



Ministry of Local Government  
and Modernisation

Action plan

# Action plan against antisemitism 2021–2023 – a continuation







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The Star of David on the roof of the synagogue in the German city of Halle. In 2019, this was the scene of a fatal attack in connection with the celebration of the Jewish holiday of Yom Kippur.

PHOTO: RONNY HARTMANN / AFP

# Contents

Preface .....	6
Overview of measures .....	8
1 The current situation .....	10
2 What is antisemitism? .....	12
3 The Jewish minority in Norway .....	15
4 Preventing antisemitism through efforts in schools .....	18
5 Support for initiatives that convey the diversity of Jewish life and history in Norway .....	22
6 Antisemitic hate crime .....	26
7 Monitoring attitudes in the population .....	28
8 Enhancing our knowledge of antisemitism through research .....	30
9 Security measures required around Jewish institutions .....	31
10 Efforts to combat antisemitism outside of Norway .....	32
11 Evaluating the efforts against antisemitism .....	35
Other relevant actions plans and strategies .....	36
Bibliography .....	37

# Preface

This action plan is a continuation of the action plan against antisemitism 2016–2020, and covers the period up to 2023. Although we have managed to stimulate public debate about antisemitism and made good progress during the period covered by the original action plan, antisemitism remains a problem in society. We therefore need to continue our active efforts to combat antisemitism.

The Norwegian government has a broad-based focus on combatting racism, discrimination on the basis of religion or beliefs, and prejudice based on ethnicity. In 2019, we presented the *Action Plan against Racism and Discrimination on the Grounds of Ethnicity and Religion (2020–2023)*. In 2020, we produced a revised edition of the *Action Plan against Radicalisation and Violent Extremism* and a new *Action Plan to Combat Discrimination and Hatred of Muslims (2020–2023)*. These plans are interrelated and the measures must be viewed in conjunction with each other. In particular, several of the measures in the *Action Plan against Racism and Discrimination on the Grounds of Ethnicity and Religion (2020–2023)* are also important in combatting antisemitism. The government has strengthened its internal coordination of efforts to combat extremism, racism and hate speech. This will help to provide an overall view of the combined efforts.

Antisemitism is a complex phenomenon and its definition is the subject of much discussion in academic and political circles. The government's understanding of antisemitism remains the same, but developments and discussions in recent years have led to new elements being added to the action plan. In terms of attitudes towards Jews among the Norwegian population, it may seem that there has been a positive development in recent years. For example, surveys show that marked prejudice against Jews decreased between 2012 and 2017. The government has now commissioned a new survey of attitudes among the population, which will be published in 2022. Only then will we see if this is an ongoing trend.

Based on the action plan from 2016, the government has supported a number of measures in various areas to combat antisemitism in Norway. The

previous plan included eleven targeted measures, all of which have been implemented and are either completed or ongoing. This new plan retains many of the effective measures from the previous plan, and new measures that have been developed over the years are also discussed. There are twelve measures in this continued plan.

Schools are an important arena for preventive work because measures here can reach a large number of people. One of the goals of this plan is to continue the efforts to stimulate reflection and increase teacher students' and teachers' knowledge about group-focused enmity. This will better equip the schools to work systematically to combat antisemitism, racism and undemocratic attitudes.

In 2015, the Jewish Community of Oslo established the Jewish Pathfinders pilot project. As part of the initiative, young Jews disseminate knowledge about what it is like to grow up as a Jew and as a member of a minority population in Norway. The target group is upper secondary school pupils. The government will continue to support Jewish Pathfinders and other public education projects run by the Jewish Community of Oslo, including the website [www.jodedommen.no](http://www.jodedommen.no). The Jewish community in Norway is a resource in the fight against antisemitism. Nevertheless, it is important for the government to emphasise that it is the responsibility of society at large to combat antisemitism.

The government also supports projects aimed at raising awareness of Jewish history and culture in Norway. Culture and information measures help to enlighten the entire population and can help break down prejudices.

Since the previous action plan, all police districts have introduced procedures that allow antisemitism to be registered as a specific hate crime. This will give us a better overview of the number of antisemitic hate crimes reported. It will also make it easier to identify serious crimes of this nature and ensure that investigation is given the right priority. Registration will also enable us to compile statistics that enable international comparisons. A national competence centre for combatting hate crime is also now being

established, which will serve as a resource for all police districts.

Research on antisemitism and Jewish life in present-day Norway and on group-focused prejudices in schools was initiated under the previous action plan and will be completed in 2022. This will provide new and important insight.

The internet is an arena where many people both express and experience antisemitism, racism, harassment and prejudice. In this plan, we present a new pilot project that aims to monitor antisemitism online.

The government is also continuing its significant international commitment to combating antisemitism and preserving Jewish heritage in Europe.

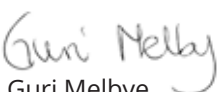
In addition to the eleven measures in the previous plan, a dedicated professorship in antisemitism and group-focused prejudice in schools has been created at the MF Norwegian School of Theology, Religion and Society. Grants have also been established for school trips to concentration camps and memorials from World War II. In 2018, the government provided funds for the expansion of the Norwegian Center for Holocaust and Minority Studies in Oslo. The centre has a large and diverse portfolio of education and research activity, and the new building will provide extra capacity for teaching and exhibitions.



Linda Cathrine Hofstad Helleland  
MINISTER OF REGIONAL DEVELOPMENT AND DIGITALISATION



Kjell Ingolf Ropstad  
MINISTER OF CHILDREN AND FAMILIES




Guri Melby  
MINISTER OF EDUCATION AND INTEGRATION

Discriminatory and hate speech is a growing concern. Freedom of expression is both an individual human right and a prerequisite for a working democracy. Speech that is protected by the freedom of expression, but which is nevertheless problematic for those affected, can also lead to many people refraining from expressing their opinions in public. In March 2020, the government appointed a Freedom of Speech Commission to look at freedom of expression in Norway, including in light of the digitalisation that has taken place in recent decades. The commission is due to complete its work in March 2022.

It is still the government's intention that the measures in the action plan will collectively help reduce antisemitism in this country. Norway is a diverse society and the government aims to protect this diversity. When hostile attitudes to certain groups become entrenched in the population this represents a threat to society and democracy. The government is continuing its efforts to combat and prevent antisemitism through this latest action plan.

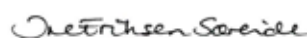
We would like to thank everyone who has contributed to this action plan. A special thank you goes to the staff at the Norwegian Center for Holocaust and Minority Studies and at the Jewish museums in Oslo and Trondheim. Last but by no means least, we would like to thank the representatives from the Jewish community in Norway who provided us with useful input.



