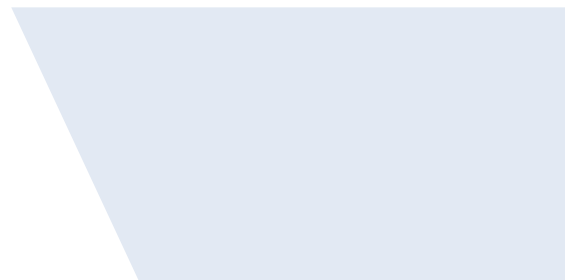
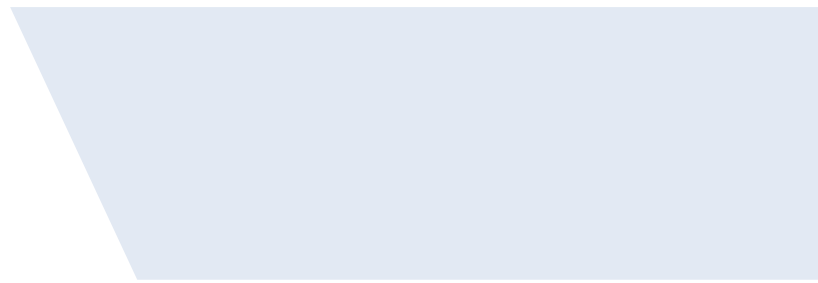


# National strategy against antisemitism





# **National strategy against antisemitism**

Strategy of the Republic of Austria to prevent  
and combat all forms of antisemitism

Vienna, 2021

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The Shoah was the most brutal manifestation of contempt for fellow humans by an inexcusable dictatorship during the darkest chapter of Austrian history. Stemming from the atrocities of that period is a lasting historic responsibility to work with unswerving commitment to safeguard Jewish life and to combat antisemitism. For far too long, Austria clung steadfastly to the role of victim, before making the gradual and vital shift towards acknowledging and coming to terms with the shared responsibility it bears for National Socialist crimes.

Today we can be proud and thankful that Austria is once again home to a thriving Jewish community. In recent years Austria's unambiguous stand against antisemitism has been amongst the most visible in Europe. Significant examples of this include the new Federal Act on safeguarding Austrian Jewish cultural heritage, and the Declaration by the Council of the European Union – initiated during the Austrian presidency – on the fight against antisemitism.

Nonetheless, we must not forget that the poisonous influence of antisemitism is still evident today. The latest report by the Austrian Jewish Community (IKG) recorded that in 2020, more than one antisemitic incident occurred every day, averaged across the year.

As the voices of contemporary eyewitnesses become fainter, it is even more vital that we continue to confront these developments with determination at all levels of society. I am grateful to Federal Minister Karoline Edtstadler for the strategy presented here, which provides impetus and guidance for further specific steps to be taken.

We will protect Jewish life within our open, liberal and free society using all the means available to us. This is our responsibility as a democracy. As the Republic of Austria, it is our historic obligation.



Federal Chancellor  
Sebastian Kurz



Starting points for the persistently recurring animosity and condemnation towards Jews can be found in places where conspiracy theories flourish, where people look for scapegoats and schemers, and where violent fantasy and incitement to violence are fomented.

When we see an incident like the attack on the president of the Graz Jewish Community in summer 2020, this is an alarm signal to me. I had the privilege of meeting Elie Rosen in person and find it truly shameful not only that he was subjected to this terrifying physical attack, but also that his peaceful existence was disrupted and his life threatened purely because of his faith and his commitment to establishing a Jewish community in Graz.

Acts like this are the tip of an iceberg. They make very clear that here in Austria we have a shared responsibility to fight antisemitism, racism and violent extremism.

Terrorist attacks in Europe in recent years – regardless of whether they result from extreme right-wing or jihadi motivation – make one thing plain: antisemitism and racism are fundamental elements of the inhumane ideas which can result in this kind of abhorrent violence.

This makes it more relevant and necessary today than ever before to have a strategy against antisemitism. A strategy that must address every level of our society and culture. The task involves education and communication and must be effected throughout government and society, on the internet and on the street.

The federal government has now devised such a long-term strategy to combat antisemitism, which we will implement over the coming years. This can only succeed if we – each and every one of us – are all committed to this plan, and carry it through in our own immediate circles.

Because it is only by ensuring that everyone, including Jews and any other people affected by racism, can live their lives in Austria freely and without fear, that we can aspire to cohesion and a good communal life.



Vice Chancellor  
Werner Kogler



Two years ago, during the Austrian presidency, the Council of the European Union unanimously endorsed its first Declaration on the fight against antisemitism and the protection of Jewish life in Europe. It was a wake-up call to all EU member states to recognise the dangers of antisemitism for the Jewish community in particular, but also for the whole of society. Antisemitism is a challenge for all of Europe, and one which we can only tackle by working together: civil society, government authorities and security agencies, hand in hand with Jewish communities. The Declaration is Europe's promise that Jewish citizens will never again be abandoned.

A milestone on this journey is the agreement, for the first time ever, by European countries on a definition of antisemitism, taking a shared approach to recognising, naming and fighting this problem. Their governments also made a commitment to implementing the 17 recommended actions specified in the Declaration through strategies at national level, and in this way to combat antisemitism, intensify commemoration of the Holocaust, and to support the Jewish way of life. To ensure this implementation is pursued, the European Commission brings the representatives of all 27 EU countries and their national Jewish communities together regularly around one table and will in 2021 present the first comprehensive EU strategy to combat antisemitism and to promote Jewish life.

Two years later it is clear that the Declaration marks a turning point in the European fight against antisemitism, and one which would not have been possible without Austria's commitment. Fourteen EU countries are now in the process of adopting comprehensive strategies against antisemitism or embedding specific measures to combat antisemitism into existing anti-racism strategies. Under the leadership of European Commission president Ursula von der Leyen, the fight against antisemitism was established as a distinct focus area for the Commission when it introduced my portfolio of "Promoting the European way of life".

Europe's future success is inextricably linked with the destiny of the Jewish community. With this ambitious action plan to counter antisemitism, Austria is placing itself amongst the leading countries determined to make Europe a safe home for the Jewish community, allowing Jewish life and culture to flourish in all its diversity. I wish all those involved, whether in the federal or state governments, or at local level, all the very best for its implementation, and for all of us, the civil courage to always stand firm against antisemitism!



Vice-President of the European Commission  
Margaritis Schinas



Antisemitism is a deeply rooted aversion to Jews which is expressed through words and actions against them. In the worst cases, this animosity towards Jews has deadly outcomes. Then it is too late. We need to fight antisemitism effectively at the point where it arises – as a prejudice, or a Jewish joke; whether this is at the pub, in the football stands, in social media or amongst our own family and friends.

Theodor W. Adorno described antisemitism as a “rumour about the Jews”. A rumour – regardless of whether it is true, half-true or completely untrue – is enough to confirm an antisemite’s hatred towards “the Jews” – as if they were a single homogenous group. When in fact diversity is a key characteristic of Judaism. Antisemitism is targeted not only towards Judaism as such, but also towards Jewish people as a symbol of an open, democratic society. It attacks the fundamental principles of Austria and Europe, and consequently also every single one of us.

Whether it takes the form of classical or secondary antisemitism, whether motivated by left- or right-wing extremism, or Islamism, or as is increasingly often the case, stems from antisemitic resentment at the centre of our society, offline and particularly online: in Austria too, Jews feel themselves to be at risk from a threat that has been growing for some years. In the last five years alone, the number of antisemitic incidents registered has doubled; in the first half of 2020 there were 43 per month.

The fight against antisemitism needs to be fought using all the means available in our constitutional democracy, but ultimately can only be won by increased awareness and above all the active engagement and civil courage of every individual. The idea that after the Shoah Jewish life would once again become a visible and integral part of Austria’s open and diverse culture in our cities and towns, and not only in our capital city, was and is not to be taken for granted. It is a minor miracle.

The National Strategy against Antisemitism, and rapid implementation of its measures, has the potential to contribute significantly to preserving this miracle and protecting it far into the future.



President of the Jewish  
Religious Community  
of Austria (IRG)  
Oskar Deutsch



Federal Minister  
Karoline Edtstadler

In an ever more complex world with a combination of threats and challenges, there is a growing desire amongst many people for apparently simple answers. However, these can also be dangerous. Again and again these answers include some which are directed against the Jewish people. Not least in these times of the pandemic, antisemitic conspiracy myths spread particularly rapidly.

It is also concerning to find that anti-Covid demonstrations by extremist and anti-semitic groups and conspiracy theorists are used as a platform for disseminating their theories, sometimes to the point of hate speech. Social networks too are used with increasing frequency to proliferate antisemitic content, Holocaust denial and Holocaust minimisation. For some years now we have observed an increase throughout the world in incidents, acts and crimes with antisemitic motives. A fact which we as a society cannot ignore.

Austria bears a historic responsibility for all Jews as well as the responsibility for a free and flourishing Jewish culture and life at the heart of our society. This means firstly that we must fight antisemitism in all its forms and secondly that we must provide appropriate support and recognition of Jewish life in Austria. The fact is: Judaism is a vital part of our Austrian intellectual and cultural history, and of Austrian society. Today and in the future.



The aim of this National Strategy against Antisemitism is not only to pool our strengths in the fight against all forms of antisemitism and in promoting Jewish life, but also to improve coordination and create clear structures.

For several decades now, numerous stakeholders in government and in civil society have been making crucial contributions to this goal. These will be coordinated even more effectively in future. Through regular dialogue with Jewish communities and the broadest possible involvement of all stakeholders, we want to ensure this strategy is fully implemented.

We want to work towards the overarching goal of a society that is free of anti-semitism, initially by implementing the over 30 specifically defined measures in the areas of education, academia and research, security, justice, social integration and throughout the whole of society.

Furthermore we must be clear that this is the beginning of a process that will need to be constantly re-evaluated and adjusted. I am pleased that with this National Strategy against Antisemitism the Republic of Austria is setting out a clearly-defined approach, which will help us not only to live up to our historic responsibility, and highlight this, but also, importantly, to set the course for the future.





# Introduction







Human dignity and protecting it against being violated form a fundamental part of what underpins our communal life in society. This includes the understanding that all forms of hostility towards and attacks on people on the grounds of their religious affiliation or origin are an unacceptable violation of their dignity. One of the key duties of any democratic state founded on the rule of law and with the supreme aim of ensuring the common good of all is therefore also to prevent antisemitism and the various forms of hate crime that it spawns.

The National Socialist policy of extermination directed towards Europe's Jews has left a devastating legacy, and the traces of antisemitism are still present in Europe. For a long time, the issue of the Shoah<sup>1</sup> was not confronted in Austria, and the process of addressing it happened only gradually.<sup>2</sup> Confronting antisemitism has also repeatedly been pushed into the background of public debate in recent decades. Nevertheless,

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- 1 On the terms "Holocaust" and "Shoah", see [https://www.wienerzeitung.at/meinung/glossen/546004\\_Holocaust-oder-Shoah.html](https://www.wienerzeitung.at/meinung/glossen/546004_Holocaust-oder-Shoah.html) [All internet sources mentioned in this publication were accessed on 4 December 2020 unless a date is expressly indicated.] Unlike "Shoah", which has also been used since the 1940s, the term "Holocaust" does not refer exclusively to the murder of Jews.
  - 2 See publications by the Historikerkommission der Republik Österreich (Historians' Commission of the Republic of Austria): [hiko.univie.ac.at](http://hiko.univie.ac.at) and the extensive collection of material available at [www.erinnern.at](http://www.erinnern.at). Also see the broadcast of the 1979 TV series "Holocaust" by Marvin J. Chomsky or the 1985 documentary by Claude Lanzman as well as the Österreichische Mediathek (Austrian Media Library): [www.mediathek.at/unterrichtsmaterialien/vergangenheitsbewaeltigung-in-oesterreich](http://www.mediathek.at/unterrichtsmaterialien/vergangenheitsbewaeltigung-in-oesterreich).

prevention and awareness-raising work has continued unstintingly, particularly in educational and security contexts.

Jews and Jewish institutions and communities in Europe are still suffering hostility and attacks.<sup>3</sup> To counteract this situation, the Council Declaration on combatting antisemitism and developing a common security approach to better protect Jewish communities and institutions in Europe was adopted in the second half of 2018 during Austria's presidency of the EU Council.<sup>4</sup> This Declaration challenges all EU member states to formulate and implement a comprehensive strategy to prevent and combat all forms of antisemitism as part of their strategies to prevent racism, xenophobia, radicalisation and violent extremism.<sup>5</sup> In particular, they are called on to redouble their efforts to guarantee the security and protection of Jewish communities, institutions and citizens.

In the wake of the Council Declaration, the European Commission set up a working group to help member states implement the comprehensive strategy to prevent and combat all forms of antisemitism. The main problem areas were discussed at several meetings involving experts from the European Union and individual member states.

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- 3 See European Union Agency for Fundamental Rights (FRA): Second survey on discrimination and hate crime against Jews in the EU (2018): [fra.europa.eu/en/publication/2018/2nd-survey-discrimination-hate-crime-against-jews](https://fra.europa.eu/en/publication/2018/2nd-survey-discrimination-hate-crime-against-jews).
  - 4 Council Declaration on combatting antisemitism and developing a common security approach to better protect Jewish communities and institutions in Europe – Council conclusions (6 December 2018), Council 15213/18.
  - 5 See European Commission (18 September 2020): [ec.europa.eu/info/sites/info/files/a\\_union\\_of\\_equality\\_eu\\_action\\_plan\\_against\\_racism\\_2020\\_-2025\\_de.pdf](https://ec.europa.eu/info/sites/info/files/a_union_of_equality_eu_action_plan_against_racism_2020_-2025_de.pdf).



At the same time, work began on developing Austria's strategy to prevent and combat all forms of antisemitism based on the abovementioned Council Declaration and the discussions held by the European Commission working group and as part of the implementation of the federal government's strategy for 2020–2024. This strategy was produced under the leadership of the Austrian Federal Chancellery (BKA) with the assistance of the Austrian Federal Ministry of the Interior (BMI), the Austrian Federal Ministry of Justice (BMJ), the Austrian Federal Ministry of European and International Affairs (BMEIA), the Austrian Federal Ministry of Education, Science and Research (BMBWF), the Austrian Federal Ministry of Labour, Family and Youth (BMAFJ) and the Austrian Federal Ministry of Defence (BMLV). As well as the contributions from the federal ministries, the measures planned as part of this strategy are also built on the expertise of representatives of numerous non-governmental organisations and civil society. The excellent working relationship enjoyed with the Jewish Religious Community (IRG) in Austria deserves a special mention.

Austria has been focusing on projects and measures designed to prevent antisemitism for several years now, paying particular attention to a society-wide approach. Nevertheless, we need to be exceptionally vigilant: besides the various forms antisemitism takes, including online hate, common conspiracy narratives, antisemitic resentment and attitudes that are entrenched and inherent in society,<sup>6</sup> this also relates to challenges associated with migration. Respecting human rights, guaranteeing freedom and security and fighting resolutely against all forms of antisemitism all represent essential foundations for our society.

Jewish communities and Jewish cultural and intellectual life form a significant part of Austria's society and history. The measures outlined below are intended to give them greater security and protection while also opening the door to some forward-looking contributions to promoting Jewish life across the board.

To sum up, it can be said that preventing and combatting antisemitism is a social responsibility that the state and civil society have to shoulder. In view of recent and repeated attacks on Jewish life and property in many European countries as well as

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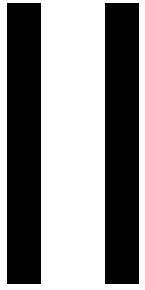
<sup>6</sup> See Schwarz-Friesel, Monika: Aktuelle Manifestation von Antisemitismus: Judenhass zwischen Kontinuität und Wandel. Lecture. Munich (25 July 2018): [www.stmas.bayern.de/imperia/md/content/stmas/stmas\\_inet/1905\\_manifestationenantisemitismus.pdf](http://www.stmas.bayern.de/imperia/md/content/stmas/stmas_inet/1905_manifestationenantisemitismus.pdf). An overview of antisemitism research can be found at [www.bpb.de/apuz/311625/antisemitismus-und-antisemitismusforschung-ein-ueberblick](http://www.bpb.de/apuz/311625/antisemitismus-und-antisemitismusforschung-ein-ueberblick).

resentment, insults and hatred expressed online, citizens must also be asked what they would do if they witnessed such attacks: look away or look closer? Run away or intervene? Take a photo? Fetch the police?

The strategy put forward here is designed to provide impetus and guidance for tangible next steps to be taken, joint conclusions to be drawn, measures to be implemented and existing examples of best practice to be reinforced. It is guided by three fundamental principles at all times: recognising the problem, encouraging awareness and preserving the culture of remembrance.

Human dignity and protecting it against being violated form a fundamental part of what underpins our communal life in society.





Summary, aims and  
measures



וְיָשֹׁבֶה אֶת עַמּוֹתָם וְיִשְׁמְרוּ אֶת הַבְּרִית וְיִשְׁמְרוּ אֶת הַבְּרִית וְיִשְׁמְרוּ אֶת הַבְּרִית

וְיָשֹׁבֶה אֶת עַמּוֹתָם וְיִשְׁמְרוּ אֶת הַבְּרִית וְיִשְׁמְרוּ אֶת הַבְּרִית וְיִשְׁמְרוּ אֶת הַבְּרִית  
לֵךְ יִהְיֶה כְּנֹרָה וְהַנְּבִיחָה וְהַמְּסַאֲרָת וְהַנְּצִיחָה וְהַמְּתַנַּשָּׂא  
כִּי כָל בְּשָׂמִים וּבְכַרְזֵי. לֵךְ יִהְיֶה הַמְּקַלְכָּה. וְהַמְּתַנַּשָּׂא  
לְכָל לְרֹאשׁ: רוֹמְמוֹ יִהְיֶה אֱלֹהֵינוּ וְהַשְּׁתַחֲוֵי לְקֹדֶם  
רַגְלָיו, קָדוֹשׁ הוּא: רוֹמְמוֹ יִהְיֶה אֱלֹהֵינוּ, וְהַשְּׁתַחֲוֵי  
לְהַר קָדְשׁוֹ, כִּי קָדוֹשׁ יִהְיֶה אֱלֹהֵינוּ:

אֲב הַרְחֵמִים, הוּא יְרַחֵם עִם עַמּוֹסִים, וְיִזְכּוֹר בְּרִית אִתְּנוּם,  
וְיִצִּיל נַפְשׁוֹתֵינוּ מִן הַשְּׁעוֹת הַרְעוֹת, וְיִגְעַר בְּיַד הַרֵעַ מִן  
הַגְּשׁוּאִים, וְיַחַן אוֹתָנוּ לְפַלִּיטָה עוֹלָמִים, וְיִסְלַא מִשְׁאֲלוֹתֵינוּ  
בְּמִדָּה טוֹבָה יְשׁוּעָה וְרַחֲמִים:

וְיָשֹׁבֶה אֶת עַמּוֹתָם וְיִשְׁמְרוּ אֶת הַבְּרִית וְיִשְׁמְרוּ אֶת הַבְּרִית וְיִשְׁמְרוּ אֶת הַבְּרִית

וְיָשֹׁבֶה אֶת עַמּוֹתָם וְיִשְׁמְרוּ אֶת הַבְּרִית וְיִשְׁמְרוּ אֶת הַבְּרִית וְיִשְׁמְרוּ אֶת הַבְּרִית  
וְיָשֹׁבֶה אֶת עַמּוֹתָם וְיִשְׁמְרוּ אֶת הַבְּרִית וְיִשְׁמְרוּ אֶת הַבְּרִית וְיִשְׁמְרוּ אֶת הַבְּרִית





## 1 Summary

This comprehensive strategy to prevent and combat all forms of antisemitism is intended to set out the scope of responsibility and to shape the future. It is a contribution to the reinforcement and protection of democratic values and fundamental rights in Europe. The strategy includes aims for various different areas, including education and training, research, security, justice, integration and civil society, which are to be achieved by means of operative measures.

These preventive and reactive measures will serve, on the one hand, to guarantee the greatest possible security for Jews in society: in future, antisemitic agitation, attacks and assaults in the analogue and the virtual world must be prevented and, at the very least, combatted effectively. There should be an appropriate response to antisemitism, its victims are to be supported and antisemitic offences and hate crimes must be recorded and analysed.

On the other hand, the spread of antisemitism within Austrian society – from whatever direction it comes – must be prevented. So preventive work is important on widely differing levels, in order to increase knowledge and awareness. Jewish life must be able to evolve without fear and threats.

Today Austria is already implementing measures in various different areas, and these are to serve as best practice examples of ways in which antisemitism is being prevented and combatted, in particular in relation to the protection of Jewish institu-

tions. Nevertheless, there needs to be a high degree of attentiveness in all walks of life today.

There are fundamental challenges to social cohesion, social harmony and security in free, democratic societies. We must therefore ask ourselves how we can effectively eliminate the breeding-ground of antisemitism, extremism, radicalisation and terrorism. One way or another, one thing is clear: the law enforcement authorities cannot tackle these challenges on their own, rooting them out with repressive instruments. What is needed, instead, is cooperative action on the part of many protagonists, using a proactive societal approach.

In order to prevent and combat all forms of antisemitism in Austria, we intend to implement the following aims and practical initiatives:

## 2 Aims

The Republic of Austria has developed the following strategy with the aims of securing the continued long-term existence of Jewish life in Austria, curbing antisemitism in all its forms and creating an awareness which recognises antisemitism in everyday life.

The following strategic pillars and objectives are crucial to achieve these aims:

1. Education, training and research

Implementation and financing of theme-based scientific and artistic research projects, continuing professional development of teachers and educationalists, together with expansion of training opportunities, especially in out-of-school settings

2. The security and protection of Jewish communities and institutions

Promotion of security measures to protect Jews and Jewish communities and institutions

3. Effective law enforcement

Ensuring the effective prosecution of antisemitism and the closure of legal loopholes

4. General conditions in the area of integration

Increased communication of and focus on the prevention of antisemitism in the area of integration

5. Documentation and Europe-wide comparison of data

Harmonisation of documentation and Europe-wide data comparison in relation to cases of antisemitism and antisemitic offences

6. Societal approach

Ensuring society-wide action and exchange between state and private institutions with a view to preventing antisemitism in all its forms

### 3 Measures

To achieve these objectives the following measures are being implemented under each of the strategic pillars:

1. **A three-fold increase, to four million euros, in investments to protect Jewish institutions and to promote Jewish life**, guaranteed in law for the long term.
2. Preparations for a **Centre for Antisemitism Research** to be established by the Austrian Federal Ministry of Education, Science and Research for the forthcoming 2021–2023 service agreement with the Austrian Academy of Sciences and with the creation of a research centre in the Documentation Centre of Austrian Resistance (DÖW).
3. **Establishment of a platform for ongoing society-wide coordination.** The members of this platform from the federal government, the states, communities, corporate bodies, civic institutions, NGOs, sports associations, youth organisations, the Jewish Religious Community, churches, religious communities and other bodies will meet regularly to discuss current developments and to put forward potential solutions.
4. Evaluation and potential legislative **revision of the Austrian Prohibition Act (VerbotsG), the Act on the Use of Symbols (Symbole-Gesetz) and the Austrian Insignia Act (AbzG)** with reference to domestic jurisdiction, particularly with regard to the crimes of expression referred to under Sections 3g and 3f VerbotsG, and **closing of the existing loopholes.**
5. Examination of the possibility of **confiscating National Socialist memorabilia** within the scope of proceedings under the VerbotsG, regardless of whether a punishable act is established, and evaluating the AbzG.
6. **Monitoring of the domestic data position** with regard to the recording of antisemitic incidents, and harmonisation by the BMI and BMJ with civil society organisations up to the end of 2021.

7. **Preparation of a documentation centre** relating to the prevention and combatting of antisemitism with reference to the Antisemitism Reporting Office of the IKG and other stakeholders.
8. **Active cooperation at European level** in promoting the comparability of the data collected by member states.
9. Establishment of a **coordinated Austria-wide consortium** to participate in the European Holocaust Research Infrastructure (EHRI), involving all stakeholders.
10. **Strengthening coordination** between the individual stakeholders in the area of **antisemitism information and prevention in schools** in order to reach as many schools and young people as possible.
11. Increase of protection against violence and hate online: implementation of a package of measures for efficient **combatting of online hate and other forms of digital crime**.
12. Invitation to specific institutions to join with the **National Committee on No Hate Speech**, so that they may contribute their commitment to investigating and combatting antisemitism and impart their specific expertise to the network.
13. Future **stepping-up of the already existing exchange** between the BMAFJ-financed advisory services (Extremism Advice Centre, #GegenHassimNetz Advice Centre, Federal Agency for Sectarian Issues) and a focus on antisemitism.
14. **Delivering courses in values and orientation** developed by the Austrian Integration Fund (ÖIF) to people granted the right to asylum or subsidiary protection, which also address the dismantling of antisemitic prejudices.

15. Set up of an **international research project** to prepare a **catalogue of qualifications and measures** for appropriate **training and continuing education of teachers** in the areas of antisemitism prevention, the Holocaust and National Socialism, and anti-racist educational work. Implementation of the recommendations of the research group in **training curricula and in the continuing education** of teachers.
16. **Evaluation and assessment of the quality** of the current **training curricula for teachers on the basis of the results and recommendations of the international research project**, especially on the topics of antisemitism, the Holocaust and National Socialism as well as anti-racist educational work.
17. **Expansion of the educational offers for teachers** on current challenges in dealing with antisemitism and racism, and **promotion of cooperation and exchange measures with international educational institutions**, including with Israel.
18. Processing and utilisation of existing literature and scientific findings so that they can be employed by **schools and school supervisors** in order to handle **antisemitic incidents in a reasonable manner**.
19. **Revision of the existing teaching materials** to reflect current challenges on the topic of antisemitism.
20. **Supplementing and reinforcing the basic training courses** in general public administration, the police force and work-based continuing professional development by adding specific teaching content on “antisemitism – education as a weapon against prejudice – early detection – awareness-building”.
21. **Promotion of dialogue projects** that allow exchanges between young people from different backgrounds (different socialisation, nationalities, religions).
22. Active **communication of the significant contributions of Judaism** to Austrian and European history in integration and educational contexts.

