



NOA



National Report Card on Government Measures to Counter Antisemitism and Foster Jewish Life

ITALY



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Project Director:

Robin Sclafani, Director of CEJI – A Jewish Contribution to an Inclusive Europe

Senior Lead Researchers:

Melissa Sonnino – Senior Programme Manager at CEJI and Facing Facts Network Director

Daniel Heller – Project Officer at CEJI and Junior Project Coordinator at Facing Facts Network

Junior Researcher:

Murilo Henrique Cambuzzi – Researcher at the Osservatorio Antisemitismo of the Fondazione Centro Di Documentazione Ebraica Contemporanea (CDEC)

Methodological Experts:

Marharyta Zhesko and Alexandra Licht

Academic Expert:

Dilwar Hussain, Assistant Professor, Centre for Trust, Peace and Social Relations, Coventry University

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ABOUT THE NOA PROJECT

NOA – Networks Overcoming Antisemitism offers a pioneering approach to tackling the problem of rising antisemitism in Europe. With its unique partnership of major Jewish networks, it benchmarks EU Member States’ policies across areas and helps them to develop holistic national action plans to address and prevent antisemitism and foster Jewish life. For more information, see: www.noa-project.eu

ABOUT CEJI - LEAD PARTNER, NOA PROJECT

CEJI – A Jewish Contribution to an Inclusive Europe stands with people of all backgrounds to promote a Europe of diversity and respect. A Jewish voice at the European level, our activities include delivering diversity education and enhancing interfaith and intercultural dialogue while advocating in the EU against antisemitism and discrimination of all kinds. For more information, see: www.ceji.org

NOA PARTNERS

[Association for the Preservation of Jewish Heritage and Culture](#)

[B’nai B’rith Europe](#)

[European Union of Jewish Students](#)

[European Union of Progressive Judaism](#)

[World Jewish Congress](#)

FOREWORD FROM THE EUROPEAN COMMISSION COORDINATOR ON COMBATING ANTISEMITISM AND FOSTERING JEWISH LIFE

We at the European Commission are proud to support the NOA-Networks Overcoming Antisemitism project, a unique partnership of six European Jewish organisations that came together in 2019 with the aim of supporting holistic policy and practice to overcome antisemitism and foster Jewish life. Its pragmatic approach pairs security, education, and support for Jewish life with preventive and interventive measures at transnational and national levels. The NOA partners bring complementary expertise, tools, and engagement techniques, drawing on hundreds of affiliate members as well as their own networks. Their vision is to advance an inclusive and democratic Europe where Jewish communities thrive.

The NOA project echoes and contributes to the European Commission's objectives to end antisemitism and foster Jewish life, as specified in its first-ever EU Strategy on the topic, presented on October 5, 2021.

NOA's long-term goals include mapping efforts to combat antisemitism; equipping educators with training and teaching tools; diffusing positive narratives through socio-cultural educational activities; garnering commitments from sporting authorities to ensure the creation of inclusive environments; and evaluating impact to improve and sustain the project's activities over time.

This Italian National Report Card is the fifth in a series and provides a nuanced snapshot of the current policy landscape in the selected areas and highlights the existing gaps as well as opportunities for further responses, which will no doubt evolve over time.

It is our hope that this benchmarking tool will aid in the development and implementation of National Action Plans to counter antisemitism.

I would like to thank the partners and stakeholders who contributed to this report for their openness, expertise, and valuable contributions. I am confident that it is an important step along the journey to countering antisemitism and fostering healthy and dynamic Jewish life.

Europe celebrates its diversity. Europe thrives when its Jewish communities thrive.



Katharina von Schnurbein

European Commission Coordinator on Combating Antisemitism and Fostering Jewish Life

A NOTE FROM THE PRESIDENT OF CEJI – A JEWISH CONTRIBUTION TO AN INCLUSIVE EUROPE

For the past thirty years, CEJI has stood with individuals and organisations of diverse religions, cultures and backgrounds to promote an inclusive and democratic Europe. Our activities, including training, education, dialogue and advocacy, are based on a human rights framework that has guided intergovernmental institutions since the mid-20th Century. This framework was established by the United Nations, affirmed by the Council of Europe and the Organisation for the Security and Cooperation in Europe (OSCE), reinforced and enforced by the European Union, and transposed into national law by all EU Member States as a guarantor of Jewish life present and future.

Every European Union country has its own unique story of Jewish life, dating back to ancient Greece and the Roman Empire and continuing through centuries that saw the emergence of Christianity, colonisation and development of the nation-state and democracy. The Jewish diaspora moved across the continent through waves of persecution from the Inquisition to the pogroms of the Middle Ages and the 19th Century and, in the still living memory of some, the Holocaust.

Despite periods of greater or lesser persecution, European Jewish communities have shown themselves to be resilient, capable of regeneration and integration. From craftspeople to merchants, artists and educators to philosophers and scientists, the history of Judaism in Europe is intertwined with the history of the region itself.

Today there are systems in place to monitor antisemitic attitudes, hate speech and hate crime, which is essential for responding to the warning signs of escalating anti-Jewish sentiment with measures of protection and prevention. The NOA project is doing something complementary but different and unique. We are monitoring what countries are doing to prevent antisemitism through their government institutions.

This research is a tool, perhaps not yet a perfect one, to help provide a realistic sense of the opportunities to strengthen policies and ensure governments are accountable to their international human rights commitments, reinforcing structural changes to break vicious cycles of hate. We hope that this policy-benchmarking mechanism will prove useful not only for preventing and addressing antisemitism but also in developing national action plans against racism and all other forms of discrimination as a flourishing life for marginalised communities is an indicator of safety and freedom for all.

We would like to thank our partners from across Europe: The European Association for the Preservation and Promotion of Jewish Culture and Heritage (AEPJ), B'nai B'rith Europe (BBE), the European Union of Jewish Students (EUJS), the European Union for Progressive Judaism (EUPJ), and the World Jewish Congress (WJC), in collaboration with their local affiliates and networks.

We express our great appreciation for the trust and support we have received from the European Commission for this work, which is a natural extension of the multiple initiatives taken by the European Union on antisemitism and racism in recent years.



Alain Philippson
President, CEJI

EXECUTIVE SUMMARY

The NOA-Networks Overcoming Antisemitism project, launched in 2019, is an innovative effort to develop new public-civil society partnerships and enhance collaboration within the nongovernmental sector to support the European Council's Declarations on fighting antisemitism and fostering Jewish life on the continent.¹ This report showcases the current policy landscape in 10 areas: culture, education, hate crime, hate speech, Holocaust remembrance, intercultural dialogue, media, religious freedom, security, and sport. The research demonstrates that there is still much the Italian government can and should do to combat antisemitism.

KEY FINDINGS

1. The country is strongest in legislation addressing the more serious and escalated forms of antisemitism, such as laws concerning security, hate crime, and hate speech. It is weakest in implementation measures aimed at preventing discrimination that targets Jewish people and communities.
2. The policy area that scored the highest is religious freedom, with a long-standing framework of policies in place despite a legislative landscape that is not fully defined. This is likely a reflection of the particular nature of Church-State relations in Italy.
3. The two policy areas that received the next highest scores are security and Holocaust remembrance. This demonstrates meaningful steps have been taken towards the country's recognition of its responsibility towards its Jewish citizens throughout history and today.
4. The areas with the most opportunity for improvement and impact are education, culture, sports, intercultural dialogue, media, and the monitoring of hate speech and hate crime. These policy areas are essential to building societal resilience to extremism and preventing the escalation of antisemitism.
5. Coordination and communication are frequently identified as "weak spots" in implementing Italy's National Strategy against Antisemitism. This indicates a considerable opportunity for positive growth and development with long-term impact.

¹ See: <https://www.consilium.europa.eu/en/press/press-releases/2018/12/06/fight-against-antisemitism-council-declaration/> and <https://www.consilium.europa.eu/en/press/press-releases/2020/12/02/antisemitism-council-declaration-on-fighting-antisemitism/>

RECOMMENDATIONS FOR ITALIAN POLICY-MAKERS

1. Provide the necessary resources to the Office of the National Coordinator for the Fight against Antisemitism to fulfil its mandate. Bring together the relevant ministries, agencies and civil society organisations to monitor progress and develop future activities.
2. Ensure coordination of a holistic, intersectional strategy that supports and enriches current and future iterations of the National Strategy on Combating Antisemitism and the National Action Plan Against Racism (NAPAR).
3. Provide funding to sustain, improve and scale up existing good practices so that activities can achieve their desired impact. Establish a framework for governmental institutions and agencies to support the work and projects of civil society organisations and community-based organisations by jointly applying to European Union funds available to public bodies.
4. Facilitate cooperation across policy areas to maximise the use of resources.
5. Embrace Italy's unique Jewish heritage and cultural capital as a positive resource for countering antisemitism and fostering Jewish life. Encourage the use of cultural sites, centres and programmes as vectors for local intercultural dialogue, cooperation and consciousness-raising with accurate, diverse and non-stereotypical representations of Jews and Judaism.
6. Invest in empirical research to inform policy-makers on how best to identify and counter antisemitism and foster Jewish life.

CONCLUSION

Antisemitism is a structural pillar of racism, and racism will not be eradicated without overcoming antisemitism. The Italian government and society have taken important steps to combat and tackle antisemitism and other forms of discrimination, but more should be done to reckon with the country's past regarding fascism, colonisation and racial laws and their impact on today's society. By acknowledging existing gaps and opportunities in current national policy and making a concerted, coordinated effort to prevent, address and eradicate antisemitism, a clearer path can be opened towards a more inclusive and democratic Europe.

INTRODUCTION

The NOA-Networks Overcoming Antisemitism project is an effort to innovate and develop new public-civil society partnerships and enhance collaboration within the nongovernmental sector. Backed by European Union funding,² a consortium of six European Jewish organisations came together to develop concrete and effective initiatives to combat antisemitism. NOA developed a series of work streams that range from creating training and teaching tools to developing socio-cultural activities to promoting inclusion in sport. The project takes a holistic approach that marries policy and practice, security and education, and transnational and national actions.

This is the fifth publication in a series of five NOA National Report Cards³ which support the European Council's Declarations on the fight against antisemitism.⁴ Through these Declarations, EU Member States committed to mainstreaming the prevention and countering of antisemitism in all its forms across policy areas, recognising that antisemitism is a pan-European challenge. Further, they make clear the need to engage in policy formation at local, national, and European levels. An initial Declaration was published in 2018, revised and refined in 2020, and confirmed again in March 2022,⁵ at which time a slightly broader scope was approved to include "countering antisemitism and fostering Jewish life" in order to create a diverse and inclusive Europe where Jewish communities thrive.

The National Report Cards have been created to serve as a benchmarking tool to aid in the development and implementation of National Action Plans to counter antisemitism in Member States. They take the measure of how well European countries are doing compared to the goals set by the Declarations. This Italian National Report card reflects a multi-year project of stakeholder engagement to achieve the highest standard of

research to evaluate the level of governmental compliance. This report should therefore assist Italy in developing and implementing new policies by highlighting current strengths and weaknesses. In addition, the research provides a wealth of socio-cultural educational resources that will contribute to combating antisemitism.

Nine areas of life are included in the Council Declarations and serve as the basis for NOA's scoring process. The research team added an additional area, "religious freedom," because some partners felt this has a direct bearing on Jewish communities' ability to thrive.⁶ The ten policy areas that the researchers assessed are: culture, education, hate crime, hate speech, Holocaust remembrance, intercultural dialogue, media, religious freedom, security, and sport. In addition, other policy areas are touched upon within these ten areas, such as youth, discrimination, and integration policies. Each of these merits further attention in possible future iterations of this monitoring tool.

As this report's main focus is the state's role and obligations, measures taken by civil society organisations (CSOs) and local communities are mentioned only in as much as they are relevant to the state's role. Further, researchers primarily examined the existence of state policies and practices and did not undertake a qualitative assessment of their measurable impact.

This brief report does not include the full scope of evidence gathered to inform the researcher's assessments of the key indicators. A detailed description of evidence is available upon request through the NOA website contact form.⁷

² The project was funded by the European Union's Rights, Equality and Citizenship Programme (2014-2020).

³ The other countries in this project are Belgium, Hungary, the Netherlands and Austria.

⁴ See: <https://www.consilium.europa.eu/en/press/press-releases/2018/12/06/fight-against-antisemitism-council-declaration/> and <https://www.consilium.europa.eu/en/press/press-releases/2020/12/02/antisemitism-council-declaration-on-fighting-antisemitism/>

⁵ See: <https://www.consilium.europa.eu/en/press/press-releases/2022/03/04/council-adopts-conclusions-on-combating-racism-and-antisemitism/>

⁶ The EU cannot take a position on this topic because it is a national competence.

⁷ See: <https://www.noa-project.eu/report-cards/>

METHODOLOGY

The 2018 European Council Declaration on the fight against antisemitism was the starting point for the development of NOA's research methodology.⁸ The Declaration briefly mentions its expectations in multiple policy areas. Building on this, the NOA project partners—each an expert in their field—explored how these broadly worded directives could translate into measurable indicators. First, existing standards were compiled in order to set up a framework for assessment. Then a scoring system was developed to evaluate the key indicators. NOA's lead researchers gathered information to support these assessments through several methods. These included desk research, interviews, and focus groups to gain a holistic picture of the national policy landscape as it relate to the established indicators.

This project is a first foray into establishing a new set of European benchmarking norms, and every effort has been made to respect the highest ethical standards in this research. The researchers endeavoured to avoid bias in the design, data analysis, data interpretation, and other aspects of this research and honestly report results based on the available evidence. While some risk of subjectivity remains in the interpretation of results, it is important to remember that the purpose of this Report Card is to provide a snapshot of the current policy landscape in order to strengthen government measures to prevent and counter antisemitism going forward.

NOA Standards inform the roles and responsibilities of national governments. They are based on international norms established through regulations, directives, resolutions and other documents adopted by inter-governmental organisations such as European Union institutions, the Council of Europe, the OSCE, and UNESCO.

NOA Indicators are markers of relevant policies and practices related to the fight against antisemitism. Thematic experts crafted key monitoring questions to measure the presence or absence of such policies in various areas.

The NOA Scoring System was developed to offer an easy-to-understand numerical representation of the current state of affairs in each policy area. Thematic experts assigned a maximum value to the key indicators, then the researchers assigned a percentage score measuring how well the policies and practices in place corresponded to each, based on the information available. The scoring system is designed to:

- Enable users to easily identify existing gaps and policy areas that require significant attention from state actors
- Provide benchmarks to compare future development of policies

Assessments were made according to the experience and knowledge of the researchers in the field. In order to ensure depth and nuance, a multi-faceted approach to the final scoring was undertaken, including:

- Interviews with both government and civil society representatives
- One stakeholder workshop with key government and civil society representatives who reviewed a detailed description of the evidence justifying the assigned scores and discussed and validated the overarching results

For more information on NOA's innovative methodology, a separate stand-alone publication entitled "**NOA Methodology: Standards, Indicators and Scoring System**" is available on the NOA website.

⁸For further information on the standards, indicators and scoring system, see: <https://ceji.org/noa-methodology-standards-indicators-and-scoring-system/>

ITALY: BACKGROUND AND CONTEXT

GOVERNMENT STRUCTURE

Italy is a democratic parliamentary republic established by a constitution in 1948. The national government consists of legislative, judicial and executive branches, with the President as Head of State. Italy's legislative branch, the Parliament, has a bicameral system composed of the Chamber of Deputies and the Senate. The executive consists of the President, the President of the Council of Ministers (appointed by the President) and Ministers.

