

# Jewish Community Safety Index

VERSION 1.2

Comprehensive Country Assessment • Seven Pillar Framework

DE GERMANY

46  
CONCERNING

[!] **CRITICAL:** Germany recorded a historic 8,627 antisemitic incidents in 2024 - an 80% increase over 2023, averaging 24 incidents per day. Federal Commissioner Felix Klein states: "Jewish life in Germany is now at greater risk than at any time since the Shoah."

## Seven Pillar Summary

#	Pillar	Weight	Score	Assessment
P1	Legal & Government Framework	10%	80	Strong - World-leading Holocaust laws; Commissioner since 2018
P2	Security Infrastructure	10%	68	Moderate - State-dependent; no centralized CSO
P3	Criminal Justice Outcomes	10%	62	Moderate - Attribution gaps; data challenges
P4	Threat Environment	18%	17	CRITICAL - Record incidents; Solingen attack; multi-vector threats
P5	Movement Ecosystem NEW	15%	42	Concerning - 12,150 Salafists; IRGC plots; HuT banned
P6	Cultural & Societal Climate NEW	15%	55	Moderate - Strong Holocaust education; campus tensions
P7	Lived Experience & Community Voice	22%	35	Critical - 76% hiding identity; "worst since Shoah"

### [+] CRITICAL STRENGTHS

- \* **Holocaust Denial Laws (100/100):** S130 StGB since 1960; up to 5 years; actively enforced
- \* **Federal Commissioner:** Felix Klein since 2018; National Strategy adopted
- \* **Strict Gun Control (96/100):** Waffengesetz comprehensive licensing
- \* **Terror Org Bans:** Hamas (2023), Hezbollah (2020), Samidoun, HuT all banned
- \* **Holocaust Education:** Mandatory; extensive memorialization

### [X] CRITICAL VULNERABILITIES

- \* **Record Incidents:** 8,627 (2024) - 24/day; 80% increase
- \* **Multi-Vector Terror:** ISIS (Solingen), IRGC plots, far-right all active
- \* **"Worst Since Shoah":** Commissioner's official assessment
- \* **Youth Radicalization:** Half of 2024 foiled plots by under-18s
- \* **Campus/School Crisis:** 284 school incidents; 60%+ students unsafe

**FORMULA:** JCSI = (80 x 0.10) + (68 x 0.10) + (62 x 0.10) + (17 x 0.18) + (42 x 0.15) + (55 x 0.15) + (35 x 0.22) = **46/100**

Assessment Period: October 2023 - December 2025 | Framework v1.2 | Report Date: December 2025

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## Germany JCSI v1.2 - Detailed Assessment

### DEMOGRAPHIC CONTEXT (Reference Data - Not Scored)

Indicator	Measurement	Source
Jewish population	~118,000 (0.14% of total)	Central Council
Muslim population	~5.5 million (6.6% of total)	BAMF/Pew
Muslim:Jewish ratio	~47:1	Calculated
Geographic concentration	~60% in Berlin, Munich, Frankfurt	Central Council
Geographic overlap	High - Both communities in major cities	Analysis

### PILLAR 1: Legal & Government Framework

80/100 | Weight: 10%

#### 1.1 Government Leadership on Antisemitism (25%)

78/100

Indicator	Measurement	Score	Source
Federal Commissioner for Antisemitism	Yes - Dr. Felix Klein since May 2018	95	BMI
Commissioner empowered to propose legislation	Limited - Advisory/coordination role	60	BMI Mandate
Commissioner empowered to set/influence policy	Moderate - Cross-ministry coordination	70	BMI Mandate
Dedicated budget for Commissioner's office	Yes - Within BMI allocation	65	Budget
Commissioner tenure/continuity	7+ years - Longest-serving in target countries	95	BMI
National Action Plan on Antisemitism	Yes - National Strategy adopted late 2022	85	Bundesregierung