23. Promoting awareness of and **strengthening Jewish culture and communal life** in Austria.
24. Systematic **implementation** and regular **evaluation** of the **security plan** which has been prepared for Jewish institutes and communities.
25. **Education, training and continuing professional development measures** provided on an ongoing basis to the security authorities, the judiciary and the defence services with the aim of raising awareness of the problem.
26. **Organisation of educational activities, events and visits to memorial sites** by the Austrian Armed Forces in the context of the state and military education training model, with the aim of making a general government contribution to the promotion of human rights and as **measures against totalitarianism, antisemitism and racism**.
27. **Stepping up cooperation** between the security authorities and the Jewish Religious Community.
28. Reinforcement of the **collaborative work** of the different specific protagonists with the **Nationwide Network for Extremism Prevention and De-radicalisation (BNED)**.
29. **Compilation** of a “**National Action Plan for Extremism Prevention and De-radicalisation**” by the BNED, containing concrete measures focussing on putting into effect integrated extremism prevention.
30. Holding **Multiplier Workshops** by the Austrian Integration Fund in collaboration with the Jewish Religious Community to improve **prevention work**.
31. Support of youth projects relating to **integration** that educate people about radicalisation, propaganda, antisemitism and the importance of peaceful **dialogue between cultures and religions**.

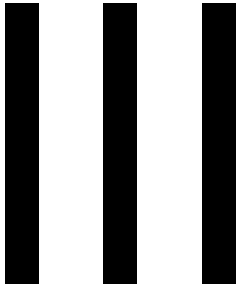
32. **Introduction of a flag** (indicator) for hate crimes (motivated by prejudice) in the **police logging system**. Adopting a shared interface, to include the Judicial Case Automation system (VJ), for setting this indicator, so as to systematically record and evaluate reports of antisemitic offences.
33. Continuation of scientific research into the responsibility of Parliament and additional comprehensive **empirical collection of data** relating to anti-semitism.
34. Conduct of an **in-depth study** of antisemitism in a migration and integration context.
35. **Consideration of the extension of existing training programmes** offered by the Extremism Advice Centre for youth work, parental education and other areas to include an additional module on antisemitism.
36. Ongoing **support for projects run by churches and religious communities** promoting the breaking down of prejudices and the **strengthening of social cohesion**.
37. **Continuing development of school organisations and school culture, together with the education and training of teachers to enable them to meet the numerous different challenges in an appropriate way.**
38. **Evaluation report of the measures adopted** to be carried out in 2024 and annual submission of a **report to the National Council** for its attention.

The operational implementation of these measures is coordinated by the coordination unit set up for this purpose in the Directorate General IV for EU, International and General Affairs of the Austrian Federal Chancellery.



The strategy includes aims for various different areas, including education and training, research, security, justice, integration and civil society; these aims are to be achieved by means of operative measures.





Current situation



Wiener  
Siddur

סידור  
שמע קולנו

Schma  
Kolenu

Edition  
Maier

Wiener  
Siddur

סידור  
שמע קולנו

Schma  
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Edition  
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Siddur

סידור  
שמע קולנו

Schma  
Kolenu

Edition  
Maier



## 1 Legal framework

As a signatory to the major international conventions for the protection of fundamental and human rights, and as a member of the European Union, Austria is committed to combatting and preventing antisemitism, and to taking action against racism, discrimination and intolerance.

The Universal Declaration of Human Rights established the principles of freedom, equality, human dignity and non-discrimination at an international level.<sup>7</sup> As one of the most fundamental aspects of human rights, the principle of equality is enshrined in law by Article 7 of the Austrian constitution, and amplified by the exclusion of “privileges based upon birth, sex, estate, class or religion”.

Based on the principle of equality, associated obligations are derived from the following international agreements:

- **International Convention on the Elimination of All Forms of Racial Discrimination** (CERD, Federal Law Gazette No. 377/1972), implemented in Austria by the Federal Constitutional Act on elimination of racial discrimination (Federal Law Gazette No. 390/1973). This forbids “racial discrimination”, meaning “any

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<sup>7</sup> See UN General Assembly resolution 217 A (III) from 10 December 1948.

distinction based solely on race, colour of skin, descent or national or ethnic origin”, and requires measures to be introduced to eliminate acts of discrimination.

- **International Covenant on Civil and Political Rights** (ICCPR, Federal Law Gazette No. 591/1978) not only forbids discrimination (Article 26) but also forbids incitement to discrimination or violence based on racial or religious hatred (Article 20(2)). The right to freedom of expression is also limited by “respect of the rights or reputations of others” (Article 19(3)).
- **European Convention on Human Rights** (ECHR, Federal Law Gazette No. 210/1958 as amended), which has constitutional status in Austria, is directly applicable and legally enforceable. The human rights and basic freedoms it defines, including the right to liberty and security, to respect for private and family life, and the right to freedom of thought, conscience and religion, are all protected by the prohibition of discrimination enshrined in Article 14 of the ECHR, which states they are to be “secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status”. Also of major relevance is the case-law of the European Court of Human Rights, which monitors compliance with the ECHR.
- At the **level of primary legislation of the European Union** the prohibition of discrimination is established firstly in Article 2 of the Treaty on European Union (Federal Law Gazette III No. 85/1999 as amended), and in Articles 10 and 19 of the Treaty on the Functioning of the European Union (Federal Law Gazette III No. 86/1999 as amended), and Articles 1, 3 and 21 of the **Charter of Fundamental Rights** (OJ EU from 30 March 2010, C 83/389).
- Austrian anti-discrimination law was strengthened by the implementation of relevant **EU directives** in the Equal Treatment Act (GIBG), Federal Law Gazette I No. 66/2004 as amended). Of particular relevance here are the Racial Equality Directive (Directive 2000/43/EC from 29 June 2000, implementing the principle of equal treatment between persons irrespective of racial or ethnic origin, OJ L 180/22 from 19 July 2000) and the Anti-Discrimination Directive / Framework Directive on Employment (Directive 2000/78/EC from 27 November 2000, establishing a general framework for equal treatment in employment and occupation, OJ L 303/16 from 2 December 2000).



As a signatory to most international treaties on human rights, Austria is committed to regular reporting on their implementation to the relevant monitoring bodies, and endeavours to carry out their recommendations as far as possible. The most recent review of Austria by the Committee on the Elimination of All Forms of Racial Discrimination was in 2012, and by the Human Rights Committee of the ICCPR (International Pact on Citizen and Political Rights) in 2015. A comprehensive national report on Austria by the UN Human Rights Council was compiled as part of the “Universal Periodic Review” in 2015 and again, most recently, in 2020.

In addition to the legally binding international regulations, international organisations to which Austria belongs also provide recommendations relating to the development of international standards on combatting and preventing antisemitism, racism and intolerance:

- On 1 June 2017 the European Parliament passed a resolution on combatting antisemitism, which calls on all EU member states to take decisive steps to counter antisemitism, and in addition to other measures, to adopt the working definition of antisemitism agreed by the International Holocaust Remembrance Alliance (IHRA).<sup>8</sup>
- On 6 December 2018, during Austria’s presidency of the Council of the European Union, the justice and interior ministers of all (then) 28 EU member states endorsed the above-mentioned Declaration on the fight against antisemitism and the development of a common security approach to better protect Jewish communities and institutions in Europe.<sup>9</sup>
- On 2 December 2020 the Council of the European Union approved the draft of a Council declaration on “mainstreaming the fight against antisemitism” across all policy areas<sup>10</sup>. With this declaration the Council emphasises that the fight against antisemitism is a cross-cutting issue involving various levels of government and policies at local, national and European level. Awareness of antisemitism therefore needs to be raised across policy areas and responsibilities.

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8 See Resolution of the European Parliament on combatting antisemitism (1 June 2017): [https://www.europarl.europa.eu/doceo/document/TA-8-2017-0243\\_EN.html](https://www.europarl.europa.eu/doceo/document/TA-8-2017-0243_EN.html).

9 See Council Declaration on the fight against antisemitism and the development of a common security approach to better protect Jewish communities and institutions in Europe – Council conclusions (6 December 2018): Council 15213/18.

10 See Council Declaration on mainstreaming the fight against antisemitism across policy areas (2 December 2020): [www.consilium.europa.eu/media/47065/st13637-en20.pdf](http://www.consilium.europa.eu/media/47065/st13637-en20.pdf).

- Relevant declarations adopted by the UN General Assembly include the following: The Declaration on the Elimination of All Forms of Intolerance and of Discrimination Based on Religion or Belief<sup>11</sup> and the Declaration on the Rights of Persons Belonging to National or Ethnic, Religious and Linguistic Minorities.<sup>12</sup> Mention should also be made of the work of the relevant UN Special Rapporteurs (see for example the report on the elimination of all forms of religious intolerance, with a focus on antisemitism, by the UN Special Rapporteur on freedom of religion or belief, UN document no. A/74/358 from 23 September 2019; the report on antisemitic violence and related acts of racism and intolerance, by the UN Special Rapporteur on contemporary forms of racism, racial discrimination, xenophobia and associated acts of intolerance, UN document no. A/74/253 from 30 July 2019).
- The European Commission against Racism and Intolerance (ECRI), which was set up by the Council of Europe, makes regular visits to signatory states to review the situation with regard to racism, xenophobia, antisemitism and intolerance, and to make recommendations. The last such visit to Austria was in June 2019. ECRI's General Policy Recommendations Nos. 7, 9 and 15 are of particular relevance in the current context.<sup>13</sup>
- The Organisation for Security and Cooperation in Europe (OSCE), and particularly its Office for Democratic Institutions and Human Rights (ODIHR) are concerned with various themes in connection with antisemitism, racism and intolerance. The importance of these issues is highlighted by the appointment of Special Representatives for the fight against antisemitism, the fight against intolerance and discrimination towards Muslims, and for the fight against racism, xenophobia and discrimination.
- The European Union Agency for Fundamental Rights (FRA), which is based in Vienna, is the central point of contact in the EU for questions on human rights and advises EU institutions and member states on compliance with fundamental rights. It conducts studies, surveys and analyses and publishes recommendations on the protection of fundamental rights – including effective ways to combat and prevent antisemitism, racism and intolerance – such as the annual report on fundamental rights, which includes recommendations for all EU member states.

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11 See UN General Assembly Resolution 36/55 from 25 November 1981.

12 See UN General Assembly Resolution 47/135 from 18 December 1992.

13 See ECRI: [www.coe.int/en/web/european-commission-against-racism-and-intolerance/ecri-standards](http://www.coe.int/en/web/european-commission-against-racism-and-intolerance/ecri-standards).

- In December 2015 the European Commission appointed a Coordinator on combatting antisemitism; since the beginning of the term of office of the present Commission, from 2019–2024, the Coordinator reports directly to the Vice-President, who is responsible for “promoting the European way of life”.

## **1.1 Guiding principles of the EU’s High Level Group on combatting racism, xenophobia and other forms of intolerance**

Austria has comprehensive laws governing the investigation and reporting of anti-semitism. These relate not only to offences where discrimination is a motivating factor in commission of the offence, such as in paragraphs 115, 117 and 283 of the Austrian Criminal Code (StGB), the National Socialism Prohibition Act (VerbotsG) and the Insignia Act (AbzG), but also to other offences (assault, property damage etc.) where the perpetration is aggravated by a particularly abominable motive (Section 33(1)(5) and Section 283(1)(1) StGB).

The obligations under European law on recording hate crimes stem principally from the Framework Decision on combatting racism and xenophobia,<sup>14</sup> in which the member states of the EU pledged to create a legal framework. Based on this Framework Decision, in 2016 the European Commission, together with social media platforms and companies, introduced a self-regulatory code of conduct to prevent the proliferation of online hate speech in Europe.<sup>15</sup> Also of relevance are the Council Conclusions on “Combatting hate crime in the EU”<sup>16</sup> and the Directive on victim protection<sup>17</sup>, which also provides for statistical reporting (see Articles 25 and 28). On 6 December 2018, under the Austrian presidency, the Council adopted the Declaration on the fight against antisemitism and the development of a common security approach to better protect Jewish communities and institutions in Europe<sup>18</sup>, which calls on member states to make use of the Key Guiding Principles published in December 2017 by the EU High Level Group on combatting racism, xenophobia and other forms of intolerance, in order to improve the reporting of hate crime by law enforcement authorities.

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14 See 2008/913 (JHA).

15 See Code of conduct: [ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/racism-and-xenophobia/eu-code-conduct-counteracting-illegal-hate-speech-online\\_en#theeucodeofconduct](https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/racism-and-xenophobia/eu-code-conduct-counteracting-illegal-hate-speech-online_en#theeucodeofconduct).

16 See 17057/2013 (JHA).

17 See 2012/29/EU.

18 15213/2018 (JHA) from 6 December 2018.

The relevant key Guiding Principles require:

- hate crime reporting by the law enforcement authorities,
- simplifying access to judicial procedures and support for the victims of hate crime and hate speech, and
- hate crime training for the law enforcement agencies.

The above-mentioned core obligations enshrined in European law include particularly:

- direct, comprehensive responsibility to investigate – particularly on the question of motives,
- data collection and reporting from various arenas (reporting to the law enforcement agencies – charges – convictions),
- targeted education and training, and
- preventive, confidence-building measures (including simplification of complaint procedures).

In addition, ECHR case law over many years on the prevention of human rights violations (Article 14, ECHR – Prohibition of discrimination) calls for more extensive reporting obligations for public authorities, particularly where hate crime is suspected.<sup>19</sup>

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<sup>19</sup> See. e.g. ECHR (11 March 2014): 26827/08 (Abdu v. Bulgaria).

## 2 Antisemitism – Working definition by the International Holocaust Remembrance Alliance

### 2.1 Background

The International Holocaust Remembrance Alliance (IHRA) is an international institution with a permanent office in Berlin, which was founded in 1998 as the Task Force for International Cooperation on Holocaust Education, Remembrance and Research, as a result of a Swedish initiative. Its founding document is the Stockholm Declaration.<sup>20</sup> It is an international network which aims to promote Holocaust education, research and remembrance at both national and international levels.

At its Plenary meeting on 26 May 2016 in Bucharest the IHRA adopted a working definition of antisemitism. This followed intensive discussion in the IHRA Committee on Antisemitism and Holocaust Denial, and fulfilled the long-held wish for a working definition of antisemitism that was supported by all (then 31) IHRA member states. The Alliance derived the legitimacy of this step from the Stockholm Declaration, which states: “With humanity still scarred by genocide, ethnic cleansing, racism, antisemitism and xenophobia, the international community shares a solemn responsibility to fight those evils.”

A comprehensive evaluation carried out under Austrian leadership in 2015/16 resulted in the adoption of a new IHRA Strategy for 2019–2023. Under the heading “Countering distortion and safeguarding the record” it outlines how the Alliance aims to increase its impact and to make the most of its academic and political potential to meet today’s challenges more effectively. Preliminary approval for this development was given on 19 January 2020 by consensual agreement on the IHRA “Ministerial Declaration”.<sup>21</sup> It is a policy statement based on the Stockholm Declaration but which goes beyond it in terms of the topics addressed. In particular it describes how important the work of the IHRA has become in view of the current threats to democratic values and social cohesion, and increasing manifestations of racism and discrimination, including antisemitism, and that this work needs to be intensified. It also points out that the scope of the Alliance’s activities has broadened significantly since it was

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20 See [erinnern.at](http://erinnern.at) (26–28 January 2000): [www.erinnern.at/bundeslaender/oesterreich/lernmaterial-unterricht/methodik-didaktik-1/Erklärung%20des%20Stockholmer%20Internationalen%20Forums%20über%20den%20Holocaust.pdf/view](http://www.erinnern.at/bundeslaender/oesterreich/lernmaterial-unterricht/methodik-didaktik-1/Erklärung%20des%20Stockholmer%20Internationalen%20Forums%20über%20den%20Holocaust.pdf/view).

21 See IHRA Ministerial Declaration (19 January 2020): [holocaustremembrance.com/news-archive/ihra-2020-ministerial-declaration](http://holocaustremembrance.com/news-archive/ihra-2020-ministerial-declaration).

founded, for example by including the genocide of the Roma; the adoption of working definitions of Holocaust denial and minimisation, and of antisemitism; and research into the relationships between the Holocaust and genocide or other mass crimes. Finally it also highlights the importance of contemporary diplomatic influence in the face of today's challenges.

The working definition is not a legally binding text.<sup>22</sup> It is based on a draft formulated by the predecessor organisation of the European Union Agency for Fundamental Rights (FRA), which was then developed further by the experts of the IHRA Committee on Antisemitism and Holocaust Denial.

The complete text includes not only the actual working definition but also a series of examples of antisemitism which serve to guide the work of the IHRA, such as:<sup>23</sup> mendacious, dehumanising, demonising, or stereotypical allegations about Jews as such or the power of Jews as collective; myths about a world Jewish conspiracy or of Jews controlling the media, economy, government or other societal institutions; denying the fact, scope, mechanisms (e.g. gas chambers) or intentionality of the genocide of the Jewish people; calling for, aiding, or justifying the killing or harming of Jews in the name of a radical ideology or an extremist view of religion; accusing the Jews as a people, or Israel as a state, of inventing or exaggerating the Holocaust; applying double standards by requiring of Israel a behaviour not expected or demanded of any other democratic nation; denying the Jewish people their right to self-determination; using the symbols and images associated with classic antisemitism to characterise Israel or Israelis; drawing comparisons of contemporary Israeli policy to that of the Nazis; holding Jews collectively responsible for actions of the state of Israel. These examples are not part of the working definition itself, but are included as further explanation.

Austria supported the formulation of a working definition of antisemitism and advocated within the IHRA to support its adoption. Austria then also supported the initiative by the German chairman of the OSCE in 2017 for the IHRA's working definition to be adopted by the OSCE, although this did not materialise.

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22 Article 1(2) of the working rules of the IHRA states: "These Working Rules do not constitute an international agreement and are not intended to give rise to any rights or obligations under international law."

23 See IHRA working definition: [www.holocaustremembrance.com/working-definition-antisemitism?focus=antisemitismandholocaustdenial](http://www.holocaustremembrance.com/working-definition-antisemitism?focus=antisemitismandholocaustdenial).

On 25 April 2017 the Austrian government recognised and accepted the IHRA's working definition of antisemitism and agreed to put this before the National Council and Federal Council for their consideration and any further action.<sup>24</sup> The federal government also recommended the use of the working definition of antisemitism in schools and adult education, for example, and in training for the judicial and police systems.

## 2.2 Wording of the working definition

The working definition of antisemitism adopted by the IHRA is as follows:

“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.”<sup>25</sup>

As understood by the IHRA this definition is not intended to be used as a political instrument to limit the expression of opinions. For instance, criticism of Israel which is comparable with that of other states cannot be regarded as antisemitic.

In the resolution of 1 June 2017 mentioned above, the European Parliament called on all EU member states to adopt the IHRA's working definition. The Declaration of 6 December 2018 by the ministers of justice and the interior calls on “the member states that have not done so yet to endorse the non-legally binding working definition of antisemitism employed by the International Holocaust Remembrance Alliance (IHRA) as a useful guidance tool in education and training, including for law enforcement authorities in their efforts to identify and investigate antisemitic attacks more efficiently and effectively”.

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24 See Presentation to the Council of Ministers by the Minister for Europe, Integration and Foreign Affairs (21 April 2017): [services.bka.gv.at/mrd-xxv/40/40\\_15\\_MRV.pdf](https://services.bka.gv.at/mrd-xxv/40/40_15_MRV.pdf).

25 See IHRA Working Definition: <https://www.holocaustremembrance.com/resources/working-definitions-charters/working-definition-antisemitism>.

So far the following member states have adopted the IHRA's working definition in the specific form applicable within their own state (in chronological order): United Kingdom, Israel, Austria, Romania, Germany, Bulgaria, Belgium, Sweden, Lithuania, North Macedonia, Netherlands, Slovakia, Moldova, Czech Republic, Hungary, Canada, Greece, France and Argentina.



### 3 Conspiracy myths

Antisemitic conspiracy ideologies (conspiracy “theories”) are not a new phenomenon, but have existed for centuries. They are passed on by various different actors and groups, and then used to argue for conspiratorial “explanatory models of the world”. During the current time of uncertainty caused by the COVID-19 pandemic, such ideologies are becoming more popular and widespread. They are gaining acceptance and support across a wider spectrum of the population. In the past, violence resulting from notions of conspiracy has led to destruction, death and pogroms. In the context of the COVID-19 pandemic there are also antisemitic conspiracy ideas circulating in Austria – not only in social networks – such as the “adrenochrome theory”<sup>26</sup>, which is related in concept to “allegations of ritual murder”. In the analogue world too, old propaganda images of “enemies” are being adapted to the current situation, perpetuating antisemitic stereotypes. Examples include the demonisation of certain prominent individuals or the persistent criticism of “global elites”, which are somehow considered by those with antisemitic views to be an inherent part of the Jewish tradition. These are said to be the “true enemies” who want to “destroy nations and peoples”. Those alleged to be “responsible” are clear from the outset. “Jews” in this context are regarded purely as a collective entity which as such always acts to the “detriment” of other people. A “small” but “influential” group, labelled as Jewish, is held responsible for a global problem.

Holocaust denial and distortion is also increasingly common – not least due to the possibilities offered by social media – and presents a major challenge with regard to the potential influence on young people or people in crisis situations. Conspiracy “theories” as well as Holocaust denial and distortion are part of antisemitic narratives and contribute to a dangerous increase in antisemitism.<sup>27</sup>

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26 See Parliamentary Correspondence No 1034 (14 October 2020): [www.parlament.gv.at/PAKT/PR/JAHR\\_2020/PK1034/index.shtml](http://www.parlament.gv.at/PAKT/PR/JAHR_2020/PK1034/index.shtml).

27 See also IHRA (8 June 2020): [www.holocaustremembrance.com/news-archive/what-holocaust-distortion-and-why-it-problem](http://www.holocaustremembrance.com/news-archive/what-holocaust-distortion-and-why-it-problem).

As a consequence of its historical responsibility, Austria has a special obligation towards Jews. This is addressed in various ways including the day-to-day work of the security authorities to protect Jewish institutions and events. Current trends and developments are monitored so that steps can be taken promptly. There is also rigorous prosecution of relevant antisemitic agitation, and antisemitic hate speech, incitement and resentment in public discourse, in both the analogue and digital worlds.

## 4 Antisemitism in Austria – facts and figures

Antisemitic thought as an ideological element has been constantly reconceived and adapted by its supporters and proponents of this ideology for over thousands of years, in response to new and changing macrosocial circumstances. Present-day manifestations of antisemitism have become more diverse. Antisemitism exists to a varying degree in a range of extremist forms, across a wide spectrum of ideologies. Antisemitic thought in its different forms cannot generally be identified with factors such as education, gender, age, background or religion.<sup>28</sup>

Antisemitic constructions are an integral part of the ideologies of both right-wing extremism and Islamism, and there are antisemitic lines of argument in the various types of left-wing extremism too. But even beyond these extremes, we encounter forms of antisemitic imagery and anti-Jewish resentment that are perpetuated in the centre of our society, and which are deeply rooted in the cultural history of Europe.<sup>29</sup> They arise both in everyday life and in political discourse. In Austria today, racist antisemitism – the ideological basis for the National Socialist extermination of the Jews – only appears as the prime motive in isolated instances of agitation. The central element is more commonly a secondary antisemitism (defined as any kind of Holocaust denial or minimisation), or anti-Israel/anti-Zionist antisemitism.<sup>30</sup>

Denial and relativisation of the Holocaust is the most extreme form of secondary antisemitism. A wide range of individuals and groups help to spread the “myth of Auschwitz”, including through online forums. A revisionist reading of history with regard to the events and genocide during the Second World War presents a major challenge for the security authorities, particularly with regard to its possible influence on young adults. The proliferation of antisemitic conspiracy myths and any form of

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28 For further detail see the secondary analysis of the 2018 antisemitism survey (May 2020): [www.antisemitismus2018.at/wp-content/uploads/Bericht-Antisemitismus-Sonderauswertung.pdf](http://www.antisemitismus2018.at/wp-content/uploads/Bericht-Antisemitismus-Sonderauswertung.pdf), and the definition published by the FGA: [www.fga-wien.at/antisemitismus/](http://www.fga-wien.at/antisemitismus/); also, with additional notes, the 2018 antisemitism survey commissioned by the Parliamentary Administration (March 2018): [www.antisemitismus2018.at/die-studie/](http://www.antisemitismus2018.at/die-studie/).

29 See footnote 7.

30 See the National Council resolution on the BDS movement dated 19 February 2020 and Schwarz-Friesel, Monika: Aktuelle Manifestation von Antisemitismus: Judenhass zwischen Kontinuität und Wandel. Lecture. Munich (25 July 2018): [www.stmas.bayern.de/imperia/md/content/stmas/stmas\\_inet/1905\\_manifestationenantisemitismus.pdf](http://www.stmas.bayern.de/imperia/md/content/stmas/stmas_inet/1905_manifestationenantisemitismus.pdf).

Holocaust denial and minimisation has the potential to mobilise antisemitic agitation and aggression.<sup>31</sup>

There is certainly potential for incitement of antisemitic agitation in Austria. This may be linked with new or changing socio-political developments or be closely related to current conflicts (such as in the Middle East). There is a particular danger stemming from public announcements of protests initiated and organised by individuals with antisemitic views. In addition, antisemitic hate speech which is openly propagated in social networks often has repercussions in the real world. A climate of opinion against foreigners, Muslims and asylum-seekers also presents an increased risk to Jews and their institutions. Migrants and asylum-seekers are seen by some sections of the right-wing extremist spectrum, in the sense of a conspiracy “theory”, as “a plan by the Jews to exterminate the white race”.<sup>32</sup>

In view of world-wide developments (open antisemitism, terrorist attacks), and because of persistent calls to eliminate the state of Israel, and open claims of the murder of Jews by Islamist networks and groups, it is reasonable to assume there is an increased risk to prominent Jewish and Israeli individuals and institutions in Austria.

