

ADVANCE AND UNEDITED VERSION



**United Nations Action Plan to Enhance Monitoring and
Response to Antisemitism**

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Developed by
the United Nations Alliance of Civilizations (UNAOC)



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I. FOREWORD BY THE SECRETARY-GENERAL

Mr. António Guterres

Antisemitism has deep roots and many mutations. It is a pervasive and persistent evil stretching back millennia. Every one of us has a duty to work to defeat it. This Action Plan is an important part of the efforts within the United Nations to advance that aim.

The history of my own country, Portugal, has shaped my understanding of the poison of antisemitism. In the 15th century King Manuel expelled all Jews who refused to convert to Christianity. This was a hideous crime that caused tremendous suffering to the Jewish community for generations.

As Prime Minister of Portugal, I was determined to show that our country acknowledged and regretted its shameful history. In 1996, soon after I became Prime Minister, Parliament revoked the letter of expulsion. I presented a copy of the decree to the Portuguese Synagogue in Amsterdam – where many expelled Portuguese Jews had settled – and apologized on behalf of my country. But the synagogue was almost empty; the community Portugal had expelled centuries before was almost completely destroyed by the Holocaust.

Such is the unremitting nature of antisemitism through the ages. And we must be clear-eyed about the fact that this monster is alive and well in our times. Hatred is on the rise. So is Holocaust denial. Discrimination is rife. We must condemn these evils – just as we must condemn all forms of racism, prejudice and religious bigotry. I intend to develop new initiatives in this regard. And we must strive to create communities, countries, and institutions grounded in respect for diversity and human rights for all.

As one contribution to these efforts, I am pleased to present this Action Plan, focused on the United Nations system. Our organisation – which was created in the aftermath of the Holocaust – has long worked to combat antisemitism.

This Plan builds on those efforts, recommending ways we can further enhance and coordinate our work.

No form of prejudice or hatred should find a home anywhere. We will not rest until they have been banished for good.

II. PREFACE BY THE HIGH REPRESENTATIVE FOR UNAOC

Mr. Miguel Ángel Moratinos

I was honored to be designated by the United Nations Secretary-General in 2020 as the *UN Focal Point to monitor antisemitism and enhance a system-wide response*. This role aligns with my broader mandate as High Representative for the United Nations Alliance of Civilizations (UNAOC) to address the root causes of polarization, radicalization, racism and discrimination and promote mutual respect and understanding among cultures, religions and civilizations. It reflects the concern of the Secretary-General, which I share, that antisemitism is a serious and growing global challenge.

Since I assumed this portfolio, I have engaged with representatives of Jewish organizations, national envoys and coordinators on combating antisemitism, relevant United Nations entities, religious leaders and faith actors across the faith spectrum, as well as human rights experts. In addition, I have participated in numerous meetings and conferences on fighting antisemitism that allowed for an extensive exchange of views.

What I have heard and seen has deeply disturbed me. Particularly alarming is the surge in antisemitic incidents both online and offline, as well as attacks on synagogues despite progress made by many governments that have instituted national policies and/or laws to combat antisemitism.

These antisemitic trends have instilled a sense of isolation and fear among many Jews. The recurrent physical attacks on synagogues and religious sites have necessitated the implementation of elaborate security measures at many Jewish places of worship as well as educational, cultural and historical sites worldwide. All these are shameful examples of the persistent challenge we face and their tangible consequences for Jews.

It has been noted that the October 7, 2023 horrific attacks by Hamas and other Palestinian armed groups in Israel resulted in the largest single-day murder of Jews since the Holocaust. I strongly condemn the holding of hostages in Gaza and the deliberate killing of hostages whose bodies showed signs of severe mistreatment. There is no justification for the deliberate killing, maiming, torture and abduction of civilians nor for the rape and/or the use of sexual violence. These abominable attacks have left an indelible scar on Jews in Israel and around the world.

We also witnessed a surge in antisemitic incidents targeting Jews and Jewish institutions in Europe, the United States of America and elsewhere. Data available from governments' hate crime reports and Jewish community surveys document an unprecedented increase in antisemitism. Jews fear for their physical security, and most now hide their Jewish identity in public lest they be harassed or attacked.

Even prior to those horrific attacks, manifestations of antisemitism were already alarming. This demonstrates that the United Nations Action Plan to Enhance Monitoring and Response to Antisemitism, that further enhances practices and actions to counter antisemitism, is both timely and needed.

Antisemitism is a persistent, pervasive and abject form of hatred. As per **Article 1 of the United Nations Charter**, the organization is committed to promoting and encouraging respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language, or religion. The Universal Declaration of Human Rights (UDHR), adopted on 10 December 1948, recalls that “disregard and contempt for human rights have resulted in barbarous acts which have outraged the conscience of mankind” and affirms the right to freedom of thought, conscience and religion, among others. In this context, the United Nations system, with Member States’ support, has for decades taken action to respond to and counter antisemitic narratives, condemn antisemitic incidents, and promote educational and awareness-raising efforts either tailored to counter antisemitism or address other forms of identity-based hatred.

Like other senior United Nations officials, I have done so on several occasions. Unfortunately, our efforts, like those of national governments, have not been sufficient to curb the drivers of antisemitism. It is in this context that we have built on good practices, and improved on those where we saw gaps.

