



SISEMINISTEERIUM

# Concept for Measures Against Antisemitism

Republic of Estonia

# Concept for Measures Against Antisemitism

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# 1. INTRODUCTION

The basis for the concept for measures against antisemitism stems from the Declaration of the Council of the European Union of 6 December 2018 on the fight against antisemitism and the development of a common approach to the security of Jewish communities and institutions in the Member States of the European Union (EU).<sup>1</sup> To meet the objectives of the Declaration, the European Commission convened in 2019 an *ad hoc* working group for the purposes of combatting forms of antisemitism, including Holocaust denial, and stepping up the security of Jewish communities in Member States. The tasks of the working group include contributing to drafting strategies for combating antisemitism at Member State level. The goal was set for strategies against antisemitism to be finalised in Member States by the end of 2020, as part of their strategies on preventing racism, xenophobia, radicalisation and violent extremism.<sup>2</sup> The working group includes representatives from Member State authorities as well as Jewish communities.

The need for measures against antisemitism, security measures for Jewish communities and measures against Holocaust denial in the Member States arises from increased manifestations of antisemitism and attacks on Jewish communities in recent years. They are driven by various political and religious extremist ideologies, as well as conspiracy theories, which pose both indirect and immediate threats to Jewish communities and Jewish people, and reduce their actual and perceived safety and security.

The decline in the sense of security of Jewish communities and the growing spread of antisemitism in the EU is illustrated, *inter alia*, by a second survey by the European Union Agency for Fundamental Rights (FRA) carried out in 2018 in 12 Member States with an estimated 96% of the Jewish population in Europe: Austria, Belgium, Denmark, France, Germany, Hungary, the Netherlands, Italy, Poland, Spain, Sweden and the United Kingdom. In addition, a similar survey was also carried out in Latvia. According to survey results, 89% of the population identifying themselves as Jewish has perceived a rise in antisemitism in the countries in question.<sup>3</sup> A similar result emerged from special Eurobarometer survey 484: Perceptions of Antisemitism, carried out in December 2018. According to the special survey results, at least half of the respondents in five EU Member States are of the opinion that antisemitism has gained ground in their respective countries: 75% of the respondents in Sweden, 61% in Germany, 55% in the Netherlands, 51% in France and 50% in Denmark.<sup>4</sup>

According to special Eurobarometer survey 484, the percentage of respondents perceiving antisemitism as a problem was smallest in Estonia; this does not, however, mean that antisemitism does not pose a threat to Estonia. Antisemitism takes multiple forms and is present in various political or religious ideologies. The FRA survey "Experiences and perceptions of antisemitism. Second survey on

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<sup>1</sup> 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.

<https://data.consilium.europa.eu/doc/document/ST-15213-2018-INIT/et/pdf> (16 March 2021).

<sup>2</sup> European Commission Working Group on combating antisemitism. [https://ec.europa.eu/info/policies/justice-and-fundamentalrights/combating-discrimination/racism-and-xenophobia/combating-antisemitism/working-group-combatingantisemitism\\_en](https://ec.europa.eu/info/policies/justice-and-fundamentalrights/combating-discrimination/racism-and-xenophobia/combating-antisemitism/working-group-combatingantisemitism_en) (16.03.2021).

<sup>3</sup> European Union Agency for Fundamental Rights survey on the spread of antisemitism in the EU.

[https://fra.europa.eu/sites/default/files/fra\\_uploads/fra-2018-experiences-and-perceptions-of-antisemitism-survey\\_en.pdf](https://fra.europa.eu/sites/default/files/fra_uploads/fra-2018-experiences-and-perceptions-of-antisemitism-survey_en.pdf) (16.03.2021).

<sup>4</sup> European Union Agency for Fundamental Rights survey "Experiences and perceptions of antisemitism. Second survey on discrimination and hate crime against Jews in the EU". [https://data.europa.eu/euodp/en/data/dataset/S2220\\_90\\_4\\_484\\_ENG](https://data.europa.eu/euodp/en/data/dataset/S2220_90_4_484_ENG) (16.03.2021).

discrimination and hate crime against Jews in the EU” discusses, *inter alia*, the normalisation of antisemitism in EU Member States, where the range of perpetrators spans the entire social and political spectrum. The victims mentioned the following perpetrators of harassment and crimes: someone they had not identified / did not know (31%); someone with an extremist Muslim view (30%); someone with a left-wing political view (21%); a colleague from work or school/college (16%); an acquaintance or friend (15%); someone with a right-wing political view (13%).<sup>5</sup>