In Austria there is a relatively high subjective sense of security, thanks to excellent collaboration between police authorities, the criminal investigation services at state level, the regional (LVT) and federal (BVT) agencies for state protection and counter-terrorism, and the Jewish Religious Community (IRG). Nonetheless, more than seven out of ten people (73 per cent) see antisemitism as a “big” or “very big” problem, and 75 per cent of survey participants believe that antisemitism has increased in recent years.<sup>33</sup> Statistical reporting of antisemitic offences for 2009–2019 shows either increasing or steady levels in the latter five years of the period. For the year 2019 the

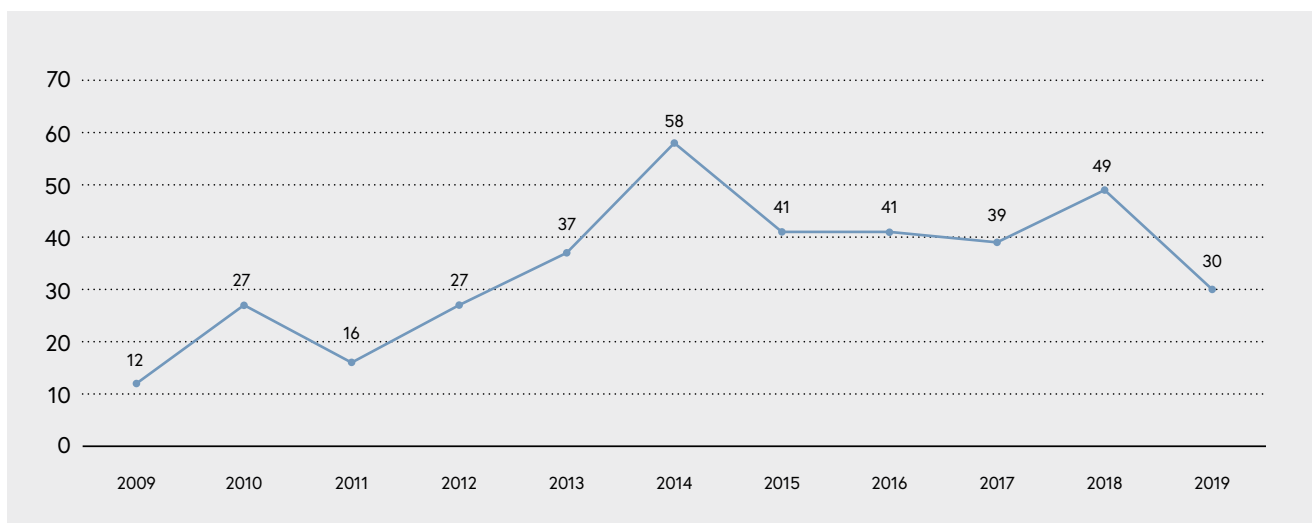
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31 See IHRA (8 June 2020): [www.holocaustremembrance.com/news-archive/what-holocaust-distortion-and-why-it-problem](http://www.holocaustremembrance.com/news-archive/what-holocaust-distortion-and-why-it-problem).

32 2017 Security report by the Austrian Federal Ministry of the Interior (BMI): [docplayer.org/165969844-Sicherheitsbericht-kriminalitaet-vorbeugung-und-bekaempfung-bericht-des-bundesministeriums-fuer-inneres-ueber-die-innere-sicherheit-in-oesterreich.html](http://docplayer.org/165969844-Sicherheitsbericht-kriminalitaet-vorbeugung-und-bekaempfung-bericht-des-bundesministeriums-fuer-inneres-ueber-die-innere-sicherheit-in-oesterreich.html), p. 54.

33 See FRA survey: Experiences and perceptions of antisemitism, Second survey on discrimination and hate crime against Jews in the EU (2018): [fra.europa.eu/sites/default/files/fra\\_uploads/fra-2018-experiences-and-perceptions-of-antisemitism-survey\\_en.pdf](http://fra.europa.eu/sites/default/files/fra_uploads/fra-2018-experiences-and-perceptions-of-antisemitism-survey_en.pdf), pp. 12–13.

BVT's crime statistics showed a fall in offences with antisemitic motives (see also the FRA's 2020 report)<sup>34</sup>.



Antisemitic offences in the context of right-wing extremism 2009–2019 (source: BVT, BMI)

One measure introduced by the BMI as early as 1997 was to set up a centre for reporting “National Socialism resurgence” (ns-meldestelle@bvt.gv.at). This enables members of the public to report not only suspected or relevant incidents, but also right-wing extremist, xenophobic/racist, antisemitic and anti-Islamic content (including internet content). In the event of a criminal aspect, the relevant matters are reported to the appropriate public prosecution office.

34 See FRA survey: Antisemitism, Overview of antisemitic incidents recorded in the European Union 2009–2019 (2020): [fra.europa.eu/sites/default/files/fra\\_uploads/fra-2020-antisemitism-overview-2009-2019\\_en.pdf](https://fra.europa.eu/sites/default/files/fra_uploads/fra-2020-antisemitism-overview-2009-2019_en.pdf), p. 23 and the 2019 report by the BVT: [www.bvt.gv.at/401/files/VSB\\_2019\\_Webversion\\_20201120.pdf](https://www.bvt.gv.at/401/files/VSB_2019_Webversion_20201120.pdf), p. 38.

#### **4.1 Crime statistics 2015–2019**

Statistical reporting of crimes is based on the “Verfahrensautomation Justiz” (VJ), an electronic administration system for processing and saving data on cases. The electronic registers in the VJ system (like the criminal convictions data kept by Statistics Austria) only allow for analysis in terms of legally classified criminal offences (e.g. those defined in the Austrian Criminal Code (StGB) or the Austrian Prohibition Act (VerbotsG)), but not for any analysis of offences stemming from a particular motivation or ideology. So it is not currently possible to analyse the data with regard to offences resulting from an antisemitic motivation or ideology. Nor is it possible to make any statistical analysis on the basis of the IHRA definition (or any other) of antisemitism from outside the area of criminal law; as far as crime statistics are concerned and in terms of the existing laws there is no reason to do so.

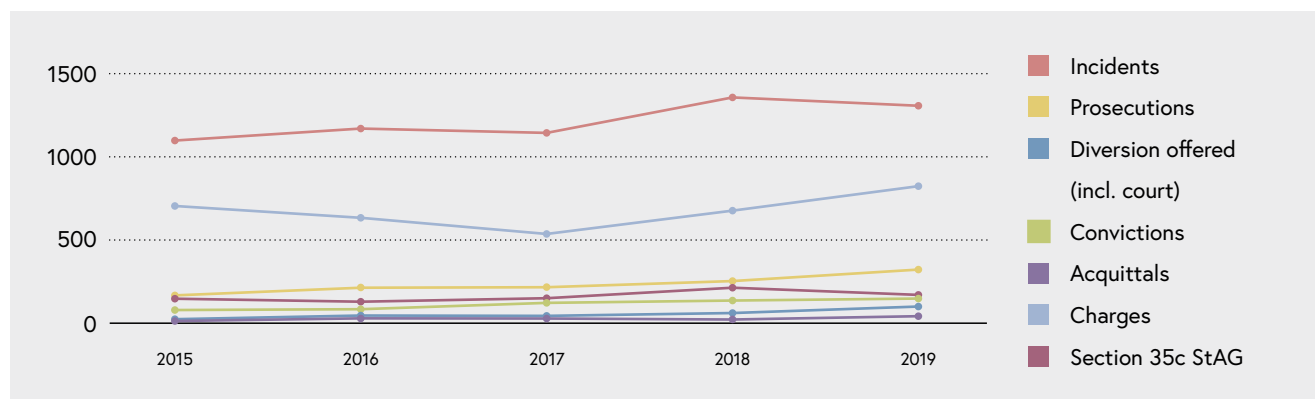
So to provide a clearer picture, data about crime cases needs to be presented in terms of relevant provisions of the VerbotsG and incitement to hatred (Verhetzung) (see Section 283 StGB). However, as explained in the introduction, these do not necessarily represent antisemitic offences, or mainly antisemitic offences. Only in the case of criminal proceedings under Section 3h VerbotsG can it be assumed that these are generally offences which correspond with the IHRA definition on the point of “denying the fact, scope, mechanisms (e.g. gas chambers) or intentionality of the genocide of the Jewish people at the hands of National Socialist Germany and its supporters and accomplices during World War II (the Holocaust)”.

The increase in acts of aggression under the VerbotsG and Section 283 StGB up to 2018 could be due amongst other things to the growing willingness of the public to report incidents, the establishment of additional reporting channels, and the increasing use of the internet and social media (posts on Facebook and other platforms, forwarding of relevant messages on WhatsApp etc.), which not only speeds up dissemination of relevant content, but also makes it easier to reach a critical level of public awareness. The decrease in incidents since the beginning of 2019 can be seen as an indication that the intensified efforts of law enforcement – together with media reports on criminal cases – are having an effect. Decreasing numbers of prosecutions and convictions in proceedings under StGB Section 283 can be attributed to

increasing use of “diversion” (through which cases are resolved without recourse to the criminal justice system).<sup>35</sup>

### Totals under the Austrian Prohibition Act (VerbotsG)

Totals under the Austrian Prohibition Act (VerbotsG)	2015	2016	2017	2018	2019
Incidents	1,097	1,169	1,143	1,356	1,306
Prosecutions	167	213	216	253	322
Diversion offered (incl. court)	24	46	44	61	100
Convictions	79	84	122	136	148
Acquittals	13	29	28	22	42
Charges withdrawn	704	633	536	676	823
Section 35c, Austrian Public Prosecution Act (StAG)	147	129	150	213	170



Source: Austrian Federal Ministry of Justice (BMJ) – January 2020

35 Note on the statistics: The category “Diversion offered” includes cases which were “diverted” out of the criminal justice system (Austrian Code of Civil Procedure (StPO) Section 200) and where charges were provisionally withdrawn (StPO Sections 201, 203 & 204). Any inconsistencies with earlier/subsequent statistics result from ongoing adjustments and additions in the VJ case administration system. Figures in the “Section 35c, Austrian Public Prosecution Act (StAG)” category show cases where the public prosecution service did not pursue a criminal investigation because there was no initial suspicion.

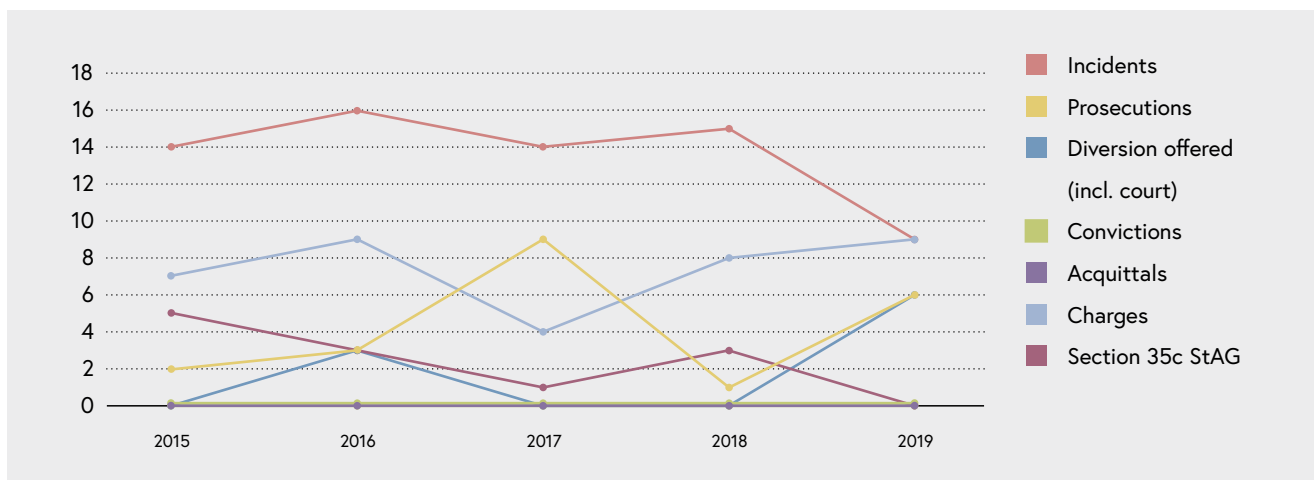
### **Section 3a, Austrian Prohibition Act (VerbotsG)**

Section 3a. The following persons will become guilty and shall be punished with a prison sentence of between ten and twenty years, or, if the perpetrator or the activity should pose a particularly grave danger, with a lifelong prison sentence:

1. whoever tries to maintain or re-establish a National Socialist organisation which was legally dissolved or to establish contact with such an organisation or a person acting on its behalf; the following are considered National Socialist organisations (Section 1): the NSDAP, SS, SA, NSKK, NSFK, the NS Soldiers' Ring, the NS Officers' Association, all other groupings of the NSDAP and its affiliated associations as well as any other National Socialist organisations;
2. whoever founds an association that seeks to make its members act in the spirit of National Socialism with a view to undermining the self-determination and independence of the Republic of Austria or to disturbing public peace and the reconstruction of Austria or whoever plays a leading role in an association of this kind;
3. whoever promotes the further development of any of the organisations and associations mentioned in subpara. 1 and subpara. 2 by soliciting members, providing financial resources or similar, supplies the members of such an organisation or association with weapons, means of transportation or telecommunications systems or facilitates or supports the activity of such an organisation in a similar way;
4. whoever produces, obtains or makes available weapons, means of transportation or telecommunications systems for such an organisation or association.



Section 3a, Austrian Prohibition Act (VerbotsG)	2015	2016	2017	2018	2019
Incidents	14	16	14	15	9
Prosecutions	2	3	9	1	6
Diversion offered (incl. court)	0	3	0	0	6
Convictions	0	0	0	0	0
Acquittals	0	0	0	0	0
Charges withdrawn	7	9	4	8	9
Section 35c, Austrian Public Prosecution Act (StAG)	5	3	1	3	0

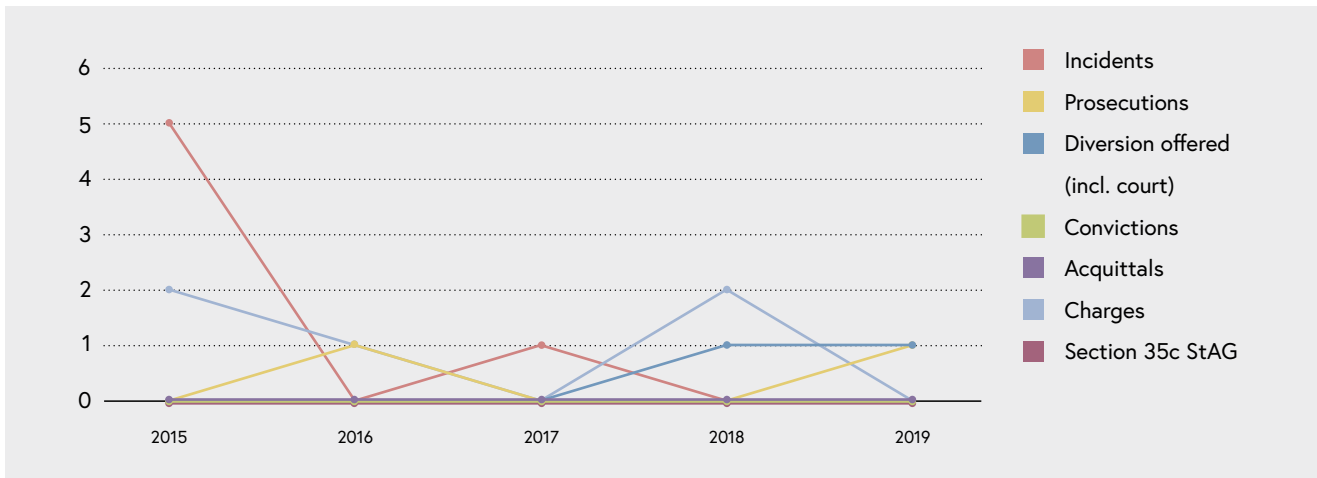


Source: Austrian Federal Ministry of Justice (BMJ) – January 2020

### Section 3b, Austrian Prohibition Act (VerbotsG)

Section 3b. Whoever participates in an organisation or association of the type described in Section 3a or supports such an organisation through financial contributions or in any other way will, unless the act is punishable under Section 3a, be punished for committing a crime with a prison sentence of between five and ten years, or, if the perpetrator or the activity should pose a particularly grave danger, with a prison sentence of up to twenty years.

Section 3b, Austrian Prohibition Act (VerbotsG)	2015	2016	2017	2018	2019
Incidents	5	0	1	0	0
Prosecutions	0	1	0	0	1
Diversion offered (incl. court)	0	0	0	1	1
Convictions	0	0	0	0	0
Acquittals	0	0	0	0	0
Charges withdrawn	2	1	0	2	0
Section 35c, Austrian Public Prosecution Act (StAG)	0	0	0	0	0

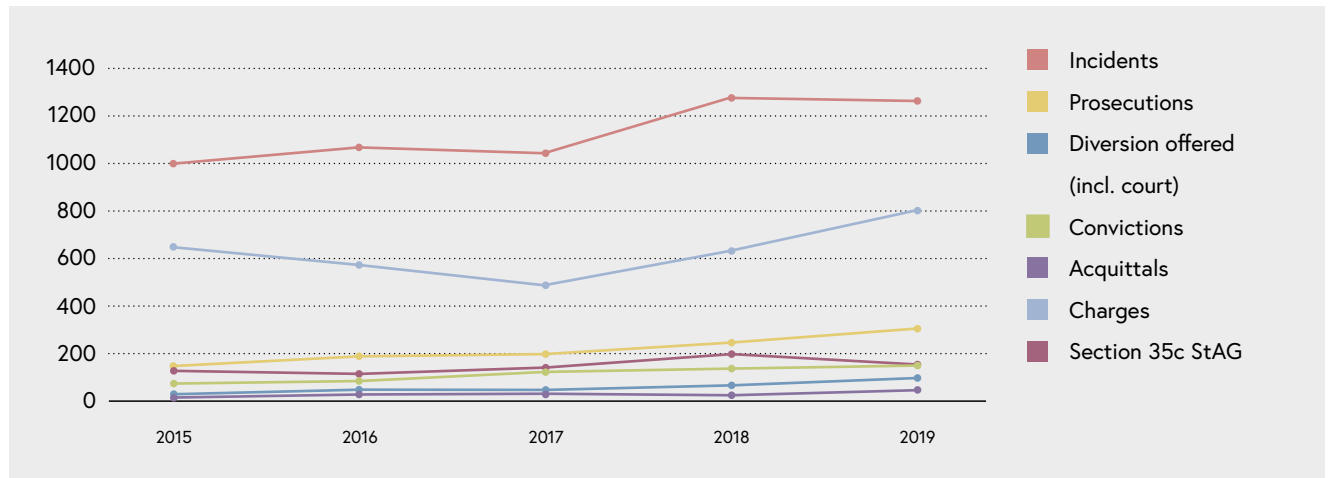


Source: Austrian Federal Ministry of Justice (BMJ) – January 2020

### Section 3g, Austrian Prohibition Act (VerbotsG)

Section 3g. Whoever performs an activity inspired by the National Socialist ideology that does not fall within the scope of Sections 3a to 3f will be punished with a prison sentence of between one and ten years, or if the perpetrator or the activity should pose a particularly grave danger, with a prison sentence of up to twenty years, unless the offence is subject to a more severe sanction under a different provision.

Section 3g, Austrian Prohibition Act (VerbotsG)	2015	2016	2017	2018	2019
Incidents	1,000	1,064	1,041	1,259	1,247
Prosecutions	150	188	197	242	297
Diversion offered (incl. court)	25	43	42	60	89
Convictions	67	77	113	126	138
Acquittals	12	24	27	21	41
Charges withdrawn	656	586	506	641	800
Section 35c, Austrian Public Prosecution Act (StAG)	131	119	144	197	156

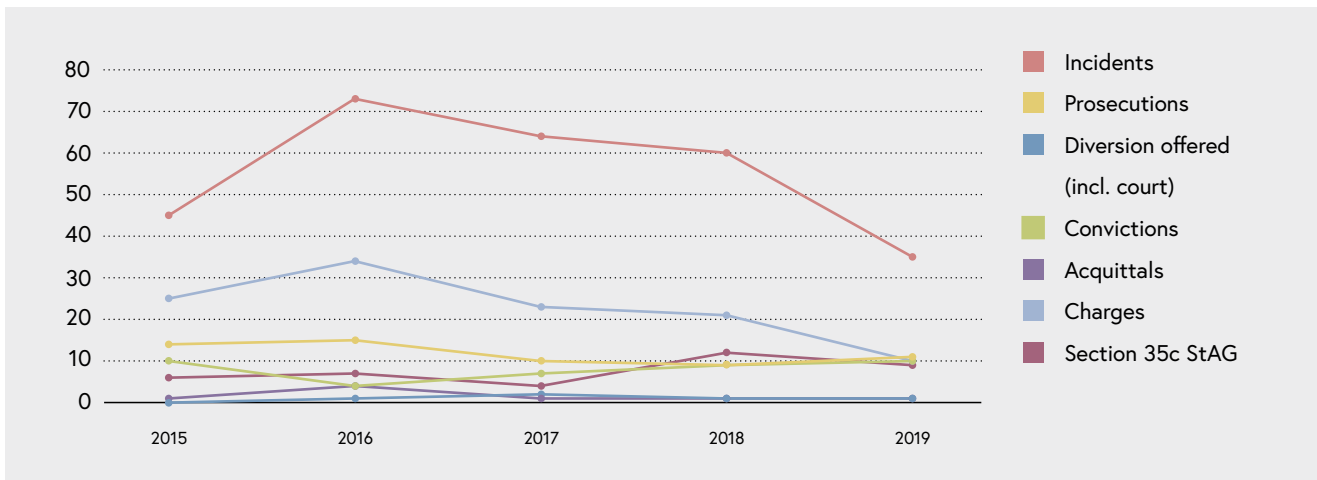


Source: Austrian Federal Ministry of Justice (BMJ) – January 2020

### Section 3h, Austrian Prohibition Act (VerbotsG)

Section 3h. Anyone who publicly denies, grossly minimises, approves or seeks to justify the National Socialist genocide or any other National Socialist crimes against humanity in a publication, broadcasting media or any other medium or in any other manner accessible to a large number of people, will also be punished in accordance with Section 3g.

Section 3h, Austrian Prohibition Act (VerbotsG)	2015	2016	2017	2018	2019
Incidents	45	73	64	60	35
Prosecutions	14	15	10	9	11
Diversion offered (incl. court)	0	1	2	1	1
Convictions	10	4	7	9	10
Acquittals	1	4	1	1	1
Charges withdrawn	25	34	23	21	10
Section 35c, Austrian Public Prosecution Act (StAG)	6	7	4	12	9



Source: Austrian Federal Ministry of Justice (BMJ) – January 2020

## Section 283, Austrian Criminal Code (StGB) – Incitement to hatred (Verhetzung)

### Incitement to hatred

Section 283. (1) Anyone who publicly, in any manner accessible to a large number of people,

1. incites violence or hatred against a church or religious community or any other group of persons defined by criteria of race, colour of skin, language, religion or ideology, nationality, descent or national or ethnic origin, sex, physical or mental disability, age or sexual orientation or against a member of such a group, explicitly on account of his/her belonging to such a group,
2. with the aim of violating the human dignity of others, verbally attacks any such group in a way that is intended to disparage or demean them in public opinion, or
3. who condones, denies, grossly trivialises or justifies crimes under Sections 321 to 321f and 321k which have been legally established by an Austrian or international court, where the act was committed against one of the groups identified in point 1 or against a member of any such group explicitly because of his/her membership of any such group, in a way that is likely to incite violence or hatred towards such a group or its members,

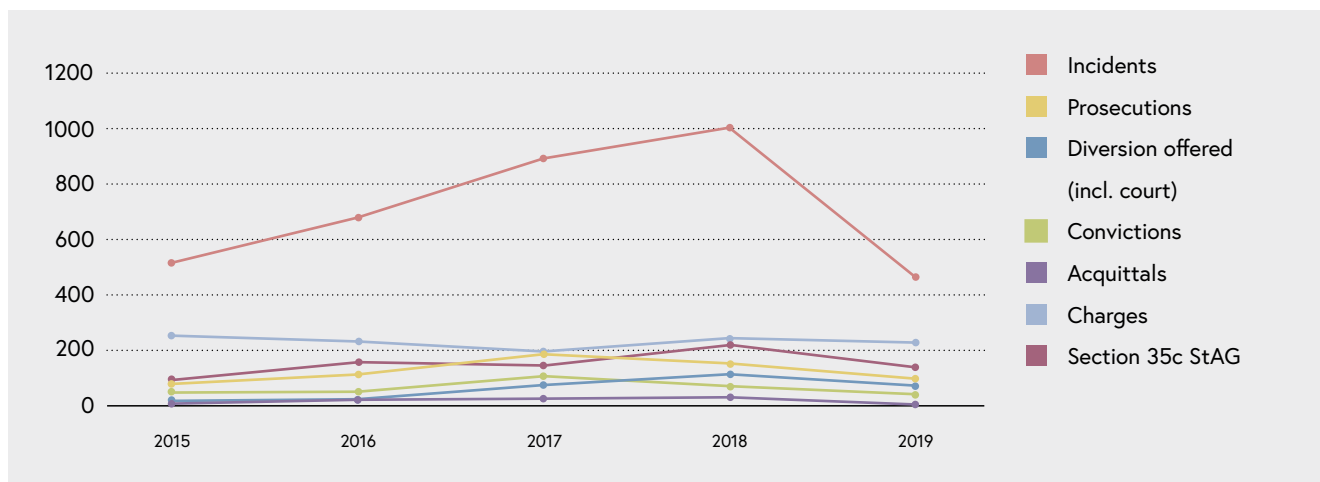
shall be punished with imprisonment of up to two years.

(2) Anyone who commits an act as described in paragraph (1) in a publication, a broadcasting medium or by any other means, such that the actions are visible to a large number of people, shall be punished with a prison sentence of up to three years.

(3) Anyone who by committing an act as described in paragraphs (1) or (2) causes others to use violence against one of the groups identified in paragraph (1) point 1, or against a member of any such group because of his/her membership of that group, shall be punished with a prison sentence of six months to five years.

(4) Anyone who distributes or makes publicly available in any approving or justifying manner any written material, images or other representations of ideas or theories that support, promote or incite hatred or violence towards any group identified in paragraph (1) point 1, or against a member of any such group because of his/her membership of that group, shall, unless subject to a more severe sanction due to involvement in an offence under paragraphs (1) to (3) (Section 12), be punished with a prison sentence of up to one year or a fine of up to 720 day fines.