Monica Mæland  
MINISTER OF JUSTICE AND PUBLIC SECURITY



Abid Q. Raja  
MINISTER OF CULTURE AND EQUALITY



Ine Eriksen Søreide  
MINISTER OF FOREIGN AFFAIRS

# Overview of measures

No.	Measure	Responsible ministry
1	Further develop the schools project 'Democratic Preparedness against Racism, Antisemitism and Undemocratic Attitudes' (Dembra)	Ministry of Education and Research
2	Grants for school trips for pupils	Ministry of Education and Research
3	Grants for courses for teachers	Ministry of Education and Research
4	Continue the support for the Jewish Community of Oslo's educational programme, including the Jewish Pathfinders	Ministry of Local Government and Modernisation
5	Maintain the level of funding for the Jewish museums in Oslo and Trondheim and the Jewish Cultural Festival Trondheim	Ministry of Culture
6	Establish a national competence centre for combatting hate crime as a resource for all police districts	Ministry of Justice and Public Security



<b>No.</b>	<b>Measure</b>	<b>Responsible ministry</b>
7	Conduct attitude surveys every five years	Ministry of Culture et al.
8	Monitor antisemitism on the internet	Ministry of Local Government and Modernisation
9	Conclude the research programme on antisemitism and Jewish life in present-day Norway	Ministry of Local Government and Modernisation
10	Bring to a conclusion the PhD/postdoctoral positions for research on the prevention of group-focused prejudices in schools	Ministry of Education and Research and Ministry of Local Government and Modernisation
11	Continue Norway's international commitment to combatting antisemitism and preserving Jewish heritage in Europe	Ministry of Foreign Affairs
12	Evaluate the overall effort to combat antisemitism	Ministry of Local Government and Modernisation

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# 1 The current situation

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Several acts of violence have been perpetrated against Jews and Jewish targets in Europe in the past decade. In France, there have been fatal attacks on Jews, and some French Jews have fled the country due to unsafe conditions, threats and attacks. The synagogue in Gothenburg was firebombed in 2017, and the Jewish Association in Umeå closed its doors the same year following repeated threats. In 2019, there was a fatal attack in the German city of Halle in connection with the celebration of the Jewish holiday Yom Kippur.

In Norway, Jewish graves and commemorative brass plaques (*Stolpersteine*)<sup>1</sup> have been vandalised. Neo-Nazis held a protest outside the synagogue in Oslo at the start of Yom Kippur in September 2020. In 2006, shots were fired at the synagogue in Oslo with an automatic weapon and in the same year a firebomb was thrown at the synagogue in Trondheim.

The perpetrators of several of these acts have explicitly stated that they were targeting Jews. In some incidents, the Israeli–Palestinian conflict and the desire to portray Jews in Europe as responsible for the Israeli government’s policies have been stated as the reason for their actions.

For several years now, extra security has been needed around synagogues and other Jewish institutions both in Norway and in other European countries. The threat from right-wing extremists in Norway developed in a negative direction in 2019, and the number of people expressing support for terrorist attacks by the extreme right has increased. At the start of 2020, the Norwegian Police Security Service believed there was a possibility of Islamist extremists or right-wing extremist groups carrying out a terrorist attack on Norway in the coming year. In October 2020,

the Norwegian Police Security Service considered there to be a heightened terrorist threat from Islamist extremists. Antisemitism and the image of Jews as the enemy are core elements of these extremist groups’ ideologies.

Antisemitic views are also expressed in various forums on the internet and social media, either directly and openly or in a more covert or coded way. Studies show that antisemitism exists in many different domains, not just in those that are most obviously antisemitic, and can be expressed in the form of criticism related to the Israeli government, Holocaust scepticism and anti-globalisation attitudes. An example of a new conspiracy theory relates to the origin and spread of the coronavirus, and the belief that Jews are behind it. In 2019, the police registered 19 hate crimes motivated by antisemitism in Norway.

However, Norwegian society is also resilient when it comes to expressions of antisemitism and other forms of racism and discrimination. The Norwegian population has one of the most positive attitudes towards religious minorities in Europe. Antisemitic content in readers’ letters, feature articles and debate contributions in the Norwegian media rarely go unchallenged.<sup>2</sup> Antisemitism has also been the subject of considerable public debate in recent years. Two such examples are the debate in the wake of Marte Michelet’s book *Hva visste hjemmefronten?* (What did the home front know?) from 2018 and the debate on the use of text and images in a satirical sketch by the Norwegian Broadcasting Corporation (NRK) in 2019. When the Trondheim Student Society arranged a Nazi-themed party in 2017, with bar staff and security dressing up in SS uniforms, many chose to distance

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1 *Stolpersteine* are small brass plaques to commemorate Holocaust victims, placed in the street outside the houses where the victims lived. The plaques are produced by the German artist Günter Demning and are to be found in many countries.

2 *Medieanalyse av antisemittisme i dag. Rapport på oppdrag for Kommunal- og Moderniseringsdepartementet* (A media analysis of present-day antisemitism. Commissioned by the Ministry of Local Government and Modernisation), Norwegian Center for Holocaust and Minority Studies, 2016.



Top: Antisemitic graffiti in Madrid, Spain  
 PHOTO: YONDERBOY, CC BY-SA 3.0, VIA WIKIMEDIA COMMONS

Bottom: Vandalised commemorative brass plaques (Stolpersteine) in Oslo  
 PHOTO: BIRGITTE LERHEIM

themselves. There is also considerable opposition to antisemitism on the internet and social media, for example on Twitter.

According to a study conducted by the European Agency for Fundamental Rights (FRA) in 2018, 28 per cent of European Jews had experienced harassment in the last year. It also shows that in Norway, two out of three Jews hide their religious affiliation in public in order to avoid negative reactions.<sup>3</sup>

There is still relatively little research on antisemitism and the situation of Jews in present-day Norway, but we know that Jews can be subjected to harassment. The word 'Jew' is sometimes used as a pejorative

term, and the few Jewish pupils in Norwegian schools are often in a vulnerable position. We also know that Norwegian Jews are experiencing a rise in antisemitism, despite the decline in the proportion of the population with a marked prejudice against Jews. The explanations for this can be multifactorial. Research on antisemitism and Jewish life in Norway, which began in 2017 in connection with the previous action plan, will be concluded in 2021–2022. This research will provide more systematic evidentiary documentation (see Chapter 9 of this plan).

<sup>3</sup> *Holdninger til jøder og muslimer i Norge 2017. Befolkningsundersøkelse og minoritetsstudie (Attitudes towards Jews and Muslims in Norway 2017. Population survey and minority study)*, Christhard Hoffman and Vibeke Moe (ed.), Norwegian Center for Holocaust and Minority Studies, 2017.

## 2 What is antisemitism?

Antisemitism is a term used to describe hostile attitudes and actions directed at Jews or targets that are perceived to be Jewish, based on specific notions of Jews. Antisemitism can take the form of everything from prejudice to hatred, persecution and genocide. It can be just as rife in countries and areas with few or no Jews as in places with a well-established Jewish population.

A distinction is typically made between antisemitism in the form of individual *attitudes* and antisemitism that manifests itself in *actions*. It is important to make this distinction because a population's attitudes towards Jews can improve as the number of attacks on Jewish targets increases, particularly when radical elements become more violent.

Classic antisemitic notions about Jews relate to ideas about their perceived otherness, political and financial clout, and lack of loyalty to the national state. Conspiracy theorists claim that Jews represent a hidden and dangerous force in the world that controls the media, financial sector and politics.

### The Holocaust and antisemitism

Claiming that the Holocaust is exaggerated or did not take place, known as Holocaust denial, has been a core element of antisemitism since World War II. The Israeli-Palestinian conflict provides a more recent frame of reference for people's perceptions of Jews. Studies show that both classic and newer forms of antisemitism exist in the Norwegian population today.