The country is divided into 20 regions, five of which have an autonomous status for specific historical and geographical reasons.⁹ The national government has exclusive powers concerning foreign policy; relations between the Republic and religious denominations; public order and security; general provisions on education; protection of cultural heritage; and various other matters.¹⁰ The national government and the regions share power regarding various issues, including the implementation of educational guidelines; the enhancement of cultural heritage; and healthcare issues. Regions have legislative powers concerning all topics that do not expressly pertain to national legislation.¹¹

ITALIAN JEWISH COMMUNITIES

Jews have been present in Italy for more than 2000 years, first arriving around 168 B.C.E. from Judea, mainly as merchants, artisans and scholars.¹² Jewish life flourished in Rome during the Roman Imperial era, and Jews were generally accepted in society the same as members of other religious groups.¹³ However, with the rise to power of Emperor Constantine in 312, the Christianisation of the Roman Empire began in earnest. This resulted in discriminatory acts such as bans on mixed marriages and conversion to Judaism. In 1120, Pope Callixtus II issued the papal edict *Sicut*

Judaeis, which prohibited Jews from building new synagogues.¹⁴

In the 14th century, with the outbreak of the Black Death plague, Jews were accused of infecting Christians across Europe. Many relocated to northern Italy, where harassment was not as widespread. At this time, several new communities were set up across the region, including in Venice, where Jews played a significant role in the life of the Republic. In 1555, Pope Paul IV issued the edict *Cum nimis absurdum*, which declared that Jews had to live in ghettos, delineated areas where they would have no close contact with Christians, and Jews were forbidden from exercising most professions.¹⁵ This lasted until 1848 when the King of Sardinia declared all citizens equal before the law in the *Statuto Albertino*. As the process of Italian unification continued, the *Statuto Albertino* became the basis for the Constitution of the Kingdom of Italy, and Jews from other parts of the country regained their rights.¹⁶

After World War I, fascism began to spread throughout the country, leading to another rise in antisemitism. In 1930, the Falco Law was enacted to regulate the functioning of the Jewish community.¹⁷ Further "Racial Laws" were enacted in 1938,¹⁸ excluding Jews from schools, public institutions, and the professional world.¹⁹ According to the 1938 census, 47 000 Italian Jews and 10 000 Jews of foreign nationality

¹⁴ For more information, see: https://en.wikipedia.org/wiki/Sicut_Judaeis

¹⁵ See: <https://ucei.it/giornatadellacultura/gli-ebrei-in-italia/>

¹⁶ The Unification, or *Risorgimento*, started in 1848 and lasted until 1871. Roman Jews only obtained their equality in 1870, when Rome was annexed to the Kingdom.

¹⁷ See: <https://ucei.it/giornatadellacultura/gli-ebrei-in-italia/>

¹⁸ A recent debate has arisen regarding the appropriate terminology to describe the "Racial Laws". Some argue that "Racist Laws" is more accurate and the distinction between these terms goes beyond semantics. Indeed, "Racial Laws" is linked to the concept of race, which does not have an inherent physical or biological meaning. In this report, we will continue to refer to them as "Racial Laws" since this remains the most commonly used term to describe the 1938 decree (*Regio Decreto Legge 17 novembre 1938, n. 1728*). For more information see: <https://meis.museum/leggi-razziste-una-storia-tutta-italiana/>; <https://www.articolo21.org/2021/01/leggi-razziali-no-leggi-razziste-intervista-a-giordana-terracina/> and https://www.governo.it/sites/governo.it/files/leggi_antiebraiche_38_43.pdf

¹⁹ For a timeline of the enactment of the laws, see: <https://primolevicenter.org/events/the-italian-racial-laws/>

⁹ See: https://temi.camera.it/leg18/temi/tl18_le_regioni_a_statuto_speciale.html

¹⁰ See: https://www.quirinale.it/allegati_statici/costituzione/costituzione_inglese.pdf

¹¹ See: https://www.quirinale.it/allegati_statici/costituzione/costituzione_inglese.pdf

¹² See: <https://ucei.it/giornatadellacultura/gli-ebrei-in-italia/>

¹³ See: <https://www.romaebraica.it/storia-i1091>

were present in the country.²⁰ In 1940, Mussolini ordered the expulsion of Italian Jews to be organised within ten years. As a result, at least 6 000 emigrated voluntarily. During World War II, internment and transit camps were set up across Italy. From 1943 to 1945, 6 806 Italian Jews were deported to concentration camps, and only 837 returned. At the war's end, an estimated 37 000 Italian and 7 000 foreign Jews remained in the country.²¹

In the decades after WWII, the Jewish community began to grow with the arrival of refugees and migrants from North Africa and the Middle East, especially Libya and Iran. The 1995 Terracini Law provided for certain Jews recognised by a special ministerial commission as “victims of racial persecution” to receive a lifelong governmental pension.²² At present, a Parliamentary Commission enables newly-identified victims to receive compensation. This now includes Jews from Libya, an Italian colony during WWII.²³ In June 2023, an inter-ministerial decree was issued, signed by the Ministers of Economy, Foreign Affairs, and Justice, to regulate the access and disbursement of this fund for compensating victims of war crimes and crimes against humanity committed by the Third Reich on Italian territory between 1939 and 1945.²⁴

An important step for the Jewish community came in 1987 with the *Intesa*,²⁵ an agreement between the Italian government and the Union of the Italian Jewish Communities (UCEI), which regulates their relationship and promulgates the right of Jewish community members to practise their religion freely. Current estimates put the number of Jews at around 34 000,²⁶ representing

about 0.04% of the population.²⁷ UCEI represents around 23 000 Jews who are members of the country's 21 Orthodox Jewish communities,²⁸ the largest of which are in Rome and Milan. The Italian Federation of Progressive Judaism (FIEP)²⁹ represents around 800 Jews from five reform congregations in the country.³⁰ According to the *Intesa*, UCEI is the sole representative of the Jewish community to the Italian state. While neither UCEI nor the government officially recognises FIEP member congregations, they nevertheless maintain informal relations with public institutions, including security forces at the local level.

OVERVIEW OF ANTISEMITISM

Italy, like other places in Europe, is experiencing deep social-demographic changes. A lack of social mobility and an increase in migration, along with difficulties in recognising the rights of marginalised groups (women, LGBTQIA+, Muslims, etc.), have all contributed to increased hostility towards minoritised communities. A 2018 survey on antisemitism from the EU's Fundamental Rights Agency (FRA) showed that 30% of Italian Jews worry about becoming the victim of verbal insults and harassment, and 20% worry about being the victim of a physical attack, while about one-third of respondents are concerned that such incidents might happen to a family member or a person close to them.³¹

Public figures agree that antisemitism continues to be a problem in Italy and recognise that it stems from ideological differences and deep-rooted stereotypes.³² While explicit antisemitism in the political arena is rare—and is strongly condemned by members the Jewish community, civil society, and senior figures in the government—public Jewish figures, such as politicians and journalists, continue to be the target of antisemitic insults on

²⁰ See: https://www.governo.it/sites/governo.it/files/olocausto_italia.pdf

²¹ See: https://www.governo.it/sites/governo.it/files/olocausto_italia.pdf

²² For more information on the Terracini Law (n. 96/1995), see: <https://journals.openedition.org/yod/2601>

²³ See: <https://moked.it/blog/2023/03/15/provvиденze-ai-perseguitati-ripresi-i-lavori-della-commissione/>

²⁴ See: <https://moked.it/blog/2023/07/19/crimini-di-guerra-nazisti-gli-ultimi-sviluppi/>

²⁵ See: <https://presidenza.governo.it/USRI/confessioni/norme/89L101.html>

²⁶ For the purposes of this report, statistics on the number of Jews includes those with one or more Jewish parent (PJP). PJP is defined as “including those who say they are partly Jewish because their identity is split between two or more different identification frameworks [...], and those who say they are not Jewish but have at least one Jewish parent [...]” (World Jewish Population 2021, DellaPergola, 2022, pp. 13-14). For more information, see: [https://www.jewishdatabank.org/api/download/?studyId=1185&mediaId=bjdb%5C2021_World_Jewish_Population_AJYB_\(DellaPergola\)_DB_Public.pdf](https://www.jewishdatabank.org/api/download/?studyId=1185&mediaId=bjdb%5C2021_World_Jewish_Population_AJYB_(DellaPergola)_DB_Public.pdf)

²⁷ Christians make up about 80% of the population and Muslims about 4.9%, see: <https://www.openpolis.it/la-presenza-dei-musulmani-in-italia/>

²⁸ See: https://osservatorioantisemitismo.b-cdn.net/wp-content/uploads/2022/01/ANNUALE_2021_STAMPA.pdf

²⁹ FIEP congregations are recognised by both the European and World Union of Progressive Judaism (EUPJ and WUPJ) According to the *Intesa* UCEI is the sole representation of the Jewish community for the Italian State, and FIEP member congregations are not recognised either by UCEI or the State as official Jewish communities.

³⁰ See: <https://www.fiep-italia.com/single-post/l-uguale-libert%C3%A0-religiosa-in-italia-la-libert%C3%A0-religiosa-degli-ebrei-progressivi>

³¹ See: https://fra.europa.eu/sites/default/files/fra_uploads/fra-2018-experiences-and-perceptions-of-antisemitism-survey_en.pdf

³² See: <https://www.osservatorioantisemitismo.it/wp-content/uploads/2022/01/Pagine-Ebraiche-1-22-DOSSIER.pdf>

social media.³³ Precise data on antisemitic hate crimes in Italy is difficult to determine due to the phenomenon of underreporting and limitations in the national and police recording systems. Both the government-run Observatory for Security against Acts of Discrimination (OSCAD)³⁴ and the police database (SDI)³⁵ present hate crime data to the OSCE-ODIHR.³⁶ However, the SDI database does not disaggregate data according to motive. To counterbalance this, since 2020, OSCAD has been reporting “informal” antisemitic incident data to FRA through the Inter-ministerial Committee for Human Rights (CIDU) of the Ministry of Foreign Affairs and International Cooperation (MAECI).³⁷ Complaints of antisemitism are also recorded by the national equality body, UNAR,³⁸ and the Observatory on Antisemitism (*Osservatorio Antisemitismo*).³⁹ From 2019 to 2021,⁴⁰ OSCAD recorded 293 cases of antisemitic criminal conduct, with most taking place online and involving incitement to violence or defamation/insult.⁴¹ Unfortunately, the number of people cited or arrested remains very low.⁴²

In terms of national legislation, Articles 2 and 3 of the Italian Constitution offer protection against

discrimination,⁴³ and the Reale-Mancino laws⁴⁴ include specific provisions against discrimination on the grounds of racial or ethnic origin, colour, nationality, or religion. Following the European Parliament resolution of June 1, 2017 on combating antisemitism,⁴⁵ in 2020 the Italian government instituted the role of the National Coordinator for the Fight Against Antisemitism⁴⁶ and endorsed the IHRA working definition of antisemitism.⁴⁷ According to the government website, the National Coordinator shall “promote and enhance activities to prevent and combat antisemitism, including through concerted actions with Jewish communities and institutions, and working the necessary coordination with public administrations for matters within their respective areas of responsibility.”⁴⁸

In 2018, a Special Commission on fighting intolerance, racism, antisemitism and incitement to hatred and violence was instituted by the Italian Senate,⁴⁹ headed by Holocaust survivor and Senator for Life⁵⁰ Liliana Segre. Subsequently,

³³ See: <https://www.unar.it/portale/-/minacce-e-insulti-antisemitici-contro-liliana-segre-scattano-perquisizioni-e-sequestri>; <https://www.openonline/2023/03/03/elly-schlein-attacchi-antisemitici/> and <https://www.osservatorioantisemitismo.it/episodi-di-antisemitismo-in-italia/twitter-offese-a-emanuele-fiano/0>

³⁴ See: <https://www.poliziadistato.it/articolo/observatory-for-security-against-acts-of-discrimination---oscad>

³⁵ Its purpose is to provide fast information to police officers during investigation/controls.

³⁶ See: <https://www.osce.org/odihr> and <https://hatecrime.osce.org/italy>

³⁷ To share disaggregated data on antisemitism, OSCAD asks for data on the incidents reported to and investigated by the Carabinieri and police forces. They then match the information with reports received by OSCAD and disaggregate the crimes according to OSCE categories. The data are defined as “informal” since they are not extracted directly from the SDI database but are obtained from directly from police departments.

³⁸ See: <https://servizi.unar.it/Unar/cosa-facciamo/contact-center/segnalazione/intro>

³⁹ See: <https://www.osservatorioantisemitismo.it/approfondimenti/category/studi-dellosservatorio-antisemitismo/>

⁴⁰ The data is not comparable with pre-2019 data due to changes in the methodology of recording.

⁴¹ See: https://fra.europa.eu/sites/default/files/fra_uploads/fra-2022-antisemitism-overview-2011-2021_en.pdf and <https://www.osservatorioantisemitismo.it/approfondimenti/relazionale-annuale-sullantisemitismo-in-italia-2022-annual-report-on-antisemitism-in-italy-2022/>

⁴² From 2019 to 2021, 73 people were cited and 3 were arrested in connection with antisemitic criminal conduct. See: https://fra.europa.eu/sites/default/files/fra_uploads/fra-2022-antisemitism-overview-2011-2021_en.pdf

⁴³ Article 2 guarantees rights and requires solidarity, while Article 3 mandates equality and citizen participation. See: <https://www.senato.it/istituzione/la-costituzione/principi-fondamentali/articolo-2> and <https://www.senato.it/istituzione/la-costituzione/principi-fondamentali/articolo-3>

⁴⁴ The Reale Act (Criminal law 5. Act No. 654) was first introduced on October 13, 1975, and was amended by the Mancino Act on June 25, 1993, and February 24, 2006. The law criminalises a) incitement to racial discrimination, b) racial discrimination, c) incitement to racial violence, d) racial violence, e) the promotion of ideas based on racial superiority or ethnic or racist hatred and f) the setting up or running of participation in or support to any organisation, association, movement or group whose purpose is the instigation of racial discrimination or violence. The Mancino Act also prohibits the public display of symbols and emblems of such organisations and makes racist bias an aggravating circumstance in connection with any offence. See: <https://rm.coe.int/fifth-report-on-italy/16808b5837> and <https://www.gazzettaufficiale.it/eli/id/1993/06/26/093A3644/sg>

⁴⁵ Resolution 2017/2692. See: https://www.europarl.europa.eu/doceo/document/TA-8-2017-0243_EN.html

⁴⁶ The first Coordinator appointed was Professor Milena Santerini. The current Coordinator, appointed on January 26, 2023, is prefect Giuseppe Pecoraro. For more information, see: <https://www.governo.it/en/articolo/prefect-giuseppe-pecoraro-appointed-national-coordinator-fight-against-anti-semitism/21602>

⁴⁷ See: <https://moked.it/blog/2020/01/17/definizione-antisemitismo-dellihra-approvata-dal-governo-oggi-giornata-fondamentale/>

⁴⁸ See: <https://www.sitiarcheologici.palazzochigi.it/www.governo.it/ottobre2022/www.governo.it/it/noantisemitismo/il-coordinatore-nazionale-la-lotta-contro-l-antisemitismo/18979.html>

⁴⁹ See: https://www.senato.it/documenti/repository/commissioni/antidiscriminazioni18/22020614_-_RIE_-_Analisi_comparativa_sul_fenomeno_dellistigazione_allodio_online.pdf. The commission was renewed in the current legislative term, see: <https://www.senato.it/leg/19/BGT/Schede/Commissioni/0-00143.htm>

⁵⁰ Article 59 of the Constitution allows the President of the Republic to appoint five citizens who have shown outstanding patriotic merits in the social, scientific, artistic, and literary fields as lifetime senators. See: https://www.senato.it/Leg18/1025?sezione=126&articolo_numero_articolo=59

in 2021 the government published the National Strategy on Combating Antisemitism,⁵¹ based on the EU Anti-racism Action Plan (2020-2025)⁵² and the EU Strategy on Combating Antisemitism and Fostering Jewish Life (2021-2030).⁵³ The

⁵¹ See: <https://www.governo.it/it/noantisemitismo/strategia-nazionale-la-lotta-contro-l-antisemitismo/18983>

⁵² See: https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/racism-and-xenophobia/eu-anti-racism-action-plan-2020-2025_en

⁵³ See: https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/racism-and-xenophobia/combating-antisemitism/eu-strategy-combating-antisemitism-and-fostering-jewish-life-2021-2030_en

National Strategy focuses on understanding the historical roots of antisemitic prejudices by framing the phenomenon in the Italian context and commits to implementing policies to combat antisemitism in different areas. However, the lack of a section on “fostering Jewish life”, along with the absence of an intersectional approach in addressing discrimination against other minority communities, such as the Roma community, means that a holistic strategy combating different forms of hate has yet to be developed.