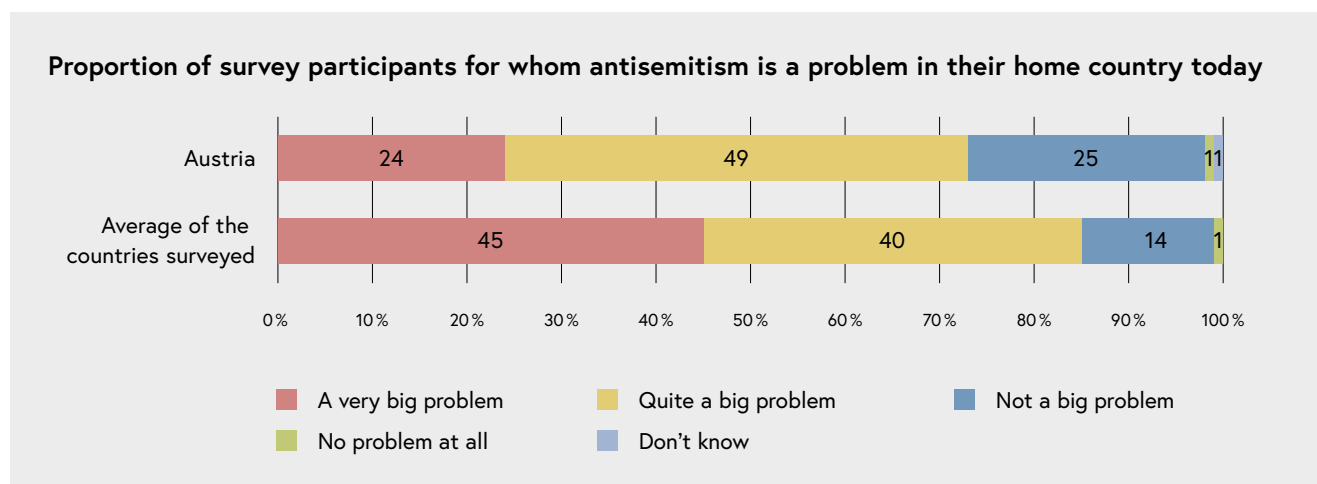
Section 283, Austrian Criminal Code (StGB)	2015	2016	2017	2018	2019
Incidents	516	679	892	1,003	465
Prosecutions	80	114	187	154	99
Diversion offered (incl. court)	19	25	76	115	74
Convictions	49	52	108	72	43
Acquittals	9	23	27	32	6
Charges withdrawn	254	233	197	245	229
Section 35c, Austrian Public Prosecution Act (StAG)	89	153	141	215	140



Source: Austrian Federal Ministry of Justice (BMJ) – January 2020

## 4.2 Survey by the European Union Agency for Fundamental Rights on perceptions of antisemitism in Austria

Between May and June of 2018 the European Union Agency for Fundamental Rights (FRA) conducted a survey on the experiences and perceptions of Jewish people with regard to hate crimes, discrimination and antisemitism in selected states of the European Union. This was an investigation into the impressions and personal experiences of 16,395 individuals (aged 16 or more) who identify themselves as Jewish.<sup>36</sup> Data were analysed from twelve EU member states – Austria, Belgium, Denmark, France, Germany, Hungary, Italy, Netherlands, Poland, Spain, Sweden and the United Kingdom.



Source: FRA, Experiences and perceptions of antisemitism, Second survey on discrimination and hate crime against Jews in the EU

According to an FRA report of 2020, titled “Antisemitism: Overview of antisemitic incidents recorded in the European Union 2009–2019”, across the EU 44 per cent of Jewish people aged 16 to 34 stated that they had experienced antisemitic harassment during the preceding twelve months.<sup>37</sup> Amongst 35 to 59-year-olds it was 32 per cent.<sup>38</sup> Four per cent of the younger group experienced at least one incident

36 See FRA: Experiences and perceptions of antisemitism – Second survey on discrimination and hate crime against Jews in the EU (2018): [fra.europa.eu/sites/default/files/fra\\_uploads/fra-2018-experiences-and-perceptions-of-antisemitism-survey-summary\\_en.pdf](https://fra.europa.eu/sites/default/files/fra_uploads/fra-2018-experiences-and-perceptions-of-antisemitism-survey-summary_en.pdf).

37 See EU publication – Young Jewish Europeans: perceptions and experiences of antisemitism. Luxembourg (2019): [fra.europa.eu/sites/default/files/fra\\_uploads/fra-2019-young-jewish-europeans\\_en.pdf](https://fra.europa.eu/sites/default/files/fra_uploads/fra-2019-young-jewish-europeans_en.pdf).

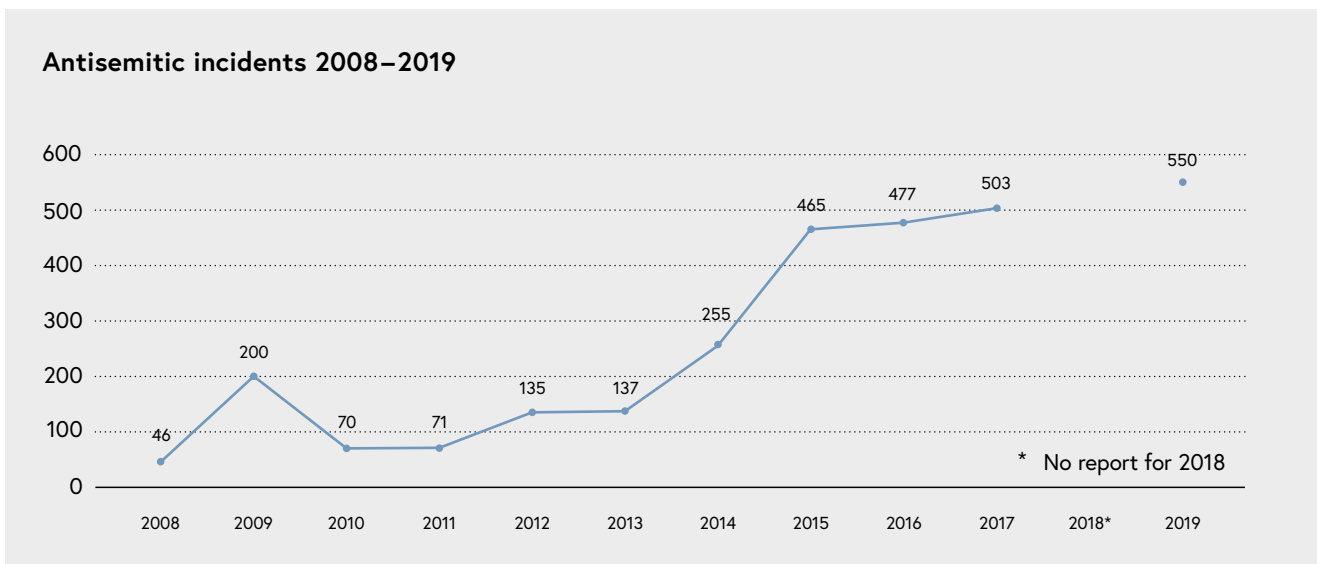
38 See FRA: Antisemitism, Overview of antisemitic incidents recorded in the European Union 2009–2019 (2020): [fra.europa.eu/sites/default/files/fra\\_uploads/fra-2020-antisemitism-overview-2009-2019\\_en.pdf](https://fra.europa.eu/sites/default/files/fra_uploads/fra-2020-antisemitism-overview-2009-2019_en.pdf).

involving antisemitic violence, compared to two per cent of the 35- to 59-year-olds. (For other data included in this report see the graphs in III.4.3.)

### 4.3 Austrian Forum against antisemitism (FGA) / Antisemitism reporting office of the Jewish Community of Vienna (IKG)

The Forum against antisemitism (FGA)<sup>39</sup>, and now the reporting office of the Jewish Community of Vienna (IKG) serve as points of contact for anyone wanting to report an antisemitic incident. This includes incidents that are not reported to the authorities, either because the threshold for a criminal charge is not reached or because those affected expressly state they do not wish this to be done. Consequently some of the figures they report are strikingly different from the official statistics. Another important aspect of the work of the reporting office involves support and counselling for victims.

Case numbers are recorded and published in regular reports.<sup>40</sup>



Source: Forum against antisemitism (FGA) / Jewish Community of Vienna (IKG), Antisemitische Vorfälle 2019 (Antisemitic incidents in 2019)

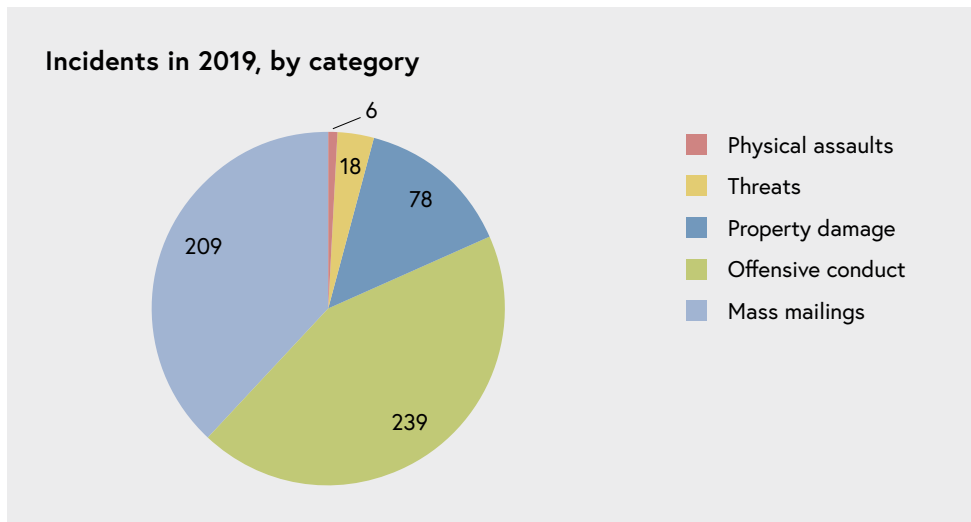
39 See Reporting office of the Jewish Community of Vienna (IKG): [www.ikg-wien.at/antisemitismus](http://www.ikg-wien.at/antisemitismus).

40 The statistics are available at [www.fga-wien.at/](http://www.fga-wien.at/) or [www.antisemitismus-meldestelle.at](http://www.antisemitismus-meldestelle.at) and [fca755ac-004d-4a98-bf62-6ebd5ba1ecc3.filesusr.com/ugd/Oa9e18\\_64f4d46da51346d6b13e8e884bfd7b70.pdf](https://filesusr.com/ugd/Oa9e18_64f4d46da51346d6b13e8e884bfd7b70.pdf).



The curve shows that the number of antisemitic incidents reported has increased every year since 2010: from 2014 to 2017 the number of reported cases doubled, and in 2019 a total of 550 incidents were identified.

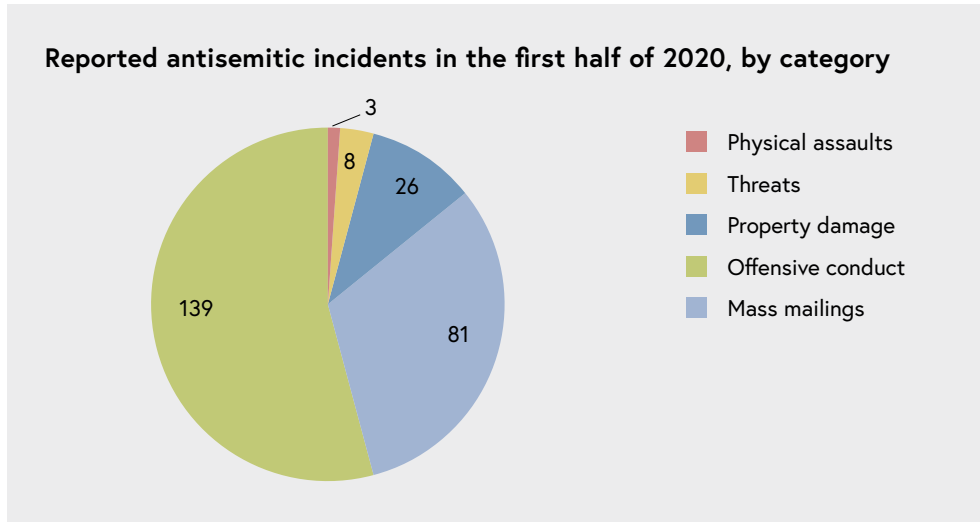
During the first half of 2020 the IKG reporting office recorded a total of 257 antisemitic incidents. This makes an average of 43 antisemitic incidents per month. In 2019 the monthly average was 45 antisemitic incidents.



Source: Forum against antisemitism (FGA) / Jewish Community of Vienna (IKG), Antisemitische Vorfälle 2019 (Antisemitic incidents in 2019)

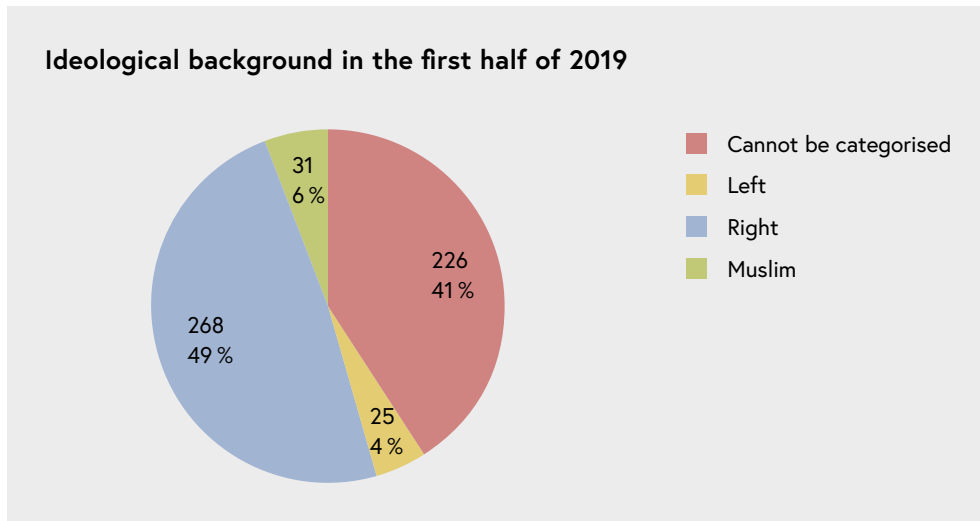
The 2019 report on antisemitic incidents by the FGA and IKG Vienna recorded a total of 550 incidents. Six of these were physical assaults, 18 were threats, 78 cases of property damage, 209 cases of mass mailings and 239 were cases of offensive conduct. Compared to the previous report, the number of threats reported has fallen by almost 50 per cent, while the number of property damage incidents has increased by over 50 per cent.<sup>41</sup>

41 See Antisemitische Vorfälle 2019/IKG Wien: [www.ikg-wien.at/wp-content/uploads/2020/05/ab2019down.pdf](http://www.ikg-wien.at/wp-content/uploads/2020/05/ab2019down.pdf).



Source: IKG reporting office (antisemitismus-meldestelle.at)

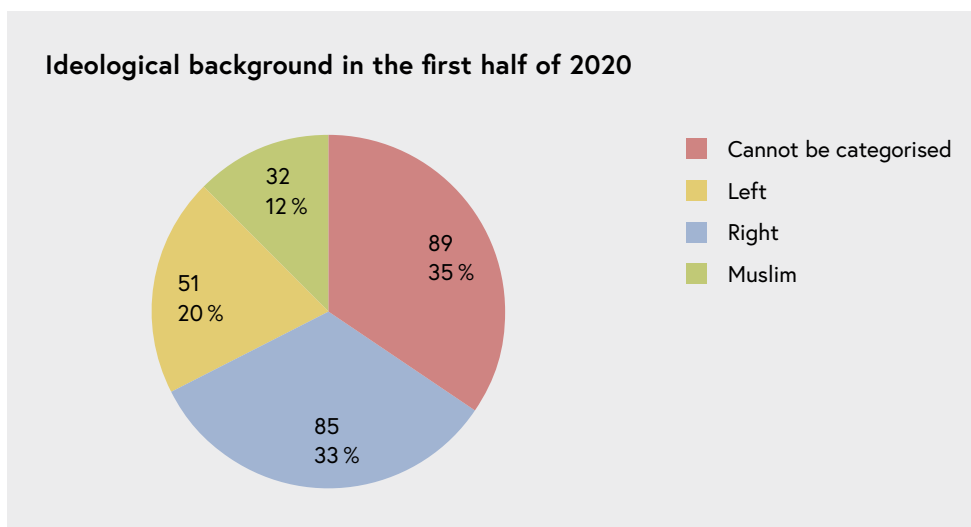
The IKG reporting office's analysis of incidents in the first half of 2020 showed that of the 257 antisemitic incidents recorded, 139 concerned offensive conduct, followed by 81 mass mailings, 26 incidents of property damage, eight threats and three physical assaults.



Source: Forum against antisemitism (FGA) / Jewish Community of Vienna (IKG), Antisemitische Vorfälle 2019 (Antisemitic incidents in 2019)

As well as categorising incidents the report takes account of the ideological background, dividing this into “left”, “right”, “Muslim” and “cannot be categorised”. Almost

half of the incidents in 2019 are categorised as right-wing antisemitism, while 41 per cent were not based on any specific ideology. Six per cent of antisemitic incidents were attributed to Muslim antisemitism and four per cent to left-wing antisemitism. In the first half of 2020, almost two thirds of the antisemitic incidents were categorised as being associated with an ideology, while the remaining third was not attributable to any such category. In total, one third of the antisemitic incidents were based on right-wing antisemitism, a fifth on left-wing antisemitism and 12 per cent on Muslim antisemitism.



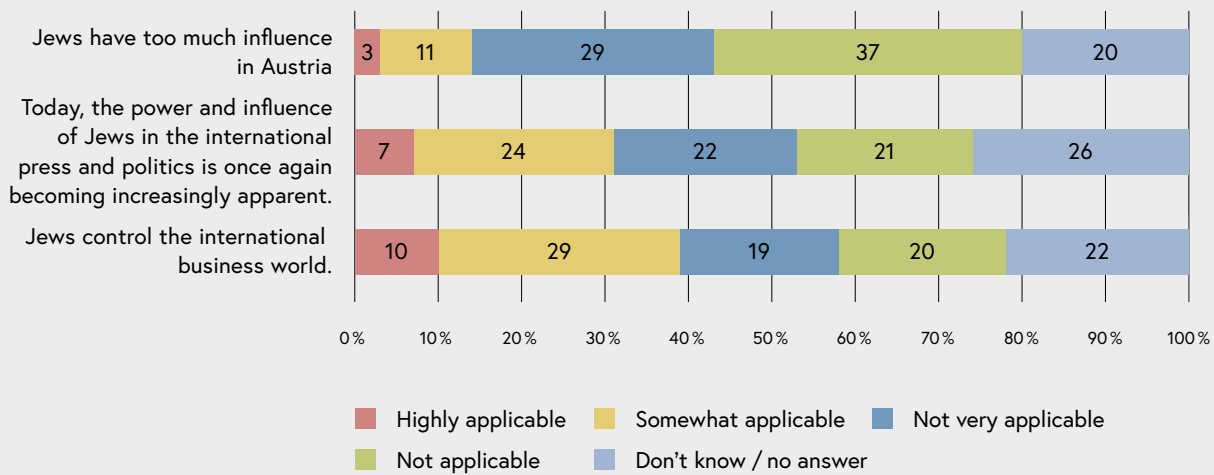
Source: IKG reporting office (antisemitismus-meldestelle.at)

#### 4.4 Survey for the Austrian Parliamentary Administration

In connection with the commemorative year to mark 1938–2018 and in view of public debate about new forms of antisemitism in Austria, in 2018 the Institute for Empirical Social Studies (IFES) together with Demox Research conducted a survey for the Austrian Parliamentary Administration on the status and development of antisemitic attitudes in Austria.<sup>42</sup> The results of this survey provide a comprehensive overview of antisemitic attitudes, broken down into the following forms: traditional antisemitism, Israel-related antisemitism, secondary – i.e. post-Holocaust – antisemitism, accusations of refusal to integrate, racist antisemitism, Holocaust denial and anti-Judaism.

<sup>42</sup> See 2018 antisemitism survey, commissioned by the Parliamentary Administration (March 2018): [www.antisemitismus2018.at/die-studie/](http://www.antisemitismus2018.at/die-studie/).

## Traditional antisemitism



Source: IFES, Demox Research, Antisemitismus in Österreich 2018<sup>43</sup>

To ensure that targeted measures for the fight against antisemitic stereotypes are informed by empirical data, this survey will be repeated every two years.<sup>44</sup>

According to the survey, antisemitism is particularly evident in the attitude areas of racist antisemitism and Holocaust denial. The survey analysis continues: “Clear antisemitism is identifiable in around 10 per cent of the population. Even outside this nucleus of antisemitism, the attitude statements with the highest levels of agreement (traditional antisemitism, Israel-related antisemitism, secondary antisemitism) show latent antisemitism. The questionnaire responses from 2018 show that in around 30 per cent of individuals surveyed, there are clear indications of latent antisemitism. Turkish- and Arabic-speaking survey participants (randomly selected, i.e. not a representative sample) almost always agree much more strongly with antisemitic statements.”

<sup>43</sup> Zeglovits, Eva; Unterhuber, Paul; Sommer, Franz: Antisemitismus in Österreich (Antisemitism in Austria) 2018. IFES 2019.

<sup>44</sup> See Parliamentary Correspondence no. 862 (2 September 2020, in German): [www.parlament.gv.at/PAKT/PR/JAHR\\_2020/PK0862/index.shtml](http://www.parlament.gv.at/PAKT/PR/JAHR_2020/PK0862/index.shtml).

The survey also suggests that the climate of opinion in Austria in connection with discussions of antisemitism “shows sustained change towards a positive attitude”. This is attributed partly to efforts in the education sector and the media to address the legacy of the Holocaust.

Austria has comprehensive laws governing the investigation and reporting of antisemitism.

# IV

Education, training and  
research







אנכי ד'	לא תרצה
לא יהיה	לא תנאף
לא תשא	לא תגנב
זכור את	לא תענה
כבוד את	לא תחמד



## 1 Current situation

### 1.1 Education

The Austrian Federal Ministry of Education, Science and Research (BMBWF) has created the foundations in both form and content so that educational measures can be taken in school lessons against antisemitism, racism, right-wing radicalism, hate speech, hate postings and xenophobia, as well as against disrespect for human rights, minorities, the rule of law and democratic institutions. This includes the basics of pedagogical training as well as continuing education and training projects for teachers, the further development of curricula and textbooks and the pedagogical implementation in the classroom.

In the 2015 policy decree on political education in schools, overcoming antisemitism is explicitly stated as a goal.<sup>45</sup>

In order to achieve these goals, the current curricula from the 8th grade onwards contain a broad range of topics. These include fascism, National Socialism, political dictatorships, the Holocaust/Shoah, genocide and human rights, forms of

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45 Unterrichtsprinzip Politische Bildung, Grundsatzlerlass 2015, Circular no. 12/2015; available in full at [www.bmbwf.gv.at/Themen/schule/schulrecht/rs/1997-2017/2015\\_12.html](http://www.bmbwf.gv.at/Themen/schule/schulrecht/rs/1997-2017/2015_12.html) (“... is based on democratic principles and on fundamental values such as peace, freedom, equality, justice and solidarity. In this context, overcoming prejudice, stereotypes, racism, xenophobia and antisemitism as well as sexism and homophobia is an important goal; ...”).

antisemitism and racism, the experiences of victims, perpetrators and followers, monuments, memorials and reports by contemporary eyewitnesses.

Through the Holocaust Education Institute [\\_erinnern.at\\_](http://www.erinnern.at) it has also been possible to implement special measures in teaching and teacher training since 2000, develop numerous materials and enter into international collaborations. All the offers and information are available through the website [www.erinnern.at](http://www.erinnern.at).

### **Contemporary eyewitnesses in contemporary history classes**

Since 1976, Holocaust survivors have been invited as contemporary eyewitnesses to contemporary history classes. Through their biographical narratives, these individuals contribute to a historical-political understanding of the dangers and consequences of antisemitism. However, due to the advancing age of contemporary eyewitnesses, mostly born in the 1930s, one of the greatest pedagogical challenges in recent years has been to accompany the transition from narrative memory to cultural memory, to train teachers in seminars and to provide appropriate materials such as video interviews. Nevertheless, in the 2018/19 school year it was still possible to arrange over 350 hours of lectures per year with contemporary eyewitnesses through direct contact with students in the classroom, reaching about 7,000 young people. For several years now, the association [\\_erinnern.at\\_](http://www.erinnern.at) has been providing advice and handling administrative matters.

## **1.2 [\\_erinnern.at\\_](http://www.erinnern.at)**

For twenty years, the Holocaust Education Institute of the Austrian Federal Ministry of Education, Science and Research (BMBWF) [\\_erinnern.at\\_](http://www.erinnern.at), as a nationally and internationally active institution, has been addressing ways to communicate the history of National Socialism and the Holocaust as well as the prevention of antisemitism and racism. [www.erinnern.at](http://www.erinnern.at) is an information medium on historical-political education, the culture of remembrance and commemoration days, on international, nationwide and regional commemoration, learning and research initiatives. The website provides a growing number of different resources for learning about the topics. All teaching materials can be downloaded free of charge from [\\_erinnern.at\\_](http://www.erinnern.at). In 2018, the website was visited by more than 400,000 users.

The work of [\\_erinnern.at\\_](http://www.erinnern.at) is divided into three levels:

- **Regional level:** Decentralised networks operate in the individual federal states. The network coordinators serve as contact persons for teachers and people in regional projects concerning historical-political education.
- **National level** [\\_erinnern.at\\_](http://www.erinnern.at) offers a variety of further training for teachers and is thus also a discussion forum for active remembrance. The learning materials developed by [\\_erinnern.at\\_](http://www.erinnern.at) along with the non-fiction young-reader series “National Socialism in the Austrian Federal States” are used in all the federal states.
- **International level:** [\\_erinnern.at\\_](http://www.erinnern.at) offers seminars in Israel in cooperation with Yad Vashem, is clearly in the public eye through cooperations with international organisations - such as UNESCO, OSCE and IHRA - and works bilaterally with numerous partner institutions.

### **Ongoing offers**

- Further education and training offers as well as conferences for Austrian teachers
- Development of teaching and learning materials using the most modern media-pedagogical methods, increasingly in the new media
- Tours, exhibitions etc.
- Information on remembrance culture and educational work on the website [www.erinnern.at](http://www.erinnern.at)
- International cooperation

### **Further education and training**

Since 2000, two-week training courses for Austrian teachers have been held at the International School for Holocaust Studies Yad Vashem / Jerusalem in Israel. These provide an opportunity to familiarise oneself with the latest research and to engage with the Israeli narrative of the Holocaust. The almost 800 graduates of the seminar to date are active as multipliers and pass the knowledge they have acquired on in their working environment.

In all federal states, further training events are offered in cooperation with university colleges of teacher education and other partners. In addition, [\\_erinnern.at\\_](http://www.erinnern.at) offers two large training seminars each year:

- **The Central Seminar** takes place annually in November and is the largest single teacher training course on the topics of the Holocaust, National Socialism and antisemitism. The seminar is held in a different federal state each year and interacts with the seminar location and its surroundings. Lectures, workshops, excursions and presentations of learning materials offer numerous suggestions and assistance for the classroom.
- **Contemporary eyewitness Seminar:** By continuing this annual seminar, teachers are given the chance of an impressive encounter with contemporary eyewitnesses who talk about their experiences of persecution during National Socialism. One part of the seminar deals with pedagogical questions concerning the encounter of contemporary eyewitnesses with young people.

