

ANTISEMITISM

OVERVIEW OF ANTISEMITIC
INCIDENTS RECORDED IN
THE EUROPEAN UNION

2011-2021

ANNUAL UPDATE

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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.



In October 2021, the European Commission adopted its first ever European Union (EU) strategy on combating antisemitism and fostering Jewish life,² stepping up the EU's efforts to combat antisemitism. The strategy outlines a number of 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 and the Council committed themselves to supporting the implementation

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 IHRA working definition of antisemitism'.

² European Commission (2021), **EU strategy on combating antisemitism and fostering Jewish life (2021–2030)**, COM(2021) 615 final, Brussels, 5 October 2021.

of the EU strategy.³ The European Commission will publish implementation reports on the strategy in 2024 and 2029, also drawing on data and evidence from the European Union Agency for Fundamental Rights (FRA).

This report is the 18th 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 calendar year 2021 for all 27 EU Member States, and available data from Albania, North Macedonia and Serbia, which have observer status in FRA's work.

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 the extent to which Member States have endorsed the non-legally binding working definition of antisemitism that the International Holocaust Remembrance Alliance (IHRA) developed and how they (intend to) use it. Information on how countries develop and implement national strategies, action plans and other instruments aimed at combating antisemitism can be used to assess measures taken to counter antisemitism (see Table 1 for an overview of these measures).

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.

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

³ 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.

The main focus of the report consists of descriptive overviews of data on antisemitic incidents available from each of the 27 EU Member States, Albania, North Macedonia and Serbia. The national sections present the available data as they are recorded by official and unofficial sources. '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 national level. 'Unofficial data' refers to data collected by civil society organisations. All data presented in the report are therefore based on the countries' own definitions and categorisations of antisemitism.

This report provides an update on the latest figures on antisemitic incidents available at the time of writing, as well as an overview of trends covering the period 1 January 2011 to 31 December 2021, or the period for which data are available at country level. In some of the countries, the statistics for 2021 were not yet available when this report was compiled in July 2022.

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

- No official data sources on antisemitic incidents were identified for two EU Member States (Hungary and Portugal).
- In many EU Member States, the number of officially recorded incidents is very low, which makes it impossible to assess the state of play in trends in antisemitism over time.
- 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;
 - recording systems are not in place or are ineffective;
 - 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.
- Six Member States have established cooperation mechanisms for data exchange with civil society organisations.
- Fifteen EU Member States have data available concerning the antisemitic incidents recorded for the full period 2011–2021. This includes Sweden, where statistics are published every other year.
- Fourteen EU Member States had national strategies or action plans against antisemitism in place in May 2022. Eight EU Member States are in the process of developing such strategies or action plans.
- An increasing number of EU Member States are endorsing and using the IHRA definition on antisemitism in diverse areas, including in education, training and awareness raising.

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. This is coupled with a great hesitancy among victims to report incidents to the authorities or other bodies.⁴ 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 available under the **Victims' Rights Directive** (Directive 2012/29/EU).⁵

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 relevant stakeholders at 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.

Few EU Member States record antisemitic incidents in a way that allows them to publish adequate official data, despite the serious negative impact of antisemitism on Jewish populations in the EU, and on society at large.⁶

The state of data collection is such that the data that do exist are generally not comparable between countries, not least because they are collected using different methodologies and stem from different sources across countries. Data collection systems in several countries have undergone changes during the reference period of this report (2011–2021). This has sometimes limited the comparability of data over time. Furthermore, although official data collection systems are generally based on police records and/or criminal justice data, and sometimes on data that national equality bodies collect, authorities do not always categorise incidents motivated by antisemitism under that heading. In some cases, statistics are collected under broad categories that do not allow disaggregation of the data to examine antisemitic incidents specifically.

⁴ See FRA (2018), **Hate crime recording and data collection practice across the EU**, Luxembourg, Publications Office of the European Union (Publications Office); and FRA (2021), **Encouraging hate crime reporting — The role of law enforcement and other authorities**, Luxembourg, Publications Office.

⁵ **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**, OJ 2012 L 315 (*Victims' Rights Directive*).

⁶ FRA (2018), **Experiences and perceptions of antisemitism – Second survey on discrimination and hate crime against Jews in the EU**, Luxembourg, Publications Office. See FRA (2020), **Antisemitism – Overview of data available in the European Union 2009–2019**, Luxembourg, Publications Office, and the **online survey data explorer**, updated in April 2022, for information on the general population's perceptions of Jewish persons. For further relevant data, see the 2018 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, European Commission).

The current state of official data collection is such that this report can only provide an overview of the variety of data available on antisemitism in EU Member States. The report does not provide a comprehensive account of antisemitic incidents recorded in the EU as a whole.

As a result of gaps in data collection and high levels of under-reporting, 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.

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

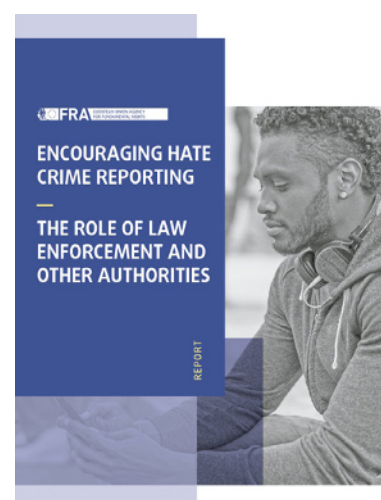
FRA published two reports to support national authorities in their efforts to encourage hate crime reporting and improve their data.

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 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 police investigators, managers, 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**, Luxembourg, Publications Office; FRA (2018), **Hate crime recording and data collection practices across the EU**, Luxembourg, Publications Office.



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 both international and national levels. The former includes the United Nations (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 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 national liaison officers who cooperate with FRA in each EU Member State, as well as the FRA observer countries Albania, North Macedonia and Serbia.⁷ This step was taken to ensure that the latest available official data on antisemitism were taken into consideration when drafting this report. In addition to providing the latest data on antisemitic incidents, the national liaison officers were asked to elaborate 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 IHRA.
- Data on antisemitism published by civil society organisations were consulted.⁸

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 collections, surveys among people who identify as Jewish on their experiences of antisemitism are essential sources of information.

⁷ See the FRA web page for a **list of national liaison officers**.

⁸ For more information on global trends in antisemitism, see Kantor Center for the Study of Contemporary European Jewry (2021), **Antisemitism Worldwide 2020**, Tel Aviv University, Tel Aviv; and the Anti-Defamation League web page for **ADL Global 100: an index of antisemitism**.

FRA's surveys on discrimination and hate crime against Jews

In 2018, FRA conducted its second survey on discrimination and hate crime against Jews. The survey covered 12 then Member States, where over 96 % of the EU's estimated Jewish population lived: Austria, Belgium, Denmark, France, Germany, Hungary, Italy, the Netherlands, Poland, Spain, Sweden and the United Kingdom. In 2022, FRA has started the preparations for its third survey on discrimination and hate crime against Jews, with results expected to be released by the end of 2023.

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 new survey will particularly emphasise collecting respondents' experiences of antisemitic incidents happening online. Surveys that collect data directly from people concerning their experiences are able to capture a range of incidents that are not reflected in official or unofficial statistics, as many antisemitic incidents go unreported. Surveys can also collect more detailed data concerning the context in which the incidents take place, the perpetrators and consequences for the victims.

*For more information, see FRA (2018), **Experiences and perceptions of antisemitism: Second survey on discrimination and hate crime against Jews in the EU**, Luxembourg, Publications Office. 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**, Luxembourg, Publications Office, (published jointly by FRA, the European Commission and the Institute for Jewish Policy Research).*

Legal framework

The rights to life, human dignity, equal treatment, freedom of thought, conscience and religion, and freedom of expression are universal human rights recognised in the European Convention on Human Rights (ECHR) and the Charter of Fundamental Rights of the European Union.⁹ The protection and promotion of these rights is intimately linked with combating antisemitism.

In the context of the EU, the **Racial Equality Directive** (Directive 2000/43/EC)¹⁰ 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)¹¹ 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.



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**, Luxembourg, Publications Office.

⁹ For example, see Art. 21(1) and Art. 22 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.

¹⁰ **Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin**, OJ 2000 L 180 (Racial Equality Directive).

¹¹ **Council Directive 2000/78/EC of 27 November 2000 establishing a general framework for equal treatment in employment and occupation**, OJ 2000 L 303 (Employment Equality Directive).

The **Victims' Rights Directive**¹² 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.

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.¹³

In July 2022, the European Parliament adopted the proposed **Digital Services Act**.¹⁴ 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. The platforms will have to assess and mitigate systemic risks and be subject to independent audits each year. One of the four categories of systemic risks to be assessed in depth is dissemination of illegal content, including illegal hate speech. Article 27 sets out the mitigation measures, including adapting efficient content moderation processes, and, where appropriate, removing the content, particularly illegal hate speech.

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,¹⁵ EU Member States are required to punish the condoning, denying or gross trivialising of certain crimes¹⁶ 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 its 2021 communication on the extension of EU crimes,¹⁷ 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 EU level of other forms of hate speech and hate crime beyond those in the Framework Decision on Racism and Xenophobia by means of criminal law.

¹² **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**, OJ 2012 L 315 (*Victims' Rights Directive*).

¹³ **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**, OJ 2018 L 303 (*Audiovisual Media Services Directive*).

¹⁴ See the European Commission web page on the **Digital Services Act package**.

¹⁵ **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**, OJ 2008 L 328 (*Framework Decision on Racism and Xenophobia*).

¹⁶ As defined in Art. 6 of the Charter of the International Military Tribunal, appended to the London Agreement of 8 August 1945.

¹⁷ European Commission (2021), *A more inclusive and protective Europe: extending the list of EU crimes to hate speech and hate crime*, COM(2021) 777 final, 9 December 2021

Monitoring the incorporation and application of the Framework Decision on Racism and Xenophobia

In 2021, when monitoring the incorporation and application of the framework decision in national law, the European Commission initiated infringement procedures against 11 Member States: Belgium, Bulgaria, Finland, Germany, Greece, Hungary, Lithuania, Luxembourg, the Netherlands, Poland and Sweden. The Commission called on them to fully and correctly incorporate the provisions of the framework decision into national law.* Infringement proceedings against Estonia and Romania initiated in 2020 remained open in 2021.**

Bulgaria, Finland, Germany, Hungary, Lithuania, the Netherlands, Poland and Sweden have failed to correctly incorporate the criminalisation of specific forms of hate speech that incite violence or hatred, according to the European Commission. Specifically, these Member States have failed to criminalise the public condoning, denial or gross trivialisation of international crimes and the Holocaust.*** The proceedings were ongoing at the time of writing.

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

* *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.*

** *European Commission (2020), 'October infringements package: Key decisions', press release, INF/20/1687, 30 October 2020.*

*** *For more information, see FRA (2022), **Fundamental Rights Report – 2022**, Luxembourg, Publications Office, pp. 87–88.*

In the broader context of the Council of Europe, the Framework convention for the protection of national minorities¹⁸ 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 it. 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” as criminal offences under their domestic laws.¹⁹ Eighteen EU Member States, Albania, North Macedonia and Serbia have ratified this additional protocol.

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*,²⁰ *Garaudy v. France*²¹ and *Walendy v. Germany*.²² 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 assessment related to hate speech and freedom of expression.

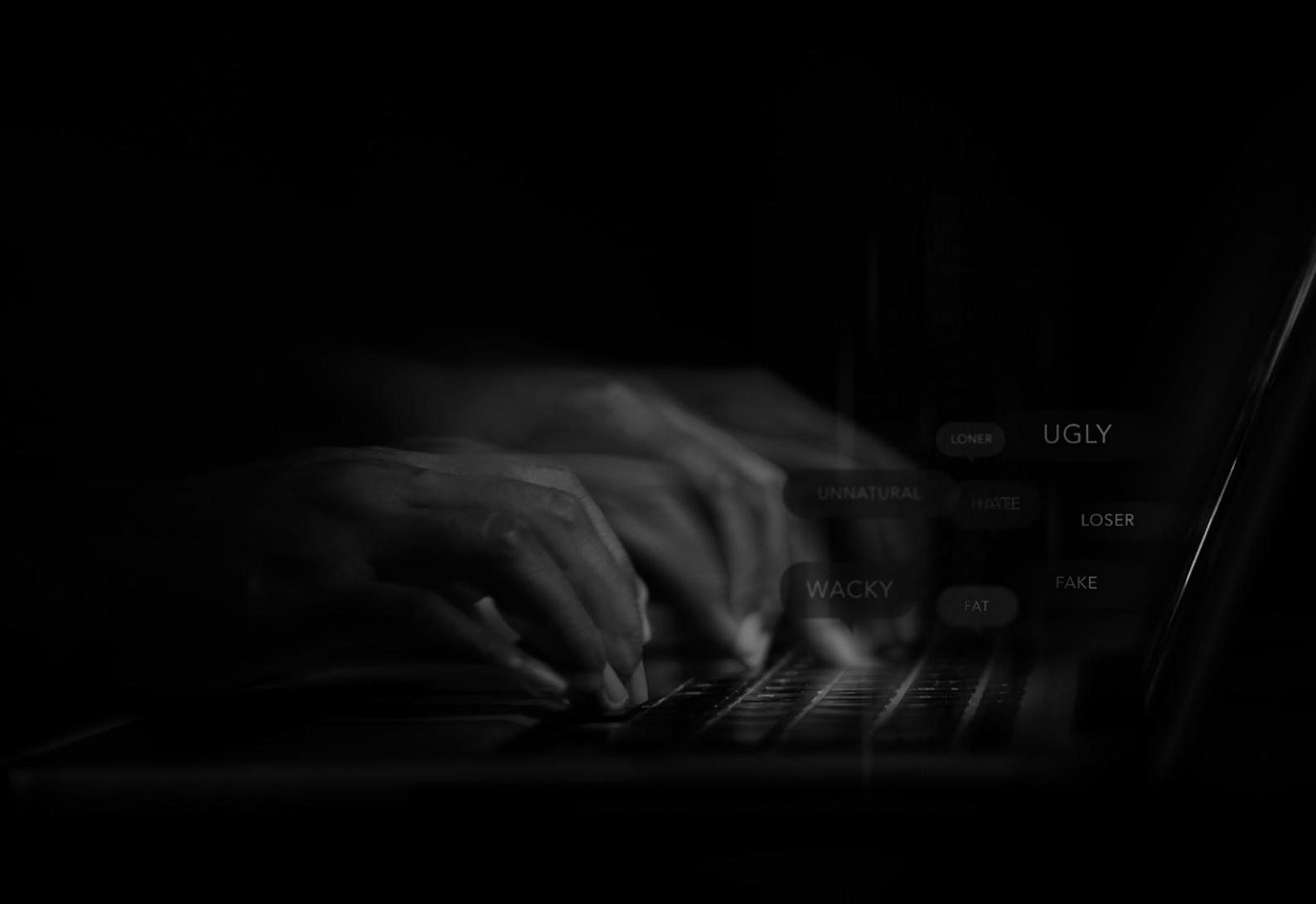
¹⁸ Council of Europe, **Framework convention for the protection of national minorities**, CETS No. 157, 1995.

¹⁹ Council of Europe, **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, 2003.

²⁰ ECtHR, **Lehideux and Isorni v. France**, No. 24662/94, 23 September 1998.

²¹ ECtHR, **Garaudy v. France**, No. 65831/01, 24 June 2003.

²² ECtHR, **Walendy v. Germany**, No. 21128/93, 11 January 1995.



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. According to the Human Rights Committee, in relation to the interpretation of the right to freedom of expression, the International Covenant on Civil and Political Rights (ICCPR) does “not permit general prohibition of expressions of an erroneous opinion or an incorrect interpretation of past events”.²³

²³ 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

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 to lead the EU's efforts to tackle antisemitism.

Following the unanimous adoption of the **Council declaration on antisemitism**,²⁴ the European Commission established a **Working Group on combating antisemitism** in 2018. The working group has met five times since its establishment. At the last meeting, in 2021, it gathered contributions from participants for the development of the EU strategy on combating antisemitism and fostering Jewish life.²⁵

In 2020, the Council of the European Union adopted a further **declaration on mainstreaming the fight against antisemitism across policy areas**.²⁶ 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 IHRA's working definition of antisemitism.

In 2021, the European Commission and IHRA published the **Handbook for the practical use of the IHRA working definition of antisemitism**.²⁷ The handbook draws on evidence that FRA has collected.

In 2021, the European Commission adopted its first ever **EU strategy on combating antisemitism and fostering Jewish life**.²⁸ To support the implementation of the strategy, the European Commission made the ad hoc **Working Group on combating antisemitism** a permanent arrangement. The first meeting of the working group on the implementation of the EU strategy on combating antisemitism and fostering Jewish life took place in December 2021. It **discussed the main actions** of the strategy, and how Member States, Jewish communities, civil society organisations and international organisations can support its implementation and use it to develop their national strategies. The **second meeting** took place in June 2022, and focused on antisemitic hatred and narratives. The meetings are attended by representatives of Member States and Jewish communities, as well as experts – including FRA.²⁹

²⁴ 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.

²⁵ More information concerning the topics discussed in the working group meetings can be found on the European Commission web page on the **working group**.

²⁶ Council of the European Union (2020), **Council Declaration on mainstreaming the fight against antisemitism across policy areas**, 13637/20, Brussels, 2 December 2020.

²⁷ European Commission and IHRA (2021), **Handbook for the practical use of the IHRA working definition of antisemitism**, Luxembourg, Publications Office.

²⁸ European Commission (2021), **EU strategy on combating antisemitism and fostering Jewish life (2021–2030)**, COM(2021) 615 final, Brussels, 5 October 2021.

²⁹ More information concerning the topics discussed at the meetings can be found on the **European Commission web page on the working group**.

Antisemitic conspiracies in the context of the coronavirus disease 2019 pandemic and Russia's invasion of Ukraine: international and European Union responses

Antisemitic disinformation and hatred has flourished online in the context of the coronavirus disease 2019 (COVID-19) pandemic and Russia's invasion of Ukraine. This has profoundly affected Jewish communities across Europe. FRA's **regular bulletins** on the impact of the COVID-19 pandemic on fundamental rights show the unequal ways in which it affects different population groups.

In particular, during the pandemic, existing antisemitic discourse has been revived, including forms of Holocaust trivialisation, and new antisemitic myths and conspiracy theories that blame Jews for the pandemic have come to the fore. As described in last year's report, the periods of confinement during lockdowns in 2020 may have resulted in fewer incidents of antisemitism in public spaces, whereas online antisemitism festered.

In 2021, international and research organisations confirmed a resurgence of Holocaust trivialisation and distortion, and of antisemitic conspiracies giving a misleading or false account/impression of the Holocaust in public space across Europe. For example, in February 2021, the UN Secretary-General, António Guterres, once more **highlighted the proliferation of antisemitic tropes** exposed by the COVID-19 pandemic, and pointed out **the resurgence of Holocaust denial and distortion**. Similarly, the **Anti-Defamation League** reported that, across Europe, protests against COVID-19 measures and vaccination campaigns portrayed a growing number of Holocaust symbols, imagery and analogies. According to the Anti-Defamation League, comparing the antisemitic Nazi-regime with governmental measures to contain the pandemic "represents an attempt to downplay the enormity of the Holocaust".

In January 2022, the UN General Assembly adopted a **resolution condemning Holocaust denial and distortion**, including online. It asked Member States to further Holocaust remembrance through educational programmes and urged social media companies to take appropriate steps.

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, online and offline, notably in the context of the COVID-19 pandemic.

In June 2022, the **second meeting of the Working Group on the implementation of the EU strategy on combating antisemitism and fostering Jewish life** discussed Russia's use of antisemitic narratives and disinformation as justification for its invasion of Ukraine. It highlighted insinuations of 'Nazi' leadership in Ukraine and the alleged genocide carried out by Ukrainians, and the situation of the Ukrainian Jewish community, as well as the misuse of terms such as 'Nazi' and 'genocide'. The meeting analysed the risks of fake narratives fuelling antisemitism by distorting notions of objective facts.

Combating antisemitism has been mainstreamed in a number of other policy areas.

For example, in 2016, the European Commission launched the **Code of conduct on countering illegal hate speech online**.³⁰ Together with major information technology (IT) companies, the European Commission carries out annual evaluations of the application of the code of conduct in practice by the IT companies through a **monitoring exercise**. The results of the **sixth evaluation exercise** show the predominance of hatred on the grounds of sexual orientation, with antisemitism comprising around 9 % of the reported grounds of hatred (e.g. out of 4,543 notifications submitted in March and April 2021 to the IT companies that have adopted the code of conduct).

The data in the box on online antisemitism below support the need for specific policy commitments in this area.

³⁰ European Commission (2016), **Code of conduct on countering illegal hate speech online**, Brussels, 30 June 2016.

Data available on antisemitism online

When collecting the most recent data for this report, efforts have been made to identify 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. However these variations may be based on the extent to which people report incidents of online antisemitism, and whether authorities and other organisations make independent efforts to identify such incidents.

- **Austria:** 97 online offences with an antisemitic bias motive were recorded in 2021 out of 269 total recorded offences with an antisemitic bias motive. Of the categories used to record the location of the incidents, 'online' is the largest category.
- **Belgium:** 56 complaints of antisemitism online were made to the national equality body (Unia) in 2020 – the most recent year for which data are available. This is out of a total of 115 complaints made to Unia concerning antisemitism.
- **Germany:** 1,194 politically motivated crimes committed online with an antisemitic motive were recorded in 2021 out of a total of 3,027 politically motivated crimes with an antisemitic motive.
- **France:** 43 online antisemitic threats were recorded in 2020 – the most recent year for which data are available. This was out of a total of 536 antisemitic threats recorded.
- **Netherlands:** 18 reports concerning antisemitism were recorded by a hotline for victims of online discrimination in 2021, representing 5 % of all complaints received.
- **Poland:** 9 incidents of antisemitism online were recorded in 2021 out of a total of 111 antisemitic incidents recorded.
- **Spain:** 1.1 % to 10.8 % of identified instances of online hate speech were antisemitic in 2021, depending on the month (monitoring every two months).
- **Sweden:** 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.

