



Ministry of Local Government
and Modernisation

Action plan

Action plan against antisemitism 2016–2020



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Vandalism of the synagogue in Oslo.
PHOTO: LINDA NÆSFELDT / SAMFOTO

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Foreword

Jews constitute a small minority in Norway. The government is introducing a targeted action plan against antisemitism because we want to address prejudice against and harassment of Jews. It is the goal of this government that the measures in this action plan combined, will help reduce antisemitism in Norway.

In the last decade we have seen attacks against Jewish targets in Europe and reports of a rise in the number of antisemitic incidents in Europe. There are also negative attitudes towards Jews in the population of Norway. These attitudes are for example expressed when the word «Jew» is used as an insult or through conspiracy thinking. Unfortunately we have also seen attacks against Jewish targets in Norway.

During the Second World War Norwegian Jews were victims in the Nazi genocide. In Norway, Norwegian Jews were arrested by fellow Norwegians. Our own European history has shown us the fatal consequences of systematising antisemitism and shifting the limits of what is considered to be acceptable treatment of a minority. With this action plan, the government is emphasising that we are actively working against antisemitism.

Antisemitism – hatred of Jews – is a highly complex phenomenon. Antisemitism can be understood as hostile attitudes and actions towards Jews or that which is perceived as «Jewish», based on specific notions of Jews. Antisemitism shares a number of similarities with other forms of group-focused enmity, but also has unique characteristics.

Efforts to combat antisemitism are based on the government's general efforts to combat discrimination, racism and group-focused enmity. The action plan is dynamic, and the measures can be adapted and changed during the action plan period, as we gain new knowledge and experience.

Schools are an important arena in preventive work because measures in schools can reach many. Preventing antisemitic attitudes is already within schools' framework and mandate and is part of the comprehensive approach to strengthen pupils' learning environment. One of the aims of this action plan is to contribute to increased reflection and knowledge about group-focused enmity among student teachers and teachers working in schools. This will make schools better able to work systematically in a number of areas, including combating antisemitism, racism and undemocratic attitudes.

The pilot project Jewish Pathfinders was established in 2015. Through this project, two young Jews have visited upper secondary schools in the 2015–2016 school year to talk about what it is like growing up as a Jew in Norway. The Jewish Community of Oslo started the project with funding from the government in 2015, and the government will continue to support the Jewish Pathfinders project. At the same time, we underline that it is the responsibility of society at large to combat prejudice and antisemitism.

The government also supports projects to make Jewish history and culture better known in Norway. Cultural and information activities can help break down prejudices.

It has been requested that all police districts register antisemitic hate crime; this action plan ensures such registration. Registration will provide a better overview of antisemitic hate crime, which in turn will enable implementation of more targeted measures in the future. Registration will also provide statistics that can be compared with statistics from other countries.

There is a general need for more knowledge about antisemitism, including how antisemitism manifests itself today, the relationship between *attitudes* and

actions, and whether antisemitism is more prevalent among certain population groups than others. One of the measures in this action plan is to carry out regular population surveys of attitudes in Norway, to be aware of trends. The government will also strengthen research on antisemitism and Jewish life in Norway.

The internet is an arena where many people both express and experience antisemitism, racism, harassment and prejudice. This action plan includes an initiative to monitor antisemitism expressed and spread on the internet. In autumn 2016 the government is also going to present a separate strategy against hate speech.

The government has a significant international commitment to combating antisemitism and preserving Jewish heritage in Europe. Through this action plan, we are continuing this work.

In March 2015 a proposal was submitted to the Storting to implement an action plan against antisemitism (cf. Document no. 8:81 to the Storting (2014–2015)). The proposal was considered in May 2015 and received broad political support (cf. Recommendation no. 276 to the Storting (2014–2015)). In June the government started to work on this action plan.

The government would like to extend its thanks to everyone who has contributed input and ideas – researchers, politicians, representatives from various organisations and individuals. We owe a special debt of thanks to the Norwegian Centre for Studies of the Holocaust and Religious Minorities. Last but not least, we would like to thank representatives from the Jewish community here in Norway, who have provided valuable input during the process.



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Overview of measures in the action plan against antisemitism

| No. | Measure | Responsible ministry |
|-----|---|--|
| 1 | Develop teaching resources aimed at teacher training programmes and teachers in schools | Ministry of Education and Research |
| 2 | Strengthen the schools project "Democratic preparedness against racism, antisemitism and undemocratic attitudes" (Dembra) | Ministry of Education and Research |
| 3 | Continue funding for Jewish Pathfinders | Ministry of Local Government and Modernisation |
| 4 | Maintain the increased level of funding for the Jewish museums | Ministry of Culture |
| 5 | Secure funding for the Jewish Cultural Festival in Trondheim | Ministry of Culture |
| 6 | Register antisemitism as a motive for hate crime in all police districts | Ministry of Justice and Public Security |



| No. | Measure | Responsible ministry |
|------------|---|---|
| 7 | Conduct surveys on attitudes every five years | Ministry of Children and Equality et al. |
| 8 | Monitor antisemitism on the internet and in the media (pilot project) | Ministry of Local Government and Modernisation |
| 9 | Establish a research programme on antisemitism and Jewish life in Norway today | Ministry of Local Government and Modernisation |
| 10 | Establish PhD/post-doctoral positions for research on the prevention of group-focused enmity in schools | Ministry of Education and Research and Ministry of Local Government and Modernisation |
| 11 | Continue Norway's international commitments to combatting antisemitism and preserving Jewish heritage in Europe | Ministry of Foreign Affairs |

1 The current situation

In the 2000s there have been a number of different violent acts directed at Jews and Jewish targets in Europe. Examples include the attack on the Jewish Museum in Brussels in 2014 and the attack on a kosher shop in Paris in 2015 immediately following the attack on the French satirical magazine Charlie Hebdo. In the same year a Jewish man who was standing guard outside the synagogue in Copenhagen was killed. The perpetrators of several of these acts have explicitly stated that they were targeting Jews. Some have also cited the Israeli–Palestinian conflict as the reason for their actions, thereby presenting Jews in Europe as responsible for the state of Israel’s policies.

There have been attacks on Jewish targets in Norway as well. In 2006 a fire bomb was thrown at the synagogue in Trondheim, and shots were also fired at the synagogue in Oslo with an automatic weapon. The Jewish cemeteries in Oslo and Trondheim have also been vandalised with Nazi symbols. For several years now, additional security has been necessary around synagogues and other Jewish institutions both in Norway and in other European countries.

