



Office for Democratic Institutions and Human Rights

Customization Report for Bulgaria

On implementing ODIHR's publication on *Understanding Anti-Semitic Hate Crimes and Addressing the Security Needs of Jewish Communities: A Practical Guide*



Warsaw
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Introduction

This report has been prepared to facilitate the implementation in Bulgaria of ODIHR's publication on *Understanding Anti-Semitic Hate Crimes and Addressing the Security Needs of Jewish Communities: A Practical Guide*.¹

This document can be used for the following purposes: (1) to raise awareness of the specific issues related to preventing and responding to anti-Semitic hate crimes and addressing the security needs of Jewish communities in Bulgaria; (2) as a basis for delivering trainings to law enforcement officials; (3) and as a model for addressing the security needs and experiences of other communities vulnerable to hate crimes. It contains information about the following:

1. Jewish communities in Bulgaria.
2. The context of anti-Semitic hate crimes in Bulgaria.
3. The key features of anti-Semitic hate crimes in Bulgaria.
4. The impact of anti-Semitic hate crimes in Bulgaria.
5. Domestic legislation.
6. The institutional context.
7. Recommendations.
8. Case studies.
9. Summary table.

The terms used in this report are gender neutral and, if not specified, equally refer to both women and men.

¹ See: *Understanding Anti-Semitic Hate Crimes and Addressing the Security Needs of Jewish Communities: A Practical Guide* (Warsaw: OSCE/ODIHR, 2017), <<https://www.osce.org/odihr/317191>>.

Handout 1: Jewish communities in Bulgaria

According to Bulgaria's 2011 Census, there are 1,162 Jews living in Bulgaria. Most Bulgarian Jews live in the capital Sofia, but Jewish communities are also present in Burgas, Dupnitsa, Haskovo, Kyustendil, Lom, Pleven, Plovdiv, Ruse, Shumen, Silistra Sliven, Stara Zagora, Varna, Vidin and Yambol.²

There are two functioning synagogues in Bulgaria. The largest of these synagogues – and the third largest synagogue in Europe – is in Sofia, while the other synagogue is located in Plovdiv.³

² <https://www.shalom.bg/en/category/regional-organizations>

³ World Jewish Congress, "Bulgaria", <http://www.worldjewishcongress.org/en/about/communities/BG>

Handout 2: The context of anti-Semitic hate crimes in Bulgaria

As an OSCE participating State, Bulgaria has repeatedly pledged to address anti-Semitism and has committed to:

- “Introduce or further develop professional training and capacity-building activities for law-enforcement, prosecution and judicial officials dealing with hate crimes; and
- “Conduct awareness raising and education efforts, particularly with law enforcement authorities, directed towards communities and civil society groups that assist victims of hate crimes.”⁴

With the 2014 Basel Ministerial Council Declaration on “Enhancing Efforts to Combat Anti-Semitism”, the OSCE Ministerial Council rejected and condemned “manifestations of anti-Semitism, intolerance and discrimination against Jews” and called on OSCE participating States to:

- “Increase efforts to implement existing OSCE commitments related to monitoring hate crimes and collecting relevant data, including motivated by anti-Semitism; and
- “Investigate effectively, promptly and impartially acts of violence motivated by anti-Semitism and prosecute those responsible”.⁵

Anti-Semitism manifests itself in Bulgaria primarily in the form of attacks against property. Jewish cemeteries, synagogues and Holocaust monuments have repeatedly been the target of anti-Semitic attacks in recent years. Moreover, anti-Semitic stereotypes and conspiracy theories are prevalent in political discourse, in the media and on Bulgarian-language websites. In particular, anti-Semitic discourse emerges both online and offline in connection with the so-called “Lukov March” – an annual event that attracts neo-Nazi groups to commemorate a Bulgarian lieutenant-general who supported Nazi Germany during World War II.

A 2014 study commissioned by the Anti-Defamation League provides information about anti-Semitic sentiments in Bulgaria. According to the study, 44 per cent of Bulgarians – 49% Male, 39% Female are anti-Semitic and more than two thirds of the population think that

⁴ OSCE Ministerial Council Decision 9/09, “Combating Hate Crimes”, Athens, 2 December 2009, <<https://www.osce.org/cio/40695>>.

⁵ OSCE Ministerial Council Declaration No. 8/14, “Declaration on Enhancing Efforts to Combat Anti-Semitism”, Basel, 5 December 2014, <<https://www.osce.org/cio/130556>>.