Other official sources do not specifically indicate the location where antisemitic incidents took place, but some provide this information for a broader category of hate crimes based on religion or belief. For example, in Finland, the internet was the most common location for hate crimes based on religion or belief. Some 25 % of these incidents took place online in 2021.

References to the data sources can be found in the country sections in this report. There, further data can be found about incidents of online antisemitism recorded in unofficial sources.

FRA ACTIVITY

FRA's project on online antisemitism

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 project will identify hate-motivated online content based on keyword searches in selected online platforms in four Member States: Bulgaria, Germany, Italy and Sweden. Findings from the project will be available in 2023.

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.

In 2019, the European Commission set up a **Working Group on hate crime recording, data collection and encouraging reporting** under the EU **High Level Group on combating hate speech and hate crime**.³¹ 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 2020–2025** in 2020.³² 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 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](#).

³² European Commission (2020), **A Union of equality: EU anti-racism action plan 2020–2025**, COM(2020) 565 final, Brussels, 18 September 2020.

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.³³ 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.

Based on the information received from national governments, 14 EU Member States had national strategies or action plans against antisemitism in place when this information was collected in May 2022. This includes those Member States that subsume combating antisemitism under broader strategies. A further eight EU Member States stated that they are developing such strategies or action plans.

³³ 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, European Commission.

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	No			
BG	Under development	Yes		n.a.
CY	No			
CZ	Under development	Yes	Yes	Yes
DE	Under development	Yes	n.a.	n.a.
DK	Yes	Yes	Yes	Yes
EE	Yes	Yes	Yes	Yes
EL	Yes	No	Yes	Yes
ES	Under development	Yes	Yes	Yes
FI	Yes	No	Yes	No
FR	Yes	Yes	Yes	Yes
HR	No			
HU	Under development	Yes	Not specified	Not specified
IE	No			
IT	Yes	Yes	Yes	Yes
LT	No			
LU	Under development	Yes	n.a.	n.a.
LV	Under development	No	Yes	n.a.
MT	Yes	No	Yes	No
NL	Yes	No	n.a.	n.a.
PL	Yes	No	No	Yes
PT	Yes	No	n.a.	Yes
RO	Yes	No	Yes	Yes
SE	Yes	No	Yes	
SI	Under development	Under debate	Yes	n.a.
SK	Yes	No	No	Yes
Observer countries				
AL	No			
MK	No information provided			
RS	No			

Source: **National liaison officers** – information collated by FRA, current as of May 2022. For more information on these strategies and actions plans, please consult the country sections in this report.

▲
Note:
n.a.: not available.

Use of the IHRA working definition of antisemitism

In its 2018 **declaration**, 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 following section 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 **national liaison officers** in all 27 EU Member States and Albania, North Macedonia and Serbia to provide this information covering 2011–2021.

In 2017, the governments of **Austria, Bulgaria, Germany** and **Romania** adopted or endorsed the IHRA definition.

In **Austria**, the IHRA working 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.

According to the information provided to FRA, a **Bulgarian** edition of **Addressing anti-semitism through education – Guidelines for policymakers** developed by the United Nations Educational, Scientific and Cultural Organization and ODIHR was published in January 2020. The edition acknowledges 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.

In **Germany**, a number of 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. Furthermore, the definition is included in the handouts of the Police Reporting Service for cases of politically motivated crime.

In 2018, the IHRA definition was adopted or endorsed by the governments of **Belgium, Lithuania, the Netherlands, North Macedonia, Slovakia, Slovenia** and **Sweden**.

In 2019, the governments of **Cyprus, Czechia, Greece** and **Hungary** adopted or endorsed the IHRA definition. In 2021, the Hungarian government called on its ministries to strengthen the application of the IHRA definition in all its relevant activities.

In **France**, the president endorsed the IHRA definition in February 2019, and the French national assembly adopted a resolution on the fight against antisemitism in January 2020, endorsing the IHRA definition. The **resolution** states that the IHRA definition is a useful educational and training tool that can help law enforcement and judicial authorities in their efforts to identify and prosecute

antisemitic attacks. The definition is used in training for staff of the ministries of justice, national education and the interior, and in schools of public service.

In 2020, the government of **Slovenia** adopted the IHRA definition.

In 2021, the government of **Poland** endorsed the IHRA definition and included it in its updated action plan on 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. Information on the endorsement was 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.

In **Belgium**, Unia (formerly the Interfederal Centre for Equal Opportunities) 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.³⁴ Belgian authorities have taken note of Unia's study as they prepare a position paper concerning the application of the IHRA definition.

In 2020, the governments of **Italy, Luxembourg, Serbia** and **Spain** adopted or endorsed the IHRA definition.³⁵ In October 2020, the **Albanian** parliament adopted the IHRA definition when it voted unanimously for a resolution on the matter. In this resolution, the parliament calls on the government to apply the definition, enhance the fight against antisemitism, and improve awareness raising and educational measures to fight antisemitism.

In **Italy**, 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. The national strategy against antisemitism applies the definition.

The **Luxembourg** government adopted the IHRA working definition in January 2020. Following a **parliamentary question** on the matter, the prime minister clarified in May 2021 that **Luxembourg** had adopted the IHRA definition without the examples that it includes.

In **Serbia**, the text of the working definition of antisemitism was published on the official website of the Office for Human and Minority Rights and was used for educational and information purposes.

In January 2020, the Committee for Education, Science and Culture of the Croatian parliament adopted the conclusion on encouraging the institutions of **Croatia** to promote the working definition of antisemitism, in accordance with the **European Parliament resolution of 1 June 2017 on combating antisemitism**. The Croatian version of the IHRA working definition has been published on the website of the Ministry of Science and Education. It instructed teachers to apply the definition in Croatian educational institutions.

In **Estonia**, the governmental policy paper *Concept of measures targeting antisemitism*, adopted in 2021, has applied the IHRA definition.

In **Finland**, police training on antisemitism has used the IHRA definition. The Finnish National Agency for Education has published materials for teachers on addressing antisemitism and the Holocaust in schools, which include the IHRA definition.

³⁴ UNIA (2021), **De IHRA-definitie van antisemitisme: analyse en voorstellen van Unia**.

³⁵ See the IHRA web page on **working definitions**.

Reports and evidence from international organisations

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](#).

The screenshot displays the EFRIS search interface. At the top, the FRA logo and the text 'EU FUNDAMENTAL RIGHTS INFORMATION SYSTEM' are visible. Below this, a blue banner contains the text: 'The European Union Fundamental Rights Information System EFRIS is a Human Rights Gateway, bringing together data and information from existing human rights databases, and enables viewing and analysis of relevant assessments of fundamental rights in the EU.' The interface features two tabs: 'TREATIES' and 'MECHANISMS'. Under the 'MECHANISMS' tab, there is a 'SEARCH BY:' section with two radio buttons: 'INSTRUMENT' (selected) and 'RIGHTS AREAS'. Below this are five filter sections, each with a search box and a list icon: 'Instrument' (Selected: Treaties, Council...), 'Country' (Selected: All countries), 'Rights areas' (Selected: All Rights areas), 'Sustainable Development Goal(s)' (No Sustainable Development Goal(s) available), and 'Reference period' (with a dropdown menu set to '-All years since creation d' and two date selection fields: '- Select start date -' and '- Select end date -'). A blue 'Search' button is located at the bottom right of the search area.

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.

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.³⁶ Similarly, in relation to the ICCPR, the Human Rights Committee monitors the implementation of the covenant.³⁷

Antisemitism is also addressed within the Universal Periodic Review (UPR), which supplements the expert assessments by the treaty bodies.³⁸ 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, Ireland and the Netherlands. These are included in the relevant country sections. Such references could not be identified in general comments in the context of the CCPR in 2021 for the other EU Member States, as well as for Albania, North Macedonia or Serbia.³⁹

³⁶ See the CERD **concluding observations database**.

³⁷ See the UN Human Rights Committee concluding observations database.

³⁸ UN, Human Rights Council (HRC) (2021), ‘**Universal Periodic Review**’.

³⁹ 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**, Luxembourg, Publications Office). Subsequent reports list the observations and recommendations published during the reference year of the relevant report.

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”.⁴⁰ 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 conclusions concerning the implementation of its earlier recommendations for four EU Member States (Croatia, Latvia, Malta and Portugal).

In 2021, ECRI also 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.

The recommendation welcomes the IHRA working definition of antisemitism, and asks member states to take it into account as a non-legal tool to understand and identify expressions of antisemitism, including contemporary forms. This is in line with *ECRI’s opinion on the IHRA working definition of antisemitism*, adopted at its 84th plenary meeting on 2 December 2020.⁴¹

In addition, ECRI established a task force to focus on terminology issues. It drafted an opinion on the concept of racialisation, which ECRI adopted in December 2021.

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 ‘bias motivations’, one of which is antisemitism. It 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-

⁴⁰ For more information on ECRI’s country monitoring work, see the Council of Europe [web page on the topic](#).

⁴¹ Council of Europe, ECRI (2020), **ECRI’s opinion on the IHRA working definition of antisemitism**, Strasbourg, Council of Europe.

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:

"Hate crimes are criminal acts motivated by bias or prejudice towards particular groups of people. To be considered a hate crime, the offence must meet two criteria: First, the act must constitute an offence under criminal law; second, the act must have been motivated by bias.

"Bias motivations can be broadly defined as preconceived negative opinions, stereotypical assumptions, intolerance or hatred directed to a particular group that shares a common characteristic, such as race, ethnicity, language, religion, nationality, sexual orientation, gender or any other fundamental characteristic. People with disabilities may also be victims of hate crimes.

"Hate crimes can include threats, property damage, assault, murder or any other criminal offence committed with a bias motivation. Hate crimes don't only affect individuals from specific groups. People or property merely associated with – or even perceived to be a member of – a group that shares a protected characteristic, such as human rights defenders, community centres or places of worship, can also be targets of hate crimes."⁴²

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 2020. Eleven EU Member States (Austria, Czechia, Denmark, Finland, France, Germany, Greece, the Netherlands, Poland, Spain and Sweden) provided ODIHR with data on antisemitic crimes for the purposes of the database. The data are included in the relevant country sections.⁴³

⁴² Office for Democratic Institutions and Human Rights (ODIHR) (2019), '[What is hate crime](#)'.

⁴³ For more information, see the [ODIHR online hate crime reporting database](#) – data are current as of July 2022.

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. At the time of writing, six Member States (Belgium, Czechia, France, Greece, Hungary and the Netherlands) had established cooperation mechanisms with civil society organisations. These 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.⁴⁴

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

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. For example, whereas data provided by the Police University College of Finland allow categorisation of suspects by sex, this was not reported by the vast majority of other countries.



⁴⁴ 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 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 three years in a row during 2011–2021;
- 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 three 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 2011 and 2021, 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.

In some countries, periods of heightened tensions in Israel and Palestine are followed by an increase in the number of antisemitic incidents. In the period examined in this report, for example, a peak in recorded antisemitic incidents in Austria and France in 2014 coincides with a conflict in Israel and Gaza in July to August 2014. 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.* 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.

* FRA (2018), Experiences and perceptions of antisemitism – Second survey on discrimination and hate crime against Jews in the EU, Luxembourg, Publications Office.

AUSTRIA

Official data

The State Protection and Intelligence Directorate (*Direktion Staatsschutz und Nachrichtendienst*, DSN) has been responsible for collecting data on antisemitic offences in Austria since 2021. The DSN replaces 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*, LVT) submit to it on a monthly basis.

These data are published annually in a report on the protection of the constitution (*Verfassungsschutzbericht*). The report deals with right-wing extremism, left-wing extremism, Islamist extremism and terrorism, espionage and proliferation of weapons.⁴⁵ The DSN's report provides data on antisemitic offences (*Tathandlungen*) in its section on right-wing extremism, under a broader category of right-wing extremist, xenophobic or racist, Islamophobic, antisemitic and other offences. Table 2 shows the total number of recorded antisemitic offences in 2011–2021.

TABLE 2: RECORDED ANTISEMITIC OFFENCES MOTIVATED BY RIGHT-WING EXTREMISM IN AUSTRIA, 2011-2021

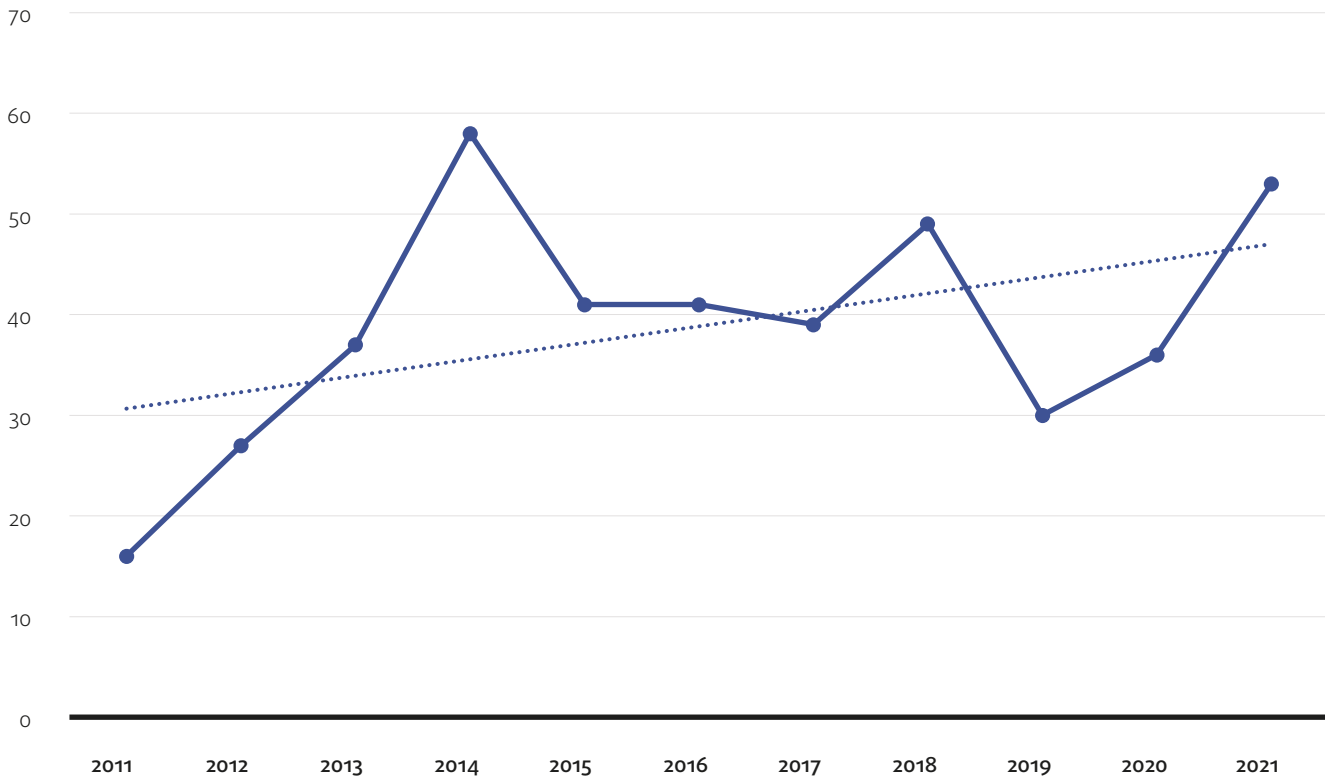
Year	Recorded antisemitic offences
2011	16
2012	27
2013	37
2014	58
2015	41
2016	41
2017	39
2018	49
2019	30
2020	36
2021	53

Source: Federal Ministry of the Interior (*Bundesministerium für Inneres*), BVT, 2011–2021

As Figure 1 shows, the 2011–2021 overall trend for recorded antisemitic offences motivated by right-wing extremism in Austria is increasing. In terms of the 10-year reference period, the 53 incidents recorded in 2021 is the second highest yearly number, after the 58 incidents in 2014. The number of incidents in 2021 is also a clear increase on the 36 antisemitic incidents recorded in 2020.

⁴⁵ For the latest available report, see Federal Ministry of the Interior (*Bundesministerium für Inneres*) (2021), *Verfassungsschutzbericht*, Vienna.

FIGURE 1: RECORDED ANTISEMITIC OFFENCES MOTIVATED BY RIGHT-WING EXTREMISM IN AUSTRIA, 2011-2021



Sources: Federal Ministry of the Interior (*Bundesministerium für Inneres*), BVT, 2011-2021; and DSN, 2022

▲
 Note:
 The dotted linear regression line indicates the trend based on data for 2011-2021.

The Federal Ministry of the Interior (*Bundesministerium für Inneres*) provided FRA with data on the nature of these offences, covering 2011-2021 (Table 3). These more detailed data show that recorded antisemitic offences generally consisted of verbal expressions or damage to property until 2020, with relatively few acts targeting individuals or organisations. There was an increase in the number of offences against an individual or organisation from two offences in 2020 to 14 offences in 2021. The increase in offences recorded in this category contributes greatly to the increase seen in the total number of offences recorded in 2021.

TABLE 3: NATURE OF RECORDED ANTISEMITIC OFFENCES IN AUSTRIA, 2010-2020

	Verbal expressions (including on the internet) or damage to property	Against an individual or an organisation	Total
2011	15	1	16
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

Sources: Federal Ministry of the Interior (Bundesministerium für Inneres), BVT, 2011-2021; and DSN, 2022

The police data processing system was expanded to record more details concerning the perpetrator’s motive in November 2020. This includes 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, 269 instances of bias motivation against Jews were recorded in the system in 2021, involving 226 suspects. Among the recorded offences there were 23 violent offences involving 25 victims. Out of all hate crimes against Jews in the police system, offences taking place online formed the largest group (97 bias motives), followed by public spaces (38 bias motives), private spaces (23 bias motives) and semi-public spaces (10 bias motives).



Furthermore, out of the 2,052 offences in the category ‘ideology/political views’ in 2021, a total of 917 offences concerned the Prohibition Act, which bans the proliferation of Nazi ideology or symbols. This number includes 135 violent offences. A total of 676 suspects were linked to the offences covered by the Prohibition Act, with 180 victims identified.

Unofficial data

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 report⁴⁶ includes descriptions of some of the antisemitic incidents brought to the attention of ZARA. 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.

The Jewish Community of Vienna (*Israelitische Kultusgemeinde Wien*, IKG) operates a service for reporting antisemitic incidents (*Antisemitismus Meldestelle*). IKG publishes the data concerning the incidents reported to it in annual reports, which have been published since 2019.⁴⁷

The statistics in the report by IKG for 2019 include the antisemitic incidents recorded by the Forum Against Antisemitism (*Forum gegen Antisemitismus*, FGA). FGA collected comparable data concerning antisemitic incidents in 2008–2017.⁴⁸ The numbers of antisemitic incidents recorded by FGA and later by IKG have increased every year over the period 2011–2021, 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 4 and Figure 2).

TABLE 4: UNOFFICIAL DATA ON ANTISEMITIC INCIDENTS IN AUSTRIA; FGA AND IKG, 2011-2021

Year	Recorded antisemitic incidents
2011	71
2012	135
2013	137
2014	255
2015	465
2016	477
2017	503
2018	n.a.
2019	550
2020	585
2021	965

Sources: FGA, 2011–2018; and IKG, 2020–2022

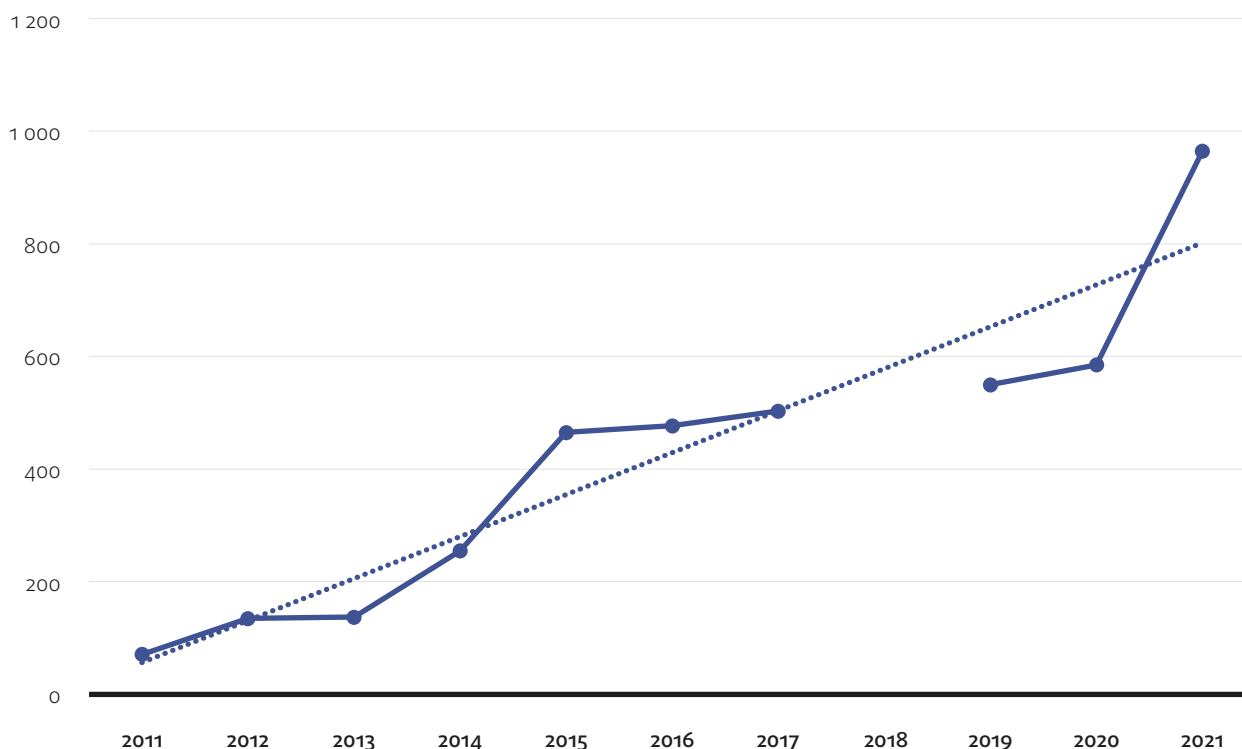
► Notes:
n.a., not available.