In view of the positions formulated by the Council of the European Union and the European Commission that established the objective of drafting strategies for combating antisemitism in Member States, representatives from the Ministry of the Interior, the Ministry of Foreign Affairs and the Ministry of Education and Research convened for a meeting on 29 November 2019. It was decided that it would be expedient to base the contact point for measures against antisemitism in the area of administration of the Ministry of the Interior. The Ministry of the Interior was also tasked with drafting a policy document for measures against antisemitism, as the concept for measures against antisemitism is linked to the achievement of the general and specific objectives<sup>6</sup> set out in the Internal Security Development Plan 2020–2030<sup>7</sup> and the Internal Security Programmes for 2020–2023 and 2021–2024<sup>8</sup>, and to the measures set out for that purpose, for which the Ministry of the Interior is responsible. The areas covered by the concept for measures against antisemitism are also linked to the objectives of civil society programme “A Strong Civil Society 2021–2024”<sup>9</sup> adopted by the Minister of Population, and the Development Plan for the Population and a Cohesive Society 2021–2030<sup>10</sup> prepared by the Ministry of the Interior and the Ministry of Culture.

### This concept for measures against antisemitism is comprised of three areas:



ensuring security for Jewish organisations and Jewish people;



addressing the Holocaust and antisemitism in education;



stepping up the detection of crimes and misdemeanours motivated by antisemitism.

<sup>5</sup> “Experiences and perceptions of antisemitism. Second survey on discrimination and hate crime against Jews in the EU”. [https://fra.europa.eu/sites/default/files/fra\\_uploads/fra-2018-experiences-and-perceptions-of-antisemitism-survey\\_en.pdf](https://fra.europa.eu/sites/default/files/fra_uploads/fra-2018-experiences-and-perceptions-of-antisemitism-survey_en.pdf) (16.03.2021).

<sup>6</sup> These objectives are: a living environment centred on prevention and safety; quick and professional assistance; secure internal security; efficient population management; smart and innovative internal security.

<sup>7</sup> Internal Security Development Plan 2020–2030.

[https://www.siseministerium.ee/sites/default/files/dokumendid/STAK/STAK2/siseturvalisuse\\_arendukava\\_20202030\\_2107.docx](https://www.siseministerium.ee/sites/default/files/dokumendid/STAK/STAK2/siseturvalisuse_arendukava_20202030_2107.docx) (16.03.2021).

<sup>8</sup> Internal Security Programmes 2020–2023 and 2021–2024.

[https://www.siseministerium.ee/sites/default/files/dokumendid/STAK/STAK2/04082020\\_eelnou\\_siseturvalisuse\\_programm\\_2020.docx](https://www.siseministerium.ee/sites/default/files/dokumendid/STAK/STAK2/04082020_eelnou_siseturvalisuse_programm_2020.docx) (16.03.2021).

<sup>9</sup> Civil society programme “A Strong Civil Society 2021–2024”.

[https://www.siseministerium.ee/sites/default/files/kodanikuuhiskond/kodanikuuhiskonna\\_programm\\_2021-2024.pdf](https://www.siseministerium.ee/sites/default/files/kodanikuuhiskond/kodanikuuhiskonna_programm_2021-2024.pdf) (16.03.2021).

<sup>10</sup> Development Plan for the Population and a Cohesive Society 2021–2030. <https://www.siseministerium.ee/et/rahvastiku-ja-sidusauhiskonna-arendukava-2021-2030> (16.03.2021).

## 2. OBJECTIVE OF THE CONCEPT

The objective of the concept is to create a comprehensive system for measures against antisemitism in a way that corresponds to the Estonian context and allows for the development of clear and unambiguous guidelines for action against antisemitism.

The premise of the concept is that prevention against antisemitism and the prosecution of crimes and misdemeanours motivated by antisemitism must be addressed horizontally, as it is a cross-cutting issue. Therefore, this concept covers domains within the area of government of the Ministry of the Interior, the Ministry of Education and Research, the Ministry of Foreign Affairs, the Ministry of Justice and the Ministry of Culture. The main responsibility for achieving the objectives of the concept lies with the Ministry of the Interior, but other ministries and agencies in their respective areas of government also contribute significantly to the achievement of the objectives. This concept addresses measures against antisemitism in terms of increased capacity to respond to events and in terms of prevention.