There is evidence of negative, antisemitic attitudes towards Jews in Europe. The European Commission against Racism and Intolerance (ECRI) monitors the level of antisemitism in the EU member states. In 2015 ECRI found that one in four European Jews were afraid of being identified as Jews. Denial and trivialisation of the Holocaust, combined with glorification of Nazism, have become more common in European countries. The expression of antisemitism on the internet and in social media is also on the rise.

There is relatively little research on antisemitism and the situation of Jews in Norway today, but we know that harassment of Jews occurs. For example, several

Norwegian Jews are afraid to wear the Star of David¹ visibly, because they fear that it will put them at risk and make them vulnerable in the public sphere. Individuals have experienced direct harassment when they have worn a Star of David necklace.

Jewish pupils in Norwegian schools are vulnerable, and many are the only pupil with a Jewish background at their school. Several have experienced that their fellow pupils use Nazi symbols to harass them personally and Jews in general. «Jew» is widely used as an insult in Norwegian schools. In a survey conducted for the City of Oslo Agency for Education in 2011, 60 per cent of the respondents reported that pupils sometimes call each other Jew at their school. Among the Jewish pupils asked, one third had experienced negative incidents 2–3 times a month or more frequently, because of their Jewish background.

Harassment of Jews and attacks against Jewish targets have also led to awareness and involvement in Norwegian society. In 2015 a «ring of peace» was formed around the synagogues in Oslo and Trondheim, initiated by young Norwegian Muslims. The events attracted widespread international attention. In the same year, more than one hundred famous people signed a petition in support of Jews in Norway. Individual initiatives like this are positive, but should be followed up to have a long-term effect against antisemitism.

It is a social problem, and a democratic problem, when hostile attitudes towards particular groups of people are allowed to take root in the population. In this action plan, the government presents a comprehensive approach to combat and prevent antisemitism.

¹ The Star of David is a symbol associated with Judaism.



Top: Outside the synagogue in Copenhagen after a Jewish guard was shot and killed in February 2015.

PHOTO: SØREN BIDSTRUP / SCANPIX DENMARK

Bottom: The Jewish cemetery in Oslo was vandalised in May 2015.

PHOTO: BERIT ROALD / NTB SCANPIX



2 What is antisemitism?

Antisemitism is a highly complex phenomenon and difficult to define in a few words. There are ongoing discussions, in both academic and political circles, about what should be included in the definition. International debates address issues such as the distinction between criticism of Israel and antisemitism. There is also a discussion about whether negative attitudes toward Jews in Europe today are an expression of a “new antisemitism,” or whether they are “old prejudices in a new guise”.

Today, the term antisemitism is often used to describe hostile attitudes and actions towards Jews or that which is perceived as “Jewish”, based on specific notions of Jews.

One characteristic of antisemitic views is that Jews are collectively assigned certain absolute qualities that have nothing to do with reality. Like other groups that are subjected to racism and prejudice, Jews have been regarded as inferior. But Jews have also been portrayed as strong, superior and powerful. Both views can be forms of antisemitism. Classic antisemitic beliefs include ideas about the Jew as “the other” and disloyal, Jews and money, and Jews as representatives of a hidden, dangerous force in the world.

As a phenomenon, antisemitism has deep historical roots in Europe. Antisemitism can be equally strong in areas where few or no Jews live, as in areas that have had a Jewish population for a long time.

The difference between attitudes and actions

Antisemitism can manifest itself as attitudes held by individuals and as myths, ideology, folklore and imagery in culture. Antisemitism can also be manifested in actions in the form of discrimination,

political mobilisation against Jews, and individual, collective or state violence.²

It is important to distinguish between antisemitic attitudes and antisemitic speech or actions. Although it is fairly likely that a person who carries out antisemitic actions also has negative attitudes toward Jews, there is not necessarily a direct correlation between attitudes and actions.

Reports from the European Union Agency for Fundamental Rights (FRA)³ highlight examples showing that negative attitudes towards Jews in a society may be declining, despite an increase in the number of attacks on Jews or Jewish institutions. An increase in the number of antisemitic incidents may be the result of radicalisation in certain communities, and thus not reflect an increase in negative attitudes toward Jews in the population as a whole. At the same time as widespread group-focused enmity is a societal problem, we also know that individuals can constitute a risk to a vulnerable minority.

Antisemitism as a conspiracy theory

Conspiracy theories are explanation models that mix fact and speculation and revolve around the idea that the government or other powerful groups are secretly conspiring to promote their own, hidden agenda. Conspiracy theories build on distrust in established social structures and democratic processes, and are often associated with alienation. In combination with strong images of the enemy, conspiracy theories can in the worst case contribute to radicalisation and promote violence. The Nazis’ planning and implementation of the genocide of Jews in Europe during the Second

² Helen Fein (1987).

³ The European Union Agency for Fundamental Rights is an EU agency with responsibilities related to the collection and analysis of data on fundamental rights.

World War were based on a conspiratorial idea of “Jewish spirit”, Jewish power and world domination.

Conspiracy theories are not a new phenomenon, but the internet has made it easier to spread these kinds of theories. Antisemitism may manifest itself as a conspiratorial world view. For example, in different conspiratorial communities, on both the political left and right, there are people who claim that the Jews were behind the terrorist attacks in Norway on 22 July 2011 and in the USA on 11 September 2001. There are even conspiracy theories that the Jews themselves were behind the Holocaust. In the survey Antisemitism in Norway? The attitudes of the Norwegian population towards Jews and other minorities conducted by the Norwegian Centre for Studies of the Holocaust and Religious Minorities in 2012, as many as 19 per cent of the respondents agreed with the statement “World Jewry is working behind the scenes to promote Jewish interests”. In other words, almost every fifth Norwegian believes in a kind of Jewish world conspiracy, according to the survey.

Despite the fact that the Holocaust is the most documented genocide in history, there are people who deny that the genocide of European Jews took place. According to a survey conducted by the European Union Agency for Fundamental Rights in eight European countries in 2013, over half of the respondents had heard the statement “Holocaust was a myth or has been exaggerated” at least once in the past year. There may be many reasons for Holocaust denial, but it usually contains an element of antisemitism.