⁴⁶ ZARA (2022), *Rassismus Report 2021*, Vienna, ZARA.

⁴⁷ IKG (2022), *Antisemitische Vorfälle 2021 in Österreich*, Vienna, IKG.

⁴⁸ FGA (2018), *Antisemitismus Bericht 2017*.

FIGURE 2: UNOFFICIAL DATA ON ANTISEMITIC INCIDENTS IN AUSTRIA PUBLISHED BY FGA (2010–2017) AND IKG (2019–2020)



Sources: FGA, 2011–2019; and IKG, 2020–2022

▲
Notes:
The dotted linear regression line indicates the trend based on data for 2011–2021.

Reports from FGA (reference years 2010–2017) and IKG (reference years 2019–2021) provide additional details concerning the nature of recorded incidents. Owing to changes in the categories used to record the data, the overview provided in Table 5 presents the data as published in IKG reports since 2019. Earlier FRA reports include data on incident types as reported by FGA using a slightly different categorisation until 2017.

TABLE 5: NATURE OF ANTISEMITIC INCIDENTS RECORDED IN AUSTRIA – DATA PUBLISHED BY 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

Sources: IKG, 2020–2022

IKG’s reports contain further details of when the incident took place and the context. Specifically, 386 of the recorded incidents were on social media, and 131 in another online environment.

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 39 antisemitic hate crimes in 2020.

In 2021, the UN Human Rights Council published the recommendations stemming from the UPR for Austria related to countering antisemitism.⁴⁹ In the context of the UPR, the United States of America 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 a **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, with the **first implementation report** on the strategy published in 2022.

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 6.⁵⁰ In 2021, the Federal Police recorded, in total, 11 incidents in this category. This follows the 27 incidents recorded in 2020, which is the highest number of incidents recorded in 2011–2021.

⁴⁹ United Nations, Human Rights Council (2021), *Report of the Working Group on the Universal Periodic Review – Austria*, A/HRC/47/12, 9 April 2021.

⁵⁰ Belgium, Federal Police (2021), **Statistiques policières de criminalité – Belgique 2000–2021 (French)/Politiele Criminaliteitsstatistieken – België 2000–2021 (Dutch)**, Brussels, Federal Police.

TABLE 6: CASES OF HOLOCAUST DENIAL AND REVISIONISM RECORDED BY THE BELGIAN FEDERAL POLICE, 2011-2021

Year	Holocaust denial or trivialisation	Approving of or justifying the Holocaust	Not specified	Total
2011	0	2	0	2
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	5	6	0	11

Source: Federal Police, 2012-2022

The national equality body in Belgium (Unia, formerly the Interfederal Centre for Equal Opportunities) has a mandate to receive and handle complaints from members of the public pertaining to discrimination on many grounds. In 2021, it recorded 81 complaints of antisemitism, a decrease from 115 complaints in 2020 (Table 7).⁵¹ Although the number of complaints Unia receives has fluctuated from year to year, the overall trend points to an increase in recorded complaints in 2011-2021 (Figure 3).

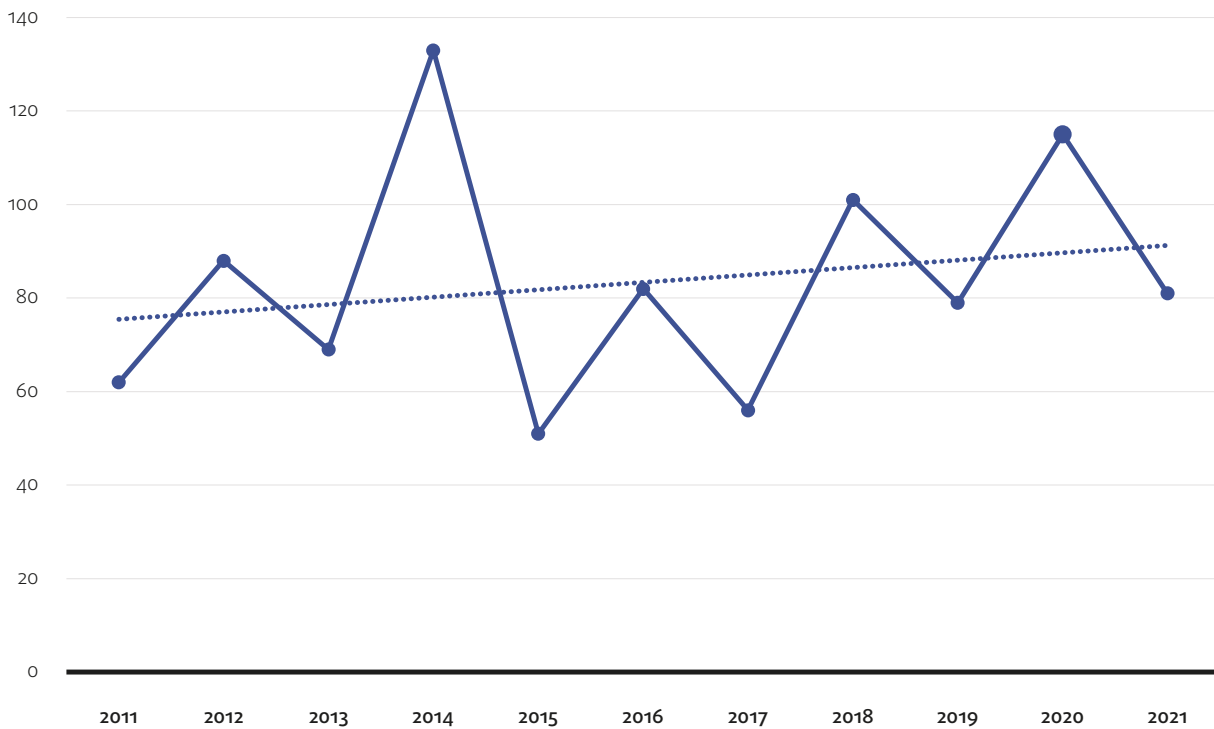
TABLE 7: COMPLAINTS OF ANTISEMITISM RECEIVED BY THE NATIONAL EQUALITY BODY (UNIA), 2011-2021

Year	Complaints of antisemitism
2011	62
2012	88
2013	69
2014	133
2015	51
2016	82
2017	56
2018	101
2019	79
2020	115
2021	81

Sources: Interfederal Centre for Equal Opportunities/Unia, annual reports; Unia (2020), **Rapport chiffres 2020**; and data provided to FRA upon request

⁵¹ Unia (2020), **Rapport chiffres 2020**, Brussels, Unia.

FIGURE 3: COMPLAINTS OF ANTISEMITISM RECEIVED BY THE NATIONAL EQUALITY BODY (UNIA), 2011-2021



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

▲
 Note:
 The dotted linear regression line indicates the trend based on data for 2011–2021.

Table 8 presents the number of complaints registered by Unia in 2013–2020, disaggregated by type of acts. During this time, only small changes were made to the categories used. The highest number of complaints of antisemitism was registered in 2014. In its 2015 report, Unia indicates that this increase is due to various factors, but the biggest contribution comes from complaints of antisemitism online.⁵²

The incident categories have changed in Unia’s report concerning incidents recorded in 2021, and therefore these data are not included in Table 8. Furthermore, in the 2021 report, the details are cases for which the investigation was closed during that year, as opposed to cases that were reported to Unia in 2021. Among the 82 cases for which the investigation was closed in 2021, 65.9 % involved hate speech, 20.7 % involved negationism, 7.3 % involved hate-motivated acts and 6.1 % involved discrimination. Unia notes that almost half of cases opened in 2021 concerned hate speech in various forms of media, mainly on social networks.

⁵² Interfederal Centre for Equal Opportunities (2015), **Le travail du centre exprimé en chiffres pour l’année 2014**, Brussels, Interfederal Centre for Equal Opportunities.

TABLE 8: COMPLAINTS OF ANTISEMITISM RECEIVED BY THE NATIONAL EQUALITY BODY (UNIA), 2013-2020

Year	Verbal aggression and threats	Harassment	Media	Internet	Violence	Vandalism	Education	Workplace	Others
2013	15	3	9	28	5	2	1	n.a.	6
2014	18	5	10	62	7	6	6	n.a.	19
2015	2	7	6	23	3	2	1	n.a.	7
2016	8	3	6	47	4	4	4	n.a.	6
2017	8	6	6	22	1	7	1	n.a.	5
2018	20	4	4	52	0	10	3	n.a.	8
2019	5	0	2	46	1	6	5	4	10
2020	4	3	12	56	0	4	0	4	32

Sources: Unia (formerly Interfederal Centre for Equal Opportunities), annual reports and data provided to FRA upon request

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*).

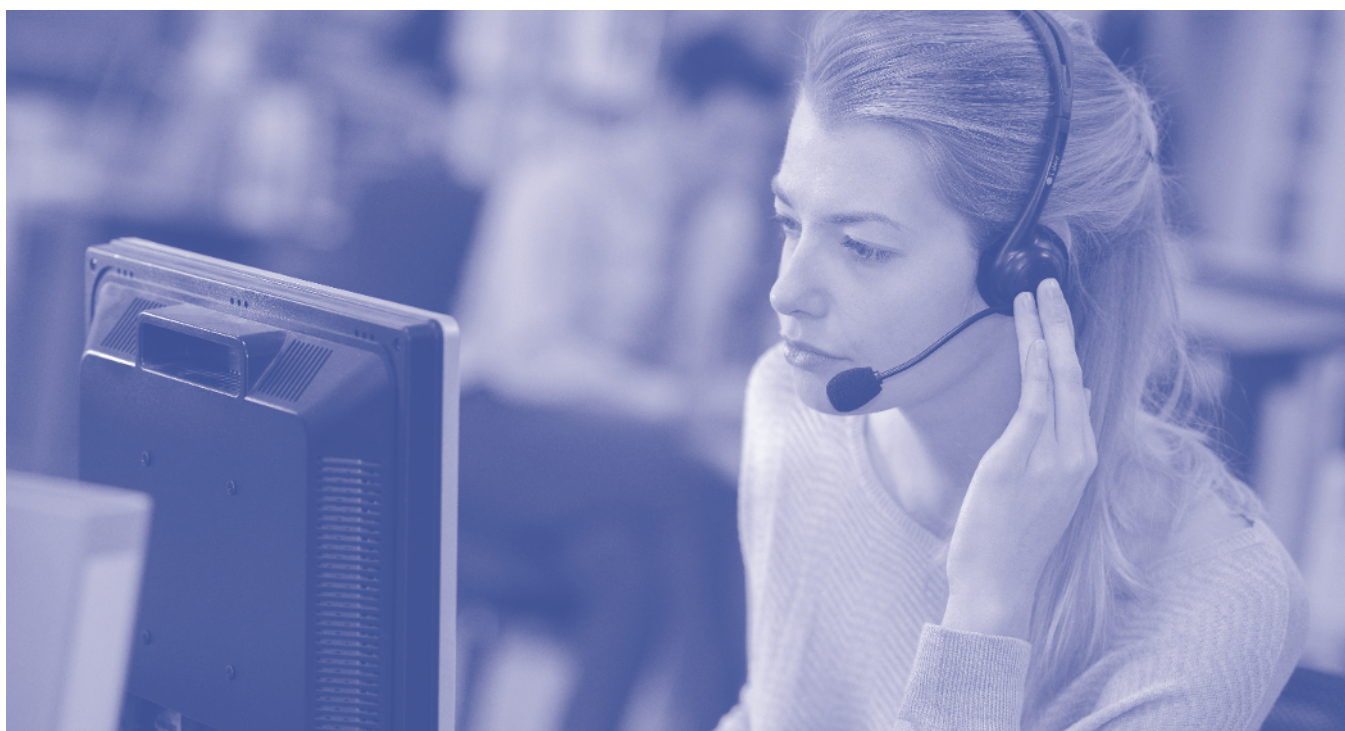
Data collected by Antisemitisme.be⁵³ show that, in 2021, the organisation recorded 119 antisemitic incidents, compared with 101 incidents in 2020 (Table 9). According to Antisemitisme.be, 83 of the 119 antisemitic incidents registered in 2021 were committed online.



Notes:

n.a., not available.

Data for 2021 are not included, as the categories used to disaggregate the cases have changed and are not fully comparable with those of previous years.



⁵³ Antisemitisme.be (2021), *Report annuel 2021 – Antisemitisme en Belgique*.

TABLE 9: ANTISEMITIC INCIDENTS REPORTED TO ANTISEMITISME.BE, 2011-2021

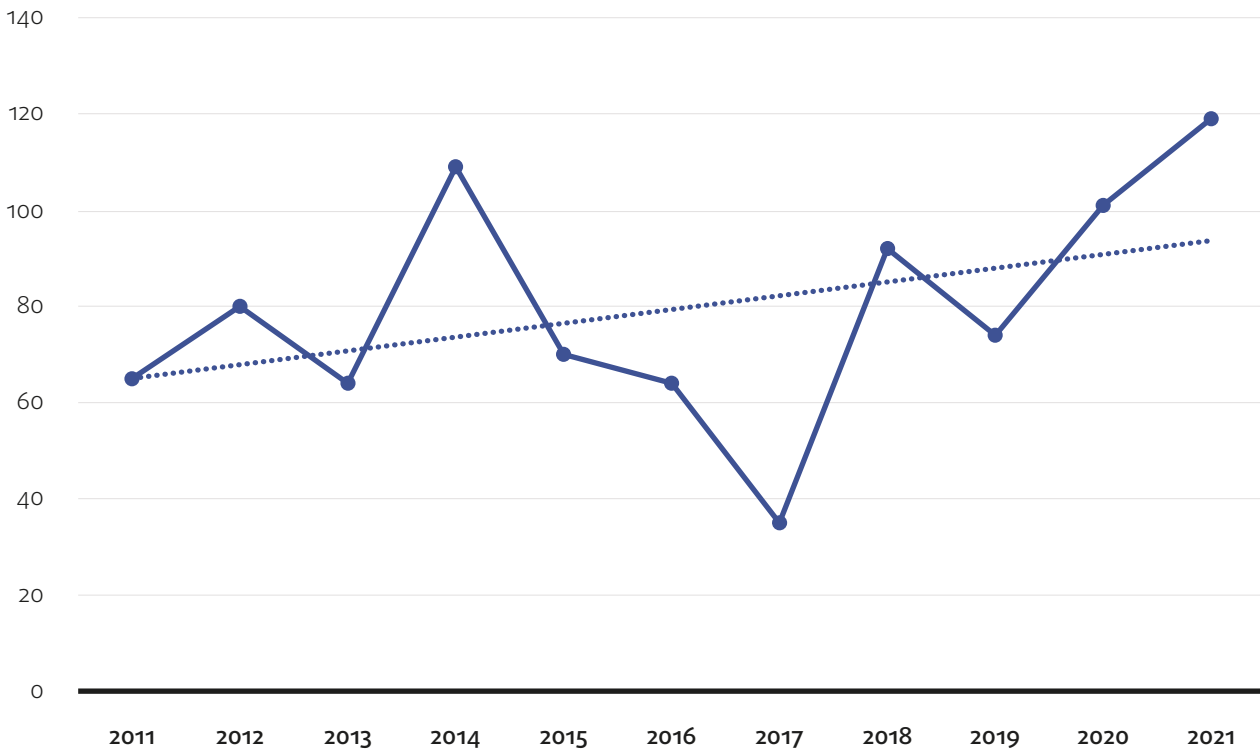
Year	Reported antisemitic incidents
2011	65
2012	80
2013	64
2014	109
2015	70
2016	64
2017	35
2018	92
2019	74
2020	101
2021	119

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

Note:
The dotted linear regression line indicates the trend based on data for 2011-2021.

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 2011-2021, followed by 2014 with 109 incidents.

FIGURE 4: ANTISEMITIC INCIDENTS REPORTED TO ANTISEMITISME.BE, 2011-2021



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

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, when 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.

TABLE 10: TYPES OF ANTISEMITIC INCIDENTS REPORTED TO ANTISEMITISME.BE, 2010-2020

Year	Violence	Threats	Desecration/property damage	Ideological	Internet	Attack
2010	7	3	5	12	25	n.a.
2011	7	5	3	23	27	n.a.
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.

Source: 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 indicated in Table 9. 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.⁵⁴

In the context of the UPR, the United States of America 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, CERD issued its concluding observations on Belgium, including the following regarding antisemitism:⁵⁵

⁵⁴ UN, Human Rights Council (2021), *Report of the Working Group on the Universal Periodic Review – Belgium*, A/HRC/48/8, 14 July 2021.

⁵⁵ 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.

“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 national strategy or action plan on combating antisemitism in place at the time of writing, although it was in the process of developing a national action plan against racism. In addition, Belgium planned to establish a coordination and monitoring mechanism to combat antisemitism in October 2022.

BULGARIA

Official data

The National Coordination on Combating Antisemitism and the Organisation of Jews in Bulgaria (Shalom)⁵⁶ inform the Ministry of Interior of antisemitic incidents that come to their attention. Between January 2021 and April 2022, they reported two antisemitic incidents to the ministry. From cases that are examined in court, the Ministry of Justice compiles statistics on people convicted. No one was convicted of antisemitic crime in Bulgaria in 2021 (Table 11).

TABLE 11: PEOPLE CONVICTED OF ANTISEMITIC CRIMES, MINISTRY OF JUSTICE, 2011-2021

Year	People convicted of antisemitic crimes
2011	0
2012	0
2013	1
2014	1
2015	2
2016	1
2017	1
2018	0
2019	0
2020	0
2021	0

Source: Computing Centre to the Chief Directorate of Implementation of Penal Sanctions at the Ministry of Justice

Unofficial data

No unofficial data were available at the time this report was compiled.

⁵⁶ For more information, see the [Shalom web page](#).

Strategy or action plan on combating antisemitism

Bulgaria's national action plan on antisemitism was under development at the time of writing. Drawn up in consultation with Jewish communities, 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.

CROATIA

Official data

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

TABLE 12: CRIMINAL OFFENCES MOTIVATED BY ANTISEMITISM RECORDED BY THE MINISTRY OF THE INTERIOR, 2012-2021

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

Source: Ministry of the Interior of Croatia, 2013-2022

Unofficial data

No unofficial data were available at the time this report was compiled.

Strategy or action plan on combating antisemitism

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

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'. The statistics for this category are available from 2015 onwards; in 2015-2020 no antisemitic incidents were recorded. No data were available for 2021 at the time this report was compiled.

Unofficial data

No unofficial data were available at the time this report was compiled.

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, for example in the *Strategic Police Plan 2020–2022*.

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.⁵⁷ These reports also provide data on the number of recorded criminal offences motivated by antisemitism (Table 13).

TABLE 13: RECORDED CRIMINAL OFFENCES MOTIVATED BY ANTISEMITISM IN CZECHIA, 2011–2021

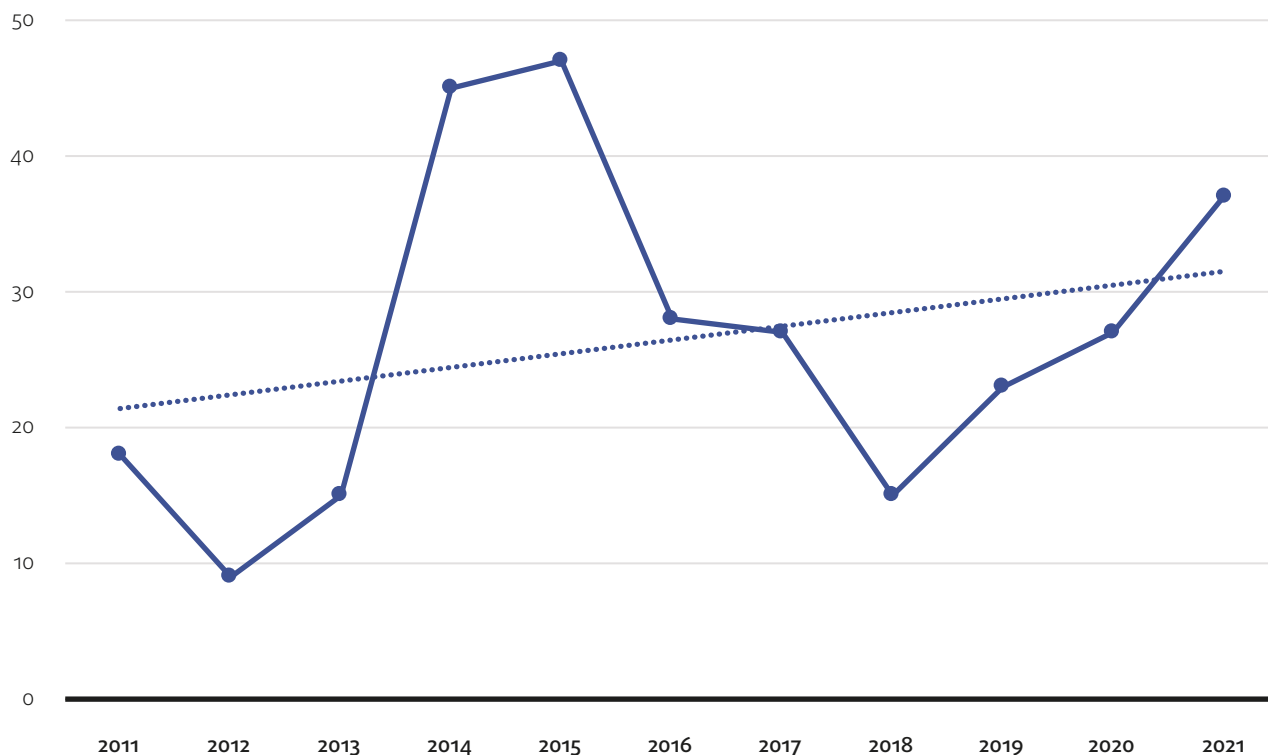
Year	Recorded criminal offences
2011	18
2012	9
2013	15
2014	45
2015	47
2016	28
2017	27
2018	15
2019	23
2020	27
2021	37

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

In 2021, the number of offences increased to 37, compared with 27 offences recorded in 2020 (Figure 5). Despite the increase in three consecutive years, from 2018 to 2021, the number of recorded offences remains below the level recorded in 2014–2015 (over 40 incidents per year).