As an integral part of the concept, all relevant ministries and agencies will continue and deepen their cooperation with Jewish organisations and institutions operating in Estonia. It is also important to determine which position in the ministry or agency is responsible for issues related to antisemitism or the Jewish community in general. Thus, national structures remain in a common information field, as the areas of activity of the Jewish community and the general security of the community are inextricably linked to each other. To this end, the Minister of the Interior will establish a working group composed of representatives of different ministries and agencies.

## 3. GENERAL PRINCIPLES

### 3.1. Definition of antisemitism

In this concept, the definition of antisemitism is based on the International Holocaust Remembrance Alliance (IHRA) legally non-binding working definition of antisemitism, adopted by 31 IHRA member states on 26 May 2016.<sup>11</sup> The European Commission has declared this definition an important initiative in preventing and defeating antisemitism.<sup>12</sup>

**The legally non-binding working definition of antisemitism adopted by the IHRA:**

*"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>13</sup>*

Following the approval of the definition, inter-ministerial consultations took place in Estonia in 2017–2018 on its introduction, and the relevant parties expressed willingness to do so. In a speech at the commemoration ceremony of the victims of the Holocaust on 19 September 2019, Minister of Population Riina Solman confirmed to the public that the relevant authorities in Estonia were ready to apply the definition where necessary.<sup>14</sup> The IHRA definition of antisemitism has been used in the curriculum of the Academy of Security Sciences and in the in-service training of the Police and Border Guard Board.

### 3.2. Manifestations of antisemitism

Antisemitism may be present in various political and religious ideologies. In some cases, this can take the form of discrimination or a public verbal attack. However, antisemitism can also be expressed by physical attacks against the Jewish community and its members and community-related facilities, including community buildings, synagogues, schools, kindergartens, cemeteries, monuments. Since antisemitism has a variety of manifestations, the IHRA has provided examples of antisemitism in its definition. Some of these cases are described below.

- Calling for, aiding, or justifying the killing or harming of Jews in the name of a radical ideology or an extremist view of religion.
- Making mendacious, dehumanizing, demonizing or stereotypical allegations about Jews as such or the power of Jews as collective – such as, especially but not exclusively, the myth about a world Jewish conspiracy or of Jews controlling the media, economy, government or other societal institutions.

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<sup>11</sup> The Republic of Estonia has been a member of the IHRA since 2007. Estonia is represented with a delegation led by a diplomat of the Ministry of Foreign Affairs and consisting of experts from the Ministry of Education and Research and the Ministry of Culture, research experts on cultural heritage, museums and recent history, and a representative of the Estonian Jewish Community. The mission of the delegation is to coordinate activities related to the remembrance, teaching and research of the Holocaust in Estonia. <https://vm.ee/et/holokaustimalestamise-rahvusvaheline-uhendus-ihra> (16.03.2021).

<sup>12</sup> Definition of antisemitism. [https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/racism-and-xenophobia/combating-antisemitism/definition-antisemitism\\_en](https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/racism-and-xenophobia/combating-antisemitism/definition-antisemitism_en) (16.03.2021).

<sup>13</sup> The IHRA definition of antisemitism. <https://ep-wgas.eu/ihra-definition/estonian/> (16.03.2021).

<sup>14</sup> Speech by the Minister of Population at the commemoration ceremony of the victims of the Holocaust. <https://www.holocaustremembrance.com/newsarchive/minister-population-attends-commemoration-klooga-estonia> (16.03.2021).

- Accusing Jews as people being responsible for real or imagined wrongdoing committed by a single Jewish person or group, or even for acts committed by non-Jews
- 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)
- Accusing the Jews as people, or Israel as a state, of inventing or exaggerating the Holocaust
- Accusing Jewish citizens of being more loyal to Israel, or to the alleged priorities of Jews worldwide, than to the interests of their own nations
- Denying the Jewish people their right to self-determination, e.g., by claiming that the existence of a State of Israel is a racist endeavour
- Applying double standards to Israel by requiring of it a behaviour not expected or demanded of any other democratic nation
- Using the symbols and images associated with classic antisemitism (e.g. claims of Jews killing Jesus or blood libel) 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<sup>15</sup>

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<sup>15</sup> The IHRA definition and examples of antisemitism. <https://ep-wgas.eu/ihra-definition/estonian/> (16.03.2021).

