



Ministry of Local Government  
and Regional Development

Action plan

# Action plan against antisemitism 2025–2030





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# Preface

The Government wants to ensure an equal and diverse society that is safe for all. There remains a need for sustained and comprehensive efforts to combat antisemitism. We are now presenting a new Action plan against antisemitism (2025–2030), the third of its kind. We see that many of the measures that have been in place for several years have been effective. Nevertheless, antisemitism is a challenge that warrants long-term efforts.

At the present time, war and conflict in the Middle East are contributing to increased polarisation in our society, affecting the intensity and pervasiveness of antisemitism in Norway. There has been a rise in threats against Jewish institutions. Most recently, in April 2024, there was a physical attack on the synagogue in Trondheim. The Norwegian Jewish minority, consisting of around 1,500 people, is small and particularly vulnerable during periods of rising antisemitism. It is our collective responsibility to ensure that all Jews, especially children and young people, feel safe and included in Norway and are not subjected to hate speech or discrimination.

The Action plan against antisemitism is part of the Government's work to strengthen and renew efforts to combat racism, harassment and discrimination on the basis of ethnic origin and religion. The Government has defined the following three overarching focus areas in these efforts: 1) Dialogue and a well-functioning democracy; 2) Knowledge and competence; and 3) Safety and security. The 22 measures found in this Action plan are grouped according to these focus areas. Furthermore, the plan includes Norway's interna-

tional efforts and measures to combat antisemitism. The Action plan is intended to be dynamic, so that existing measures can be adjusted and new measures can be added during the implementation period.

Although the current situation is challenging, antisemitism is unfortunately not a new phenomenon in Norway. Antisemitic notions were behind the constitutional provision denying Jews access to Norway in 1814. The Holocaust had fatal consequences for Jews in Norway, and Jew hatred continues to endure in parts of the population to this day. Antisemitism is persistent and adapts to societal developments. Therefore, the Government believes measures are needed in several areas concurrently. The goal is for the measures in the Action plan to jointly combat antisemitism in Norway.

The Government would like to thank everyone who has contributed, including researchers, representatives from various organisations and individuals. We express our sincere thanks to the Norwegian Centre for Holocaust and Minority Studies in Oslo. Last but not least, we extend our gratitude to representatives of the Jewish communities in Norway for sharing their experiences, demonstrating their commitment, and providing excellent input throughout this process.

Oslo, 11 November 2024



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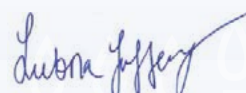
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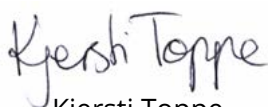
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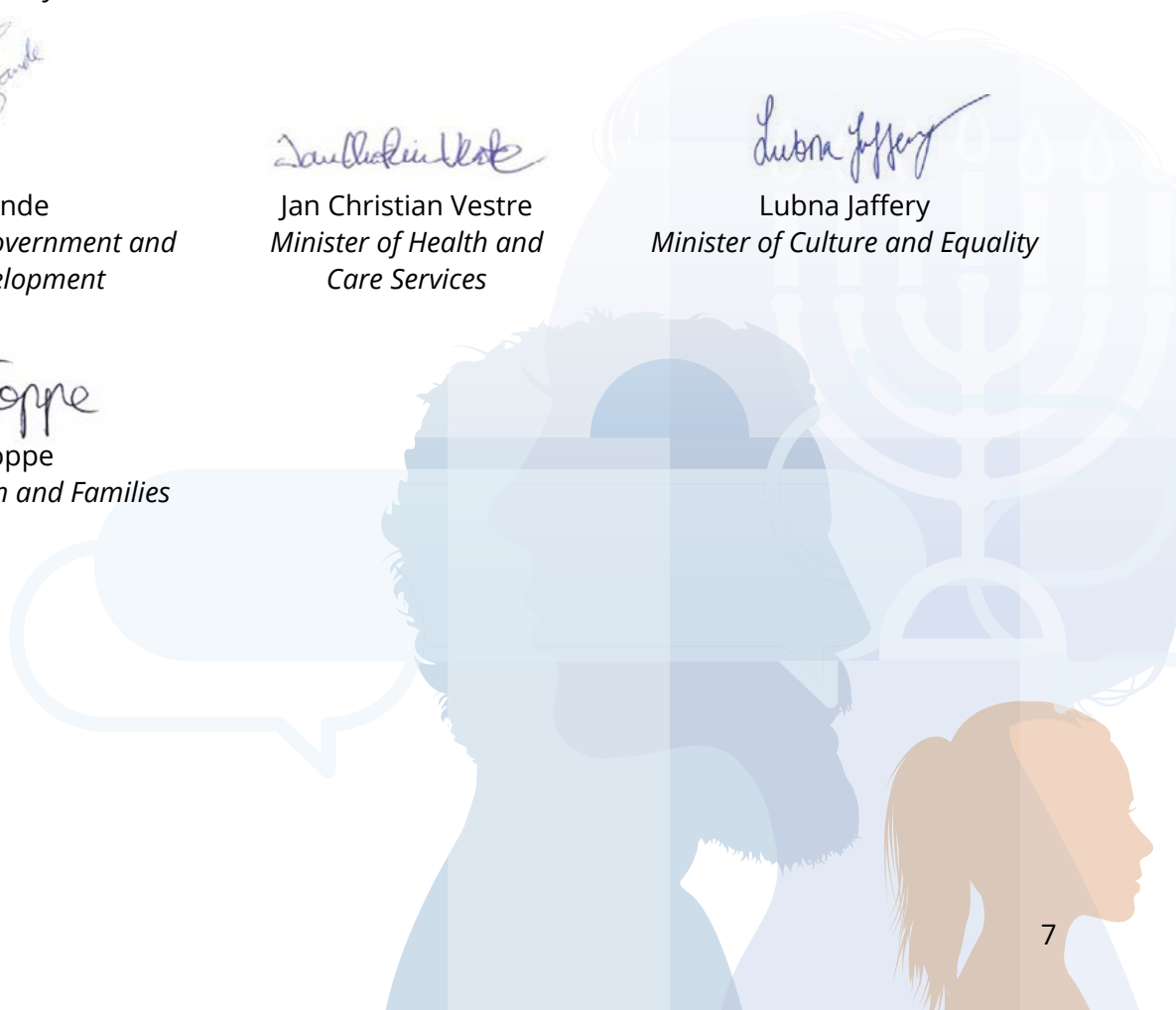
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# Overview of measures

## Dialogue and a well-functioning democracy

- 1 Continue funding for Jewish Pathfinders and other information measures
- 2 Strengthen the Jewish minority's organisations
- 3 Ensure good framework conditions for the Jewish museums in Oslo and Trondheim and for the Jewish Cultural Festival Trondheim
- 4 Continue the grants allocated for dialogue, debate, cooperation and knowledge development pertaining to religion and life stance
- 5 Increase funding for No Hate Speech Movement Norway (Stopp hatprat)
- 6 Strengthen the grant scheme to combat racism, discrimination and hate speech
- 7 Improve information disseminated to children and young people regarding racism, discrimination and group-focused enmity
- 8 Strengthen resilience against disinformation

## Knowledge and competence

- 9 Strengthen Democratic Preparedness against Racism, Antisemitism and Undemocratic Attitudes (Dembra)
- 10 Evaluate Dembra
- 11 Strengthen the Peace and Human Rights Centres
- 12 Review and assess the continuation of the national grant scheme for school trips



- 13 Strengthen democracy education, critical thinking and pupil participation

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- 14 Obtain more knowledge about Jewish life and antisemitism in Norway today

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- 15 Conduct a survey of the population's attitudes toward ethnic and religious minorities every five years

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- 16 Obtain knowledge about the link between health and experiences of racism and discrimination

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### Safety and security

- 17 Dialogue between the police and Jewish religious communities

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- 18 Strengthen the police's competence on hate crime

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### Efforts against antisemitism outside of Norway

- 19 Share Norway's experience of combating antisemitism in international forums

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- 20 Support measures to combat antisemitism and safeguard Jewish cultural heritage within the framework of new EEA funding

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- 21 Strengthen efforts to combat antisemitism and Holocaust denial and distortion through international cooperation

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- 22 Address infringements of Jews' right to freedom of religion or belief and intolerance toward Jews

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# 1 Introduction

There has been a rise in antisemitism in Norway since Hamas carried out terrorist attacks against Israel on 7 October 2023 and the subsequent war in the Middle East. This has impacted Jews in Norway. The pejorative use of the word 'Jew' has persisted for a long time. Many people are subjected to hate speech simply because they are Jewish, some have received direct threats, and many are afraid to display their Jewish identity or to use Jewish symbols in public. This is a trend the Government wants to reverse. With this Action plan, the Government seeks to continue and strengthen efforts to combat antisemitism in the years ahead.