### **Learning about and against antisemitism**

The stimulation of well-founded learning processes about and against antisemitism is a central topic for

[\\_erinnern.at\\_](http://www.erinnern.at) and is reflected in the following projects and materials:

- “A human being is a human being. Racism, Anti-Semitism and You Name it ...” has been produced in cooperation with the Anne Frank House, Amsterdam, and ODIHR/OSCE. The learning booklet together with supporting materials is available online at [www.erinnern.at/bundeslaender/oesterreich/lermaterial-unterricht/antisemitismus](http://www.erinnern.at/bundeslaender/oesterreich/lermaterial-unterricht/antisemitismus)
- “Stories that move. Online Toolbox against Discrimination” is a European project with Austrian participation [www.storiesthatmove.org](http://www.storiesthatmove.org)
- “Vanishing Points. Moving life stories between Europe and the Middle East” creates a discussion basis for Israel-related antisemitism, among other things: [www.fluchtpunkte.net](http://www.fluchtpunkte.net)

In recent years, more seminars have been offered for teachers at vocational schools and teaching materials are being made available for them in adapted language.

## **International cooperation**

International networking and the resulting cooperation is of particular importance:

\_erinnern.at\_ is a partner to many international projects and cooperates with: Mémorial de la Shoah / Paris, USC Shoah Foundation Institute / Los Angeles, Association of Holocaust Organizations (AHO) USA, OSCE/ODIHR, Council of Europe, Anne Frank House / Amsterdam and Anne Frank Zentrum / Berlin, CeDIS FU Berlin, Yad Vashem / Israel, Lohamei haGettaot / Israel, IHRA, Eidgenössisches Zentrum für Geschichts-  
didaktik und Erinnerungskulturen Luzern, the office of the Bavarian State Government Commissioner for Jewish Life and Against Anti-Semitism, for Remembrance Work and Historical Heritage, UNESCO and various universities and colleges.

A bilateral textbook dialogue conducted with Israel will present its results at a conference for experts in 2021. The analysis provides information on the representation of Jewish history, Jewish life and the history of the State of Israel as well as on the portrayal of antisemitism in Austrian textbooks.

## **1.3 Research**

At **Austrian universities and non-university research institutions** intensive and extensive research is being conducted on the topics of antisemitism, the Holocaust, racism, National Socialism and nationalism, for example at the University of Graz at the Center for Jewish Studies and at the University of Salzburg at the Center for Jewish Cultural History. In addition, at the Universities of Vienna, Innsbruck, Klagenfurt and Linz, the various departments and institutes of contemporary history play a decisive role in the national and international discourses on the analysis of National Socialism, antisemitism and the Holocaust. Research on antisemitism is also being conducted at the Ludwig Boltzmann Institutes for Research on the Consequences of War and for Digital History – Visual History of the Holocaust. At the Austrian Academy of Sciences (OeAW), special mention should be made of the Institute for Cultural Studies and Theatre History, which contributes to basic research with its research priority Memory Studies, which deals with the culture of memory and the politics of history with a focus on National Socialism / Second World War / Holocaust.

The **Documentation Centre of the Austrian Resistance (DÖW)** was founded in 1963 by former resistance fighters and scholars and since 1983 has been a foundation jointly supported by the Republic of Austria (represented by the Austrian Federal Ministry of Education, Science and Research (BMBWF)), the City of Vienna and the Verein Dokumentationsarchiv.

### **The tasks of the DÖW**

1. **Collecting, archiving and the scientific evaluation** of relevant sources on the topics of resistance and persecution, the Holocaust, Roma and Sinti, exile, medicine and biopolitics under National Socialism, National Socialist and post-war justice, right-wing extremism after 1945, restitution and compensation after 1945;
2. **Archive and library operations** with advisory and support activities for students, journalists and others;
3. **Mediation of contemporary historical contents** particularly for schoolchildren and other young people but also for the purposes of adult education (preparing teaching materials, exhibitions, guided tours, etc.).

The **Vienna Wiesenthal Institute for Holocaust Studies (VWI)**, founded in 2002, is dedicated to researching, documenting and educating people about all issues relating to antisemitism, racism, nationalism and the Holocaust, including its background and consequences. The Institute is in the legal form of a non-profit association. The VWI sees itself as a joint project with various supporting organisations.



## **The tasks of the VWI**

- 1. Holocaust-related parts of the archive of the Jewish Community of Vienna (IKG Vienna)** which are made available to the Institute on loan, together with the estate of Simon Wiesenthal, his extensive holdings on Nazi perpetrators and the VWI library, form the core of the documentation.
- 2. Fellowship Programme:** This builds on the recommendations, proposals and initiatives of the International Academic Advisory Board, both in terms of content and concept, as well as through the selection of individual fellows.
- 3. Teaching:** Academic lectures and events are intended to attract the widest possible audience to an examination of antisemitism, racism, the Holocaust and genocide by presenting important research findings on these topics.

## 2 Challenges

In the field of education, the current challenges are based on increasingly prevalent antisemitic attitudes. These are caused by clearly perceptible antisemitic attitudes of immigrants from Muslim-dominated countries as well as the Islamist recruitment of members of the second or third generation who feel excluded and their conflict-laden position towards Israel. At least equally relevant phenomena are Hate Speech and Hate Postings in social media and the unbelievable number of people who can be reached by them. With this, as well as with antisemitic statements by other groups, for example from the German nationalist, right-wing extremist and right-wing populist milieu, a lowering of inhibition thresholds can be observed. This is influenced not least by relativising or similar statements in politics and the erroneous assessment by many people that postings in social media take place in a lawless space and that one therefore has no consequences to fear.

The central open research questions in educational research are what knowledge, competencies and attitudes are required of teachers in education and training in order to be able to counter antisemitism (and Holocaust distortion). This also applies to schools as a whole: in the case of antisemitic – but also racist, right-wing extremist and sexist – attacks, schools and school supervisors sometimes seem overwhelmed in their ability to react and act appropriately. The teaching materials need to be used and imparted better than in the past.

In the field of research, there are extensive projects on antisemitism and the Holocaust at numerous higher education institutions and universities (e.g. contemporary history research) and non-university institutions (e.g. DÖW and VWI), but there is still no systematic overview or dedicated research and documentation centre for antisemitism. At the Austrian Academy of Sciences (OeAW), the establishment of a Centre for Research on Antisemitism is being negotiated for the upcoming performance agreement 2021–2023 between the OeAW and the Austrian Federal Ministry of Education, Science and Research (BMBWF). In addition, a research centre on antisemitism will be established in the Documentation Archive.

### 3 Ongoing and planned measures

The following measures are planned in order to meet the challenges mentioned above:

Processing and utilisation of existing literature and scientific findings so that they can be employed **by schools and school supervisors** in order to handle **anti-semitic incidents in a reasonable manner**.

Preparations for a **Centre for Antisemitism Research** to be established by the Austrian Federal Ministry of Education, Science and Research for the forthcoming 2021–2023 performance agreement with the Austrian Academy of Sciences and create a research centre on antisemitism in the Documentation Centre of the Austrian Resistance (DÖW).

#### **Strengthen coordination between stakeholders**

There are numerous stakeholders active in the school environment whose services are available to teachers, schools, university colleges of teacher education and universities, as well as adult education institutions.

There is a need for good coordination and agreement between the different stakeholders in order to reach as many schools and young people as possible.

At the European level, Austria will participate in the research infrastructure EHRI – European Holocaust Research Infrastructure in accordance with the conditions and criteria for support for ESFRI applications (European Strategy Forum on Research Infrastructures) and participations. EHRI aims to establish a European research infrastructure in the field of Holocaust studies. In addition to building an innovative digital infrastructure, helping experts and institutions to network, EHRI also offers the opportunity to participate in research, training and educational events, including workshops, conferences, grants, methodological seminars and online courses. Currently, the VWI is involved in EHRI with different work packages. The establishment of an Austria-wide coordinated consortium involving all stakeholders is in preparation.

**Strengthening coordination** between the individual stakeholders in the area of **antisemitism information and prevention in schools** in order to reach as many schools and young people as possible.

Establishment of a **coordinated Austria-wide consortium** to participate in the European Holocaust Research Infrastructure (EHRI), involving all stakeholders.

### **Training of teachers**

Teachers at schools and universities are increasingly confronted with antisemitism. Often it is accompanied by Holocaust distortion or even Holocaust denial, conspiracy “theories”, and various forms of group-specific misanthropy. An important prerequisite for dealing productively and purposefully with these societal and pedagogical challenges are qualified teachers who have specific subject knowledge, convictions they have thought through carefully, and a stable motivational orientation. Efforts must be made to ensure that courses on antisemitism, the Holocaust and National Socialism, anti-racist educational work, respect for human rights, etc. are anchored in the curricula of teacher training.

In order to provide the best possible support for universities that train and further educate teachers, as well as for teachers in their teaching work in this specific task, situation analyses are currently being carried out in a trilateral research project involving the German-speaking countries of Austria, Switzerland and Germany, with the aim of drawing up recommendations and drafting guidelines for action. These will then be implemented in teacher training. Together with experts from various disciplines, the IHRA-funded network will explore and define in which subjects, in which curricular contexts, and at what age of learning antisemitism can be systematically taught, in a preventive, active, and intervening manner, and how teachers can best be prepared for this in their training and continuing education.

**Set up of an international research project to prepare a catalogue of qualifications and measures** for appropriate **training and continuing education of teachers** in the areas of antisemitism prevention, the Holocaust and National Socialism, and anti-racist educational work. Implementation of the recommendations of the research group in **training curricula and in the continuing education** of teachers.

**Evaluation and assessment of the quality of the current training curricula for teachers on the basis of the results and recommendations of the international research project**, especially on the topics of antisemitism, the Holocaust and National Socialism as well as anti-racist educational work.

### **Expansion of continuing education and training offers as well as workshops**

There is a need for new offers to prepare and train teachers for the current challenges in dealing with antisemitism, racism, etc. Furthermore, quality management in the schools and the school management bodies should ensure that one teacher per subject taught at the school attends a thematically oriented training event (seminar, internal or with other schools, workshop of a third-party provider) every year, so that as high a proportion of teachers as possible has completed such continuing education.

**Expansion of the educational offers for teachers** on current challenges in dealing with antisemitism and racism, and **promotion of cooperation and exchange measures with international educational institutions**, including with Israel.

### **Revision of the existing teaching materials**

The special challenges that have arisen as a result of increased migration have so far been given too little consideration in teaching materials. In addition to the existing materials, there is therefore a need for additional teaching materials in line with current developments.

**Revision of the existing teaching materials** to reflect current challenges on the topic of antisemitism.

### **Promotion of concrete dialogue projects**

Experience shows that after meeting Jewish teenagers, pupils are better able to imagine how they live in Austria. Prejudices are also reduced through actual contact and exchange.

The “Likrat” project is exemplary in this respect: Jewish youths between the ages of 14 and 18 meet with young people of the same age from a wide variety of backgrounds and tell them about Judaism in an open atmosphere. The goals are to promote intercultural dialogue, to break down Jewish stereotypes and to combat racist tendencies among young people.<sup>46</sup>

Promotion of dialogue projects that allow exchanges between young people from different backgrounds (different socialisation, nationalities, religions).

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46 For more information on this project see [www.likrat.at](http://www.likrat.at).

### **Structures**

The government programme 2020–2024 clearly refers to the importance of remembrance and commemoration policy and its particular significance for teaching. In addition, it aims for a permanently establishing of existing structures. This is particularly relevant for institutions such as \_erinnern.at\_, the Zentrum polis – Politik Lernen in der Schule and the Demokratiewerkstatt, as well as for other institutions of political education, since these institutions have gained a high degree of credibility through the special close relationship they have acquired with schools and teachers and are supported in their pedagogical work.

In the same way, enabling pupils to visit memorial sites is an essential part of the culture of remembrance but also of insight.

The actual contact and exchange helps to reduce prejudices.





# V

The security and protection of  
Jewish communities and insti-  
tutions







## 1 Current situation

The Austrian Federal Ministry of the Interior (BMI) is responsible for domestic security in Austria. It performs a wide range of duties to ensure that everyone in the country can live together in accordance with the rule of law. Through these responsibilities and its domestic security policy, the ministry also helps to maintain social peace and cohesion. Domestic security policy forms an integral part of Austria's security policy. In accordance with the domestic security sub-strategy, it encompasses all domestic security measures at national, European and international level geared towards actively shaping a security situation that is beneficial to Austria and its people and to the European Union as a whole, preventing threats from emerging or being realised and protecting against or combatting threats.

Protecting Jews and Jewish communities and institutions is a top priority in this regard as the BMI generally considers Jewish institutions and property as well as Jews themselves to be at high risk. Between 1973 and 1985, Austria also experienced a hostage situation,<sup>47</sup> an assassination<sup>48</sup> and three terror attacks,<sup>49</sup> with antisemitic motives.

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47 September 1973: hostage situation in Marchegg.

48 May 1981: assassination of Heinz Nittel, a Social Democratic member of Vienna City Council.

49 April 1979: bomb attack on the Stadttempel, Vienna's main synagogue; August 1981: second terror attack on the Stadttempel; December 1985: terror attack on Vienna Airport.

The Ministry of the Interior also implements various prevention measures. For instance, the Austrian Nationwide Network for Extremism Prevention and De-radicalisation (BNED) was established as part of the society-wide approach, with coordination provided by the BMI (see IX.6). The BMI also helps to actively bring about a positive security situation in Austria and the EU as a whole, primarily through initiatives to promote and protect fundamental democratic and European values (Article 2 TEU, Charter of Fundamental Rights). It also makes contributions to the culture of remembrance and in a historical context, such as exhibitions and initiatives on contemporary history, e.g. the 2018 exhibition “Europäische Werte – Rechtsstaat – Sicherheit” (“European Values – Rule of Law – Human Rights”) or the 2017 exhibition “Widerstand – Rechtsstaat – Menschenrechte” (“Resistance – Rule of Law – Human Rights”). In particular, these contributions serve to highlight the importance of a functioning state under the rule of law and a proactive and comprehensive security policy.

Even before the IHRA Working Definition was adopted, the BVT had formulated its own working definition of antisemitism in April 2016 aligned with its specific responsibilities and those of the LVT and had implemented it with binding effect. This definition covers the whole spectrum of antisemitism and anti-Zionism as well as taking account of potential future developments. It is worded as follows:

“Regardless of any recurrent resentment, the phenomenon of antisemitism describes a way of thinking and acting that has been shaped over centuries, that has continuously evolved into new forms over the course of history and that can intensify up to the point of deadly hatred. Alongside a negative stereotype of Jews, there also exists a racist, religious, political and socially based hostility towards Jews and their institutions. Similar resentment can also be expressed under the cover of a seemingly legitimate critique of the state of Israel. The stereotyped perception of Jews is channelled in words and/or deeds targeting individuals and groups, their property and the collective. Antisemitism exists even without Jewish people being physically present.”

### **Protecting Jews and Jewish communities and institutions**

Most Jewish and Israeli institutions and properties in Austria are guarded by the police. The authorities' security measures cover various properties deemed to be potentially at risk. These properties are protected in different ways, from surveillance by patrols through to the permanent presence of special forces. The police authorities also ensure heightened surveillance on Jewish holidays or during social, cultural or even sporting events. In addition, a brisk and continuous exchange of information also takes place regularly with the officers at the Jewish Religious Community responsible for security and protection.

This package of routine and event-driven measures has already been showcased as an example of best practice at EU level within the framework of the EU Council's structures and in the European Commission's working group on combatting antisemitism.

## 2 Challenges

Measures to protect people and property require deployment to be planned in a targeted way in order to make the best possible use of available resources. To this end, therefore, the requisite risk assessments are evaluated at regular intervals in order to achieve optimum results without wasting resources.

Events such as sporting competitions with Jewish and Israeli participants require particular checks and precautions in terms of security measures. High-profile people from Israel are often reliant on the permanent protection of police and security staff.

In late August 2020, cooperation between the BVT and the Graz police enabled damage to the synagogue in Graz and an attack on the leader of its Jewish community to be investigated quickly and the perpetrator arrested. However, these attacks also demonstrate that preventing and combatting antisemitism are highly topical issues. The protection of synagogues has therefore been stepped up further.

### **Financial support**

The federal government announced long-term financial support for protecting Jewish institutions and promoting Jewish life in September 2020.<sup>50</sup> The legal basis was established for tripling investments to 4 million euros a year, thus safeguarding them in the long-term future.

To be able to ensure that appropriate resources are provided against a background of potentially greater challenges, further efforts on the part of the European Union would also seem expedient. Austria will therefore campaign at EU level for funds to be made available to protect public spaces as well as individuals and institutions that are at risk.

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50 See Austrian Federal Chancellery (10 September 2020): [www.bundeskanzleramt.gv.at/bundeskanzleramt/nachrichten-der-bundesregierung/2020/kanzleramtsministerin-edtstadler-unterstuetzung-fuer-juedisches-leben-und-die-sicherheit-der-juedischen-gemeinde-wird-gesetzlich-verankert.html](http://www.bundeskanzleramt.gv.at/bundeskanzleramt/nachrichten-der-bundesregierung/2020/kanzleramtsministerin-edtstadler-unterstuetzung-fuer-juedisches-leben-und-die-sicherheit-der-juedischen-gemeinde-wird-gesetzlich-verankert.html).



### **3 Ongoing and planned measures**

The security measures put in place range from regular patrols by federal police through to round-the-clock surveillance. Property protection measures are determined based on the risk assessments carried out by the BVT. Back in 2019, a security plan was drawn up that defines the protective measures required for increased threat levels right up to emergencies. This security plan is to be implemented in 2020.

The security measures enable security-related situations in Austria to be taken into account even more quickly as well as international incidents such as the far-right terror attack on a synagogue in the German city of Halle on 9 October 2019.

#### **Enhancing security for Jewish institutions**

The security measures required under the security plan formulated in 2019 are currently being implemented and are to be rolled out across Austria in the wake of ongoing evaluations. The security plan that has been prepared guarantees that, in the event of an incident (e.g. indications of danger or actual threats), the relevant LPD will be able to instigate the necessary measures to protect individuals and property in a rapid and target-oriented manner.

#### **Training security forces**

Since 2004, completion of the “A World of Difference” (AWOD) anti-discrimination training (16 teaching units) provided by the Anti-Defamation League (ADL) has been a compulsory part of the two-year basic training given to police officers, with seminars led by speakers from the police force. The seminar format sets out to teach students to recognise and oppose prejudice of all kinds as well as discrimination and stereotyping, to highlight all forms of personal and/or institutional discrimination, to devise model solutions for emotionally challenging experiences that the participants encounter in their everyday lives and thus to enhance their social and cultural capacity to act.

A partnership is also being developed between the BMI and private-sector education experts on the issues of “Antisemitismus – Bildung gegen Vorurteile – Früherkennung – Sensibilisierung” (“Antisemitism – Education as a Weapon against Prejudice – Early Detection – Encouraging Awareness”). This has also been born out of the antisemitism study commissioned by the Austrian Parliamentary Administration, which highlights signs of overt and latent antisemitism in Austria. The teaching content to be devised will be incorporated into the basic training courses for general public administration, the basic training course for the police force and work-based continuing professional development. Particular focus is to be placed on preventing antisemitism and on using

education as a weapon against prejudice. Various tools such as scripts, brochures and online teaching content are planned. An excursion to the memorial at the former Mauthausen concentration camp, addressing the atrocities of the Second World War and reflecting on Austrian history during the National Socialist period are also an integral part of the curriculum. The project is set to be implemented in the course of 2021.

### **Stepping up cooperation with Jewish communities and institutions**

Cooperation between the security authorities and the Jewish Religious Community is already exemplary. There is a regular dialogue on various security-related issues both with the Jewish Religious Community and with representatives of Israeli authorities at expert level. There are plans to step up the cooperation further based on the good experience enjoyed to date.

In October 2019, the Austrian Parliament unanimously approved an amendment to the Austrian Citizenship Act (StbG) under its historical responsibility towards the victims of National Socialism and their descendants. Anyone who was themselves a victim of the National Socialist regime is already entitled to obtain Austrian citizenship. The new Section 58c(1a) StbG allows descendants of victims of the National Socialist regime to become Austrian citizens by making a “declaration”, without having to surrender their existing citizenship.

### **The European dimension**

Austria focused particularly on the issues of extremism/terrorism, Islamism and antisemitism during its presidency of the EU Council. Minorities and other vulnerable groups often face challenges in this regard earlier and more significantly than society as a whole. This applies to Jews and Muslims who want to live in peace and security, for example. Essentially, this threatens social cohesion and social peace in European countries.

Austria also tackled anti-Zionist antisemitism during its EU Council presidency at a high-level conference entitled “Europe beyond antisemitism and antizionism. Securing Jewish life in Europe” in Vienna on 21 November 2020. As well as being the fundamental pillar on which a safe and vibrant Jewish future on our continent is built, a Europe free of antisemitism and anti-Zionism is also a guarantee of a peaceful and successful future.

Amongst other things, Austria's work at European level has resulted in the Declaration of the Council of the European Union of 6 December 2018 being adopted and, subsequently, a European Commission working group being set up to combat anti-semitism and help member states implement the comprehensive strategy to prevent and combat all forms of antisemitism.

### **Tangible measures to protect Jewish communities and institutions:**

**A three-fold increase, to four million euros, in investments to protect Jewish institutions and to promote Jewish life, guaranteed in law for the long term.**

Systematic **implementation** and regular **evaluation** of the **security plan** which has been prepared for Jewish institutes and communities.

**Education, training and continuing professional development measures provided on an ongoing basis to the security authorities with the aim of raising awareness of the problem.**

**Supplementing and reinforcing the basic training courses** in general public administration, the police force and work-based continuing professional development by adding specific teaching content on **“antisemitism – education as a weapon against prejudice – early detection – encouraging awareness”**.

**Stepping up cooperation** between the security authorities and the Jewish religious community.

Protecting Jews  
and Jewish communities and  
institutions is a top priority.

# VI

Effective enforcement of the law



ברוך אתה יי המבורך  
ברוך יי המבורך לעולם ועד  
ברוך אתה יי אלהינו מלך  
העולם אשר בחר בנו מכל  
העמים ונתן לנו את תורתו  
ברוך אתה יי נותן התורה:

ברוך אתה יי אלהינו מלך  
העולם אשר נתן לנו תורת  
אמת והיי עולם נשע בתוכנו  
ברוך אתה יי נותן התורה:

ברוך אתה יי  
אלהינו מלך העולם  
נתן לנו תורתך  
שנתת לנו

מי שזמרה של שיה  
הוא יי  
כל טוב

ANSTÄDT UND GEM. VON

BERNHARD





## 1 Current situation

The law enforcement authorities have been confronted with rising numbers of antisemitic incidents in recent years, due not least to people's greater willingness to report them, the creation of additional reporting offices and the increasing use of the internet and social media, which has made it significantly easier and faster to transmit and disseminate content of this kind. These incidents can represent a range of criminal offences (particularly Sections 105f, 107, 107a, 107c, 111, 115, 282, 283, 297 StGB and the provisions of the VerbotsG). The following circumstances are worthy of particular mention:

Section 3h VerbotsG stipulates that anybody who denies, grossly minimises, approves or seeks to justify the National Socialist genocide or any other National Socialist crimes against humanity in a publication, a broadcasting medium or any other medium publicly and in any other manner accessible to a large number of people will be punished with a prison sentence of up to 10 years or, if the perpetrator or the activity should pose a particularly grave danger, with a prison sentence of up to 20 years.

Other antisemitic statements, such as statements about reopening the gas chambers, may constitute a crime in accordance with Section 3g VerbotsG ("Whoever performs an activity inspired by the National Socialist ideology that does not fall within the scope of Sections 3a to 3f will be punished with a prison sentence of between one and ten years, or if the perpetrator or the activity should pose a particularly grave

danger, with a prison sentence of up to twenty years, unless the offence is not subject to a more severe sanction under a different provision.”).

The offence of incitement to hatred in accordance with Section 283 StGB, which is subsidiary to the provisions of the Verbotsg, covers antisemitic statements insofar as: they publicly incite violence against Jews or foment hatred against them in a manner that is accessible to many people (Section 283(1)(1) StGB); Jews are insulted in a way likely to make this group be held in contempt or disparaged in public opinion (Section 283(1)(2) StGB); genocide and crimes against humanity are advocated (Section 283(1)(3) StGB); or inflammatory material is disseminated (Section 283(4) StGB).

The aggravating circumstance under Section 33(1)(5) StGB of committing the offence for racist, xenophobic or other particularly reprehensible motives can be applied to offences committed for antisemitic reasons.

In order to ensure effective enforcement of the law, most public prosecutor's offices have specialised by setting up specific units for extremist offences, which, in accordance with Section 4(3) of the Regulation Implementing the Austrian Public Prosecution Act (DV-StAG), are also responsible for criminal cases under the Verbotsg and incitement to hatred in accordance with Section 283 StGB. A group reporting obligation also applies to offences under Section 283 StGB and the Verbotsg and all cases in which Section 117(3) StGB was applied (authorisation to prosecute) or the special aggravating circumstance under Section 33(1)(5) StGB was invoked. In these cases, reports must be filed with the Austrian Federal Ministry of Justice (BMJ) so that it can supervise the completion of the prosecution by the public prosecutor's office and the outcome of the court proceedings. The competent specialist department updates the public prosecutor's offices on the relevant case law on a regular basis by sending collections of appeal decisions on Section 283 StGB and the Verbotsg to the public prosecutor's offices. A comprehensive guide on the offence of incitement to hatred (Section 283 StGB), second edition November 2019, has been prepared to encourage awareness amongst public prosecutor's offices and the courts and give them more information.

## 1.1 International comparison

Austrian law is strict compared to the situation in other countries. When reforms to the criminal offences under the Austrian Prohibition Act 1947 (VerbotsG) were being considered, an enquiry entitled “Regulation similar to National Socialism Prohibition Act 1947 and regulation against hate speech” was submitted in 2017 via the “Network for Legislative Cooperation between the Ministries of Justice of the Member States of the European Union” (LEGICOOP). The enquiry sent to LEGICOOP was answered by ten member states as well as Scotland.