#### 1.2 Constitutional & Fundamental Protections (15%)

93/100

Indicator	Measurement	Score	Source
Religious freedom guarantee	Art. 4 Basic Law - Strong protection	90	Grundgesetz
Human dignity clause	Art. 1 - Inviolable foundation; highest status	100	Grundgesetz
Equal protection/Anti-discrimination	Art. 3 - Comprehensive anti-discrimination	90	Grundgesetz

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## 1.3 Antisemitism-Specific Legislation (25%)

94/100

Indicator	Measurement	Score	Source
Holocaust denial criminalized	Yes - S130 StGB since 1960; up to 5 years	100	Strafgesetzbuch
Hate speech laws covering antisemitism	Yes - S130 Volksverhetzung; comprehensive	90	StGB
Hate crime enhancement statutes	Yes - Antisemitic motive explicit since 2021	90	StGB S46
IHRA definition adopted	Official - Cabinet decision 2017; integrated	100	Bundesregierung
Incitement to violence laws	Yes - Comprehensive; actively enforced	90	StGB

## 1.4 Gun Control Framework (10%)

96/100

Indicator	Measurement	Score	Source
Constitutional right to arms	No - No constitutional right	100	Grundgesetz
Semi-automatic weapons banned	Restricted - Requires special permit	90	Waffengesetz
Licensing + background check required	Yes - Comprehensive; psychiatric eval under 25	100	Waffengesetz
National firearms registry	Yes - Comprehensive	95	Waffengesetz

## 1.5 Organization & Symbol Bans (15%)

98/100

Indicator	Measurement	Score	Source
Hamas banned (full organization)	Yes - Listed November 2023; full ban	100	BMI
Hezbollah banned (full organization)	Yes - Full ban since 2020	100	BMI
Samidoun banned	Yes - Banned November 2023	100	BMI
Nazi symbols criminalized	Yes - S86a StGB; actively enforced	100	StGB
Incitement slogans prosecutable	Yes - "River to sea" prosecuted	90	Prosecutors

**PILLAR 1 CALCULATION:**  $(78 \times 0.25) + (93 \times 0.15) + (94 \times 0.25) + (96 \times 0.10) + (98 \times 0.15) + (65 \times 0.10) = 80/100$

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## PILLAR 2: Security Infrastructure

68/100 | Weight: 10%

### 2.1 Government Security Programs (35%)

70/100

Indicator	Measurement	Score	Source
Dedicated Jewish security funding	EUR22M/year to Central Council; State funding varies	75	Bundesregierung
Per capita security funding	~EUR186 per Jewish resident (federal only)	65	Calculated
Program longevity	State treaties (Staatsverträge) - Long-standing	80	State Records
Eligibility scope	State-dependent - Inconsistent coverage	60	Länder Budgets

### 2.2 Police & Intelligence (40%)

70/100

Indicator	Measurement	Score	Source
Dedicated liaison officers	Varies by State - Some have, some don't	60	State Police
Intelligence sharing arrangements	Strong - BfV/BKA coordination; RIAS integration	80	BfV Reports
Armed protection at high-risk sites	Yes - Major synagogues; increased post-Oct 7	75	Police/Media
Protected sites coverage	Major sites - Halle had no police (2019)	65	BfV/Analysis

### 2.3 Community Security Organizations (25%)

62/100

Indicator	Measurement	Score	Source
Recognized community security body	No centralized CSO - Unlike UK's CST	45	Central Council
Government coordination formalized	Yes - Joint Federal/State Commission since 2019	75	BMI
Incident reporting systems	Strong - RIAS network; government-funded; national	85	RIAS
Training programs available	Limited - State-dependent	55	Central Council

PILLAR 2 CALCULATION: (70 x 0.35) + (70 x 0.40) + (62 x 0.25) = 68/100

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## PILLAR 3: Criminal Justice Outcomes

62/100 | Weight: 10%

### 3.1 Arrest & Investigation (35%)

58/100

Indicator	Measurement	Score	Source
Arrest rate for antisemitic crimes	Estimated 30-40% - Significant data gaps	45	BKA/Estimates
Clearance rate comparison	Below average for hate crimes	55	BKA Stats
Dedicated hate crime units	Yes - BKA department since 2019; State units vary	75	BKA