We also need to bring in the new actors that have emerged from the far-reaching technological, scientific, economic and social transformations of our time. We must mobilize these actors to address online and offline hate speech while upholding human rights. Civil society organizations, faith actors, youth and especially young women are all powerful forces within our societies. We must invest in them to build the societies that we are aspiring for — peaceful, inclusive, and rooted in human rights and human dignity for all.

This United Nations Action Plan proposes a way forward for the organization to address antisemitism in a cohesive manner. Building on emblematic policies, frameworks and actions taken by United Nations actors to address antisemitism, including through education, it proposes a set of recommendations to enhance the United Nations’ response to combating antisemitism.

It is clear that any siloed approach will fall short. That is why I hope that this document will enhance partnerships and collaboration in a meaningful and effective way to eradicate antisemitism completely, root and branch.

The United Nations Action Plan to Enhance Monitoring and Response to Antisemitism:

- (1) provides a consolidated document that amalgamates existing United Nations policies, frameworks and actions that address antisemitism including through education on the Holocaust and Jewish life;
- (2) presents a set of recommendations to enhance the existing United Nations responses to combating antisemitism in line with international human rights standards and norms;
- (3) puts forward action points that UNAOC would undertake within its mandate to mainstream the fight against antisemitism across its policy areas.

In view of the important role of all relevant stakeholders in addressing and combating antisemitism, information for the preparation of the Action Plan has drawn on a wide range of documentation , including:

- 1) Relevant international human rights norms and standards, including the Universal Declaration of Human Rights
- 2) Rabat Plan of Action
- 3) The “Faith for Rights” framework
- 4) Human Rights Council Resolution 16/18 and follow-up
- 5) United Nations General Assembly resolution 36/55
- 6) United Nations General Assembly resolution 77/221
- 7) Human Rights Council resolution 52/6
- 8) The United Nations Strategy and Plan of Action on Hate Speech
- 9) The United Nations Plan of Action to Safeguard Religious Sites
- 10) The 2019 report of the Special Rapporteur on Freedom of Religion or Belief to the General Assembly (A/74/358)
- 11) Strategic Action Plan: Report of the Secretary-General’s Task Force on Addressing Racism and Promoting Dignity for All in the United Nations Secretariat
- 12) The 2022 Follow-up Action Plan for Advancing the Implementation of the Recommendations of the UN Special Rapporteur on Freedom of Religion or Belief in his 2019 Report

III. BACKGROUND AND CONTEXT

Background

For the past two millennia, Jews have been made the subject of stereotypes, conspiracy theories, accusations and tropes by those seeking scapegoats to blame for world events and societal ills. The antisemitic attitudes they have engendered have resulted in Jews experiencing persecution, dispossession, discrimination and violence in many parts of the world at various times.

Following the Holocaust, antisemitic sentiment did not dissipate but rather continued to inspire discriminatory practices and stereotyping of Jews. Antisemitic trends have emerged, claiming that Israel does not have the right to exist or calling for its destruction. Moreover, during and after the Holocaust, Jews were expelled or fled to Israel to avert persecution and discrimination in other countries, including hundreds of thousands from communities in countries in the Middle East, North Africa and the former Soviet Union.

Nevertheless, antisemitic trends are not confined to countries where Jewish communities live.

In another form of contemporary antisemitism, Jews and Jewish sites have been subjected to attacks by those expressing opposition to actions of the State of Israel and holding all Jews responsible for those actions. To be clear, criticism of Israel's policies and actions, even when expressed in strong terms, is not per se antisemitic, and indeed it is protected by international standards on freedom of expression. At the same time, as the Organization for Security and Cooperation in Europe Member States affirmed in 2004, "international developments or political issues, including those in Israel or elsewhere in the Middle East never justify anti-Semitism"¹.

The horrific nature of the October 7th attacks — the rape and torture and mutilation of hundreds of victims and the abduction of hostages, many of whom have been held in inhumane conditions in Gaza — has left an indelible scar on Jews in Israel and around the world.

From October 2023 to date, there has been an unprecedented increase in antisemitism. Jews fear for their physical security, and many of them had to hide their Jewish identity in public lest they be harassed or even attacked.

Understanding antisemitism

This context confirms that antisemitism is a global challenge that requires global responses. This is true not only because, in many instances, antisemitic attitudes are being fueled by phenomena that are transnational, but also because antisemitism is harmful both to Jews and also to the entirety of societies where antisemitic expression goes unchecked, whether or not they have substantial Jewish communities. Rabbi Jonathan Sacks stressed, "*The hate that begins with Jews never ends with Jews.*"² As former United Nations Special Rapporteur on Freedom of Religion or Belief Ahmed Shaheed recalled in his 2019 report to the United Nations General Assembly on

¹ Berlin Declaration, adopted by the participating States of the OSCE, April 2004.