Jews have a big influence in the business world and in international financial markets (67 per cent⁶ and 64⁷ per cent, respectively).⁸

⁶ 72% Male, 62% Female

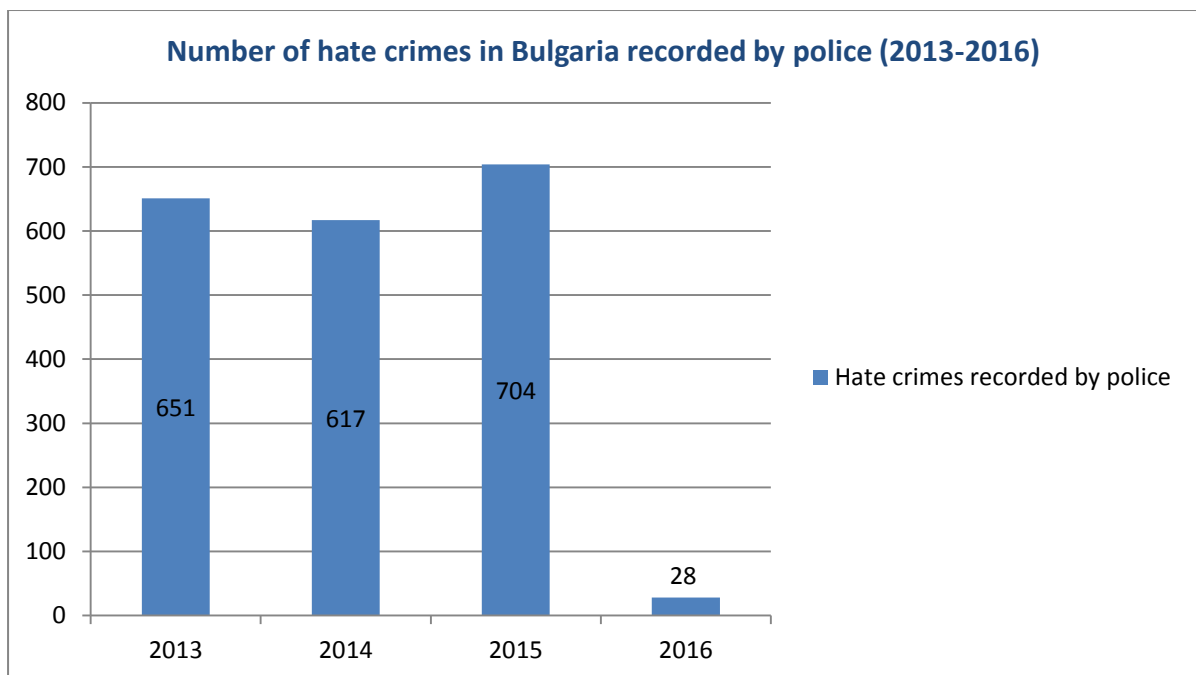
⁷ 72% Male, 56% Female

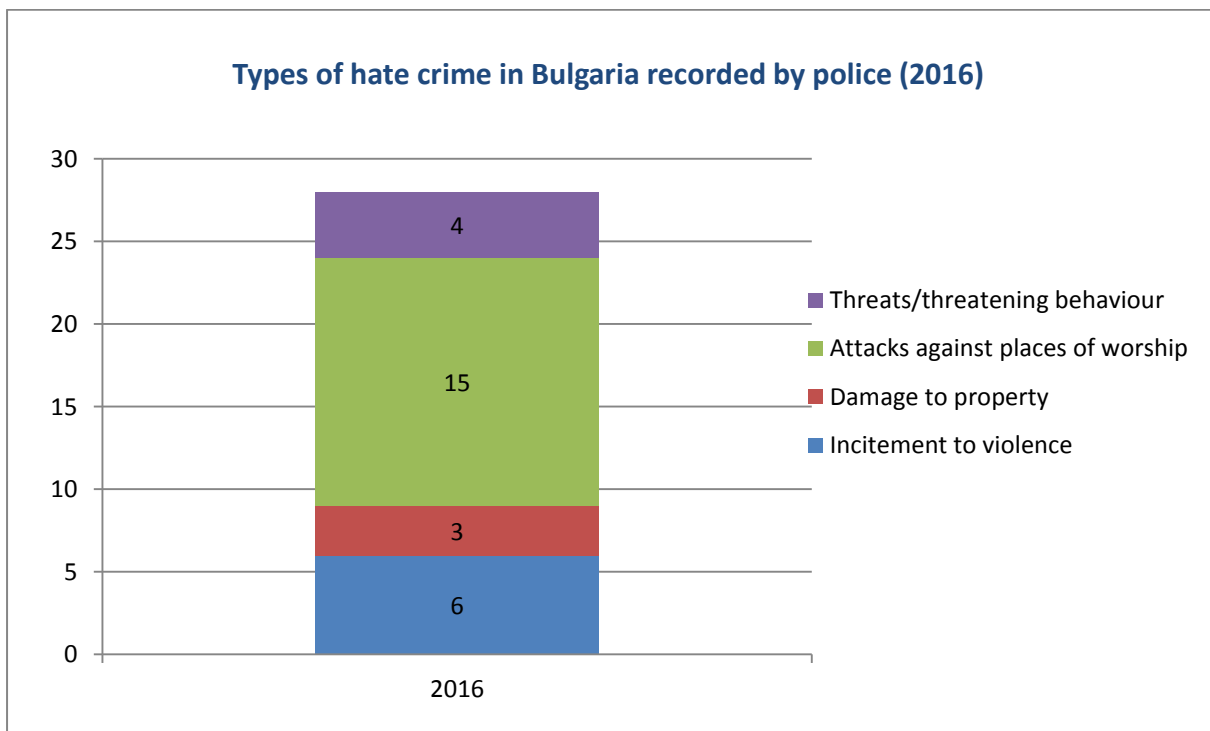
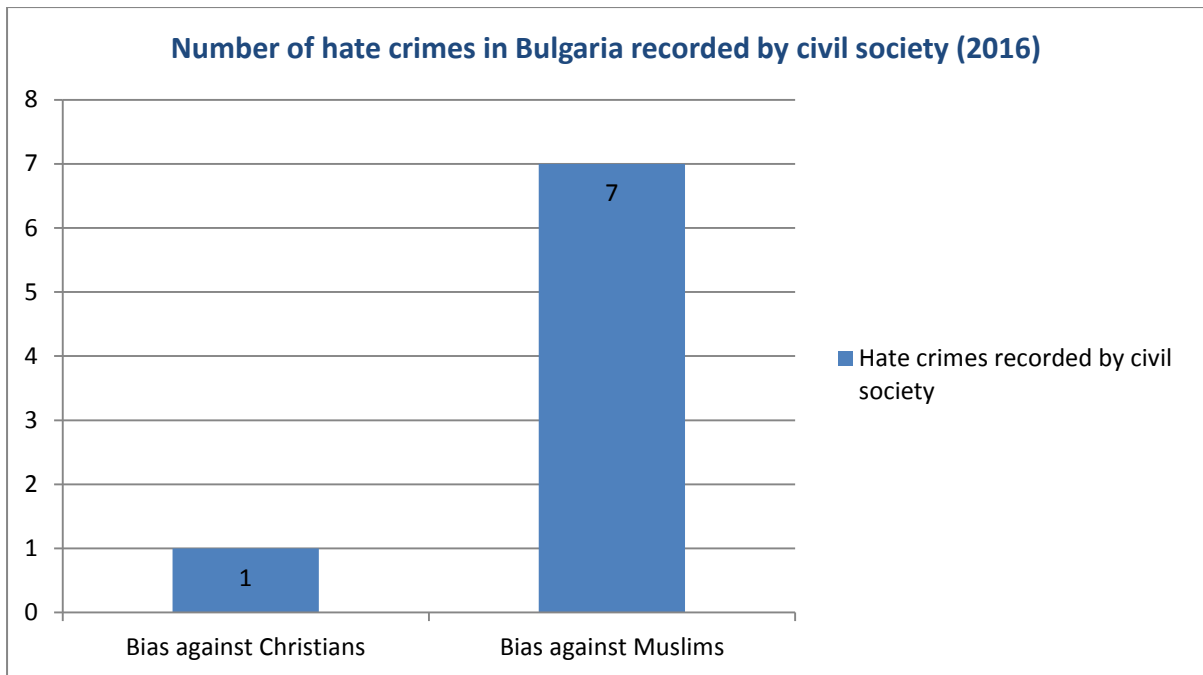
⁸ ADL Global 100: An Index of Anti-Semitism, "Bulgaria", <<http://global100.adl.org/#country/bulgaria>>.