The Norwegian Centre for Holocaust and Minority Studies (Norwegian Holocaust Centre) has conducted three major surveys on the population's attitudes toward Jews, in 2011, 2017, and 2022. In May 2024, the Centre presented a new mapping—an abbreviated version of previous surveys with a few new questions—which aimed to investigate whether attitudes in the population had changed following the 7 October 2023 terrorist attack on Israel and the subsequent war in the Middle East. The survey shows that international conditions affect attitudes toward Jews in Norway. For example, 30 per cent of survey respondents stated that Israel's warfare in Gaza had caused them to have

more negative feelings toward Jews, in general.<sup>1</sup> There has also been an increase in antisemitic attitudes and actions in other Western countries.<sup>2</sup> Furthermore, antisemitism on the internet and on global digital platforms is on the rise.

The rise in antisemitism not only affects Jews; it affects us all. Like other forms of prejudice, harassment, and racism, combating antisemitism is the responsibility of society at large. Government representatives and leaders of political parties, cultural life, voluntary organisations and religious and life stance communities have a special responsibility to combat prejudice and to clearly speak out against antisemitism.

<sup>1</sup> *Holdninger til jøder og muslimer i Norge 2024* [Attitudes towards Jews and Muslims in Norway 2024], Norwegian Centre for Holocaust and Minority Studies, 2024.

<sup>2</sup> *Jewish people's experiences and perceptions of antisemitism – EU survey of Jewish people*, European Union Agency for Fundamental Rights, 2024, *Polisanmälda hatbrott med antisemitiska motiv under hösten 2023* [Hate crimes with antisemitic motives reported to the police in autumn 2023], Swedish National Council for Crime Prevention, 2024, *Sixth Survey of European Jewish Community Leaders and Professionals*, JDC-International Centre for Community Development (JDC-ICCD), 2024, *Audit of Anti-semitic Incidents 2023*, Anti-Defamation League, 2024.



The Jewish Pathfinders were awarded the Sønsteby Prize in 2024. Photo: Krister Sørbo, Forsvarets forum

The Church of Norway has examined attitudes amongst its own members and clergy. In April 2024, the Church of Norway received the report entitled *The Church of Norway's relations to Judaism and Jews*, which it is now reviewing.

See the link: [The Church of Norway's relations to Judaism and Jews.pdf \(kirken.no\)](https://kirken.no/religion-and-society/relations-to-judaism-and-jews).

Europe (OSCE) in Malta in April 2024, where they presented the initiative and shared their experiences.<sup>3</sup> The Jewish Pathfinders were also awarded the Sønsteby Prize in 2024, which is a prestigious recognition of their efforts over several years.<sup>4</sup> 2025 will mark the 10<sup>th</sup> anniversary of the founding of the Jewish Pathfinders.

While combating antisemitism is the responsibility of society as a whole, the Jewish minority has also implemented important measures. The Jewish Pathfinders is an example of an important information initiative aimed at upper secondary school pupils. The Pathfinders contribute to making Jews visible, disseminating knowledge about Judaism and Jewish history in Norway and combating antisemitism. The Jewish Pathfinders have garnered attention both in Norway and internationally. Among other things, the Pathfinders participated in a conference on antisemitism organised by the Organization for Security and Co-operation in

<sup>3</sup> For more information on the conference, see [Conference on addressing Anti-Semitism in the OSCE region | OSCE](#).

<sup>4</sup> For more information about the award ceremony, see the [Gunnar Sønsteby Memorial Fund](#).

## Goals and focus areas

Norway has had measures against antisemitism in place since 2015 and action plans against antisemitism since 2016, first with the *Action plan against antisemitism 2016–2020*, followed by the *Action plan against antisemitism 2021–2023 – a continuation*. The ongoing measures against antisemitism have been continued in 2024.

In this new Action plan against antisemitism, which will remain in effect until 2030, the Government will facilitate dialogue between different groups in society in an effort to ensure a well-functioning democracy with mutual respect between people, where everyone is able to participate on an equal footing. We will continue our efforts to develop knowledge and competence about racism, antisemitism, harassment and discrimination across various sectors of society. Everyone should feel safe and secure, regardless of their background, and everyone has the right to express themselves without facing hostility because of their ethnic origin or religion. As part of the follow-up of the Action plan, we will prioritise measures that contribute to improving safety for children and young people. Thereby, the Government will continue to strengthen and safeguard the values we hold dear in Norwegian society, such as trust, equality and democracy.

In addition, the Government is working on an Action plan to combat anti-Muslim racism, which is scheduled to be presented in December 2024, as well as an Action plan to combat harassment and discrimination of the Sami, which will be presented in early 2025.

Based on the above-mentioned goals, the Government has established three common focus areas for the action plans to combat antisemitism, anti-Muslim racism, and harassment and discrimination of the Sami:

1. Dialogue and a well-functioning democracy
2. Knowledge and competence
3. Safety and security

The measures in the Action plan against antisemitism are grouped according to these three focus areas in chapters 6, 7 and 8. In addition, chapter 9 describes efforts and measures outside of Norway. The measures will be implemented within the current budget frameworks of the applicable government ministries.



## Evaluation of efforts to combat antisemitism

The overall efforts to combat antisemitism in the period 2016–2023 have been evaluated by Proba Research on behalf of the Ministry of Local Government and Regional Development. The evaluation, published in April 2023, indicates that the measures to combat antisemitism largely correspond to the domestic challenges and are well-targeted. It also shows that representatives of the Jewish minority, relevant research environments and representatives of the authorities experience that the action plans are well-integrated and followed up. The evaluation largely recommends continuing current efforts but highlights a lack of concrete measures to combat antisemitism online. It also recommends further research into antisemitism on the internet. In addition, Proba Research recommends that more targeted measures aimed at defined environments in which antisemitic attitudes are more prevalent should be considered in the future.

This Action plan builds on measures and experiences from both of the two previous plans and the evaluation, and also includes some new measures. The current challenges related to antisemitism differ significantly from those present when the two previous plans were introduced.

### Action plan on Racism and Discrimination – New Initiatives 2024–2027

The Action plan on Racism and Discrimination – New Initiatives 2024–2027 was launched in November 2023 and contains 50 measures related to the labour market, young people, local efforts and more knowledge. The measures are aimed at all groups that experience racism and discrimination, and build on previous efforts, knowledge bases and experiences. The Government will carry out interim reporting on the status of the measures in 2025, which will be used as a basis for continued work and discussions with, among others, municipalities, workers' and employers' organisations, and the voluntary sector to ensure continued efforts against racism and discrimination. Examples of measures include follow-up of harassment and discrimination in the labour market, measures to ensure a good and safe school environment, diversity measures in the Norwegian Police, measures to enhance competence and more knowledge.

# 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 about Jews. Antisemitism can take the form of everything from prejudice to deep-seated hatred, persecution and genocide. It can be just as strong in countries and areas with few or no Jews as in places with a well-established Jewish population.<sup>5</sup>

Antisemitism can be found in various environments, including the far-right and the far-left, among Christians and Muslims, and has manifested itself in many different ways at different times, including as anti-Judaism, race-based antisemitism and modern secular Jew hatred.<sup>6</sup>

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 toward Jews may improve at the same time 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 influence, and lack of loyalty to the nation state. Conspiracy theorists claim that Jews represent a clandestine and dangerous force in the world that controls the media, banking system and politics.