² <https://rabbisacks.org/archive/hate-starts-jews-never-ends-there/>

antisemitism, “*Antisemitism is toxic to democracy and poses a threat to all societies if left unaddressed.*”³

Efforts to challenge growing and persistent antisemitic attitudes should recognize and respond to broader phenomena driving their emergence – such as economic stress, social isolation, mis/dis-information and fear – that leave individuals vulnerable to manipulation and more likely to subscribe to hateful ideologies and conspiracies. Such efforts should also take into account the drivers of public opinion and the information sources that affect popular perceptions, including online platforms that have increasingly been used, intentionally and unintentionally, by celebrities, politicians, high-profile figures and individuals taking advantage of the anonymity offered by social media, to convey antisemitic stereotypes and conspiracies, including Holocaust denial and distortion, to millions of people, including transnationally. It is also important to take a proactive approach to addressing the potential adverse effects of Generative Artificial Intelligence (GAI), which could amplify the spread of online hatred, including antisemitism.

We should recognize that the same forces driving resurgent antisemitism are also driving a surge in other forms of identity-based hatred, and that responses to each of these challenges should be informed by one another. Efforts to educate about, respond to and counter antisemitism should engage all actors – governments, civil society, faith communities, religious actors, the private sector, media, schools and universities – and be seen as a necessary component of efforts to build inclusive, diverse and cohesive societies in which the human rights of all are respected and protected.

Recognizing the need for a practical tool for dealing with a disturbing rise in both antisemitic incidents and Holocaust denial affecting Jews (especially across Europe, in 2016), the International Holocaust Remembrance Alliance (“IHRA”), an intergovernmental organization of 35 member states established by the Declaration of the Stockholm International Forum on the Holocaust (or “Stockholm Declaration”) in 2000, decided to take action. Informed by the earlier work of the European Center on Racism and Xenophobia (EUMC) to guide research and law enforcement data, as well as extensive polling of Jewish communities in Europe, over the course of several years, the members of IHRA unanimously adopted a non-legally binding working definition of antisemitism.⁴

This definition states: “Antisemitism is a certain perception of Jews, which may be expressed as hatred toward Jews. Rhetorical and physical manifestations of antisemitism are directed toward Jewish or non-Jewish individuals and/or their property, toward Jewish community institutions and religious facilities.”

The ability to understand and identify antisemitism is crucial to global efforts to combat hatred and prejudice, and to uphold human rights and human dignity. While a shared understanding can serve not only the work of the United Nations, but of all nations striving to create effective policies and programmes to combat this form of hate, the absence of a universally accepted definition cannot affect decisive action aimed to root out antisemitism.

As of December 2024, 45 United Nations Member States have adopted or endorsed the IHRA version as a non-legally binding working definition of antisemitism, and many use it for training law enforcement agencies and educators. While there is a diversity of views and other definitions

³ <https://www.ohchr.org/en/documents/thematic-reports/a74358-report-combating-antisemitism-eliminate-discrimination-and>

⁴ <https://www.holocaustremembrance.com/resources/working-definitions-charters/working-definition-antisemitism>

have been developed ^{5/6}, unlike the IHRA definition, none of them have been adopted by any United Nations Member State. Nonetheless, the United Nations Secretariat does not endorse any definition on antisemitism.

It is important to note that any definition of antisemitism should be applied taking into account the guidance provided in the Human Rights Committee general comment No. 34 on freedoms of opinion and expression (2011),⁷ in the Rabat Plan of Action (2012),⁸ and in the Committee on the Elimination of Racial Discrimination general recommendation No. 35 on combating racist hate speech (2013).⁹ In this regard, the Special Rapporteur on freedom of religion and belief noted in 2019 that criticism of the Government of Israel is not per se antisemitic, unless it is accompanied by manifestations of hatred towards Jews in general or by expressions that build on traditional antisemitic stereotypes.¹⁰

⁵ <https://israelandantisemitism.com/the-nexus-document/>

⁶ <https://jerusalemdeclaration.org/>

⁷ CCPR/C/GC/34.

⁸ A/HRC/22/17/Add.4, appendix.

⁹ CERD/C/GC/35.

¹⁰ A/74/358 (para. 78)

IV. UNITED NATIONS EFFORTS TO COMBAT ANTISEMITISM

The United Nations was created in 1945 in the aftermath of the Holocaust with the signing of the Charter of the United Nations.

The preamble of the Charter reads: *“We the peoples of the United Nations determined to save succeeding generations from the scourge of war, which twice in our lifetime has brought untold sorrow to mankind, and to reaffirm faith in fundamental human rights, in the dignity and worth of the human person, in the equal rights of men and women and of nations large and small, and to establish conditions under which justice and respect for the obligations arising from treaties and other sources of international law can be maintained, and to promote social progress and better standards of life in larger freedom...”*

Therefore, racism and racial discrimination are an affront to the core values entrenched in the Charter of the United Nations and a violation of our common humanity. Racism and bigotry in all their manifestations are a violation of everything that the United Nations stands for. Responding to all forms of discrimination, including antisemitism, is anchored in relevant human rights law and international law.

On this basis, the United Nations has developed a detailed normative framework, which has served as a foundation for its work against antisemitism.