Antisemitism in Norway

Norway has generally had less political or institutionalised antisemitism than many other European countries. However, history reveals that there has been antisemitism also in Norway. For example, Article 2 of the Norwegian Constitution of 1814 banned Jews from entering the country. Article 2 was justified in antisemitic notions about Jews and in the idea that Jews would not be loyal to the Norwegian state. There are many examples of antisemitism in Norway in the period between the two world wars, including in the press.

However, antisemitism in Norway is not a phenomenon only of the past. In 2012 the Jewish Community of Oslo conducted a survey among its members in Oslo and Trondheim, which showed

that 54 per cent of the respondents had experienced antisemitism. The Norwegian Centre for Studies of the Holocaust and Religious Minorities’ survey, carried out the same year, revealed that approximately 12.5 per cent of the population have a pronounced antipathetic attitude towards Jews. This is similar to the numbers in the UK, Denmark and the Netherlands.

Antisemitism and Israel

Antisemitic attitudes can change over time and can vary among groups in the population. Certain classic antisemitic prejudices appear to still exist in Norway today. At the same time the conflict between Israel and Palestine provides a newer framework for people’s ideas about Jews. The Norwegian Centre for Studies of the Holocaust and Religious Minorities’ report A sense of Jewishness from 2014 revealed that Norwegian Jews’ experiences of hate speech are largely related to the debate on the conflict between Israel and Palestine. Jewish informants who participated in the study also reported that they had been subjected to remarks related to Nazi symbols and references to the Nazi state’s persecution of Jews. The informants had heard statements such as “Hitler was on to something, it’s a shame he didn’t succeed”, “Burn in Auschwitz”, and “You are Israel, you are a murderer and must die”. The study showed that both elements of new and old antisemitic vocabularies are in use in Norway today.

European studies show an increase in attacks on Jews and Jewish institutions in periods when the conflict between Israel and Palestine has escalated.

Criticism of Israel can be powerful, one-sided and unbalanced without necessarily being antisemitic. At the same time, there are examples of actions undertaken by the state of Israel that are perceived as negative being described as a result of inherent negative characteristics of Jews. In other words, criticism of Israel may include antisemitic beliefs, and utterances with antisemitic content may be made in contexts where they are camouflaged as “anti-Zionism”⁴. Jews in Norway also report that they have experienced being held accountable for the state of Israel’s policies, including in public debates in Norway.

⁴ Zionism can be understood as Jewish nationalism. For a more detailed discussion of the concept, see Banik 2011.



PHOTO: P DELISS/DPA

PHOTO: BJØRN SIGURDSØN/NTB SCANPIX

3 The Jewish minority in Norway

Jews are both a religious and cultural minority in Norway. Jews, Kvens / Norwegian Finns (people of Finnish descent originally living in northern Norway), Roma, Forest Finns and Romani people / Taters (Travellers) are recognised as national minorities on the basis of their long-standing connection to Norway. These groups have a history in Norway dating back to the 1800s or earlier. Like the other groups, Jews as a national minority are protected by the Council of Europe's Framework Convention for the Protection of National Minorities. The national minority policy is based on the principles of equality and non-discrimination.

The Norwegian Jewish minority consists of around 1,500 people. By comparison, there are approximately 18,000 Jews in Sweden and 6,000 Jews in Denmark.

Article 2 of the Norwegian Constitution of 1814 stated that Jews and Jesuits were to be denied access to Norway. This prohibition is unique in a western European context. Jews in Denmark, for example, were granted civil liberties in the same period. The ban on Jewish immigration to Norway was lifted in 1851.

After Article 2 had been repealed, a few Jews came to Norway from Denmark and northern Germany. The highest number of Jewish migrants came to Norway at the end of the 1880s, when eastern European Jews were fleeing persecution in the Russian Empire. However, there has never been extensive Jewish immigration to Norway.

The Jews who came to Norway mainly settled in Trondheim and Oslo, although smaller Jewish communities were also established elsewhere in Norway. Most of the eastern European Jews who immigrated, soon felt at home in Norway. This paved the way for a strong willingness to integrate, at the

same time as they preserved their Jewish culture and their religion. For example, they regarded it as important that their children go to school and get an education, learn Norwegian and make Norwegian friends. With time, the Jews in Norway developed a distinctive Norwegian-Jewish identity.

When the first Jewish immigrants arrived, Norway was a very homogeneous country in terms of religion. The Jews kept a relatively low profile externally, in terms of practising their religion and preserving their own traditions. Today, Norwegian society is more religiously, culturally and ethnically heterogeneous, and Jews and Jewish culture have also become more visible. The Jewish communities, the Jewish museums in Oslo and Trondheim, and individuals in the Jewish minority have played an important part in this development.

The Norwegian Jewish population today is diverse with respect to religiosity, ethnicity and relationship to tradition. The Jews have established two religious communities in Norway: one in Oslo and one in Trondheim. In 2015 they had around 750 registered members together. The congregations include a broad segment of the Jewish community, i.e. both practising and more secular Jews. The communities provide children and young people with training in Judaism and Jewish culture. The Jewish Community of Oslo also runs a kindergarten and an institution for the elderly.

The Jewish minority in Norway is small, which in itself can entail unique challenges in a number of contexts. It can be a challenge to observe traditions and holidays, and in some cases to comply with religious rules. This probably applies particularly to people living outside Oslo and Trondheim.

The Holocaust in Norway

During the Second World War, 773 Jews were deported from Norway to Nazi mass extermination camps. Only 38 of those who were deported survived. Almost one-third of the Jewish population in Norway was brutally murdered during the Nazi genocide – simply because they were Jews.