NATIONAL STRATEGY FOR COMBATING ANTISEMITISM⁵⁴

Following the European Union Council’s Declaration n° 13637/20, the strategy was drafted by a group of experts and presented by the Presidency of the Council of Ministers on January 27, 2021. It provides a comprehensive overview of the historical roots and characteristics of antisemitism and examines its current manifestations in Italy. It also provides recommendations to state institutions on the different areas covered by the Council decisions, including the following:

1. Adopt the IHRA definition of antisemitism at different levels in the Italian governmental system for identifying expressions of antisemitism by updating agencies’ and Public Administration’s Codes of Conduct.
2. Implement training using case studies and the IHRA working definition of antisemitism to raise awareness about antisemitism in different agencies and with stakeholders.
3. Evaluate the possibility of expanding the Criminal Code by explicitly including antisemitic discrimination or hatred or antisemitic prejudice with proportional and individualised sanctions consistent with the seriousness of the offence.
4. Evaluate the sanctioning of direct active propaganda of Fascist and Nazi Socialist parties, including public conduct (symbols and gestures).
5. Create a single point for collecting data on acts of antisemitic hate crime, hate speech, and incidents to harmonise the view of the phenomenon in Italy by coordinating the monitoring between different stakeholders.
6. Ratify the Additional Protocol to the Council of Europe’s Convention on Cybercrime as part of policies to favour changes in social media platform policies to guarantee a uniform and efficient system of reporting and removing hate speech online.
7. Institutionalise periodic surveys in universities and agencies to identify the presence and development of discriminatory mentalities.
8. Develop educational courses and training specifically addressing antisemitism and prejudices in different sectors such as universities, law enforcement, the Order of Journalists and the Italian National Press Federation.

⁵⁴ For full text, see: www.governo.it/sites/governo.it/files/documenti/documenti/Presidenza/NoAntisemitismo/StrategiaNazionale/StrategiaNazionaleLottaAntisemitismo_EN.pdf

⁵⁵ See: https://www.governo.it/sites/governo.it/files/documenti/documenti/Presidenza/NoAntisemitismo/StrategiaNazionale/StrategiaNazionaleLottaAntisemitismo_def.pdf

ITALY – ALL POLICY AREAS



Culture and Heritage



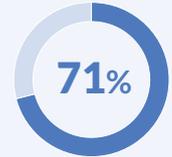
Intercultural Dialogue



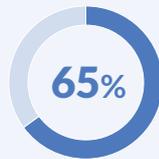
Education



Media



Hate Crimes



Religious Freedom



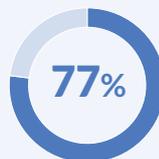
Hate Speech



Security



Holocaust Remembrance



Sport



KEY GENERAL POLICY RECOMMENDATIONS

1. Provide the necessary resources to the Office of the National Coordinator for the Fight against Antisemitism to fulfil its mandate. Bring together the relevant ministries, agencies and civil society organisations to monitor progress and develop future activities.
2. Ensure coordination of a holistic, intersectional strategy that supports and enriches current and future iterations of the National Strategy on Combating Antisemitism and the National Action Plan Against Racism (NAPAR).
3. Provide funding to sustain, improve and scale up existing good practices so that they can achieve their desired impact. Establish a framework for governmental institutions and agencies to support the work and projects of civil society organisations and community-based organisations by jointly applying to European Union funds available to public bodies.
4. Facilitate cooperation across policy areas to maximise the use of resources.
5. Embrace Italy's unique Jewish heritage and cultural capital as a positive resource for countering antisemitism and fostering Jewish life. Encourage the use of cultural sites, centres and programmes as vectors for local intercultural dialogue, cooperation and consciousness-raising with accurate, diverse and non-stereotypical representations of Jews and Judaism.
6. Invest in empirical research to inform policy-makers on how best to identify and counter antisemitism and foster Jewish life.

ASSESSMENT OF KEY INDICATORS

- 1. Preservation of Jewish Heritage:** The national government and Jewish institutions work closely on the mapping and preservation of Jewish sites, archives, and other forms of heritage. The government provides know-how and funding⁶⁷ to several Jewish institutions working on preservation and digitisation efforts. In 2020, the Ministry for Cultural Heritage established a working group to examine, research, and identify cultural assets stolen from the Jewish community and individual Jewish citizens during the period of racial persecution. In 2023, the Jewish community of Rome and the Police Command for the Protection of Cultural Heritage⁶⁸ renewed their Memorandum of Understanding on preventing the trafficking of Jewish heritage objects. The Memorandum introduces the possibility for the Jewish community of Rome to provide training sessions for police on identifying and understanding the history of Jewish artefacts.⁶⁹
- 2. Promotion of Jewish Culture:** The government partners with and funds Jewish organisations dedicated to promoting Italian Jewish culture, such as the MEIS and the TV show *Sorgente di Vita*,⁷⁰ which has been running on public television for over 50 years. Over the past few years, Jewish communities have dedicated greater attention to the linguistic heritage of Italian-Jewish dialects.⁷¹
- 3. Promotion of Jewish Heritage:** National, regional and local governments partner with Jewish institutions to promote Jewish sites and stimulate tourism.⁷²

⁶⁷ Through the 8x1000 law.

⁶⁸ See: <https://www.coespu.org/articles/carabinieri-tpc-1969-defence-our-cultural-heritage>

⁶⁹ See: <https://www.shalom.it/blog/roma-ebraica-bc7/rinnovato-il-protocollo-da-intesa-tra-comunita-di-roma-e-comando-dei-carabinieri-per-la-tutela-del-patrimonio-culturale-b1133421>

⁷⁰ See: <https://www.raiplay.it/programmi/sorgentedivita>

⁷¹ See: <https://unaparolaalgiorno.it/articoli/le-famiglie-delle-parole/i-di-aletti-giudaico-italiani-patrimoni-linguistici-fotografie-della-storia-62>; <https://www.mosaico-cem.it/cultura-e-societa/personaggi-e-storie/in-viaggio-nel-belpaese-a-cavallo-delle-parole-lavventura-delle-lingue-giudaico-italiane-da-livorno-a-veneziana-da-roma-a-torino/> and <https://www.shalom.it/blog/roma-ebraica-bc7/a-a-quanno-ce-voa-a-ce-voa-a-al-teatro-marconi-torna-la-commedia-in-giudaico-romanesco-b1131681>

⁷² For examples, see: <https://www.cimiteroebraicogorizia.eu>; <https://www.ilgoriziano.it/articolo/sinagoga-gorizia-250mila-euro-regione-riaprire-inizio-2024-7-luglio-2023> and <https://moked.it/blog/2021/05/27/il-progetto-che-guarda-al-2025-gorizia-ebraica-una-storia-europea/>

- 4. Recognition of Jewish Culture:** Jewish culture is recognised as an integral part of Italy's cultural heritage, but it is still underrepresented in educational curricula and the media, which tend to focus mostly on the Holocaust and antisemitism when addressing Jewish life.⁷³

RECOMMENDATIONS

1. Establish a comprehensive definition of Jewish heritage in order to preserve it better and develop specific action plans to fund initiatives. Create national standards for conserving, restoring, and rehabilitating Jewish sites.
2. Continue to implement partnerships at local, national, and European levels and in collaboration with private foundations on projects to preserve, catalogue, and develop Jewish cultural heritage.
3. Encourage cultural institutions, such as museums, to display and include Judaism as part of broader Italian heritage by highlighting its contribution to society. Make sure that Judaism is understood and represented in all its complexity, not only for its religious aspects.
4. Train teachers and tour guides on Italian Jewish heritage and culture, focusing on local history and sites, to bring more awareness about Judaism and combat stereotypes. Expand the use of online platforms and e-learning activities to allow museums to reach different groups.
5. Promote the European Days of Jewish Culture⁷⁴ throughout the school year at events and lectures in public schools and universities and in non-formal and informal settings,⁷⁵ such as scout groups, culture clubs, and sports associations.
6. In keeping with the National Strategy, encourage UNAR to actively promote Jewish life through campaigns and/or making funds available for Jewish organisations.

⁷³ See: <https://www.osservatorioantisemitismo.it/approfondimenti/progetto-hideandola-studio-dell-osservatorio-di-pavia-e-dell-osservatorio-antisemitismo-della-fondazione-cdec-sullantisemitismo-2019-2021>

⁷⁴ See: <https://jewishheritage.org/edjc/2023-memory>

⁷⁵ Non-formal education involves organised and structured programmes where individuals actively choose to engage in activities. Informal education represents a lifelong learning process in which individuals acquire attitudes, values, skills, and knowledge from their surrounding environment and everyday encounters. For more information, see: <https://www.coe.int/en/web/lang-migrants/formal-non-formal-and-informal-learning>



EDUCATION



KEY INDICATORS



Education

OVERVIEW

The Italian education system provides a great deal of autonomy. Schools are required to follow the guidelines established by the Ministry of Education, while retaining substantial pedagogical freedom.⁷⁶ There is a mix of public, confessional, and non-confessional private schools, including four Jewish schools which follow the national curricula and are partially subsidised by the State.⁷⁷ The Ministry has established the National Guidelines for Teaching the Holocaust⁷⁸ (2018) and the Guidelines on Combating Antisemitism⁷⁹ (2021) for the primary and secondary levels. Developed with contributions from UCEI and CSOs, they offer methodological and pedagogical approaches appropriate to different target groups. The guidelines were presented by the Ministry in all 20 Italian regions with the help of experts from UCEI and CSOs.

⁷⁶ See: <https://www.miur.gov.it/sistema-educativo-di-istruzione-e-formazione>

⁷⁷ These are located in the Jewish Communities of Milan, Rome, Turin and Trieste.

⁷⁸ See: <https://www.miur.gov.it/-/linee-guida-nazionali-per-una-didattica-della-shoah-a-scuola>

⁷⁹ See: <https://www.miur.gov.it/-/linee-guida-sul-contrasto-all-antisemitismo-nella-scuola>

UCEI and the Ministry of Education have a long-lasting collaboration. In 2012, a Framework agreement was signed to increase cooperation in regard to education about the Shoah, teachers' training, and the enactment of projects. The framework agreement expires every three years and has been renewed several times since then. The most recent agreement signed in 2018 expired in 2021,⁸⁰ and the parties are currently discussing its renewal.

In 2001, prior to the signing of the first framework agreement, UCEI and the Ministry of Education began collaborating on the organisation of the competition "Young People Remember the Shoah" (*I giovani ricordano la Shoah*) to promote the study of and deepen knowledge about the Holocaust.⁸¹ Additionally, national and local authorities fund trips to Auschwitz and other concentration and labour camps for students.

Independent from the framework agreement, a Memorandum of Understanding was signed between the Ministry of Education and UCEI in which they committed to promoting knowledge

⁸⁰ See: <https://www.miur.gov.it/documents/20182/232826/PI+MIUR+-+UCEI.pdf/e87f1070-88da-4b13-8d78-068eb4bb20b8?version=1.0&t=1517217038811>

⁸¹ This is the only educational activity honoured with a prize by the President of the Republic. See: <https://www.scuolaememoria.it/site/it/il-concorso-i-giovani-ricordano-la-shoah/>

of Jews and the Shoah and fighting antisemitism and other forms of discrimination.⁸² Furthermore, in 2023, the Ministry of Education instituted a working group to develop historical educational aids to present Jewish culture in schools.⁸³ The Ministry and UCEI have set up the website “School and Memory” (*Scuola e Memoria*)⁸⁴ to help young people and students reflect on bias, antisemitism, and the Shoah. Yet despite these positive developments, according to interested parties, there has been a decrease in available funds in recent years, which has led to a reduction in governmental support for teacher training and projects.

Regarding textbooks, according to some interviewees, the level of information about Judaism is low. To respond to this issue, UCEI has developed an online platform⁸⁵ with resources and pedagogical tools on Jewish culture and religion.⁸⁶ In addition, it developed 16 fact sheets for Catholic religion classes⁸⁷ with information about Judaism, in conjunction with the Italian Episcopal Conference.⁸⁸ The Union of Young Jews in Italy (UGEI)⁸⁹ provides training for schools in different cities to raise awareness about Jewish life. Museums, foundations and Jewish organisations have created resources for use in schools and offer formal and informal training for educators and students.⁹⁰ Much of this work is undertaken on a voluntary basis, which stakeholders feel may limit its effectiveness. In 2023, an “Italian Network of Memory” was created to explore issues related to

respect for human rights, intolerance, racism and antisemitism.⁹¹

While public universities do not currently offer any degrees in Jewish studies,⁹² UCEI offers a bachelor’s degree programme on religious Jewish studies recognised by the Ministry of Education,⁹³ and the linguistics institute LIMEC offers an Advanced Training Course in Jewish Studies.⁹⁴ In 2022, the Conference of the Deans of Italian Universities (CRUI) encouraged the adoption of the IHRA working definition of antisemitism and its incorporation into the ethical codes of university and non-university teachers. During a meeting with UCEI and the Israeli Embassy, CRUI stressed the need to develop educational paths specifically dedicated to antisemitism within university curricula and to conduct periodic surveys of students, technical and administrative staff and teachers to learn about the presence and development of discriminatory mindsets. It also suggested monitoring any restrictions on freedom of expression in debate at the academic and university levels on the grounds of antisemitic bias.⁹⁵

ASSESSMENT OF KEY INDICATORS

- 1. Civil Society Partnerships:** Several CSOs have created resources on Judaism, antisemitism and the Holocaust and collaborate with schools and teachers to provide education on those topics.
- 2. Classroom Teaching and Assessment:** The Ministry of Education has published guidelines on teaching about the Holocaust and combating antisemitism and has instituted a working group to develop teaching aids on Jewish culture.

⁸² See: Protocollo di intenti tra il Ministero dell’Istruzione e del merito e l’UCEI per promuovere nelle scuole italiane iniziative contro l’antisemitismo, <https://www.miur.gov.it/-/shoah-valditara-a-sinagogora-remah-di-cracovia-firmato-patto-ministero-ucei-per-promuovere-nelle-scuole-italiane-iniziativa-contro-l-antisemitismo>

⁸³ See: <https://www.pisatoday.it/cronaca/programma-cultura-ebraica-scuole-professoressa-veronese-pisa.html>

⁸⁴ See: <https://www.scuolaememoria.it/site/it/home-page/>

⁸⁵ Recently, UCEI applied to be a recognised educational training supplier through the government’s SOFIA platform. The platform provides information, resources, and support for schools, educators, and students in implementing digital technologies, tools and content to enhance teaching and learning experiences. It serves as a hub for sharing best practices, accessing digital educational content, and fostering collaboration among educational stakeholders. See: <https://www.istruzione.it/pd/gf/>

⁸⁶ See: <https://www.zeraim.it/>

⁸⁷ Catholic religion classes have been part of Italian public schools since the Concordat between the Italian State and the Vatican. Students can opt out of these sessions and attend an alternate class.