- The Universal Declaration of Human Rights (UDHR), adopted on 10 December 1948, recalls that “disregard and contempt for human rights have resulted in barbarous acts which have outraged the conscience of mankind” and affirms the right to freedom of thought, conscience and religion, among others. Article 7 of UDHR affirms “All are equal before the law and are entitled without any discrimination to equal protection of the law. All are entitled to equal protection against any discrimination in violation of this Declaration and against any incitement to such discrimination”¹¹.
- The Convention on the Prevention and Punishment of the Crime of Genocide, was adopted by the United Nations General Assembly on 9 December 1948. It signified the international community’s commitment to ‘never again’ after the atrocities committed during World War II, including the Holocaust. Its adoption marked a crucial step towards the development of international human rights law and international criminal law as we know them today.
- Concerns about antisemitic attacks against Jewish cemeteries and religious sites provided the initial impetus for action by Member States that resulted in the articulation of the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD) in 1965, and the 1981 Declaration on the Elimination of All Forms of Intolerance and of Discrimination Based on Religion or Belief.
- The International Covenant on Civil and Political Rights (ICCPR), adopted in 1966, enshrined freedom of thought, conscience and religion (Article 18), freedom of opinion and expression (Article 19), and the prohibition of any advocacy of national, racial or religious hatred that constitutes incitement to discrimination, hostility or violence (Article 20), in a legally binding treaty.

¹¹ <https://www.un.org/en/about-us/universal-declaration-of-human-rights>

- Member States have also adopted measures to protect minorities, including the United Nations Declaration on the Rights of Persons Belonging to National or Ethnic, Religious and Linguistic Minorities, adopted in 1992, stating that “*States shall protect the existence and the national or ethnic, cultural, religious and linguistic identity of minorities within their respective territories and shall encourage conditions for the promotion of that identity.*”
- In 1998, the United Nations General Assembly referred to antisemitism for the first time, in its resolution “Measures to combat contemporary forms of racism, racial discrimination, xenophobia and related intolerance”¹² Beginning in 2004, the United Nations General Assembly referred to antisemitism in several resolutions on religious intolerance.
- On 16 December 1991, the United Nations General Assembly adopted resolution 46/86 that revoked the determination in the United Nations General Assembly Resolution 3379, which had determined Zionism a form of racism.
- The United Nations General Assembly and Human Rights Council have adopted annual resolutions on combating intolerance, negative stereotyping, stigmatization, discrimination, incitement to violence and violence against persons, based on religion or belief (beginning with Human Rights Council Resolution 16/18 in 2011).
- The United Nations Security Council referred to antisemitism for the first time in June 2023 in a resolution co-penned by the United Arab Emirates and the United Kingdom expressing deep concern in particular at cases “motivated by Islamophobia, antisemitism or Christianophobia, and other forms of intolerance which may occur in the lead up to, during, and in the aftermath of armed conflict, and in that regard, recognizing the efforts of the United Nations system to address hate speech at the national and global level”¹³.

Member States have taken numerous other actions to demonstrate their concern about persistent antisemitism, including convening informal meetings on antisemitism in 2015 and 2019.

The United Nations General Assembly has adopted several resolutions demonstrating resolve to counter antisemitism through outreach about the Holocaust and countering Holocaust distortion and denial. United Nations General Assembly resolution 60/7 on Holocaust remembrance (2005), resolutions 61/255 in 2007 and A/Res/76/250 in 2020, that reinforced the United Nations commitment to countering Holocaust distortion and denial and, through outreach about the Holocaust, to counter antisemitism.

United Nations General Assembly resolution 60/7 on Holocaust remembrance (2005) designated 27 January as the International Day of Commemoration in memory of the victims of the Holocaust and established the Holocaust and the United Nations Outreach Programme with the mandate to “mobilize civil society for Holocaust remembrance and education, in order to help to prevent future acts of genocide”. The Programme has established a global network of partners and developed versatile initiatives including educational resources, professional development programmes, panel discussions and exhibitions. The Outreach Programme is an expression of the United Nations’ commitment to countering antisemitism, and to building a world in which everyone can live with dignity and in peace.

¹² UNGA Res. 53/133, <https://digitallibrary.un.org/record/265814?ln=en>.

¹³ S/RES/2686(2023): <https://documents.un.org/doc/undoc/gen/n23/170/22/pdf/n2317022.pdf>

V. RECOMMENDED ACTIONS FOR ENHANCING THE UNITED NATIONS MONITORING AND RESPONSE TO ANTISEMITISM

Antisemitism is a global threat that must be addressed. Efforts to counter it, as with all manifestations of extremism and incitement to religious hatred and violence, will benefit from a comprehensive approach that engages all stakeholders including state and non-state actors. This should recognize that the principle of universality is a cornerstone of international human rights law, embodied in the United Nations Charter and the Universal Declaration of Human Rights. The root causes of religious intolerance, hate crimes, including verbal and physical attacks on persons based on their religion or belief, or their places of worship and their sacred sites, must be addressed.

Racism and bigotry in all their manifestations are a violation of everything that the United Nations stands for. The United Nations has long worked on addressing antisemitism. Building on the numerous efforts undertaken by the UN over past decades, this Action Plan aims to ensure an even more coordinated and effective response to counter antisemitism.