⁵⁷ Czechia, Ministry of the Interior (2022), *Zpráva o extremismu a předsudečné nenávisti na území České republiky v roce 2021*, Prague.

FIGURE 5: RECORDED CRIMINAL OFFENCES MOTIVATED BY ANTISEMITISM IN CZECHIA, 2011-2021



Source: Ministry of the Interior, 2012–2022



Note:

The dotted linear regression line indicates the trend based on data for 2011–2021.

Unofficial data

The Federation of Jewish Communities in the Czech Republic (*Federace židovských obcí v ČR*) reports annually on antisemitic incidents in Czechia.⁵⁸ 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**.



⁵⁸ 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 in 2021**.

In 2021, the Federation of Jewish Communities in the Czech Republic registered 1,128 antisemitic incidents. This is a substantial increase compared with 874 incidents registered in 2020 and 694 incidents registered in 2019. It is also the highest number of incidents recorded in 2011–2021.

Almost all of the incidents registered in 2021 concern antisemitic texts, illustrations or speeches disseminated in media or online: 1,119 out of 1,128 incidents. The numbers of incidents in other categories remained close to those of previous years. The Federation of Jewish Communities further specifies that 1,099 of the reported incidents involve online manifestations of antisemitism, particularly in social media (789 incidents). Because of the large increase in registered antisemitic incidents in the category ‘media/web’ in recent years, the overall trend for 2011–2021 shows an increase in antisemitic incidents in Czechia (Table 14 and Figure 6).

TABLE 14: NUMBERS AND TYPES OF ANTISEMITIC INCIDENTS RECORDED IN CZECHIA BY THE FEDERATION OF JEWISH COMMUNITIES IN THE CZECH REPUBLIC, 2011–2021

Year	Attacks		Threats, insults and harassment*	Harassment	Media/web	Total
	Physical	Property				
2011	1	5	4	7	26	43
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**	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

► Notes:

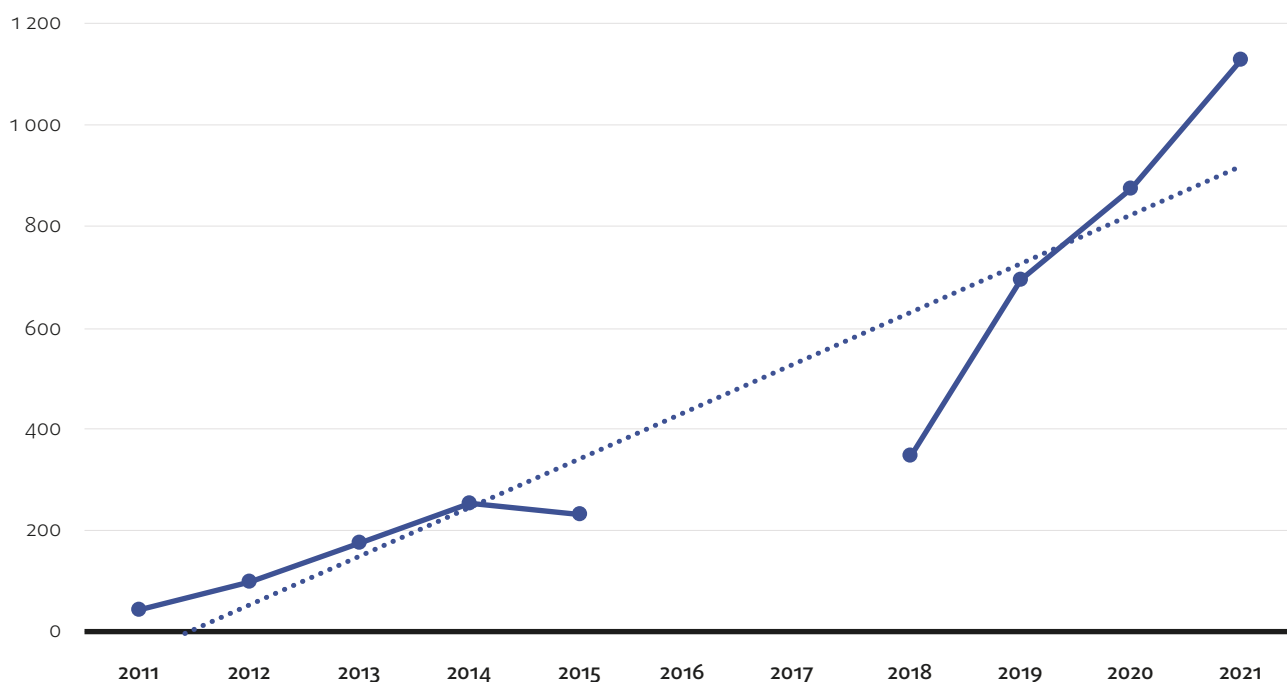
n.a., not available.

* The category ‘Threats, insults and harassment’ was only created in 2018. Until 2015, the data included in this category concerned only ‘threats’; ‘harassment’ was treated as a separate category.

** Not comparable with previous years because of changes in categorisation.

Sources: Forum Against Antisemitism, 2011–2012; Jewish Community of Prague, 2012–2016; and Federation of Jewish Communities in the Czech Republic, 2019–2022

FIGURE 6: ANTISEMITIC INCIDENTS RECORDED BY THE FEDERATION OF JEWISH COMMUNITIES IN THE CZECH REPUBLIC, 2011-2021



Sources: Forum Against Antisemitism, 2011–2012; Jewish Community of Prague, 2012–2016; and Federation of Jewish Communities in the Czech Republic, 2019–2022

Evidence and reports from international organisations

ODIHR’s national contact point for hate crime (Ministry of the Interior, Security Policy Department) reported 27 antisemitic hate crimes in 2020.

Strategy or action plan on combating antisemitism

Czechia’s national strategy against antisemitism was under development at the time of writing. Drawn up in consultation with Jewish communities, the strategy would 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.



Notes:

Data for 2016 and 2017 are not available.

The dotted linear regression line indicates the trend based on data for 2010–2015 and 2018–2021.



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 entirely comparable. In 2021, the Danish National Police recorded 94 crimes motivated by antisemitism, compared with 79 crimes recorded in 2020 (Table 15).⁵⁹ 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. This has generated a number of police reports, which have been registered as separate cases.

TABLE 15: EXTREMIST CRIMES TARGETING JEWS RECORDED BY PET, 2011-2013, AND CRIMES MOTIVATED BY ANTISEMITISM RECORDED BY THE DANISH NATIONAL POLICE, 2015-2021

Year	Recorded crimes
2011	5
2012	15
2013	10
2014	n.a.
2015	13*
2016	21
2017	38*
2018	26
2019	51
2020	79
2021	94

► Notes:

n.a., not available.

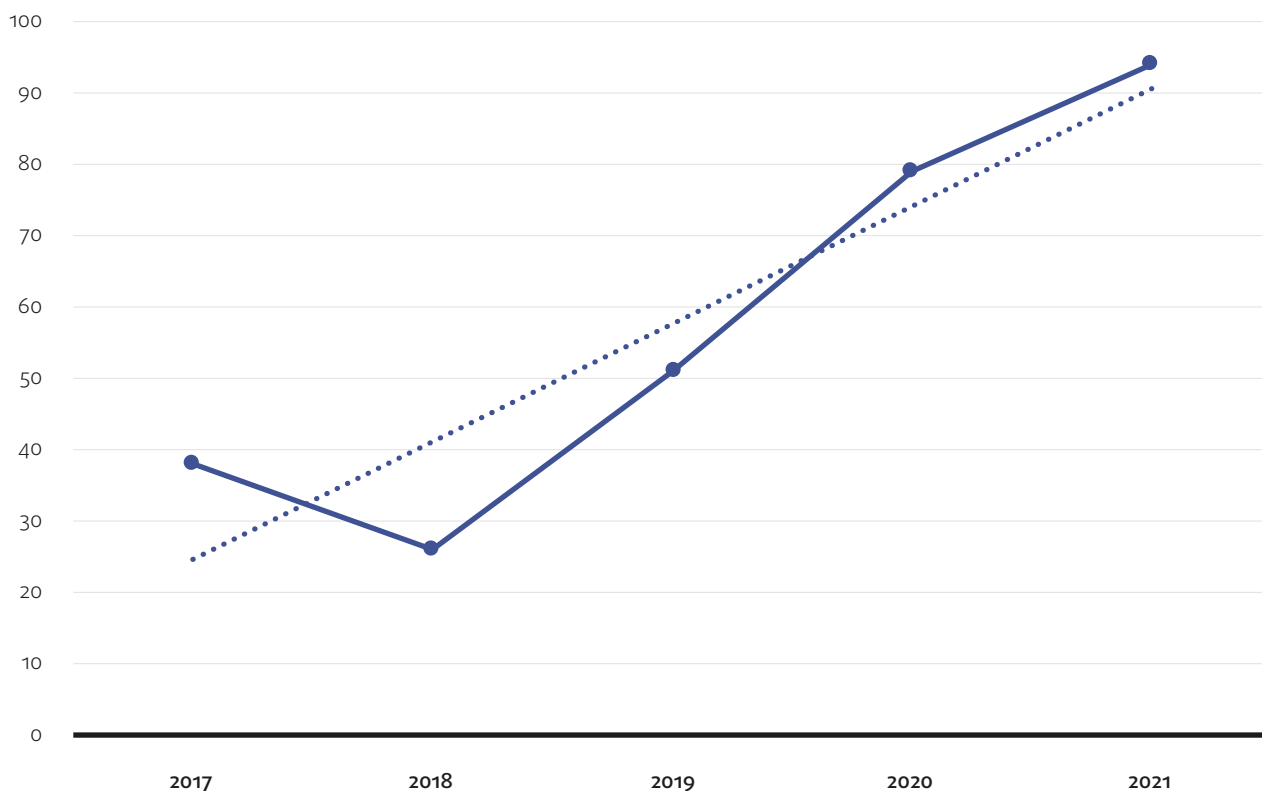
* Not comparable with previous years because of changes in methodology.

Sources: PET, 2012-2014; Danish National Police, 2016-2021; and data provided to FRA

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.

⁵⁹ Denmark, PET (2015), *Kriminelle forhold i 2013 med mulig ekstremistisk baggrund*; Danish National Police (2021), 'Statistik'.

FIGURE 7: CRIMES MOTIVATED BY ANTISEMITISM RECORDED BY THE DANISH NATIONAL POLICE, 2017-2021



Sources: Danish National Police, 2018-2021; 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 2019, when AKVAH recorded 37 antisemitic incidents, compared with 45 incidents in 2018 (Table 16).⁶⁰

▲
 Note:
 The dotted linear regression line indicates the trend based on data for 2017-2021.

⁶⁰ Denmark, Jewish Community in Denmark (*Det Jødiske Samfund i Danmark*) (2020), **Rapport om antisemitiske hændelser i Danmark 2019**, Copenhagen, Jewish Community in Denmark.

TABLE 16: ANTISEMITIC INCIDENTS RECORDED BY THE JEWISH COMMUNITY IN DENMARK, 2012-2021

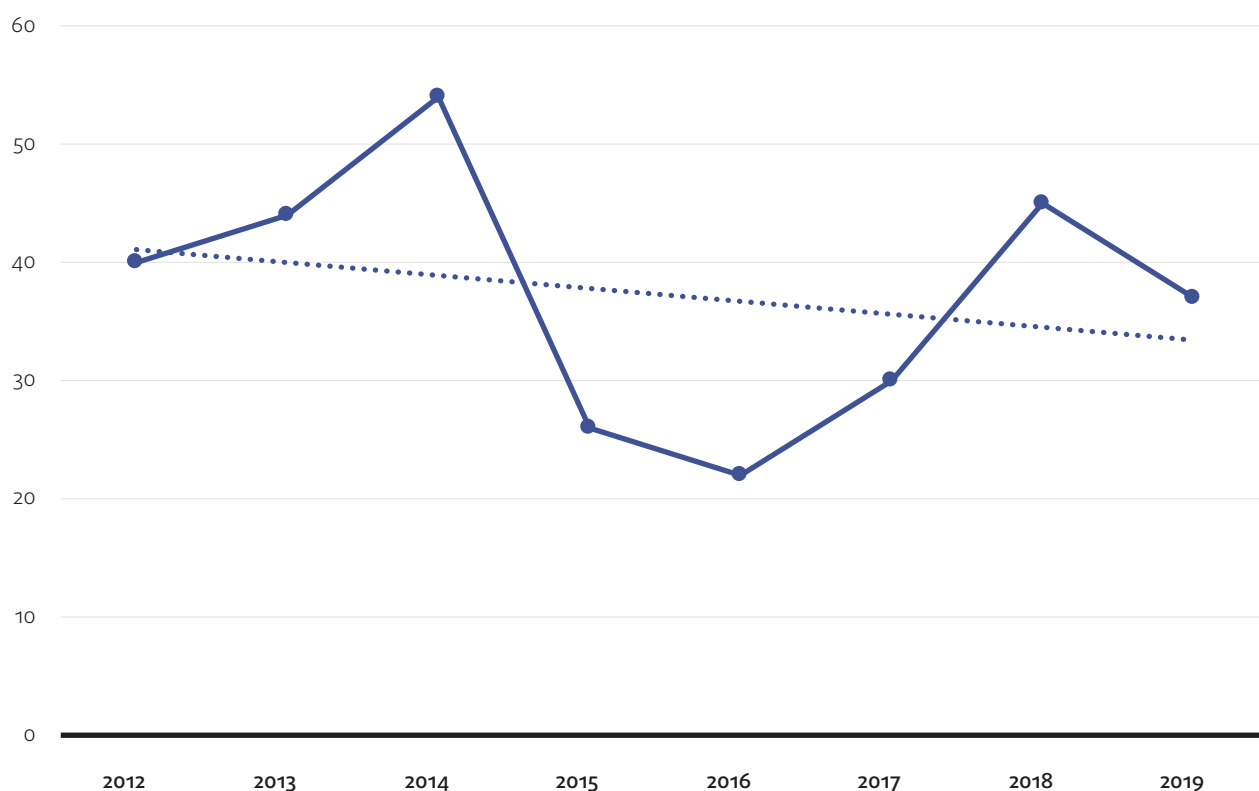
Year	Recorded incidents
2012	40
2013	44
2014	54
2015	26
2016	22
2017	30
2018	45
2019	37
2020	n.a.
2021	n.a.

► *Note:*
n.a., not available.

Source: Mosaic Religious Community 2013, Jewish Community in Denmark 2014-2021

After the number of recorded antisemitic incidents decreased to 22 in 2016, there was an increase in reported antisemitic incidents, with 30 cases reported in 2017 and 45 in 2018, followed by a decrease to 37 incidents in 2019 – the latest year for which data are available. The year 2014 still has the highest number of reported antisemitic incidents, with 54 recorded (Figure 8).

FIGURE 8: ANTISEMITIC INCIDENTS RECORDED IN DENMARK BY THE JEWISH COMMUNITY IN DENMARK, 2012-2019



Sources: Mosaic Religious Community, 2013; and Jewish Community in Denmark, 2014-2020

Evidence and reports from international organisations

ODIHR's national contact point for hate crime (Danish National Police) reported 635 antisemitic hate crimes in 2020.



Note:

The dotted linear regression line indicates the trend based on data for 2012-2019.

Strategy or action plan on combating antisemitism

Denmark adopted a 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

The Estonian government informed FRA that one antisemitic incident was brought to the attention of the authorities in 2021, involving a misdemeanour offence. No antisemitic crimes were recorded in 2020, whereas in 2019 the authorities recorded two crimes motivated by antisemitism. No antisemitic incidents or crimes were recorded in 2015-2018, and no statistics have been provided to FRA concerning 2011-2015.

Unofficial data

No unofficial data were available at the time 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.⁶¹ 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 17).

⁶¹ Rauta, J. (2022), **Poliisin tietoon tullut viharikollisuus Suomessa 2021**, Tampere, Poliisiammattikorkeakoulu.

TABLE 17: NUMBERS AND TYPES OF ANTISEMITIC CRIMES REPORTED TO THE POLICE, 2011-2021

Year	Verbal insult, threat, harassment	Physical assault (unilateral)	Property crime	Physical assault (mutual)	Crime after verbal provocation	Discrimination	Homicide	Other	Total
2011	0	4	2	0	0	0	n.a.	0	6
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	1	18
2021	12	1	4	0	0	0	0	n.a.	17

Source: Poliisiammattikorkeakoulu, 2011–2021

The number of recorded incidents was 17 in 2021 compared with 18 incidents recorded in 2020. In 2011–2021, 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 Police University College (*Poliisiammattikorkeakoulu*), regarding incidents against persons, a total of seven victims were recorded in 2021, three of them women and four men.



Note:

n.a., not available.

Unofficial data

No unofficial data were available at the time 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.

Strategy or action plan on combating antisemitism

The fight against antisemitism in Finland is subsumed under the **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 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.

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.⁶²

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 18). The CNCDH indicates in its reports that the measures adopted to prevent COVID-19 infections in France may have had an impact on the number of recorded antisemitic actions and threats, particularly in 2020. At the same time, the CNCDH notes that there was a resurgence of antisemitic discourse online and elsewhere in the public sphere in 2020 and 2021. Reflecting the situation before the pandemic, 687 antisemitic actions and threats were recorded in 2019 and 541 in 2018. The highest number of antisemitic actions and threats in 2010–2020 was recorded in 2014 (851 cases) (Figure 9).



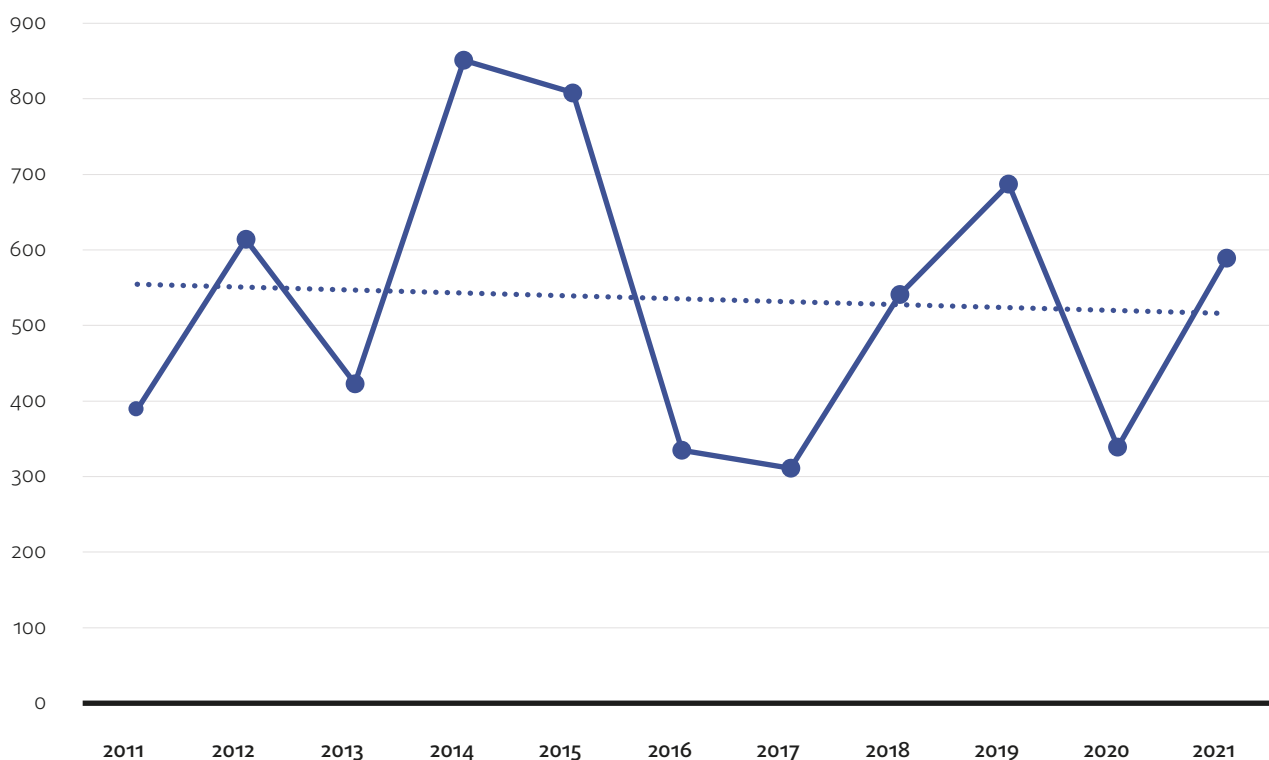
⁶² For the latest annual report on combating racism, antisemitism and xenophobia, see CNCDH (2022), **La lutte contre le racisme, l'antisémitisme et la xénophobie - Année 2021**, Paris, Direction de l'information légale et administrative.