Handout 3: Key features of anti-Semitic hate crimes in Bulgaria

Bulgaria regularly reports hate crime data to ODIHR. The authorities responsible for collecting hate crime data include the Interior Ministry's Co-ordination, Information and Analysis Directorate, the Supreme Judicial Council's Commission on Professional Qualifications, IT and Statistics, the Supreme Court of Cassation's Criminal College, the Supreme Prosecutor of Cassation's Analysis Unit and the National Statistical Institute.

Bulgarian police recorded 651 hate crimes in 2013, 617 hate crimes in 2014 and 704 hate crimes in 2015. Just 28 hate crimes were recorded in 2016, but this is due to a difference in recording methodology. Bulgaria's law enforcement agencies do not record the bias motivations of hate crimes.





Threats

In recent years, there has been one threat reported in Bulgaria, namely:

- Pazardzhik: On 20 April 2009 (the anniversary of Hitler's birthday), a large Nazi flag was hung from an industrial building. A message threatening to detonate a bomb if the flag was removed was also found.

Attacks against property

The most significant attacks against Jewish property reported in Bulgaria are the following:

- Sofia: On 4 June 2014, four young men drew a swastika and wrote “death to the Jews” on the walls of the Central Synagogue in Sofia.
- Vidin: On 19 August 2017, a monument put up by Bulgarian Jews to thank the town of Vidin for preventing the deportation of Jews during the Holocaust was desecrated.⁹
- Sofia: On 18 September 2017, two days prior to the holiday of Rosh Hashanah, Jewish graves in a cemetery were desecrated.¹⁰

⁹ <https://www.timesofisrael.com/holocaust-monument-defaced-in-bulgarian-town/>

¹⁰ <https://sofiaglobe.com/2017/09/15/bulgarian-foreign-ministry-condemns-vandalism-of-gravestones-in-jewish-part-of-sofia-cemetery/>

Handout 4: The impact of anti-Semitic hate crimes in Bulgaria

In contrast to the official number of Bulgarian Jews recorded by the 2011 Census (1,162), the Organization of Jews in Bulgaria “Shalom” (an umbrella organization for Jewish communities) estimates that there are in fact approximately 5,000 Jews in the country. During an ODIHR needs assessment mission, representatives of Shalom explained that this gap in the data results from a fear of publicly identifying as Jewish.