⁸⁸ The Italian Episcopal Conference is the official assembly of the bishops in Italy. See: <https://www.osservatorioantisemitismo.it/articoli/mondo-ebraico-e-cattolico-insieme-per-correggere-i-pregiudizi>

⁸⁹ See: <https://www.ugei.it/#>

⁹⁰ See: <https://meis.museum/didattica/per-gli-insegnanti/>; <https://www.cdec.it/formazione/>; <https://www.figlidellashoah.org/corsi.asp>; <https://www.tiktok.com/@askajew>

⁹¹ The Italian Network of Memory is a partnership between Museums and Holocaust Memorials that create spaces to encourage young people to reflect on the history of the Shoah, the value of respect for human rights, and the combat against all forms of intolerance and violence. See: <https://www.miur.gov.it/-/per-non-dimenticare-la-shoah-la-rete-italiana-della-memoria->

⁹² According to the available documentation, universities in 85% of Italian regions tackle subjects related to the Holocaust, the history of the Jews and antisemitism. Moreover, findings show that more than 61% of universities cover the subject of the Holocaust with an overall total of 210 courses. See: <https://www.holocaustremembrance.com/members-countries/italy>

⁹³ See: <https://ucei.it/formazione/collegio-rabbinico-italiano/diploma-triennale-in-studi-ebraici/>

⁹⁴ See: <https://www.limec-ssml.com/it/alta-formazione/corso-di-alta-formazione-in-studi-ebraici>

⁹⁵ See: <https://www.crui.it/l-antisemitismo-classico-e-contemporaneo-vecchie-e-nuove-tendenze-e-come-affrontarle.html>

3. **Curriculum:** Schools follow guidelines issued by national authorities and are given a high level of autonomy. Education on both antisemitism and racism is part of the civic education curriculum according to Law 92 (2019)⁹⁶ and Ministerial Decree N. 35 (2020).⁹⁷ The Ministry of Education has issued guidelines on respecting diversity.⁹⁸
4. **Higher Education:** At present, public Italian universities offer no degree programmes on Jewish Studies, although several offer courses on different aspects of Jewish culture or host centres for Jewish studies.⁹⁹ The study of the Hebrew language is often part of Middle East studies, and UCEI offers a bachelor's degree programme on religious Jewish studies recognised by the Ministry of Education.¹⁰⁰ The guidelines on combating antisemitism address only primary and secondary schools¹⁰¹ and do not mention higher education. In 2022, the CRUI recommended developing educational programmes on antisemitism in Italian universities and adopting the IHRA working definition of antisemitism.¹⁰²
5. **Holocaust Education:** The Ministry of Education has published guidelines on teaching about the Shoah and created an online platform with resources and pedagogical material for teachers and students.¹⁰³ Schools are encouraged to organise events during International Holocaust Remembrance Day. The government funds study trips to concentration camps,¹⁰⁴ and the "Italian Network of Memory" was created to promote visits to remembrance sites.¹⁰⁵
6. **Incident Response:** The national guidelines on combating antisemitism do not include a system or procedures to respond to incidents in schools. Teachers and schools handle them on an ad hoc basis.
7. **School Leadership/Governance:** Schools can organise training programmes on diversity for principals, teachers and other workers.¹⁰⁶ Principals are required to attend training yearly, but they are free to select the topics of their courses.¹⁰⁷
8. **Teacher Training:** Teachers are given the option to receive training on Judaism, antisemitism, and the Holocaust, but these trainings are often poorly attended.¹⁰⁸ The government supports workshops¹⁰⁹ to present its guidelines on combating antisemitism in all regions. However, the execution of some programming is inconsistent due to delays in renewing the framework agreement.
9. **Textbooks:** Textbooks are selected by teachers and must be approved by the school's board of teachers.¹¹⁰ They vary greatly on the amount of Jewish history included and, in some instances, present simplistic or misleading information about Judaism. UCEI and CEI have created factsheets to improve Catholic religion class textbooks.¹¹¹

⁹⁶ See: <https://www.gazzettaufficiale.it/eli/id/2019/08/21/19G00105/sg>

⁹⁷ See: <https://www.miur.gov.it/-/decreto-ministeriale-n-35-del-22-giugno-2020>

⁹⁸ See: <https://www.miur.gov.it/documents/20182/0/Linee+guida+Comma16+finale.pdf>

⁹⁹ See: https://www.unior.it/index2.php?start=0&content_id=536&content_id_start=1 and <https://www.cise.unipi.it/>; <http://cerse.uniroma2.it/>

¹⁰⁰ See: <https://ucei.it/formazione/collegio-rabbinico-italiano/diploma-triennale-in-studi-ebraici/>

¹⁰¹ Primary schools cover the ages 6-14 and secondary schools cover the ages of 14-19. See: <https://www.miur.gov.it/sistema-educativo-di-istruzione-e-formazione>

¹⁰² See: <https://www.crui.it/l-antisemitismo-classico-e-contemporaneo-vecchie-e-nuove-tendenze-e-come-affrontarle.html>

¹⁰³ See: <https://www.scuolaememoria.it/>

¹⁰⁴ See: <https://moked.it/blog/2023/01/19/viaggi-della-memoria-le-parole-di-segre/>

¹⁰⁵ See: <https://www.repubblica.it/cronaca/2023/01/24/news/giornata-della-memoria-384902116/>

¹⁰⁶ See: <https://www.miur.gov.it/documents/20182/0/Linee+guida+Comma16+finale.pdf>, p 17

¹⁰⁷ See: <https://www.miur.gov.it/formazione-e-aggiornamenti-dirigenti-scolastici>

¹⁰⁸ Teachers are required to attend trainings every year, but schools can decide which course to offer in accordance with the National plan on training: <https://www.miur.gov.it/formazione-in-servizio>

¹⁰⁹ These workshops are not particularly interactive, nor do they incorporate an experiential learning approach. For more, see: <https://moked.it/blog/2022/10/27/linee-guida-contro-lantisemitismo-al-via-la-nuova-fase-per-le-scuole/>

¹¹⁰ According to the self-regulatory code of the Italian Association of Publishing Houses (AIE), it is the responsibility of publishers to review the textbooks and assure that the information presented is true, that it reflects the plurality of ideas and cultures, and that the content does not discriminate. See: <https://www.zanichelli.it/chi-siamo/codice-autoregolamentazione>. A bill was presented in 2021, to achieve gender equality and contrast gender stereotypes in textbooks, and to create a national observatory at the Ministry of Education with the aim of creating guidelines and reviewing textbooks. The law was not approved. See: <https://www.wired.it/play/libri/2021/04/05/italia-case-editrici-impegno-contro-sessismo/>

¹¹¹ See: <https://educazione.chiesacattolica.it/wp-content/uploads/sites/6/2023/03/14/Libro-Schede-web-DEF.pdf>

RECOMMENDATIONS

1. Periodically review the use and impact of the Guidelines to Combat Antisemitism in Schools.¹¹²
2. Address antisemitism specifically within the government's guidelines on preventing and combating bullying.¹¹³
3. Promote collaboration between the Ministry of Education and the Ministry of Higher Education in order to update the guidelines to include higher education and invite universities to adopt the IHRA working definition of antisemitism.
4. Provide training and teaching tools, including e-learning activities,¹¹⁴ for teachers and students on Jewish history and culture that go beyond the basics of preventing antisemitism. Encourage principals to promote training on Judaism, antisemitism and the Holocaust. Improve UCEI websites.
5. Develop a coherent and holistic approach to national legislation to tackle the issues of human rights, cultural openness, and diversity in schools with age-appropriate materials.
6. Establish and implement clear guidelines and mechanisms for responding to antisemitic incidents in educational settings, including reporting mechanisms and compliance standards. Set up listening and counselling services, as outlined in the National Strategy for combating antisemitism.
7. Renew the framework agreement between the Ministry of Education and UCEI on educational matters for the training of teachers and allocate an adequate budget to remunerate trainers.
8. Set up a formal channel to review and influence the content of recommended textbooks and workbooks to better reflect Italy's cultural diversity, including Jewish contributions.

¹¹² See: <https://www.miur.gov.it/documents/20182/6740601/Linee+guida+antisemitismo.pdf/bd6ce7ed-8965-212f-2492-eb416986460d?version=1.0&t=1642174957136>

¹¹³ See: <https://miur.gov.it/linee-guida-prevenzione-e-contrasto>

¹¹⁴ See for example the project *Natura e Genesi del pregiudizio* hosted on the website *Scuola e Memoria* of the Ministry of Education: <https://www.scuolaememoria.it/site/it/natura-e-genesi-del-pregiudizio/>

on the grounds of racial or ethnic origin, colour, nationality, or religion. Between 2016 and 2018, further amendments to the laws introduced the criminalisation of Holocaust trivialisation and denial as an aggravating circumstance.¹²⁵

- 3. Recording of Hate Crimes:** A course on hate crime for law enforcement was developed by OSCAD in collaboration with CEJI and Facing Facts. It is currently available on the dedicated law enforcement online platform SISFOR but is not compulsory.¹²⁶ There is no instruction or policy document to guide police in identifying and recording antisemitic hate crimes, and the national investigation crime database does not allow bias indicators to be disaggregated.¹²⁷ UNAR coordinates the EU-funded project “Fight against Antisemitism through training and awareness raising activities” (FADE),¹²⁸ which aims to standardise the reporting of antisemitic hate crimes and hate speech and improve coordination among diverse stakeholders.
- 4. Victim Support:** The Legislative Decree of December 15, 2015, no. 212¹²⁹ implements the EU Victims Directive, providing a legislation framework for how judicial authorities and the criminal police should treat particularly vulnerable victims. OSCAD, together with CSOs, offers support for victims of hate crimes.¹³⁰

¹²⁵ Holocaust denial is not a standalone criminal offence in Italian law, but it is considered an aggravating circumstance in relation to the crimes of racist propaganda and incitements of acts of discrimination committed on grounds of race, ethnic or national origin or religion, punishable under Law No 654 of October 13, 1957.” See: [https://www.europarl.europa.eu/RegData/etudes/BRIE/2021/698043/EPRS_BRI\(2021\)698043_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/BRIE/2021/698043/EPRS_BRI(2021)698043_EN.pdf)

¹²⁶ See: <https://www.facingfacts.eu/blog/facing-facts-italy-s-experience/>

¹²⁷ See: <https://hatecrime.osce.org/italy>

¹²⁸ Training for judges and law enforcement is also part of the EU-funded FADE project which UNAR coordinates with the participation of the National Office for combating antisemitism and stakeholders such as UCEI, CEJI and the CDEC Foundation. For more information, see: <https://www.unar.it/portale/web/guest/progetto-f.a.d.e>

¹²⁹ See: <https://www.gazzettaufficiale.it/eli/id/2016/01/05/15G00221/sg> and Article 90 quarter of the Code of Criminal Procedure.

¹³⁰ See: https://www.interno.gov.it/sites/default/files/allegati/oscad_english_version.pdf

RECOMMENDATIONS

1. Improve law enforcement education through better use of existing training resources, including those available on the SISFOR platform.¹³¹ Trainings for criminal justice professionals should reference the IHRA working definition of antisemitism.
2. Strengthen collaboration between law enforcement and government agencies, Jewish institutions, and communities at the local level on matters of education, training, monitoring, and victim support throughout the judicial process.
3. Enhance the exchange of data between public agencies, Jewish institutions, communities, and CSOs by collaborating on different activities.
4. Develop an official list of antisemitic bias indicators for the Italian context and disseminate it throughout the law enforcement system.
5. In keeping with the National Strategy, provide the necessary resources for the Office of the National Coordinator to act as a single point for collecting data on acts of antisemitic hate crime, hate speech, and bias-related incidents. Ensure data is shared amongst key stakeholders, including the Ministry of Justice, the Ministry of Interior, OSCAD, UNAR, UCEI, AGCOM¹³² and CSOs. Accurate reporting and assessment are critical, in particular when evaluating the difference in data gathered by public authorities and CSOs.
6. Provide financial resources for more in-depth research, including analysis of recorded incidents, which explore the connections between hate speech and hate crime.

¹³¹ Developed by OSCAD and Facing Facts.

¹³² AGCOM (*Autorità per le Garanzie delle Comunicazioni*) serves as the regulatory and competition authority for the communication industries, including electronic communications, audio-visual, publishing, postal and, more recently, online platform sectors. It has also been appointed as the National Digital Services Coordinator for the application and enforcement of the Digital Services Act. For more information, see: <https://www.agcom.it/che-cos-e-l-autorita> and <https://www.corrierecomunicazioni.it/digital-economy/agcom-lasorella-pronti-a-diventare-digital-services-coordinator/>



HATE SPEECH



KEY INDICATORS



Hate Speech

OVERVIEW

Online antisemitic hate speech is a major challenge worldwide, and Italy is no exception. Global trends during Covid-19 show a re-packaging of millennium-old antisemitic propaganda to serve political polarisation and extremist radicalisation.¹³³ While there is no specific law in the Italian criminal code targeting hate speech, the Constitution offers protections against discrimination, and the Mancino Law establishes a set of penalties if a person is found guilty of inciting or performing racist propaganda for racial, ethnic, national, or religious reasons.¹³⁴ In addition, Law N° 115 (2016)¹³⁵ includes denial of the Holocaust, crimes of genocide, crimes against humanity or war crimes as an aggravating circumstance.

Despite these safeguards, Holocaust distortion and trivialisation is common on social media¹³⁶ and in sport.¹³⁷ Indeed, the ability of current anti-discrimination laws to reduce or eliminate hate speech is limited due to free speech concerns,

¹³³ See: <https://www.ohchr.org/en/press-releases/2020/04/rise-antisemitic-hatred-during-covid-19-must-be-counteracted-tougher-measures> and <https://cst.org.uk/news/blog/2022/07/19/covid-conspiracies-jew-hate-antisemitism-in-the-covid-19-conspiracy-movement>

¹³⁴ See: <https://www.gazzettaufficiale.it/eli/id/1993/06/26/093A3644/sg>

¹³⁵ See: <https://www.gazzettaufficiale.it/eli/id/2016/06/28/16G00124/sg>

¹³⁶ See: <https://www.joimag.it/15-secondi-dai-campi-di-sterminio-su-tiktok/> <https://www.osservatorioantisemitismo.it/approfondimenti/relazionale-annuale-sullantisemitismo-in-italia-2022-annual-report-on-antisemitism-in-italy-2022>

¹³⁷ See: <https://www.osservatorioantisemitismo.it/tag/antisemitismo-nello-sport/>

and often episodes of antisemitic hate speech or Nazi/Fascist-related discourse go unpunished. An example of this occurred in 2017, when the Supreme Court of Cassation, the highest court of appeal, ruled that singing chants like “*giallorossi ebrei*” (“yellow-red Jew”) at football matches does not violate the Mancino Law. The court stated the chant should be regarded as mockery aimed at the opposing team and “can be linked to the historical rivalry between the two capital clubs.”¹³⁸

There are two vital points of access for reporting, collecting and analysing data on antisemitic hate speech: the UNAR portal¹³⁹ and the Antisemitism Hotline of the Observatory on Antisemitism,¹⁴⁰ which was mandated by UCEI in 2014. In addition, the FADE project further aims to standardise the reporting of antisemitic hate crimes and hate speech and improve coordination among diverse stakeholders, which is currently limited. In 2017, the Ministry of Education enacted the “National Plan on Education to Respect”¹⁴¹ to promote tolerance and combat hate speech in schools, and in 2018, the Italian Senate formed the “Special Commission on Combating Intolerance, Racism, Antisemitism and Incitement to Hatred and

¹³⁸ See: <https://roma.corriere.it/notizie/cronaca/17-febbraio-02-calcio-lazio-sentenza-tifosi-lazio-giallorosso-ebreo-gip-razzismo-aa6c7d1a-e975-11e6-9abf-27281e0d6da4.shtml>

¹³⁹ See: <https://www.unar.it/portale/>

¹⁴⁰ See: <https://www.cdec.it/monitoraggio-antisemitismo/>

¹⁴¹ See: <https://www.miur.gov.it/documents/20182/0/Piano+Nazionale+ER+4.pdf/7179ab45-5a5c-4d1a-b048-5d0b6cda4f5c?version=1.0>; <https://www.noisiamopari.it/site/it/piano-nazionale-per-leducazione-al-rispetto/>

Violence”,¹⁴² which was renewed in the current legislative term.¹⁴³ In 2020, a group of scholars and CSOs founded the National Network for Combating Hate Speech and Hate Crime, which is aimed at monitoring and preventing hate speech and acts.¹⁴⁴ Several other CSOs offer resources and training for teachers and students on the topic.¹⁴⁵ In addition, *Vox Diritti*, an observatory on human rights, publishes the annual report “Map of Intolerance”,¹⁴⁶ which measures the level of negative tweets targeting several minoritised groups.