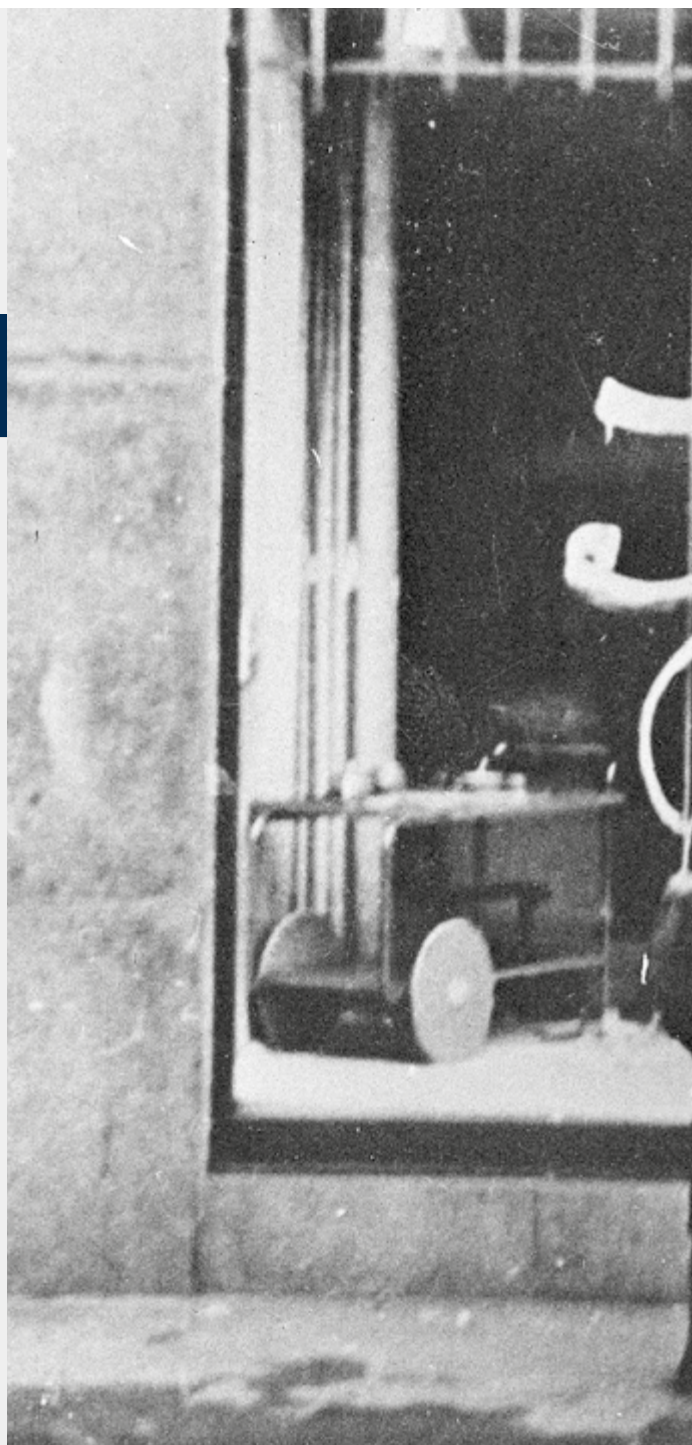
The order to deport Jews came from the German authorities in Norway. The Nazified State Police initiated the order, registered and arrested the Jews. The Norwegian police also participated in the arrests, along with members of the paramilitary unit of the Norwegian Nazi Party “Quisling’s Hird” and Germanic SS Norway. The police action against the Jews on 26 November 1942 was the largest in the history of Norway. All Jewish assets and property were confiscated, on the initiative of the Norwegian Nazi party “Nasjonal Samling”. Members of the civil service, taxi drivers and civilians were also involved in the actions.

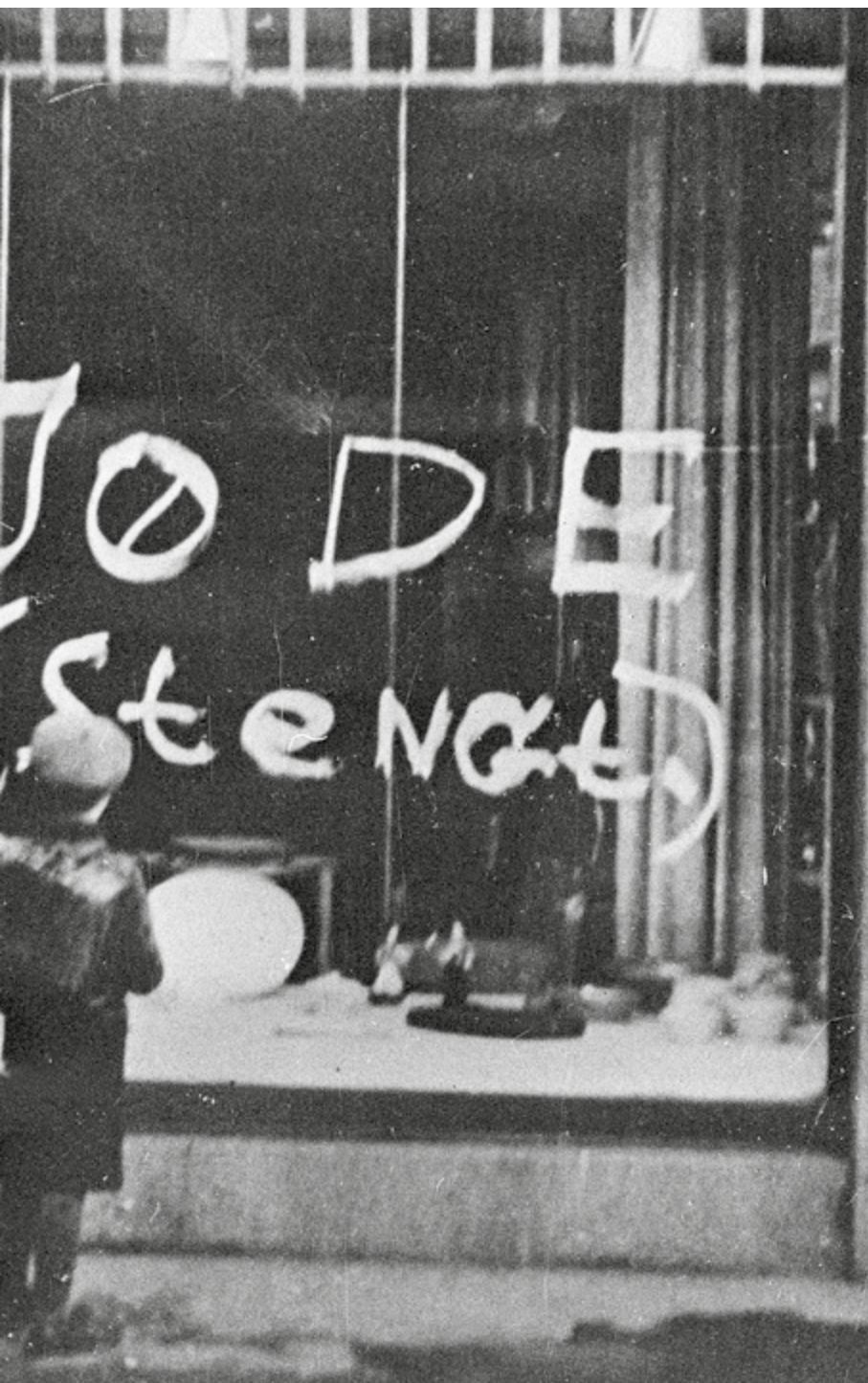
Around 1,200 Jews managed to escape arrest, most by fleeing to Sweden. The majority of the Jews who fled were assisted by groups affiliated with the Norwegian organised resistance movement, but friends and neighbours also helped them escape.

