of antisemitic incidents in which perpetrators were charged in criminal proceedings. This includes online and offline incidents and all types of criminal offences of extremism that were committed with a specific antisemitic motive, not just incidents under Article 422(d) of the Criminal Code. In 2021, there were 27 cases in which perpetrators were charged with incidents of antisemitism involving either a specific victim (or group of victims) or an unidentifiable victim (28 cases in 2020) (Table 50).

TABLE 50: ANTISEMITIC INCIDENTS RECORDED BY THE NATIONAL CRIME AGENCY, 2020-2022

Year	Total number of recorded antisemitic incidents (includes all criminal offences of extremism with antisemitic hatred)
2020	28
2021	27
2022	18

Source: Data NLO provided to FRA, 2023.

The Ministry of Justice in Slovakia collects data on the number of people sentenced for crimes motivated by antisemitism. These data are based on information submitted by judges whose judgments mention bias motivation for the crimes. In 2022, three people were sentenced for crimes motivated by antisemitism under Section 422(d) of the Criminal Code, 'Denial and approval of the Holocaust and the crimes of political regimes'. The number of people sentenced for crimes motivated by antisemitism in 2012-2022 varies between 0 and 7 per year (Table 51).

A keyword search of the court statistics on 'antisemitism' revealed another 21 people who were sentenced for crimes motivated by antisemitism in 2022. Fourteen of these crimes happened online and seven were in public spaces.

TABLE 51: PEOPLE SENTENCED FOR CRIMES MOTIVATED BY ANTISEMITISM UNDER SECTION 422(D) OF THE CRIMINAL CODE, 'DENIAL AND APPROVAL OF THE HOLOCAUST AND THE CRIMES OF POLITICAL REGIMES', 2012-2022

Year	Number sentenced
2012	4
2013	2
2014	1
2015	0
2016	2
2017	1
2018	7
2019	3
2020	0
2021	4
2022	3

Source: Ministry of Justice, 2013-2023.

Unofficial data

No unofficial data were available when this report was compiled.

Strategy or action plan on combating antisemitism

Slovakia does not have a standalone national strategy or action plan on combating antisemitism in place. Instead, combating antisemitism is subsumed under the [Conceptual framework for countering radicalisation and extremism by 2024](#). The framework covers 2021-2024 and applies the IHRA working definition of antisemitism. The Ministry of the Interior closely collaborates with the Jewish community in Slovakia, according to the NLO. However, the Jewish community was not involved in developing the national strategy.

SLOVENIA

Official data

Slovenian police did not record any antisemitic incidents in 2015-2018 or between 2020 and 2021. One antisemitic incident was recorded in 2019 (Table 52).

In 2022, one criminal complaint under Article 297 of the Criminal Code ('public incitement to hatred, violence or intolerance') related to antisemitism was filed with the competent district prosecutor's office. This incident took place on social media.

TABLE 52: NUMBER OF ANTISEMITIC INCIDENTS RECORDED IN SLOVENIA, 2015-2022

Year	Recorded antisemitic incidents
2015	0
2016	0
2017	0
2018	0
2019	1
2020	0
2021	0
2022	1 ^(a)

Source: Data from NLO, 2016-2023.

◀ Note:

^(a) In 2022, the NLO provided data regarding cases filed on the grounds of antisemitism with the prosecutor's office. In previous years, data were based on police records.

Unofficial data

No unofficial data were available when this report was compiled.

Strategy or action plan on combating antisemitism

Slovenia's national strategy against antisemitism for 2023-2030 is still under development, as it was in 2022. It is expected to be adopted by September 2023. The strategy was drawn up in consultation with Jewish communities and civil society organisations and applies the IHRA definition.

SPAIN

Official data

The crime statistics system registers incidents from all police bodies. The database shows 3 antisemitic incidents in 2020, 11 in 2021 and 13 in 2022 (Table 53). Considering the period for which data are available, 2013-2022, the highest number of incidents was recorded in 2014 (24). However, the increase in 2014 was the result of improvements made to the recording system that is part of the Spanish approach to combating hate crime ⁽¹¹⁴⁾.