As already indicated, antisemitism occurs in a variety of domains. Research shows that antisemitic speech and actions can often be traced to both the far right and far left in the Norwegian political landscape, to Muslim communities, to Christian (anti-Judaic) communities and to alternative lifestyle communities.<sup>4</sup> The Norwegian Center for Holocaust and Minority Studies has found that antisemitic attitudes also exist among people who do not belong to any of these communities. The centre's research further shows that stereotypical perceptions of Jewish power and influence are more prevalent among Muslims than among non-Muslims, and that antisemitic attitudes are also more common among men and older people than among women and the younger age groups.<sup>5</sup>

### Criticism of Israel and antisemitism

Criticism of Israel and the Israeli government can be fierce, one-sided and unbalanced without necessarily being antisemitic. However, there are examples of what are perceived as negative actions by the state of Israel being described as the result of inherent, negative character traits among Jews. This could be considered antisemitic. In other words, criticism of Israel may include antisemitic notions, and remarks with antisemitic content may be made in the guise of 'anti-Zionism'.<sup>6</sup> Jews in Norway have also experienced being held accountable for the policies of the state of Israel. Studies in recent years have shown that Norwegian Jews' experiences of antisemitism can

4 For a summary, see *Antisemittisme på nett og i sosiale medier i Norge: Kjennetegn, avsendere og motvirkning (Antisemitism on the internet and social media in Norway. Characteristics, sources and countering)*, Institute for Social Research, 2019.

5 *Holdninger til muslimer og jøder i Norge: Befolkningsundersøkelse og minoritetsstudie (Attitudes towards Jews and Muslims in Norway. Population survey and minority study)*, Norwegian Center for Holocaust and Minority Studies, 2017.

6 Zionism can be understood as Jewish nationalism. For more details, see Banik 2011.

to a large extent be linked to the Israeli-Palestinian conflict, and several Norwegian Jews feel that they are held personally responsible for Israel's policies.<sup>7</sup>

### Trying to establish a uniform definition

Antisemitism is a complex phenomenon and therefore difficult to define. There are ongoing discussions, in both academic and political circles, about what should be included in the definition.

Norway is a member of the International Holocaust Remembrance Alliance (IHRA) along with 34 other countries. The founding document of the IHRA is the Declaration of the Stockholm International Forum on the Holocaust (the Stockholm Declaration), which sets out the international community's duty to combat genocide, ethnic cleansing, racism, antisemitism and xenophobia (see also the description of the IHRA in Chapters 5 and 11 of this plan). The IHRA has devised a non-legally binding working definition of 'antisemitism' and gives a number of illustrative examples of how antisemitism can manifest itself. The definition was adopted by consensus at the plenary session of the IHRA in 2016:

*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 IHRA's working definition is supplemented with examples that can be used as illustrations to create awareness of whether expressed attitudes or actions should be regarded as antisemitic. The examples include denial of the Holocaust and holding Jews collectively responsible for the actions of individuals. Several of the examples could be interpreted as relating to various forms of criticism of Israel. However, the IHRA emphasises that criticism of Israel, within the same framework as criticism of other states, cannot be regarded as antisemitism. The list

of examples is not exhaustive and has been criticised for failing to highlight conspiracy theories, which are a key element of antisemitism.

It is not always obvious whether a remark or action is antisemitic or not. The assessment of whether an attitude or action is antisemitic often depends on the context, and each case needs to be considered individually. When making such considerations it is important to understand the phenomenon of antisemitism, antisemitic conspiracies and the history of antisemitism.

The attitudes of the Norwegian population towards Jews

The Norwegian Center for Holocaust and Minority Studies surveyed the Norwegian population's attitudes towards Jews in 2012 and 2017. The surveys show a clear decline in negative attitudes towards Jews in the population. Overall, the proportion with a marked prejudice against Jews has fallen from 12.1 to 8.3 per cent. The proportion that does not in any way support negative assertions about Jews has increased from 55 to 69 per cent. As mentioned, this positive finding is not reflected in Norwegian Jews' own perceptions of the current situation. The Jews who responded to the survey and representatives from the two Jewish communities are experiencing a rise in antisemitism.

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<sup>7</sup> *Det som er jødisk. Identiteter, historiebevissthet og erfaringer med antisemittisme. En kvalitativ intervjustudie blant jøder i Norge (A sense of Jewishness: Identities, history awareness and experiences of antisemitism. A qualitative interview study among Jews in Norway), Cora Alexa Døving and Vibeke Moe, Norwegian Center for Holocaust and Minority Studies, 2014.*



Top: Shabbat night at the Jewish Cultural Festival in Trondheim in 2019.  
PHOTO: YOSHI 2604

Bottom left: Siddur. Jewish prayer book.  
PHOTO: KONSIS GRAFISK



Bottom right: Kippa. Jewish skullcap.  
PHOTO: YOSSEF ZILBERMAN/ ALAMY STOCK PHOTO



## 3 The Jewish minority in Norway

Jews are a religious, cultural and national minority in Norway. Like Kvens/Norwegian Finns (people of Finnish descent originally living in northern Norway), Roma, Forest Finns and Romani people/Taters (Travellers), Jews as a national minority population are protected by the *Council of Europe's Framework Convention for the Protection of National Minorities*. The national minority policy is based on the principles of equality and non-discrimination. The Norwegian Jewish minority population consists of around 1,500 people. By comparison, there are approximately 18,000 Jews in Sweden and 6,000 in Denmark.

The history of the Jews in Norway began in 1851 with a repeal of the article in the Norwegian Constitution that banned Jews from entering the country. Immigration from Eastern Europe, primarily from Tsarist Russia in the 19th century, led to the formation of Jewish communities in Oslo and Trondheim.<sup>8</sup>

In 1940, there were about 2,100 Jews living in Norway. The Holocaust hit the Jewish minority hard, with almost a third of the Jews in Norway being brutally killed.

The current Norwegian Jewish population is diverse in terms of ethnicity, religiosity, ethnicity and traditional practices. Many Jews in Norway associate their Jewish identity as much with culture, tradition and history as with religion.

The Jews have two religious communities, one in Trondheim and one in Oslo, each of which have a synagogue. Both communities apply for and receive annual support from the grant scheme for religious and faith communities, see Proposition to the Storting 130 L (2018-2019) to the Act relating to Faith Communities, etc. In 2019, the two communities

combined had a total of 830 registered members. There is also a small group of orthodox Jews in Oslo that is not registered as a religious community.

The congregations include both practising and more secular Jews. There are also Norwegian Jews who are not members of any of the religious communities. An important part of the work in the religious communities is teaching children and young people about Judaism and Jewish culture. The Jewish Community of Oslo also runs a kindergarten and an institution for the elderly. The Jewish minority in Norway is small and diverse, which in itself can entail unique challenges. For example, it can be a challenge to observe traditions and holidays, and in some cases to comply with religious rules.

Jews have generally kept a relatively low profile in Norwegian society in terms of practising their religion and preserving their traditions. Today, Norway is a country with religious, cultural and ethnic diversity, and Jews and Jewish culture have also become more visible. The Jewish communities, the Jewish museums in Oslo and Trondheim, and individuals in the Jewish minority population have all played an important part in this development.

<sup>8</sup> See Mendelssohn 2019.

# Antisemitism in Norway 1814–1945

Antisemitism has deep historical roots in Europe. Norway has generally had less political and institutionalised antisemitism than many other European countries. For example, unlike in Eastern Europe, there was no violent persecution of Jews in Norway before the German occupation in 1940, nor were any large antisemitic parties formed.