TABLE 18: ANTISEMITIC ACTIONS AND THREATS RECORDED IN FRANCE, 2011-2021

Year	Antisemitic actions and threats
2011	389
2012	614
2013	423
2014	851
2015	808
2016	335
2017	311
2018	541
2019	687
2020	339
2021	589

Source: CNCDH annual reports, based on data provided by the Service central du renseignement territorial

FIGURE 9: ANTISEMITIC ACTIONS AND THREATS RECORDED IN FRANCE, 2011-2021



Source: CNCDH, 2012-2022

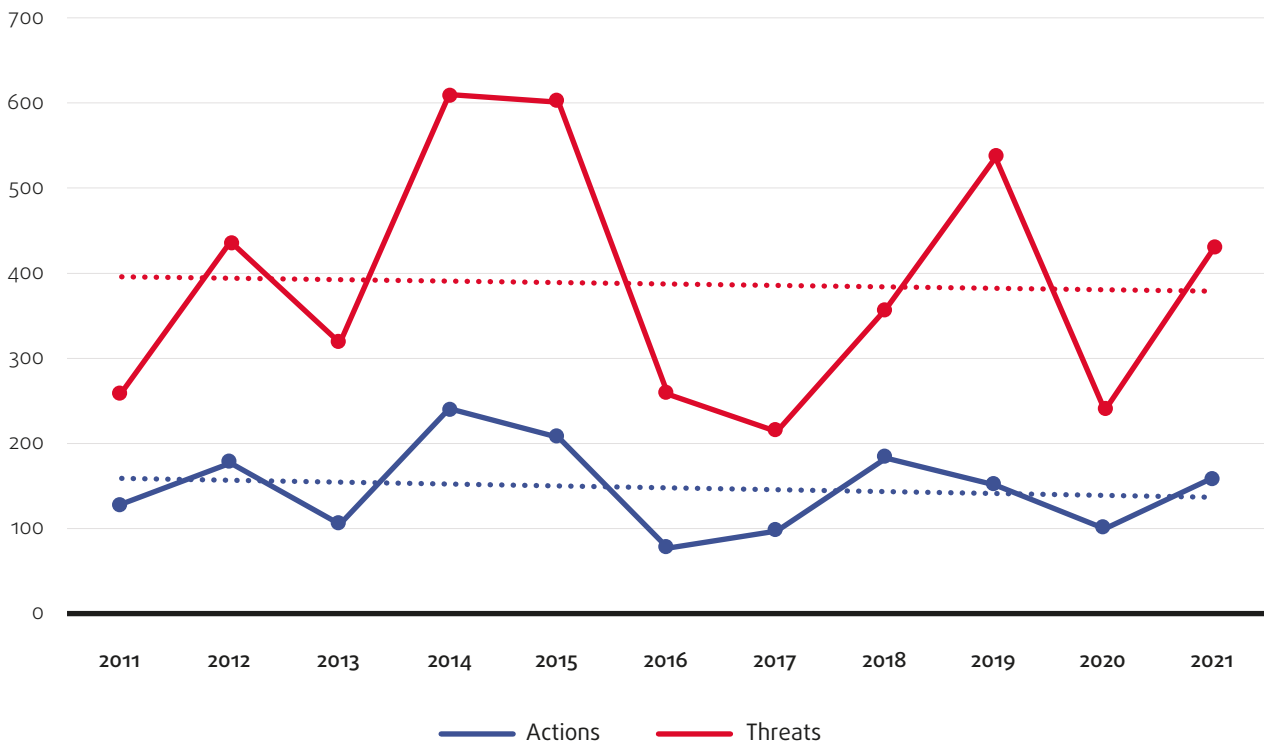
▲
Note:
The dotted linear regression line indicates the trend based on data for 2011-2021.

Unofficial data

The Service for the Protection of the Jewish Community (*Service de Protection de la Communauté Juive*, 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 SPCJ are aligned with data presented by the CNCDH, with a total of 589 actions and threats recorded in 2021. However, SPCJ reports present more detailed information concerning the recorded incidents, such as the number of antisemitic actions and threats, and characteristics of the incidents.⁶³

A separate trend analysis for actions and threats over the 2010–2020 period shows that threats (429 in 2021) are consistently reported in higher numbers than actions (160 in 2020). However, the overall trend for both actions and threats was relatively stable in 2010–2020, despite notable fluctuations in the number of incidents, particularly concerning antisemitic threats (Figure 10).

FIGURE 10: ANTISEMITIC ACTIONS AND THREATS RECORDED IN FRANCE, AS REPORTED BY SPCJ, 2011–2021



Source: SPCJ, 2011–2021

▲
 Note:
 The dotted linear regression lines indicate the trends based on data for 2010–2020.

Table 21 and Table 22 examine the recorded antisemitic acts and threats in more detail, according to the type of incident. In 2021, the most frequent types of antisemitic actions involved physical violence (60 incidents) or defacing and vandalising property (68 incidents). For antisemitic threats, the largest categories are graffiti (204 incidents in 2021), and threatening comments, gestures and insults (165 incidents).

⁶³ SPCJ (2021), *Rapport sur l'antisémitisme en France en 2020*; also available in English: *Report on Antisemitism in France in 2020*.

TABLE 21: TYPES OF ANTISEMITIC ACTIONS RECORDED IN FRANCE, 2011-2021

Year	Homicides or attempts	Physical violence	Terror attacks or attempts	Arson or attempts	Defacing and vandalising	Threatening in a place of worship	Total
2011	0	57	0	7	65	n.a.	129
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	3	35	n.a.	77
2017	1	29	0	0	64	n.a.	97
2018*	1	80	0	3	99	n.a.	183
2019*	0	45	0	5	101	n.a.	151**
2020*	0	44	0	2	54	n.a.	100
2021*	0	60	0	3	68	29	160

Source: SPCJ, 2011-2021

TABLE 22: TYPES OF ANTISEMITIC THREATS RECORDED IN FRANCE, AS REPORTED BY SPCJ, 2011-2021

Year	Threatening words and gestures, and insults	Flyers and hate mail	Graffiti	Total
2011	114	46	100	260
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

Source: SPCJ, 2011-2021



Note:

n.a., not available.

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

** 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.



Notes:

n.a., not available.

Evidence and reports from international organisations

ODIHR's national contact point for hate crime (Ministry of Justice, European and International Affairs Department) reported 2,672 antisemitic hate crimes in 2020.

Strategy or action plan on combating antisemitism

France adopted the **National plan against racism and anti-semitism (2018-2020)** (*Plan national de lutte contre le racisme et l'antisémitisme (2018-2020)*) in 2018, with a new plan under development at the time of writing. 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.

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 2021, the police recorded 3,027 politically motivated crimes with an antisemitic motive; this is the highest number recorded in 2011–2021 and the sixth consecutive year of an increase in the number of recorded crimes (Table 24). Out of the politically motivated crimes with an antisemitic motive recorded by the police in 2021, a total of 1,194 were committed online. As the number of recorded crimes has increased every year since 2015, the overview of 2011–2021 suggests an upward trend (Figure 11).

TABLE 23: NUMBER OF POLITICALLY MOTIVATED CRIMES WITH A PRESUMED ANTISEMITIC MOTIVE BY CATEGORY OF PERPETRATOR RECORDED IN GERMANY, 2011–2022

	Right wing	Left wing	Foreign ideology	Religious ideology*	Not attributable	Total
2011	1,188	6	24	n.a.	21	1,239
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*	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

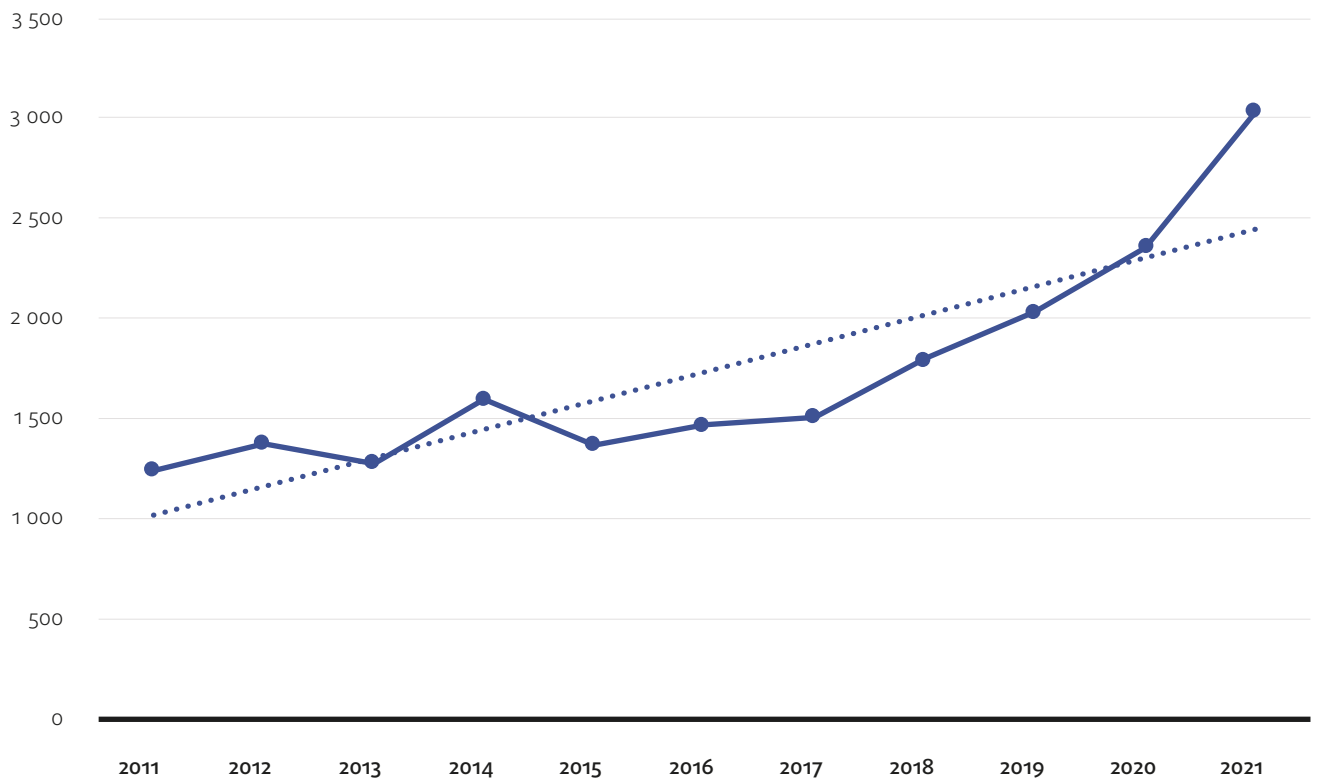
Source: KPMD PMK, 2012–2022

► Notes:

n.a., not available.

* The categories were changed in 2017. Before this, ‘religious ideology’ was included in the category ‘foreign ideology’.

FIGURE 11: POLITICALLY MOTIVATED CRIMES WITH AN ANTISEMITIC MOTIVE RECORDED IN GERMANY, 2011-2021



Source: KMPD PMK, 2012-2022

Published statistics do not fully disaggregate the types of politically motivated crimes committed with an antisemitic motive, besides the numbers of acts of violence recorded. Overall, the 2021 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 damage to property (*Sachbeschädigung*), which accounts for 27 % of all crimes, followed by dissemination of offensive material (*Propagandadelikte*), which accounts for 25 % of all crimes. Incitement to hatred accounts for 9 % of all politically motivated crimes.⁶⁴ In 2021, a total of 1,320 men and 186 women were accused of antisemitic crimes.

▲
 Note:
 The dotted linear regression line indicates the trend based on data for 2010-2020.

⁶⁴ Bundeskriminalamt (2021), *Politisch motivierte Kriminalität im Jahr 2020*, Wiesbaden, Bundeskriminalamt.

TABLE 24: NUMBER OF POLITICALLY MOTIVATED ACTS OF VIOLENCE WITH A PRESUMED ANTISEMITIC MOTIVE BY CATEGORY OF PERPETRATOR RECORDED IN GERMANY, 2011-2021

	Right wing	Left wing	Foreign ideology	Religious ideology*	Not attributable	Total
2011	26	1	2	n.a.	0	29
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*	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

Source: KMPD PMK, 2012-2022

► Notes:

n.a., not available.

* The categories were changed in 2017. Before this, 'religious ideology' was included in the category 'foreign ideology'.

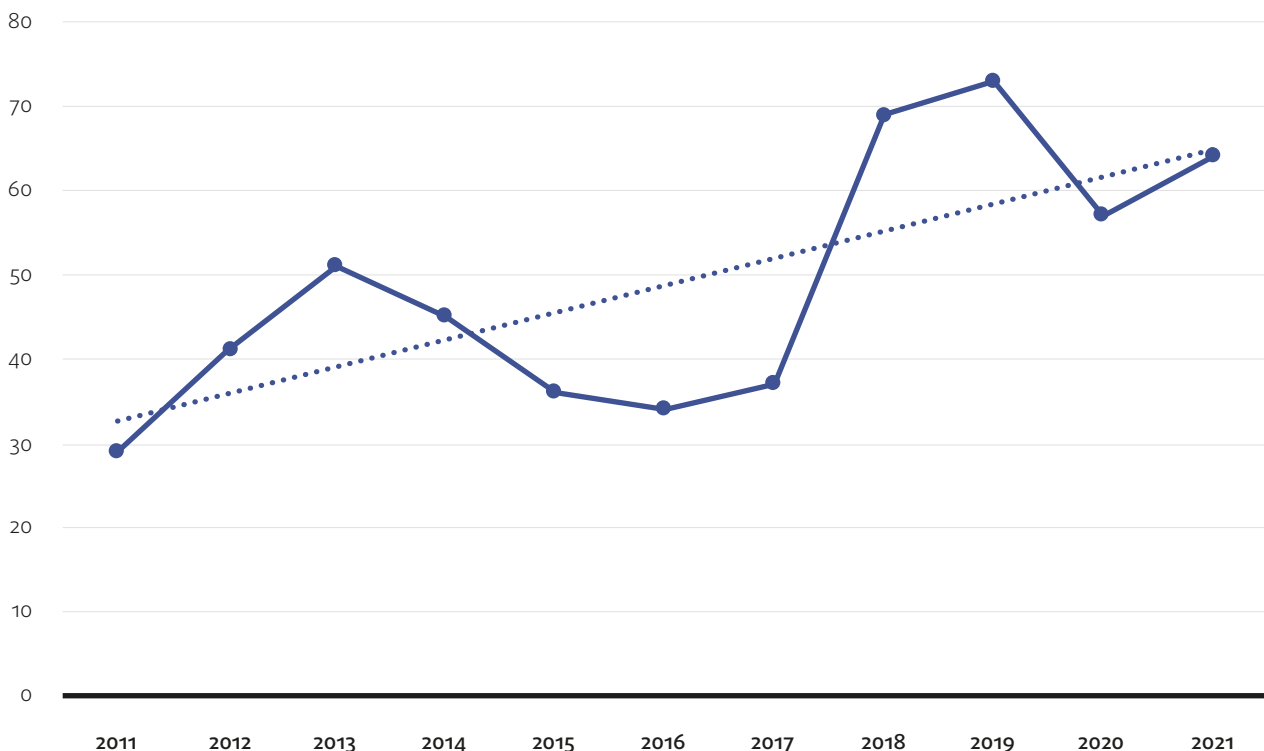
Note:

The dotted linear regression line indicates the trend based on data for 2011-2021.



Following a period of increase in the number of recorded acts of violence with an antisemitic motive in 2016-2019, the number fell to 57 in 2020. However, 2021 saw an increase to 64. The overall trend in 2011-2021 shows an increase in recorded acts of violence with an antisemitic motive (Figure 12). In 2021, 19 victims of recorded acts of violence with an antisemitic motive were men and nine were women. It is important to note that KMPD 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.

FIGURE 12: POLITICALLY MOTIVATED ACTS OF VIOLENCE WITH AN ANTISEMITIC MOTIVE RECORDED IN GERMANY, 2011-2021



Source: KMPD PMK, 2012-2022



Unofficial data

The Federal Association of Departments for Research and Information on Antisemitism (*Bundesverband der Recherche- und Informationsstellen Antisemitismus e.V.*, RIAS) operates a network consisting of Jewish organisations and civil society organisations for reporting antisemitic incidents. RIAS collects the data from its reporting website (www.report-antisemitism.de) using telephones and social media, from Jewish communities and other civil society organisations, and from the anti-discrimination commissioner in the Berlin Senate Department for Education, Youth and Family. RIAS has regular meetings with the Berlin state police and their statistics department to discuss individual incidents, and receives police data on a quarterly basis. Relevant incidents identified in these discussions are added to the RIAS database.

In 2021, the RIAS network recorded 2,738 antisemitic incidents, which consisted of 6 incidents of serious violence, 63 physical attacks, 204 incidents of damage to property, 101 incidents involving threats, 2,182 incidents of offensive acts and 182 incidents involving mass distribution of materials. In 2021, RIAS recorded the highest number of antisemitic incidents that took place online since RIAS started recording the location of the incident: 951 online incidents, which accounts for 40 % of all incidents in 2021. The next largest category is incidents that took place in public spaces (883 incidents). Of the antisemitic incidents recorded in 2021, 851 were recorded as directly related to the COVID-19 pandemic, accounting for 31 % of all antisemitic incidents recorded.

Most of these incidents were recorded in the five German states where RIAS has local organisations. In total, 447 incidents were recorded in Bavaria (239 in 2020), 1,052 in Berlin (1,019 in 2020), 141 in Brandenburg (138 in 2020), 53 in Schleswig-Holstein (56 in 2020) and 92 in Thuringia, the latest state to start recording information on antisemitic incidents as a part of RIAS.⁶⁵ The annual report by RIAS includes further details of the recorded incidents, including incident types and motivations.

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.⁶⁶ 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 25 presents the number of antisemitic incidents recorded by the Amadeu Antonio Foundation in 2011–2021. In 2012, the foundation recorded the highest annual number of incidents in the period (304). 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 an overview of the situation in 2011–2021 suggests an upward trend (Figure 13).

TABLE 25: ANTISEMITIC INCIDENTS IN GERMANY RECORDED BY THE AMADEU ANTONIO FOUNDATION, 2011–2021

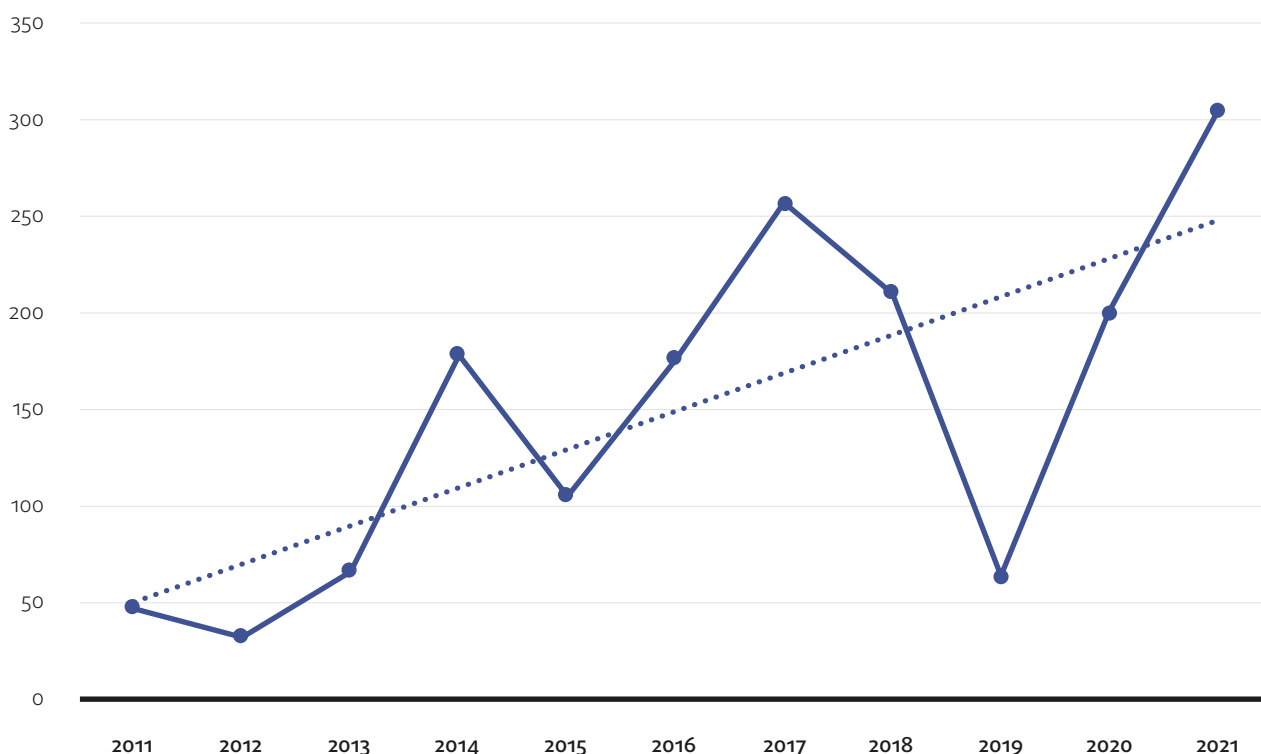
Year	Recorded antisemitic incidents
2011	47
2012	32
2013	66
2014	178
2015	105
2016	176
2017	257
2018	210
2019	64
2020	201
2021	304

Source: Amadeu Antonio Foundation, 2012–2022

⁶⁵ RIAS (2022), **Antisemitische Vorfälle in Deutschland 2021**, Berlin, RIAS.

⁶⁶ Amadeu Antonio Foundation (n.d.), ‘**Chronik antisemitischer Vorfälle**’.

FIGURE 13: ANTISEMITIC INCIDENTS IN GERMANY RECORDED BY THE AMADEU ANTONIO FOUNDATION, 2011-2021



Source: Amadeu Antonio Foundation, 2012-2022



Note:

The dotted linear regression line indicates the trend based on data for 2011-2021.

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.

Strategy or action plan on combating antisemitism

Germany's national strategy against antisemitism and for Jewish life was under development at the time of writing, with its adoption expected in 2022. The strategy will be 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 2021 (Table 26). This is a decrease from nine incidents recorded in 2020, and 10 incidents recorded in both 2019 and 2018.

TABLE 26: NUMBER OF INCIDENTS MOTIVATED BY ANTISEMITISM RECORDED BY POLICE AND NUMBER OF PROSECUTED CASES PERTAINING TO ANTISEMITISM IN GREECE, 2011-2021

	Incidents motivated by antisemitism	Prosecuted cases
2011	3	3
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

Sources: Hellenic Police Headquarters; and District Attorneys' Offices to the Ministry of Justice, Transparency and Human Rights, 2012-2022

In addition, 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.⁶⁷ These data are collected from religious communities, the police, the public prosecutor and other state authorities. In 2021, the data included three incidents against Jewish religious sites, compared with 10 incidents in 2020 and five incidents in 2019.