⁽¹¹⁴⁾ See Ministry of the Interior (Ministerio del Interior) (n.d.), '*Informe sobre evolución de los delitos de odio en España*'.

TABLE 53: NUMBER OF ANTISEMITIC INCIDENTS RECORDED IN THE SPANISH CRIME STATISTICS SYSTEM, 2013-2022

Year	Recorded antisemitic incidents
2013	3
2014	24
2015	9
2016	7
2017	6
2018	8
2019	5
2020	3
2021	11
2022	13

Source: Ministry of the Interior (Ministerio del Interior), 2014-2023.

The Ministry of the Interior's 2021 report on hate crimes committed on the internet and social networks took evidence of two crimes classified as antisemitic out of a total of 232 crimes (roughly 1 %). A total of 123 content threads were identified and reported as antisemitic hate speech to online platforms throughout the year. This figure represents 3.6 % of the total content reported (3 378) ⁽¹¹⁵⁾.

The Spanish Observatory on Racism and Xenophobia (Observatorio Español del Racismo y la Xenofobia (Oberaxe)) was established to carry out research and analysis. The observatory operates under the auspices of the Ministry of Inclusion, Social Security and Migration. After the outbreak of the COVID-19 pandemic, Oberaxe monitored hate speech on social media. The results of the monitoring were published in bulletins every 2 months on the observatory's website. In the bulletins published in 2021, the share of antisemitic online hate speech ranged from 10.8 % (in January-February 2021) to 1.1 % (in September-October 2021) of all incidents of online hate speech recorded by the observatory ⁽¹¹⁶⁾. In 2022, Oberaxe did not publish bulletins relevant to this report.

Unofficial data

The Observatory of Antisemitism in Spain (Observatorio de antisemitismo en España) records antisemitic events that occur in Spain and presents its findings in the form of a chronology ⁽¹¹⁷⁾. When data for this report were compiled, the chronology available on the observatory's website contained 14 incidents in 2022 compared with 9 in 2021 and 16 incidents in 2020. Earlier reports published by the observatory provided more details of the recorded incidents; the most recent of those detailed reports referred to incidents recorded in 2019.

⁽¹¹⁵⁾ Ministry of the Interior (Ministerio del Interior) (2022), '*Informe sobre evolución de los delitos de odio en España 2021*'.

⁽¹¹⁶⁾ For more information, see the **two-monthly bulletins published by Oberaxe**.

⁽¹¹⁷⁾ For more information, see the website of the **Observatorio de antisemitismo en España**.

Evidence and reports from international organisations

ODIHR's national contact point for hate crime (Oberaxe) reported 11 antisemitic hate crimes in 2021, compared with 3 in 2020.

Strategy or action plan on combating antisemitism

Spain adopted its **national strategy against antisemitism for 2023–2030** in 2023. Drawn up in consultation with Jewish communities, the strategy will cover the following areas: combating antisemitic hate speech, hate crime and discrimination; antisemitism online; the security and protection of Jewish communities; fostering Jewish life and maintaining Jewish heritage; education; research; and Holocaust remembrance. The strategy will also apply the IHRA working definition.

SWEDEN

Official data

The National Council for Crime Prevention (Brottsförebyggande rådet (Brå)) publishes statistics based on crimes that were reported to the police, that police have classified as hate crime and in which Brå identified hate as the underlying motive. Brå is an agency of the Ministry of Justice and acts as a centre for research and development within the judicial system.

Up until 2016, Brå reported annually on the number of crimes with an antisemitic motive reported to the police. However, from 2016 onwards Brå has been publishing these statistics, and other hate crime statistics, every other year. At the time of compiling data for this report, the latest reference year for which statistics on crime with an antisemitic motive were available was 2020 (Table 54). Over time, Brå has made changes to the way it collects the data on hate crimes to improve the quality of the data. As a result of the most recent changes, the data for 2020 are not comparable with previous years and are therefore displayed separately in Figure 24.