Handout 5: Domestic legislation

Bulgaria's hate crime laws are a combination of specific penalty enhancements and substantive offences, as defined by the Criminal Code.¹¹

Specific penalty enhancements:

- Article 116 paragraph 1 (11) provides a specific penalty enhancement for the crime of “murder [...] committed by hooligan, racist or xenophobic motives”.
- Article 131 paragraph 1 (12) provides a specific penalty enhancement for the crime of “inflicting bodily injury [...] out of hooligan, racist or xenophobic motives”.

The above articles focus on the perpetrator's motive and not on the victim's belonging to a vulnerable group. This is the proper approach, as the grounds on which a target is selected is sufficient to prove a bias-motivated crime, and incidents where the perpetrator mistakes the identity of the victim also qualify as hate crimes. At the same time, Articles 116 par 1 (11) and 131 par 1 (12) only cover two specific types of crime and the list of protected characteristics is not comprehensive.

Substantive provisions:

- Article 162 (2) defines the following as a substantive offence: “Anyone who uses violence against another person or damages his/her property because of the person's race, nationality, ethnic origin, religion or political convictions”.
- Article 163 (1) defines the following as a substantive offence: “The persons who take part in a crowd rallied to attack groups of the population, individual citizens or their property in connection with their national, ethnic or racial affiliation”.
- Article 165 (3) defines as substantive offences “acts under Article 163, committed against groups of the population, individual citizens or their property, in connection with their religious affiliation”.
- Article 164 (2) defines the following as a substantive offence: “A person who desecrates, destroys or damages a religious temple, a house of prayer, sanctuary or an adjoined building, their symbols or gravestones”.

¹¹ Legislationonline.org, “Criminal codes: Bulgaria”, <https://www.legislationonline.org/documents/section/criminal-codes/country/39>.

Articles 162 (2) and 163 (1) focus on the victim's identity and could, therefore, require proof of that the victim's membership in a protected group for the crime to be considered a hate crime. The perpetrator's selection of a target should be sufficient to prove the motive, as there is no need to prove hate in order to prosecute a crime as a hate crime. The articles do not explicitly cover hate crimes by association, while the list of protected characteristics is not comprehensive.

Hate speech provisions:

- Article 162 (1) defines the penalty for “anyone who, by speech, press or other media, by electronic information systems or in another manner, propagates or incites discrimination, violence or hatred on the grounds of race, nationality or ethnic origin”.
- Article 164 (1) defines the penalty for “[a] person who propagates or instigates discrimination, violence or hatred on religious basis by speech, through the press or other mass media, through electronic information systems or in another way”.

Handout 6: Institutional context

Most of Bulgarian Jews are represented by Shalom. The organization's main goals are to “uphold Jewish traditions and values, to guarantee the rights of its members and all the Jews in the country, to prevent all forms of racism and anti-Semitism and to preserve historical monuments such as synagogues and cemeteries”.¹²

In October 2017, the Deputy Minister of Foreign Affairs was appointed as the country's co-ordinator on combating anti-Semitism.

As noted above, the authorities responsible for collecting hate crime data include the Interior Ministry's Co-ordination, Information and Analysis Directorate, the Supreme Judicial Council's Commission on Professional Qualifications, IT and Statistics, the Supreme Court of Cassation's Criminal College, the Supreme Prosecutor of Cassation's Analysis Unit and the National Statistical Institute. In addition to data collection, the Supreme Prosecutor's Office of Cassation also contributes to developing guidelines on recognizing the bias motivation of hate crimes. The Commission for Protection against Discrimination serves as Bulgaria's national equality body.

¹² <https://www.shalom.bg/en/about-us/>

Handout 7: Recommendations

The recommendations contained in the Practical Guide are formulated broadly and are primarily intended for law enforcement officials in all 57 OSCE participating States. During its needs assessment mission to Bulgaria, ODIHR applied the ten-step model provided in the Practical Guide to evaluate the consultation mechanisms and co-operation between local and national authorities and Jewish communities. The Office then formulated a number of recommendations specific to the situation in Bulgaria.

1. Acknowledging the problem

The starting point for any government to address anti-Semitic hate crimes and ensure the security needs of Jewish communities is to acknowledge that anti-Semitism is a challenge that poses a threat to stability and security. An effective, holistic response requires action by political leaders. The Bulgarian authorities can do so by demonstrating an awareness that anti-Semitism can be expressed in subtle and coded ways and ensuring that such manifestations are recognized, exposed and condemned. Anti-Semitism has a different impact on women and men¹³, therefore as part of these efforts, the different needs and vulnerabilities of both women and men should be taken into consideration.

It is commendable that the Deputy Minister of Foreign Affairs of Bulgaria has been appointed as Bulgaria's co-ordinator on combating anti-Semitism. In some OSCE participating States, parliamentarians have taken the lead in ensuring that challenges related to anti-Semitism are placed high on the national agenda, including with regard to security concerns. This can include, for example, setting up a cross-party working group on anti-Semitism responsible for commissioning expert opinions and recommendations from academics and researchers to improve the government's understanding of and response to the problem.