## 4. PROBLEMS AND SOLUTIONS

Special Eurobarometer 484: Perceptions of Antisemitism was conducted in Member States in December 2018, and it posed questions on nine manifestations of antisemitism: antisemitic graffiti or vandalism of Jewish buildings and institutions; physical attacks against Jewish people; expressions of hostility and threats towards Jewish people in the street or other public places; antisemitism in the media; antisemitism in political life; antisemitism on the Internet, including online social networks; antisemitism in schools and universities; people denying the genocide of the Jewish people, i.e. the Holocaust; desecration of Jewish cemeteries.

According to survey results, respondents in France and Sweden were generally most likely to consider that the nine manifestations of antisemitism tested were a problem in their country, while respondents in Malta, Estonia and Bulgaria were generally the least likely to do so. The proportion of respondents thinking that all nine manifestations of antisemitism tested were a problem in their country was largest in France (44%), Italy (38%) and Sweden (35%), and smallest in Estonia (1%), Malta and Latvia (both 2%).

In the case of Estonia, survey results indicated that 60% of the respondents thought that antisemitism had not increased in the five years prior to the survey, while 26% responded that they “did not know”, and 7% of the respondents had perceived an increase in antisemitism. According to the survey, 6% of the respondents considered antisemitism a problem in Estonia. When asked whether conflicts in the Middle East had an influence on the way Jewish people were perceived, 21% of the respondents in Estonia responded affirmatively (3% “yes, definitely” and 18% “yes, to some extent”).

Regarding the special Eurobarometer 484 questions on the nine manifestations of antisemitism, the respondents assessed the circumstances as follows: 8% of the respondents in Estonia considered antisemitic graffiti or vandalism of Jewish buildings and institutions a problem; physical attacks against Jewish people were considered a problem by 5%, while expressions of hostility and threats towards Jewish people in the street or other public places by 7%; antisemitism in the media was perceived as problematic by 7% of the respondents; antisemitism in political life by 6%; antisemitism on the Internet, including online social networks by 12%; antisemitism in schools and universities by 7% and the desecration of Jewish cemeteries by 9%. According to the special survey, 9% of respondents in Estonia responded affirmatively when asked whether people denying the Holocaust, i.e. the genocide of the Jewish people, was perceived as a problem.

37% of the respondents in Estonia thought that the Holocaust was sufficiently taught in schools, while 24% responded that it was insufficiently taught and 39% did not know.

In recent years, antisemitism has become diversified in the European Union. Instead of antisemitism driven mainly by far-right ideologies, the main sources of threat to Jewish communities and Jewish people are now extremist Muslims and extremist leftists, whose source of antisemitism is the Arab-Israeli conflict and hostility towards the State of Israel.

There is a particular problem with online environments, where antisemitism is present not only in political and religious extremism, but also in various conspiracy theories, including those associated with the

COVID-19 disease-causing virus. A summary of the diverse manifestations of modern antisemitism can be found in the list of helpful examples of the IHRA definition of antisemitism (see above).

Although the number of cases induced by antisemitism in Estonia has been relatively low in previous years compared to other EU Member States, it is important to note the rise of antisemitism in several EU Member States in the current context. It is also important to discern the presence of elements of antisemitism in often contradictory extremist ideologies and various conspiracy theories.

#### 4.1. Ensuring security for Jewish organisations and Jewish people

The security of the Jewish community and its members is addressed here in terms of physical security. The North Prefecture of the Police and Border Guard Board and the Jewish Community of Estonia (Eesti Juudi Kogukond) have cooperated in taking practical steps to increase the security of facilities as well as to enhance exchange of information. By protecting physical objects, the safety of the Jewish community and its members is ensured. In order to step up security, the agencies have threat assessments, which are prepared on the basis of the specific profiles of the agencies. In preparing the threat assessments, emphasis is placed on input from Jewish community on how the community and its members perceive the level of threat.

It is important that the Police and Border Guard Board and the Jewish Community of Estonia and the Jewish Religious Community of Estonia (Eesti Juudiusu Kogudus) carry out joint activities in order to enhance response capacity, including in response to possible sudden events. The relevant liaison officer at the Police and Border Guard Board is a police officer specialising in cultural and religious risk behaviour.