Unofficial data

In 2021, the Racist Violence Recording Network recorded two incidents against Jewish sacred sites.⁶⁸ 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). The network did not record any antisemitic incidents in 2020, whereas it recorded two incidents of desecration of Holocaust memorials in 2019 and nine antisemitic incidents in 2018.

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.

Strategy or action plan on combating antisemitism

Combating antisemitism in Greece is subsumed under the **National action plan against racism and intolerance**, 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.

⁶⁷ 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'.

⁶⁸ Racist Violence Recording Network (2022), **Annual report 2021**.

Combating antisemitism is mainstreamed across the action plan, which includes measures in the following areas: combating antisemitic hate speech, hate crime and discrimination; education; and Holocaust remembrance.

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.⁶⁹

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 2021, TEV recorded 37 antisemitic incidents (Table 27).⁷⁰ When looking at 2013–2021, the overall trend is that the number of recorded antisemitic incidents is decreasing, despite an increase in the recorded number of antisemitic incidents from 30 in 2020 to 37 in 2021 (Figure 14). Most of these incidents involve hate speech, followed by vandalism (Table 28).

TABLE 27: NUMBER OF RECORDED ANTISEMITIC HATE CRIMES IN HUNGARY, TEV, 2013–2021

Year	Recorded antisemitic incidents
2013	61*
2014	37
2015	52
2016	48
2017	37
2018	32
2019	35
2020	30
2021	37

Source: TEV, 2014–2022

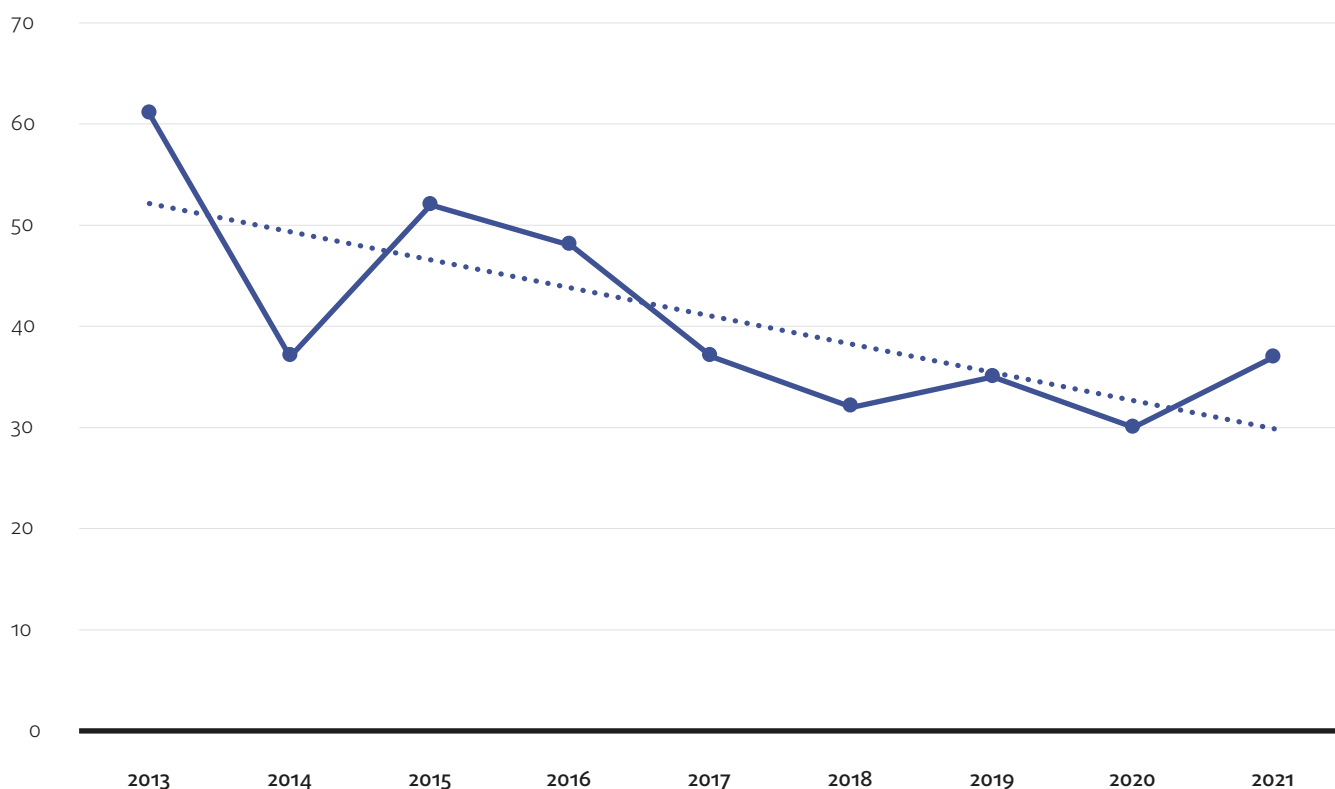
◀ Note:

* Between May 2013 and December 2013.

⁶⁹ FRA (2018), *Hate crime recording and data collection practice across the EU*, Luxembourg, Publications Office, p. 77.

⁷⁰ TEV (2020), *Annual reports (Éves jelentések)* and data provided to FRA on request.

FIGURE 14: RECORDED ANTISEMITIC INCIDENTS IN HUNGARY, TEV, 2013-2021



Source: TEV, 2014-2022



Note:

The dotted linear regression line indicates the trend based on data for 2013-2021.

TABLE 28: NUMBERS AND TYPES OF ANTISEMITIC INCIDENTS RECORDED IN HUNGARY, TEV, 2014-2021

	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

Source: TEV, 2015-2022

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.⁷¹ In the context of the UPR, the United States of America recommended that Hungary “[c]ombat intolerance and discrimination against members of vulnerable groups, including refugees, asylum seekers, migrants, women and

⁷¹ UN, Human Rights Council (2021), *Report of the Working Group on the Universal Periodic Review – Hungary*, A/HRC/49/8, 21 December 2021.



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" (128.44). Eswatini recommended that Hungary "[s]trengthen laws to eradicate stereotyping and discrimination against migrants, refugees, Jews and Roma" (128.251).

Strategy or action plan on combating antisemitism

Hungary's national strategy against antisemitism was under development at the time of writing.

IRELAND

Official data

The police recorded three hate crimes with antisemitic motivation 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 2018.⁷² Hate crime data for 2020 have not been delivered to the organisation owing to the introduction of Police Using Leading Systems Effectively (PULSE), a new crime registration system developed for the police in Ireland, ODIHR notes.

The Personal Representative of the OSCE Chairperson-in-Office on Combating Anti-Semitism visited Ireland on 24–25 June 2019. The report notes that "[t]he small number of recorded anti-Semitic incidents thus precludes specific

⁷² ODIHR (2021), 'Hate crime reporting – Ireland'.

data being made public”, while also noting the perception of authorities that hate crimes are being under-reported.⁷³ 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 at the time this report was compiled.

Evidence and reports from international organisations

In 2021, the UN Human Rights Council published the recommendations stemming from the UPR for Ireland related to countering antisemitism.⁷⁴

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

Strategy or action plan on combating antisemitism

Combating antisemitism is subsumed under the fight against hate crime. Ireland was developing a national anti-racism action plan at the time of writing this report.

ITALY

Official data

The national inter-agency crime recording database (System of Investigation – *Sistema di Indagine*, SDI) 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.

The Observatory for Security against Acts of Discrimination (OSCAD)⁷⁵ collects data on antisemitic incidents as part of its hate crime monitoring activities. In 2021, OSCAD identified 101 cases involving antisemitism based on investigations conducted by either the National Police or the Carabinieri Corps (Table 29). The recorded cases can include one or more antisemitic hate crimes.⁷⁶ 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.

⁷³ 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.

⁷⁴ UN, Human Rights Council (2021), *Report of the Working Group on the Universal Periodic Review – Ireland*, A/HRC/49/18, 14 December 2021.

⁷⁵ OSCAD was established within the Ministry of 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.

⁷⁶ That is, one case may involve several crimes – for example when a case involves multiple victims.

TABLE 29: RECORDED CASES OF ANTISEMITIC CRIMINAL CONDUCT IN ITALY, 2011-2021

Year	Cases total
2011	23
2012	28
2013	50
2014	68
2015	50
2016	35
2017	32
2018	56
2019	91*
2020	101
2021	101

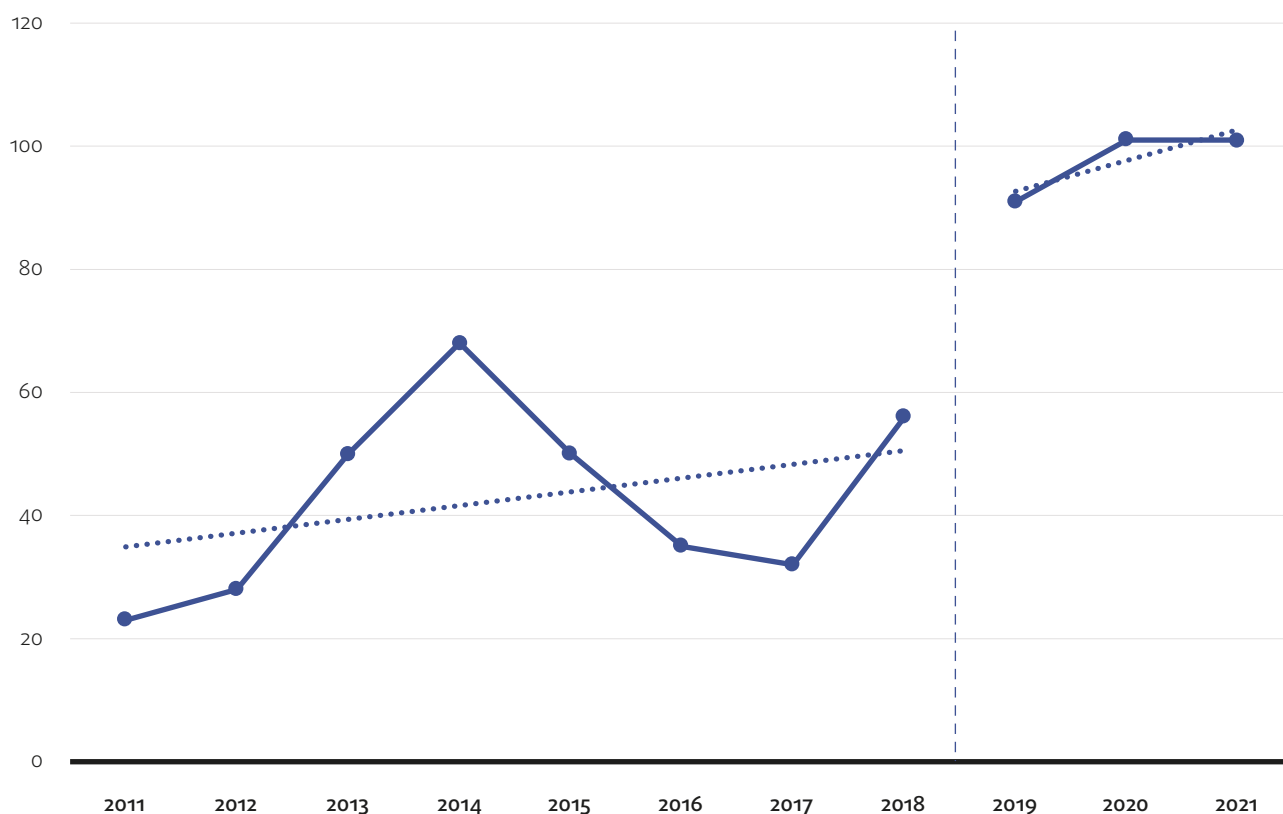
Sources: DIGOS, 2011-2019; and OSCAD (including data from the National Police and Carabinieri Corps), 2021-2022

◀ Note:

* Data for 2019 and 2020 are not comparable with 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 make an assessment of the trends in recorded antisemitic cases across the full period 2011-2021. Statistics collected by DIGOS in 2010-2018 point to an overall upward trend in this period (Figure 15). According to the authorities, the changes introduced to the data collection methods in 2019 have improved OSCAD's monitoring of antisemitic crime. Improvements in the data sharing mechanism 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, 2011-2021



Sources: DIGOS, 2012–2019; and OSCAD (including data from the National Police and Carabinieri Corps), 2020–2022

▲
 Note:
 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 2011–2018 and, after the break in the time series, for 2019–2021.

In the data collected by DIGOS in 2011–2018 and by OSCAD for 2019–2021, it is possible to identify the number of people cited and those arrested for antisemitic criminal conduct (Table 30).

TABLE 30: PEOPLE CITED AND ARRESTED IN CONNECTION WITH ANTISEMITIC CRIMINAL CONDUCT IN ITALY, 2011-2022

	Cited persons	Arrested persons
2011	1	1
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

Sources: DIGOS, 2012–2019; and OSCAD (including data from the National Police and Carabinieri Corps), 2020–2022

The statistics collected by OSCAD for 2019–2021 allow for a further disaggregation by type of crime involved (Table 31). Overall in 2021, the most recorded crime involved incitement to violence: 79 crimes.

TABLE 31: ANTISEMITIC CRIMES, BY TYPE OF CRIME, 2019–2021

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

Source: OSCAD, 2020–2022

◀ Note:

n.a., not available.

* Category 'Incitement to violence' includes, among other things, racist writings, symbols, banners and leaflets.

Unofficial data

The Observatory of Contemporary Anti-Jewish Prejudice (*Osservatorio sul pregiudizio antiebraico contemporaneo*) records incidents of antisemitism in Italy, with a particular focus on the internet.⁷⁷ In 2021, the observatory recorded 226 antisemitic incidents, after 230 incidents were recorded in 2020 and 251 were recorded in 2019, which was the highest number of incidents recorded in 2011–2021 (Table 32).

TABLE 32: RECORDED ANTISEMITIC INCIDENTS IN ITALY, 2011–2021

Year	Recorded incidents
2011	58
2012	87
2013	49
2014	86
2015	61
2016	130
2017	111
2018	181
2019	251
2020	230
2021	226

Source: Observatory of Contemporary Anti-Jewish Prejudice, 2012–2022

⁷⁷ Osservatorio antisemitismo (n.d.), 'Episodi di antisemitismo in Italia'.



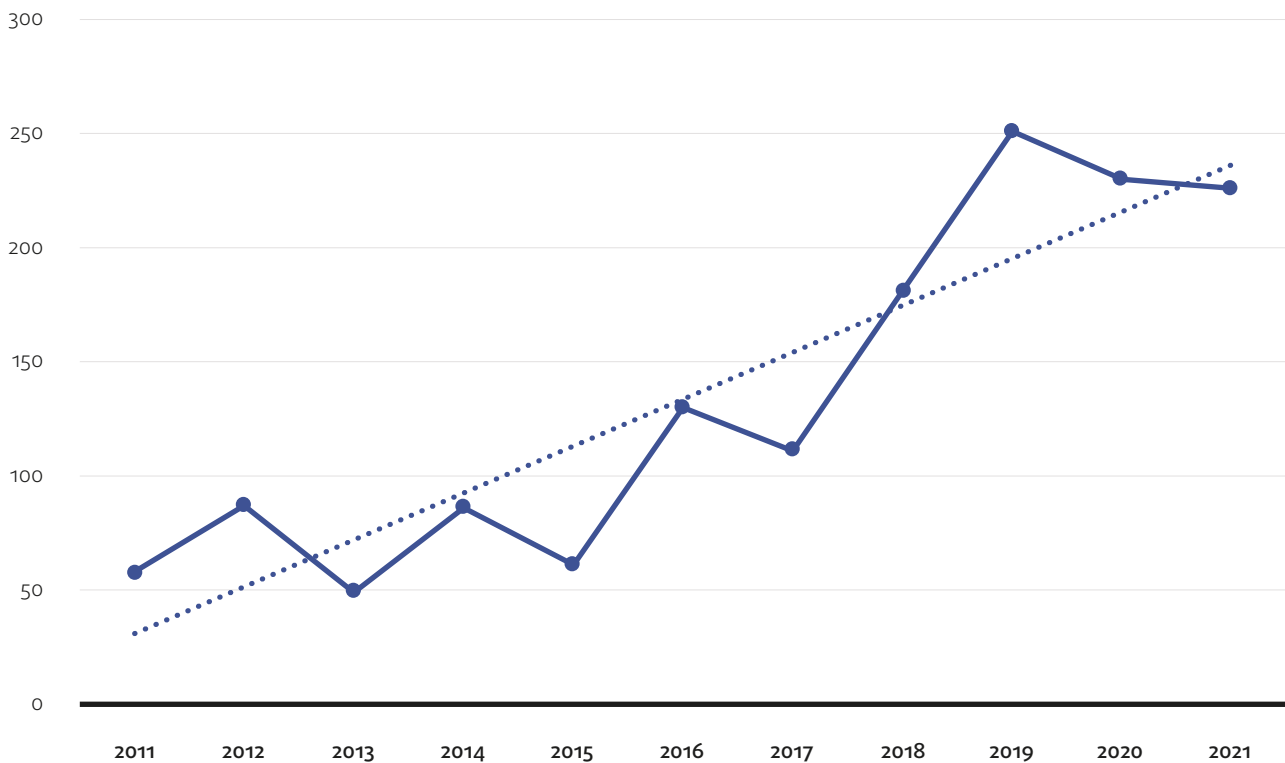
Note:

The dotted linear regression line indicates the trend based on data for 2011–2021.



After several years of alternately increasing and decreasing numbers, the recorded antisemitic incidents increased for two consecutive years, in 2018 and 2019, before falling slightly in 2020 and again in 2021. The overall trend for 2011–2021 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, 2011–2021



Source: Observatory of Contemporary Anti-Jewish Prejudice, 2012–2022

Strategy or action plan on combating antisemitism

Italy published a **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.

LATVIA

Official data

No criminal proceedings were initiated in 2021 concerning crimes related to antisemitism, according to data provided to FRA. 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.

Unofficial data

No unofficial data were available at the time this report was compiled.

Strategy or action plan on combating antisemitism

Latvia was developing a national action plan against racism and antisemitism at the time of writing this report.

LITHUANIA

Official data

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).

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 at the time this report was compiled.

Strategy or action plan on combating antisemitism

Lithuania does not have a strategy to combat antisemitism in place, and neither was it developing one at the time of writing, the data available to FRA indicate.

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 category, but disaggregated statistics on crimes related to antisemitism are not available.



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. In 2015, the criminal justice system dealt with no cases pertaining to antisemitism, and the police recorded no antisemitic incidents.

Unofficial data

In 2021, the report by the organisation Research and Information on Antisemitism in Luxembourg (*Recherche et Information sur l'Antisémitisme au Luxembourg*, RIAL)⁷⁸ identifies 80 antisemitic incidents, compared with 64 incidents recorded in 2020 (Table 33). Of the 80 recorded in 2021, 65 incidents took place 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.⁷⁹

As Table 33 shows, among the recorded incidents, written hate speech was the most prevalent type of antisemitic incident in Luxembourg in 2017–2021. The number of antisemitic incidents recorded by RIAL show an upward trend in the period for which data are available (Figure 17).

⁷⁸ RIAL (2022) *Rapport RIAL 2021*, Luxembourg, RIAL.

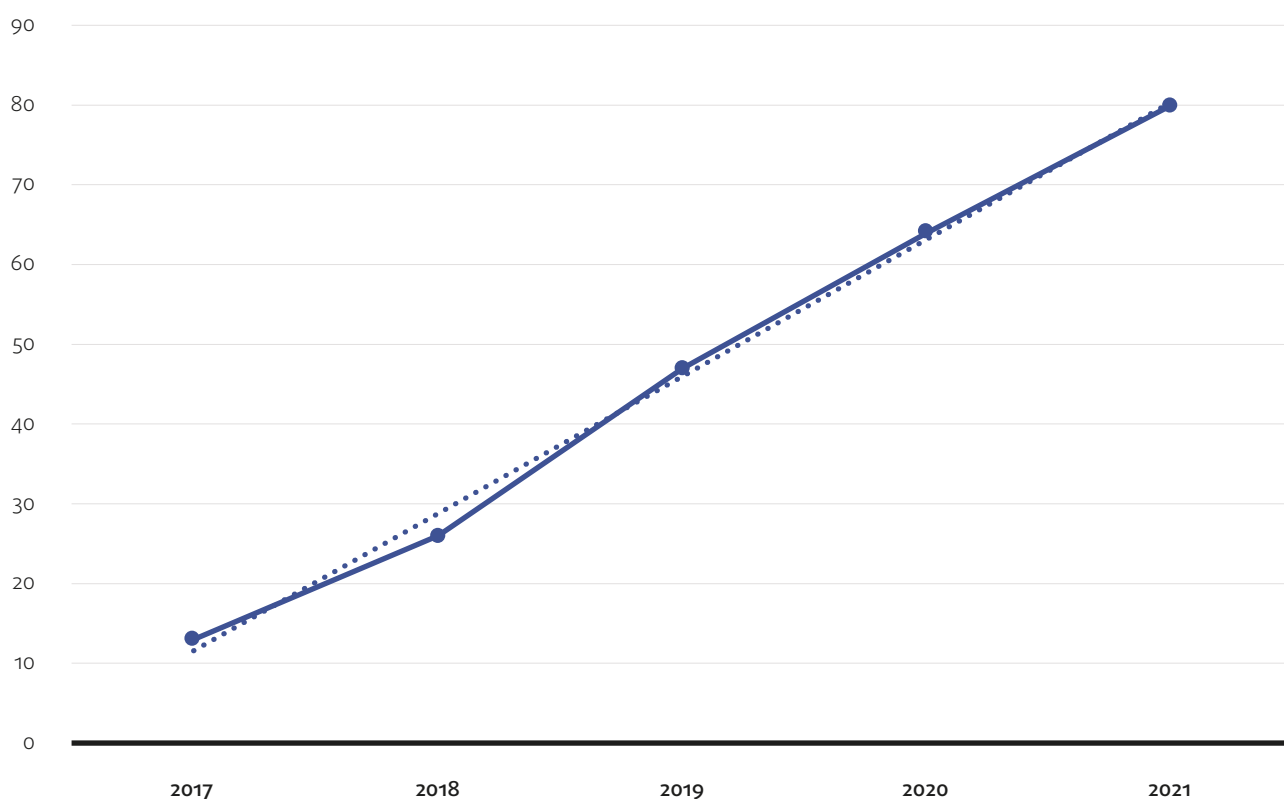
⁷⁹ See the Government of the Grand Duchy of Luxembourg web page for the **BEE SECURE Helpline – telefonisch kostenlose Beratung**.