1) Establish a United Nations Monitoring and Evaluation Working Group to monitor and evaluate the impact of policies and measures to address antisemitism

Action points:

- a. Establish a United Nations Monitoring and Evaluation Working Group to monitor, evaluate and assess the impact of policies and measures to address antisemitism on a regular basis. Each United Nations entity in the Working Group will report on measures it has taken to implement this Action Plan. The Working Group will convene in quarterly meetings, or as appropriate, and conduct its work in consultation with relevant stakeholders, such as Jewish organizations and communities, to exchange information and observations about activities being undertaken to respond to antisemitism.
- b. Administer a United Nations survey on antisemitism to further inform action.
- c. Build on the good practices generated by the United Nations Strategic Plan on Addressing Racism, launched by the United Nations Secretary-General in 2021 and led by the Task Force on Addressing Racism and Promoting Dignity for All.
- d. Continue to ensure that actions aimed at countering antisemitism are also integrated into the Task Force on Addressing Racism and Promoting Dignity for All.
- e. Build on existing programming activities focusing on addressing antisemitism (see Annex I).
- f. Ensure coordination between designated United Nations Anti-racism Advocates.

2) Enhance awareness and understanding of antisemitism among United Nations personnel

One of the challenges in combating antisemitism is the lack of common knowledge and awareness of manifestations of antisemitism. Furthermore, such manifestations often remain underreported or unreported. In his [Call to Action for Human Rights](#), the United Nations Secretary-General emphasized that “*human rights are the responsibility of each and every United Nations actor*” and that “*a culture of human rights must permeate everything we do, in the field, at regional level and at Headquarters.*”¹⁴

Action points:

- a. Provide training to all United Nations staff on antisemitism to recognize and respond to the acts of racism and discrimination, including Holocaust denial and distortion.
- b. In coordination with other relevant stakeholders, including the Task Force on Addressing Racism and Promoting Dignity for All; the United Nations Network on Racial Discrimination and Protection of Minorities,¹⁵ the United Nations Working Group on Hate Speech, implement training modules on antisemitism tailored to managers and staff to enable them to recognize and understand antisemitism (including Holocaust denial and distortion) for the purpose of enhancing monitoring and reporting mechanisms.
 - The modules shall also draw on the experiences and perspectives of Jewish communities and a victim-centered and rights-based approach.
 - The modules shall include anti-bias training, dissecting the coded language and imagery of antisemitism; education about the Holocaust; education about combating racism discrimination based on religion or belief as well as and protecting minority rights¹⁶. The content will benefit from existing materials developed by relevant entities, such as the OHCHR #Faith4Rights toolkit, UNESCO toolkits and guidelines, as well as the United Nations Outreach Programme on the Holocaust, and others, as appropriate.
 - The training modules shall be accessible to all United Nations personnel.
- c. Raise awareness of and, if necessary, strengthen the existing legal framework and policy guidance to better address religious prejudices, including antisemitism, in the workplace.
- d. Building on the mandatory training, enhance information on how and where to safely report racism, xenophobia or discrimination based on religion or belief as and when it occurs, as well as information on the support mechanism.
- e. Enhance information on the policy and processes of handling grievances or complaints on manifestations of religious intolerance to advance accountability and rebuild trust.

¹⁴ <https://www.un.org/en/content/action-for-human-rights/index.shtml>

- f. In addition to the existing training course on unconscious bias, explore further opportunities of providing United Nations personnel with tools to examine their own biases, if any.
- g. Ensure managers act to promote and fully implement this Action Plan.
- h. In the context of the anti-racism action plan, continue to amplify existing United Nations Secretariat-wide policies and strategies on promoting respect and diversity.
- i. Ensure United Nations senior officials continue to denounce antisemitic manifestations as and when they occur and widely distribute such statements; and to continue to speak out against antisemitic attacks whether it is in the form of incitement to hatred and violence or physical attacks on Jewish people or their places of worship or properties or institutions.
- j. Implement a Dialogue Series about antisemitism, to raise awareness about antisemitic manifestations and create safe spaces where individuals can engage about their awareness and perspectives of racism and its manifestations including antisemitism.

3) Promote implementation of the Action Plan on the UN's monitoring and countering antisemitism

Mainstreaming the Action Plan across United Nations policy frameworks and knowledge management

Action Points:

The United Nations Network on Racial Discrimination and Protection of Minorities and the United Nations Working Group on Hate Speech, will provide support, technical assistance and further direction to United Nations entities, including United Nations field presences, on the implementation of this Action Plan, including to:

- a. Track antisemitic incidents and attitudes at the country level, including antisemitic expressions on mainstream, public service, state and local media online platforms.
- b. Identify and react to the causes, drivers and instigators of antisemitism.
- c. Identify good practices in responding to antisemitic incidents and integrate these into the Regional Monthly Reviews (RMRs) and as part of the UN early warning and conflict prevention mechanism.
- d. Identify and support initiatives to undertake or improve monitoring and reporting of antisemitic incidents and hate crimes by state and non-state actors.
- e. Advocate for consistent and appropriate implementation of national laws prohibiting antisemitic hate crimes in conformity with human rights norms and standards.
- f. Share findings and initiatives taken to address and counter antisemitic incidents and attitudes with independent human rights mechanisms, including the United Nations human rights treaty bodies and special procedures mandate holders, as appropriate.

- g. Engage in regular exchanges and collaborate with relevant United Nations entities and agencies, special procedures and Jewish organizations/communities.