However, history shows that antisemitism has indeed existed in Norway. For example, Article 2 of the Norwegian Constitution of 1814 banned Jews and Jesuits from entering the country. This prohibition is unique in a western European context. Jews in Denmark, for example, were granted civil liberties in the same period. Article 2 was founded on antisemitic notions about Jews and the idea that they would not be loyal to the Norwegian state. The ban on Jewish immigration to Norway was lifted in 1851. In the debates on the repeal of Article 2 of the Norwegian Constitution, views were expressed that Jews represented a threat.

Towards the end of the 19th century, conservative religious groups promoted negative notions of Jews. The Jews were accused of welcoming anti-Christian attitudes and were held responsible for weakening the position of religion in Norwegian society.

There are many examples of antisemitism in Norway in the period between the two world wars, including in the press and in popular literature. There were conspiracy theories that the Russian Revolution was the result of a Jewish conspiracy, and in satirical publications the Jews were linked to international capitalism and general immorality. The issue of the ban on 'schächtning' – the Jews' ritual slaughter of animals – was partly responsible for triggering antisemitism in Norway in the late 1920s. In 1929, a law against 'schächtning' was passed in the Storting by an overwhelming majority of 88 to 21. The debates

about the ban were harsh and antisemitic, and xenophobic arguments were seen both in the press and among the members of parliament. The Jews were portrayed as barbarians.

In the 1930s, many Jews fled Germany and some came to Norway. Within the civil service, concern was expressed that Norway was facing an invasion of Jews, and both the conservative press and the rural press showed understanding for the German antisemitic policy.

The Norwegian Nazi Party was founded in 1933. When Norway was invaded on 9 April 1940, the notion that there existed a worldwide Jewish conspiracy was a key element in the party's propaganda.

During World War II, 773 Jews were deported from Norway to Nazi mass extermination camps. Only 35 of those who were deported survived. Almost one-third of the Jewish population in Norway was brutally murdered as part of the Nazi genocide – simply because they were Jews.<sup>9</sup>

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<sup>9</sup> The text in this chapter is based on the text 'Antisemittisme i Norge 1814-1945' (Antisemitism in Norway 1814-1945) from the online resource *Antisemittisme før og nå*. The online resource has been developed by the Jewish Museum in Oslo for use in teaching at secondary schools.



PALESTINA  
KALLER  
JØDER TÅLES  
IKKE I NORGE

Top: Vandalism to a Jewish shop in Oslo during World War II.  
PHOTO: NTB

Bottom left: The *Hirdmannen* newspaper from 28 November 1942.  
PHOTO: SCANNED FROM MICROFILM HELD BY THE NATIONAL LIBRARY OF NORWAY

Bottom right: Prison uniform. From the permanent exhibition at the Norwegian Center for Holocaust and Minority Studies.  
PHOTO: SIMON SKREDDERNES/THE NORWEGIAN CENTER FOR HOLOCAUST AND MINORITY STUDIES



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## 4 Preventing antisemitism through efforts in schools

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Both the Kindergarten Act and the Education Act clearly express zero tolerance for violations such as bullying, violence, discrimination and harassment.

Kindergartens and schools should be safe arenas for play and learning, where everyone feels included. Everyone should be treated equally and no one must be discriminated against. The Framework Plan for Kindergartens states that kindergartens shall promote respect for human dignity by identifying, valuing and promoting diversity and mutual respect. It further states that kindergartens should stimulate children's curiosity and sense of wonder about similarities and differences. It should help all children feel that they are seen and recognised for the person they are, and highlight the individual's place and value within the kindergarten community. The staff must prevent, stop and take action against discrimination, exclusion, bullying, violations and negative patterns of interaction.

Schools should be inclusive communities that promote health, well-being and learning for all. The overarching national curriculum states that schools shall promote democratic values and attitudes. Schools should make it possible for all pupils to protect and develop their identity in an inclusive and diverse community and should promote attitudes as a counterweight to prejudice and discrimination. Schools must also teach pupils to respect the fact that people are different and to resolve conflicts peacefully. The schools' remit includes personal development as well as education, and social learning and subject-specific learning will therefore be closely interconnected. Schools should therefore support and encourage pupils' social learning and development through scholarly learning and general interaction in the school setting. This means that the pupils should learn about equality, democracy,

human rights and efforts to combat racism and promote inclusion through their school work, as well as through school practices.

Efforts to combat antisemitism in schools are an integral part of the coordinated work to ensure that all children and young people have a good learning environment. It can be a challenge that teachers do not always recognise antisemitic remarks or acts or that, for various reasons, they do not take these kinds of incidents seriously enough. A variety of measures have therefore been initiated to increase teachers' and pupils' knowledge about antisemitism, the Holocaust, Judaism and Jewish culture.

### **Dembra**

Dembra (Democratic Preparedness against Racism, Antisemitism and Undemocratic Attitudes) is a national initiative for competence enhancement in schools that want to work systematically with critical thinking, democratic education and inclusion, or in schools that have challenges related to group-focused enmity and prejudice. Dembra is offered to primary, lower secondary and upper secondary schools. In 2018, a collaboration was established through Dembra between six teacher education institutions with a view to developing learning resources for teacher training programmes and teaching in schools. A further five teacher education institutions are taking part in 2020/2021.

Since its inception in 2013, 93 schools have participated in Dembra, with around 2,800 teachers taking part in the courses offered. From 2021, between 30 and 45 schools will be able to participate in Dembra annually. This involves courses and follow-up of between 800 and 1,500 teachers each year. The initiative is aimed at teachers, headteachers, teacher



Norwegian school children on a guided tour of Auschwitz-Birkenau.  
PHOTO: AKTIVE FREDSEISER

training staff and student teachers.

Dembra is headed by the Norwegian Center for Holocaust and Minority Studies, and the Norwegian peace and human rights centres deliver programmes to schools throughout Norway. The Norwegian Center for Holocaust and Minority Studies also provides online Dembra resources for all Norwegian schools.

Dembra enables schools to take an overarching approach to preventing group-focused enmity, including racism, radicalisation and extremism, based on the school's own needs.

The dembra.no website provides free teaching materials and background material for schools and teacher education institutions. In the autumn of 2019, texts and exercises for teacher education programmes were added to the website, in addition to academic texts and teaching plans for use in schools. Overall, the website provides support for teachers in their daily work, resources for teachers'

competence enhancement, teaching support for teacher education programmes and guidance for the school's management on how to take a holistic approach to promoting democracy and preventing various forms of negative stereotyping.

### **Subsidised school trips**

Under the action plan against antisemitism (2016–2020), a grant scheme was introduced in 2019 for school trips to former concentration camps and World War II memorial sites. The target group is lower secondary pupils in years 8–10 as well as pupils in upper secondary school. The grant scheme is being continued in this current action plan. The objective is to encourage school owners, schools and groups of parents to organise school trips to former concentration camps or memorials for pupils in secondary education. The grant scheme also covers trips within Norway. The educational aspect should focus on relevant topics associated with antisemitism, hate and prejudice, alienation and group thinking,



Top: Claudia Lenz, Professor of Antisemitism and group-focused enmity at the MF Norwegian School of Theology, Religion and Society, teaching at the Dembra Conference in 2019.

PHOTO: INGILD FESTERVOLL MELIEN/RAFTOSTIFTELSEN

Bottom left: Dembra material

PHOTO: INGILD FESTERVOLL MELIEN/THE RAFTO FOUNDATION

Bottom right: School children attending an educational programme at the Norwegian Center for Holocaust and Minority Studies.