When the Jews who survived the Holocaust returned to Norway after the Second World War, they encountered a bureaucracy that did not take their human or material losses into account. For many of them, it was very difficult to reclaim lost assets, businesses and homes. The state refused to pay out inheritances unless a death certificate was presented, which was impossible for the Jews who had lost family members in the concentration camps to obtain. Some people had to go to court to get their property and assets back.

The restitution settlement – compensation to the Jewish minority – was paid in 1999 on the basis of a recommendation in Official Norwegian Report NOU 1997: 22 *The confiscation of Jewish property in Norway during World War II*. The settlement was both collective and individual. 980 individuals received compensation. The collective settlement has been divided between three main causes: a fund whose return will be used to safeguard Jewish culture and presence in Norway; international support for the revival of Jewish cultures; and to create a centre of knowledge, education and documentation about the Holocaust and the situation of Jews and other minorities. The Norwegian Centre for Studies of the Holocaust and Religious Minorities was established in 2001.

In 2012 the then Norwegian Prime Minister Jens Stoltenberg issued an apology for the role played by Norwegian police officers and other Norwegians in the arrest and deportation of Jews. The National Police Commissioner and the Norwegian State Railways (NSB), whose trains were used to transport the arrested Jews, have also officially expressed their regret that this could happen.





Top: Oslo, autumn 1940.

PHOTO: NTB SCANPIX

Monument in memory of deported Norwegian Jews, Akershus Fortress in Oslo.

PHOTO: (BOTTOM LEFT): STIAN LYSBERG SOLUM / NTB SCANPIX

(BOTTOM RIGHT): JONAS BRÄTHEN / CENTRE FOR STUDIES OF THE HOLOCAUST AND RELIGIOUS MINORITIES.



4 Preventing antisemitism in schools

Efforts against antisemitism in schools are an integrated part of the coordinated work to ensure that all children and young people have a good learning environment. Section 9a of the Norwegian Education Act stipulates that all pupils are entitled to a good physical and psychosocial environment conducive to health, well-being and learning. To achieve this, schools must work systematically on attitudes and values. Pupils shall learn to see the consequences of their choices, speech and actions. Schools play a central role in teaching pupils to respect and recognise diversity and teaching them to live in a “community of disagreement”. This is closely related to teaching in democracy and human rights, mandated in both the objects clause for education in Norway and in the general part of the curriculum for basic education.

It can be a challenge that teachers do not recognise antisemitic remarks or acts or that for various reasons they do not take these kinds of incidents seriously enough. Various measures have therefore been initiated to increase teachers’ and pupils’ knowledge about antisemitism, the Holocaust, Judaism and Jewish culture.

In 2011 the Norwegian Centre for Studies of the Holocaust and Religious Minorities, in collaboration with the European Wergeland Centre and the Department of Teacher Education and School Research at the University of Oslo, was

commissioned to follow up the report *It can happen again: Report from a working group on antisemitism and racism at school established by the Norwegian Ministry of Education and Research (2011)*. This resulted in the project Democratic Preparedness against Racism, Antisemitism and Undemocratic Attitudes (Dembra), which has been implemented in several lower secondary schools in central eastern Norway. In 2016 work started to make Dembra available to schools outside the central eastern region. An external evaluation of Dembra was conducted in spring 2016. Based on this evaluation, the Norwegian Directorate for Education and Training, in collaboration with the Centre for Studies of the Holocaust and Religious Minorities and the European Wergeland Centre, is going to improve the teaching resources developed within the Dembra project.

The general work to prevent bullying in schools is also being strengthened in 2016. In April 2016 the government presented a series of measures against bullying as part of the follow-up of Official Norwegian Report NOU 2015: 2 *To belong. Measures to achieve a safe psychosocial school environment*. In the white paper Report no. 30 to the Storting (2015–2016) *From reception centre to the labour market – an effective integration policy*, the government also proposes developing teaching resources for use in teacher training and for use by teachers in schools, to reduce hate speech, antisemitism and racism.



PHOTO: THE OSLO JEWISH MUSEUM

Measure 1: Develop teaching resources aimed at teacher training programmes and teachers in schools
Responsible: Ministry of Education and Research

For 2017, the Ministry of Education and Research has asked the Norwegian Directorate for Education and Training to develop research-based, pedagogical teaching resources on group-focused enmity for use in teacher training. It shall also develop digital continuing education packages for teachers that can be used in school-based professional development. The teaching resources shall cover the following areas: hate speech, antisemitism, racism, discrimination against minorities and undemocratic attitudes. The teaching resources will be tested in 2018 and evaluated in the first half of 2019. The aim is that the resources will be available to the public in the latter part of 2019.

Measure 2: Strengthen the schools project “Democratic preparedness against racism, anti-semitism and undemocratic attitudes” (Dembra)
Responsible: Ministry of Education and Research

The Dembra project contributes to the work in lower and upper secondary schools to prevent antisemitism, racism, radicalisation and undemocratic attitudes. Dembra is based on the individual school's own experiences and provides tools that teachers and school administrators can use in their everyday work.

In 2016 work started to gradually establish Dembra as a national programme via the Norwegian peace and human rights centres.⁵ In summer 2016 Dembra launched digital resources for use in lower and upper secondary schools. These are available on the website www.dembra.no.

The government is intending to further strengthen Dembra in 2017.

⁵ Initially Dembra is being introduced at the Rafto Foundation and the Falstad Centre.

5 Support initiatives that inform about the diversity in Jewish life and history in Norway

Many people have oversimplified ideas about Jews and Judaism. It is therefore important to emphasise the diversity that exists among Jews in Norway. To counter antisemitism and antipathy toward Jews, it is of importance to highlight the variety in Jewish culture.