ASSESSMENT OF KEY INDICATORS

- 1. Legislation on Hate Speech:** There is no specific law targeting hate speech, but several regulations criminalise conduct that is partially equivalent to the commonly understood concept of hate speech. Nevertheless, most cases do not make it to the courts, and often judges struggle to recognise what is punishable behaviour and what is allowed under freedom of speech laws.
- 2. Partnership with Civil Society Organisations:** There is no formal and structural collaboration and exchange of information between law enforcement, the judiciary and CSOs, but collaboration does occur on an informal level.
- 3. Reporting and Monitoring:** UNAR is the main government body dealing with hate speech reports and collaborates with UCEI and others to bring criminal cases to prosecution. OSCAD is the organisation of reference for the police department in such cases. AGCOM has been appointed as National Digital Services Coordinator under the Digital Services Act.¹⁴⁷

¹⁴² See: <https://www.senato.it/documenti/repository/commissioni/anti-discriminazioni18/22020614 - RIE - Analisi comparativa sul fenomeno dell'istigazione all'odio online.pdf>

¹⁴³ See: <https://www.senato.it/leg/19/BGT/Schede/Commissioni/0-00143.htm>

¹⁴⁴ The network brings together scholars and CSOs representing different sectors of society and with a wide range of expertise. See: <https://www.retecontroloodio.org/>

¹⁴⁵ See: <https://paroleostili.it/>; <https://www.retecontroloodio.org/>; and <https://fem.digital/distance-learning/stileostile/>

¹⁴⁶ The report is published in collaboration with the University of Milan, the University of Bari Aldo Moro, Sapienza- University of Rome, and Catholic University. See: <http://www.voxdiritti.it/la-nuova-mappa-dell'intolleranza-7/>

¹⁴⁷ For more information on the Digital Services Act, see: <https://digital-strategy.ec.europa.eu/en/policies/digital-services-act-package> and <https://digitalservicesact.cc/dsa/art38.html>

4. Role of the State in Challenging Antisemitic Attitudes in the Media: Jewish politicians and journalists have been subjected to antisemitic attacks and insults. They usually receive support from Jewish and Italian institutions and the media.¹⁴⁸ While political figures at national and local levels have engaged in antisemitic and racist discourse with no or few legal consequences, they usually face strong condemnation from public figures and the Jewish communities.¹⁴⁹

RECOMMENDATIONS

1. Ratify the First and Second Additional Protocols to the Convention on Cybercrime,¹⁵⁰ as proposed by the National Strategy.¹⁵¹
2. Support the European Commission proposal to include hate crimes and hate speech as EU crimes in the European Council.
3. In keeping with the National Strategy, provide the necessary resources for the Office of the National Coordinator to act as a single point for collecting data on acts of antisemitic hate crime, hate speech, and bias-related incidents. Ensure data is shared amongst key stakeholders, including the Ministry of Justice, the Ministry of Interior, OSCAD, UNAR, UCEI, AGCOM¹⁵² and CSOs. Accurate reporting and assessment are critical, in

¹⁴⁸ See, for example: <https://www.ilriformista.it/antisemiti-attaccano-schlein-per-attaccare-la-democrazia-intervista-a-david-meghnagi-347271/>; <https://eurojewcong.org/ejc-in-action/statements/ejc-condemns-wave-of-antisemitism-directed-against-italian-opposition-leader/>

¹⁴⁹ Some recent examples: in 2019, a Senator, claimed that there is a Jewish plot to take over the world citing the Protocols of the Elders of Zion; in 2021, a candidate for Mayor of Rome claimed that other atrocities gain less attention because victims “didn’t own banks” or belong to powerful lobbies; in 2023 a Minister said that Italians are at risk of “ethnic replacement” echoing an antisemitic conspiracy theory. Amnesty International found a troubling number of offensive, discriminatory or hateful content posted by candidates during the 2022 parliamentary election, see: <https://www.amnesty.it/il-nostro-barometro-dell'odio-sulle-elezioni-nove-contenuti-su-100-pubblicati-dai-politici-offensivi-discriminatori-o-incitanti-all'odio/> For a detailed list of antisemitic incidents in politics, see: <https://www.osservatorioantisemitismo.it/tag/antisemitismo-nella-politica/>

¹⁵⁰ Also known as Budapest Convention. For more information, see: <https://rm.coe.int/168008160f>

¹⁵¹ Italy signed the Second additional protocol in 2022 but has not ratified it yet. <https://www.coe.int/en/web/conventions/full-list?module=signatures-by-treaty&treatynum=224>

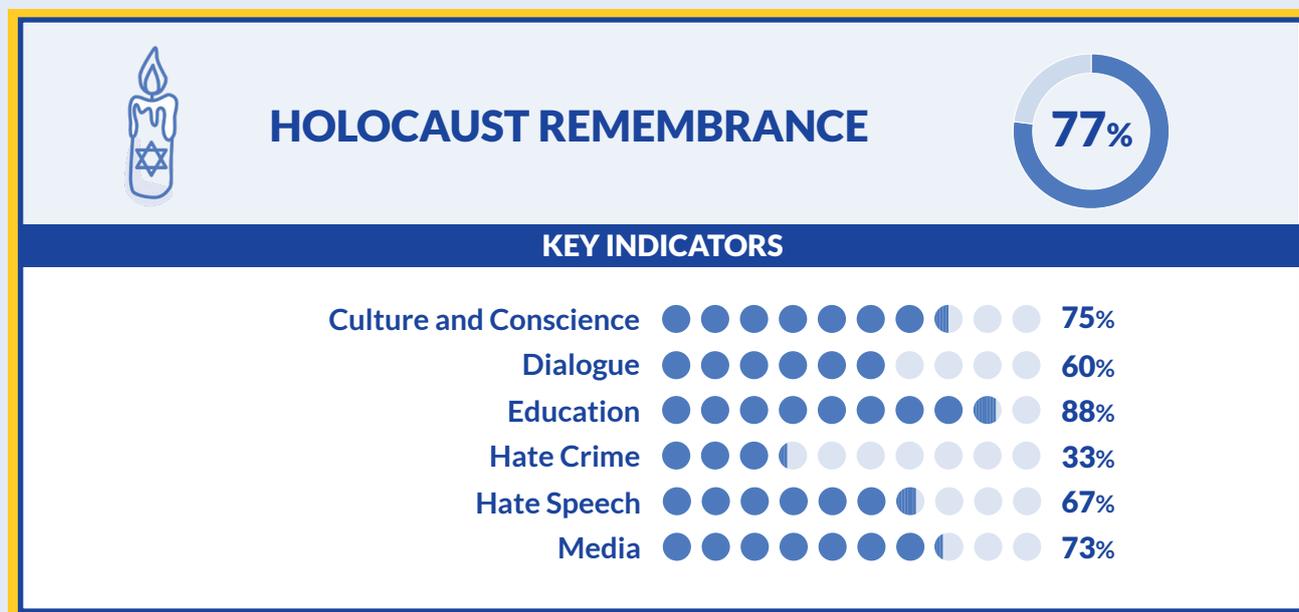
¹⁵² AGCOM (Autorità per le Garanzie delle Comunicazioni) serves as the regulatory and competition authority for the communication industries, including electronic communications, audio-visual, publishing, postal and, more recently, online platform sectors. It has also been appointed as the National Digital Services Coordinator for the application and enforcement of the Digital Services Act. For more information, see: <https://www.agcom.it/che-cos-e-l-autorita> and <https://www.corrierecomunicazioni.it/digital-economy/agcom-lasorella-pronti-a-diventare-digital-services-coordinator/>

particular when evaluating the difference in data gathered by public authorities and CSOs.

4. Evaluate the sanctioning of contemporary propaganda of Fascist and Nazi Socialist parties, including public symbols and gestures, as encouraged by the National strategy for combating antisemitism.
5. Increase trainings for teachers and public authority officers on antisemitism and hate speech. Develop training programmes for teachers and students on social media education and combating Holocaust trivialisation and distortion on social media.¹⁵³

6. The National Coordinator for the Fight against Antisemitism and AGCOM, as the National Digital Services Coordinator, should facilitate dialogue between UCEI, CSOs, social media platforms and other stakeholders involved in monitoring social media to promote the exchange of methodologies, data transmission, trends, and other information. In keeping with the Digital Services Act, the government should support CSOs who have particular expertise and competence in identifying and flagging illegal online content, including hate speech (“trusted flaggers”).

¹⁵³ See: <https://www.joimag.it/15-secondi-dai-campi-di-sterminio-su-tiktok/>



Holocaust Remembrance

OVERVIEW

In 2000, Italy designated January 27 Holocaust Remembrance Day,¹⁵⁴ and numerous cultural, sporting and media events are organised to commemorate it.¹⁵⁵ The Ministry of Education regularly organises visits to remembrance sites for secondary school students. However, in recent years, budget constraints and the Covid-19 situation, along with the delay of the renewal of

the Framework agreement between the Ministry and UCEI, have resulted in fewer students participating in these trips. In response to the financial shortfalls, in 2023, the Senate passed a bill to establish a fund for visits to remembrance sites.¹⁵⁶ Deina, a non-profit organisation, arranges trips for university students,¹⁵⁷ partially funded by the Senate and the Lower House,¹⁵⁸ and initiatives are also present at the regional and local levels.¹⁵⁹

¹⁵⁴ See: https://presidenza.governo.it/USRI/confessioni/norme/legge_211_2000.pdf

¹⁵⁵ See: <https://www.theflorentine.net/2015/04/30/auschwitz-at-ex3/>; <https://ucei.it/runformem/> and <https://moked.it/blog/2022/01/27/il-giorno-della-memoria/>

¹⁵⁶ Viaggi della memoria, see: <https://www.senato.it/attualita/archivio-notizie?nid=68817>

¹⁵⁷ See: <https://www.deina.it/promemoria-auschwitz>

¹⁵⁸ See: https://www.deina.it/_files/ugd/5a89b3_c407f75f7c344a75a0cbc074c7ed0d77.pdf

¹⁵⁹ See: <https://www.assemblea.emr.it/lassemblea/organizzazione/Servizi-e-uffici/gabinetto-del-presidente/viaggi-della->

Italians are well aware of Holocaust Remembrance Day, and the majority believe that it is useful, although personal involvement in activities appears to be on the decline.¹⁶⁰ Local authorities collaborate with CSOs on initiatives, and the national government has established guidelines on Holocaust education and how to address antisemitism in schools. According to an overview provided by the Italian IHRA delegation, “universities in 85% of Italian regions tackle subjects related to the Shoah, the history of the Jews and Anti-Semitism. Moreover, the findings show that more than 61% of universities cover the subject of the Shoah with an overall total of 210 courses”.¹⁶¹ On the other hand, the Italian exhibition¹⁶² at the Auschwitz-Birkenau Museum was shut down in 2011 because the museum felt it did not meet the criteria set by the International Auschwitz Council¹⁶³ and was “not educational in any way”.¹⁶⁴

On Liberation Day (April 25th), Jewish community members frequently participate in the parade to commemorate the role of the Jewish Brigade in the liberation efforts. However, the group has encountered harassment from antagonistic groups on several occasions.¹⁶⁵ In this challenging context, a 2016 amendment to the Reale law¹⁶⁶ includes denial of the Holocaust or the crimes of genocide, crimes against humanity and war crimes as an aggravating circumstance. Nonetheless, Holocaust distortion and trivialisation is common

memoria and <https://www.comune.roma.it/web/it/notizia.page?contentId=NWS454952>

¹⁶⁰ See: <https://moked.it/international/2023/02/06/holocaust-remembrance-day-italians-more-aware-but-less-involved/>

¹⁶¹ See: <https://www.holocaustremembrance.com/member-countries/italy>

¹⁶² Opened in 1980, the Italian exhibition was made up of a ribbon of fabric in the form of a spiral, hung with paintings intended to represent various incidents from the history of Italy in the 1930s and 1940s. “The designers stated that the final section was supposed to be an apotheosis of positive colors signifying victory over the time of contempt and persecution.” (Auschwitz-Birkenau Museum website, 2011). See: <https://www.auschwitz.org/en/museum/news/italian-exhibition-at-the-auschwitz-museum-closed.833.html>

¹⁶³ See: <https://www.auschwitz.org/en/museum/auschwitz-council/>

¹⁶⁴ In 2016, the content of the exhibition was permanently transferred to Florence. Talks are underway between the museum and the Italian governments about creating a new narrative-historical exhibition. See: <https://www.auschwitz.org/en/museum/news/italian-exhibition-at-the-auschwitz-museum-closed.833.html> and <https://moked.it/blog/2023/07/25/italiani-ad-auschwitz-riapre-il-memoriale-racconteremo-il-fascismo-e-i-suoi-crimini/>

¹⁶⁵ See: https://www.ansa.it/sito/notizie/topnews/2022/04/25/25-aprile-contestata-la-brigata-ebraica-a-milano_4c9156cf-176b-4904-b1dd-c33ad67d5096.html

¹⁶⁶ Law N° 115 of June 16, 2016. See: <https://www.gazzettaufficiale.it/eli/id/2016/06/28/16G00124/sg>

on social media¹⁶⁷ and in sport.¹⁶⁸ The IHRA-funded project, “Countering Holocaust distortion on social media. Promoting the positive use of Internet social technologies for teaching and learning about the Holocaust” published guidelines and recommendations for memorials and museums to address Holocaust distortion.¹⁶⁹

In March 2023, the Council of Ministers approved the establishment of a Shoah Museum in Rome, and the State will provide 10 million euros in funding. This decision is a significant step towards preserving and commemorating the memory of the Holocaust and its victims. Subsequently, in July 2023, the Government allocated nearly 61 million for victims of the Nazi regime to pay reparations, taking over responsibility from the German state.¹⁷⁰

ASSESSMENT OF KEY INDICATORS

1. Culture and Conscience: In 2002, the parliamentary Anselmi Commission (*Commissione Anselmi*) reported that the State grants restitution or compensation to victims of the Holocaust who request funding but is not proactively looking for victims.¹⁷¹ Organisations promoting remembrance, such as the Fondazione Museo della Shoah in Rome,¹⁷² the Shoah Memorial in Milan,¹⁷³ and the Casa della Memoria¹⁷⁴ receive government funding for their protection and conservation. Further, the Italian government allocated funds to build the Shoah Museum of Rome.¹⁷⁵ Bills have been proposed in

¹⁶⁷ See: <https://www.joimag.it/15-secondi-dai-campi-di-sterminio-su-tiktok/> <https://www.osservatorioantisemitismo.it/approfondimenti/relazionale-annuale-sullantisemitismo-in-italia-2022-annual-report-on-antisemitism-in-italy-2022>

¹⁶⁸ See: <https://www.osservatorioantisemitismo.it/tag/antisemitismo-nello-sport/>

¹⁶⁹ See: <https://holocaust-socialmedia.eu/wp-content/uploads/Affrontare-la-distorsione-della-Shoah-sui-social-media-Linee-guida-e-raccomandazioni-M.pdf>

¹⁷⁰ See: <https://tg24.sky.it/politica/2023/07/03/governo-vittime-terzo-reich>

¹⁷¹ See: https://web.archive.org/web/20190322081503/http://presidenza.governo.it/DICA/7_ARCHIVIO_STORICO/beni_ebraici/english_version/5_9_ms.pdf; <https://portal.ehri-project.eu/units/it-006338-01> and https://www.gazzettaufficiale.it/atto/serie_generale/caricaArticolo?art.versione=1&art.idGruppo=7&art.flagTipoArticolo=0&art.codiceRedazionale=22G00049&art.idArticolo=43&art.idSottoArticolo=1&art.idSottoArticolo1=10&art.dataPubblicazioneGazzetta=2022-04-30&art.progressivo=0

¹⁷² See: <https://www.museodellashoah.it/>

¹⁷³ See: <https://www.memorialeshoah.it/>

¹⁷⁴ See: <https://www.casadellamemoria.it/>

¹⁷⁵ See: <https://moked.it/blog/2023/03/17/museo-della-shoah-di-roma-lo-stanziamiento-del-governo-manteniamo-viva-la-memoria/>

Parliament to criminalise Nazi and Fascist propaganda and symbols and to prohibit the naming of streets, parks, and other public places after Nazi-Fascist officials.¹⁷⁶

2. **Dialogue:** The national government and local authorities fund trips to Auschwitz and other concentration and labour camps for students, and authorities have facilitated or participated in occasional interfaith commemorations for Holocaust Remembrance Day. A collaboration between several universities, CSOs, the Union of Roma Communities in Italy (UCRI),¹⁷⁷ and UGEI was formed to clean and maintain *Stolpersteine*, ‘stumbling stones’ that commemorate Jews, Roma and Sinti people who were deported,¹⁷⁸ and to organise seminars about different groups of victims of the Holocaust.¹⁷⁹
3. **Education:** Holocaust education is supported by public authorities with guidelines for teachers to address the topic in schools.¹⁸⁰ UCEI, CSOs and universities regularly organise educational courses for teachers, students, and parents on the Shoah, but no monitoring mechanism exists. A network of remembrance sites was created to encourage student visits.¹⁸¹ The State recently awarded funding for a project to create a national archive of testimonials aimed at schools.¹⁸²
4. **Hate Crime:** Public authorities condemn the desecration of Holocaust memorials and cemeteries and fund their restoration, although there are sometimes delays due to inadequate funds and poor municipal coordination. In 2020, the Ministry for Cultural Heritage established a working group entrusted with examining, researching,

and identifying cultural assets stolen from the Jewish community and individual Jewish citizens during the period of racial persecution.¹⁸³