## Attempts to establish a uniform definition

Antisemitism is a complex phenomenon and it is therefore difficult to provide a simple definition that adequately describes the term. There are ongoing discussions, in both academic and political circles, about what ought to 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 2000 Declaration of the Stockholm International Forum on the Holocaust (the Stockholm Declaration), which sets out the inter-

<sup>5</sup> *Action plan against antisemitism 2016–2020 and Action plan against antisemitism 2021–2023 – a continuation*, Ministry of Local Government and Modernisation, 2016 and 2021.

<sup>6</sup> *Jødehat. Antisemittismens historie fra antikken til i dag*. [Jew hatred. The history of antisemitism from antiquity until today]. T. B. Eriksen, H. Harket and E. Lorenz, Cappelen Damm, 2009.



Tagging at Furuset metro station, December 2023. Photo: Ali Al-Faraj

national community's duty to combat genocide, ethnic cleansing, racism, antisemitism and xenophobia. The IHRA has devised a non-legally binding working definition of 'antisemitism', which 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 raise awareness of whether expressed attitudes or actions should be regarded as antisemitic. The examples include Holocaust denial and holding Jews collectively responsible for the actions of individuals. Several of the examples mention Israel. However, the IHRA emphasises that criticism of Israel, within the same parameters as criticism of other states, cannot be regarded as antisemitism. The IHRA's list of examples should not be regarded as exhaustive and critiques thereof include failing to highlight conspiracy theories, which may be key elements of antisemitic notions.

It is not always obvious whether or not a remark or an action is antisemitic. Such an assessment is often context dependent. Familiarity with the phenomenon of antisemitism, antisemitic conspiracy theories and the history of antisemitism may be required to be able to identify it.<sup>7</sup>

## The Holocaust and antisemitism

Holocaust denial, i.e. claiming that the Holocaust did not take place, has been a key element of antisemitism since the Second World War. Today, Holocaust denial is openly expressed on YouTube and by certain influencers with many young followers, both in Norway and abroad. In Norway, almost the entire population has heard of the Holocaust, though there is less awareness of the Holocaust among Muslim immigrants.<sup>8</sup> There are no statistics of how many people in Norway directly deny

<sup>7</sup> Working definition on antisemitism, International Holocaust Remembrance Alliance: [What is antisemitism?](#)

<sup>8</sup> *Holdninger til jøder og muslimer i Norge 2022. Befolkningsundersøkelse, minoritetsstudie og ungdomsundersøkelse* [Attitudes towards Jews and Muslims in Norway 2022. Population survey, minority study and youth survey], V. Moe (Ed.), Norwegian Centre for Holocaust and Minority Studies, 2022.

that the Holocaust took place. Holocaust denial is primarily associated with groups on the fringes of political ideology, such as neo-Nazi circles.<sup>9</sup>

Holocaust distortion, which involves calling into question the scale, causes and consequences of the Holocaust, is probably more widespread than Holocaust denial.<sup>10</sup> Holocaust distortion often involves an element of blaming the Jews for causing the genocide, or making claims and accusations that Jews are exploiting the history of the Holocaust for their own benefit. Perpetrator-victim inversion is a well-known trope from the antisemitic repertoire.<sup>11</sup>

The Norwegian Holocaust Centre's attitude surveys for 2022 and 2024 show that equating (drawing an analogy between) the Nazis' treatment of Jews during the Second World War and Israel's current treatment of the Palestinians is widely supported by the Norwegian population. In 2022, roughly one-third of the population supported this analogy, and by 2024, this figure had risen to over half (51 per cent). This is a high figure, including in an international context. There is some correlation between traditional antisemitic attitudes and support for this analogy.<sup>12</sup> Surveys in other European countries have previously shown that a majority of Jews perceive the claim that Israelis behave 'like Nazis' toward Palestinians as antisemitic.<sup>13</sup>

<sup>9</sup> *Old hate in New Media: Understanding of Antisemitism and Boundary-Making in the Norwegian Public Sphere*, B. Haanshuus, University of Oslo, 2024.

<sup>10</sup> *Holocaust denial and distortion*, International Holocaust Remembrance Alliance: [Holocaust denial and distortion](#).

<sup>11</sup> *Holdninger til jøder og muslimer i Norge 2024*, [Attitudes towards Jews and Muslims in Norway 2024], Norwegian Centre for Holocaust and Minority Studies, 2024, p. 10.

<sup>12</sup> *Holdninger til jøder og muslimer i Norge 2024*, [Attitudes towards Jews and Muslims in Norway 2024], Norwegian Centre for Holocaust and Minority Studies, 2024, p. 10.

<sup>13</sup> *Experiences and perceptions of antisemitism. Second survey on discrimination and hate crime against Jews in the EU*, European Union Agency for Fundamental Rights, 2018, p. 25.

## Criticism of Israel and antisemitism

Freedom of expression, including the right of access to information, is a human right. Criticism of Israel and the Israeli government can be both fierce and one-sided without necessarily being antisemitic. However, there are examples of what are perceived as negative actions carried out by the State of Israel being described as the result of inherent, negative character traits in Jews. Thus, there are situations where criticism of Israel includes or is based on antisemitic notions.

### Zionism

Zionism, as a cultural-political movement, emerged in Europe toward the end of the 19<sup>th</sup> century in response to discrimination against Jews and rising antisemitism. The goal of the Zionist movement was to establish a national home for Jews and is based on the Jewish people's desire and hope to return to their ancient homeland in the land of Israel (*Eretz Yisrael*), as described in Jewish religious texts. The name is derived from *Zion*, one of the Jewish names for the Temple Mount and the city of Jerusalem.<sup>14</sup>

Today, Zionism is a politicised concept, attributed with various interpretations by different groups.

Jews may consider themselves Zionists because they support the existence of the State of Israel, without necessarily always agreeing with the Israeli Government. This also applies to Jews who are not citizens of Israel. Zionists may be religious or secular. There are also anti-Zionist Jews, who do not support the concept of a separate Jewish state or the State of Israel. Many non-Jewish individuals also consider themselves Zionists or anti-Zionists.

<sup>14</sup> *Sionisme*, [Zionism] B. Groth, The Great Norwegian Encyclopedia.



## Antisemitism today

Antisemitism assumes new forms and fills new social and political functions as society changes. Both historically and in contemporary contexts, antisemitism is largely triggered by societal crises. Another factor is the conflict in the Middle East. There are examples of antisemitic conspiracy theories being manufactured and modified in response to crises such as economic downturns, migration, the COVID-19 pandemic and the Russian invasion and warfare in Ukraine. Jews have been accused of orchestrating mass migration, the spread of viruses and wars, allegedly in pursuit of power and control.

Following Hamas' terrorist attack on Israel on 7 October 2023 and the subsequent war in the Middle East, new conspiratorial narratives about Jews have emerged, and there has been a rise in antisemitic attitudes and actions in Norway and other Western countries. In Europe, the Israeli-Palestinian conflict has also long been a partial motivating factor for jihadist violent extremism and terrorism aimed at Jewish targets.

## New technology, internet culture and antisemitism

The nature and manifestations of antisemitism are changing and becoming more visible through new technology and internet culture. In various forums, antisemitism is promoted using memetic irony and humour.<sup>15</sup> 'Memes'—which blur the lines between humour, entertainment and dehumanising content—are used to promote antisemitic propaganda and incite violence. A certain level of digital and technological competence is required to produce and understand memes that promote violence and conspiratorial narratives. This also means that some extremist content goes undetected by moderators or the authorities. The Norwegian Commission on Extremism's report, which

was presented in March 2024, highlights that far-right and Islamist groups are experimenting with the use of artificial intelligence (AI), including AI-generated image tools, to disseminate racist and antisemitic content.<sup>16</sup>

A Danish study published in December 2023, which employed machine learning to map the Danish public's digital presence on Facebook prior to 7 October 2023,<sup>17</sup> found that one in ten comments in discussions about Jews could be characterised as antisemitic.<sup>18</sup> Several surveys show that everyday digital life has changed for many Jews since 7 October 2023. A survey conducted in September 2024 by Analyse & Tall, in collaboration with Amnesty International Norway, indicates that Jews in Norway have become more vulnerable to cyberhate.<sup>19</sup> An international report from 2024 showed that neo-Nazis are using TikTok to recruit new members and to disseminate extremist content.<sup>20</sup> TikTok is a particularly popular social platform among teenagers and young adults.