TABLE 54: POLICE REPORTS OF CRIMINAL ACTS WITH AN IDENTIFIED ANTISEMITIC MOTIVE, 2012–2022

Year	Crimes reported to the police
2012	221
2013	193
2014	267
2015	277
2016	182
2017	n.a.
2018	278
2019	n.a.
2020	170 ^(a)
2021	n.a.
2022	n.a.

Source: Brå, 2013–2023.

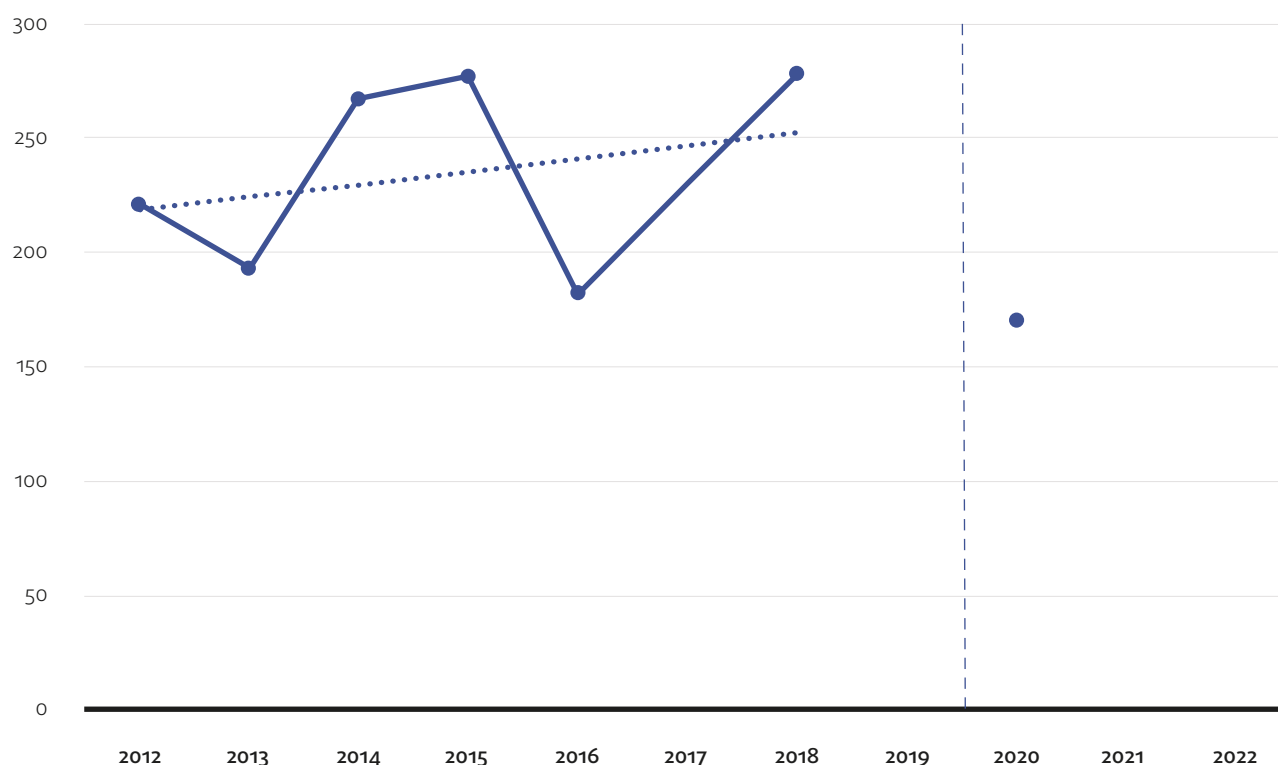
◀ Notes:

n.a., not available.

^(a) Not comparable with previous years because of changes in data collection methodology.

The general trend in the number of criminal acts with an identified antisemitic motive in the past decade is upwards (Figure 24). However, only numbers from 2012 until 2018 are currently comparable. The trend line does not include the data for 2020 because of the change in methodology. Data for 2021 and 2022 were not available at the time of drafting this report.

FIGURE 24: POLICE REPORTS OF CRIMINAL ACTS WITH AN IDENTIFIED ANTISEMITIC MOTIVE IN SWEDEN, 2012-2022



Source: Brå, 2013–2023.