5. **Hate Speech:** The 1975 Reale law was expanded in 2016 to include the “trivialisation of the Holocaust” as an aggravating circumstance to criminal offences, which can lead to imprisonment. The 1993 Mancino Law criminalises racial, ethnic and religious discrimination and the incitement of hate crimes in certain circumstances. However, this text is ambiguous regarding the sale of historical Nazi and Fascist memorabilia.¹⁸⁴ In addition, “apology of fascism” is not illegal,¹⁸⁵ which means commemorations for fallen fascist soldiers continue to be held in cemeteries,¹⁸⁶ Mussolini’s birthplace has become a pilgrimage site,¹⁸⁷ and Holocaust trivialisation occurs in far-right parades and in sports culture.¹⁸⁸
6. **Media:** Holocaust Remembrance Day and commemoration events receive media coverage. The media is responsive in condemning antisemitic attacks and showing counter-narratives to Holocaust denial and trivialisation. The law against Holocaust denial applies to both traditional media and social media content. IHRA funded a project in partnership with universities and CSOs to counter Holocaust distortion on social media.¹⁸⁹

¹⁷⁶ See: <https://www.patriaindipendente.it/cronache-antifasciste/apologia-e-toponomastica-due-leggi-contro-londa-nera/>

¹⁷⁷ See: <https://www.ucri.eu/>

¹⁷⁸ See: https://www.repubblica.it/cronaca/2023/01/19/news/giorno_della_memoria_prima_pietra_inciampo_rom_sinti_triESTE-384208758/

¹⁷⁹ See: <https://moked.it/blog/2022/02/21/memoria-a-piu-voci-limpegno-di-giovani-ebrei-e-rom/>

¹⁸⁰ See: <https://www.miur.gov.it/documents/20182/0/Linee+guida+nazionali+per+una+didattica+della+Shoah+a+scuola.pdf/98d90ec7-0e36-40cf-ba67-4d79836186a8?version=1.0&t=1531153062490>

¹⁸¹ See: <https://www.miur.gov.it/documents/20182/0/Linee+guida+nazionali+per+una+didattica+della+Shoah+a+scuola.pdf/98d90ec7-0e36-40cf-ba67-4d79836186a8?version=1.0&t=1531153062490>

¹⁸² See: <https://www.shalom.it/blog/italia/il-passeggiato-del-testimone-dalla-comunita-di-torino-un-pnrr-per-creare-un-archivio-nazionale-delle-testimonianze-b1133101>

¹⁸³ See: <https://www.beniculturali.it/mibac/multimedia/MiBAC/documents/feed/pdf/DM%2017%20luglio%20Gruppo%20di%20lavoro%20sui%20beni%20sottratti%20agli%20ebrei-imported-100654.pdf>

¹⁸⁴ For more information, see: <https://italia.virgilio.it/il-vino-di-mussolini-6824>

¹⁸⁵ A bill was presented to criminalise “apology of fascism” but did not pass. See: <https://www.ilpost.it/2017/09/13/camera-approvato-apologia-fascismo/>

¹⁸⁶ See: https://milano.repubblica.it/cronaca/2022/11/01/news/primonovembre_neofascisti_campo_10_cimiteri_milano-372435951/

¹⁸⁷ See: <https://apnews.com/article/italy-mussolini-crypt-fascist-sympathers-commemoration-e2805969ab5b3aef7b61081dd575b7a6>

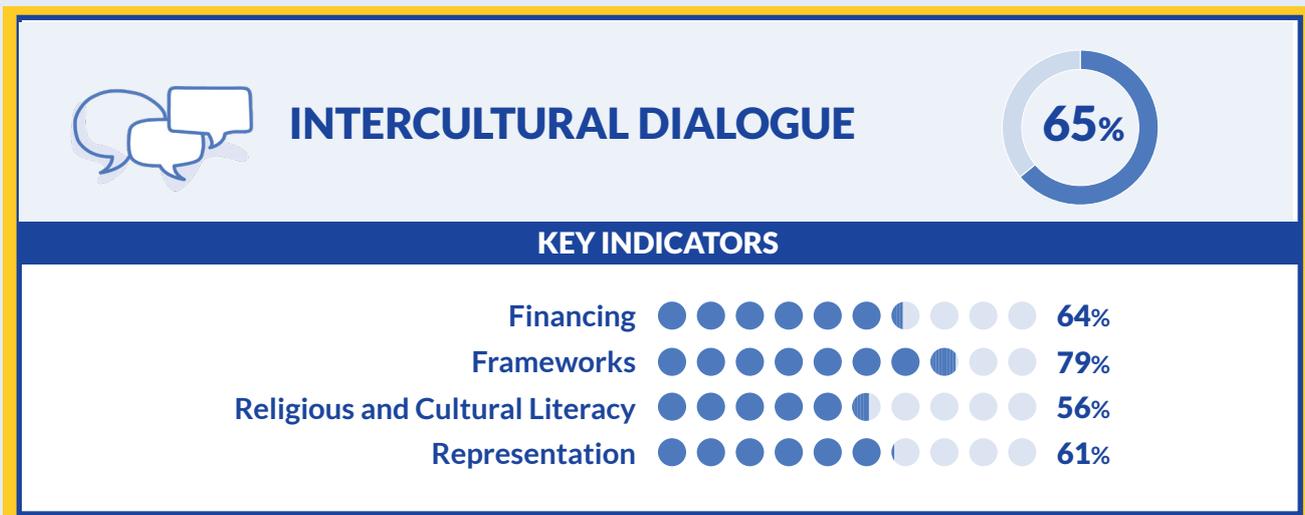
¹⁸⁸ See: <https://www.bnaibrith.org/on-europes-streets-annual-marches-glorifying-nazism-new-report-from-bnai-brith-international-and-the-amadeu-antonio-foundation/>

¹⁸⁹ See: <https://holocaust-socialmedia.eu/affrontare-la-distorsione-della-shoah-sui-social-media/>

RECOMMENDATIONS

1. Implement consistent and coherent Holocaust education training for teachers at all levels, allocating an adequate budget to remunerate trainers. Give special attention to the political conditions and social processes that enabled the Holocaust and their relevance today.
2. Implement evaluation mechanisms for Holocaust education training for students, teachers, public authorities and police forces.
3. Undertake a mapping of educational materials and teacher trainings, including e-learning activities, to identify possible gaps. Optimise the different websites offered by UCEI.
4. Provide additional resources to the Ministry for Cultural Heritage to identify assets stolen by Nazis and Fascists.
5. Promote the participation of youth and peer learning experiences on Shoah-related projects and initiatives.
6. Propose at the ministerial level opportunities for dialogue and discussion with representatives of museums and memorials in order to harmonise and promote their work at the local level. Encourage the Ministry of Education to promote the exchange of best practices at the local level.
7. Engage in a reflection on the opportunity for intercultural and religious dialogue around Holocaust Remembrance.
8. Develop training programmes for teachers and students on social media education and combating Holocaust trivialisation and distortion on social media.¹⁹⁰
9. Reopen an Italian exhibition at the Auschwitz Birkenau Museum.

¹⁹⁰ See: <https://www.joimag.it/15-secondi-dai-campi-di-sterminio-su-tiktok/>



Intercultural Dialogue

OVERVIEW

The 1965 *Nostra Aetate*, a papal declaration on the relation of the Catholic church to non-Christian religions, marked a turning point in public discourse on Jewish-Christian relations, repudiating the ancient charge against the Jewish people for “being responsible for the death of

Jesus.¹⁹¹ Following John Paul II’s 1986 visit to the Jewish Community of Rome,¹⁹² the first such visit since St. Peter, the *Intesa* set the basis for the government’s recognition of Jewish life and institutions. Pope Francis’ visit in 2016 further encouraged the collaboration between Christians

¹⁹¹ The *Nostra Aetate* was conceived during the Second Vatican Council of the Catholic Church. See: https://www.vatican.va/archive/hist_councils/ii_vatican_council/documents/vat-ii_decl_19651028_nostra-aetate_en.html

¹⁹² See: https://www.vatican.va/content/john-paul-ii/it/speeches/1986/april/documents/hf_jp-ii_spe_19860413_sinagoga-roma.html

and Jews.¹⁹³ Pope Francis condemned all forms of antisemitism and “any insult, discrimination and persecution that derive from it.”¹⁹⁴

The Italian government promotes interreligious and intercultural dialogue on an ad hoc basis. The Department of Civil Liberties and Immigration¹⁹⁵ of the Ministry of Interior supports various projects and events throughout the year, often including strategies to address antisemitism. However, the majority of initiatives are organised by religious institutions and CSOs, who regularly promote collaboration and exchange through art exhibitions and events. Special efforts are made to include minoritised communities and students.¹⁹⁶ Many of these activities are funded by the 8x1000 law.

ASSESSMENT OF KEY INDICATORS

- 1. Financing:** Most initiatives are organised by local CSOs and receive funding through the 8x1000 law.
- 2. Frameworks:** Activities promoting intercultural dialogue are often part of educational activities and research programmes, and students and youth groups actively engage in them. UCEI and UGEI continuously develop projects to combat prejudices and create anti-discrimination campaigns with other minoritised and religious communities. During the Covid-19 pandemic, religious communities came together in a consultative manner to draft regulations concerning places of worship and other issues.
- 3. Religious and Cultural Literacy:** Civil servants receive little information about religious diversity in the country, but CSOs often organise events and workshops to fill the void. Religious leaders and public figures show solidarity when antisemitic statements are made, including during political campaigns covered by the media.
- 4. Representation:** The Ministry of Education endorses teaching primary and secondary students about various religions and convictions. Projects and events, sometimes coordinated by UGEI, are aimed at students

from diverse backgrounds. CSOs play a crucial role in promoting and implementing intercultural education.

RECOMMENDATIONS

1. Establish ongoing structured activities promoting interreligious and intercultural dialogue activities to help protect minoritised religious and cultural communities.
2. Provide funding and human resources to better ensure the sustainable implementation of dialogue activities and establish specific projects involving minoritised and diverse communities in collaboration with CSOs.
3. Promote the involvement of various strands of Judaism at interfaith dialogue events and workshops by encouraging intra-group and intra-religious discourse.
4. Assist in developing an agreement between the Italian State and Muslim communities along the lines of State engagement with the Jewish community, which would facilitate interfaith relations and social cohesion.
5. Promote global citizenship through the use of inclusive and diverse educational materials highlighting the geography of migration.¹⁹⁷

¹⁹³ See: <https://press.vatican.va/content/salastampa/it/bollettino/pubblico/2016/01/17/0029/00058.html>

¹⁹⁴ See: https://www.vatican.va/content/francesco/it/speeches/2016/january/documents/papa-francesco_20160117_sinagoga.html

¹⁹⁵ See: <http://www.libertaciviliimmigrazione.dlci.interno.gov.it/it>

¹⁹⁶ See: <http://tavolointerreligioso.org/>; <https://www.piuculture.it/>; <https://www.santegidio.org/> and <https://www.scuolafirentinadialogo.org/>

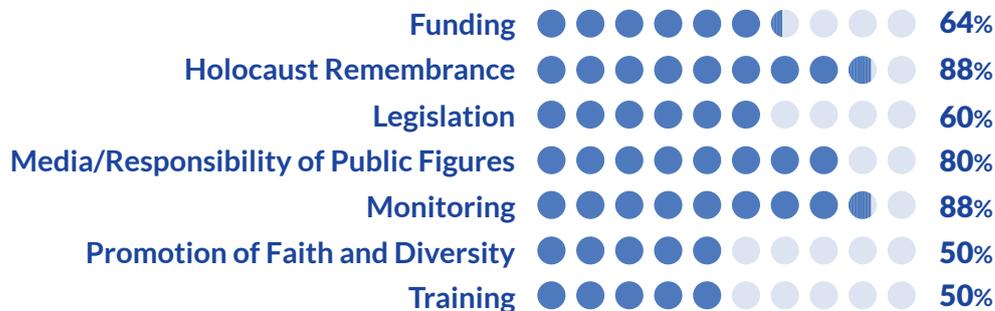
¹⁹⁷ The teaching of geography is closely integrated into the teaching of history throughout the first two years of high school. Ministry recommendations emphasise a dual focus: a thematic analysis of the contemporary world, as well as a geographical examination of issues relating to Italy, Europe and beyond. For more information see: <https://edoceo.altervista.org/linsegnamento-della-geografia-negli-istituti-scolastici-secondari-di-ii-grado/>



MEDIA



KEY INDICATORS



Media

OVERVIEW

The Italian media landscape comprises public (RAI) and private (Mediaset, LA7, Sky Italia, etc.) broadcasters. Internal Ethical Codes¹⁹⁸ and European regulations forbid publishing or distributing racist or antisemitic content in their programmes. Commemorative events, mostly linked to Shoah remembrance, are covered by public and private media. Educators in schools tend to rely on media or content shared on UCEI's platforms for information about Jewish cultural events.

In 2023, the Order of Journalists adopted the IHRA working definition of antisemitism.¹⁹⁹ Cases of antisemitism are reported in the media, and politicians and public figures generally speak out against them.²⁰⁰ A study analysing prime-time news programmes and two popular newspapers

from 2019-2021²⁰¹ indicates that media reporting on antisemitism and Judaism tends to peak around Holocaust Remembrance Day, with decreased coverage for the rest of the year. Further, the study shows that there has been an overall decrease in the amount of prime-time news coverage dedicated to discussing antisemitism. Concerning journalists themselves, those who publicly self-identify or are perceived as Jewish are often the target of online antisemitic insults.²⁰²

In terms of training, CSOs and local Jewish communities organise workshops to instruct journalists and the media sector on Holocaust trivialisation and deep-rooted antisemitic stereotypes.²⁰³ In June 2023, a new independent training specifically addressing antisemitism for journalists was put into place by a professional association.²⁰⁴

¹⁹⁸ For more information, see: https://www.rai.it/dl/doc/1586535485463_Codice%20Etico%20%20Marzo%202020.pdf (RAI), https://www.r101.it/userUpload/Codice_Etico_5022019.pdf (Mediaset), <https://www.la7.it/la7/codice> (LA7), and <https://www.sky.it/content/dam/skyit/it/other/pdf/Code-of-Conduct-Italia.pdf> (Sky Italia)

¹⁹⁹ See: <https://www.odg.it/media-e-antisemitismo-seminario-al-museo-della-shoah-a-roma/51747>

²⁰⁰ For an analysis of the coverage of Judaism and antisemitism on TV news and newspapers, see: <https://www.osservatorioantisemitismo.it/approfondimenti/progetto-hideandola-studio-dell-osservatorio-di-pavia-e-dell-osservatorio-antisemitismo-della-fondazione-cdec-sullantisemitismo-2019-2021>

²⁰¹ See: <https://osservatorioantisemitismo.b-cdn.net/wp-content/uploads/2023/02/ANTISEMITIC-INCIDENTS-IN-ITALY-THE-REPRESENTATION-OF-JUDAISM-AND-ANTISEMITISM-THROUGH-ITALIAN-TV-NEWS-PROGRAMS-AND-NEWSPAPERS-2019-2021.pdf>

²⁰² See: <https://www.osservatorioantisemitismo.it/episodi-di-antisemitismo-in-italia/insulti-a-david-parenzo-basterebbe-leggere-il-vecchio-testamento-per-avere-una-idea-della-bonta-di-cuore-di-un-certo-gruppo-etnico/>

²⁰³ See: <https://holocaust-socialmedia.eu/affrontare-la-distorsione-della-shoah-sui-social-media-3/>

²⁰⁴ See: <https://www.odg.it/media-e-antisemitismo-seminario-al-museo-della-shoah-a-roma/51747>