<sup>15</sup> In recent times, memes often refer to cultural expressions, such as jokes, images, quotes or videos, which are spread from person to person via the internet and social media (*Mem*, K. A. Bjørkelo, The Great Norwegian Encyclopedia, and *Antisemittisme som passer for deg* [Antisemitism that suits you], E. Hercz, University of Oslo, 2021).

<sup>16</sup> Norwegian Official Report (NOU) 2024: 3 *Joint efforts against extremism: Better conditions for preventive work*, Ministry of Labour and Social Inclusion, 2024.

<sup>17</sup> Machine learning is a specialisation within the study of artificial intelligence that uses statistical algorithms to enable computers to identify patterns in large datasets (*Maskinlæring* [Machine learning], A. Tidemann, The Great Norwegian Encyclopedia).

<sup>18</sup> *Online antisemitism on Facebook 2023, #AMOS – Alliancen mot online antisemittisme* [Alliance against online antisemitism], 2023.

<sup>19</sup> *Debatten om konflikten i Midtøsten på sosiale medier* [The debate about the conflict in the Middle East on social media], Analyse & Tall and Amnesty International Norway, 2024.

<sup>20</sup> *NazTok: An organized neo-Nazi TikTok Network is getting millions of views*, N. Doctor, G. Fiennes, C. O'Connor, Institute for Strategic Dialogue, 2024.

# 4

## The Jewish minority in Norway

Jews are both a religious and cultural minority and one of five national minorities in Norway.<sup>21</sup> As a national minority, Jews 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 currently consists of around 1,500 people. This corresponds to around 0.03 per cent of the population. When the Constitution of Norway was adopted in 1814, it contained a clause in Article 2 which banned Jews from entering the country.<sup>22</sup> This constitutional provision was repealed in 1851. Immigration from Eastern Europe, primarily from Tsarist Russia in the 19<sup>th</sup> century, led to the formation of Jewish communities in Oslo and Trondheim. In 1940, there were about 2,100 Jews living in Norway. The Holocaust had a devastating impact on

Jews in Norway. More than one-third were brutally murdered.

The Jewish population in Norway today is diverse in terms of ethnic origin, degree of religiosity and relationship to traditions. Many Jews in Norway associate their Jewish identity as much with culture, tradition and history as with religion. The fact that there are few Jews in Norway may present some challenges related to observing Jewish holidays and in some cases to complying with religious rules. This is perhaps especially true for those who live outside of the Oslo and Trondheim regions.

There are two Jewish communities in Norway, the Jewish Community of Trondheim (established in 1905) and the Jewish Community of Oslo (established in 1892). In 2023, the two communities had a total of 755 registered members. These two communities have been the pillars of organised Jewish life in Norway since 1945. There is a synagogue in each of the cities. The congregations have both religious and secular members. There is also a small Orthodox Jewish group in Oslo, which is not registered as a faith community, as well as a Jewish organisation in Bergen. There are also Norwegian Jews who are not affiliated with any congregation or Jewish organisation.

<sup>21</sup> A national minority is an ethnic, religious and/or linguistic minority with a long-standing attachment to the country. In Norway, Kvens/Norwegian Finns (persons of Finnish descent in Northern Norway), Jews, Forest Finns, Roma and Romani/Tater people are recognised as national minorities.

<sup>22</sup> Jesuits and monastic orders were also denied access to the realm. The stipulation represented an intensification of Christian V's Norwegian Code of 1687.



A Jewish home for Hanukka. Photo: jodedommen.no

An important activity in the two congregations in Oslo and Trondheim is to provide children and young people with education about Judaism and Jewish culture. The Jewish Community of Oslo runs both a kindergarten and a retirement and nursing home.

Jews have traditionally 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 Jewish voices and Jewish culture have also become more visible. The Jewish Cultural Festival Trondheim and the Days of Jewish Culture in Oslo contribute to showcasing the diversity of Jewish cultural expressions. There are also communities in several cities that organise debates in collaboration with houses of literature and libraries. The two faith communities, the Jewish museums in Oslo and Trondheim and

individuals belonging to the Jewish minority have all contributed to increased visibility.

The Jewish Community of Oslo participates in the annual *Contact Forum for national minorities and central authorities*, together with other national minority organisations.<sup>23</sup> The Jewish Community of Oslo and the Jewish Community of Trondheim are also in contact with the authorities regarding relevant matters. This is in accordance with the authorities' national minorities policy and the Council of Europe's Framework Convention for the Protection of National Minorities, which Norway ratified in 1999.

<sup>23</sup> Organisations that receive operating grants through the grant scheme *Operating grants to organisations for national minorities* are invited to the Contact Forum.

# The current situation

On 8 October 2024, the Norwegian Police Security Service (PST) raised its assessment of the terror threat level in Norway from moderate (Level 3) to high (Level 4). PST noted that it was primarily the threat to Jewish and Israeli institutions and interests that was aggravated. This change was partly due to the escalation of the situation in the Middle East and upcoming Jewish holidays. PST noted that while the image of the enemy of extreme Islamists and right-wing extremists is diverse, Jewish and Israeli institutions and interests have consistently been regarded as primary targets by these groups. Furthermore, PST noted that financially motivated actors, such as criminal networks and groups with some form of connection to Iran, may be recruited to carry out terrorist attacks against Jewish and Israeli institutions and interests in Europe. In its assessment, PST emphasised that the situation was unclear and continuously evolving. The current threat assessments are available on PST's website, [pst.no](https://pst.no).

## Antisemitism as a motive for hate crime

In April 2018, the Norwegian Police database introduced antisemitism as a specific bias motivation, enabling the recording and retrieval of statistics on reports of hate crime motivated by antisemitism. In both 2021 and 2022, 19 reported hate crimes were recorded as being motivated by antisemitism. In 2023, 50 reports of hate crime motivated by antisemitism were recorded, half of which were reported after 7 October 2023. The vast majority of these reports were made to Oslo Police District. Below are the total figures for the period 2021–2023:

2021: 19

2022: 19

2023: 50



## Attitudes toward Jews in the population

The survey of attitudes toward Jews and Muslims in Norway conducted by the Norwegian Holocaust Centre, published in May 2024, shows an increase in negative attitudes toward Jews compared to corresponding surveys in 2012, 2017 and 2022. The biggest change from previous surveys relates to negative feelings or antipathy toward Jews. In 2024, 8.6 per cent of the Norwegian population expressed antipathy toward Jews, compared to 4.7 per cent in 2022.

In total, the 2024 survey shows that 11.5 per cent of the Norwegian population hold marked prejudices against Jews. The overall increase in negative attitudes toward Jews does not alter the conclusions from previous surveys indicating that traditional antisemitic attitudes are not widespread in Norway. However, the Norwegian Holocaust Centre notes that developments in the Middle East may be affecting attitudes toward Jews in Norway. The previous surveys were conducted during periods in which the situation in the Middle East was relatively calm.

The Norwegian Holocaust Centre's attitude surveys in 2017 and 2022 also map the attitudes of Jews and Muslims toward each other. The surveys show that around 30 per cent of Muslims in Norway hold prejudices against Jews. However, a clear majority of Jews and Muslims see opportunities for cooperating with each other to combat prejudice and discrimination. The 2024 survey did not include such a mapping. The 2024 survey shows that antisemitism is more prevalent among men and persons with a low level of education than among women and persons with a high level of education. This corresponds with the findings from the previous surveys. Antisemitism is least prevalent among the youngest age group (18–29 years).

## The experiences of the Jewish minority

Norwegian Jews' experiences of antisemitism can largely be linked to the Israeli-Palestinian conflict, and many feel that they are held personally responsible for Israel's policies. This is not a new phenomenon; however, the trend has become more pronounced.<sup>24</sup> Many Jews in Norway currently experience fear, uncertainty and exclusion related to negative reactions to Israel's warfare following Hamas' terrorist attacks against civilians and hostage-taking in Israel. There have been threats against Jewish institutions, threats and harassment against individuals and threats to the homes of some Jewish families in Norway. Many no longer dare to wear visible Jewish symbols, such as the Star of David as a piece of jewellery around their neck, or place the nine-branched Hanukkah candelabrum in their windowsill.