It is also important to spread information about Jews' participation in and contributions to Norwegian society. Knowledge can help break down prejudices, as can common arenas and common cultural experiences. For many years museums and cultural festivals have built bridges between different groups in the population, and functioned as arenas for information about culture and history.

There are a number of institutions that disseminate knowledge about Judaism, Jewish culture, life and history in Norway. The Jewish museums in Oslo and Trondheim, the Norwegian Centre for Studies of the Holocaust and Religious Minorities, the Foundation Arkivet, the Falstad Centre and the Vestfold Museums disseminate knowledge to a wide audience. The Jewish communities in Oslo and Trondheim also play an important role in disseminating knowledge about Judaism and Jewish life and history.

Measure 3: Continue the funding for Jewish Pathfinders **Responsible: Ministry of Local Government and Modernisation**

In 2015 the Jewish Community of Oslo established an information measure to increase knowledge about Jews and Judaism in Norway. The long-term goal of the project is to contribute to reducing antisemitism. One of the projects the Jewish Community of Oslo has developed is Jewish Pathfinders, where two young Norwegian Jews visit upper secondary schools around the country. The aim of the project is to make the Jewish minority more visible, demonstrate the diversity among

Jews in Norway, spread knowledge and help reduce prejudices. Jewish Pathfinders was inspired by the Sámi Pathfinders.

The government believes it is important to support the Jewish minority in their own information work, and will continue to support Jewish Pathfinders in the action plan period.

Measure 4: Maintain the increased level of funding for the Jewish museums **Responsible: Ministry of Culture**

The Jewish Museum in Oslo and the Jewish Museum in Trondheim demonstrate how Jewish culture in Norway has unfolded in different ways, both locally and nationally, providing a diverse perspective on Jewish culture and history in Norway. The Jewish museums have a range of different projects and activities against antisemitism. The museums received increased funding in the 2016 national budget, and the government will maintain its support at this level to ensure that the museums can continue their preventive work.

Measure 5: Secure funding for the Jewish Cultural Festival in Trondheim **Responsible: Ministry of Culture**

The Jewish Cultural festival in Trondheim has been held every September since 2010, coinciding with the European Day of Jewish Culture. The festival focuses on providing an experience of the diversity within Jewish culture through a varied programme of concerts and cultural activities. The festival helps showcase Jewish culture in Norway and is thus important in the work against antisemitism.

The festival has received an annual grant from Arts Council Norway since 2011 and was granted a multi-year grant for the period 2014–2016. The government wants to ensure that funding for the festival continues.



Photo: (Top): The Jewish Pathfinders visiting an upper secondary school in Akershus. PHOTO: ERLEND BERGE / VÅRT LAND



(Bottom): School children visiting the Jewish Museum in Oslo. PHOTO: THE OSLO JEWISH MUSEUM

6 Register and investigate antisemitic hate crime

Hate crimes are criminal offences wholly or partly motivated by hatred, persecution or contempt on the basis of skin colour, national origin, ethnic origin, religion, beliefs, sexual orientation or disability.

The Norwegian General Civil Penal Code (2005) contains several provisions pertaining to hate crime with an antisemitic motive. Section 77 of the Norwegian General Civil Penal Code describes circumstances that shall be ascribed particular weight as aggravating circumstances in connection with sentencing for all types of offences, including offences motivated by hatred of certain groups. Section 185 of the Penal Code covers discriminatory or hate speech on the grounds mentioned above. There are separate provisions pertaining to serious threats, aggravated assault and aggravated criminal damage.

The Norwegian Police Directorate publishes annual statistics on hate crime in Norway. In recent years, there have been 200–250 reported offences that are defined as hate crime each year. There is reason to believe that there are many unreported incidents. Furthermore, the statistics do not indicate how many of the reported offences that have an antisemitic motive.

The provisions in the Norwegian General Civil Penal Code on hate crime are based on the motive behind the deed. The police must have good knowledge of hate crime to be able to register offences correctly in the criminal offences system. Good knowledge

of the legislation and registration routines can contribute to greater awareness, and a better basis for investigating and ascertaining guilt in these kinds of cases. At the same time, secure registration routines may help to ensure that more hate crimes are reported and registered, leading to better data and quality assurance of the hate crime statistics.

Oslo Police District has a special unit to tackle and investigate hate crime. This unit will guarantee specialist expertise in the investigation of hate crime. In 2015 there were 70 reported cases in Oslo pertaining to ethnicity, of which four had an antisemitic motive.

It is a goal for the government that the investigation of hate crime be given the necessary priority in all police districts. Offences categorised as hate crime shall be given central, nationwide priority in the regional public prosecution offices and police districts.⁶

Measure 6: Register antisemitism as a motive for hate crime in all police districts

Responsible: Ministry of Justice and Public Security

The government shall ensure that the police register and investigate hate crime with an antisemitic motive. The Norwegian Police Directorate shall prepare a guide on standard registration of all forms of hate crime in Norway's 12 police districts.

The government also wants to publish annual statistics showing reported instances of hate crime with an antisemitic motive in Norway.

⁶ Cf. the Director of Public Prosecutions' circular on goals and priorities to the chiefs of police and regional public prosecution offices (Circular 1/2016).

7 Monitor attitudes in the population

In 2012 the Centre for Studies of the Holocaust and Religious Minorities presented the population survey *Antisemittism in Norway? The attitudes of the Norwegian population towards Jews and other minorities*. On commission from the Ministry of Children and Equality, in collaboration with other relevant ministries, a new survey is going to be carried out, which will be presented in autumn 2017.⁷ The Ministry of Children and Equality is also funding a separate study of ethnic and religious minorities' attitudes to each other, parallel to the population survey. The latter study will identify general experiences associated with being a minority in Norway, with an emphasis on experiences of discrimination. The government will consider possible new initiatives on the basis of findings in the surveys scheduled for 2017.