TABLE 33: RECORDED ANTISEMITIC INCIDENTS IN LUXEMBOURG, RIAL, 2017-2021

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

Source: RIAL, 2018-2022

FIGURE 17: RECORDED ANTISEMITIC INCIDENTS IN LUXEMBOURG, RIAL, 2017-2021



Source: RIAL, 2018-2022

Strategy or action plan on combating antisemitism

Luxembourg’s national strategy against antisemitism was under development at the time of writing. The aim is for it to be finalised by the end of 2022.



Note:

The dotted linear regression line indicates the trend based on data for 2017-2021.

MALTA

Official data

No cases pertaining to antisemitism were reported to the police in 2019, 2020 or 2021, the Maltese government informed FRA.

Unofficial data

No unofficial data were available at the time this report was compiled.

Strategy or action plan on combating antisemitism

Malta does not have a national strategy or action plan on combating antisemitism in place. Instead, combating antisemitism is subsumed under the *Anti-racism strategy (2021–2023)*. The strategy includes measures on combating antisemitic hate speech, hate crime and discrimination; antisemitism online; and education.

NETHERLANDS

Official data

The main source of official data on antisemitic incidents in the Netherlands is the annual report on discrimination statistics (*Discriminatiecijfers*), which includes incidents reported to the police, anti-discrimination bureaus, the hotline for discrimination on the internet (*Meldpunt internet discriminatie, MiND*) and other organisations. The organisation Art.1 prepared the latest reports, at the request of the police and the Ministry of the Interior and Kingdom Relations. Until 2015, data on antisemitic incidents were presented in the report on criminal discrimination (*Criminaliteitsbeeld discriminatie – Poldis*), which the National Expertise Centre on Diversity of the police (*Landelijk Expertisecentrum Diversiteit van de politie, LECD-Police*) outsourced to the Verwey-Jonker Institute.

Table 34 summarises the data on antisemitism published in *Poldis* between 2008 and 2014⁸⁰ and since 2015 in the report *Discriminatiecijfers*.⁸¹ In total, the police in the Netherlands recorded 627 antisemitic incidents in 2021 (Table 34). Some of the main incident categories included in this figure are antisemitic statements (463 incidents), threats (63 incidents) and violence (41 incidents). The total includes incidents reported by the public as well as incidents against public officials. In 2020, a total of 517 antisemitic incidents were reported to the police.

⁸⁰ See Rijksoverheid (2012), **Poldis rapportage 2011**; Tierhof, B., Hermens, N., Drost, L. and van der Vos, L. (2013), **Poldis rapportage 2012 – Met themarapportage antisemitisme**, Utrecht, Verwey-Jonker Instituut; Tierhof, B., Scheffelaar, A., Hermens, N. and Drost, L. (2014), **Poldis rapportage 2013 – Met themarapportage moslimdiscriminatie**, Utrecht, Verwey-Jonker Instituut; and Tierhof, B., Hermens, N. and Drost, L. (2015): **Discriminatiecijfers Politie 2014**.

⁸¹ Latest report in this series is Art.1 (2021), **Discriminatiecijfers in 2020**, Rotterdam/the Hague, Art.1.

TABLE 34: NUMBER OF REPORTED CRIMINAL DISCRIMINATORY ANTISEMITIC INCIDENTS IN THE NETHERLANDS, 2011-2021

Year	Antisemitic incidents
2011	294
2012	859*
2013	717
2014	358**
2015	428
2016	335
2017	284
2018	275
2019	768***
2020	517
2021	517

Sources: LECD-Police and Verwey-Jonker Institute, 2012–2015; and Art.1, 2016–2022

◀ Note:

* 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.

** Not comparable with previous years because of a change in the recording procedure, from regional to national data collection.

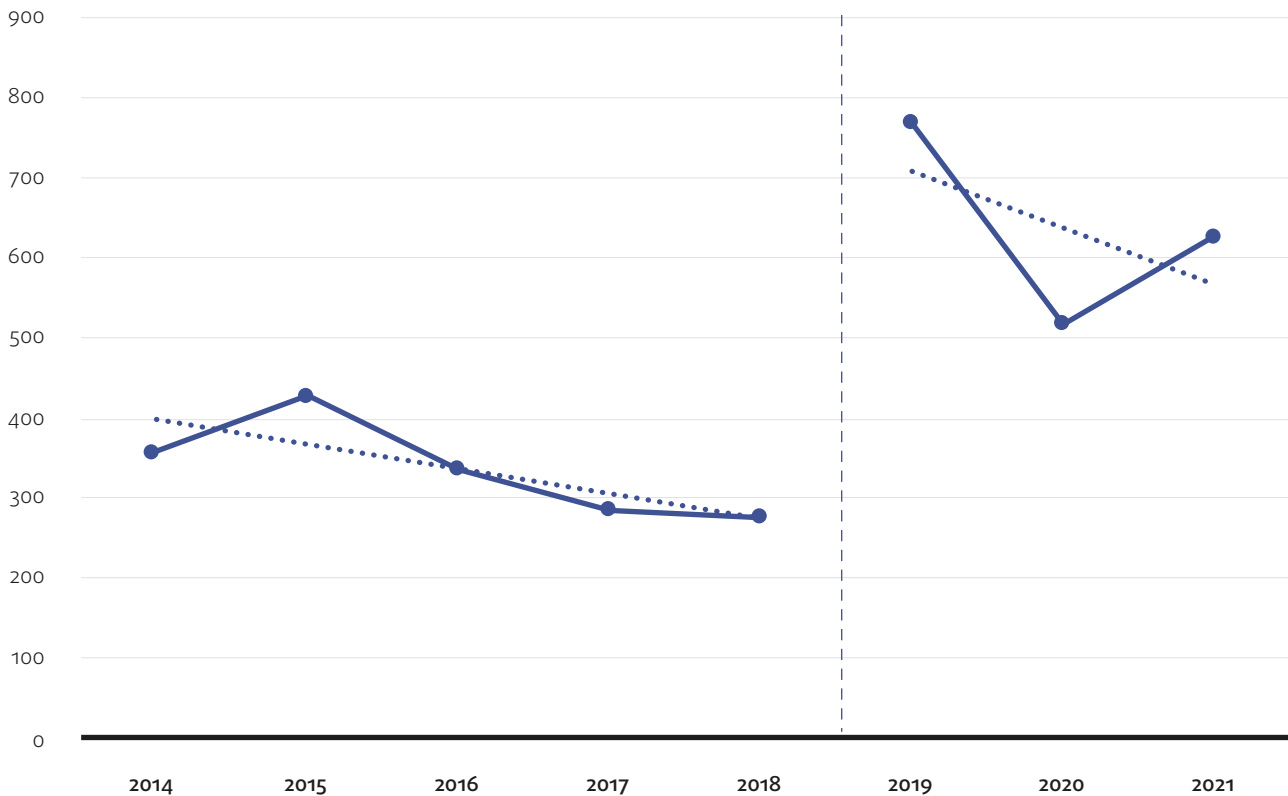
*** Not comparable with previous years because of a change in the data collection methodology.

With respect to trend analysis, there were some changes in data collection between 2014 and 2015. However, according to the authors of the *Poldis* report, the numbers could still be compared with those from other years to give a sense of the evolution of the phenomenon of discrimination that is recorded. In 2019, the data collection methodology changed and the number of criminal discriminatory antisemitic incidents presented in *Poldis* reports since then are not comparable with previous years.

As Figure 18 shows, in 2014–2018, the overall trend was downwards, whereas the peak number was recorded in 2015 with 428 incidents with antisemitic connotations.⁸² Owing to changes in the data collection methodology between 2018 and 2019, it is not possible to assess the trend for the full period presented in Figure 18. However, data on antisemitic incidents recorded in 2019–2021 suggest a downward trend, although it should be noted that this assessment is based on a small number of data points.

⁸² Art.1 (2016), *Discriminatiecijfers in 2015: Landelijk overzicht van klachten en meldingen over discriminatie*, p. 62.

FIGURE 18: NUMBER OF REPORTED CRIMINAL DISCRIMINATORY ANTISEMITIC INCIDENTS IN THE NETHERLANDS, 2014-2021



Sources: Poldis, 2015; and Discriminatiecijfers 2016-2022

▲
 Note:
 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 2019-2021.

The Dutch hotline for discrimination on the internet (MiND) registers complaints from people who report discriminatory online content. MiND can also act as a mediator, and asked moderators and owners of websites to remove criminal statements.⁸³ MiND works based on complaints received from the public and does not actively search for discriminatory comments online. In 2021, MiND registered 18 reports concerning antisemitism (5 % of all the reports received), whereas in 2020 it received 40 reports of antisemitism (also 5 % of all the reports received that year).

In 2021, 75 incidents of antisemitic discrimination were reported to anti-discrimination bureaus in the Netherlands, compared with 82 incidents recorded in 2020. There were some changes in the data collection practices in 2013, and therefore figures for earlier years (available in Table 35) have been left out of the trend analysis (Figure 19). Between 2013 and 2021, the overall trend in recorded incidents of antisemitic discrimination was downwards, despite the increase in 2019 and 2020 compared with the number of incidents recorded in 2018. The peak number was recorded in 2014, with 147 incidents of antisemitic discrimination.

⁸³ For more information, see the [MiND web page](#).

TABLE 35: INCIDENTS OF ANTISEMITIC DISCRIMINATION REPORTED TO ANTI-DISCRIMINATION BUREAUS IN THE NETHERLANDS, 2011-2021

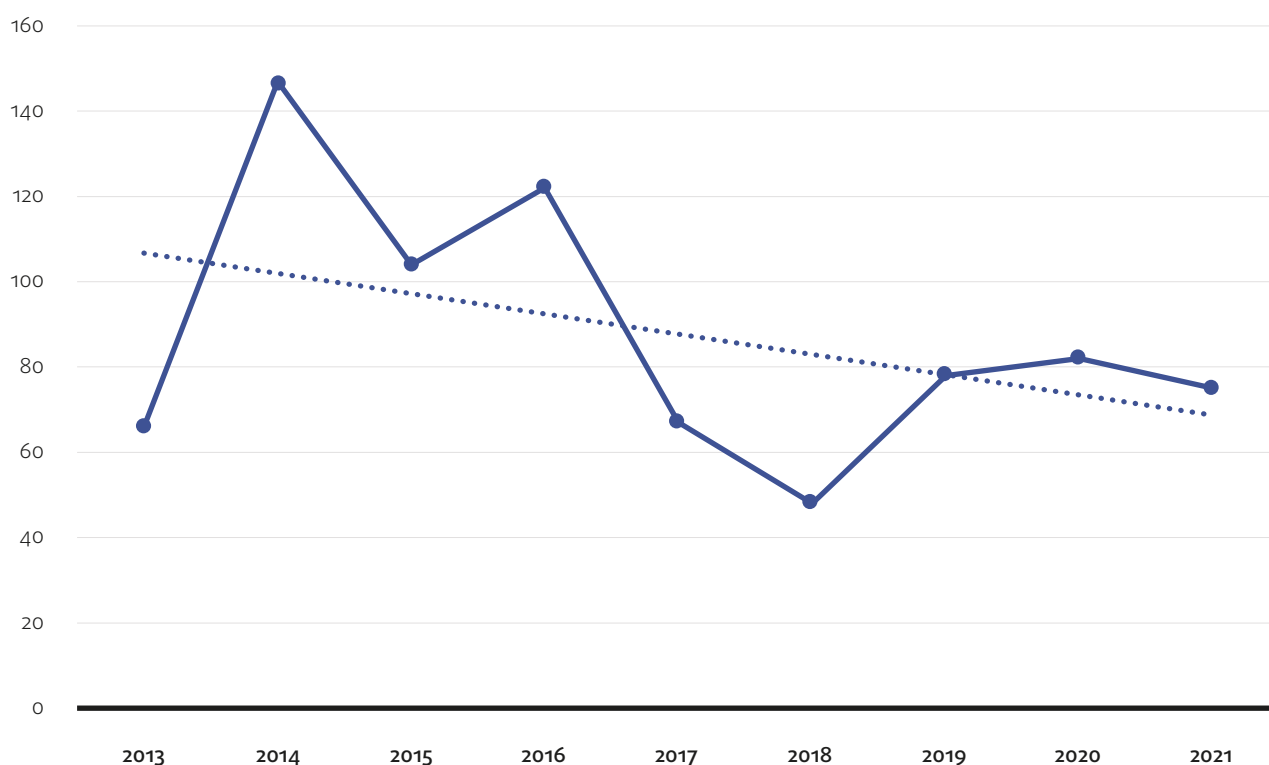
Number of incidents of antisemitic discrimination	
2011	134
2012	91*
2013	66*
2014	147
2015	104
2016	122
2017	67
2018	48
2019	78
2020	82
2021	75

◀ Note:

* Not comparable with the previous year, as not all anti-discrimination bureaus 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.

Source: Art.1, 2011-2022

FIGURE 19: INCIDENTS OF ANTISEMITIC DISCRIMINATION REPORTED TO ANTI-DISCRIMINATION BUREAUS IN THE NETHERLANDS, 2013-2021



Source: National organisation of anti-discrimination bureaus (Landelijke Brancheorganisatie van Antidiscriminatiebureaus), 2014-2022

▲ Note:

The dotted linear regression line indicates the trend based on data for 2013-2021. Data for 2011 and 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 (*Openbaar Ministerie*) publishes annual data on punishable discriminatory offences.⁸⁴ In 2021, there were 157 specific discrimination offences, and, out of all registered discrimination grounds, 31 % involved antisemitism (Table 36). In 2020, the same number of specific discrimination offences (157) were recorded, and, of all registered discrimination grounds, 19 % involved antisemitism.

It is important to note that Table 35 only shows specific discrimination offences. These are offences that are registered and on which a decision is taken on the grounds of one of the discrimination sections from the Dutch Criminal Code: Section 137c, 137d, 137e, 137f, 137g or 429*quater*. The number of CODIS offences are not visible in Table 36. CODIS offences are those in which discrimination is the motive, or a discrimination aspect has been used to carry out the offence in a more invasive manner (e.g. assault).

► Note:

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.

* 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 are discriminated against in the Netherlands, or more specifically in the Rotterdam area, than in previous years.

TABLE 36: NUMBER OF REGISTRATIONS UNDER THE DISCRIMINATORY GROUND 'ANTISEMITISM' RECORDED BY THE DUTCH PUBLIC PROSECUTION SERVICE, 2013-2021

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*	41
2018	20	19
2019	60	40
2020	38	19
2021	58	31

Source: *Openbaar Ministerie (2022), Cijfers in Beeld 2021*

Unofficial data

The Information and Documentation Centre Israel (*Centrum Informatie en Documentatie Israël, CIDI*) monitors and collects data on antisemitic incidents. Every year, CIDI publishes data on the number of antisemitic incidents reported to it through the hotlines it operates throughout the Netherlands.⁸⁵ In 2021, CIDI recorded 183 antisemitic incidents, compared with 135 incidents recorded in 2020 (Table 37). During 2011-2021, the highest number of incidents was recorded in 2019 (182 incidents), followed by 171 recorded incidents in 2014 (Figure 20).

CIDI's 2022 report notes that the number of incidents of digital hate messages and threats more than doubled in 2021 compared with 2020, without specifying the number of incidents. This does not include expressions of antisemitism that are not addressed to specific individuals, as CIDI does not record these separately. The overview of the period shows an upward trend in the antisemitic incidents recorded by CIDI.

⁸⁴ *Openbaar Ministerie (2021), Cijfers in Beeld 2021.*

⁸⁵ CIDI (2022), 'Monitor Antisemitische Incidenten'.

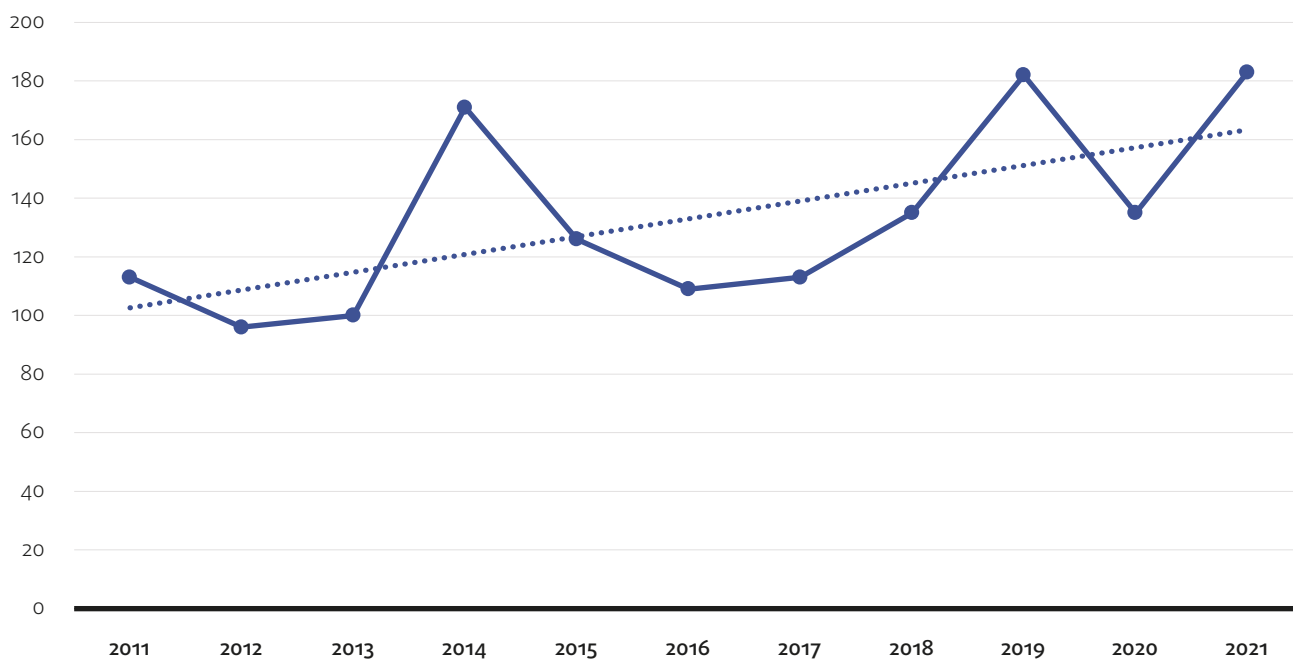
TABLE 37: ANTISEMITIC INCIDENTS RECORDED BY CIDI IN THE NETHERLANDS, 2011-2022

Year	Reported incidents
2011	112
2012	96
2013	100
2014	171
2015	126
2016	109
2017	113*
2018	135
2019	182
2020	135
2021	183

Source: CIDI, 2012-2022

◀ Note:
* Excluding internet.

FIGURE 20: ANTISEMITIC INCIDENTS COLLECTED BY CIDI IN THE NETHERLANDS, 2011-2021



Source: CIDI, 2012-2022

▲ Note:
The dotted linear regression line indicates the trend based on data for 2011-2021.

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.

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

“(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).”⁸⁶

Strategy or action plan on combating antisemitism

The Netherlands does not have a national strategy or action plan on combating antisemitism in place. Combating antisemitism is subsumed under the fight against discrimination.

In April 2021, the government of the Netherlands appointed a **national coordinator for combating antisemitism**, under the Ministry of Justice and Security. The coordinator's work plan was not published at the time of writing this report. It will address the areas of culture, education and criminal law.

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 diverse analyses. The new 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 entered into 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.

⁸⁶ 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.

In 2021, the hate crime recording system registered 111 antisemitic hate crime incidents, compared with 81 incidents registered in 2020 (Table 38). Nine antisemitic incidents registered in 2019 were committed online. Figure 21 shows that in 2015–2017 – the period for which comparable data are available – the numbers of recorded antisemitic incidents have ranged from 73 incidents in 2017 to 179 incidents in 2018. The overall trend in recorded incidents in 2015–2021 is decreasing, despite the latest increase in recorded incidents between 2020 and 2021.

TABLE 38: ANTISEMITIC INCIDENTS RECORDED IN POLAND, 2011-2021

Year	Number of antisemitic incidents
2011	25
2012	21
2013	25
2014	39
2015	167*
2016	101
2017	73
2018	179
2019	128
2020	81
2021	111**

◀ Note:

* Not comparable with previous years because of changes in data collection methodology.