There have also been several instances of Jewish schoolchildren and young people facing harassment, including being pressured by classmates to take a stance on the ongoing war or being held accountable for Israel's warfare. Children and young people may have few or no others to turn to for support in such situations, as they are often the only Jewish pupil at their school. Jewish teenagers in Norway also express loneliness.<sup>25</sup> As one teenager said in an interview with the newspaper *Vårt Land*: *"People can be angry with Israel (...), but don't take it out on people who have nothing to do with the Israeli military actions."*

Jews experience that the discourse in Norway has become more polarised and that there is an increased tolerance of antisemitism in society. Many also say that they are cautious about speaking out in public, in the workplace and in private social settings. When a group from the Jewish

<sup>24</sup> *Holdninger til jøder og muslimer i Norge 2022. Befolkningsundersøkelse, minoritetsstudie og ungdomsundersøkelse* [Attitudes towards Jews and Muslims in Norway 2022. Population survey, minority study and youth survey], V. Moe (Ed.), Norwegian Centre for Holocaust and Minority Studies, 2022.

<sup>25</sup> – *Jeg har ikke hørt «jævla kristen», liksom.* ["I haven't heard anyone say 'fucking Christian'"]. *Vårt Land*, 20 January 2024.

minority sought to draw attention to the fact that Jewish women are also victims of sexualised violence during International Women's Day in Oslo on 8 March 2024, the harassment against them became so intense that they were forced to leave the event. Later, on 12 March 2024, the incident was discussed on the Norwegian Broadcasting Corporation's (NRK) programme *Debatten* [The Debate].

There have also been public expressions of anti-semitism in the wake of the war in the Middle East, such as the tagging of the message "Hitler started it, we finished it" at the Furuset Metro Station. The tagging happened on 16 December 2023, the same day that peace marches for Gaza were held in several parts of the country. Many Jews in Norway also feel that there is no space for them in demonstrations for peace in the Middle East. However, representatives of the faith communities in Oslo and Trondheim participate in the general public debate to the extent they have the resources to do so.

The Jewish Community of Oslo is concerned with maintaining the information measures against antisemitism that it has been running for almost a decade, to the same extent as before. There is a considerable demand for Jewish Pathfinders in upper secondary schools nationwide, and the website [jodedommen.no](http://jodedommen.no) is actively used. In addition, both the Jewish Community of Oslo and the Jewish Community of Trondheim want to establish more meeting spaces for Jewish children and young people in what is, for many, a difficult situation, involving increased antisemitism and a polarised discourse.

The Jewish Cultural Festival Trondheim is held annually and is an important cultural outreach measure that highlights the diversity of Jewish culture to the general public, and also contributes to combating antisemitism. The same applies to exhibitions and activities at the Jewish museums in Oslo and Trondheim.

The think tank *Kos & Kaos – The Nordic Jewish Network*, established in 2016, creates arenas for debate with the aim of amplifying different voices



**Vandalism at the Jewish cemetery in Trondheim.**

*Photo: Sophie Bodd Jenssen*

and viewpoints, promoting critical thinking and combating discrimination. *Kos & Kaos* has been organising debates in Oslo over the past year, addressing topics such as antisemitism and the Israeli-Palestinian conflict seen from different perspectives. The events in Oslo have been fully booked.

The Jewish Community of Bergen was formally established as a voluntary organisation in 2021 and states that it has 120 members. The Jewish Community of Bergen aims to preserve and develop Jewish culture, identity, language, religion, traditions and heritage in Bergen. The Jewish Community of Bergen is concerned with combating antisemitism in Bergen and the surrounding area, working to facilitate more meeting spaces, particularly for Jewish children and young people, and wants to establish separate premises for the organisation.

The network *Jødiske stemmer for rettferdig fred* [Jewish Voices for Just Peace] was established in the autumn of 2023 by a group of Jews in Norway. The network is engaged in matters pertaining to the Israeli-Palestinian conflict, for peace in the Middle East, a free Palestine—and against antisemitism.

# Dialogue and a well-functioning democracy

Many have simplistic and stereotypical notions about both Jews and Judaism. Therefore, it remains important to highlight the diversity among Jews and a breadth of Jewish culture, also in Norway. It is also important to develop knowledge about the participation and contributions of Jews in Norwegian society—both historically and today. Knowledge helps combat prejudice, as can shared meeting spaces, arenas for dialogue and shared cultural experiences.

**Measure 1:** Continue funding for Jewish Pathfinders and other information measures

**Responsible:** Ministry of Local Government and Regional Development

In the National Budget 2025, it is proposed to continue funding for the Jewish Community of Oslo and the Jewish Community of Trondheim, for measures to combat antisemitism and for activities that highlight Jewish culture, identity and community life in Norway. In addition, it is proposed to continue support for the Jewish Museum in Trondheim for communication and exhibitions on antisemitism and Jewish life. The museum focuses on the Trondheim region and northwards, and also includes schoolchildren as a target group.

In 2015, the Jewish Community of Oslo launched information initiatives to improve knowledge about Jews and Judaism in society and to help combat antisemitism. One of the information initiatives is the Jewish Pathfinders, where two young Norwegian Jews primarily visit upper secondary schools, nationwide. The aim of the Pathfinders initiative is to raise awareness of the minority group, highlight the experience of growing up as a minority in Norway, showcase the diversity of Jews in Norway, disseminate knowledge and help reduce prejudice. The Jewish Pathfinders have been highlighted internationally as a good example of communicating information about Jews to and by young people.

The information initiatives include the development of [jodedommen.no](https://jodedommen.no), the purpose of which is to disseminate knowledge about Judaism, the breadth of Jewish life and history, and to address topical issues. The target group is primarily school pupils at all levels, but also the general public. School and kindergarten visits to synagogues are also part of the information measures of the Jewish Community of Oslo.

**Measure 2:** Strengthen the Jewish minority's organisations

**Responsible:** Ministry of Local Government and Regional Development

It is important that a minority as small as the Jewish population, with around 1,500 people, has robust organisations and resources to be able to create their own meeting spaces, not least for young people. The Government is proposing to strengthen the Jewish Community of Oslo and the Jewish Community of Trondheim in the National Budget 2025.

**Measure 3:** Ensure good framework conditions for the Jewish museums in Oslo and Trondheim and for the Jewish Cultural Festival Trondheim

**Responsible:** Ministry of Culture and Equality

The Jewish museums in Oslo and Trondheim disseminate knowledge about how Jewish culture in Norway has developed in various ways, both locally and nationally. Thereby, the museums highlight a diverse perspective on Jewish culture and history in Norway. As part of their core activities, the Jewish museums have various projects and activities to combat antisemitism.

In the National Budget 2025, the Government proposes to allocate a total of NOK 77.3 million to the Oslo Jewish Museum for the purchase and rehabilitation of premises, with NOK 7 million disbursed in 2025 and the remainder in subsequent budget years. The museum is currently housed in parts of a former synagogue, and the allocation to take over and refurbish the entire building will provide

greater opportunities for communicating Jewish history, life and culture in Norway.<sup>26</sup>

The grant to the Jewish Museum in Trondheim also includes the Jewish Cultural Festival Trondheim, which has been held annually since 2010 and highlights Jewish life and traditions to a wide audience. The festival serves as a bridge between Jewish cultural and religious practice and Norway's current multicultural society, at large.

**Measure 4:** Continue the grants allocated for dialogue, debate, cooperation and knowledge development pertaining to religion and life stance

**Responsible:** Ministry of Children and Families

The Government will consider increasing the grants allocated for dialogue, debate, cooperation and knowledge development pertaining to religion and life stance. Knowledge about and dialogue between different faith and life stance communities can help prevent discrimination and hostile attitudes and actions on the basis of religion and life stance.