PHOTO: THE NORWEGIAN CENTER FOR HOLOCAUST AND MINORITY STUDIES

human rights, human worth and democracy. The grant is intended to reduce the costs for the young people who take part.

NOK 15.5 million has been set aside for the 2020/2021 academic year.

### **Holocaust teaching resources and courses for teachers**

The IHRA (International Holocaust Remembrance Alliance) works actively in educational and political settings to promote Holocaust research, education and remembrance. The IHRA's Education Working Group has developed a comprehensive educational resource that provides recommendations for teaching about the Holocaust, and this has resulted in the

publication of a guide entitled *Recommendations for Teaching and Learning about the Holocaust*. Teachers in lower and upper secondary schools are the primary target group for this guide, but it will also be useful to others who teach the topic.

The fact that this guide has now been translated to Norwegian will make it more accessible, thereby increasing its use in Norwegian schools. Every nation's translation of the IHRA guide will include a separate chapter with references to specific national resources and teaching material. The guide was translated by the Norwegian Center for Holocaust and Minority Studies in partnership with the Falstad Centre.

The Falstad Centre and the Norwegian Center for Holocaust and Minority Studies have also developed courses for teachers in lower and upper secondary schools on teaching about the Holocaust and antisemitism. These courses will be held in the spring of 2021 and will focus on increasing teachers' confidence in handling topics such as the Holocaust and antisemitism and have been developed in response to the need for professional updates and the introduction of new education plans. The courses will address various issues associated with teaching these topics based on the IHRA's recommendations for Holocaust education.

## **Bullying**

It is important to ensure that all children who attend kindergarten and primary school enjoy a safe and positive learning environment. In 2017, new school environment regulations were introduced which imposed a duty on schools to take action if they know or suspect that a child does not feel safe and well at school. In passing the Kindergarten Act, the Storting adopted special provisions about children's right to a safe and caring learning environment. These provisions came into force on 1 January 2021.

### **Measure 1: Further develop the schools project 'Democratic Preparedness against Racism, Antisemitism and Undemocratic Attitudes' (Dembra)**

**Responsible: The Ministry of Education and Research**

For many years, Dembra's focus was on lower and upper secondary schools, whereas from 2020, primary schools were also included in this initiative. There is also an ongoing (2018–2021) Dembra project for teacher trainers (Dembra LU). Dembra LU seeks to strengthen teacher competencies in topics linked to antisemitism, racism, prejudice and discrimination in teacher training. Teaching resources have been developed to give student teachers a good set of tools to understand and reflect on discrimination and group-focused enmity associated with educational institutions around the country. The government will continue to develop Dembra in the years ahead.

### **Measure 2: Grants for school trips for pupils**

**Responsible: The Ministry of Education and Research**

The grant scheme's objective is to encourage school owners, schools and groups of parents to organise trips to former concentration camps or memorial sites for pupils in lower and upper secondary education. The grant scheme also covers trips within Norway. The educational aspect should focus on relevant topics associated with antisemitism, hate and prejudice, alienation and group thinking, human rights, human worth and democracy.

The target group is secondary school pupils.

### **Measure 3: Grants for courses for teachers**

**Responsible: The Ministry of Education and Research**

In the spring of 2021, the Falstad Centre and the Norwegian Center for Holocaust and Minority Studies will be holding courses for teachers based on the recently translated teaching resources about the Holocaust published by the IHRA.

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## 5 Support for initiatives that convey the diversity of Jewish life and history in Norway

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Many people have simplistic ideas about Jews and Judaism. It is therefore important to communicate the fact that there is diversity among Jews, also in Norway. In order to combat antisemitism and negative attitudes towards Jews, it is important to highlight the breadth of Jewish culture.

Knowledge can help to break down prejudices. Good information initiatives that are easy to access online are important sources of knowledge that reach a wide audience. The same applies to shared meeting places and cultural events. Voluntary organisations, sports and culture are also key focus areas for combatting racism and discrimination identified in the *Action Plan against Racism and Discrimination on the Grounds of Ethnicity and Religion (2020–2023)*. For example, museums and cultural festivals can help build bridges between different population groups and provide platforms for the dissemination of culture and history.

There are several institutions that provide knowledge about Judaism and Jewish culture, life and history in Norway. The Jewish museums in Oslo and Trondheim, the Norwegian Center for Holocaust and Minority Studies, the Foundation Arkivet and the Falstad Centre convey such knowledge to a wide audience. Other museums have also been running projects associated with the dissemination of Jewish culture for a number of years, including the museums in Sør-Trøndelag, the Norwegian Museum of Cultural History and Haugaland Museum. The Vestfold museums have recently developed an educational programme entitled “Det angår også deg” (‘It concerns you too’), which highlights the consequences of Nazism during World War II and the impact of the Holocaust in

Vestfold.

The Jewish communities in Oslo and Trondheim play an important role in disseminating knowledge about Judaism and Jewish life and history in Norway. In recent years, the Ministry of Local Government and Modernisation has provided financial support for the Jewish museum in Trondheim to allow it to reach a wider audience. With support from the Ministry of Local Government and Modernisation, the Jewish Community of Oslo launched an education campaign in 2015 with the intention of enhancing the general level of knowledge about Jews and Judaism in society and to help combat antisemitism. One of the initiatives in this programme is *Jewish Pathfinders*, which involves visits by two young Norwegian Jews to upper secondary schools around the country. The project aims to raise awareness of the minority by highlighting what it is like to grow up as part of a minority group in Norway, showing the diversity among Norwegian Jews, imparting knowledge and helping to reduce prejudices. The Jewish Pathfinders programme will be continued.

Furthermore, the website [www.jodedommen.no](http://www.jodedommen.no) has been developed to provide knowledge about Judaism and the breadth of Jewish life and history. It also covers topical issues. The target group is primarily school children of all ages, but also the general public. School and kindergarten visits to the synagogue are also a part of the educational measures implemented by the Jewish community.

The Jewish Cultural Festival in Trondheim has been held in September every year since 2010. The festival is timed to coincide with the celebration of the annual



Top left: Teaching at the Falstad Centre.  
PHOTO: OLE MARTIN WOLD 2018

Top right: Pupils studying the exhibition about the fate of Norwegian Jews during World War II at the Norwegian Center for Holocaust and Minority Studies.

PHOTO: THE NORWEGIAN CENTER FOR HOLOCAUST AND MINORITY STUDIES



Bottom: Mames Babegenush playing at the opening of the Jewish Cultural Festival, 2018.  
PHOTO: SONDRE SØRSDAL

European Day of Jewish Culture. The festival seeks to give participants an idea about the diversity of Jewish culture through a varied programme of concerts and cultural events, including performances and other activities for children. The festival showcases Jewish culture in Norway, thereby making it a valuable contributor to the efforts to combat antisemitism.

**Measure 4: Continue the support for the Jewish Community of Oslo's educational programme about Judaism and Jews in Norway, including the Jewish Pathfinders initiative**  
**Responsible: The Ministry of Local Government and Modernisation**

The government considers it important to support the work undertaken by the Jewish minority to inform the general public about Judaism and Jews in Norway. These initiatives help to combat antisemitism in Norwegian society. Support for the Jewish Community of Oslo's educational programme will be continued in this current action plan period.