Notes:

The dotted linear regression line indicates the trends based on data for 2012–2018. The dashed vertical line indicates a break in the time series due to a change in data collection methodology. No data are available for 2017 or 2019. Data for 2020 are included separately because changes in the data collection methodology limit comparability with previous years. Data for 2021 and 2022 were not yet published when data for this report were compiled.

As Table 55 shows, most crimes with an antisemitic motive targeted people as opposed to property. The largest offence category in 2020 was agitation against a population group, with 89 criminal acts reported to the police. According to Brå, regarding where the incident took place, the most often cited category was 'in social media' – 16 % of the incidents in 2020. A further 6 % of incidents took place elsewhere on the internet and 14 % took place by chat, text message or telephone. Women were the victims in 16 % of the recorded antisemitic incidents, and men were the victims in 22 % of incidents, but most incidents did not have a single identifiable victim (for example, in cases involving incitement to hatred).

TABLE 55: POLICE REPORTS OF CRIMINAL ACTS WITH AN IDENTIFIED ANTISEMITIC MOTIVE CLASSIFIED BY PRINCIPAL OFFENCE, 2012-2022

Year	Violent crime	Unlawful threat and non-sexual molestation	Defamation	Criminal damage / graffiti	Agitation against a population group	Unlawful discrimination	Other crimes	Total
2012	14	87	10	27	79	n.a.	4	221
2013	4	61	20	12	93	n.a.	2	193 ^(a)
2014	12	80	26	54	92	n.a.	2	267 ^(b)
2015	8	127	16	14	102	n.a.	10	277
2016	10	90	10	18	50	n.a.	4	182
2017	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
2018	6	95	22	22	125	2 ^(c)	6	278
2019	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
2020	3	42	13	19	89	0	4	170
2021	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
2022	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.

Source: Brå, 2013-2023.

Unofficial data

No unofficial data were available when this report was compiled.

Evidence and reports from international organisations

ODIHR's national contact point for hate crime (Brå) reported 81 antisemitic hate crimes in 2020.

Strategy or action plan on combating antisemitism

Sweden has implemented an **action programme** against antisemitism, under the national plan on the fight against racism and discrimination. This programme was developed in consultation with Jewish communities and applies the IHRA working definition. It includes measures related to combating antisemitic hate speech, hate crime and discrimination; antisemitism online; the security and protection of Jewish communities; education; and Holocaust remembrance.

ALBANIA

Official data

The authorities in Albania have a system for data collection in place. However, they have not recorded any antisemitic incidents between 2020 and 2022, according to the information provided to FRA.

Unofficial data

No unofficial data were available when this report was compiled.

Strategy or action plan on combating antisemitism

Albania did not have a strategy or action plan on combating antisemitism in place, based on the latest information the NLO provided in June 2023. However, it has adopted the IHRA working definition of antisemitism.



Notes:

n.a., not available.

^(a) The sum of types of crimes with an antisemitic motive is 192; however, Brå reports a total of 193 crimes with an antisemitic motive. As the figures have been extrapolated based on a sample of cases, the sum of the categories may differ slightly from the total, because of rounding error.

^(b) The sum of types of crimes with an antisemitic motive is 266. However, Brå reports a total of 267 crimes with an antisemitic motive.

^(c) Before 2018, incidents of 'Unlawful discrimination' were included in the category 'Other crimes'.

NORTH MACEDONIA

Official data

There is a system to record hate crime incidents including antisemitic incidents in North Macedonia. No cases pertaining to antisemitism were reported or recorded in 2012–2022, online or offline, the government of North Macedonia informed FRA.

Unofficial data

No unofficial data were available when this report was compiled.

Strategy or action plan on combating antisemitism

North Macedonia did not have a strategy or action plan on combating antisemitism in place, based on the latest information the NLO provided in June 2023. However, it has adopted the IHRA working definition of antisemitism.

SERBIA

Official data

In 2021, the authorities recorded four incidents against the Jewish community in Serbia, compared with three incidents recorded in 2020 (Table 56). The authorities involved in collecting data on hate crimes include the Ministry of Interior, the Republic Public Prosecutor's Office, the Commissioner for the Protection of Equality and the Regulatory Body for Electronic Media.