ASSESSMENT OF KEY INDICATORS

- 1. Funding:** Some Jewish media is funded by the 8x1000 law, and outlets can request additional public funding.²⁰⁵ Magazines and websites like *Pagine Ebraiche*,²⁰⁶ *Mosaico*,²⁰⁷ *Moked*²⁰⁸ and *Shalom*²⁰⁹ represent the main sources of Orthodox Jewish perspectives on current events, while *JoiMag*²¹⁰ represents the secular and progressive point of view. The public media channel supports documentaries produced by UCEI,²¹¹ which recount cultural events, festivals and traditions, and the history and identity of the Orthodox Jewish population in Italy and Europe.
- 2. Holocaust Remembrance:** Holocaust Remembrance Day is covered by public and private Italian media with special reports, and commemorative events are attended by governmental, sports and local authorities in different cities. The public media broadcaster has a section on its website dedicated to content related to Remembrance Day. In 2022, the Order of Journalists launched a project to commemorate the journalists removed from the national registry and/or fired due to the Racial Laws of 1938.²¹²
- 3. Legislation:** Freedom of the press is guaranteed by the Italian Constitution.²¹³ Media laws and regulations apply to both public and private media broadcasters,²¹⁴ which also apply internal codes of conduct. In 2016, the National Press Council incorporated the Charter of Rome, a specific code of conduct for journalists who write on migration and asylum-related themes. However, its efficiency has been questioned due to a lack of enforcement. A 2021 law²¹⁵
- 4. Media/Responsibility of Public Figures:** Antisemitic attacks in both public and private media are condemned by politicians and public figures and are reported by the media sector. The Observatory on Antisemitism reported that 90 books containing antisemitic content were published in 2021.
- 5. Monitoring:** UNAR receives state funds to monitor media and internet projects to combat fake news and disinformation campaigns promoting negative social biases.²¹⁶ This has led Parliament to explore the possibility of mandatory jail time for such activities.²¹⁷ AGCOM can enforce legal provisions or fines against “Very Large Online Platforms” and “Very Large Search Engines” under the Digital Services Act.²¹⁸
- 6. Promotion of Faith and Diversity:** The public media broadcaster RAI presents some general awareness-raising programmes on Jewish life.²¹⁹ RAI consults with Orthodox community representatives and broadcasts religious services. Similar content is offered on RAI’s radio channels, such as the religious culture programme *Uomini e Profeti*²²⁰ or traditional holiday services like Yom Kippur.²²¹ There is limited representation of reform or progressive Judaism in public media.
- 7. Training:** While the Order of Journalists recognises the importance of its role in fighting against antisemitism,²²² trainings on the topic are not available on its internet platform. However, training on discrimination and hate speech is offered at the regional level both online and offline. In addition, a first workshop on antisemitism for journalists was organised by the national

²⁰⁵ See: <https://www.informazioneeditoria.gov.it/it/attivita/contributi-diretti-al-sistema-editoriale/sostegno-alla-stampa/imprese-editorici-di-quotidiani-e-periodici/>

²⁰⁶ See: <https://moked.it/paginebraiche/>

²⁰⁷ See: <https://www.mosaico-cem.it/>

²⁰⁸ See: <https://moked.it/>

²⁰⁹ See: <https://www.shalom.it/>

²¹⁰ See: <https://www.joimag.it/>

²¹¹ See: <https://www.raisplay.it/programmi/sorgentedivita>

²¹² See: <https://www.odg.it/giornalisti-ebrei-radiati-durante-il-fascismo-il-cnog-approva-un-progetto/43655>

²¹³ See: Article 21

²¹⁴ See: <https://www.lexology.com/library/detail.aspx?g=5317f535-d073-4e4d-9e22-99da8318dc23>

²¹⁵ See: <https://www.normattiva.it/uri-res/N2Ls?urn:nir:stato:DECRETO.LEGISLATIVO:2021-11-08;208?vig=>

²¹⁶ See: <https://www.unar.it/portale/monitoraggio-media-e-web>

²¹⁷ See: https://www.ansa.it/sito/notizie/speciali/editoriali/2020/02/28/commissione-di-inchiesta-sulle-fake-news-che-fine-ha-fatto_ce2d7ec2-d0cb-4aa6-ab8a-88356a46dc68.html

²¹⁸ See: https://ec.europa.eu/commission/presscorner/detail/en/IP_23_2413

²¹⁹ See: <https://www.raisplay.it/collezioni/legrandireligionidelmondo>

²²⁰ See: <https://www.raisplayound.it/programmi/uominieprofeti>

²²¹ See: <https://www.shalom.it/blog/roma-ebraica-bc7/kippur-in-onda-la-tradizionale-diretta-dal-tempio-maggiore-di-roma-su-rai-radio-1-a-intervista-a-luciano-cozzolino-b1101471>

²²² See: <https://www.odg.it/giornata-della-memoria-bartoli-giornalismo-antidoto-contro-i-tentativi-di-rimozione/43207>

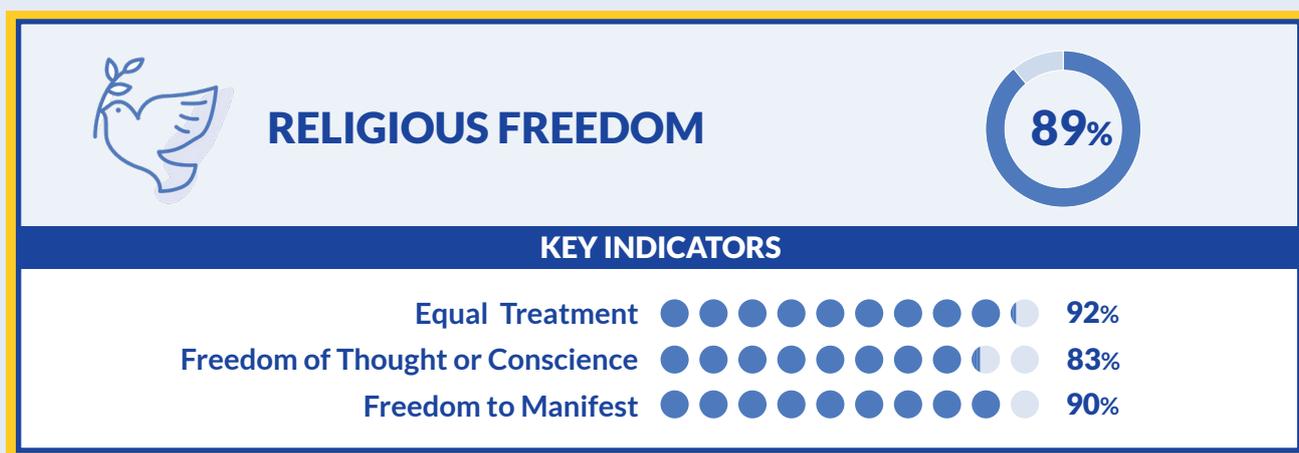
association in partnership with several Jewish organisations. Other CSOs and Jewish communities also offer trainings in this area.²²³

RECOMMENDATIONS

1. Dedicate more space to news and reports on contemporary Jewish life in the country.
2. The National Coordinator and AGCOM should facilitate the dialogue between UCEI, CSOs and social media platforms and ensure that they receive the status of “trusted flaggers”.
3. Include trainings on antisemitism and other forms of discrimination in the curriculum of journalism schools and the training platform of the Order of Journalists. Implement trainings for journalists on the concepts of antisemitism and diversity.
4. Explore possibilities to better integrate information and knowledge on the Shoah and Jewish Life into RAI programming in order to help students, teachers, and educators.
5. In collaboration with different stakeholders, develop guidelines for journalists on how to better report on issues related to Judaism, antisemitism, the Holocaust and Holocaust trivialisation.²²⁴

²²³ For one example, see HIDEANDOLA (Hidden Antisemitism and Communicative Skills of Criminal Lawyers and Journalists): <https://hideandola.jus.unipi.it/2023/04/combattere-la-discriminazione-corso-formativo-per-i-giornalisti/>

²²⁴ For example: <https://ilga-europe.org/files/uploads/2022/09/ILGA-Europe-Guidelines-for-Journalists-2022-3.pdf>



Religious Freedom

OVERVIEW

The EU cannot take a position on this topic because it is a national competence. Nevertheless, the NOA research team added the “freedom of religion or belief” policy area since some partners felt it has a direct bearing on Jewish communities’ ability to thrive.

The Italian Constitution states that all religious denominations are equally free before the law. Article 8 enshrines the right “to organise themselves according to their own statutes, provided that they do not conflict with the Italian legal system.”²²⁵ The Italian State has signed

agreements with several denominations,²²⁶ including the Jewish community. While it is not the subject of this report, it is worth noting that there is no government agreement with the Muslim community, which represents about 5% of the population.²²⁷ To enhance social cohesion more broadly, cooperation and communication among all religious groups would be beneficial.

ASSESSMENT KEY INDICATORS

1. **Equal Treatment:** Orthodox Jewish rabbis affiliated with the *Assemblea Rabbinica Italiana* (ARI)²²⁸ receive the same treatment as other clergy. This includes exemption from military

²²⁶ See: https://presidenza.governo.it/USRI/confessioni/intese_indice.html

²²⁷ See: <https://www.openpolis.it/la-presenza-dei-musulmani-in-italia/>

²²⁸ See: <https://ucei.it/ucei/assemblea-rabbinica/>

²²⁵ See: https://presidenza.governo.it/USRI/confessioni/intese_indice.html

service, the right not to testify in court, and the ability to provide pastoral care in prisons, hospitals and the military.²²⁹ Benefits include social security, retirement benefits and certain tax exemptions.²³⁰ Rabbinical studies are recognised by the State.²³¹ Jewish students may be excused from classes during Shabbat and Jewish religious holidays.²³²

- 2. Freedom of Thought or Conscience:** Italy recognises 12 religions, including Orthodox Judaism. Jewish people have access to Kosher meals in public places such as hospitals, prisons and schools.²³³ The *Intesa* regulates the use and property of Jewish worship buildings and cemeteries.²³⁴ In 2023, UCEI launched an awareness-raising campaign called “Article 3, different among equals” (*Articolo 3, diversi tra uguali*) to promote equality, respect and the embrace of diversity.²³⁵
- 3. Freedom to Manifest:** The Constitution guarantees freedom of religion,²³⁶ and the 1987 *Intesa* formalises relations between Orthodox Jewish communities and the State. Nevertheless, key Jewish beliefs, such as Kosher slaughter and ritual circumcision, are under debate.²³⁷ The progressive community does not have official standing vis-à-vis the government.

RECOMMENDATIONS

1. Ensure legislation protects the rights to ritual circumcision and ritual slaughter within the country.
2. Create and implement cooperation mechanisms between religious communities to address common concerns.
3. Encourage connections between local authorities and local communities, including progressive and reform denominations.
4. Promote inter-religious literacy and tolerance in school curricula to help build resilience against extremist ideologies.

²²⁹ See: <https://presidenza.governo.it/USRI/confessioni/norme/89L101.html>, Articles 7-10

²³⁰ See: <https://presidenza.governo.it/USRI/confessioni/norme/89L101.html>, Articles 29 and 30

²³¹ See: [Article 12](#)

²³² See: [Article 4](#)

²³³ See: [Article 25](#)

²³⁴ See: [Article 15](#) and [Article 16](#)

²³⁵ See: <https://moked.it/blog/2023/04/18/articolo-3-limpegno-di-includere/>

²³⁶ See: Italian Constitution [Articles 3 and 19](#)

²³⁷ For an in-depth discussion on ritual circumcision of minors in Italy, see: <https://www.senato.it/service/PDF/PDFServer/DF/362164.pdf>

adequately to the security needs of the Jewish community.²⁴⁶

It is also notable that Senator for Life Liliana Segre, a Holocaust survivor, lives under police protection due to death threats stemming from her work as President of the “Special Commission on Combating Intolerance, Racism, Antisemitism and Incitement to Hatred and Violence” and her role publicly discussing the Shoah.²⁴⁷

ASSESSMENT OF KEY INDICATORS

- 1. Collaboration:** UCEI works with OSCAD to record and report antisemitic hate crimes and collaborated on the publication of a guide on Judaism for frontline police officers²⁴⁸ and on trainings for police forces.²⁴⁹ The network Facing Facts has collaborated with OSCAD on a hate crimes course for the police.²⁵⁰ Additionally, a successful working relationship has been established between the Rome community and local police forces/ public authorities that is being replicated by other communities.²⁵¹
- 2. Finances:** Police and military protection are provided by the Ministry of Interior and Ministry of Justice, fully funded by the State. The 1987 *Intesa* guarantees access to funds from the 8x1000 scheme, which allows UCEI to develop and fund projects in different areas, including organising events on racism and antisemitism. Further, some local communities have benefitted from funds made available by private sources for securing Jewish venues and sites.²⁵²
- 3. Measures:** The national government guarantees the presence of police and military forces for Jewish sites and venues. This

collaboration is not formally institutionalised but based on a historic and solid working relationship between local Jewish communities and prefectures.

- 4. Preventive Actions:** Security for Jewish sites is guaranteed, and increased protection is agreed upon by local communities and prefectures as needed during High Holidays. No national warning system or government-run antisemitism hotline is available, although UCEI makes use of the Octopus App to warn members of the community about threats and the Observatory on Antisemitism hotline, OSCAD and UNAR, collect data on antisemitic incidents.

RECOMMENDATIONS

1. Improve cooperation and communications between law enforcement structures, Jewish community security representatives and volunteers to better identify possible threats. Establish joint patrols and crisis exercises to build trust.
2. Deliver training programmes for law enforcement on Judaism and antisemitism in collaboration with local Jewish communities.
3. Expand anti-terrorism protocols in collaboration with Jewish communities and encourage best practices in the field through trainings for Jewish institutions.
4. Enhance relationships with existing EU funding bodies to help subsidise security measures for Jewish communities.

²⁴⁶ The difference in views expressed in these surveys may be the result of varying sample size and access to reliable sources and data.

²⁴⁷ See: <https://www.youtube.com/watch?v=cYm38V3ldw>

²⁴⁸ See: <https://www.interno.gov.it/it/notizie/oscad-e-ucei-breve-guida-allebraismo-operatori-polizia>

²⁴⁹ See: <https://moked.it/blog/2022/11/11/il-seminario-su-terrorismo-e-intelligence-la-sfida-di-gestire-le-crisi/>; <https://moked.it/blog/2022/01/23/sicurezza-e-lotta-al-terrorismo-a-confronto-con-gli-esperti/>

²⁵⁰ The course is hosted on the Italian law enforcement e-learning platform and is available for all law enforcement agencies at national and local levels. See: <https://www.facingfacts.eu/blog/facing-facts-italy-s-experience/>

²⁵¹ See: <https://www.facingfacts.eu/8-cooperation-in-focus/>

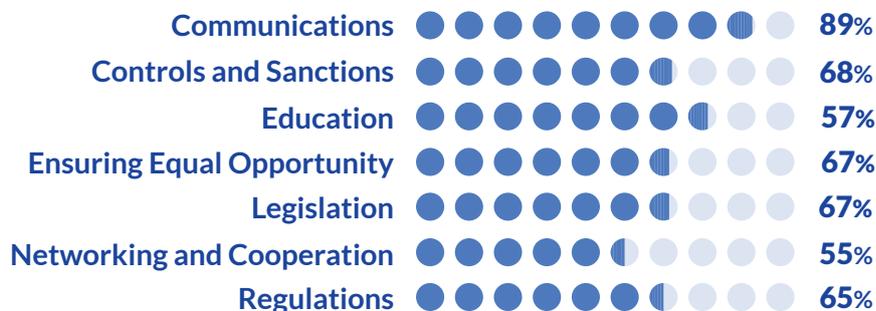
²⁵² For example, the World Jewish Congress and the European Jewish Congress.