The responses to the enquiry, combined with information gathered in other contexts, painted the following picture:

- There are no provisions equivalent to the Austrian Prohibition Act in the UK, Canada, Croatia, Malta, Scotland, Sweden or the US.
- The legal situation in Germany is largely comparable with Austria’s VerbotsG due to the two countries’ shared history.
- Holocaust denial is a criminal offence in Belgium, the Czech Republic, France, Italy, Israel, Latvia, Liechtenstein, Lithuania, Luxembourg, Poland, Romania, Slovenia and Spain. Looked at more closely, there are significant differences between the offences and the scope of application of the law (in some cases, only National Socialist crimes against humanity are stipulated; in others – especially in former Communist countries – corresponding Communist crimes are also covered; in others, all crimes against humanity are included).
- Most penalties are much less severe than those under the Austrian Prohibition Act.
- The offence of incitement to hatred exists in all countries, albeit with some considerable differences, as does the aggravating circumstance of acting out of racist, xenophobic and similar motives. This is due to the implementation obligations under Framework Decision 2008/913/JHA and partly also to the fact that, as of 2017, 17 member states had already ratified the Additional Protocol to the Cybercrime Convention.

## **1.2 Applying the IHRA Working Definition of Antisemitism**

The IHRA definition is not directly relevant to criminal procedure or the formulation of criminal law as such. This is due not least to the expressly non-binding nature of the working definition, to the fact that it merely makes reference to a perception of Jews that is not necessarily outwardly visible (“Antisemitism is a certain perception of Jews...”) and to the broad scope that the definition permits for implementation at domestic level (“Antisemitic acts are criminal when they are so defined by law...”). This is also taken into account by the Address to the Austrian Council of Ministers (MRV) of 21 April 2017, 40/15 XXV. GP, which mentions implementation in e.g. school and adult education as well as in training in the areas of justice and the police.

## **1.3 Implementing the Council Framework Decision on combatting certain forms and expressions of racism and xenophobia by means of criminal law (2008/913/JHA)**

Amongst other things, the Council Declaration of 6 December 2018 on combatting antisemitism and developing a common security approach to better protect Jewish communities and institutions in Europe also calls for the implementation of the Council Framework Decision on combatting certain forms and expressions of racism and xenophobia by means of criminal law,<sup>51</sup> which was unanimously adopted on 28 November 2008 (hereafter referred to as the “Framework Decision”).

The Framework Decision is built on the fact that racism and xenophobia are direct violations of the principles of liberty, democracy, respect for human rights and fundamental freedoms and the rule of law on which the European Union is founded and which are common to all member states. It is geared towards combatting racist and xenophobic crimes more effectively by approximating criminal law provisions and thus by promoting comprehensive and effective judicial cooperation between member states. The Framework Decision is limited to combatting particularly serious forms of racism and xenophobia under criminal law, especially with regard to two types of offences that are commonly referred to as racist and xenophobic “hate speech” and “hate crimes”.

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51 See Council Framework Decision: 2008/913 (JHA).

With regard to “hate speech” (Article 1), member states shall take the measures necessary to ensure that the following intentional conduct is punishable as a criminal offence if it is directed against a group of persons or a member of such a group defined by reference to race, colour, religion, descent or national or ethnic origin:

- publicly inciting to violence or hatred, including by public dissemination or distribution of tracts, pictures or other material;
- publicly condoning, denying or grossly trivialising
  - crimes of genocide, crimes against humanity and war crimes as defined in Articles 6, 7 and 8 of the Statute of the International Criminal Court, or
  - crimes defined in Article 6 of the Charter of the International Military Tribunal appended to the London Agreement of 8 August 1945,
- when the conduct is carried out in a manner likely to incite to violence or hatred against such a group or a member of such a group.

With regard to “hate crimes” (Article 4), member states are required to ensure that racist and xenophobic motivation is considered an aggravating circumstance or, alternatively, that such motivation may be taken into consideration by the courts when they determine an appropriate sentence.

In Austria, Article 1 of the Framework Decision is implemented by Section 283 StGB (incitement of hatred), which was comprehensively revised as of 1 January 2016. Article 4 is implemented via the aggravating offence in Section 33(1)(5) StGB, which defines racist, xenophobic and certain other particularly reprehensible motives as aggravating offences. Both provisions can also be applied to antisemitic incidents. The remaining articles of the Framework Decision contain provisions that were already covered by existing legislation in Austria.

## 2 Challenges

At present, there are essentially two problems with applying the VerbotsG in practice:

Firstly, the general provisions of Sections 62 et seqq. StGB, which also apply to the VerbotsG, stipulate that conduct in accordance with Section 3g VerbotsG is only punishable if it was exhibited in Austria.<sup>52</sup> In the case of crimes committed on the internet, this means that statements that can be accessed in Austria but that were not posted or put on the internet by other means in Austria cannot be punished as Austrian courts lack the requisite jurisdiction. In this context, it is not clear whether this limitation of criminal liability and Austria's domestic jurisdiction is to be regarded as sufficient, both from the perspective of general prevention and considering the aspect of fulfilling its state treaty obligations (Article 9 of the Austrian State Treaty: "...to prevent all Nazi and militaristic activity and propaganda in Austria") or whether a provision would be needed that would also grant Austria criminal jurisdiction for conduct exhibited abroad that could, for example, be viewed or accessed within Austria. Should a separate provision for domestic jurisdiction be deemed necessary, such a provision could be included directly in the VerbotsG, taking Section 51 of the Austrian Media Act (MedienG) as its model.

The second problem is that the current law does not always allow National Socialist memorabilia to be confiscated. This is because confiscation under Section 26 StGB is only possible if it relates to objects which the offender used to commit the punishable act, which they had intended to use in committing that act, or which were produced by that act (Section 26(1) StGB). If, therefore, a person cannot be proved to have committed an offence under the VerbotsG, e.g. because there is no proof of the subjective element of the offence, National Socialist memorabilia seized or impounded in a criminal investigation cannot be confiscated. Specifically, merely possessing National Socialist propaganda material does not yet constitute a punishable offence under the VerbotsG. In such a scenario, therefore, National Socialist memorabilia would have to be returned to their owner, which is an extremely unsatisfactory situation. It would thus have to be considered whether a separate provision on confiscation could be included in the VerbotsG for such cases, which could also

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<sup>52</sup> See in particular the decision by the Austrian Supreme Court of Justice (OGH) of 10 October 2018, 13 Os 105/18t.

be enforced in independent proceedings under Sections 443 et seqq. of the Austrian Code of Civil Procedure (StPO).

Furthermore, since the dismissal of a criminal case against a defendant who denied the existence of a gas chamber in the Mauthausen concentration camp in his plea, the opinion has occasionally been expressed in the public debate that denying individual elements of the Holocaust (e.g. the existence of a gas chamber in the Mauthausen concentration camp) is not punishable. This view, which has also become widespread in the media, is not correct. On the contrary, in fact, the Weisungsrat<sup>53</sup> (Advisory Council) clarified in this decision, on which the dismissal was based, that merely denying the existence of one specific gas chamber can constitute an offence under Section 3g VerbotG. It was only due to the circumstances of the particular case, in which the plea in question emphasised, amongst other things, the existence of other National Socialist crimes (specifically, those committed in the Hartheim killing centre), that the defendant's statement was not deemed to be generalising in nature or focused on the core area of the National Socialist crimes. The proceedings in this case thus had to be dismissed on the grounds of Section 3g VerbotG. However, the defendant did not go free and was in fact punished both in disciplinary proceedings<sup>54</sup> and in accordance with Article 3(1)(4) of the Introductory Provisions to the Austrian Code of Administrative Procedure (EGVG),<sup>55</sup> a verdict confirmed by the highest courts in each case.

Cross-border cooperation presents additional challenges for combatting hate speech and Holocaust denial: public prosecutor's offices are increasingly reporting problems obtaining information from social media operators in proceedings involving criminal offences of these kinds. Social media operators often cite a requirement for a request for mutual legal assistance in order to investigate the persons responsible for the criminal content, even if the case in question is purely domestic in nature. However, some countries refuse such requests, pointing to the guarantees of freedom of speech or freedom of the media enshrined in their constitution. This means that

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53 In accordance with Section 29b StAG, the Weisungsrat is part of the Procurator General's Office and advises the Minister of Justice on issuing instructions to public prosecutor's offices in specific cases.

54 See OGH 14 November 2017, 20 Ds 11/17y.

55 See Regional Administrative Court of Upper Austria (OÖ Landesverwaltungsgericht, LVwG-700232/5/BP/BD and Austrian Constitutional Court (VfGH) 11 October 2017 E 1698/2017-12 (VfSlg. 20.207).

countries like these are often targeted as places to publish criminal content of this kind. It should be emphasised in this context that the right to freedom of expression can only be compromised to the extent necessary in a democratic society. However, various decisions have deemed Holocaust denial or the use of National Socialist symbols to be punishable from this perspective.<sup>56</sup>

Although the cross-border prosecution of hate speech and Holocaust denial should therefore not be made impossible as a basic principle by guaranteeing fundamental rights, there are no signs of any willingness to change the legal situation in the countries concerned.

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<sup>56</sup> See e.g. ECtHR 5 April 2018, 35285/16 (*Nix v. Deutschland*); UNHRC Communication No. 550/1993 *Robert Faurisson v. France*.



### 3 Ongoing and planned measures

The following measures are planned in order to meet the challenges mentioned above:

Evaluation and potential legislative **revision of the Austrian Prohibition Act (VerbotsG), the Austrian Symbols Act (Symbole-Gesetz) and the Austrian Insignia Act (AbzG)** with reference to domestic jurisdiction, particularly with regard to the crimes of expression under Sections 3g and 3f VerbotsG and **closing of the existing loopholes.**

Examination of the possibility of **confiscating National Socialist memorabilia** within the scope of proceedings under the VerbotsG, regardless of whether a punishable act is established, and **evaluating the AbzG.**

Increase of protection against violence and hate online: implementation of a package of measures for efficient **combatting of online hate and other forms of digital crime.**

Ongoing **training, education and continuing professional development measures** and raising awareness of the problem amongst the judiciary.

#### **Evaluation and revision of the Austrian Prohibition Act**

In order to evaluate and potentially revise the Austrian Prohibition Act from a legislative perspective in terms of domestic jurisdiction, particularly with regard to the crimes of expression under Sections 3g and 3f VerbotsG, and closing additional loopholes, a working group within the Austrian Federal Ministry of Justice (BMJ) is to be set up before mid 2021. This working group is to produce initial proposals by the middle of the year, including with the involvement of relevant representatives of civil society and the academic and research community.

#### **Measures combatting online hate**

Austria's Minister of Justice and the Minister for EU and Constitution have prepared a package of laws to combat online hate. The law that will introduce measures to fight online hate (the Austrian Act Combatting Online Hate (HiNBG)) includes numerous improvements in terms of providing protection against violence and for victims. In addition, the Austrian Federal Act on Measures to Protect Users on Communication

Platforms (KoPIG) sets out obligations on the part of platform operators for countering the spread of illicit content effectively. The two laws entered into force on 1 January 2021.

As well as introducing transparency obligations, the Austrian Federal Chancellery expects the KoPIG to ensure that posts violating criminal law are deleted quickly and effectively through the mandatory introduction of a reporting and complaints mechanism for platforms.

The main content of the Ministry of Justice's package of laws in terms of criminal and media law is as follows:

- Restructuring and expanding the trial support offered to include underage witnesses of violence in their immediate social environment and victims of "typical" online hate offences, thus fulfilling a longstanding wish of practitioners;
- Creating the possibility of a simplified investigation of the perpetrator in private prosecution offences for "typical" online hate offences committed using telecommunications or computer systems by revising Section 71 StPO;
- Removing the obligation for a private plaintiff to reimburse procedural costs in criminal proceedings when it comes to "typical" online hate offences committed using telecommunications or computer systems, unless the accusation was knowingly made falsely;
- Expanding the possibility for making use of psychosocial and legal trial support and overhauling the relevant legal provisions;
- Establishing in law the admissibility of certain investigative measures to identify the perpetrator in private lawsuits concerning defamation, the accusation of an offence that has already been dismissed by a court, and libel, where the offences are committed using telecommunications or computer systems;
- Introducing a statutory exemption for private plaintiffs from the obligation to reimburse procedural costs in criminal proceedings in the case of defamation, the accusation of an offence that has already been dismissed by a court, and libel, where the offences are committed using telecommunications or computer systems;
- Improving the criteria for relevant communications or offerings to be removed faster and more comprehensively from the internet and overhauling the relevant legal provisions;
- Improving the protection afforded under criminal law against cyberbullying, the use of unauthorised images and individual insults with discriminatory motives; and

- Enabling master and access data to be obtained from service providers not previously covered.

In the area of civil law, the government bill from the Ministry of Justice's package of laws contains proposals for creating a legal framework for protecting personality rights and for simplifying and speeding up enforcement of the law combatting online hate, such as:

- Drawing up provisions governing exercising the protection of personality rights and the scope of the plaintiff to bring a claim and of the defendant to have a claim brought against them;
- A simplified injunction procedure for hate posts, including the possibility of immediate enforceability; and
- The introduction of a request in non-contentious proceedings for the surrender of user data under Section 18(4) of the Austrian E-Commerce Act.

As well as introducing the abovementioned laws, there are also plans to, amongst other things, pool resources relating to cybercrime and, especially, online hate and violence for the benefit of the public prosecutor's offices (creation of a special jurisdiction) and provide more training to justice system staff in cooperation with the Austrian Federal Ministry of the Interior.

Regardless of whether and how these measures are implemented, work is being done on an ongoing basis to establish the preconditions for a better basis for communication and cooperation with social media platforms (this relates to orders in proceedings concerning all groups of offences but is particularly relevant to proceedings under the Verbotsg and Section 283 StGB). The aim is to standardise procedures and provide the public prosecutor's offices with a practical guide in the form of official instructions.

There are also plans to use a regulation in the form of official instructions to encourage the courts and public prosecutor's offices to formulate instructions in cases under the Verbotsg in a meaningful way (e.g. educational tour of the Mauthausen concentration camp as part of the 3g project or the "Dialog statt Hass" ("Dialogue not Hate") project launched by the Neustart association especially for proceedings under Section 283 StGB).

The federal government is also pursuing the goal of combatting online hate at European level, where it is pushing hard for corresponding provisions to be included in the Digital Services Act.

### **Ongoing training measures**

In terms of the training given to trainee judges, two compulsory events held periodically have a particularly strong and comprehensive focus on fundamental rights in a judicial, historical and topical context.

As part of the compulsory continuing professional development course entitled “Curriculum Justiz- und Zeitgeschichte für Richteramtsanwärter/innen” (“Curriculum in Justice and Contemporary History for Trainee Judges”), therefore, the trainees spend a week learning about fundamental and human rights as well as gaining a basic knowledge of recent judicial history in the 19th and 20th centuries, particularly taking an in-depth look at and increasing their awareness of the interconnected issues of antisemitism, racism and National Socialism. The course also covers the Yugoslav War and its consequences, hate, bullying and incitement – in the real world and online – and includes a visit to the Mauthausen Memorial (a former concentration camp) and the “Am Spiegelgrund” clinic.

All lecturers on the Curriculum course were introduced to the IHRA Working Definition of Antisemitism, which they use in their presentations insofar as it is relevant to the topic.

Offered in partnership with the Ludwig Boltzmann Institute for Human Rights Vienna, the European Training and Research Center for Human Rights and Democracy Graz (ETC) and the Austrian Institute for Human Rights Salzburg (ÖIM), the “Curriculum Grundrechte für Richteramtsanwärter/innen” (“Curriculum in Fundamental Rights for Trainee Judges”) is a three-day course that teaches fundamental and human rights, including equality and anti-discrimination law and an (optional) study trip to the ECtHR and the ECJ.

Insofar as this had not yet been done, it was arranged for the IHRA Working Definition to be anchored in the wordings on fundamental rights and that the definition to be discussed as part of the curriculum in future. Detailed information on the IHRA Working Definition was also published on the intranet and made available to all judicial staff.

Relevant criminal offences under the Austrian Prohibition Act as well as the offence of incitement to hatred are also discussed on the training courses currently offered to trainee judges using specific examples from the internet and form part of the judges' examination.

In terms of continuing professional development, the topic is covered in the "Justiz und Zeitgeschichte" ("Justice and Contemporary History") seminar series for judges and public prosecutors. Over a two-day period, the content of the "Justiz und Zeitgeschichte" training curriculum is presented and discussions are held with contemporary eyewitnesses during talks, panel debates, exhibitions and excursions.

Relevant criminal offences under the Austrian Prohibition Act as well as the offence of incitement to hatred are also discussed in the practical seminars currently being offered to judges and public prosecutors.

Cross-border cooperation presents a number of challenges for combatting hate speech and Holocaust denial.

# VII

General conditions  
underlying integration









Our idea of humanity is founded on the indivisible dignity of the individual as expressed in numerous constitutional laws, the Convention on Human Rights and the Charter of Fundamental Rights of the European Union. Fundamental and human rights – and the rights and duties associated with them – both enable and safeguard a life lived in freedom and responsibility. These civilisational standards provide a space for personal and community identities to grow and draw a line where individual and community obligations to our fellow human beings are disregarded.

Judaism's contribution to Austrian and European culture must be actively communicated in integration and educational contexts. Likewise, it needs to be made clear that anyone who commits antisemitic acts or who demeans, threatens or injures people based on their religion or origin is setting themselves up against Austria as a whole.

## 1 Current situation

Immigration has increased Austria's population by almost 1.3 million since the early 1960s. During the 1960s and 1970s, targeted efforts were made to attract workers from Yugoslavia and Turkey, while people fleeing the wars in the Balkans and Chechnya came to Austria in the 1990s and early 2000s.

More recently, in the largest refugee movement to date in terms of numbers, people from countries such as Afghanistan, Syria and Iraq have increasingly been making their way to the country. There were some 2.07 million people in all with a migration background living in Austria in 2019, 35.5 per cent more than in 2010. The percentage of the population with a migration background increased from 18.5 to 23.7 per cent in these ten years alone.<sup>57</sup>

Migration to Austria has also increased religious diversity in the country. In 2020, the affiliation of the Austrian population to the major religious denominations was as follows: around 56 per cent Roman Catholic (2001: 75 per cent), 7 per cent Orthodox (2001: 2 per cent), 3 per cent Protestant (2001: 5 per cent) and 8 per cent Muslim (2001: 4 per cent). This growing diversification in Austrian society also presents challenges.

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<sup>57</sup> See Statistics Austria: migration & integration. zahlen. daten. indikatoren 2020. (migration & integration. facts. figures. indicators 2020.) Vienna 2019, p. 24–27.

## 2 Challenges

As regards dealing with the Holocaust, a culture of remembrance and commemoration started to become established in Austria in the late 1980s. The memory of the Holocaust and the consequences of antisemitism are kept alive as an integral part of the school curriculum, through annual commemorations and regular cultural events. Austria's role in European history meant that antisemitism was long seen as an exclusively autochthonous problem, with hardly any attention being paid to the existence of antisemitic tendencies amongst immigrants. Only in the last few years – not least in the wake of the refugee movements of 2015/2016 – did the phenomenon of “new” or “imported” antisemitism attract greater public attention. In the public debate, the issue of antisemitism amongst immigrants now fluctuates between blanket condemnation on the one hand and downplaying or concealing the problem on the other.<sup>58</sup>

From an integration policy perspective, this poses the question of how this “new” form of antisemitism is to be dealt with and what action needs to be taken to combat it. First of all, the underlying reasons need to be analysed in a nuanced and evidence-based way.

Antisemitism is not a characteristic restricted to those from a specific background or religion. The numbers make it clear that antisemitic attitudes are widespread in various countries of origin of migrants in Austria. The Anti-Defamation League's antisemitism index has identified major variations in antisemitic attitudes in European countries. These attitudes are particularly prevalent in the regions of origin shared by migrants in the more recent movement from North Africa and the Middle East.<sup>59</sup>

Individuals' attitudes and values are shaped by socialisation in their countries of origin and are only changing slowly. The antisemitic discourse in Muslim countries also influences immigrants in Europe. Comparisons of surveys in Western European countries show that antisemitic prejudice is far more widespread amongst Muslims than amongst other groups.<sup>60</sup>

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58 See Jikeli, Günther: Antisemitismus in der Flüchtlingsdebatte, in: Salzborn, Samuel (ed.): Antisemitismus seit 9/11. Ereignisse, Debatten, Kontroversen. Wiesbaden 2019.

59 See ADL: [global100.adl.org/map/meast](http://global100.adl.org/map/meast).

60 See [global100.adl.org/map/weurope](http://global100.adl.org/map/weurope).

Recent surveys in Austria bear out these results. The study “Antisemitismus in Österreich” (“Antisemitism in Austria”) revealed that Turkish- and Arabic-speaking respondents<sup>61</sup> agreed with antisemitic statements much more strongly than the Austrian population as a whole.<sup>62</sup> For example, 69 per cent of Arabic speakers and 51 per cent of Turkish speakers thought that there would be peace in the Middle East if the state of Israel no longer existed (compared with 11 per cent of the Austrian population as a whole). Antisemitic stereotypes and conspiracy narratives are particularly widespread. In a survey of Muslim groups in Austria, 62 per cent of Syrians and over half of respondents of Turkish origin agreed with the statement that Jews held too much power in the world.<sup>63</sup> Of particular concern is the fact that these attitudes are also shared by members of the second generation. In a survey of young Muslims in Vienna, around two thirds of the young people with a Bosnian and 40 per cent of those with a Turkish migration background said that Jews had too much power in the world. Over half of the Afghan and 44 per cent of the Chechen young people questioned also shared this view. By way of comparison, only 11 per cent of respondents without a migration background agreed with this statement. Around two thirds of all Afghan and 40 per cent of all Turkish and Syrian young people surveyed believed the stereotype of the Jews as enemies of all Muslims. This statement was not supported by any young people without a migration background.<sup>64</sup>

The survey run as part of FRA’s second antisemitism report made it clear that attitudes of this kind can have some very tangible consequences. As many as 89 per cent of the Jews surveyed in twelve European countries said that they had seen an increase in antisemitism over the past five years. Asked about the perpetrators of the most serious incidents over the last few years, a majority of respondents (30 per cent) identified individuals with “a Muslim extremist orientation”, well ahead

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61 Survey based on 300 interviews in each case (not representative, [www.antisemitismus2018.at](http://www.antisemitismus2018.at)).

62 See Zeglovits, Eva; Unterhuber, Paul; Sommer, Franz: *Antisemitismus in Österreich (Antisemitism in Austria) 2018*. IFES 2019.

63 See Filzmaier, Peter; Perlot, Floh: *Muslimische Gruppen in Österreich*. Austrian Integration Fund. Vienna 2017.

64 See Güngör, Kenan; Zandonella, Martina; Hoser, Bernhard; Stützl, Valentin: *Junge Menschen mit muslimischer Prägung in Wien. Zugehörigkeiten, Einstellungen und Abwertungen*. Austrian Integration Fund (ÖIF) Research Report 2019.

of perpetrators with a left- or right-wing extremist orientation (21 and 13 per cent respectively).<sup>65</sup>

Particularly within Islamism, a political movement that sees Islam as an ideological set of rules and strives to embed it in an Islamic state in the spirit of its understanding of Sharia, antisemitism is not only part of this ideology but a central pillar.<sup>66</sup> Proponents draw on historical sources in an attempt to reinforce and legitimise their own ideological beliefs. Against the backdrop of the Middle East conflict, Jews are viewed as the eternal enemies of Islam and the Muslim community<sup>67</sup> and the state of Israel as the “fundamental evil of world politics”,<sup>68</sup> which must be eliminated. Criticism of Israel’s policies is mixed with centuries-old antisemitic stereotypes, which are applied to Israel in a sweeping generalisation.

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65 See FRA: Experiences and perceptions of antisemitism. Second survey on discrimination and hate crime against Jews in the EU (10 December 2018): [fra.europa.eu/en/publication/2018/2nd-survey-discrimination-hate-crime-against-jews](https://fra.europa.eu/en/publication/2018/2nd-survey-discrimination-hate-crime-against-jews).

66 See Stöver, Merle: Je suis juif? Antisemitische Elemente des islamistischen Terrors in Europa, in: Salzborn, Samuel (ed.): Antisemitismus seit 9/11. Ereignisse, Debatten, Kontroversen. Wiesbaden 2019.

67 See Saggerer, Alina: Ihr seid Juden, ihr werdet heute alle sterben. Der Antisemitismus hinter den islamistischen Attentaten in Paris, in: Salzborn, Samuel (ed.): Antisemitismus seit 9/11. Ereignisse, Debatten, Kontroversen. Wiesbaden 2019.

68 Austrian Federal Office for the Protection of the Constitution: Antisemitismus im Islamismus. Vienna 2019.

### 3 Ongoing and planned measures

The following measures are planned in order to change the attitudes and opinions presented:

Delivering **courses in values and orientation** developed by the Austrian Integration Fund (ÖIF) to people granted the right to asylum or subsidiary protection, which also address the **dismantling of antisemitic prejudices**.<sup>69</sup>

- These values and orientation courses teach fundamental values and norms of Austrian society.
- Teaching and explaining European, particularly Austrian, history, including a focus on National Socialism.
- Refugees are to acquire the knowledge about the principles of communal life in Austria that they will require for successful integration.
- Since they were launched in 2015, 9,252 values and integration courses (including advanced courses) have been taught to 114,329 participants.
- A dedicated “Antisemitism” module forms an integral part of the ÖIF’s values and orientation courses.
- These courses – and thus the new module as well – are compulsory for all those granted the right to asylum or subsidiary protection.
- The aim is to require all people granted the right to asylum or subsidiary protection to tackle the issue of antisemitism.

Active **communication of the history of Judaism and its significant contributions** to Austrian and European history in **integration and educational contexts**.

Holding **Multiplier Workshops** by the Austrian Integration Fund (ÖIF) in collaboration with the Jewish Religious Community to improve **prevention work**.<sup>70</sup>

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69 See Austrian Integration Fund (ÖIF): [www.integrationsfonds.at/kurse/werte-und-orientierungskurse/](http://www.integrationsfonds.at/kurse/werte-und-orientierungskurse/).

70 See Austrian Integration Fund (ÖIF): [www.integrationsfonds.at/newsbeitrag/neuer-generalsekretaer-der-israelitischen-kultusgemeinde-wien-besuchte-iz-wien-4857](http://www.integrationsfonds.at/newsbeitrag/neuer-generalsekretaer-der-israelitischen-kultusgemeinde-wien-besuchte-iz-wien-4857).