European studies show an increase in hate speech against Jews on the internet and in social media in recent years. The Norwegian Centre for Studies of the Holocaust and Religious Minorities is conducting a study to investigate the extent to which and how antisemitism is expressed in a selected sample of Norwegian media, including comments sections and social media. The general finding is that anti-Jewish remarks and hate speech are relatively scarce, but do occur in both edited and unedited media. However, this kind of hate speech rarely remains unchallenged. A recurring feature is that Jews are seen as a collective unit, and a common form of generalisation is confusing Jews as a group with the state of Israel. We also find expression of traditional conspiratorial

antisemitic views in online forums. Tweets differ from other material in the survey in that the hashtag "Jew" is associated with money and profiteering, in addition to low work morale, dishonesty and laziness.⁸

Measure 7: Conduct surveys on attitudes every five years

Responsible: Ministry of Children and Equality

in collaboration with the Ministry of Local Government and Modernisation, the Ministry of Education and Research, the Ministry of Justice and Public Security, and the Ministry of Foreign Affairs

Surveys shall be carried out every five years that chart attitudes in the population towards Jews and other minorities. The surveys shall be designed to enable comparison with the Norwegian Centre for Studies of the Holocaust and Religious Minorities' survey from 2012 and the survey to be presented in 2017.

The survey will be co-financed by the relevant ministries, as was the case in 2012 and in 2017.

Measure 8: Monitor antisemitism on the internet and in the media (pilot project)

Responsible: Ministry of Local Government and Modernisation

Surveys show that anti-Jewish attitudes are expressed in various media and on the internet, including social media and comment fields. Negative views of Jews prove to be persistent also in a Norwegian context. In 2017 the Ministry of Local Government and Modernisation will announce funding for a pilot project to monitor antisemitism in the media and on the internet.

⁷ The survey is being carried out by the Norwegian Centre for Studies of the Holocaust and Religious Minorities.

⁸ This survey will be completed in autumn 2016.

8 Acquire more knowledge about antisemitism through research

Important research has been conducted on antisemitism in Norway, and the government supports various research institutes working in this field. However, we need more knowledge about how antisemitism manifests itself today, and about the relationship between antisemitic attitudes and actions. In addition, there is a lack of knowledge about the current situation of Jews in Norway.

The Ministry of Education and Research grants basic funding to seven peace and human rights centres in Norway.⁹ Among these centres, the Norwegian Centre for Studies of the Holocaust and Religious Minorities, the Foundation Arkivet and the Falstad Centre play particularly important roles in the work to combat antisemitism, by disseminating information about regional history related to the persecution of Jews in Norway during the Second World War and the correlations between past and present.

The government supports the Norwegian Centre for Studies of the Holocaust and Religious Minorities with a basic grant from the Ministry of Education and Research. The Ministry of Foreign Affairs also has a framework agreement with the centre. In 2013 the Ministry of Education and Research granted funding to establish a permanent position at the centre to contribute to research and teaching in the area of antisemitism.

The Ministry of Foreign Affairs' framework agreement with the Norwegian Centre for Studies of the Holocaust and Religious Minorities is specifically linked to studies of attitudes to Jews in an international perspective. In autumn 2016 the Ministry of Foreign Affairs will decide whether to enter into a new framework agreement for the period 2017–2018.

In February 2016 the government established the Centre for Research on Extremism: The Extreme Right, Hate Crime and Political Violence (C-REX) at the University of Oslo, as a ten-year project. The purpose is to generate knowledge about the causes and consequences of right-wing extremism and hate crime in Norway and internationally.

Measure 9: Establish a research programme on antisemitism and Jewish life in Norway today **Responsible: Ministry of Local Government and Modernisation**

The Ministry of Local Government and Modernisation will allocate funds for a research programme on antisemitism and Jewish life in Norway today. The objective is to strengthen the general research on the topic. The projects will be announced by the Research Council of Norway, with a deadline in February 2017. The research projects are expected to be completed in 2021.

Measure 10: Establish PhD/post-doctoral positions for research on the prevention of group-focused enmity in schools **Responsible: Ministry of Education and Research and Ministry of Local Government and Modernisation**

The Ministry of Education and Research and the Ministry of Local Government and Modernisation are funding the establishment of doctoral and/or post-doctoral positions on group-focused enmity. The objective is to improve teachers' and pupils' competence in this area, and contribute to the school's long-term awareness-raising activities. The projects will be announced by the Research Council of Norway. At least one of the projects shall address antisemitism specifically.

⁹ The Norwegian Centre for Studies of the Holocaust and Religious Minorities, the European Wergeland Centre, the Falstad Centre, the Foundation Arkivet, the Rafto Foundation, the Nansen Centre for Peace and Dialogue and the Narvik Centre.

Heightened security outside the synagogue in Oslo.
PHOTO: HEIKO JUNGE/NTB SCANPIX



9 Ensure appropriate security measures around Jewish institutions

The authorities have the ultimate responsibility for ensuring the safety of all the citizens in Norway, and implementing special measures for groups that are especially vulnerable. As already mentioned, there have been attacks against the synagogues in Oslo and Trondheim, and the two Jewish cemeteries have been vandalised several times.

When Jewish targets outside Norway are subjected to terrorism and violence, the threat against Jewish institutions in Norway often increases. In these kinds of situations, the police and the Norwegian Police Security Service assess the security around the synagogues etc. Security measures are implemented jointly by the relevant police district and the Norwegian Police Security Service, in dialogue with the Jewish communities in Oslo and Trondheim.



Images from the POLIN Museum of the
History of Polish Jews in Warsaw, Poland.
PHOTO (SYNAGOGUE): AP PHOTO / CZAREK
PHOTO (MUSEUM FACADE) AP PHOTO / ALIK KEPLICZ



10 Efforts to combat antisemitism outside Norway

Norway is broadly involved in international efforts to combat antisemitism. In recent years the government has allocated EEA and Norway Grants to measures to combat antisemitism and increase knowledge and multicultural understanding by preserving Jewish heritage in Europe. The main focus of the efforts to combat antisemitism has been to ensure that the significance of the Jewish contribution to European culture and history is not erased from public memory. Priority has been given to preservation and dissemination of Jewish cultural heritage and history in Latvia, Lithuania, Poland, Portugal, Slovakia, the Czech Republic and Hungary.

EEA and Norway Grants have also been used to support work to promote tolerance and counter antisemitic hate speech, through support for civil society in the recipient countries. Support for minorities and minorities' cultural heritage will remain central also in the coming financing period for the EEA and Norway Grants up until 2021.

International Holocaust Remembrance Alliance (IHRA)

IHRA is the most specialised international organisation combating antisemitism. IHRA currently has 31 member countries, ten observer countries and seven permanent international partners. The Alliance discusses the member countries' initiatives within education and research and for the preservation of memorials and museums. Norway had the presidency in 2009 and has expressed willingness to take on the presidency again in 2019.