One hate crime that took place in 2021 was prosecuted, and a verdict was reached in 2022. Another case of antisemitism, an online offence, reached a verdict in 2023. There were no official accounts of antisemitic incidents, online or offline, for 2022, according to the NLO. However, the system for disaggregating incidents according to bias motivation, including antisemitism, remains in place.

TABLE 56: NUMBER OF ANTISEMITIC INCIDENTS IN SERBIA, 2012–2022

Year	Number of antisemitic incidents
2012	1
2013	0
2014	4
2015	0
2016	1
2017	2
2018	2
2019	1
2020	3
2021	4
2022	0

Source: Ministry of Interior, 2013–2023.

The number of antisemitic incidents can be further disaggregated into incidents involving anonymous threats, graffiti and damage to Jewish community buildings (Table 57). Of the four cases recorded in 2021, one case resulted in criminal charges for inciting national, racial and religious hatred and intolerance.

TABLE 57: NUMBER OF ANTISEMITIC INCIDENTS IN SERBIA, BY TYPE OF INCIDENT, 2012-2021

Year	Anonymous threats	Graffiti	Damage to Jewish community buildings
2012	0	1	0
2013	0	0	0
2014	0	3	1
2015	0	0	0
2016	0	1	0
2017	0	2	0
2018	0	2	0
2019	1	0	0
2020	0	3	0
2021	1	2	1
2022	0	0	0

Source: Ministry of Interior, 2013-2023.

Unofficial data

No unofficial data were available when this report was compiled.

Strategy or action plan on combating antisemitism

Serbia did not have a standalone strategy or action plan on combating antisemitism in place, based on the latest information the NLO provided in June 2023. Instead, the fight against antisemitism is subsumed under the broader strategy for prevention and protection against discrimination for 2022-2030. No specification was provided regarding the strategy's application of the IHRA working definition of antisemitism or the involvement of Jewish communities in the drafting process.

Concluding remarks – persisting gaps in data collection

The 19th edition of this overview report highlights persisting gaps in data collection on antisemitism. The EU strategy on combating antisemitism and fostering Jewish life also highlights these gaps. The lack of comparable, reliable data makes it difficult to address antisemitism effectively. This report and the strategy therefore encourage EU Member States to improve their recording and data collection methodologies, including through support from FRA.

Despite efforts by the EU and its Member States, antisemitism remains a serious concern that needs to be systematically addressed through concerted efforts by government and civil society at all levels. To tackle antisemitism more effectively, relevant stakeholders – EU and national policymakers, alongside civil society – need to be able to rely on robust and comparable data on antisemitic incidents to enable more efficient targeting of interventions.

This report shows, as Table 58 indicates, that large gaps remain in data collection on antisemitism in the EU. Member States collect different types of data and apply different definitions, despite most countries having adopted or endorsed the IHRA definition. These differences contribute to variations in recording practices when dealing with antisemitism. This prevents a meaningful comparison of officially collected data between Member States and increases the relevance of, and need for, surveys on perceptions and experiences of antisemitism among self-identified Jews, such as the surveys conducted by FRA.

Table 58 excludes two EU Member States – Hungary and Portugal – as it has not been possible to identify a source of official data on recorded antisemitic incidents in these countries. Official data on antisemitic incidents recorded in FRA observer countries – Albania, North Macedonia and Serbia – from 2012 to 2022 are in Table 59.