**Measure 5:** Increase funding for No Hate Speech Movement Norway (Stopp hatprat)

**Responsible:** Ministry of Culture and Equality

No Hate Speech Movement Norway was established in 2014. The campaign is part of the European No Hate Speech Movement, launched by the Council of Europe Youth Department in 2013. No Hate Speech Movement Norway aims to provide

<sup>26</sup> The synagogue at Calmeyers gate 15B in Oslo was open between 1921 and 1942. It was closed by the German occupying forces in 1942.





Jewish cultural festival in Trondheim. Photo: Yaniv Yosh

young people and youth organisations with the tools, knowledge and skills necessary to identify hate speech, including antisemitism, and take action against human rights infringements online. No Hate Speech Movement Norway receives operating grants from the Ministry of Culture and Equality, and it has been proposed that this support be increased.

**Measure 6:** Strengthen the grant scheme to combat racism, discrimination and hate speech

**Responsible:** Ministry of Culture and Equality

In its proposal for the National Budget 2025, the Government has suggested increasing the allocation to the grant scheme aimed at combating racism, discrimination, and hate speech by NOK 2 million. The grant scheme is administered by the Norwegian Directorate for Children, Youth and Family Affairs and aims to promote anti-racism and facilitate initiatives and activities to combat racism, discrimination and hate speech based on ethnic origin, religion and life stance. The grant scheme will be evaluated during the implementation period of the Action plan.

### Safe digital upbringing

Much of the everyday lives of children and young people unfold in the digital realm. The Government is working on a white paper to the Storting on a safe digital upbringing. The goal is for all children and young people to enjoy an active, participatory and safe digital upbringing. The report builds on this goal and aims to contribute to a more comprehensive set of policies on the topic that ensures that children's rights are safeguarded online and that the authorities' efforts are coordinated.

Social media and other digital platforms have enabled children and young people to participate and communicate in new ways, offering many opportunities. However, this has also put children and young people at risk of being subjected to racism, discrimination and hate speech online, rendering children and young people from minority backgrounds particularly vulnerable. This includes Jewish children and adolescents. Harassment and hate speech are difficult for individuals to endure and are violations of children's rights. It also has considerable adverse effects on democracy, as it prevents children and young people from participating in various online forums, in the public discourse and engaging in civil society.

**Measure 7:** Improve information disseminated to children and young people regarding racism, discrimination and group-focused enmity

**Responsible:** Ministry of Children and Families

The Government will ensure improved and more targeted information and guidance on racism and discrimination on ung.no. This will also include information about group-focused enmity, such as antisemitism, antigypsism and hatred toward Muslims. The expert panel at ung.no will be strengthened with individuals with special expertise on racism and discrimination. Ung.no is the Government's main channel for information, dialogue and digital services for children and young people.

### Norwegian Official Report (NOU) 2024: 3 Joint efforts against extremism

Preventing extremism is important in the efforts to combat antisemitism. The Norwegian Commission on Extremism emphasises the value of building democratic resilience in the population and ensuring the participation of vulnerable groups. Teaching at the Peace and Human Rights Centres and Democratic Preparedness against Racism, Antisemitism and Undemocratic Attitudes (Dembra) is proposed strengthened. The Government is initially following up on the Norwegian Commission on Extremism's report by preparing a white paper on preventing extremism. The report will be presented in 2025.

**Measure 8:** Strengthen resilience against disinformation

**Responsible:** Ministry of Culture and Equality

Misinformation and disinformation are spread on the internet and social media and can pose a threat to democracy. Minorities can be particularly vulnerable to prejudices that are created and disseminated as disinformation on the internet.

The Government will launch a strategy to strengthen resilience against disinformation, which is scheduled for presentation in the spring of 2025. The strategy is part of the follow-up to the report by the Norwegian Commission for Freedom of Expression. Among other things, the strategy will address how we can develop a media policy that enables media organisations to fulfil their social mission in the future, and contribute to strengthening media literacy in the population so that people are better equipped to assess the credibility of information, images and videos. Ensuring monitoring of large platforms such as TikTok, Meta and Google, and the influence they have on the Norwegian discourse, will also form part of the strategy.

# Knowledge and competence

## The content of the school – values and principles for education

The school shall be a generous, safe and inclusive community where pupils encounter care, experience mastery and receive support in pursuit of academic and social development. School is a place where all children and young people meet. Therefore, schools have a major responsibility, both for the pupils' everyday lives and for the values they carry with them into life and society.

Schools have an important role in preventing racist attitudes and creating space for a diverse community. The Education Act clearly states that schools shall combat all forms of discrimination and have zero tolerance for abuses such as bullying, violence, discrimination and harassment. All pupils have the right to a good and safe school environment that promotes health, inclusion, well-being and learning. There is a close link between efforts to combat hate, racism and discrimination and efforts to create a good and safe school environment.

The curriculum establishes the frameworks for education. Throughout their education, pupils gain comprehensive knowledge about discrimination and racism and insight into democratic values. Pupils are to engage in critical thinking, adopt different perspectives, and handle differences of opinion.

### **Report to the Storting (white paper) No. 34 (2023–2024) *En mer praktisk skole – Bedre læring, motivasjon og trivsel på 5.–10. trinn* [A more practical school – Improved learning, motivation and well-being in grades 5–10]**

The Government will follow up on the measures for a good and safe school environment in Report to the Storting (white paper) No. 34 (2023–2024) A more practical school – Improved learning, motivation and well-being in grades 5–10. The white paper was presented in September 2024, wherein the Government proposes several important and comprehensive measures to ensure better support for the work of developing and maintaining good and safe school environments, such as further developing digital support and guidance resources, continuing *Læringssmiljøprosjektet* [The Learning Environment Project], establishing school environment teams and preparing a new and comprehensive strategy for good and safe kindergarten and school environments.

Knowledge about antisemitism shall be part of the teaching in school. This is explicitly included in the subject curriculum for social studies, which states that by the end of grade 10, pupils shall be able to account for the causes and consequences of acts of terrorism and genocide, such as the Holocaust, and reflect on how extreme attitudes and actions can be prevented. Knowledge of Jewish life and culture is also included in the curriculum.

However, it may be a challenge that teachers are unable to identify antisemitic speech or actions, or that they do not take such incidents seriously enough, for various reasons. As a result, various measures have been launched to enhance teachers' competence regarding antisemitism, the Holocaust, Judaism and Jewish culture. In 2024, the Government provided funding to the Norwegian Holocaust Centre and the Falstad Centre to facilitate their development and hosting of courses on antisemitism for teachers.

## Controversial topics in schools

Democratic Preparedness against Racism, Antisemitism and Undemocratic Attitudes (Dembra) offers guidance, courses and online resources for schools and teacher training. The aim is to strengthen schools' efforts to combat various group-focused enmities, such as prejudice, xenophobia, racism, antisemitism, Islamophobia and extremism. The website *dembra.no* offers exercises and subject material for teachers, student teachers and teacher training. Dembra has been developed in line with the curriculum and is available to all, free of charge.

## Education on conspiracy theories in upper secondary schools

Conspiracy theories are an element of many anti-democratic ideologies and movements that have been on the rise in Europe, the U.S., and globally in recent years. Notions of hostile forces allegedly exercising control over society can contribute to declining support for democratic processes and institutions, and become an obstacle to democratic solutions rooted in genuine democratic debate. Dembra for Teacher Training is developing a research-based teaching package on conspiracy theories and conspiracy thinking aimed at upper secondary school pupils, in collaboration with centres that possess expertise on conspiracy theories (the Norwegian Holocaust Centre and the Norwegian University of Science and Technology) and teacher educators in various subjects. The teaching package will be finalised by the end of 2024 and will be made available on *dembra.no*.

## The core values of kindergartens

The Framework plan for the content and tasks of kindergartens describes the core values of kindergartens. Kindergartens shall promote equality irrespective of gender, disability, sexual orientation, gender identity and gender expression, ethnic origin, culture, social status, language, religion and life stance. Staff members are to prevent, stop and follow up on discrimination, exclusion, bullying, abuses and negative patterns of interaction, and promote charity. The Kindergarten Act sets out the obligation to ensure that children enjoy a good and safe kindergarten environment.