In other countries, cross-governmental working groups have been set up to address different aspects of the problem, as well as ensure co-ordination and build trust among Jewish communities, political representatives and civil servants. Another option is to establish a permanent forum made up of government officials, security services, civil society and community leaders, among others, tasked with identifying concerns related to anti-Semitism.

¹³ Graham, D. and Boyd, J (2017) 'Understanding anti-Semitic Hate Crime: do the experiences, perceptions and behaviours of Jews vary by gender, age and religiosity? JPR

All of the above options could be considered by the Bulgarian authorities.

2. Assessing security risks and preventing attacks

Shalom ensures its own security, employing an armed chief of security and relying on the support of many volunteers.

The Bulgarian police does not co-operate with the Jewish community to conduct and update threat and risk assessments. Conducting joint risk assessments is a practice adopted in some OSCE participating States that has proven effective. Working together, government officials and Jewish community representatives can better assess the security needs of the community and its institutions and take the necessary steps to provide adequate protection for potential targets. Such an approach could be considered in Bulgaria.

Similarly, when developing policing strategies, government officials can consult Jewish communities about specific contexts that may trigger anti-Semitic attacks in Bulgaria. The authorities can also keep the Jewish community informed whenever a specific threat has been identified and when the threat level changes.

3. Raising awareness

In order to fully address the security needs of Jewish communities in the long term, the deep-rooted anti-Semitic stereotypes that drive such attacks must be dealt with in a holistic way. This means that attention must be paid not only to the impact of anti-Semitism, but also to how perpetrators first obtain their anti-Semitic beliefs and why they continue to subscribe to them.

Awareness raising is a critical element of addressing anti-Semitic attacks. It can take many forms, including educational programmes, parliamentary hearings, media campaigns and research.

The Bulgarian government has taken several steps to raise awareness of anti-Semitism through education and public campaigns. The Bulgarian authorities are currently preparing new curricula for students in the first year of secondary school on contemporary world history, including the Holocaust, which will be launched in 2018. Bulgaria observes 10 March as the Day of the Rescue of the Bulgarian Jews and the Victims of the Holocaust and

of the Crimes against Humanity – a memorial day for Jewish victims of the Holocaust. The Bulgarian Ministry of Education also holds a number of nationwide competitions for research related to the Holocaust. There are also public initiatives to clean and restore cemeteries, including Jewish cemeteries.

The media also has a role to play in addressing anti-Semitism. Most interlocutors in the ODIHR needs assessment mission stressed that the media could play a greater role in raising awareness of anti-Semitism, as media organizations are uniquely placed to inform and mobilize the wider public on the predominance of anti-Semitism and its impact on Jewish communities.

It is, therefore, critical for both the government and media to contribute to awareness raising and education about anti-Semitism, to ensure that Bulgarian society at large takes ownership of the work to address anti-Semitism, rather than viewing it as a problem to be solved by Jewish communities.

4. Building trust between the government and Jewish communities

Establishing channels of communication between the government and the Jewish community is especially important for strengthening trust, ensuring the effective exchange of information about potential threats and developing long-term strategies. Law enforcement officials at all levels – from senior leadership to frontline police officers – have a vital role in establishing lasting and collaborative relationships with Jewish communities, including their leadership and security focal points. The frequency of such communication is of paramount importance in building trust. Formally institutionalizing such co-operation, such as through a memorandum of understanding, can also help to build trust.

While Jewish community members maintain effective communication with Bulgarian police and the Ministry of the Interior, there is no permanent Jewish community liaison officer in relevant police forces and no co-ordination mechanism for communication with the Ministry.

In light of the above, criminal justice agencies could consider appointing liaison officers at the local level to act as special contact points for Jewish communities and to follow up on their concerns related to anti-Semitism. Such liaison officers could have the role of building trust incorporated into their job descriptions and be responsible for developing strategies specifically for this purpose.

Moreover, it would be advisable for criminal justice agencies to invite Jewish community members to conduct training workshops and organize events aimed at introducing law enforcement officers to the community, its history and religious traditions, as well as the challenges it faces with regard to anti-Semitism. It is also recommended that criminal justice agencies and Jewish communities institutionalize their co-operation by developing an official memorandum of understanding.

5. Providing protection to Jewish communities and sites, including during special events

The Bulgarian police protect and provide other adequate security and safety measures during key periods, such as Jewish holidays. However, there is no permanent police presence in front of or inside Jewish sites. The Bulgarian authorities also do not provide financial resources to help address the security needs of Jewish communities. Consequently, Bulgarian Jewish communities dedicate substantial resources for security purposes that could otherwise be used for cultural and educational work. Moreover, each case of anti-Semitism should be carefully analysed in order to identify any possible failure or protection in view of improving and developing further preventive measures.

6. Working with the Jewish community to set up crisis management systems

Over the years, Jewish communities in Bulgaria have developed extensive security expertise and implemented many security measures designed to complement – and not duplicate – the government's efforts.

Government agencies, in turn, are best placed to provide security and emergency planning assistance to Jewish communities by conducting voluntary assessments and security surveys, and by providing feedback on the community's security plans.