**Measure 5: Maintain the level of funding for the Jewish museums in Oslo and Trondheim and the Jewish Cultural Festival Trondheim**  
**Responsible: The Ministry of Culture**

The Jewish museums in Oslo and Trondheim disseminate knowledge about the various ways that Jewish culture has flourished in Norway, in both local communities and on the national stage. In this way the museums showcase a diverse perspective on Jewish culture and history in this country. The Jewish museums' core activities include running a variety of projects and events to combat antisemitism. Revenue funding allocated to the Jewish museum in Trondheim has quadrupled since 2015 and revenue funding allocated to the Jewish museum in Oslo has doubled since 2014. This reflects a positive development for the museums. The government will maintain its level of support in the time ahead.

The Jewish Cultural Festival has received annual support from Arts Council Norway since 2011, and was awarded a multi-year grant for the period 2014–2016. Since 2017, support for the Jewish Cultural Festival has been channelled via the Jewish museum in Trondheim. In 2020, the funding amounted to NOK 430,000.





The Jewish pathfinders on a visit to Narvik Upper Secondary School.  
PHOTO: NORA SAVOSNICK



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## 6 Antisemitic hate crime

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Hate crimes are criminal acts that are wholly or partly based on another person's religion or beliefs, skin colour, nationality or ethnicity, sexual orientation, gender identity or gender expression, disability or other issues that affect groups with a particular need for protection.

Sections 185 and 186 of the Norwegian Penal Code deal with hate crime in the form of hate speech and discrimination. Other offences can also be defined as hate crimes if they are considered to be motivated by hate. Section 77(a-i) of the Penal Code describes the aggravating circumstances to be taken into consideration when determining sanctions for any type of criminal offence, including those motivated by hatred of certain groups, ref. (i).

According to Norwegian Police statistics, a total of 761 offences reported in 2019 were recorded as being motivated by hate. This is 22 per cent up on the previous year and as much as 119 per cent higher than in 2015. Some offences may be motivated by hatred of more than one group, and the police must record each motive in their system. For hate crimes reported in 2019, motives were distributed as follows: ethnicity 70 per cent, religion 19 per cent, sexual orientation 16 per cent, disability four per cent and antisemitism two per cent.<sup>10</sup>

In other words, there has been an increase in the number of hate crimes reported in recent years. The Norwegian Police Directorate believes this is linked to increased knowledge and raised awareness among the population as well as within the police force, although a real increase in the prevalence of hate crime cannot be ruled out. The police assume, however, that hate crime is much more prevalent than the figures suggest. For instance, a population

survey conducted by the police in 2019 shows that only about one in five victims report hate crime.

The police database introduced antisemitism as a specific bias in April 2018, and this enabled statistics of specifically antisemitic hate crimes to be compiled from then on. From April until the end of 2018, fifteen such reports were recorded, and in 2019, a total of 19 reported hate crimes were recorded as being motivated by antisemitism.

The police service has enhanced its efforts, competencies and awareness of hate crime in recent years. The regional police forces have implemented competence enhancing measures in order to increase their levels of knowledge and competence even further. Since 2014, the Oslo police force has had a dedicated team working on hate crime cases. In 2018, the Norwegian Police Directorate issued a police handbook for recording hate crimes.

The government aims to ensure that all regional police forces give the necessary priority to investigating hate crime, in line with other serious crimes against the integrity of the person. For many years, hate crimes have been highlighted in the list of goals and priorities issued by the Director of Public Prosecutions, which means that their investigation must be prioritised by public prosecutors and the regional police forces.<sup>11</sup>

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<sup>10</sup> The total exceeded 100 per cent because several hate biases were recorded in some cases.

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<sup>11</sup> Circular about goals and priorities issued by the Director of Public Prosecutions to all police chief superintendents and regional public prosecutors (Circulars 1/2016, 2017, 2018, 2019 and 2020).



Vandalism in the form of stone-throwing, targeting the synagogue in Oslo in 2006.

PHOTO: LINDA NÆSFELDT/ SAMFOTO

**Measure 6: Establish a national competence centre for combatting hate crime as a resource for all police districts**

**Responsible: Ministry of Justice and Public Security**

In recent years, the police service has put in targeted efforts to raise their competence in relation to hate crime. For unknown reasons, crime statistics nevertheless show reasonably large variations between the number of hate crimes reported in different police districts. This means that the level of experience gained in dealing with such cases will differ between regional police forces. The national competence centre will contribute significantly to bolstering the police's nationwide efforts to prevent and combat hate crime, including antisemitism.

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## 7 Monitoring attitudes in the population

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In 2012, the Norwegian Center for Holocaust and Minority Studies published the results of their population survey *Antisemitism in Norway? The attitudes of the Norwegian Population Towards Jews and other Minorities*. Commissioned by the Ministry for Children and Equality and other relevant ministries, the Norwegian Center for Holocaust and Minority Studies conducted a further population survey in the autumn of 2017. This work included a separate study of the attitudes among ethnic and religious minorities towards other ethnic and religious minorities. The report, *Holdninger til muslimer og jøder i Norge: Befolkningsundersøkelse og minoritetsstudie* (Attitudes towards Jews and Muslims in Norway in 2017. Population survey and minority study), shows that more than eight per cent of the population are clearly prejudiced against Jews. Among the Jewish respondents, 64 per cent said that they sometimes hide their religious affiliation because they worry about negative attitudes. According to the report, Muslim immigrants support negative statements about Jews to a greater extent than the general population. At the same time, a clear majority of Jews and Muslims see opportunities for working together to combat prejudice and discrimination. The Norwegian Center for Holocaust and Minority Studies has been commissioned to conduct a further survey to monitor developments over time. This survey is scheduled for completion in 2022.

European surveys show that hate speech against Jews on the internet and social media has increased in recent years. The survey conducted by the Norwegian Center for Holocaust and Minority Studies in 2016 reported on how antisemitism is expressed in a sample of Norwegian media, including comments fields and social media. This survey shows a relatively low prevalence of antisemitic comments and statements, but they do occur in both edited and

unedited media. Viewing Jews as a collective entity is a recurring feature, and it is a common generalisation to confuse Jews as a group with the state of Israel. Traditional conspiratorial antisemitic views are also expressed in comments fields. Tweets differ from the survey's other material in that the 'Jew' hashtag links to money and profit as well as to poor work ethics, dishonesty and laziness.<sup>12</sup>

In a report from 2019 on antisemitism on the internet and social media in Norway (*Antisemittisme på nett og i sosiale medier i Norge. Kjennetegn, avsendere and motvirkning*), the Institute for Social Research (ISF) points out that antisemitism occurs in various and often highly divergent communities, from both the extreme right and the extreme left of the political landscape, and in various conspiratorial groups that include alternative lifestyle communities, Muslim communities and Christian anti-Judaic communities. Some of these groups are well organised, while others make more sporadic appearances on the internet and social media. The report makes it clear that thanks to machine learning programs etc. it is technically possible to identify and uncover antisemitic statements written in Norwegian on the internet and social media, but that this raises questions relating to freedom of speech and personal data protection. In the report, ISF also points out that current efforts to monitor antisemitism on the internet and social media are random and unsystematic, and they recommend that the government introduces measures to establish a long-term commitment to this work.