**Measure 9:** Strengthen Democratic Preparedness against Racism, Antisemitism and Undemocratic Attitudes (Dembra)  
**Responsible:** Ministry of Education and Research

The Government has proposed strengthening Democratic Preparedness against Racism, Antisemitism and Undemocratic Attitudes (Dembra) in the National Budget 2025.

**Measure 10:** Evaluate Dembra  
**Responsible:** Ministry of Education and Research

The Government has proposed allocating funds for an external evaluation of Democratic Preparedness against Racism, Antisemitism and Undemocratic Attitudes (Dembra) in the National Budget 2025. The evaluation will commence in 2025, with the aim of completion during 2027.

**Measure 11:** Strengthen the Peace and Human Rights Centres  
**Responsible:** Ministry of Education and Research

The seven independent Peace and Human Rights Centres around the country<sup>27</sup> each contribute in their own way to promoting democratic values and attitudes, particularly in relation to children and young people. What the centres have in common is their contribution to documentation, research, teaching, and the dissemination of information on democracy, peace, human rights, minorities,

and genocide. In the National Budget 2025, the Government has proposed strengthening the contribution to the Peace and Human Rights Centres.

**Measure 12:** Review and assess the continuation of the national grant scheme for school trips  
**Responsible:** Ministry of Education and Research

Under the Action plan against antisemitism (2016–2020), a grant scheme was introduced in 2019 to subsidise school trips to former concentration camps and World War II memorial sites. The main emphasis of the academic content is on relevant topics related to antisemitism, hatred and prejudice, alienation and groupthink, human rights, human dignity and democracy. The Government will review the grant scheme.

**Measure 13:** Strengthen democracy education, critical thinking and pupil participation  
**Responsible:** Ministry of Education and Research

The curriculum and the cross-curricular topic of democracy and citizenship provide excellent opportunities for pupils to learn about democracy and become active citizens. The Government will strengthen democracy education by supporting schools' efforts related to the curricula and cross-curricular topics.<sup>28</sup>

<sup>27</sup> The Norwegian Centre for Holocaust and Minority Studies, the Falstad Centre, the Archive Foundation, the Nansen Centre for Peace and Dialogue, the Narvik War and Peace Centre, the Rafto Foundation for Human Rights and the European Wergeland Centre (EWC).

<sup>28</sup> Report to the Storting (white paper) No. 34 (2023–2024) *En mer praktisk skole – Bedre læring, motivasjon og trivsel på 5.–10. trinn* [A more practical school – Improved learning, motivation and well-being in grades 5–10], Ministry of Education and Research, 2024.



**Measure 14:** Obtain more knowledge about Jewish life and antisemitism in Norway today

**Responsible:** Ministry of Local Government and Regional Development

Knowledge is of considerable importance both for future policy development and to facilitate continued active Jewish life in Norway. The Action plan against antisemitism (2016–2020) initiated research projects on Jewish life in Norway and on antisemitism in schools. The results were available in 2021–2022 and provided important knowledge.<sup>29</sup> In 2025, the Ministry of Local Government and Regional Development will carry out a mapping of existing knowledge on Jewish life in Norway today and outline relevant research needs and topics for the future, for example on how the situation of Jews in Norway has changed since 7 October 2023.

**Measure 15:** Conduct a survey of the population's attitudes toward ethnic and religious minorities every five years

**Responsible:** Ministry of Culture and Equality, Ministry of Labour and Social Inclusion, Ministry of Children and Family Affairs, Ministry of Local Government and Regional Development and Ministry of Education and Research

Monitoring the development of attitudes in society is important to ensure targeted efforts to combat antisemitism. Between 2012 and 2022, the Norwegian Holocaust Centre conducted three

surveys on the population's attitudes toward ethnic and religious minorities, with a particular emphasis on Jews and Muslims. The findings in the reports from 2012, 2017 and 2022 show a decline in negative attitudes toward Jews, while a new, smaller survey in the winter of 2024 shows that negative attitudes toward Jews in the population have increased since 7 October 2023.<sup>30</sup> A new survey of the public's attitudes is contributing to monitoring the development over time. The Government will initiate a new and fourth survey, following a public call, to be completed in 2027.

**Measure 16:** Obtain knowledge about the link between health and experiences of racism and discrimination

**Responsible:** Ministry of Health and Care Services

People who experience racism and discrimination report more mental health problems than others. Discrimination can also have consequences for physical health. These correlations are well documented in studies from other countries, but there is a need for more knowledge about how racism and discrimination affect the health of the Sami, national minorities and persons with an immigrant background in Norway. Discrimination on the basis of religion is also covered by the measure.

The Government will obtain an overview of how the topic is discussed in existing surveys and assess whether there is a need to map the connection between racism, discrimination and health in greater detail.

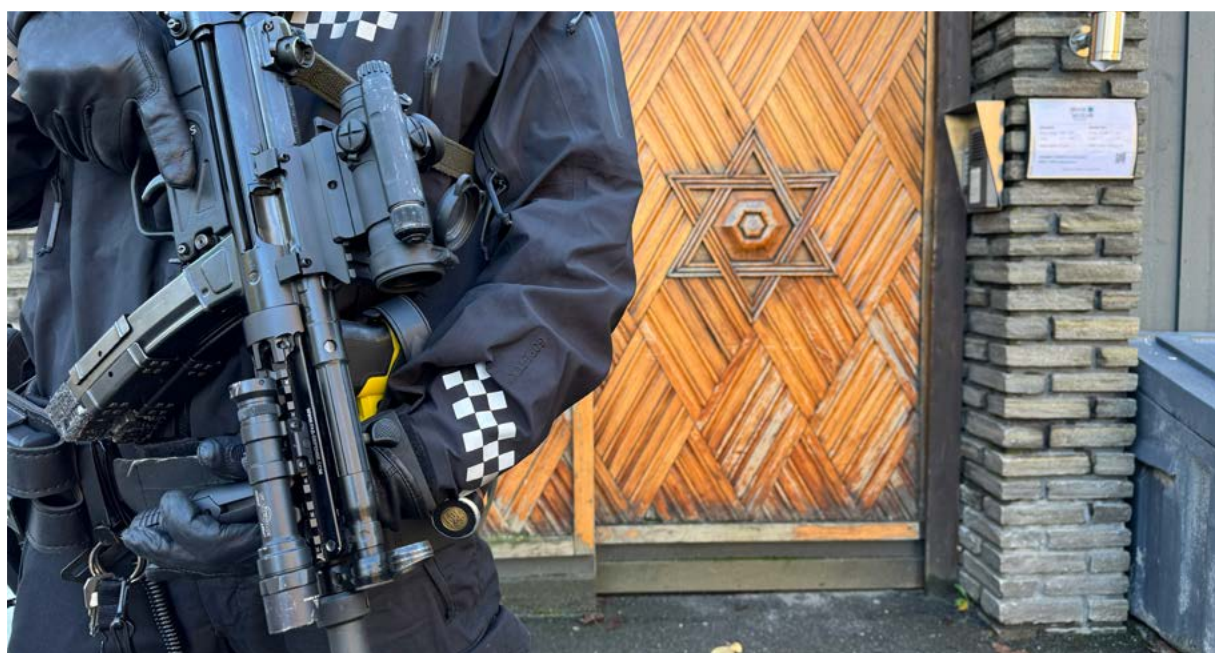
<sup>29</sup> For more, see the Research Council of Norway: [Negotiating Jewish Identity - Jewish Life in 21st Century Norway - The Project Databank](#), School of Opportunities: [Democratic understanding and prevention of group-based prejudices - The Project Databank](#), SHIFTING BOUNDARIES: [Definitions, Expressions and Consequences of Antisemitism in Contemporary Norway - The Project Databank](#).

<sup>30</sup> *Holdninger til jøder og muslimer i Norge 2024* [Attitudes towards Jews and Muslims in Norway 2024], Norwegian Centre for Holocaust and Minority Studies, 2024.