Mainstreaming the Action Plan across the United Nations Programmatic activities

Action Points:

- a. Include addressing antisemitism in the UNAOC Action Plan 2024-2026.¹⁷
- b. Strengthen engagement with faith-based organizations across the faith spectrum on good practices in combating discrimination and racism based on religion or belief.
- c. Foster coordination and collaboration with relevant United Nations entities, Special Procedures mandate-holders and United Nations Treaty Bodies to optimize synergies on advancing freedom of religion and belief.
- d. Enhance awareness and understanding of antisemitism, including Holocaust denial and distortion through tailored learning workshops to be conducted in collaboration with stakeholders including Jewish organizations.
- e. Encourage Governments and international bodies to consider adopting and implementing strategies and action plans on combatting antisemitism that engage all relevant ministries and public authorities at all levels of governance.
- f. Continue to strengthen consultation with Jewish communities, civil society, field researchers, and other relevant stakeholders to assess and evaluate existing policies and address the gaps.
- g. Strengthen engagements with digital platforms and social media providers involving all stakeholders on best practices to counter antisemitism online, and to keep abreast of evolving trends, including effects of Generative AI, increase transparency about antisemitic content, assess impacts on vulnerable communities, and find solutions based on respect of human rights law and international law.
- h. Encourage and enhance cooperation and coordination between relevant international and regional organizations and relevant United Nations programmes and entities such as the United Nations Outreach Programme, UNAOC, UNESCO, OHCHR, Office of the Special Advisor on Genocide Prevention and relevant human rights treaty bodies in order to find synergies and stimulate a broader and well-coordinated joint action on monitoring and countering antisemitism and other manifestations of hate based on religion or belief;
- i. Build on and strengthen relevant educational programmes and initiatives.
- j. Explore projects that aim to develop critical thinking skills for youth to enable them to identify antisemitism, including Holocaust denial and distortion, building on UNESCO's guidebook "Addressing Antisemitism Through Education".

¹⁷ <https://www.unaoc.org/resource/unaoc-action-plan-2024-2026/>

- k. Mainstream the fight against antisemitism and strengthen Holocaust education across the priority areas of UNAOC activities, including tailoring specific programmatic activities engaging its network of faith-based organizations, civil society organizations and youth-led organizations, as well as its partnerships with major sports federations and clubs.
- l. Promote the implementation of the United Nations Plan of Action to Safeguard Religious Sites and the recommendations contained in the Plan to relevant stakeholders.
- m. Introduce a special category on fighting antisemitism in the UNAOC's flagship project, "PLURAL+ Youth Video Festival", a joint initiative with IOM, which promotes diversity and respect and provides a counter-narrative to xenophobia.
- n. Conduct tailored dialogues across the faith-spectrum that would address the root causes of all religious intolerance and bigotry.
- o. Support projects, programmes and activities, including those organized by civil society organizations and academic institutions, that aim to promote the communication of counter and alternative narratives to antisemitism and ultimately foster mutual respect, social cohesion, inclusion and diversity.

Public Advocacy

Action Points:

- a. Continue to promote the United Nations in its role as a strong and credible voice against antisemitism and its commitment to protect and uphold human rights;
- b. The High Representative for UNAOC, as the United Nations Focal point on monitoring antisemitism and enhancing a system-wide response, to continue to speak out against manifestations of antisemitism including verbal and physical attacks via social media platforms, UNAOC website, UN News Centre, and other relevant UN microsites, and amplify such messages through other platforms such as those of interfaith networks, Jewish organizations platforms, and others.
- c. The UN Department of Global Communications (DGC), in partnership with relevant United Nations entities and agencies, and Jewish organizations, to develop a cross-sectoral social global media campaign to combat antisemitic stereotypes and raise awareness about Jewish culture, religion and practices, as well as to promote accurate information about the Holocaust.
- d. United Nations Information Centres (UNICs) worldwide will enhance their Holocaust education efforts and awareness campaigns on antisemitism, with support from the United Nations Secretariat and its Holocaust Outreach Programme.
- e. Through the existing No Hate Campaign, continue to identify and designate influencers, such as entertainers and athletes, especially those who enjoy wide popularity among youth, to increase understanding and awareness of antisemitism

and amplify a counter message on antisemitic tropes.

- f. Strengthen engagement with Jewish arts and cultural institutions including museums, libraries, and other such cultural institutions to combat antisemitism.
- g. Conduct regular briefings to Member States to highlight the nexus and implications on human rights to contribute to efforts towards the effective development of responses to religious intolerance in general and antisemitism in particular.
- h. Building on the spirit of the International Holocaust Remembrance Day, organize side events engaging United Nations Member States, regional groups and local Jewish communities to promote actions taken across the United Nations system to address antisemitism.
- i. Continue to invite Jewish civil society representation in public events organized by United Nations entities, as and when appropriate.
- j. Promote the ongoing work of the United Nations Interagency Task Force for Religion and Development and the Multi-Faith Advisory Council to engage representatives of other faiths in efforts to combat antisemitism.

VI. MOVING FORWARD

Antisemitism is a global challenge that requires a coordinated global response. The United Nations cannot stamp-out the scourge of antisemitism and other forms of discrimination and bigotry alone. State and non-state actors including civil society organizations, faith actors, social media companies, educators and many others, each have a role to play. In an interconnected world, where hate respects no borders, transnational cooperation can identify threats, raise awareness, broaden the use of best practices, and more effectively and proactively coordinate responses.