#### 4.2. Addressing antisemitism and the Holocaust in education

The Estonian education system addresses the manifestations of antisemitism and the Holocaust at different levels of education. In general education schools, the treatment of the Holocaust is laid down in the national curricula of basic and upper secondary schools. In professional higher education, the manifestations of antisemitism are addressed as part of study module "Internal security and crisis management" of the Academy of Security Sciences.

Practical guidance, guidelines and handbooks, e.g. for teaching and learning about the Holocaust, recognising and refuting misinterpretations regarding the Holocaust, as well as using the definition of antisemitism have been developed by the IHRA, the Organisation for Security and Cooperation in Europe (OSCE/ODIHR), UNESCO, the European Union Agency for Law Enforcement Training (CEPOL) and others. These tools must be made available to the target audience through translation and used in training and education.

There is a need to arrange for the translation of materials used for training in various specific domains. For example, we should consider translating the in-service training material *A Practical Guide to Judaism* published in 2019 for police officers by CEPOL and the Security and Crisis Center by European Jewish Congress, which is also suitable for use by teachers in general education schools. The publication outlines the religious traditions of Judaism, Jewish culture and forms of antisemitism in today's Europe.

### 4.2.1. Addressing antisemitism in general education schools

Estonian general education schools address antisemitism in the context of the Holocaust in the field of social subjects. The treatment of the Holocaust is provided for in the national curricula for both basic and upper secondary schools.

The national curriculum for basic schools prescribes that at level III, i.e. in grades 7–9, the topic is discussed in subject area “Social subjects”<sup>16</sup> as part of the topic “Recent history (World War II 1939–1945)”. The aim is for the student to know what the international situation was before World War II and when World War II began and ended. The student must also be able to identify the causes of the outbreak of World War II, the results and consequences of the war, and to explain the concept of the Holocaust. The time allotted to addressing the topic is not set out in the curriculum.

The national curriculum for upper secondary schools prescribes that at level IV, i.e. in upper secondary schools, the topic is discussed in the subject area “Social subjects”<sup>17</sup>. The topic is addressed as part of course VI “Recent history III: the main trends of the 20<sup>th</sup> century in Estonia and internationally”. The course topics include crimes against humanity and their nature. The topic explains the developments in society that made it possible to commit crimes against humanity. After completing the course, the student should be able to use and contextualize the concepts of genocide and the Holocaust. In the upper secondary school, the length of one course is 35 lessons, i.e. dealing with crimes against humanity must be included in that number of lessons.

Several materials have been translated to address the Holocaust in general education. The following materials translated using the budget of the Integration Programme are available free of charge on the website of the Estonian Institute of Human Rights:

- 1) educational material on the Holocaust<sup>18</sup>;
- 2) how to talk about the Holocaust<sup>19</sup>;
- 3) handbook on teaching about the Holocaust and human rights in the EU<sup>20</sup>;
- 4) methodology: practical techniques<sup>21</sup>;
- 5) methodology: step by step<sup>22</sup>.

In addition to the above, *Recommendations for Teaching and Learning about the Holocaust*<sup>23</sup> were translated into Estonian in 2020. The translation was reviewed and approved by the IHRA and is available via its

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<sup>16</sup> Annex 5 “Subject area “Social subjects”” to Government of the Republic Regulation No 1 of 6 January 2011 “National curriculum for basic schools”. <https://www.riigiteataja.ee/aktiilisa/1140/7202/0024/1m%20lisa5.pdf#> (16.03.2021).

<sup>17</sup> Annex 5 “Subject area “Social subjects”” to Government of the Republic Regulation No 2 of 6 January 2011 “National curriculum for upper secondary schools”. [https://www.riigiteataja.ee/aktiilisa/1280/7202/0013/2m\\_lisa5.pdf](https://www.riigiteataja.ee/aktiilisa/1280/7202/0013/2m_lisa5.pdf) (16.03.2021).

<sup>18</sup> The Holocaust. Educational material. <https://www.humanrightsestonia.ee/wp/wp-content/uploads/2013/05/holokaust-30.12.pdf> (16.03.2021).

<sup>19</sup> Estonian Institute of Human Rights. How to talk about the Holocaust in school? <https://www.humanrightsestonia.ee/wp/wpcontent/uploads/2013/05/Kuidas-r%C3%A4%C3%A4kida-Holokaust.pdf> (16.03.2021).