# Safety and security

The authorities are responsible for ensuring the security of all persons in Norway and for implementing special measures for particularly vulnerable groups. The conflict in the Middle East has increased the threat to Jewish interests and institutions in Norway. The Norwegian Police and the Norwegian Police Security Service (PST) are responsible for the various tasks related to man-

aging the safety and security of groups that are particularly vulnerable to threats. PST prepares threat assessments. The Norwegian Police will consider implementing security measures at synagogues and other meeting places for the Jewish community, based on the threat landscape and other relevant factors at any given time.



Armed police outside the synagogue in Trondheim. Photo: Bent Vidar Lindsetmo, NRK

## Hate crime

Hate crimes are criminal offences motivated, in whole or in part, on the basis of another person's skin colour, national or ethnic origin, religion or belief, sexual orientation, gender identity or gender expression, disability or other characteristics in groups with a special need for protection. 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, prosecution and court proceedings are to be prioritised.

A National Competence Centre on Hate Crime has been established in the Police to enhance competence on hate crime in all police districts and contribute knowledge and guidance on the subject matter. Such competence comprises various aspects of the police's work, including prevention, intelligence, dialogue and trust-building initiatives, investigation and prosecution.

National figures on hate crime are published each year. The report *Hatkriminalitet i Norge 2023* [Hate crime in Norway 2023] shows that a total of 1,090 reports of hate crime were recorded that year. The number of reports increased by 18 per cent from 2022 following a long period of prior increases. The number of cases of hate crime motivated by antisemitism has been between 15 and 20 each year since antisemitism was introduced as a specific bias motivation in the police database in 2018. However, in 2023, there was a sharp increase in such cases, especially after 7 October 2023.

**Measure 17:** Dialogue between the police and Jewish religious communities

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

The Action plan Diversity, Dialogue and Trust: Action plan for the work of the Police (2022–2025) concerns work on diversity, dialogue and trust. The Action plan states, as a separate measure, that the police, nationally and at police district level, is to take the initiative to establish dialogue and suitable meeting places with different groups of citizens. Regular meetings are held with representatives of various faith communities. Dialogue has been established between the police and the Jewish faith communities in relevant police districts in order to contribute to mutual exchange of information and focal points in the police.

**Measure 18:** Strengthen the police's competence on hate crime

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

The security policy situation and threat landscape indicate that measures to combat hate crime remain relevant to efforts against antisemitism. The mandate of the National Competence Centre on Hate Crime, organisationally attached to the Oslo Police District, is to contribute to competence enhancement in the police districts and provide them with guidance in individual cases. The Competence Centre also disseminates information and knowledge of national interest, for example in the event of an increased level of conflict, and can offer guidance in such circumstances. The Competence Centre was allocated additional resources in 2024. This will both increase the capacity to provide police districts with competence development and guidance, and to conduct analyses of how vulnerable different groups are to hate crimes, including hate crimes motivated by antisemitism.

# Efforts against antisemitism outside of Norway

In many countries outside of Norway, there has been a sharp increase in antisemitism since 7 October 2023. Antisemitism is a global phenomenon and increased international cooperation is needed. Norway will strengthen its efforts to combat antisemitism internationally.

**Measure 19:** Share Norway's experience of combating antisemitism in international forums

**Responsible:** Ministry of Foreign Affairs

In 2016, Norway was one of the first countries to draw up a national action plan with specific measures against antisemitism. Norway also closely monitors the development of attitudes in the population through surveys that have been conducted every five years since 2012. This has enhanced our understanding of antisemitism and provided us with valuable experience regarding the effectiveness of various measures. Norway's experience in combating antisemitism has helped develop and facilitate targeted measures in other countries. Norway will continue the work of strengthening efforts to combat antisemitism internationally, including by sharing our national experiences.

Norway has supported international efforts, led by the United States, to draft Global Guidelines for Countering Antisemitism. In 2024, Norway signed the Global Guidelines for Countering Antisemitism, along with around 40 other countries and organisations.<sup>31</sup>

**Measure 20:** Support measures to combat antisemitism and safeguard Jewish cultural heritage within the framework of new EEA funding

**Responsible:** Ministry of Foreign Affairs

Since 2012, Norway has funded measures to combat antisemitism and measures to enhance knowledge, multicultural understanding and the preservation of Jewish cultural heritage, primarily in Latvia, Lithuania, Poland, Portugal, Slovakia and the Czech Republic. The main focus of these efforts has been to ensure that Jewish heritage, as part of European culture and history, is not erased from memory. The EEA funds also make it possible to provide support to civil society in recipient countries and the countries' efforts to combat antisemitism.

<sup>31</sup> For more information, see the [Global Guidelines for Countering Antisemitism - United States Department of State](#).



For the period May 2021 to April 2028, Norway, Iceland and Liechtenstein will contribute in excess of EUR 3.2 billion in grants to various projects in 15 recipient countries in the EU via EEA funds. The new agreement creates many opportunities for cooperation between Norwegian institutions and their counterparts in the 15 EU countries covered by the cooperation. Of particular importance is the cooperation with the POLIN Museum of the History of Polish Jews. Close cooperation has already been established between the POLIN Museum and Norwegian institutions working on matters of Jewish cultural heritage, knowledge of European Jewish heritage and antisemitism. Within the framework of the EEA funding, work on non-discrimination and combating hate speech will also be a priority topic in the cooperation with international organisations and institutions, such as the Council of Europe and the European Union Agency for Fundamental Rights.

**Measure 21:** Strengthen efforts to combat antisemitism and Holocaust denial and distortion through international cooperation  
**Responsible:** Ministry of Foreign Affairs

Norway is working to strengthen efforts to combat antisemitism through participation in a number of organisations and alliances:



*Photo: Jewish Pathfinders*

## IHRA

The International Holocaust Remembrance Alliance (IHRA) is an international network described in further detail in Chapter 3 of the Action Plan. The IHRA is an important international arena for the exchange of ideas, research and education on the Holocaust and antisemitism. The IHRA facilitates national commemorations of International Holocaust Remembrance Day, which is also marked annually in Norway. The Government will continue to participate and be an active contributor in the IHRA and cooperate to monitor and combat antisemitism internationally, through active participation in the IHRA and by taking a leading role in processes within the framework of the IHRA.



## Council of Europe

Norway is an active contributor to the coordinated European efforts to combat antisemitism within the framework of the Council of Europe. The Council of Europe's expertise and the Member States' own measures are to work together to prevent antisemitic attitudes and actions. The fight against discrimination, including on grounds of religion or belief, has been at the core of the Council of Europe's mandate from the outset. Over many years, the European Commission against Racism and Intolerance (ECRI) has developed 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, an initiative which Norway actively supports.

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

Norway is following up on the OSCE Ministerial Council's 2014 Declaration on Enhancing Efforts to Combat Antisemitism. The Presidency has its own personal representative on combating antisemitism. The Representative visited Norway in 2023 and, among other things, provided an assessment of the Norwegian action plan against antisemitism. The OSCE's Office for Democratic Institutions and Human Rights (ODIHR) publishes data on antisemitism in dialogue with civil society via the website Hate Crime Report. The Government will cooperate closely with the OSCE and ODIHR in the future to combat hostility toward Jews and other religious groups.

## The United Nations (UN)

Fulfilling the UN's Sustainable Development Goals (SDGs) is one of the Government's overarching motivations for developing action plans, promoting tolerance and combatting discrimination. Norway's efforts to promote freedom of religion or belief align with the central principle underpinning the SDGs' pledge to 'Leave No One Behind'. The UN Special Rapporteur on Freedom of Religion or Belief fulfils an important task in identifying religious intolerance and reporting on efforts by Member States to combat antisemitic discrimination, violence and hate speech. The Government views it as beneficial to continue and support the mandate of the UN Special Rapporteur.

**Measure 22:** Address infringements of Jews' right to freedom of religion or belief and intolerance toward Jews

**Responsible:** Ministry of Foreign Affairs

Since 2013, freedom of religion or belief and the promotion of the rights of religious minorities have been high on the Norwegian foreign policy agenda. This work is an important component of Norway's increased focus on combating religious intolerance, and takes place within the framework of the International Religious Freedom or Belief Alliance (IRFBA). Together with partners both in Norway and internationally, the Alliance works to combat marginalisation and discrimination of religious and belief minorities, including Jews.



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