In some OSCE participating States, law enforcement officials actively participate in workshops and awareness-raising events designed to increase Jewish communities' capacity to respond to attacks, sharing experiences and insights on security procedures and routines.

This helps to ensure that the emergency measures implemented by the community complement those put in place by the authorities.

Some government agencies also organize joint practice drills for Jewish community focal points and police first responders to ensure the best possible response to various emergency scenarios. Gender balance should be taken into consideration when referring police officers to the scene of events (preferably officers of different sexes to provide an opportunity for the victim to talk to a man or a woman), with the aim to determine the circumstances of the case and provide protection and other assistance to the victim. All of these additional measures can be further considered by the Bulgarian government and the Jewish communities to further strengthen their co-operation pertaining to crisis management.

7. Recognizing and recording the anti-Semitic bias motivation of hate crimes

Recognizing and recording the anti-Semitic bias motivation of hate crimes is one of the most important ways in which the government can acknowledge the issue of anti-Semitism in Bulgarian society. Accurately recording the anti-Semitic bias motivation of hate crimes will alert the authorities to the need for concrete action to address anti-Semitism. While Bulgaria regularly reports hate crime data to ODIHR, its law enforcement agencies currently do not record the specific bias motivations of hate crimes. The European Union Agency for Fundamental Rights (FRA) has also noted the absence of a special system for recording or flagging such crimes in Bulgaria, and has also observed that no guidance is given to police on how to record hate crimes in the case management system.¹⁴

Nevertheless, the Bulgarian authorities are making efforts to counter hate crimes. These efforts include Bulgaria's implementation of ODIHR's law enforcement TAHCLE (2012) and prosecutor PAHCT (2015) training programmes,¹⁵ as well as the development of guidelines for prosecutors on addressing crimes with discriminatory motives.

In 2017, the National Judicial Academy and the General Prosecutors Office participated in an ODIHR project to conduct three pilot training courses for police and prosecutors from different regions of Bulgaria (Plovdiv, Sofia and Veliko Tarnovo). The project – which was

¹⁴ European Union Agency for Fundamental Rights, *Hate crime recording and data collection practice across the EU* (Luxembourg: Publications Office of the European Union, 2018), page 33, <https://fra.europa.eu/sites/default/files/fra_uploads/fra-2018-hate-crime-recording_en.pdf>.

¹⁵ *Training Against Hate Crimes for Law Enforcement: Programme Description* (Warsaw: OSCE/ODIHR, 2012), <<https://www.osce.org/odihr/tahcle>>; and *Prosecutors and Hate Crimes Training (PAHCT): Programme Description* (Warsaw: OSCE/ODIHR, 2014), <<https://www.osce.org/odihr/pahct>>.

co-funded by the European Union and the United States – aimed to equip police and prosecutors with the skills to better identify and prosecute hate crimes. Based on these pilot trainings, ODIHR published its *Manual on Joint Hate Crime Training for Police and Prosecutors*.¹⁶

However, these efforts have not yet led to improved hate crime recording, and many potential hate crimes are still recorded as “hooliganism” in the case management system.

Criminal justice agencies in Bulgaria are not provided with a set of specific indicators (known as “bias indicators”) that could help them identify a hate crime motivated by anti-Semitism. It is important to note that, while the existence of such indicators does not, in itself, prove that an incident was a hate crime, such guidance can facilitate the process of recognizing and recording anti-Semitic hate crimes. If bias indicators are identified, then these should be recorded in the criminal file to inform the further investigation and prosecution of anti-Semitic hate crimes.

When recording anti-Semitic hate crimes, Bulgarian law enforcement officers are advised to rely on a specifically developed list of bias indicators. Special importance should be placed on the victim’s perception of the incident as a hate crime, as this is a key indicator that a bias-motivated incident has occurred.

Moreover, it is recommended that law enforcement, prosecution and judicial officials are provided with more training and awareness-raising opportunities aimed at strengthening their understanding of the specific features of anti-Semitic hate crimes, including through the study of relevant case studies and scenarios.

It is also recommended that government and non-governmental actors meet to discuss improving disaggregated hate crime data collection to bring it in line with domestic law and international human rights standards. Such meetings would serve to ensure a common understanding and categorization of hate crime data, and would be an opportunity for civil society to circulate their reports on anti-Semitic hate crimes and inform government officials of contemporary manifestations of anti-Semitism.

Further, the Bulgarian government could organize national hate crime task forces made up of civil society representatives, academics, law enforcement liaison officers and prosecutors that meet regularly to discuss bias-motivated incidents in their respective communities. Similar task forces can also be set up at the local level. The authorities could also consider setting up

¹⁶ *Manual on Joint Hate Crime Training for Police and Prosecutors* (Warsaw: OSCE/ODIHR, 2018), <<https://www.osce.org/odihr/385035>>.

dedicated hate crime units in police forces where such units do not already exist, and it is also necessary to provide sufficient number of women police officers in order to make easier for women to report such offences.

It is recommended that the Bulgarian government adopt state policies requiring that all law enforcement officers recognize and record the anti-Semitic bias motivations of hate crimes. Finally, it is important that accessible and confidential reporting mechanisms are in place to help facilitate the reporting of anti-Semitic hate crimes.