In this context, the following actions are recommended to strengthen and improve our collective response to antisemitism:

All State and non-State actors are encouraged to:

- Denounce antisemitism swiftly, clearly, and unequivocally, whenever and wherever it occurs in domestic and international arenas.
- Stand up against antisemitism online, stay abreast on evolving trends, increase awareness about antisemitic content, assess impact on vulnerable communities, and find solutions, within the context of existing legal frameworks.
- Enhance education about the Holocaust and antisemitism is a vital tool for identifying and countering antisemitism, including Holocaust remembrance and countering Holocaust denial and distortion.
- Raise awareness of the importance of a whole-of-society commitment to standing-up against antisemitism and strengthening collaboration, bridge-building, nurturing trust among faith, civic, and cultural leaders, and fostering mutual understanding is critical. Strengthening coalition-building and international cooperation to effectively monitor and counter antisemitism will also be essential.

Governments and international organizations are encouraged to:

- Implement strategies and action plans on antisemitism that engage institutions at all levels in close consultation with Jewish communities, civil society, field researchers, and other relevant stakeholders.
- Appoint national coordinators, special envoys, or designated officials to address antisemitism and to enhance collaboration with other state and non-state stakeholders
- Enhance policies and mechanisms to support the uniform collection of data documenting incidents of antisemitism as well as the perceptions of antisemitism among Jewish communities and the broader public is crucial. Such information, drawn from community-based sources, when possible, allows for an evidence-based understanding of trends and sources.
- Operationalize zero tolerance policies by enforcement of hate crime and anti-discrimination laws is critical and should take place within legal frameworks that protect human rights, including freedom of expression.

Annex I: References and Existing Programmatic Activities Across the United Nations System

This Action Plan was informed by:

- Relevant international human rights standards and norms:
<https://www.un.org/en/global-issues/human-rights>
- Rabat Plan of Action:
<https://www.ohchr.org/en/documents/outcome-documents/rabat-plan-action>
- The “Faith for Rights” framework:
<https://www.ohchr.org/en/faith-for-rights>
- Human Rights Council Resolution 16/18 and follow-up:
<https://documents.un.org/doc/resolution/gen/g11/127/27/pdf/g1112727.pdf>
- United Nations General Assembly resolution 36/55:
https://legal.un.org/avl/ha/ga_36-55/ga_36-55.html
- United Nations General Assembly resolution 77/221:
<https://documents.un.org/doc/undoc/gen/n22/764/44/pdf/n2276444.pdf>
- Human Rights Council resolution 52/6:
<https://documents.un.org/doc/undoc/gen/g23/078/47/pdf/g2307847.pdf>
- The United Nations Strategy and Plan of Action on Hate Speech:
https://www.un.org/en/genocideprevention/documents/advising-and-mobilizing/Action_plan_on_hate_speech_EN.pdf
- The United Nations Plan of Action to Safeguard Religious Sites:
<https://www.unaoc.org/wp-content/uploads/Plan-of-Action-to-Safeguard-Religious-Sites-191219.pdf>
- The 2019 report of the Special Rapporteur on Freedom of Religion or Belief to the General Assembly (A/74/358):
<https://documents.un.org/doc/undoc/gen/n19/289/00/pdf/n1928900.pdf>
- Secretary-General’s bulletin on Addressing discrimination, harassment, including sexual harassment, and abuse of authority ([ST/SGB/2019/8](https://www.un.org/sgsm/bulletin/2019/8))
- Strategic Action Plan: Report of the Secretary-General’s Task Force on Addressing Racism and Promoting Dignity for All in the United Nations Secretariat:
https://hr.un.org/sites/hr.un.org/files/sap_final_report_0.pdf

Links to Existing Programmatic Activities across the United Nations System

The Holocaust and the United Nations Outreach Programme:

- The Department of Global Communications counters antisemitism in several ways. The Holocaust and the United Nations Outreach Programme addresses antisemitism through Holocaust remembrance and education. Established in 2005 by General Assembly Resolution 60/7, the Holocaust and the United Nations Outreach Programme is mandated to mobilize civil society for Holocaust remembrance and education in order help to prevent future acts of genocide. The Programme has established a global network of partners, works collaboratively across the United Nations system and has developed versatile initiatives including multimedia educational resources, publications, panel discussions and exhibitions. Many of the resources have been translated into the six official languages of the United Nations and made available to the global network of United Nations offices and educators. The Programme organizes year-long Holocaust education and remembrance outreach to amplify its themes of countering antisemitism and prejudice, and of defending human rights. The Programme works to ensure the voices of survivors are heard and heeded as a warning against the consequences of antisemitism and racism and other forms of discrimination and prejudice. Through its outreach, the Programme strives to build a greater understanding of why antisemitism, as an expression of racism, poses a threat to the fabric of society. The Programme leads the annual observance at United Nations Headquarters of the 27 January International Day of Commemoration in memory of the victims of the Holocaust. The observance brings together member states, civil society organization, Holocaust survivors and their families, United Nations staff and civil society. The Programme supports United Nations Information Centres world-wide in organizing Holocaust remembrance and education activities.
<https://www.un.org/en/holocaustremembrance>
- Panel discussions, film screenings, exhibitions, podcasts, discussion papers from leading academics, educational resources, workshops for teachers and students, and webinars engaging diverse audiences around the world:
<https://www.un.org/articles-by-property-local-category/61217/16264>
- International Day of Commemoration in Memory of the Victims of the Holocaust:
<https://www.un.org/en/holocaustremembrance/observance>