<sup>20</sup> Estonian Institute of Human Rights. Main didactic approaches. <https://www.humanrightsestonia.ee/wp/wpcontent/uploads/2013/05/Metodoloogia.pdf> (16.03.2021).

<sup>21</sup> Estonian Institute of Human Rights. Practical methods. <https://www.humanrightsestonia.ee/wp/wpcontent/uploads/2013/05/Metodoloogia-praktilised-tehnikad2.pdf> (16.03.2021).

<sup>22</sup> Estonian Institute of Human Rights. Methodology step by step. [https://www.humanrightsestonia.ee/wp/wpcontent/uploads/2013/05/Met-Step\\_Step.pdf](https://www.humanrightsestonia.ee/wp/wpcontent/uploads/2013/05/Met-Step_Step.pdf) (16.03.2021).

<sup>23</sup> *Recommendations for Teaching and Learning about the Holocaust*. <https://holocaustremembrance.com/et/resources/educationalmaterials/soovitused-holokausti-kasitlemiseks-hariduses> (16.03.2021).

website. The publication will also be added to the national online platform in 2021. Translated materials also include *Compass: Manual for Human Rights Education with Young People*, in which antisemitism is addressed in the chapter “Discrimination and intolerance”<sup>24</sup>.

The preparation of teachers in general education schools is integral in addressing the Holocaust in national curricula and teaching, with the annual training organised by Yad Vashem – the World Holocaust Remembrance Centre playing a key role.<sup>25</sup> Teachers in Estonian schools have actively used this training opportunity. Since 2020, the Education and Youth Board coordinates the participation of teachers in Estonian schools in the trainings provided by Yad Vashem. In 2020, the training took place online due to the COVID-19 pandemic, and the relevant information was made available on the in-service training website aimed at teachers.<sup>26</sup>

#### 4.2.2. Addressing antisemitism in professional higher education programmes and in-service training

In professional higher education, the topic of manifestations of antisemitism has been integrated, since academic year 2019/2020, into the module “Internal security and crisis management” of the Academy of Security Sciences, where the topic is addressed under the sub-heading of “Process and characteristics of radicalisation”. In addition to the module of the Academy of Security Sciences, topics related to antisemitism are addressed in the in-service trainings of the Police and Border Guard Board on detecting, preventing and responding to radicalisation, which are organised through the Academy of Security Sciences or internally within the agency. Both the Academy of Security Sciences and the Police and Border Guard Board use the IHRA definition of antisemitism in their training.

The Department of Religious Affairs of the Ministry of the Interior and the Prosecutor’s Office have agreed to organise a training on antisemitic crimes and the IHRA working definition of antisemitism in 2021. It is important to organise similar training events in the future for other target groups who, due to the specific nature of their work, may be exposed to the manifestations of antisemitism and its consequences, such as victim support workers.

### 4.3. Detecting and recording crimes and misdemeanours motivated by antisemitism

Crimes and misdemeanours motivated by antisemitism are classified as hate crimes and hate offences when two important elements are present: the crime must correspond to an assessment set out in the Penal Code and the perpetrator has deliberately chosen the victim or target on the basis of a specific characteristic.<sup>27</sup> The characteristic of an antisemitic crime is that the crime is committed with regard to the victim’s Jewish identity and may take the form of physical violence and an attack or vandalism, including damage to property, etc. (e.g. looting buildings or damaging the victim’s personal property, drawing graffiti on the walls). Statistics on hate crime are compiled by the Ministry of Justice on the basis

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<sup>24</sup> *Compass: Manual for Human Rights Education with Young People*. Chapter “Discrimination and intolerance”. <https://www.coe.int/et/web/compass/discrimination-and-intolerance> (16.03.2021).

<sup>25</sup> Yad Vashem – The World Holocaust Remembrance Center. <https://www.yadvashem.org/> (16.03.2021).

<sup>26</sup> In-service training “Contemporary antisemitism, Holocaust denial and Holocaust distortion”. <https://koolitusee.edu.ee/training/4500> (16.03.2021).

<sup>27</sup> Ministry of Justice. A systematic approach to hate crime helps to prevent and better identify these crimes. <https://www.just.ee/et/uudised/susteemne-lahenemine-vaenukuritegudele-aitab-neid-kuritegusid-ennetada-ja-pareminuuvastada> (16.03.2021).

of the database of the Police and Border Guard Board. Violations of the law motivated by antisemitism are forwarded to the European Union Agency for Fundamental Rights by the Ministry of Justice.