In its follow-up of IHRA, the Ministry of Foreign Affairs will continue to collaborate closely with the Norwegian Centre for Studies of the Holocaust and Religious Minorities (see also the discussion in section 8).

The Council of Europe's work to combat antisemitism

The Council of Europe works broadly to combat hate speech and hate crime. The Council of Europe's action plan on building inclusive societies was adopted in March 2016. This action plan describes racism, intolerance and hate speech as growing problems. The aim of the action plan is to assist member states in managing Europe's diversity through activities in three focus areas: education, anti-discrimination and effective integration. The Council of Europe is also actively engaged in the preservation of Jewish heritage in the member states.

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

Norway is working on following up the OSCE Ministerial Council's declaration from 2014 on enhancing efforts to combat antisemitism, in part through Norway's international participation.

The OSCE Office for Democratic Institutions and Human Rights (ODIHR) prepares annual statistics on hate crime, which also include antisemitic hate crime. ODIHR is collaborating with authorities and civil society to achieve better reporting of hate crime and the exchange of experiences between authorities, the education sector, Jewish organisations and other organisations. It has also prepared manuals for teachers. The government will work closely with ODIHR in its future work.

Measure 11: Continue Norway's international commitments to combating antisemitism and preserving Jewish heritage in Europe Responsible: Ministry of Foreign Affairs

In its further work Norway will collaborate closely with international organisations to help combat antisemitism and safeguard Jewish heritage.

11 The most relevant policies and legislation

The government's efforts to combat antisemitism are based on its other work to combat discrimination and group-focused enmity, hate speech and hate crime – and the government's work to promote democracy and equality and to ensure freedom of religion and belief.

A new, comprehensive Equality and Anti-Discrimination Act

The current Ethnicity Anti-Discrimination Act prohibits unlawful differential treatment on the grounds of ethnicity, religion and belief. The government has had a proposal for public consultation to merge this Act and the other three Acts on equality and anti-discrimination into one comprehensive Equality and Anti-Discrimination Act.

Several of the proposals for the new legislation will strengthen protection against discrimination. For example, a provision has been proposed that all teaching materials and teaching shall be based on equality and non-discrimination, with regard to all the discrimination grounds in the Act.

It has also been proposed that the Act shall clearly establish that there is a particularly strict prohibition against discrimination in working life and that discrimination caused by combinations of different grounds for discrimination, such as ethnicity and religion or religion and gender, is prohibited.

The government intends to present the proposed new Equality and Anti-Discrimination Act to the Storting (parliament) in spring 2017.

The duty of NGOs to prevent harassment

All voluntary organisations, including sports associations, have a responsibility to seek to preclude and prevent the occurrence of harassment, cf. section 15 of the Ethnicity Anti-Discrimination Act.

The government's action plan against radicalisation and violent extremism

The government's action plan against radicalisation and violent extremism was launched in 2014. This action plan includes measures to prevent recruitment to radical extremist groups, for example through dialogue and by gathering information about radicalisation and violent extremism.

The government's strategy against hate speech

In a democratic society it is important to defend freedom of expression. The government is working to achieve a society where everyone can participate in the public debate without being afraid of hate speech. As part of this work, the government has launched a political declaration against hate speech. Politicians, organisations and members within civil society have signed the declaration.

In autumn 2016, the government is also going to launch a separate strategy against hate speech. The strategy will include policies and measures that will also support the efforts against antisemitism.



Above: Memorial at the Jewish cemetery, Østre Gravlund (Eastern Graveyard) in Oslo.
 PHOTO: JARL FR. ERICHSEN / NTB SCANPIX



Below: Brass plaques to commemorate the victims of the Holocaust outside Calmeyers gate 15 in Oslo. The plaques were made by the German artist Gunter Demnig.
 PHOTO: MIMSY MØLLER / SAMFOTO

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|---|---|--|---|--|---|
| <p>HER 6000 JACOB BOOD FØDSELÅR 1904 DEPORTERT 1942 AUSCHWITZ DREPT 9.12.1942</p> | <p>HER 6000 KAJA PALMVE BOOD FØDSELÅR 1906 DEPORTERT 1942 AUSCHWITZ DREPT 1.12.1942</p> | <p>HER 6000 ANSEL MARCUS MORITZ FØDSELÅR 1906 DEPORTERT 1942 AUSCHWITZ DREPT 24.1.1943</p> | <p>HER 6000 SONJA ESTER MORITZ FØDSELÅR 1911 DEPORTERT 1942 AUSCHWITZ DREPT 1.12.1942</p> | <p>HER 6000 OSVAD BERNSTEIN FØDSELÅR 1902 DEPORTERT 1942 AUSCHWITZ DREPT 25.9.1943</p> | <p>HER 6000 CESELA BERNSTEIN FØDSELÅR 1909 DEPORTERT 1942 AUSCHWITZ DREPT 1.12.1942</p> |
| <p>HER 6000 ANNA REBEKA BOOD FØDSELÅR 1929 DEPORTERT 1942 AUSCHWITZ DREPT 9.12.1942</p> | <p>HER 6000 WALJA WILHE BOOD FØDSELÅR 1921 DEPORTERT 1942 AUSCHWITZ DREPT 9.12.1942</p> | <p>HER 6000 JOHN CHARLES MORITZ FØDSELÅR 1927 DEPORTERT 1942 AUSCHWITZ DREPT 9.12.1942</p> | <p>HER 6000 LEIF JOAR VIGSTAD FØDSELÅR 1923 DEPORTERT 1942 AUSCHWITZ DREPT 9.12.1942</p> | <p>HER 6000 LEON EISEN FØDSELÅR 1907 DEPORTERT 1942 AUSCHWITZ DREPT 9.12.1942</p> | <p>HER 6000 SALV FLAETER FØDSELÅR 1911 DEPORTERT 1942 AUSCHWITZ DREPT 9.12.1942</p> |

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Published by:
Norwegian Ministry of Local Government and Modernisation

Public institutions may order additional copies from:
Norwegian Government Security and Service Organisation
E-mail: publikasjonsbestilling@dss.dep.no
Internet: www.publikasjoner.dep.no
Telephone: + 47 222 40 000

Publication number: H-2381 E
Design: Melkeveien Designkontor AS
Print: Norwegian Government Security and Service Organisation
12/2016 – Impression 150