Actions Undertaken by United Nations Officials:

- Secretary-General's Call to Action for Human Rights:
<https://www.un.org/en/content/action-for-human-rights/index.shtml>
- The United Nations Strategy and Plan of Action on Hate Speech
https://www.un.org/en/genocideprevention/documents/advising-and-mobilizing/Action_plan_on_hate_speech_EN.pdf

United Nations Alliance of Civilizations (UNAOC)

- The United Nations Plan of Action to Safeguard Religious Sites
<https://www.unaoc.org/wp-content/uploads/Plan-of-Action-to-Safeguard-Religious-Sites-191219.pdf>

United Nations Office of the High Commissioner for Human Rights (OHCHR):

- An informal network of UN entities working on combating antisemitism, initiated by OHCHR, which currently consists of the United Nations Alliance of Civilizations, DGC, UNESCO, OSAPG and OHCHR and allows to bundle resources, coordinate approaches to increasingly speak with one voice
- “Faith for Rights” (#Faith4Rights) Framework: <https://www.ohchr.org/en/faith-for-rights>
- Rabat Plan of Action: <https://www.ohchr.org/en/documents/outcome-documents/rabat-plan-action>
- In 2020, OHCHR, OSAPG, and UNAOC convened a peer-to-peer learning programme with religious actors and faith-based organizations on hate speech during the COVID-19 pandemic, including dedicated presentations on antisemitism: <https://www.unaoc.org/2021/07/media-advisory-global-pledge-for-action-by-religious-actors-and-faith-based-organizations/>

UNESCO

- “Addressing anti-semitism through education: guidelines for policymakers”, developed jointly by UNESCO and the Office for Democratic Institutions and Human Rights (ODIHR) of the OSCE: <https://unesdoc.unesco.org/ark:/48223/pf0000263702>
- Addressing anti-semitism in schools: training curriculum for school directors: <https://unesdoc.unesco.org/ark:/48223/pf0000374869>
- “Online antisemitism: a toolkit for civil society”, developed in partnership with B’nai B’rith International and the Institute of Strategic Dialogue: <https://unesdoc.unesco.org/ark:/48223/pf0000381856>
- Report: “History under attack: Holocaust denial and distortion on social media”: <https://unesdoc.unesco.org/ark:/48223/pf0000382159>
- “AboutHolocaust.org”, a website to counter the growth of Holocaust denial and distortion online: <https://aboutholocaust.org/en>
- International Program on Holocaust and Genocide Education: <https://www.unesco.org/en/teaching-holocaust-genocide/iphge>
- “The role of policymakers in addressing antisemitism”, a workshop for policymakers organized by the OSCE Office for Democratic Institutions and Human Rights (ODIHR) and UNESCO, in co-operation with the Office of the High Commissioner for Human Rights (OHCHR), the United Nations Special Rapporteur on Freedom of Religion or Belief and the World Jewish Congress: <https://www.osce.org/odihr/442213>

The UN Office on Genocide Prevention and the Responsibility to Protect (OSAPG):

- The United Nations Strategy and Plan of Action on Hate Speech:
https://www.un.org/en/genocideprevention/documents/advising-and-mobilizing/Action_plan_on_hate_speech_EN.pdf
- United Nations Strategy and Plan of Action on Hate Speech: Detailed Guidance on Implementation for United Nations Field Presences:
https://www.un.org/en/genocideprevention/documents/UN%20Strategy%20and%20PoA%20on%20Hate%20Speech_Guidance%20on%20Addressing%20in%20field.pdf
- Policy Paper on “Combating Holocaust and Genocide Denial: Protecting Survivors, Preserving Memory, and Promoting Prevention”:
https://www.un.org/en/genocideprevention/documents/22-00041_OSAPG_PolicyPaper_Final.pdf

Independent United Nations-mandated human rights monitors:

- The Special Procedures of the Human Rights Council are independent human rights experts with mandates to report and advise on human rights from a thematic or country-specific perspective: <https://www.ohchr.org/en/special-procedures-human-rights-council>
- The 2019 report of the Special Rapporteur on Freedom of Religion or Belief to the General Assembly (A/74/358):
<https://documents.un.org/doc/undoc/gen/n19/289/00/pdf/n1928900.pdf>
- Follow-up Action Plan for Advancing the Implementation of the Recommendations of the UN Special Rapporteur on Freedom of Religion or Belief in his 2019 Report to the UN General Assembly (A/74/358):
<https://www.ohchr.org/sites/default/files/2022-05/ActionPlanChanges-May2022.pdf>
- Other independent human rights mechanisms, most notably the Committee on the Elimination of Racial Discrimination (CERD), have also raised concerns and issued recommendations regarding antisemitism within State parties.