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<sup>12</sup> *Medieanalyse av antisemittisme i dag* (A media analysis of present-day antisemitism). Report commissioned by the Ministry of Local Government and Modernisation conducted by the Norwegian Center for Holocaust and Minority Studies in 2016



Left: Brass plaques (Stolpersteine) in memory of Jews who were deported during World War II.  
PHOTO: THE NORWEGIAN HUMANIST ASSOCIATION /EMILIE HESSELBERG



Right: Glass window from the synagogue in Trondheim.  
PHOTO: GORM KALLESTAD/ NTB

**Measure 7: Conduct attitude surveys every five years**

**Responsible: The Ministry of Culture, in collaboration with the Ministry of Children and Families, the Ministry of Local Government and Modernisation, the Ministry of Education and Research and the Ministry of Justice and Public Security**

Every five years, surveys will be conducted that identify the population's attitudes to Jews and other minorities. The surveys will be designed to enable comparison with the surveys conducted in 2012 and 2017 by the Norwegian Center for Holocaust and Minority Studies. The latest survey is underway and the results will be published in 2022. On completion, we will have access to comparable statistics for a full decade about attitudes to Jews in Norwegian society.

The ministries involved will co-fund this measure.

**Measure 8: Monitor antisemitism on the internet (pilot project)**

**Responsible: The Ministry of Local Government and Modernisation**

Negative attitudes towards and prejudices against Jews are persistent and difficult to get rid of, also in a Norwegian context. Antisemitic speech is found in various fora on the internet and social media.

The Ministry of Local Government and Modernisation has provided funding for a pilot project run by the Norwegian Centre against Racism to monitor antisemitism on the internet and social media. This involves the monitoring of circles that are expressly antisemitic as well as circles that are not intrinsically antisemitic. The Norwegian Centre against Racism has extensive knowledge of circles that express and promote antisemitism and other forms of racism and hate speech, and of the online activities of these groups.

Based on this pilot project, the government will consider whether it will be beneficial to have longer-term initiatives to monitor antisemitism on the internet and social media as recommended by the report published by the Institute for Social Research (ISF).

## 8 Enhancing our knowledge of antisemitism through research

Important research has been conducted into anti-semitism in Norway, and the government supports relevant research communities in this field. However, there is still a need for knowledge about current expressions of antisemitism, and about the relationship between antisemitic attitudes and actions. There is also a need for knowledge about the Jewish experience of present-day Norway.

The Norwegian Ministry of Education and Research provides core funding for seven Norwegian centres that work to promote peace and human rights.<sup>13</sup> Among these, the Norwegian Center for Holocaust and Minority Studies, the Foundation Arkivet and the Falstad Centre play important roles in the efforts to combat antisemitism through educational programmes that draw lines between regional history and events such as the persecution of Jews in Norway during World War II, and link the past to the present.

The government supports the Norwegian Center for Holocaust and Minority Studies by providing core funding from the Ministry of Education and Research. The centre also has a contract with the Ministry of Foreign Affairs which was extended for a further three-year period in January 2020. The contract covers targeted measures for the centre's international work and provides an overall financial framework in the region of NOK 12 million.

In line with the measures included in the *Action plan against antisemitism (2016–2020)*, we have seen the launch of several research projects about Jewish life in Norway, and about antisemitism and other group-focused enmity in schools. The results will be pub-

lished in 2021–2022 and will provide new important knowledge and documentation. It is important that the research results reach a wide audience.

### **Measure 9: Conclude the research programme on antisemitism and Jewish life in present-day Norway**

**Responsible: The Ministry of Local Government and Modernisation**

The Ministry of Local Government and Modernisation has awarded funds to a research programme on antisemitism and Jewish life in present-day Norway. The objective is to strengthen the general body of research on these issues. The projects were advertised by the Research Council of Norway with a February 2017 application deadline. The research projects are now well underway and are expected to be completed in 2021–2022.

### **Measure 10: Bring to a conclusion the PhD/postdoctoral positions for research on the prevention of group-focused prejudices in schools**

**Responsible: The Ministry of Education and Research and the Ministry of Local Government and Modernisation**

The Ministry of Education and Research and the Ministry of Local Government and Modernisation fund PhD/postdoctoral positions for the purpose of research on group-focused prejudices, including antisemitism. The objective is to strengthen competencies among teachers and school children, and to contribute to the long-term work of building positive attitudes in schools. The projects were advertised by the Research Council of Norway in 2017 and are expected to see completion in 2021–2022.

<sup>13</sup> The Norwegian Center for Holocaust and Minority Studies, the European Wergeland Centre, the Falstad Centre, the Foundation Arkivet, the Rafto Foundation, the Nansen Centre for Peace and Dialogue and the Narvik War and Peace Centre.

Guards outside the synagogue in Oslo.  
PHOTO: HÅKON MOSVOLD LARSEN/ NTB



## 9 Security measures required around Jewish institutions

The government carries the ultimate responsibility for protecting the safety of all citizens and must put in place special measures for particularly vulnerable groups.

When Jewish sites elsewhere in Europe are targeted by terrorism and violence, the threat to Jewish institutions in Norway will also increase. In these situations, the Norwegian Police and its Security Service will assess the security of sites such as synagogues. Security measures are implemented through collaborative procedures involving the

relevant regional police force and the Norwegian Police Security Service in dialogue with the Jewish communities in Oslo and Trondheim.

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# 10 Efforts to combat antisemitism outside of Norway

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Since the government took office in 2013, the freedom of belief and religion, and the promotion of faith and religious minority rights, have been high on the foreign policy agenda. These efforts are an important part of the government's increased focus on combatting religious intolerance. When working with partners in Norway and abroad we seek to combat the marginalisation and discrimination of faith and religious minorities. During this period, there has been more than a ten-fold increase in allocations to work undertaken by the Ministry of Foreign Affairs in this field.

## **The EEA and Norway Grants**

Since 2012, the government has awarded EEA and Norway Grants to various initiatives designed to combat antisemitism and to increase our knowledge and multi-cultural understanding by preserving Jewish heritage in Europe. The work to combat antisemitism has focused on helping to ensure that Jewish contributions to European culture and history are not eradicated from memory. Priority has been given to preserving and raising awareness of Jewish cultural heritage and history in Latvia, Lithuania, Poland, Portugal, Slovakia, the Czech Republic and Hungary. In Slovakia, funds have been awarded to the restoration and revitalisation of the synagogue in Trenčín. In Poland, support for Jewish heritage continues through partnership working with the museum of the history of Polish Jews, POLIN, on the site of the former Warsaw ghetto.<sup>14</sup> The EEA and Norway Grants also allow us to support civil society

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<sup>14</sup> The building of the Warsaw ghetto started in April 1940 when Poland was occupied by Germany. At its peak, more than half a million Jews were living in the ghetto. The first mass deportation from the Warsaw ghetto started in the summer of 1942, when approximately 300,000 Jews were transported to the extermination camp at Treblinka.

in the recipient countries and their efforts to combat antisemitic hate speech.

## **The Council of Europe**

In 2020, the Secretary General of the Council of Europe created the new position of Special Representative on antisemitism and anti-Muslim hatred and hate crimes. On 1 November 2020, Special Representative Daniel Hölzgen started work to improve the co-ordination of European efforts. One of the objectives is to ensure that competencies developed within the framework of the Council of Europe align with measures introduced by individual member states. This will provide a robust proactive effort across the board to prevent attitudes and actions of an antisemitic or otherwise discriminatory nature.