- Multipliers (e.g. German teachers, integration advisors and staff at government authorities) are to hold workshops on the basics of antisemitism and the various forms it can take.
- The aim is to train teaching staff, teachers of the German language, advisors and the leadership teams of the values courses in prevention work.
- The seminars, developed by the ÖIF together with the Jewish Community of Vienna (IKG Vienna), are now being rolled out across Austria.
- In addition to the seminars, a dedicated handbook about antisemitism in a migration and integration context is also being prepared.
- It is intended to offer practical support to multipliers and all those who deal with migrants and refugees in their work, enabling them to spot and combat antisemitism.

**Support of youth projects relating to integration** that educate people about antisemitism, radicalisation, propaganda and the importance of peaceful **dialogue between cultures and religions**.

- Expanding IKG Vienna's "Likrat" dialogue project, focusing on schools that are potential hotspots.
- Young Jews aged between 14 and 18 visit schools and act as "peer educators", telling their contemporaries from all different backgrounds about Judaism.
- Prejudices are dismantled through face-to-face meetings and dialogue. Funded by the BKA amongst others, this project is now to be expanded, focusing especially on schools that are potential hotspots.
- Launching new integration projects in which young people are supported e.g. by role models with a migration background and which include preventive measures, such as joint school visits or visiting a memorial.

**Conduct of an in-depth study of antisemitism** in a migration and integration context.

- A new study is to furnish more detailed insights into antisemitism in a migration and integration context.
- The aim is to obtain robust academic findings on the motivations behind anti-semitism and the various forms it takes amongst different groups and generations of migrants.
- These findings will then form the basis for further measures.

Judaism's contribution to Austrian and European culture must be actively communicated in integration and educational contexts.



# VIII

Documentation and  
Europe-wide comparison of data









The Council Declaration of 6 December 2018 requested that the European Commission continues to focus on antisemitism as part of the work of the EU High Level Group on combatting racism, xenophobia and other forms of intolerance and – liaising closely with member states and with the support of FRA – continues to develop EU standards for collecting and analysing data on antisemitism and other forms of incitement and discrimination in the EU.

FRA is dissatisfied with the level of data being provided on antisemitism in EU member states, claiming that several states often do not disclose official data and crimes with antisemitic motives are rarely reported by their victims. The data collection procedures employed by the individual countries also vary considerably in the agency's view, making it hard to gain an insight into the extent of antisemitism across the EU and into the forms it and its arguments take – insight that would be essential to inform measures and options for action at national and European level. The data gathering methods currently used prevent any statistical comparisons at European level. FRA is calling for documentation to be improved so that targeted measures can be taken against antisemitism.<sup>71</sup>

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71 See FRA: Overview of antisemitic incidents recorded in the European Union 2009–2019 (2020): [fra.europa.eu/sites/default/files/fra\\_uploads/fra-2020-antisemitism-overview-2009-2019\\_en.pdf](https://fra.europa.eu/sites/default/files/fra_uploads/fra-2020-antisemitism-overview-2009-2019_en.pdf).

At national level, the Austrian Federal Office of Criminal Investigation (BVT) logs the offences reported to the Austrian security authorities in its report statistics. As well as right-wing extremist, xenophobic/racist and Islamophobic acts, the BVT also records those with an antisemitic motivation.

In order to improve the logging of prejudice-motivated criminal offences that fall under “group-specific misanthropy”, for which the term “hate crime” has become established internationally and thus also, as the case may be, the logging of anti-semitically motivated criminal offences in criminal complaints on a scientific basis,<sup>72</sup> on 1 July 2019 the Austrian Federal Ministry of the Interior (BMI) began a 24-month-long project entitled “Systematische Erfassung diskriminierender Motivlagen bei Strafanzeigen” (“Systematic logging of discriminatory motives in criminal complaints”), with co-financing provided by the EU.<sup>73</sup> In this respect, antisemitic offences represent a subset of the hate crimes to be logged. In the project, the executive bodies of the public security services are to be helped to improve the investigation and overall recording of the phenomenon by adding click boxes to the police’s logging system in order to ultimately be able to better comply with international obligations as well. This is being achieved by agreeing a definition of “monitoring” with the BMJ and the relevant NGOs, implementing a technical solution for data recording, delivering extensive training to police officers and engaging in ongoing dialogue with civil society institutions. Cooperation agreements with the NGOs to improve data collection are also an option. Ultimately, light is to be shone on all the undiscovered crimes by including relevant sets of questions in pre-existing regular studies on people’s feelings of safety. Creating a corresponding interface with the procedural automation done by the justice system (VJ) will ensure that the motives recorded by the police are also shared with the judicial authorities, who can likewise carry out an independent check and make an entry in the judicial files.

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72 The Austrian Institute for the Sociology of Law and Crime (IRKS) is supporting this process in its capacity as a scientific partner, including by carrying out internationally comparative studies on data collection, making systematic observations of the implementation process and comparing the figures collected with other data sources (and with the dark figure of crime).

73 The project is being funded by the EU’s “Rights, Equality and Citizenship – REC” programme (2014–2020) (EU grant agreement no. 847659 – HC-POL-DATA).

## 1 Statistical logging by authorities and NGOs of antisemitic acts and actions

Due to the large and ever-increasing number of reporting offices (at NGOs or associations) and the different definitions employed, there is often a high degree of variation compared to the BVT's reporting statistics with regard to the overall data and methodology. However, perpetrators and victims rarely report offences to the police, and not every event or incident is relevant under criminal law. Non-official reporting offices are not bound by criminal law when logging antisemitic incidents, often resulting in significant statistical variation.

## 2 Ongoing and planned measures

**Active cooperation at European level** in promoting the comparability of the data collected by member states.

**Introduction of a flag** (indicator) for hate crimes (motivated by prejudice) in the **police logging system**. Adopting a shared interface, to include the Judicial Case Automation system (VJ), for setting this indicator, so as to systematically record and evaluate reports of antisemitic offences.

**Monitoring of the domestic data position** with regard to the recording of antisemitic incidents, and harmonisation by the BMI and BMJ with civil society organisations up to the end of 2021.

**Preparation of a documentation centre** relating to the prevention and combating of antisemitism with reference to the Antisemitism Reporting Office of the IKG and other stakeholders.

Crimes with antisemitic motives are rarely reported by their victims.

**IX**

Societal approach









## **1 Establishment of an Austria-wide platform and a coordination unit**

As affirmed in a speech to the Council of Ministers of the Federal Government during the commemorative year 2018, Austria is “conscious of its responsibility for its Jewish communities and has accordingly provided both financial and non-material support to Jewish communal life for many years. Despite this, Jewish life in Austria is not necessarily assured but, from the point of view of the younger generation, is based on the sustainability of its future prospects in our land. Given the rise of antisemitism across Europe as a whole and the growing number of Jews who are leaving Europe as a result, there is a significant threat to the long-term safeguarding of Jewish life in our land and therefore on our continent.”<sup>74</sup> The prevention and combatting of all forms of antisemitism thus requires a society-wide effort, not merely by ministries and corporate bodies, but equally by the media and the institutions and organisations of civil society. It is vital that all sectors of society make sustained contributions to the dismantling of prejudice, racism and hate and the establishment of social cohesion and a European value culture based on the Judaeo-Christian heritage and the Enlightenment.

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74 Austrian Federal Chancellery (6 November 2018): [www.bundeskanzleramt.gv.at/dam/jcr:9ac0bcfb-79b4-40e3-9e9c-d28564b72601/34\\_17\\_mrv.pdf](http://www.bundeskanzleramt.gv.at/dam/jcr:9ac0bcfb-79b4-40e3-9e9c-d28564b72601/34_17_mrv.pdf).

Regular networking must be the basis for constant prioritisation in the battle against antisemitism, and ongoing coordination and consultation is indispensable.

From 2021 onwards there will be a central coordination unit, tasked with responsibility for coordination, in the Austrian Federal Chancellery. A platform is to be established to ensure a holistic approach across the whole of society. It will meet regularly with the aim of discussing current developments in the federal government, the states, communities, corporate bodies, civic institutions, NGOs, sports associations, youth organisations and other bodies, and in order to evolve and put forward potential options. In addition – given the large number of activities being undertaken in the various states, cities and communities – best practice examples should be exchanged and other initiatives should be strengthened.

One important fundamental catalyst for the prevention and combatting of antisemitism was the international conference on antisemitism, which took place in Vienna in 2018.<sup>75</sup> It was organised by the University of Vienna in partnership with the New York University, the Tel Aviv University and the European Jewish Congress (EJC) and was funded by the BKA, the BMEIA and numerous other institutions. The conference drew up outlines of comprehensive initiatives and conclusions, such as the acceptance of the IHRA working definition, the importance of investment in research and the strengthening of Jewish life.<sup>76</sup>

**Coordinating the implementation** of the strategy to prevent and combat all forms of antisemitism.

**Establishment of a platform for ongoing society-wide coordination.** The members of this platform from the federal government, the states, communities, corporate bodies, civic institutions, NGOs, sports associations, youth organisations, the Jewish Religious Community, churches, religious communities and other bodies will meet regularly to discuss current developments and to put forward potential solutions.

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75 See University of Vienna: “An End to Antisemitism!” (18 January 2018): [medienportal.univie.ac.at/presse/aktuelle-pressemeldungen/detailansicht/artikel/an-end-to-antisemitism-internationale-antisemitismus-konferenz-im-februar-2018-in-wien/](https://www.medienportal.univie.ac.at/presse/aktuelle-pressemeldungen/detailansicht/artikel/an-end-to-antisemitism-internationale-antisemitismus-konferenz-im-februar-2018-in-wien/).

76 See European Jewish Congress (2018): [anendtoantisemitism.univie.ac.at/home-news/news/news/open-access-publication/?tx\\_news\\_pi1%5Bcontroller%5D=News&tx\\_news\\_pi1%5Baction%5D=detail&cHash=d81f70dd336de21e4e46eb9421e0eeab](https://www.anendtoantisemitism.univie.ac.at/home-news/news/news/open-access-publication/?tx_news_pi1%5Bcontroller%5D=News&tx_news_pi1%5Baction%5D=detail&cHash=d81f70dd336de21e4e46eb9421e0eeab).

## 2 Parliamentary initiatives and projects

In keeping with the society-wide approach, in July 2020 the National Council launched a Simon Wiesenthal Prize. The Simon Wiesenthal Prize will be awarded annually from 2021 onward to up to three people or groups of people in recognition of their special commitment to the battle against antisemitism in civil society and to promoting Holocaust education. Responsibility for making the award will lie with the National Fund of the Republic of Austria for Victims of National Socialism set up by Parliament, with the Fund's Board of Trustees making the decision on the basis of a proposal by a six-member jury.<sup>77</sup>

Furthermore, since the autumn of 2019, Parliament has offered workshops against antisemitism for pupils and apprentices, to encourage awareness of prejudice.<sup>78</sup>

On 27 January each year the Austrian Parliament commemorates victims of the Holocaust by marking the international Holocaust Memorial Day.<sup>79</sup> In accordance with a resolution by the National Council and an identical resolution by the Federal Council in 1997, 5 May – the day of the liberation of the concentration camp at Mauthausen – is kept as a commemoration day against violence and racism in memory of the victims of National Socialism.<sup>80</sup>

In 2005 the National Council passed the Future Fund Act (ZuFG). Since then the Future Fund has proved to be an important funding instrument for promoting scientific research and educational book and film projects, but especially for artistic and civic initiatives. It takes up, not just projects dealing with the National Socialist regime, but more general projects involving research into totalitarianism, promoting democracy, human rights, tolerance and international relationships. Projects on Jewish culture and Jewish life, past and present, are of great importance in helping to prevent antisemitic tendencies. The Future Fund has been involved with 4,018 projects since its establishment. Of these, 2,765 projects have been granted a total of 28 million euros.

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77 See Parliamentary Correspondence No 774 (8 July 2020): [www.parlament.gv.at/PAKT/PR/JAHR\\_2020/PK0774/index.shtml](http://www.parlament.gv.at/PAKT/PR/JAHR_2020/PK0774/index.shtml).

78 See Parliament, Democracy and Movement: [www.parlament.gv.at/GEBF/FUEHRUNGEN/DEMINBEW/](http://www.parlament.gv.at/GEBF/FUEHRUNGEN/DEMINBEW/).

79 See Parliamentary Correspondence No 76 (27 January 2020): [www.parlament.gv.at/PAKT/PR/JAHR\\_2020/PK0076/index.shtml](http://www.parlament.gv.at/PAKT/PR/JAHR_2020/PK0076/index.shtml).

80 See Parliament, Annual Commemorative Session “Day against Violence and Racism”: [www.parlament.gv.at/PERK/NRBRBV/FGBK/GEWRASS/index.shtml](http://www.parlament.gv.at/PERK/NRBRBV/FGBK/GEWRASS/index.shtml).

In addition, on 27 February 2020 the agreement of all parties represented in the National Council to a resolution condemning Israel-related antisemitism and the BDS movement gave an important signal of the intention to take action against every kind of antisemitism by all constitutional means.<sup>81</sup>

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81 See Condemnation of Antisemitism and the BDS Movement (27 February 2020): [www.parlament.gv.at/PAKT/VHG/XXVII/E/E\\_00012/index.shtml](http://www.parlament.gv.at/PAKT/VHG/XXVII/E/E_00012/index.shtml).

### 3 National Fund of the Republic of Austria for Victims of National Socialism

The National Fund of the Republic of Austria for Victims of National Socialism was established in 1995 (BGBl [Federal Law Gazette] I No. 432/1995)<sup>82</sup> in order to give expression to the special responsibility of the Republic of Austria for the victims of the National Socialist regime. The National Fund makes lump sum recognition payments (“gesture payments”) to surviving victims of National Socialist injustice. It also has a broad spectrum of other responsibilities – supporting Holocaust survivors in need; supporting and advising victims of National Socialism and their relatives; promoting projects as a contribution to consciousness-raising in relation to the National Socialist period; promoting and disseminating knowledge about National Socialism, its consequences and the fate of its victims, and preserving the memory of the victims; coordinating the redesigning of Austrian permanent exhibitions in former concentration camps and the State Museum Auschwitz-Birkenau and safeguarding their operation; disposing of heirless Aryanised expropriated art for the benefit of victims of National Socialism; processing compensation for tenancy rights; supporting the General Settlement Fund and administering the Fund for the Restoration of Jewish Cemeteries in Austria (Cemetery Fund).

The National Fund is the first organisation explicitly dedicated to the recognition and commemoration of the victims of the National Socialist regime in Austria. International programmes for research and education in connection with the Holocaust are organised by the IHRA. The National Fund’s responsibilities were most recently codified in September 2017 in an amendment (BGBl I No 143/2017)<sup>83</sup> and expanded by several items. In addition, the National Fund supports National Socialist victims and their descendants in obtaining Austrian citizenship (BGBl I No. 96/2019)<sup>84</sup> and administers the resources for the erection of the planned Shoah Wall of Names Memorial in Vienna.

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82 See Federal Act concerning the National Fund of the Republic of Austria for Victims of National Socialism: [www.ris.bka.gv.at/GeltendeFassung.wxe?Abfrage=Bundesnormen&Gesetzesnummer=10004989](http://www.ris.bka.gv.at/GeltendeFassung.wxe?Abfrage=Bundesnormen&Gesetzesnummer=10004989).

83 See Federal Act amending the Federal Act concerning the National Fund of the Republic of Austria for Victims of National Socialism: [www.ris.bka.gv.at/eli/bgbl/i/2017/143](http://www.ris.bka.gv.at/eli/bgbl/i/2017/143).

84 See Federal Act amending the Citizenship Act 1985 (Staatsbürgerschaftsrechtsänderungsgesetz 2018): [www.ris.bka.gv.at/eli/bgbl/i/2019/96](http://www.ris.bka.gv.at/eli/bgbl/i/2019/96).

## 4 Culture of remembrance and commemoration – memorial sites and places of remembrance

There are memorial sites and places of remembrance throughout Austria<sup>85</sup> for remembering the victims and places of National Socialist terror. The remembrance of the terror of the concentration camps is kept alive at the memorial site at Mauthausen and at many of the sites of the numerous satellite camps, such as the remembrance of the “murder of the sick” (euthanasia programme T4) at the educational memorial site at Hartheim Castle and at the memorial sites at Hall in Tirol and Am Steinhof in Vienna. Continue to update the exhibitions in Vienna at the Documentation Centre of Austrian Resistance, at the Museum for Contemporary History Ebensee, and the presentation of National Socialist persecution and its eradication of the Jewish way of life in the Jewish Museums in Vienna and Hohenems. This makes it plain that the remembrance of the National Socialist persecution and the Holocaust cannot be “offloaded” to central memorial sites. The persecutions took place right outside people’s front doors and symbols of remembrance are to be found in the neighbourhood of practically every school.

Visiting a memorial site makes a strong impact on many visitors when they discover what happened there. They are places where the victims are commemorated and the acts of the perpetrators are reflected on. Memorial sites where there is appropriate didactic content encourage successful and respectful communal life based on the values of democracy, the rule of law and universal human rights.

Visits to such sites complement the educational process, although they do not replace it. Confrontation with the consequences of exclusion and disenfranchisement, with antisemitism and racism are an indispensable part of the educational canon. Admittedly, these educational efforts do not guarantee immunity. But they can stimulate discussion as to what happened, why it happened, what it has to do with us and what it means for us today.

In addition to the memorial sites already in existence, such as the monument at Vienna’s Judenplatz commemorating Austrian Jewish victims of the Shoah, with the start of construction work on a memorial site commemorating the Austrian Jews murdered in the Shoah (“Shoah Wall of Names Memorial”) in the Ostarrichipark in Vienna

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85 See erinnern.at: [www.erinnern.at/gedaechtnisorte-gedenkstaetten/didaktik](http://www.erinnern.at/gedaechtnisorte-gedenkstaetten/didaktik).

in June 2020, a further foundation stone was laid for a memorial site for victims of the National Socialist regime.<sup>86</sup> The initiative for this came from Austrian Holocaust survivor Kurt Yakov Tutter and the Association for the Shoah Wall of Names Memorial with support from the National Fund.

The data base for the Wall of Names Memorial is the Shoah victim database held by the Documentation Centre of Austrian Resistance (DÖW). Within the scope of the project “Registration by Name: Austrian Victims of the Holocaust”, initiated by the Israeli memorial Yad Vashem, commissioned by the Austrian Ministry of Education, Science and Research and co-financed by the National Fund, between 1992 and 2001 the DÖW compiled the biographical details and circumstances of death of around 62,000 Austrian Holocaust victims. After years of intensive research, the DÖW Shoah victim database contains the details of 64,259 individuals (as at 28 May 2020).

In addition, in 2020 the Austrian Federal Government adopted the resolution to purchase from the then landowners those parts of the satellite camp at Gusen still in existence, in order to bring them in under its historical responsibility and to follow this up with concrete actions.

Overviews of memorial sites, commemorative initiatives and monuments in Austria can be found via the following links:

- [www.erinnern.at/gedaechtnisorte-gedenkstaetten/katalog](http://www.erinnern.at/gedaechtnisorte-gedenkstaetten/katalog)
- [www.nationalfonds.org/gefoerderte-projekte/kategorie\\_de/13,6](http://www.nationalfonds.org/gefoerderte-projekte/kategorie_de/13,6)
- [maps.nationalfonds.org/prgis](http://maps.nationalfonds.org/prgis)
- [www.doew.at/links/gedenkstaetten](http://www.doew.at/links/gedenkstaetten)

Besides monuments and memorial sites as symbols and scenes of human crimes, projects by various organisations encouraging awareness on the part of future generations of the atrocities committed by the National Socialist regime and their impact constitute an equally significant aspect of the remembrance culture. The Memorial Service Association, together with Austrian Service Abroad, provides young people abroad with a memorial service. The Memorial Service staff are sent to Israel and to

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86 See The Association for the Erection of a Wall of Names Memorial to the Austrian Jewish children, women and men murdered in the Shoah:  
[www.shoah-namensmauern-wien.at](http://www.shoah-namensmauern-wien.at).

National Socialist victims' former refugee countries to offer commemorative, social and peace services. Men are allowed to perform this service in place of the normal community service, as long as the minimum service period is fulfilled.<sup>87</sup>

### **Projects in the House of Austrian History**

More detailed engagement with contemporary history is based on the inherent mission constantly to oppose antisemitism and other forms of discrimination. Consequently, the House of Austrian History focusses on the effects of the National Socialist period on the present day, and in 2019 it provided around 6,000 young people with an out-of-school education setting. Workshops and various awareness programmes offer school students a historical education while communicating the need to prevent and combat all forms of antisemitism.

In the workshop “Fragments of memory: biographical confrontation with National Socialism” students engage with people whose life stories are intertwined with National Socialism in different ways. In addition to the workshops the House of Austrian History offers materials for school classes. The focus of the teaching unit “Dictatorship and violence” is on exclusion, discrimination/antisemitism and persecution in National Socialism. It begins by using documentation to present the “legal bases” for the persecution of specific groups, after which it takes a life story as a tangible example of the significance of this legislation for the individual person. The intention is firstly to stimulate a historical discussion of the National Socialist regime and ideology. Secondly, it seeks to make visible the way in which democracy and human rights were gradually dismantled and how social exclusions led to discrimination, persecution and finally to mass murder. At the same time, pupils are constantly challenged to reflect on current examples of discrimination and continuities, without making a direct comparison.

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87 See BMI, Community Service Agency: [www.zivildienst.gv.at/113/start.aspx](http://www.zivildienst.gv.at/113/start.aspx).



## **Mauthausen Committee**

With their legacy, the survivors of the Mauthausen concentration camp and its satellite camps have passed on to the Mauthausen Committee Austria (MKÖ) the task of raising awareness among young people. Since the beginning of the year 2000 the MKÖ has carried out many projects with young people. In all these projects, the work of informing and raising awareness against antisemitism plays an important role.

The workshop “Wir sind alle” (“We are everyone”) deals with subject areas such as prejudices and discrimination on the grounds of religion and culture, together with other violations of human rights. The educational programmes at sites of former satellite camps to the Mauthausen concentration camp, as well as in the guided tours entitled “denk mal wien” (“Think Vienna”) address the mechanisms that strengthened antisemitism and which preconditions existed and resulted in National Socialism attracting a huge following, together with ways in which we can confront antisemitism today. Communicating contemporary history to young people in an innovative and interactive way is a vital concern. Not only are biographies of real people recounted by the facilitators or trainers, the Mauthausen satellite camps and Think Vienna apps are incorporated into the programme as interactive elements by means of photos of and interviews with contemporary eyewitnesses.

The MKÖ's latest project gives training in civil courage on the internet. The key aims are to increase awareness of civil courage in internet activity, to expand one's own behavioural repertoire on various levels and to promote recognition of fake news and conspiracy theories. Civil courage and social responsibility on online platforms are strengthened through the “Zivil. Courage. Online-Trainings” (“Civil Courage. Online Training Programmes”). In the last eleven years the Mauthausen Committee Austria has reached more than 182,000 young people through its activities.

## 5 Youth work

Out-of-school work with children and young people includes a wide range of activities outside the school environment and emphasises personality development and informal and non-formal learning. Each year 37 different federal youth organisations reach up to 1.6 million young people (up to 30 years of age). In over 600 youth centres and organisations for mobile youth work almost 250,000 young people are cared for each year; 28 Youth Information Points throughout Austria handle around 160,000 enquiries annually ([www.jugendarbeitinoesterreich.at](http://www.jugendarbeitinoesterreich.at)).

Youth work is an important socialising environment for many young people, and as such it tackles all kinds of social developments and seeks to work through them with young people. Consequently, information about antisemitism is frequently the theme of activities in individual organisations.

### **Ongoing and planned measures**

The federal legislation promoting out-of-school youth education and youth work (Federal Youth Promotion Act, BGBl. I No 126/2000 as amended) has a definition of youth work principles eligible for support which includes “promotion of young people’s commitment to tolerance, communication and peaceful coexistence” together with “fostering education in community building and human rights”. Given this basis for its support of projects, the Act also firmly secures, for Jewish youth organisations in existence before 1 September 2000, their long-term continuing existence and options for independent activities.

The Extremism Advice Centre supported by the Austrian Federal Ministry of Labour, Family and Youth (BMAFJ), which is based at the Association for Open Youth Work in Austria (bOJA), is available as a contact point for people affected by antisemitism ([www.beratungsstelleextremismus.at](http://www.beratungsstelleextremismus.at)).

Another advice centre supported by the BMAFJ, #GegenHassimNetz (based at the association ZARA – Civil Courage and Anti-racism Work) supports and counsels victims and witnesses of hate posts, cyber bullying and other forms of verbal and psychological violence on the internet ([www.zara.or.at](http://www.zara.or.at)). Formed in 2016, the National Committee on No Hate Speech links federal ministries, advisory bodies and other institutions active in this area under the leadership of the BMAFJ ([www.nohate-speech.at](http://www.nohate-speech.at)).

The federal office for sectarian issues, which is part of the BMAFJ (Federal Act concerning the establishment of a documentation and information centre for sectarian issues – Federal Agency for Sectarian Issues, BGBl. I No. 150/1998 as amended), documents, informs and advises on topics such as religious movements, esotericism, guru movements, state objectors and conspiracy theories. As referred to above, anti-semitism frequently plays a role in esoteric concepts and conspiracy theories ([www.bundesstelle-sektenfragen.at](http://www.bundesstelle-sektenfragen.at)).

The BMAFJ is constantly seeking to improve the provision of information to those in need of advice and counsel:

**Consideration of the extension of existing training programmes offered by the Extremism Advice Centre** for youth work, parental education and other areas to include an **additional module on antisemitism**.

Invitation to specific **institutions** to join with the **National Committee on No Hate Speech**, so that they may contribute their commitment to **investigating** and **combatting antisemitism** and impart their specific expertise to the network.

The efforts of the committee are continuing, in particular in fortifying the position of those affected, so that they can better support them (including in instances of what is known as counter-speech).

**Future stepping-up** of the already existing **exchange** between the BMAFJ-financed **advisory services** (Extremism Advice Centre, #GegenHassimNetz Advice Centre, Federal Agency for Sectarian Issues) and a **focus on antisemitism**.