The Police and Border Guard Board has stepped up contacts with the Jewish community in order to better identify misdemeanours and crimes motivated by antisemitism. This plays an important role in understanding the threat perceived by the community and in preventing and managing potential threats. In terms of threat detection and assessment, the web constables of the Police and Border Guard Board provide a major contribution. In terms of detecting, recording and prosecuting incidents motivated by antisemitism and the relevant misdemeanours and crimes, it is important to emphasise training on radicalisation and extremism, which also addresses antisemitism. Training aimed at the officials of the Police and Border Guard Board and the Prosecutor's Office contribute to discerning antisemitic motives in misdemeanours and crimes.

Within the Estonian legal framework, prosecuting incidents motivated by antisemitism is subject to the Penal Code. The manifestations of antisemitism can also be regarded as an aggravating circumstance under subsection 58 (1) of the Penal Code. Among the hate crimes recorded in 2019, a Jewish person or the Jewish community was directly or indirectly victimised in two cases.

## 5. PROPOSED MEASURES AGAINST ANTISEMITISM

The concept for measures against antisemitism is based on the understanding that measures and activities that support the security of the Jewish community and its members are horizontal, i.e., they extend across various domains and concern various ministries and the agencies and offices in their area of government. Therefore, the proposals set out below need to be viewed as complementary.

1. Ensuring security for Jewish organisations and Jewish people (Ministry of the Interior). Measures to support this action:
  - holding regular meetings between the Police and Border Guard Board and the Jewish community to exchange information;
  - cooperation between the Police and Border Guard Board and the Jewish Community of Estonia and the Jewish Religious Community of Estonia to ensure the security of community buildings and other facilities, as well as various events on the basis of threat assessments provided by the parties;
  - organising joint exercises between the Police and Border Guard Board and the Jewish community to respond to possible sudden events;
  - providing training to help understand the specificities of the measures taken by both the Police and Border Guard Board and the Jewish community in order to increase and ensure security.
  
2. Addressing the Holocaust and antisemitism in education and culture (Ministry of Education and Research, Ministry of Culture, Ministry of Foreign Affairs, Ministry of the Interior). Measures to support this action:
  - providing up-to-date educational materials related to the Holocaust and preparing educational programmes for museums; cooperation with the Yad Vashem Centre, the Estonian Jewish Museum and the Jewish Community of Estonia in activities aimed at teachers at general education schools;
  - translating and providing practical recommendations, guidance material and handbooks of various organisations, including the IHRA, OSCE/ODIHR, UNESCO, CEPOL, for example for teaching and learning about the Holocaust, for recognising and refuting misinterpretations regarding the Holocaust, as well as in terms of using the definition of antisemitism and other issues;
  - ensuring the continuity of activities related to the remembrance of the Holocaust, including memory institutions, and the maintenance of Holocaust memorials;
  - providing training to the Police and Border Guard Board and the Prosecutor's Office to identify the manifestations of antisemitism; training is provided both as separate events and in combination with the topics of radicalisation and violent extremism, complementing the training on identifying antisemitism.
  
3. Stepping up the detection of crimes and misdemeanours motivated by antisemitism (Ministry of the Interior; Ministry of Justice). Measures to support this action:

- providing training to the Police and Border Guard Board and the Prosecutor's Office;
  - compiling statistics on hate crime, including statistics on crimes motivated by antisemitism.
4. Implementing measures to strengthen the Jewish community (Ministry of the Interior, Ministry of Culture, Ministry of Education and Research, Ministry of Foreign Affairs). Measures to support this action:
- supporting Jewish culture, education, religious traditions.
5. Ensuring a common information field through information exchange between ministries and agencies and the Jewish community.
6. A common information field is ensured through communication between ministries and agencies in order to achieve the objectives set out in the concept. Measures to support this action:
- The Minister of the Interior will establish a working group composed of representatives of various ministries and agencies and involving representatives of Jewish organisations.

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## INVOLVING STAKEHOLDERS IN DRAFTING THE CONCEPT

This concept was prepared in consultation with representatives of the Jewish Community of Estonia and the Jewish Religious Community of Estonia.