TABLE 58: OFFICIAL DATA ON RECORDED ANTISEMITIC INCIDENTS IN EU MEMBER STATES, 2012-2022

Member State	Recorded data	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
AT	Antisemitic offences committed by right-wing extremists	27	37	58	41	41	39	49	30	36	53	33
BE	Cases of Holocaust denial and revisionism	7	8	5	8	5	12	10	14	27	13	8
BG	Convictions of antisemitic crimes	0	1	1	2	1	1	0	0	0	0	0
CY	Antisemitic incidents	—	—	—	0	0	0	0	0	0	2	0
CZ	Criminal offences motivated by antisemitism	9	15	45	47	28	27	15	23	27	37	25
DE	Politically motivated crimes with an antisemitic motive	1 374	1 275	1 596	1 366	1 468	1 504	1 799	2 032	2 351	3 027	2 641
DK	Extremist crimes targeting Jews	15	10	—	13 ^(a)	21	38 ^(a)	26	51	79	93	—
EE	Antisemitic crimes	—	—	—	0	0	0	0	2	0	1	0
EL	Incidents motivated by antisemitism	1	0	4	1	3	7	10	10	9	5	5
ES	Antisemitic incidents	—	3	24	9	7	6	8	5	3	11	13
FI	Antisemitic crimes	8	11	7	8	10	9	21	12	18	17	—
FR	Antisemitic actions and threats	614	423	851	808	335	311	541	687	339	589	436
HR	Criminal acts motivated by antisemitism	1	0	0	2	2	0	8	2	0	0	2
IE	Antisemitic incidents	5	2	4	2	—	—	1	3	—	—	—
IT	Antisemitic criminal conduct	28	50	68	50	35	32	56	91 ^(a)	101	101	94
LT	Antisemitic incidents	0	0	0	0	0	0	1	5	3	0	5
LU	Antisemitic incidents under investigation or prosecution	—	—	0	0	2	0	0	—	—	—	2
LV	Antisemitic incidents	—	—	1	0	1	0	0	2	1	0	0
MT	Antisemitic incidents	—	—	—	—	—	—	—	0	0	0	0
NL	Criminal discriminatory antisemitic incidents	859 ^(a)	717	358 ^(a)	428	335	284	275	768 ^(a)	517	627	549
PL	Antisemitic incidents	21	25	39	167 ^(a)	101	73	179	128	81	111 ^(a)	1308
RO	Incidents pertaining to antisemitism	6	9	12	13	14	22	13	16	18	31	51
SE	Crimes with an antisemitic motive	221	193	267	277	182	—	278	—	170 ^(a)	—	—
SI	Antisemitic incidents	—	—	0	0	0	0	0	1	0	0	1 ^(c)
SK	People sentenced for crimes motivated by antisemitism	4	2	1	0	2	1	7	3	0	4	24 ^(a)

Source: FRA, 2023.



Notes:

Comparisons are not possible between Member States. —, no data are available at the Member State level because these data were not collected, communicated and published at the time of writing (July 2023) or did not cover the entire year.

^(a) Data not comparable with previous year.

^(b) In 2022, the NLO provided the data regarding cases filed on the grounds of antisemitism with the prosecutor's office. Data were based on police records in previous years.

TABLE 59: OFFICIAL DATA ON RECORDED ANTISEMITIC INCIDENTS IN FRA OBSERVER COUNTRIES, 2012-2022

Country	Recorded data	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
AL	Antisemitic incidents	—	—	—	—	—	—	—	—	0	0	0
MK	Antisemitic incidents	0	0	0	0	0	0	0	0	0	0	0
RS	Antisemitic incidents	1	0	4	0	1	2	2	1	3	4	0

Source: FRA, 2023.

▲
Notes:
Comparisons are not possible between countries. —, no data are available at the country level because these data were not collected, communicated and published at the time of writing (July 2023) or did not cover the entire year.

In many EU Member States, the number of officially recorded incidents is very low and does not allow any assessment of trends. A low number of recorded incidents does not mean that antisemitism is not a concern. The overwhelming majority of antisemitic incidents remain unreported, either to the police or to any other authority, institution or organisation, as the evidence from FRA’s second survey on discrimination and hate crime against Jews (2018) shows.

Likewise, it cannot be assumed that antisemitism is necessarily more of a problem in Member States where the highest numbers of incidents are recorded than in those where relatively few incidents are recorded. In addition to the size of the Jewish population in any given Member State, a number of other factors affect how many incidents are recorded, including the willingness and ability of victims and witnesses to report such incidents, and levels of trust that the authorities can deal with such incidents appropriately. The higher numbers of incidents recorded could also reflect improvements to, and the increased efficiency of, the recording system.