## 6 Austrian Nationwide Network for Extremism Prevention and De-radicalisation

The Nationwide Network for Extremism Prevention and De-radicalisation (BNED) was established as a strategic society-wide committee coordinated by the BMI. It encompasses ministries, civil society institutions and all the federal states, together with the Association of Towns and Municipalities, and it meets at regular intervals to discuss pressing issues. The BNED deals with antisemitism as a cross-sectoral matter for all forms of extremism. The aims of the network include the agreement of nationwide measures for extremism prevention and de-radicalization, the efficient coordination of intervention measures, the transfer of knowledge and promotion of an interdisciplinary exchange between academic theory and practice, together with analysis and exchange with a view to recognising and dealing with radicalization. The BNED's first initiative was the compilation of the "Austrian Strategy for Extremism Prevention and and De-radicalisation". This strategy does not just focus on individual forms of extremism, but represents an important fundamental document. Combatting anti-semitism in its numerous forms of expression is a significant and integral part of the work of extremism prevention and de-radicalization in Austria. The BNED is planning and already working on further measures for the prevention of extremism overall.

Reinforcement of the **collaborative work** of the different protagonists with the **BNED**.

**Compilation** of a "**National Action Plan for Extremism Prevention and De-radicalisation**" by the **BNED**, containing concrete measures focussing on putting into effect integrated extremism prevention.

In accordance with the government programme, the preparation of an action plan against right-wing extremism and religiously motivated political extremism (political Islam) is envisaged.

## 7 State and military education

The protection and promotion of human rights are the primary duty of governments (Declaration of the World Conference on Human Rights 1993). Building on a dynamic concept, international agreements place governments under obligation to introduce measures of all kinds in order to achieve the realisation of human rights.

State and military political education, which is a training principle in the Austrian Armed Forces, strives to sharpen awareness of the problem and especially to develop a basic mental attitude and behaviour pattern which meets the challenges of democracy and of military service. This training programme uses lesson plans developed specifically for political-military teaching units; these cover the history of National Socialism and its crimes against humanity.

This political-military instruction allows for visits to the Mauthausen concentration camp memorial site, including its former satellite camps, and uses these as learning environments for recruits.

For more than 35 years the Austrian Ministry of Defence (BMLV) has been conducting state and military education for its armed forces, which has included the following initiatives:

- A commemorative event in the former concentration camp at Mauthausen with delegations from both the Israeli and the Austrian armed forces;
- Military vigil by the Austrian armed forces on 8 May (Day of Liberation from National Socialism) in front of the Äußeres Burgtor (Outer Castle Gate) in Vienna;
- The Austrian armed forces commemorate victims of National Socialist terror and violence at a former execution site, the Feliferhof shooting range in Graz on the International Human Rights Day.
- The Upper Austria Military Command supports the annual international celebration and commemoration of the liberation of the former concentration camp at Mauthausen.

- Together with the Working Community of Nazi Victims' Alliances, the DÖW organises annual events commemorating National Socialist crimes: soldiers and staff of the armed forces take part in commemorative events in a number of places, remembering the victims and crimes of National Socialism.

In 2020 the BMLV stepped up its existing activities in collaboration with memorial sites in Austria.

**Organisation of educational activities, events and visits to memorial sites by the Austrian Armed Forces** in the context of the **state and military education** training model, with the aim of making a general government contribution to the **promotion of human rights** and as a **measure against totalitarianism, anti-semitism and racism**.

## 8 Collaboration with churches and religious communities

Cooperation with and by churches and religious communities is an essential and indispensable pillar of social cohesion. At the same time, history also provides instances of injustice and suffering occasioned by the one to the other. Furthermore, over the centuries anti-Jewish clichés and antisemitism have taken deep root in the cultural self-consciousness of Europe. Consequently, interreligious dialogue and all that it has achieved by way of dismantling unthinking false perceptions and assumptions about Judaism constitutes an important means to deprive antisemitism in all its manifestations of its basis. In the battle against antisemitism, churches and religious communities have a responsibility, both towards their members, and also towards society in terms of their pronouncements and their participation in public debate.<sup>88</sup>

“Antisemitism is a sin against God and humanity” was the declaration which launched the ecumenical working partnership between the churches in Amsterdam in 1948. The declaration “Nostra Aetate” by the Second Vatican Council in 1965 has been seminal to the Jewish-Christian relationship. It states, “(...) mindful of the patrimony she shares with the Jews and moved not by political reasons but by the Gospel’s spiritual love, [the Church] decries hatred, persecutions, displays of anti-Semitism, directed against Jews at any time and by anyone”.

In the “Charta Oecumenica”, a joint declaration solemnly signed in 2001 by European churches, including the member churches of the Ecumenical Council of Churches in Austria, the churches give the following undertaking, “we commit ourselves to oppose all forms of antisemitism and anti-Judaism in the church and in society; to seek and intensify dialogue with our Jewish sisters and brothers at all levels.”

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88 See [katholisch.at](http://katholisch.at) (23 September 2020): [www.katholisch.at/aktuelles/131514/kirchenvertreter-mahnen-zum-einsatz-gegen-antisemitismus](http://www.katholisch.at/aktuelles/131514/kirchenvertreter-mahnen-zum-einsatz-gegen-antisemitismus).

Today the cooperation between churches and religious communities is not restricted to dialogue and mutual respect<sup>89</sup>; it also incorporates theme-based, active shared ways of working<sup>90</sup> and initiatives for a dialogue between the three Abrahamic<sup>91</sup> world religions (Judaism, Christianity and Islam). Thus, numerous large and small initiatives and projects make important contributions to strengthening social cohesion and dismantling prejudices and clichés:

- The Coordinating Committee for Christian-Jewish Cooperation, established in 1956, inspires and organises a large number of activities by Christians of different religious denominations and representatives of Jewish communities, with numerous seminars and lectures resulting from working partnerships with educational institutions, or through conferences and meetings.<sup>92</sup>
- The Jewish Religious Community (IRG) organises numerous activities, either through participation in multireligious forums, within the framework of the platform of religious representatives of the recognised churches and religious communities, or school projects which arrange for regular joint visits by a rabbi, an imam and a priest to schools throughout Austria.<sup>93</sup> Other activities include further training for Muslim teachers of religion, regular interreligious seminars and lectures at universities or in churches. Interreligious trips to Israel and visits to memorial sites with Jewish and interreligious delegations have a special place in the programme of activities.
- On 17 January churches throughout Austria keep a Day of Judaism when events and religious services are held: “Christianity considers itself to be intrinsically linked with Judaism. To help Christians become more clearly aware of this, in 2000 the Ecumenical Council of Churches in Austria (ÖRKÖ) designated 17 January a special day of remembrance in the church year, to be marked by penitent commemoration of the centuries-old history of prejudices and hostility between

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89 See Archdiocese of Vienna (7 April 2020): [www.erzdioezese-wien.at/site/home/nachrichten/article/82553.html](http://www.erzdioezese-wien.at/site/home/nachrichten/article/82553.html).

90 See ORF (27 July 2012): [religionv1.orf.at/projekt03/news/1207/ne120727\\_beschneidung.html](http://religionv1.orf.at/projekt03/news/1207/ne120727_beschneidung.html) and Der Standard (6 May 2019): [www.derstandard.at/story/2000102625084/ikg-und-islamische-glaubensgemeinschaft-feiern-musliminnen-gegen-antisemitismus](http://www.derstandard.at/story/2000102625084/ikg-und-islamische-glaubensgemeinschaft-feiern-musliminnen-gegen-antisemitismus).

91 For a definition, see [www.christenundmuslime.de/faq/Was\\_sind\\_abrahamitische\\_Religionen.php](http://www.christenundmuslime.de/faq/Was_sind_abrahamitische_Religionen.php).

92 See Coordination Committee for Christian-Jewish cooperation: [christenundjuden.org/](http://christenundjuden.org/).

93 See BMEIA. Shared journey: [www.bmeia.gv.at/europa-aussenpolitik/auslandskultur/dialog-der-kulturen-und-religionen/kooperationen-und-partner/begegnungsreise/](http://www.bmeia.gv.at/europa-aussenpolitik/auslandskultur/dialog-der-kulturen-und-religionen/kooperationen-und-partner/begegnungsreise/).



Christians and Jews and by the development and deepening of Christian-Jewish dialogue.” “The theme is to include the injustice done throughout history to the Jewish people and their faith.”<sup>94</sup>

- The University College of Teacher Education Vienna/Krems is an educational institution unique in Europe as the sole location for the education and training of Christian, Islamic, Jewish and Buddhist teachers of religion. Its collaborative agreement with the Jewish Religious Community strengthens it in its mission of offering all teachers a training that is critical of antisemitism.
- From the 2021 summer semester, the Department of Biblical Studies at the University of Salzburg is to establish a Marko Feingold Visiting Professorship in memory of Marko Feingold, a concentration camp survivor, contemporary eyewitness and former President of the Jewish Community (IKG) of Salzburg, who died in 2019. The professorship will focus on research into antisemitism; it is a joint project between the University of Salzburg, the province of Salzburg, the Archdiocese of Salzburg and St Peter’s Archabbey.
- The student initiative Café Abraham Wien is an interreligious and interdisciplinary dialogue group initiated by the Christian-Jewish Coordination Committee. It is a meeting place for students of Judaic Studies, Catholic and Protestant Theology and Islamic Religious Education Studies, where they hold joint readings of texts from the Tanakh<sup>95</sup>, the New Testament<sup>96</sup> and the Qur’an. The aim of this initiative is to get to know religious traditions, break down prejudices and grow together.<sup>97</sup>

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94 Ecumenical Council of Churches in Austria: [www.oekumene.at/oerkoenews/1940/tag-des-judentums-2020](http://www.oekumene.at/oerkoenews/1940/tag-des-judentums-2020).

95 Tanakh is one of several titles for the Hebrew Bible, the collection of the sacred texts of Judaism. The Tanakh has three sections: Torah (Law), Nevi’im (Prophets) and Ketuvim (Writings).

96 Christianity adopted all the books of the Tanakh – albeit in a slightly different order – and calls them the Old Testament.

97 See Café Abraham: [cafeabraham.com/standorte/](http://cafeabraham.com/standorte/).

- The website [feiertagsgruss.at](http://feiertagsgruss.at), is a site where Jewish Austrian university students, Young Catholic Austrians, Young Muslim Austrians and the Church in Dialogue in the Archdiocese of Vienna introduce the key religious holidays and seasons of the Abrahamic religions on Facebook, Instagram or via WhatsApp.<sup>98</sup>
- The Islamic faith community in Austria (IGGÖ) has adopted antisemitism prevention as part of its further training programme for imams and Islamic teachers of religion. Awareness initiatives also take place in schools and clubs. In 2019 the IHRA definition of antisemitism was adopted.<sup>99</sup> In 2020 pupils from the IGGÖ Islamic Technical School and members of the IGGÖ staff assisted the Stones of Remembrance Association with the cleaning of the memorial stones in Vienna.<sup>100</sup> In 2016 The IRG and the IGGÖ took part in a joint travel project to visit Israel. A book “Journey to Jerusalem” and a documentary film “An almost impossible friendship” were published following the journey.
- Since 1999 the first Sunday in September has been designated European Day of Jewish Culture.

Ongoing **support** for projects **run by churches and religious communities** promoting the **breaking down of prejudices** and the **strengthening of social cohesion**.

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98 See Office of Public Relations and Communications of the Archdiocese of Vienna: [www.feiertagsgruss.at](http://www.feiertagsgruss.at).

99 See Jewish Community of Vienna (13 May 2019): [www.ikg-wien.at/jmf-europaeischer-jued-kongress-ejc-lobt-islam-glaubensgemeinschaft-oesterreichs-iggoe-fuer-annahme-der-ihra-definition](http://www.ikg-wien.at/jmf-europaeischer-jued-kongress-ejc-lobt-islam-glaubensgemeinschaft-oesterreichs-iggoe-fuer-annahme-der-ihra-definition).

100 See Young Muslim Austrians: [www.mjoe.at/projekte/musliminnen-in-comparison-with-antisemitism](http://www.mjoe.at/projekte/musliminnen-in-comparison-with-antisemitism).

The prevention and combatting of all forms of antisemitism requires society-wide efforts.

## 9 Examples of significant institutions

(Alphabetical order, authors' own data)

### **European Union Agency for Fundamental Rights – FRA**

[fra.europa.eu](http://fra.europa.eu)

The European Union Agency for Fundamental Rights (FRA) advises decision-makers at European and national level on structuring debates, strategies and legislation on fundamental rights in a more specialist and targeted way. It is based in Vienna.

### **Anti-Defamation League – ADL**

[www.adl.org](http://www.adl.org)

The ADL was established in 1913 in response to a rise in antisemitic attitudes and fanaticism. Its mission is to protect Jews and ensure justice and fair treatment for all.

### **Antisemitism Reporting Office of the IKG (formerly the Austrian Forum Against Anti-Semitism)**

[www.antisemitismus-meldestelle.at](http://www.antisemitismus-meldestelle.at)

The IKG's reporting office serves as a point of contact for anyone wanting to report an antisemitic incident. It helps those affected by providing personal contact, determines the next steps together with them and, if required, offers initial legal advice, assistance with going to the police and psychological support.

### **Centropa**

[www.centropa.org](http://www.centropa.org)

The non-profit organisation is dedicated to Jewish history in Central and Eastern Europe and the Balkans, focusing on stories of Jewish families in the 20th century. These stories and photographs are made accessible to a wide audience through documentary films, books and exhibitions. It is headquartered in Vienna and has offices in Budapest, Hamburg and Washington, D.C.

### **Demokratiewerkstatt**

[www.parlament.gv.at/SERV/KJ/DEMWERK/DEMOKRATIEWERKSTATT](http://www.parlament.gv.at/SERV/KJ/DEMWERK/DEMOKRATIEWERKSTATT)

The “Demokratiewerkstatt” (“Democracy Workshop”) is an initiative of the Austrian Parliament designed for children and young people aged between 8 and 14 to 15. It introduces them to the issues of democracy and parliamentarianism in an interactive way in six different workshops, in which contemporary eyewitnesses share their testimonies and engage in discussions with the participants.

### **Documentation Centre of Austrian Resistance – DÖW**

[www.doew.at](http://www.doew.at)

An important part of the DÖW’s work involves sharing contemporary content, particularly for schoolchildren and other young people but also for the purposes of adult education (preparing teaching materials, exhibitions, guided tours, etc.). Passing on well-researched knowledge in the field of National Socialism and antisemitism has also been a major element of the DÖW’s activities ever since it was founded. From putting on an initial exhibition providing an overview of National Socialism in Austria and focusing on resistance and persecution, the DÖW’s remit has since expanded into a professional outreach programme for different age groups.

### **Council of Europe – CDPPE**

[www.coe.int/en/web/education/cdppe](http://www.coe.int/en/web/education/cdppe)

The Steering Committee for Educational Policy and Practice monitors the Council of Europe’s educational programmes and advises the Committee of Ministers on educational issues. Its responsibilities also include promoting high-quality education through specific education policy measures geared towards facilitating safe and secure learning environments for all as well as measures fostering social inclusion, gender equality and antidiscrimination in the education sector.

### **European Commission against Racism and Intolerance – ECRI**

[www.coe.int/en/web/european-commission-against-racism-and-intolerance](http://www.coe.int/en/web/european-commission-against-racism-and-intolerance)

ECRI is the Council of Europe’s principal instrument for combatting all forms of racism, discrimination, xenophobia, antisemitism and intolerance. Rather than acting as a monitoring mechanism for a specific convention, ECRI was established as a self-contained commission. Specifically, it was founded in 1993 based on a resolution by the heads of state and government in the Council of Europe at the Vienna Conference of the same year.

### **European Commission Working Group on combatting antisemitism**

[www.ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/racism-and-xenophobia/combating-antisemitism/working-group-combating-antisemitism\\_en](http://www.ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/racism-and-xenophobia/combating-antisemitism/working-group-combating-antisemitism_en)

The European Commission Working Group was set up in 2019 with the aim of helping EU member states to implement the Council Declaration on combatting antisemitism.

### **European Holocaust Research Infrastructure – EHRI**

[www.ehri-project.eu](http://www.ehri-project.eu)

EHRI is a research infrastructure that was incorporated into the European Commission's ESFRI roadmap in 2018 and that provides information on the fragmented and often hard-to-access sources of information on the Holocaust, some of which are scattered over a wide geographical area. As well as setting up an online platform, EHRI has also established an extensive network of researchers and archivists and launched new transnational and cooperative approaches to Holocaust research. Over 20 organisations, research institutions, libraries, archives, museums and memorial centres are currently actively involved in EHRI.

### **European Jewish Congress – EJC**

[www.eurojewcong.org](http://www.eurojewcong.org)

The EJC tackles the many challenges that European Jews currently face. Its agenda has continued to evolve since it was founded in response to the broad diversity of Jewish communities in Europe. Despite their cultural differences and heterogeneous historical backgrounds, the EJC's members share common needs and interests, which in turn feed into the congress's primary objectives.

### **Erinnern.at**

[www.erinnern.at](http://www.erinnern.at)

\_erinnern.at\_ is the BMBWF's Institute for Holocaust Education. \_erinnern.at\_ promotes the transfer of historical and methodological-didactic knowledge and encourages reflection on the importance of this knowledge for us today.

### **House of Austrian History – hdgö**

[www.hdgoe.at](http://www.hdgoe.at)

The House of Austrian History is the first museum of contemporary history in the country. The new museum in the Hofburg Palace invites visitors to confront the ambivalent history of Austria in the 20th century. Beginning with the foundation of the First Republic in 1918, social changes and political faultlines from 1933/1934, 1938 and 1945 are addressed and questions asked that, then as now, concern Austria and the whole of Europe.

### **International Holocaust Remembrance Alliance – IHRA**

[www.holocaustremembrance.com](http://www.holocaustremembrance.com)

The IHRA (formerly the Task Force for International Cooperation on Holocaust Education, Remembrance and Research, or ITF) was initiated in 1998 by former Swedish Prime Minister Göran Persson. Today, the IHRA has 34 member countries, each of which recognises that international political coordination is imperative in order to strengthen the moral commitment of societies and combat growing Holocaust denial and antisemitism.

### **Israelitische Religionsgesellschaft (Jewish Religious Community) – IRG**

[www.ikg-wien.at](http://www.ikg-wien.at)

The Jewish Religious Community (IKG) in Austria is a recognised religious community within the meaning of Article 15 of the Austrian Basic Law on the General Rights of Nationals. It is a corporation under public law (Section 1 of the Austrian Act on the Jewish Community (IsraelitenG)).

### **Mauthausen Memorial**

[www.mauthausen-memorial.org](http://www.mauthausen-memorial.org)

The Mauthausen Memorial preserves the memory of the victims, researches and documents the history of the Mauthausen concentration camp and its satellite camps, and empowers its visitors to confront and discuss the history of the concentration camps through exhibitions and educational programmes. It aims to shed light on modern-day trends and processes, such as racism, antisemitism and genocide, and their causes, course and consequences by making reference to comparable developments through history. The Mauthausen Memorial sees itself as a place of remembrance and education and encourages the raising of historical and political awareness through its educational programmes.

## **Teaching and research**

Universities: [www.uniko.ac.at](http://www.uniko.ac.at)

Austrian Academy of Sciences: [www.oeaw.at](http://www.oeaw.at)

## **Mauthausen Committee Austria**

[www.mkoe.at](http://www.mkoe.at)

The Mauthausen Committee Austria (MKÖ) was founded in 1997 by the Austrian Trade Union Federation and the Conference of Roman-Catholic Bishops in partnership with the Austrian Jewish Community and in the form of an organisation to succeed the Austrian Camp Community Mauthausen (ÖLM). In 2000, the ÖLM – the organisation representing the survivors of Mauthausen concentration camp still living in Austria – appointed the MKÖ as its official successor organisation. The ÖLM is one of several organisations representing Mauthausen survivors under the umbrella organisation Comité International de Mauthausen (International Mauthausen Committee – CIM).

## **Austrian National Fund**

[www.nationalfonds.org](http://www.nationalfonds.org)

The National Fund of the Republic of Austria for Victims of National Socialism was established in 1995 in order to give expression to the special responsibility of the Republic of Austria for the victims of National Socialism. It pays benefits to victims of National Socialism, in particular to those who had previously received no or wholly inadequate compensation, those in need of special assistance or those whose personal circumstances warrant relief.

## **Office for Democratic Institutions and Human Rights – ODIHR**

[www.osce.org/odihr](http://www.osce.org/odihr)

The OSCE Office for Democratic Institutions and Human Rights (ODIHR) provides participating states and civil society with support and expertise to promote democracy, the rule of law, human rights, tolerance and non-discrimination. ODIHR monitors elections, reviews legislation and advises governments on developing and maintaining democratic institutions.



### **Austrian Integration Fund – ÖIF**

[www.integrationsfonds.at](http://www.integrationsfonds.at)

Set up in 1960, the ÖIF is a fund of the Republic of Austria and a partner to the federal government in its efforts to promote integration. The ÖIF focuses its activity on several groups: recognised refugees, beneficiaries of subsidiary protection and third-country nationals; people from a migrant background; representatives from the fields of integration, social affairs and education; and Austrian society. The issue of antisemitism is a core component of the courses it provides on values and orientation as well as of specific continuing professional development courses.

### **Austrian Fund for Documenting Religiously Motivated Political Extremism (Documentation Centre for Political Islam)**

[www.dokumentationsstelle.at](http://www.dokumentationsstelle.at)

The Fund for Documenting Religiously Motivated Political Extremism (Documentation Centre for Political Islam) was set up in July 2020. It serves as an independent academic research hub and centre of expertise focusing on documenting and analysing networks of political Islam. The staff at the documentation centre also tackle the issue of antisemitism in political Islam in their work.

### **United Nations Educational, Scientific and Cultural Organization – UNESCO**

[www.unesco.at](http://www.unesco.at)

UNESCO is the United Nations' organisation for education, science and culture. Its goal is to build peace through international cooperation in these three areas. UNESCO's programmes support efforts to achieve the Sustainable Development Goals set as part of the 2030 Agenda and agreed by the UN General Assembly in 2015.

### **Gedenkdienst association**

[www.gedenkdienst.at](http://www.gedenkdienst.at)

“Gedenkdienst” (“Memorial Service”) is a politically independent, non-denominational organisation that addresses the causes and consequences of National Socialism and its crimes. Since 1992, the association has sent volunteers to countries where the National Socialists and their collaborators committed crimes, where persecuted people fled or where survivors of the persecution and extermination policy still live.

### **Austrian Service Abroad**

[www.auslandsdienst.at](http://www.auslandsdienst.at)

Austrian Service Abroad is a supporting organisation recognised by the Austrian Federal Ministry of Social Affairs, Health, Care and Consumer Protection. It offers participants the opportunity to perform voluntary service or mandatory civilian service abroad. Volunteers are able to carry out “Gedenkdienst”, social work or peacebuilding activities.

### **Vienna Wiesenthal Institute for Holocaust Studies – VWI**

[www.vwi.ac.at](http://www.vwi.ac.at)

The Vienna Wiesenthal Institute for Holocaust Studies is dedicated to researching, documenting and educating people about all issues relating to antisemitism, racism, nationalism and the Holocaust, including its background and consequences. Opportunities to conduct research on site provide exclusive access to the video archive of the Association of Jewish Refugees and the Fortunoff Video Archive for Holocaust Testimonies. The VWI is currently serving as the Austrian partner in the EHRI research infrastructure.

### **World Jewish Congress – WJC**

[www.worldjewishcongress.org](http://www.worldjewishcongress.org)

The World Jewish Congress is an international organisation that represents Jewish communities and organisations in 100 countries around the world. It defends its members’ interests in dealings with governments, parliaments, international organisations and other faiths. The WJC represents the plurality of the Jewish people and is politically non-partisan.

### **Yad Vashem – The World Holocaust Remembrance Center**

[www.yadvashem.org](http://www.yadvashem.org)

As a living memorial to the Holocaust for the Jewish people, Yad Vashem preserves the memory of the past and teaches future generations about its importance. It was established in 1953 as the global centre for documenting, researching, teaching and commemorating the Holocaust. Today, it is a dynamic and lively meeting place for people of all generations and nations.

## **Austrian Future Fund**

[www.zukunftsfonds-austria.at](http://www.zukunftsfonds-austria.at)

The Austrian Future Fund was set up to subsidise projects that commemorate the victims of the National Socialist regime, to research the injustice meted out by the regime on the territory of what is now the Republic of Austria, and to support tolerance and non-discrimination in a future-oriented way (Section 1 of the Austrian Future Fund Act (ZuFG)).



## Abbreviations

AbzG	Austrian Insignia Act
ADL	Anti-Defamation League
Art.	Article
BKA	Austrian Federal Chancellery
BMAFJ	Austrian Federal Ministry of Labour, Family and Youth
BMBWF	Austrian Federal Ministry of Education, Science and Research
BMEIA	Austrian Federal Ministry of European and International Affairs
BMI	Austrian Federal Ministry of the Interior
BMJ	Austrian Federal Ministry of Justice
BMLV	Austrian Federal Ministry of Defence
BNED	Austrian Nationwide Network for Extremism Prevention and De-radicalisation
BVT	Austrian Federal Office for Protection of the Constitution and Counterterrorism
DÖW	Documentation Centre of Austrian Resistance
DV-StAG	Regulation Implementing the Austrian Public Prosecution Act
ECHR	European Convention on Human Rights
ECRI	European Commission against Racism and Intolerance
ECtHR	European Court of Human Rights
EJC	European Jewish Congress
ETC	European Training and Research Center for Human Rights and Democracy Graz
EU	European Union
FRA	European Union Agency for Fundamental Rights
FGA	Austrian Forum Against Anti-Semitism
HiNBG	Austrian Act Combatting Online Hate
IFES	Austrian Institute for Empirical Social Studies
IGGÖ	Islamic faith community in Austria
IHRA	International Holocaust Remembrance Alliance
IKG	Jewish Community
IRG	Jewish Religious Community
IsraelitenG	Austrian Act on the Jewish Community
LPD	Police department in a federal state
LVT	Office for the protection of the constitution and counterterrorism at federal state level
MedienG	Austrian Media Act

MKÖ	Mauthausen Committee Austria
MRV	Submission of the Austrian Council of Ministers
ODIHR	Office for Democratic Institutions and Human Rights
OGH	Supreme Court of Justice of the Republic of Austria
OJ	Official Journal of the European Union
OSCE	Organisation for Security and Cooperation in Europe
OeAW	Austrian Academy of Sciences
ÖIF	Austrian Integration Fund
ÖIM	Austrian Institute for Human Rights
ÖRKÖ	Ecumenical Council of Churches in Austria
StAG	Austrian Public Prosecution Act
StGB	Austrian Criminal Code
Symbole-Gesetz	Act on the Use of Symbols
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHRC	United Nations Human Rights Council
VerbotsG	Austrian Prohibition Act 1947
VWI	Vienna Wiesenthal Institute for Holocaust Studies
ZuFG	Austrian Future Fund Act