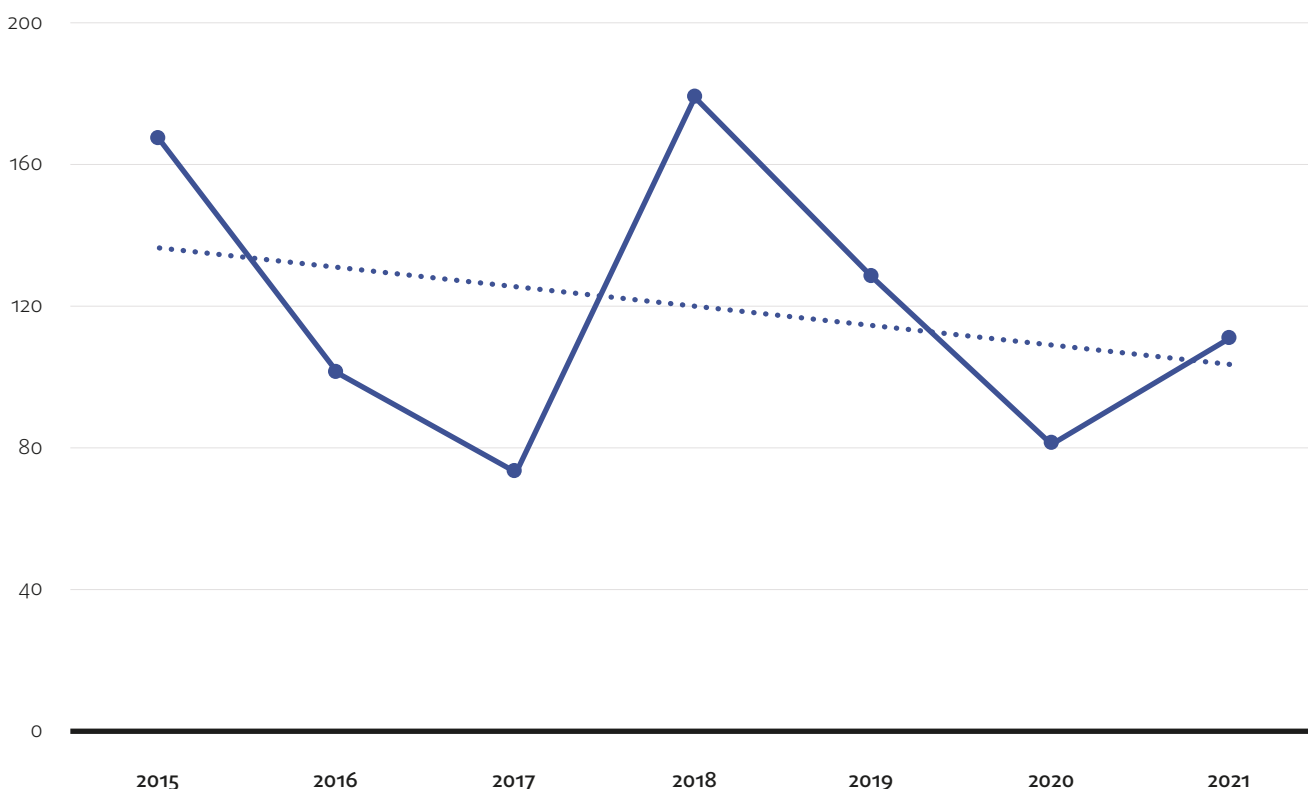
** Number of cases extracted from National Police Information System using keyword "antisemitism".

Source: Ministry of the Interior and Administration, 2011–2022

Note:

The dotted linear regression line indicates the trend based on data for 2015–2021.

FIGURE 21: ANTISEMITIC INCIDENTS RECORDED IN POLAND, 2015-2021



Source: Ministry of the Interior and Administration, 2016–2022

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. In its annual reports the organisation provides information concerning its role in identifying antisemitic incidents.⁸⁷ The latest data published by the foundation concern the situation in 2016, when the foundation reported three antisemitic incidents to the police, prosecution services or other authorities in Poland.

The “Never Again” Association (*Stowarzyszenie “Nigdy Więcej”*) reports racist and xenophobic incidents – including antisemitic incidents – that come to its attention to ODIHR. Details on the recorded incidents have been published in the association’s magazine and dedicated Brown Book reports.⁸⁸

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 13 antisemitic hate crimes in 2020.

Strategy or action plan on combating antisemitism

Poland does not have a 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 definition.



⁸⁷ For the latest available report, see Foundation for the Preservation of Jewish Heritage in Poland (*Fundacja Ochrony Dziedzictwa Żydowskiego*) (2020), **Annual report 2019**.

⁸⁸ For more information, see the **Stowarzyszenie “Nigdy Więcej” web page**.

PORTUGAL

Official data

No official data pertaining to antisemitism are available in Portugal. FRA's 2018 report *Hate crime recording and data collection practice across the EU* notes that the Criminal Information System allows keyword searches of entries concerning the description of the incident, but statistical data based on this information are not published.⁸⁹

Unofficial data

No unofficial data were available at the time this report was compiled.

Strategy or action plan on combating antisemitism

Portugal does not have a 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*. 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.

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), in addition to what can be assumed based on the specific articles of the Criminal Code related to each case, as detailed below.

The General Prosecutor's Office registered 31 potentially antisemitic cases in 2021, compared with 18 cases in 2020 (Table 39). The data provided by the General Prosecutor's Office show that, out of the 31 new cases recorded in 2021, 15 cases were based on Government Emergency Ordinance No 31/2002 (prohibiting the promotion of fascist symbols and personalities), 12 cases were suspected based on Article 369 (incitement to hate or discrimination) of the Criminal Code, three cases were recorded on the basis of Law No 157/2018 (on combating antisemitism) and one case was filed based on Article 77, paragraph h (deeds with bias motivation) of the Criminal Code. In 2021, the prosecution took three cases to court.

⁸⁹ FRA (2018), *Hate crime recording and data collection practice across the EU*, Luxembourg, Publications Office, p. 77.

TABLE 39: NUMBER OF INCIDENTS PERTAINING TO ANTISEMITISM IN ROMANIA, 2011-2021

Year	Antisemitic incidents
2011	6
2012	6
2013	9
2014	12
2015	13
2016	14
2017	22
2018	13
2019	16
2020	18
2021	31

Source: General Prosecutor's Office attached to the High Court of Cassation and Justice, 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. Four complaints were registered in 2021, compared with three complaints in 2020, two in 2019 and seven in 2018, according to that information.

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 40).

TABLE 40: DISCRIMINATION CASES BASED ON ANTISEMITIC BEHAVIOUR IN ROMANIA, 2011-2021

	Number of filed cases	Outcome			Cases closed during the year	Ongoing cases
		Discrimination proved	Discrimination not proved	NCCD did not have competence		
2011	5	3	1	0	1	0
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

Source: NCCD, 2012-2022

The Elie Wiesel National Institute for the Study of the Holocaust in Romania (*Institutul Național pentru Studierea Holocaustului din România "Elie Wiesel"*), a governmental institution, publishes details concerning the antisemitic incidents that have come to its attention. At the time of writing, the latest available report covers May 2020–April 2021.⁹⁰

Unofficial data

No unofficial data were available at the time this report was compiled.

Strategy or action plan on combating antisemitism

In 2021, Romania adopted the **National strategy for preventing and combating anti-semitism, xenophobia, radicalisation and hate speech (2021–2023)**. The strategy applies the IHRA definition, and national authorities consulted with Jewish communities when designing it. An interministerial committee is tasked with monitoring the implementation of the strategy. The first monitoring report came out in May 2022.

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.

SLOVAKIA

Official data

The National Crime Agency records cases in which criminal proceedings have been initiated. In 2021, the agency recorded three antisemitic incidents against identifiable victims. Three incidents against identifiable victims were also recorded in 2020. 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).

The Ministry of Justice in Slovakia collects data on the number of people sentenced for crimes motivated by antisemitism (Table 41). These data are based on information submitted by judges whose judgments mention bias motivation for the crimes. In 2021, four people were sentenced for crimes motivated by antisemitism. The number of people sentenced for crimes motivated by antisemitism in 2011–2021 varies between zero and seven per year.

⁹⁰ *Institutul Național pentru Studierea Holocaustului din România "Elie Wiesel"* (2021), **Antisemitismul în stradă**.

TABLE 41: PEOPLE SENTENCED FOR CRIMES MOTIVATED BY ANTISEMITISM, 2011-2021

Year	Number sentenced
2011	1
2012	4
2013	2
2014	1
2015	0
2016	2
2017	1
2018	7
2019	3
2020	0
2021	4

Source: Ministry of Justice, 2012-2022

Unofficial data

No unofficial data were available at the time this report was compiled.

Strategy or action plan on combating antisemitism

Slovakia does not have a 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*.

SLOVENIA

Official data

Slovenian police did not record any antisemitic incidents in 2020 or 2021, whereas one antisemitic incident was recorded in 2019. Slovenian police did not record any antisemitic incidents with elements of an offence or a crime in 2018, 2017, 2016 or 2015.



Unofficial data

No unofficial data were available at the time this report was compiled.

Strategy or action plan on combating antisemitism

Slovenia was developing its national strategy against antisemitism at the time of writing, aiming to publish it in December 2022. The strategy is to be drawn up in consultation with Jewish communities and civil society organisations.

SPAIN

Official data

The Crime Statistics System registers incidents from all police bodies. The database recorded three antisemitic incidents in 2020 (Table 42) and 11 in 2021. Considering the period for which data are available, 2013–2021, the highest number of incidents was recorded in 2014. 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.⁹¹

TABLE 42: NUMBER OF ANTISEMITIC INCIDENTS RECORDED IN THE SPANISH CRIME STATISTICS SYSTEM, 2013–2021

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

Source: Ministry of the Interior (*Ministerio del Interior*), **Informe sobre evolución de los delitos de odio en España, 2014–2022**

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. Since the outbreak of the COVID-19 pandemic, Oberaxe has monitored hate speech in social media. The results of the monitoring are published in bulletins every two 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.⁹²

⁹¹ See Ministry of the Interior (*Ministerio del Interior*) (2021), **Informe sobre evolución de los delitos de odio en España**.

⁹² For more information, see the **two-monthly bulletins published by Oberaxe**.

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.⁹³ At the time data for this report were compiled, the chronology available on the observatory's website contains eight incidents in 2021, compared with 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 (Table 43).

TABLE 43: ANTISEMITIC EVENTS IN SPAIN RECORDED BY THE OBSERVATORIO DE ANTISEMITISMO EN ESPAÑA, 2011-2021

	Internet	Media	Attacks on property	Attacks on persons	Trivialisation of the Holocaust	Delegitimising Israel	Incidents (Incidentes)	Instigation of antisemitism	Other
2011	2	7	2	2	3	5	1	2	n.a.
2012	3	6	9	4	4	7	4	4	n.a.
2013	2	0	3	0	4	0	2	3	n.a.
2014	2	3	2	0	1	0	1	1	n.a.
2015	0	3	3	0	0	0	1	3	n.a.
2016	1	3	0	1	1	1	3	3	n.a.
2017	3	1	4	0	3	0	4	2	n.a.
2018	2	2	2	1	5	2	1	3	n.a.
2019	1	3	1	1	n.a.	n.a.	n.a.	n.a.	7
2020	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
2021	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.

Source: *Observatory on Antisemitism in Spain, 2011-2020*

▲
 Note:
 n.a., not available.
 The same event may be included in several categories. The statistics for 2019 are based on the incidents listed in the chronology published by the *Observatorio de antisemitismo en España* and the headings under which the incidents are listed. These headings do not fully correspond to the categories used in this table for incidents recorded in 2010-2018. In 2019, the category 'Other' includes incidents listed in the chronology under headings 'Political and institutional sphere', 'Graffiti' and 'Other'.

Evidence and reports from international organisations

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



⁹³ For more information, see the website of the [Observatorio de antisemitismo en España](#).

Strategy or action plan on combating antisemitism

Spain was developing its national strategy against antisemitism at the time of writing. 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 44). 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.

TABLE 44: POLICE REPORTS OF CRIMINAL ACTS WITH AN IDENTIFIED ANTISEMITIC MOTIVE, 2011-2021

Year	Crimes reported to the police
2011	194
2012	221
2013	193
2014	267
2015	277
2016	182
2017	n.a.
2018	278
2019	n.a.
2020	170*
2021	n.a.

Source: Brå, 2012–2021

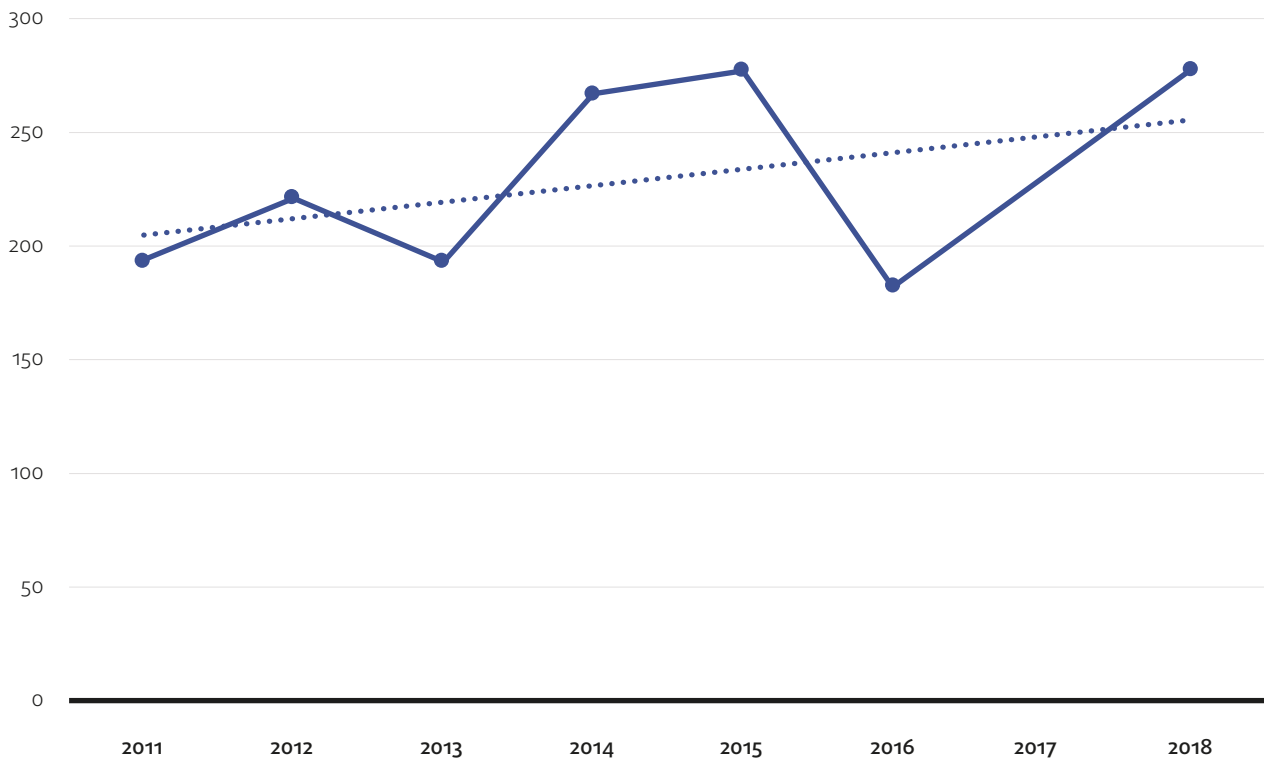
◀ Note:

n.a., not available.

* 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 is upwards (Figure 22). The latest year for which comparable data are available (2018) involved the highest number of reported incidents in 2010–2018. Data for 2020 are not included because they are not comparable with previous years.

FIGURE 22: POLICE REPORTS OF CRIMINAL ACTS WITH AN IDENTIFIED ANTISEMITIC MOTIVE IN SWEDEN, 2010–2018



Source: Brå, 2012–2021

▲
 Note:
 The dotted linear regression line indicates the trends based on data for 2011–2018. No data are available for 2017. Data for 2020 are not included because changes in the data collection methodology limit comparability with previous years. Data for 2021 were not yet published at the time when data for this report were compiled.

As Table 45 shows, most crimes with an antisemitic motive targeted people as opposed to property. The largest offence category in 2021 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 2021. 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 45: POLICE REPORTS OF CRIMINAL ACTS WITH AN IDENTIFIED ANTISEMITIC MOTIVE CLASSIFIED BY PRINCIPAL OFFENCE, 2011-2021

Year	Violent crime	Unlawful threat and non-sexual molestation	Defamation	Criminal damage/graffiti	Agitation against a population group	Unlawful discrimination	Other crimes	Total
2011	14	77	14	31	54	n.a.	4	194
2012	14	87	10	27	79	n.a.	4	221
2013	4	61	20	12	93	n.a.	2	193*
2014	12	80	26	54	92	n.a.	2	267**
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***	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.

Source: Brå, 2012-2021

Unofficial data

No unofficial data were available at the time this report was compiled.

Evidence and reports from international organisations

ODIHR's national contact point for hate crime (Swedish National Council for Crime Prevention) 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 recorded no antisemitic incidents in 2021 and 2020, according to the information provided to FRA.

Unofficial data

No unofficial data were available at the time 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 at the time of writing this report.



Note:

n.a., not available.

* The sum of types of crimes with 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 a rounding error.

** The sum of types of crimes with an antisemitic motive is 266. However, Brå reports a total of 267 crimes with an antisemitic motive.

*** Before 2018, incidents of 'Unlawful discrimination' were included in the category 'Other crimes'.

NORTH MACEDONIA

Official data

No cases pertaining to antisemitism were reported or recorded in 2010–2021. The Government of North Macedonia informed FRA.

Unofficial data

No unofficial data were available at the time 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 at the time of writing this report.

SERBIA

Official data

In 2021, the authorities recorded four incidents against the Jewish community in Serbia, compared with three incidents recorded in 2020 (Table 46). 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.

TABLE 46: NUMBER OF ANTISEMITIC INCIDENTS IN SERBIA, 2011–2021

Year	Number of antisemitic incidents
2011	7
2012	1
2013	0
2014	4
2015	0
2016	1
2017	2
2018	2
2019	1
2020	3
2021	4

Source: Ministry of Interior, 2012–2022

The number of antisemitic incidents can be further divided into incidents involving anonymous threats, graffiti and damage to Jewish community buildings (Table 47). Of the four cases recorded in 2021, one case resulted in criminal charges for inciting national, racial and religious hatred and intolerance.

TABLE 47: NUMBER OF ANTISEMITIC INCIDENTS IN SERBIA, BY TYPE OF INCIDENT, 2011-2021

Year	Anonymous threats	Graffiti	Damage to Jewish community buildings
2011	0	7	0
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

Source: Ministry of Interior, 2012-2022

Unofficial data

No unofficial data were available at the time this report was compiled.

Strategy or action plan on combating antisemitism

Serbia did not have a strategy or action plan on combating antisemitism in place at the time of writing this report.

Concluding remarks – persisting gaps in data collection

The EU strategy on combating antisemitism and fostering Jewish life highlights the persisting gaps in data collection on antisemitism. It notes that it is difficult to address antisemitism effectively without reliable and comparable data. The strategy therefore encourages 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 data on antisemitic incidents to enable more efficient targeting of interventions.

This report shows, as Table 48 indicates, that large gaps remain in data collection on antisemitism in the EU. Member States collect different types of data and apply different definitions and 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 48 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 2011 to 2021 are presented in Table 49.

TABLE 48: OFFICIAL DATA ON RECORDED ANTISEMITIC INCIDENTS IN EU MEMBER STATES, 2011-2021

	Recorded data	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
AT	Antisemitic offences committed by right-wing extremists	16	27	37	58	41	41	39	49	30	36	53
BE	Cases of Holocaust denial and revisionism	2	7	8	5	8	5	12	10	14	27	11
BG	Convictions of antisemitic crimes	0	0	1	1	2	1	1	0	0	0	0
CY	Antisemitic incidents	-	-	-	-	0	0	0	0	0	0	-
CZ	Criminal offences motivated by antisemitism	18	9	15	45	47	28	27	15	23	27	37
DE	Politically motivated crimes with an antisemitic motive	1,239	1,374	1,275	1,596	1,366	1,468	1,504	1,799	2,032	2,351	3,027
DK	Extremist crimes targeting Jews	5	15	10	-	13*	21	38*	26	51	79	94
EE	Antisemitic crimes	-	-	-	-	0	0	0	0	2	0	1
EL	Incidents motivated by antisemitism	3	1	0	4	1	3	7	10	10	9	5
ES	Antisemitic incidents	-	-	3	24	9	7	6	8	5	3	11
FI	Antisemitic crimes	6	8	11	7	8	10	9	21	12	18	17
FR	Antisemitic actions and threats	389	614	423	851	808	335	311	541	687	339	589
HR	Criminal acts motivated by antisemitism	-	1	0	0	2	2	0	8	2	0	0
IE	Antisemitic incidents	3	5	2	4	2	-	-	1	3	-	-
IT	Antisemitic criminal conduct	23	28	50	68	50	35	32	56	91*	101	101
LT	Antisemitic incidents	0	0	0	0	0	0	0	1	5	3	0
LU	Antisemitic incidents	-	-	-	0	0	2	0	0	-	-	-
LV	Antisemitic incidents	-	-	-	1	0	1	0	0	2	1	0
MT	Antisemitic incidents	-	-	-	-	-	-	-	-	0	0	0
NL	Criminal discriminatory antisemitic incidents	294	859*	717	358*	428	335	284	275	768*	517	627
PL	Antisemitic incidents	25	21	25	39	167*	101	73	179	128	81	111*
RO	Incidents pertaining to antisemitism	6	6	9	12	13	14	22	13	16	18	31
SE	Crimes with an antisemitic motive	194	221	193	267	277	182	-	278	-	170*	-
SI	Antisemitic incidents	-	-	-	0	0	0	0	0	1	0	0
SK	Persons sentenced for crimes motivated by antisemitism	1	4	2	1	0	2	1	7	3	-	4

Source: FRA, 2022



Notes:

Comparisons are not possible between Member States.

-, no data are available at Member State level because these data were not collected, communicated or published at the time of writing or did not cover the entire year.

* Data not comparable with previous year.

TABLE 49: OFFICIAL DATA ON RECORDED ANTISEMITIC INCIDENTS IN FRA OBSERVER COUNTRIES, 2011-2021

	Recorded data	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
AL	Antisemitic incidents	-	-	-	-	-	-	-	-	-	0	0
MK	Antisemitic incidents	0	0	0	0	0	0	0	0	0	0	0
RS	Antisemitic incidents	7	1	0	4	0	1	2	2	1	3	4

Source: FRA, 2022

► Notes:

Comparisons are not possible between countries.

–, no data are available at country level because these data were not collected, communicated and published at the time of writing 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 both 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 be targeted at those who hold antisemitic views or have committed antisemitic acts.

FRA’s report **Encouraging hate crime reporting – The role of law enforcement and other authorities**, published in 2021, examines the barriers that keep people from reporting incidents of hate crime. Building 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, 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. FRA’s **Compendium of practices for combating hate crime** includes EU Member States’ measures to record hate crimes are, among other information.

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 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 and 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 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.



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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 18th 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 2011 to 31 December 2021, where data are available.



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