8. Working with Jewish communities on hate crime data collection to ensure their security needs are met

Collecting disaggregated data on anti-Semitic hate crimes is crucial to assessing the challenges related to anti-Semitism and ensuring that security measures correspond to the needs of Jewish communities. It is recommended that government agencies co-operate with civil society, including Jewish organizations, in sharing, checking and collecting disaggregated data on anti-Semitic hate crimes with the aim of obtaining more accurate data and statistics and addressing the problems of under-reporting and under-recording.

9. Reassuring the community in case of an attack

While there have been no violent anti-Semitic attacks reported recently in Bulgaria, it is important to note that every anti-Semitic attack needs to be acknowledged and condemned by government officials and civil society, regardless of the nature or gravity of the crime. Even low-level offences can escalate quickly if they are not addressed. Expressions of anti-Semitism in public discourse can also cause anxiety among Jewish communities if they are not condemned and addressed promptly. Strong statements by public officials can help to restore the confidence of the community targeted by an attack.

Therefore, the Bulgarian authorities and police forces might consider issuing press or social media statements following an anti-Semitic attack. Intolerant discourse should also be condemned in a similar manner.

The Bulgarian Deputy Foreign Minister responded appropriately following the desecration of a Jewish cemetery on 18 September 2017, condemning the act and underscoring that “such actions are in complete contradiction with the moral choice of the Bulgarian society”.

10. Providing support to the victims of anti-Semitic attacks

It is of critical importance that the authorities offer assistance to Jewish communities following attacks in order to minimize the damage caused. In relation to this, there is a legal requirement in Bulgaria to provide financial compensation to victims of crimes. The National Council on Compensation, which is chaired by the Deputy Minister of the Interior, was established to oversee this compensation process. Law enforcement officials are also obliged to inform victims of their rights.

It would, however, be further advisable for law enforcement officials to consult Jewish communities and relevant victim support organizations to develop effective strategies for supporting victims and to adopt nuanced approaches following each incident, and in doing so, the different needs of women and men victims should be taken into consideration. Moreover, an adequate number of women law enforcement officers, should be involved in providing services to women victims of anti-Semitism.

Handout 8: Case studies¹⁷

The following case studies can be used when training law enforcement to respond to anti-Semitic hate crimes, in particular on working with bias indicators. All interventions need to take into consideration the inequality of power between victim and the perpetrator, and while respecting the needs, rights and dignity of the victim, the following questions should be asked when discussing the case studies:

- What would you ask if you were to investigate this incident?
- If there are victims how would you gather information from the victim and which special preparation would you take? What enquiries would you make?

Case study 1

On 18 September 2017, graves were desecrated in a Jewish cemetery in the suburbs of a capital city with a large Jewish community. The desecration occurred two days prior to the holiday of Rosh Hashanah. The country's foreign ministry condemned the act.

Case study 2

On 4 June 2014, a capital city's only synagogue was defaced with graffiti. Four young men drew a swastika and wrote "death to the Jews" on the walls of the synagogue.

Case study 3

The largest Jewish cemetery in the capital was vandalized by a neo-Nazi group. The perpetrators graffitied swastikas and anti-Semitic slogans on the cemetery walls and graves. In an online post, the perpetrators took responsibility for the incident and said that they would return to the cemetery to repeat the attack.

¹⁷ For further hate crime case studies, see ODIHR'S *Manual on Joint Hate Crime Training for Police and Prosecutors*, op. cit.

Handout 9: Summary Table

Type of actor	What can I do to help address the problem?	With whom can I work to address the problem?	How can I use this publication?
Member of the National Assembly	<p>Request that ODIHR conducts a legal review of draft or existing legislation pertaining to hate crimes.</p> <p>Initiate a parliamentary inquiry and look into whether more needs to be done to address the security needs of Jewish communities.</p> <p>Establish a cross-party parliamentary working group on anti-Semitism.</p> <p>Study the recommendations contained in the European Parliament resolution on combating anti-Semitism (2017/2692(RS P)) and the 2014 Basel OSCE Ministerial Council Declaration on “Enhancing Efforts to Combat Anti-Semitism”.</p> <p>Use every opportunity to condemn and reject expressions of anti-Semitism.</p> <p>Commission expert opinions and recommendations from academics and researchers to improve understanding of the problem.</p>	<p>Find out more about the work of international parliamentary bodies regarding anti-Semitism, such as the Inter-parliamentary Coalition for Combating Antisemitism (ICCA), the OSCE Parliamentary Assembly and the European Parliament Working Group on Antisemitism.</p>	<p>.</p> <p>Engage with ODIHR to raise awareness about the Practical Guide and the Customization Report for Bulgaria.</p> <p>Learn about the specific features of anti-Semitic hate crimes in Bulgaria to strengthen your own response to anti-Semitism.</p>
Civil Servant	<p>Find out how disaggregated data on anti-Semitic hate crimes are collected in Bulgaria</p>	<p>Get in touch with Jewish communities and civil society organizations, such as the Organization of Jews in Bulgaria</p>	<p>Learn about the different types of anti-Semitic attacks that have occurred in Bulgaria, paying</p>