SPORT



KEY INDICATORS



Sport

OVERVIEW

Sport is a powerful element of national identity, which can bring people together or create divisions.²⁵³ Indeed, antisemitism at the amateur and professional levels continues to be a challenge for national and international organisations. This section focuses on football as it registers the highest number of incidents concerning both fans and athletes.²⁵⁴

Violence and discrimination from hardcore fans known as “ultras”²⁵⁵ represent a significant problem in Italian football culture. Many ultras are connected to far-right groups and/or are inspired by neo-Nazi ideologies.²⁵⁶ The problem is well-known, and numerous antisemitic incidents have been registered inside and outside of stadiums,

as well as online.²⁵⁷ These incidents include antisemitic chants,²⁵⁸ Holocaust trivialisation²⁵⁹ and name-calling (e.g. “Jew,” “rabbi”). Most episodes of discrimination in stadiums do not lead to sanctions against clubs or racist fans.²⁶⁰

The government is taking steps to improve the situation. In 2020, it ratified the Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events (CETS No. 218).²⁶¹ The same year, UNAR established the National Observatory against Discrimination in Sport²⁶² in collaboration with CSOs, including the Italian Union of Sport for All (UISP)²⁶³ and Lunaria, to

²⁵³ The website Scuola e Memoria features an interview with psychometrician Fabio Lucidi, who discusses how sports activities inherently foster an exchange and interaction between diverse cultures, religions, and communities. He emphasises the importance of sport as a powerful antidote to the risks of racism and xenophobia. See: <https://www.scuolaememoria.it/site/it/2022/12/09/razzismo-e-pregiudizi-nello-sport/?rit=natura-e-genesi-del-pregiudizio>

²⁵⁴ See: <https://italiaindati.com/sport-in-italia/>

²⁵⁵ “The term “ultras” refers to a portion of a club’s fanbase which usually consists of some of the most passionate supporters. Unfortunately, there is often a violent element involved. See: <https://www.goal.com/en/news/what-is-a-football-ultra-serie-a-hardcore-fan-culture-explained/aohlkilywyp1v3c8e1f1a37w> and <https://ilmanifesto.it/ultras-e-curve-pericolose>

²⁵⁶ See: <https://www.gq-magazine.co.uk/culture/article/irriducibile-fascist-lazio-ultras>; https://www.repubblica.it/cronaca/2019/06/04/news/siamo_una_squadra_a_forma_di_svastica_il_coro_degli_ultra_neonazi_dell_hellas_verona_per_il_ritorna_in_serie_a-227917803/

²⁵⁷ See: <https://www.osservatorioantisemitismo.it/approfondimenti/fenomeno-ultras-e-antisemitismo-negli-stadi-di-calcio/> and <https://www.osservatorioantisemitismo.it/tag/antisemitismo-nello-sport>

²⁵⁸ See: <https://www.raiplay.it/video/2018/04/La-difesa-della-razza-bba182fc-d7c2-4e5a-87d4-f68bd91bc33c.html>; <https://www.joimag.it/rossoneri-ebrei-fenomenologia-dei-cori-da-stadio/>

²⁵⁹ See: <https://www.vice.com/it/article/gvjqb9/storia-adesivi-anna-frank-maglia-della-roma-antisemitismo>

²⁶⁰ For further information see the National Observatory against discrimination in stadiums’ report “Discrimination in sport”: <https://www.lunaria.org/wp-content/uploads/2022/10/0Rapporto-UNAR-impaginatoLEDISCRIMINAZIONINELMONDODELLOSPORT18ottobreDEE.pdf>

²⁶¹ See: <https://www.coe.int/en/web/conventions/full-list?module=signatures-by-treaty&treatynum=218>

²⁶² See: <https://www.unar.it/portale/-/l-osservatorio-nazionale-contro-le-discriminazioni-nello-sport-incontra-le-federazioni-sportive#:~:text=le%20Federazioni%20sportive-L%27Osservatorio%20Nazionale%20contro%20le%20discriminazioni.sport%2C%20incontra%20le%20Federazioni%20sportive&text=L%27obiettivo%20comune%20C3%A8%20quello.delle%20differenze%E2%80%9D%20%E2%80%93%20conclude%20Loukarelis>

²⁶³ See: <https://www.uisp.it/nazionale/>

prevent and combat discrimination through research, training, workshops and awareness-raising activities.²⁶⁴ The EU-funded project MONITORA²⁶⁵ aims to strengthen monitoring and reporting on discrimination and racism in sport by enhancing the capabilities and skills of CSOs, grassroots sports associations, and national/local institutions.

In June 2023, the Coordinator for the Fight against Antisemitism, the Ministry of Interior, the Ministry of Sport and Youth, the Italian Football Federation (FIGC) and other partners signed a non-binding letter of intent to combat antisemitism in football and to foster a safer and more inclusive environment.²⁶⁶ The signing parties committed to incorporating the IHRA definition in their ethical codes, banning Nazi or antisemitic symbols by fans, promoting discrimination-free language, implementing immediate match interruptions for antisemitic incidents, and using technology to identify offenders. The letter expresses the intent to impose penalties for antisemitic incidents and for the penalties to remain in place during subsequent championship matches to deter recidivism.²⁶⁷ However, at present, there are no mechanisms in place to monitor these commitments.

In July 2023, the FIGC published its Sustainability Strategy, emphasising the role of the anti-discrimination working group, established in 2022, which involves numerous stakeholders.²⁶⁸ The group aims to create a shared database on racist incidents, conduct yearly anti-discrimination campaigns, and engage with youth and football schools as part of its activities.²⁶⁹ The FIGC and clubs also organise their own awareness-

raising campaigns and projects at schools on anti-discrimination and fighting antisemitism.²⁷⁰ Further research is needed to understand the impact of these trainings and campaigns on reducing discriminatory incidents in stadiums.

Other sports initiatives in the country include the annual non-competitive race “Run for Mem”,²⁷¹ organised by UCEI in various cities for Holocaust Remembrance Day. The race takes participants on routes through areas with direct links to the Holocaust and Jewish life. In addition, the international Jewish amateur sports association Maccabi is active in Italy and sends Italian Jewish athletes to represent the country at the European and International Maccabiah Games.²⁷² In 2007, the Italian Maccabi Federation organised the 12th edition of the European Maccabiah Games in Rome, with the support of the government, UCEI, local authorities and the Italian National Olympic Committee, amongst others.²⁷³

ASSESSMENT OF KEY INDICATORS

- 1. Communications:** The FIGC promotes awareness-raising campaigns on anti-discrimination and fighting antisemitism on social media and in stadiums in collaboration with UNAR, UCEI, CSOs and athletes.
- 2. Controls and Sanctions:** In keeping with FIFA's circular no. 1682,²⁷⁴ the FIGC appoints observers to the games of its three professional leagues, who collaborate with police and security staff. According to the updated Code of Sports Justice,²⁷⁵ matches can be suspended and stopped if racist incidents occur, following FIFA's Three-Step Procedure.²⁷⁶ Further, fines can be applied to clubs due to the discriminatory behaviour of

²⁶⁴ See: <https://www.lunaria.org/presentato-il-rapporto-le-discriminazioni-nel-mondo-dello-sport/>

²⁶⁵ See: <https://www.cronachediordinariorazzismo.org/monitora/>

²⁶⁶ See: <https://osservatorioantisemitismo.b-cdn.net/wp-content/uploads/2023/06/TESTO-DICHIARAZIONE-DINTENTI.pdf>

²⁶⁷ Football matches in Italy must follow the laws and regulations of the FIGC, overseen by FIGC judges. They keep an eye on every aspect of the game, including referee decisions, player behaviour, and anti-doping policies. Judges must also look into any claims of wrongdoing or rule infractions, which may lead to the imposition of fines or other consequences against players, coaches, or teams. See: <https://www.figc.it/it/federazione/giustizia-sportiva/composizione-organi/>

²⁶⁸ The working group includes the following stakeholders: Lega Serie A, Lega Serie B, Lega Pro, Lega Nazionale Dilettanti (LND), Associazione Italiana Calciatori (AIC), Associazione Italiana Arbitri (AIA), Associazione Italiana Allenatori Calcio (AIAC), Technical Sector, Youth and School Sector, Women's Football Division, Paralympic and Experimental Football Division, as well as the National Office Against Racial Discrimination. See: <https://www.figc.it/it/federazione/news/al-via-un-tavolo-di-lavoro-sull-anti-discriminazione-con-tutti-i-rappresentanti-del-mondo-del-calcio/>

²⁶⁹ See: <https://www.figc.it/it/federazione/sostenibilita/sostenibilita/>

²⁷⁰ See: <https://www.unar.it/portale/-/27-gennaio-2023-noiricordiamo> and <https://www.shalom.it/blog/news/roma-e-lazio-unite-per-la-memoria-con-il-progetto-a-16-ottobre-a-b1126781>

²⁷¹ See: <https://ucei.it/runformem/>

²⁷² The Maccabiah games are an international Jewish and Israeli multi-sport event. It is the third largest sporting event in the world and in 1961, it was recognised as a 'Regional Sports Event' by the International Olympic Committee. See for more information about the Italian delegation to the 2022 Maccabiah games: <https://moked.it/blog/2022/07/12/dallitalia-a-israele-maccabiadi-i-giochi-tra-sport-e-valori/>

²⁷³ See: <http://www.maccabi.it/emg2007/>

²⁷⁴ See: <https://digitalhub.fifa.com/m/20dc9a5c0c772ec5/original/sn7trsj9kkrbufhobcx2-pdf.pdf>

²⁷⁵ See: <https://www.figc.it/media/187458/codice-di-giustizia-sportiva-figc-modifica-del-01-01-2023.pdf>

²⁷⁶ FIFA's three-step procedure involves a warning to the crowd, followed by the interruption of play and, ultimately, the calling-off of the match. For more information, see: <https://www.reuters.com/article/us-soccer-italy-racism-idUSKCN1P90UY>

their fans,²⁷⁷ and ultras can be barred from entering stadiums,²⁷⁸ although this appears to be rarely implemented.

3. **Education:** The FIGC and clubs promote educational activities and review and evaluate methods to assess the effectiveness of these programmes. The National Strategy for Combating Antisemitism²⁷⁹ calls for the FIGC and other sports federations to organise trainings on antisemitism in collaboration with UNAR, but the Strategy does not clarify how this should be implemented.
 4. **Ensuring Equal Opportunity:** The FIGC ensures that all employees are treated equally and adheres to FIFA's code of conduct.
 5. **Legislation:** National legislation against racism and racial discrimination is respected and FIFA's Three-Step Procedure concerning racist incidents is followed, although matches are rarely suspended.
 6. **Networking and Cooperation:** Best practices are shared among clubs and associations, including at the European level, through the FARE Network²⁸⁰ The FIGC and clubs cooperate with UNAR, UCEI and other CSOs to develop campaigns and trainings.
 7. **Regulation:** The FIGC's ethical code addresses discriminatory incidents occurring at football matches. As of 2012, every club must have a Supporter Liaison Officer, a point of contact between the club and fans who works closely with security forces.
2. In keeping with FIFA's code and the Letter of Intent signed in June 2023, enforce the Three-Step Procedure during football matches. Tighten and enforce fines and penalties on clubs and offending fans in case of discriminatory incidents in stadiums and surrounding areas.
 3. Address problems of racism and discrimination both internally (federation, league, and club levels) and externally with the help of CSOs.
 4. Develop programmes aimed at fans before or during major tournaments on the importance of respect and awareness of anti-discrimination.
 5. Organise trainings on antisemitism, in collaboration with UNAR and CSOs, for football league and club leadership, fans, and FIGC judges, as encouraged by the National Strategy on Combating Antisemitism.
 6. Encourage all sports federations to implement reporting mechanisms for victims of discrimination or harassment in parallel with other diversity practices.
 7. Fund research and monitoring/evaluation to support the continued improvement of the role of sport in strengthening social cohesion and countering discrimination of all kinds.

RECOMMENDATIONS

1. Create a long-term action plan against racism, antisemitism, homophobia, ableism and all forms of intolerance in sports. Increase cooperation on anti-discrimination and diversity campaigns between national federations, grassroots clubs, and associations providing extracurricular sports in schools.

²⁷⁷ See: <https://www.ilgiorno.it/lecco/cronaca/cori-offensivi-stadio-15000-1.8527485>

²⁷⁸ <https://www.agi.it/sport/calcio/news/2023-01-11/juventus-30-daspo-ultra-19582825/>

²⁷⁹ See: https://www.governo.it/sites/governo.it/files/documenti/documenti/Presidenza/NoAntisemitismo/StrategiaNazionale/StrategiaNazionaleLottaAntisemitismo_EN.pdf

²⁸⁰ The Fare network is an umbrella organisation that brings together individuals, informal groups and organisations driven to combat inequality in football and use the sport as a means for social change. See: <https://farenet.org/>

IMPLICATIONS FOR THE FUTURE

Since the early 2000s, the Italian government has been actively promoting knowledge of Jewish history and culture in the country. The process has been expedited since the presentation of the European Union's Strategy on Combating Antisemitism and Fostering Jewish Life (2021-2030) and the appointment of a National Coordinator for the Fight against Antisemitism in 2020. However, in order for these positive steps to lead to effective change, Italian institutions and political figures must go beyond the basics of publicly denouncing antisemitism.

Italy is still impacted by the legacy of fascism, colonialism and its "racial laws" and these events need to be further explored in the public sphere for greater societal healing to take place. Indeed, fascist ideology is still thriving in Italian society and politics, even if today it is focused on members of minoritised groups such as women, Muslims, migrants, and LGBTIQ+ people, in addition to Jews. In this complicated context, it is imperative that combating antisemitism is not merely one implicit aspect of general anti-discrimination efforts but is addressed as a specific contemporary phenomenon. Public authorities and politicians need to implement a zero-tolerance policy regarding Nazi-Fascist ideology and other forms of discrimination promoted by anyone, including members of their own ranks.

The fight against antisemitism is intrinsically connected to the fight for a more just and open society. While the appointment of the Coordinator for the Fight against Antisemitism is a welcome development, their role needs to be clarified. Further, more resources should be allocated for training projects which successfully engage with teachers, security forces, and others.

Preserving and promoting Italian Jewish culture should continue to be pursued, including integrating Jewish history into the national curriculum. Concerning the legacy of the Holocaust, as the number of survivors dwindles, there is a need for a discussion about the post-survivors era of Shoah remembrance.

In addition to the targeted recommendations in this report for each of the ten policy areas, some suggested courses of action apply transversally. This is notably the case for youth and anti-discrimination policies, both of which are inextricably linked to education. These areas merit further research and possible inclusion in future updates of this report. Indeed, ensuring that Jewish traditions, history, and the problem of antisemitism are consistently addressed in schools in an age-appropriate manner is a key element of fostering Jewish life in a safe and inclusive country.

Italy now has an extraordinary opportunity to demonstrate its commitment to strengthening Jewish life by fully implementing its National Strategy for Combating Antisemitism and addressing the ideological underpinnings of discrimination so that a clearer path can be opened towards a more inclusive and democratic Europe.

ANNEX – STAKEHOLDERS CONSULTED FOR THIS REPORT

With gratitude to the many people and institutions who contributed to this research

NAME	TITLE
Cristina Blasetti	Italian Football Federation (FIGC)
Francesca Capaldo	Observatory for Security against Acts of Discrimination (OSCAD)
Diletta Cesana**	Foundation for Jewish Cultural Heritage in Italy (FBCEI)
Stefano Chirico	Observatory for Security against Acts of Discrimination (OSCAD)
Sara Cividalli**	Jewish Community of Florence - Union of Italian Jewish Communities (UCEI)
Roberto Della Rocca**	Union of Italian Jewish Communities (UCEI)
Raffaella Di Castro**	Union of Italian Jewish Communities (UCEI)
Ruth Dureghello**	Jewish Community of Rome
Ilaria Esposito	Observatory for Security against Acts of Discrimination (OSCAD)
Sira Fatucci**	Delegate at International Holocaust Remembrance Alliance (IHRA)
Lucia Gori	Observatory for Security against Acts of Discrimination (OSCAD)
Betti Guetta*	Observatory on Antisemitism - Center of Contemporary Jewish Documentation (CDEC)
Silvia Guetta**	Associate Professor, Department of Education, Languages, Interculture, Literature and Psychology, University of Florence (UniFI)
Saul Meghnagi*	Union of Italian Jewish Communities (UCEI) - Hans Jonas Jewish Culture Association
Michelle Nahum Sembira**	Ministry of Education - Union of Italian Jewish Communities (UCEI)
Livia Ottolenghi**	Union of Italian Jewish Communities (UCEI)
Mattia Peradotto	National Office Against Racial Discrimination (UNAR)
Uriel Perugia**	Union of Italian Jewish Communities (UCEI)
Carlo Jossef Riva	Italian Federation for Progressive Judaism (FIEP)
Ioel Arturo Roccas**	Italian Union of Jewish Students and Young Professionals (UGEI)
Paola Severini Melograni**	Journalist, RAI Radio – Angeli Press
Amedeo Spagnoletto	National Museum of Italian Judaism and the Shoah (MEIS)
Angelo Sonnino	Former Volunteer Jewish Community of Rome
Gadi Luzzatto Voghera**	Centre of Contemporary Jewish Documentation (CDEC)
Alex Zarfati*	Union of Italian Jewish Communities (UCEI)
Gianni Zarfati*	Union of Italian Jewish Communities (UCEI)

* Advisory Board Members

**Stakeholder Workshop Participants



NOA - Networks Overcoming Antisemitism
www.noa-project.eu



CEJI - A Jewish Contribution to an Inclusive Europe
www.ceji.org