Not only do victims and witnesses need to be encouraged to report antisemitic incidents, but the authorities need to have systems in place that enable the recording and comparison of such incidents. Policymakers at the EU and Member State levels need to share the commitment to encourage reporting and improve recording if antisemitism is to be countered effectively. If data on the characteristics of incidents, victims and perpetrators are missing, policy responses can often only be very general. More comprehensive and accurate data on the victims of antisemitic incidents, but also on perpetrators, would allow measures to target those who hold antisemitic views or have committed antisemitic acts.



This report notes the need to remove barriers to reporting, to put in place structures that can facilitate reporting and to implement enabling processes to encourage reporting of hate crime. In its 2021 report *Encouraging Hate Crime Reporting – The role of law enforcement and other authorities*, FRA examines the barriers that keep people from reporting incidents of hate crime. Furthermore, FRA’s *Compendium of practices for combating hate crime* includes EU Member States’ measures to record hate crimes, among other information. It builds on the *Key guiding principles on encouraging reporting of hate crime* endorsed by the EU High Level Group on combating hate speech and hate crime.

FRA also coordinates a **dedicated working group** of professionals within the European Commission’s EU High Level Group on combating hate speech and hate crime. The working group supports Member States to improve their recording and data collection of hate crime and to encourage reporting.

When it comes to countering phenomena as complex as antisemitism, it is essential to have reliable and adequate data to guide policy. Therefore, sustained efforts are needed at the national and international levels to improve data collection on antisemitism and other forms of hatred and prejudice, so that EU Member States can combat them more effectively. These efforts must take into account both official and unofficial data, to provide a more complete and accurate picture of the situation of antisemitism in the EU. The various **key guiding principles** endorsed by the EU High Level Group on combating hate speech and hate crime offer useful guidance to Member States on what can be done to encourage reporting and improve recording of antisemitic incidents, and to enhance cooperation between national authorities and civil society organisations in the area.

Given the lack of adequate data on the manifestations of antisemitism, EU Member States could also conduct regular victimisation surveys at the national level that include questions on Jewish people’s experiences of hate crime, hate speech and discrimination. Such surveys could provide insights into the impact of antisemitism on Jewish populations and into the effectiveness of measures taken to combat antisemitism. Authorities, research institutes and civil society organisations could consider new methods, data sources and data-processing techniques to better measure the incidence and impact of antisemitism.



Alongside survey data collection, education is essential in the long term to prevent antisemitic attitudes. Through education that fosters universal fundamental rights values, and encourages critical thinking, children and young people can bring change to their families and communities, and ultimately to broader society.

Appendix A – Links to sources for unofficial data

Member State	Source
AT	Antisemitismus-Meldestelle
BE	Antisemitisme.be
CZ	Federation of Jewish Communities in the Czech Republic
	Amadeu Antonio Foundation
DE	RIAS
DK	Jewish Community in Denmark – AKVAH
EL	Racist Violence Recording Network
ES	Observatory of Antisemitism
FR	SPCJ
HU	TEV
IT	Antisemitism Observatory of the Center of Contemporary Jewish Documentation (L'Osservatorio sul pregiudizio antiebraico contemporaneo)
LU	RIAL
NL	CIDI
	Foundation for the Preservation of Jewish Heritage
	‘Never Again’ Association
	Jewish Community of Warsaw
PL	Open Dialogue Foundation

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PROMOTING AND PROTECTING YOUR FUNDAMENTAL RIGHTS ACROSS THE EU

Antisemitic incidents and hate crimes violate fundamental rights, especially the right to human dignity, the right to equality of treatment and the freedom of thought, conscience and religion. This report provides an overview of available data on antisemitism as recorded by official and unofficial sources in the EU Member States and in Albania, North Macedonia and Serbia. The data provided by the countries are supplemented with information from international organisations.

This is the 19th edition of FRA's report on the situation of data collection on antisemitism in the EU (including reports published by FRA's predecessor, the European Monitoring Centre on Racism and Xenophobia). It provides an update on the most recent figures on antisemitic incidents, covering 1 January 2012 to 31 December 2022, where data are available, and developments regarding national strategies from 2023, where relevant to the report.



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