	<p>and address any gaps.</p> <p>Assess and review the mechanisms, policies and measures in place to address the security needs of both women and men belonging to Jewish communities and provide protection for Jewish sites.</p>	<p>“Shalom”, to find out more about their reports on anti-Semitic hate crimes in Bulgaria.</p>	<p>particular attention to the context in which such attacks take place.</p>
<p>Law Enforcement Officer</p>	<p>When assessing a criminal offence, consider whether it might have been motivated by bias.</p> <p>Make an appointment with local Jewish community representatives to establish contacts and learn about their security concerns.</p> <p>Establish a single point of contact (PoC) for the Jewish community within your police station. Build trust by maintaining regular contact between the PoC and the Jewish community.</p> <p>Strengthen your own understanding of and capacity to respond appropriately to anti-Semitic hate crimes.</p> <p>Assess how you can co-operate with the Jewish community to collect disaggregated data on anti-Semitic hate crimes.</p> <p>Co-ordinate emergency communication procedures with the Jewish community, particularly for security-related incidents.</p>	<p>When investigating a criminal offence, ask the victim and any witnesses for their perception of the crime.</p> <p>Ask your supervisor(s) to take part in relevant training programmes, such as ODIHR’s TAHCLE and PAHCT programmes.</p> <p>Liaise with your supervisor(s) about whether the training programmes could be taken up at the national level.</p>	<p>Study the recommendations provided in the Customization Report that relate specifically to law enforcement personnel.</p>

	<p>Conduct risk assessments jointly with security professionals from the Jewish community.</p> <p>Become familiar with the structure and customs of the local Jewish community.</p>		
Jewish Community Representative	<p>Start monitoring anti-Semitic hate crimes and encourage the members of your community to report them to the police.</p> <p>Form broad-based coalitions of organizations working to promote human rights to address anti-Semitism and broader tolerance and non-discrimination issues¹⁸.</p> <p>Organize an open-door day and invite relevant government officials and civil society activists to get to know the community.</p> <p>Engage in advocacy to ensure that the government follows up on and implements its international obligations.</p> <p>Reach out to cultural and educational institutions, as well as the media, to share your reports and concerns about anti-Semitism.</p>	Contact other religious communities, cultural organizations and civil society groups.	Learn more about the international standards that apply to your country.
Civil Society Activist	Attend significant commemorations to demonstrate solidarity with the Jewish	Reach out to the Jewish community or to a Jewish community organization to find out more about its	Learn about the impact of anti-Semitic attacks on the everyday lives of

¹⁸ Initiators and members of such coalitions may find inspiration in *Coalition Building for Tolerance and Non-Discrimination: A Practical Guide* (Warsaw: OSCE/ODIHR, 2018), <<https://www.osce.org/odihr/385017?download=true>>.

	<p>community.</p> <p>Call on the government to respond appropriately to hate crimes and anti-Semitism.</p> <p>Join or create a coalition of civil society organizations and Jewish groups aimed at addressing all forms of intolerance and discrimination.</p> <p>Organize an awareness-raising event about anti-Semitism in your community and invite a guest speaker to present an inspiring project about civil society coalition building.</p> <p>Start collecting disaggregated data on hate crimes targeting your community.</p>	<p>concerns.</p>	<p>Jewish people in Bulgaria.</p> <p>Learn about the different types of anti-Semitic attacks that have occurred in Bulgaria, paying particular attention to the context in which such attacks take place.</p>
Religious Leader	<p>Start an interfaith initiative that brings together members of your and other communities, including the Jewish community.</p> <p>Organize an awareness-raising event about anti-Semitism in your community and invite a guest speaker to present an inspiring project about civil society coalition building.</p> <p>Start collecting data on hate crimes targeting your community.</p>	<p>Meet with organizations experienced in interfaith work for advice and support and invite other members of your community to join you.</p> <p>Reach out to civil society and academic experts.</p> <p>Reach out to the Jewish community's security professionals and see if there is a way for you to co-operate with them in the area of hate crime data collection.</p>	<p>Familiarize yourself with contemporary manifestations of anti-Semitism and learn why it is so important to overcome them through a collaborative and human rights-based approach.</p>
Office of the Ombudsman	<p>Initiate a victimization survey to find out more about the security needs</p>	<p>Consult victim support organizations, the Jewish community and</p>	<p>Learn about some of the features of contemporary anti-</p>

	<p>of both women and men belonging to Jewish communities and their experience with anti-Semitic hate crimes.</p> <p>Work closely with Jewish communities to hear their concerns about law enforcement.</p>	<p>international bodies.</p>	<p>Semitism and how it impacts differently women and men belonging to Jewish communities.</p>
<p>Teacher</p>	<p>Check whether the Jewish students in your school experience any harassment, threats or violence on the way to and from school, as well as in school, while taking into account the different needs of Jewish boys and girls.</p>	<p>Consult your colleagues and reach out to Jewish community organizations, and Jewish youth organizations.</p> <p>Seek support from the school leadership on addressing anti-Semitism.</p>	<p>Learn more about some of the features of contemporary anti-Semitism and how it impacts women and men belonging to Jewish communities.</p>