Ever since the Council of Europe was formed, its core mandate has been to combat discrimination on the grounds of religion and beliefs. Over many years, different parts of the Council of Europe, including the Parliamentary Assembly, the Commissioner for Human Rights and the European Commission against Racism and Intolerance (ECRI), have built competence and knowledge in this field. The Council of Europe also has a long tradition of supporting and contributing to the remembrance of Holocaust victims and helps keep our knowledge of the Holocaust alive.

In the last year, the ECRI decided to review and update their general policy recommendations to member states concerning antisemitism and hatred of Muslims. In their report for 2019, the ECRI described an alarming situation in Europe with respect to racism and intolerance. According to the ECRI, ultra-nationalist, antisemitic and anti-Muslim





Top: Memorial to the attack in Halle, Germany.

PHOTO: EPA/ CLEMENS BILAN



Bottom: Norwegian school children visiting Auschwitz-Birkenau

PHOTO: AKTIVE FREDREISER

hate speech and violence are growing in far too many European societies. An intergovernmental steering committee for non-discrimination and inclusion has recently been formed (CDADI) to bolster the Council of Europe's intergovernmental work in this field.

### **The Organization for Security and Co-operation in Europe (OSCE)**

Norway continues to deliver on the declaration by the OSCE Ministerial Council in 2014 that promised to increase efforts to combat antisemitism nationally and through international engagement.

The OSCE Office for Democratic Institutions and Human Rights (ODIHR) compiles annual statistics on hate crime, including antisemitic hate crime. ODIHR works with government authorities and civil society to raise awareness of and combat hate crime. Working with the education sector and others, they also study how information and knowledge about the Holocaust are disseminated. ODIHR has highlighted the Norwegian Action Plan against Antisemitism (2016–2020) as a good example to other countries as they strive to combat antisemitism. The government will work in close partnership with ODIHR in the time ahead.

### **The United Nations (UN)**

Fulfilling the UN's sustainable development goals is the Norwegian government's overarching motivation for developing action plans promoting tolerance and combatting discrimination. Norway's efforts to promote freedom of religion or belief are in line with the principle that underpins the sustainable development goals, 'to leave no one behind'. The UN is therefore an important partner in this work.

### **UN Special Rapporteur on Freedom of Religion or Belief**

The UN Special Rapporteur on Freedom of Religion or Belief fulfils an important task in identifying religious intolerance and reporting on efforts by the member states to combat antisemitic discrimination, violence and hate speech.

The Special Rapporteur visited Norway in 2019 and received a comprehensive introduction to the Norwegian action plan against antisemitism. In his report to the UN General Assembly that year, the Special Rapporteur encouraged all member states

to identify, document and prohibit, in statute and practice, antisemitic hate crime and to enhance government contact with Jewish minorities. The government believes that continued close contact with the UN Special Rapporteur will be useful.

### **The International Holocaust Remembrance Alliance (IHRA)**

The International Holocaust Remembrance Alliance (IHRA) is an international network described in further detail in Chapter 2 of the Action Plan. The IHRA is an important international arena for the exchange of ideas and research into the Holocaust, experience drawn from education programmes associated with the Holocaust and genocide, as well as remembrance. The government will continue to participate as an active contributor to the IHRA.

#### **Measure 11: Continue Norway's international commitment to combatting antisemitism and preserving Jewish heritage in Europe Responsible: The Ministry of Foreign Affairs**

Norway will continue to work in close partnership with international organisations to help combat antisemitism and preserve Jewish heritage.



The gate leading to the Jewish museum and synagogue in Trondheim.  
PHOTO: GORM KALLESTAD / NTB

## 11 Evaluating the efforts against antisemitism

The government's previous action plan against antisemitism from 2016–2020 contributed to combatting antisemitism in Norway by introducing eleven measures in a number of different areas of society. Many of the measures that were introduced in the previous plan are carried forward into this current plan, which also introduces new measures. The government will now evaluate its combined efforts against antisemitism, both those in the previous plan and in this updated plan. The evaluation will help to establish new knowledge about the effectiveness of various measures and tools, which in turn can contribute to the further development of the measures to combat antisemitism in the time ahead.

### **Measure 12: Evaluate the overall effort to combat antisemitism**

**Responsible: The Ministry of Local Government and Modernisation**

In 2021, the Ministry of Local Government and Modernisation will announce funding for an external evaluation of the overall efforts that have gone into combatting antisemitism, including evaluating measures from both the previous and current action plans. Evaluations of both concluded and ongoing measures will be sought.

# Other relevant actions plans and strategies

The government's efforts to combat antisemitism are based on other work undertaken to combat discrimination and group-focused enmity, hate speech and hate crime, and to promote democracy and equality and safeguard freedom of religion and belief. The government aims to take an overall view of these efforts, thereby ensuring positive synergies between them.

In 2020, the government appointed a state secretary committee to provide coordination on a political level of work under the Action plan against Radicalisation and Violent Extremism, *Action Plan against Racism and Discrimination on the Grounds of Ethnicity and Religion (2020–2023)*, *Action Plan against Antisemitism (2021–2023)*, *Action plan to Combat Discrimination and Hatred of Muslims (2020–2023)* and the efforts to combat hate speech.

## **The UN's sustainable development goals**

In 2015, the UN's member states adopted 17 Sustainable Development Goals for the period to 2030. These goals take an integrated approach to the environment, the economy and social development, and cover a broad range of areas like health, education, equal opportunities, full employment and lasting, inclusive and sustainable economic growth. See the description of the sustainable development goals on [regjeringen.no](http://regjeringen.no).

These goals form the political superstructure for the government's work in national and international settings and they support the government's ambition that all people should have an opportunity to progress and develop. Fulfilling the UN's sustainable development goals is the government's overarching motivation for drawing up all of the action plans related to promoting tolerance and combatting discrimination. The UN is therefore an important partner in this work. Combatting extremism, antisemitism and other forms of racism and discrimination, and promoting ethnic and cultural diversity, require broad-based simultaneous efforts in several areas, which is what the government seeks to achieve in the fields of racism and discrimination.

## **Action plan against radicalisation and violent extremism**

*Action plan against radicalisation and violent extremism* was launched in 2014 and revised in 2020. The plan includes measures designed to prevent recruitment to extremist groups through enhanced understanding of extremism as a specific phenomenon, cross-sectoral collaboration, dialogue and other means.

## **Action plan to combat discrimination and hatred of Muslims (2020–2023)**

*Action plan to combat discrimination and hatred of Muslims (2020–2023)* was launched in September 2020. The plan includes measures to encourage dialogue and provide meeting places, safeguard a higher level of safety and security, and to enhance knowledge and competence, including work outside of Norway.

## **Action plan against racism and discrimination on the grounds of ethnicity and religion (2020–2023)**

*The Government's Action Plan against Racism and Discrimination on the Grounds of Ethnicity and Religion (2020–2023)* takes a broad approach and is based on the fact that racism and discrimination affect a variety of different groups in Norwegian society. The plan lists fifty measures in nine different areas.

## **Strategy against hate speech (2016–2020)**

In a democratic society it is important to protect the freedom of speech. The government endeavours to create a society in which everyone can take part in the public debate without fear of hate speech. In 2016, the government launched its Strategy against hate speech. This strategy seeks to facilitate a good public exchange of opinions and to prevent and combat hate speech. The strategy includes initiatives within research, schools and education, working life, the judiciary and the media sector. There is considerable national and international interest in Norway's work in this area.

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