### 3.2 Prosecution & Conviction (45%)

65/100

Indicator	Measurement	Score	Source
Prosecution rate	Estimated 60-70% of identified cases	65	Prosecutors
Conviction rate	Estimated 70-80% of prosecutions	70	Court Records
Dedicated hate crime prosecutors	Limited - General assignment in most States	55	State Justice

### 3.3 Data Quality & Attribution (20%)

60/100

Indicator	Measurement	Score	Source
Attribution accuracy	Disputed - ~90% classified "far-right" by default	45	BKA/RIAS
Data collection comprehensiveness	Strong - RIAS complements police data	75	RIAS/BKA

PILLAR 3 CALCULATION:  $(58 \times 0.35) + (65 \times 0.45) + (60 \times 0.20) = 62/100$

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## PILLAR 4: Threat Environment

17/100 | Weight: 18%

**[!] CRITICAL:** This pillar carries highest weight (18%) and drives overall score down. Lower scores = higher threat. Germany recorded the highest antisemitic incident rate in its post-war history in 2024.

### 4.1 Incident Statistics (40%)

12/100

Indicator	Measurement	Score	Source
Total antisemitic incidents	8,627 (2024) - Historic record; 80% increase	10	RIAS 2024
Incidents per 100,000 Jewish	~7,311 per 100,000 - Extremely high	5	Calculated
Daily incident rate	~24 per day average	10	RIAS 2024
Extreme violence incidents	8 cases classified as extreme violence	15	RIAS 2024
Assaults (non-extreme)	186 assaults - up from 127 in 2023	20	RIAS 2024
Threats documented	300 direct threats requiring investigation	15	RIAS 2024
Antisemitic gatherings	1,802 - averaging 35 per week	15	RIAS 2024

### 4.2 Mass Casualty Attack History (25%)

25/100

DECAY MODEL: 0-3 yrs = 100% weight | 3-5 yrs = 75% | 5-10 yrs = 50% | 10-25 yrs = 25%

Indicator	Measurement	Score	Weight
Solingen 2024 ISIS Attack	3 killed, 8 injured - "avenge Palestine"	15	100%
Munich 2024 Consulate Attack	Israeli Consulate targeted; attacker killed	25	100%
Halle 2019 Synagogue Attack	2 killed (far-right); synagogue door held	40	75%
Foiled plots 2024	Multiple - Jewish institutions targeted; 15-year-old arrested	30	Variable

### 4.3 Campus Climate (20%)

20/100

Indicator	Measurement	Score	Source
School antisemitic incidents	284 incidents (2024) - including 19 assaults	15	RIAS 2024
Jewish student safety (self-reported)	60%+ report feeling unsafe on campus	20	JSUD/Surveys
University activism incidents	Multiple encampments; speaker disruptions	25	RIAS/Media

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Indicator	Measurement	Score	Source
Youth perpetrators	Half of 2024 foiled plots by under-18s	15	BfV

#### 4.4 Organized Threat Assessment (15%)

15/100

Indicator	Measurement	Score	Source
Active violent extremist organizations	Multiple: ISIS cells, IRGC proxies, far-right	15	BfV
Official terrorism threat level	"Higher than it has been for a long time" - BfV	15	BfV 2024
State-sponsored threats (Iran/IRGC)	CONFIRMED - Multiple plots documented	10	BfV/BKA
Far-right extremism caseload	30-40% of CT investigations	20	BfV

**PILLAR 4 CALCULATION:**  $(12 \times 0.40) + (25 \times 0.25) + (20 \times 0.20) + (15 \times 0.15) = 17/100$

#### [!] MAJOR TERROR INCIDENTS 2024-2025

Date	Incident	Casualties	Attribution
Aug 23, 2024	Solingen Festival Stabbing - ISIS-claimed; "avenge Muslims in Palestine"	3 killed, 8 injured	ISIS
Sep 5, 2024	Munich Israeli Consulate Attack - On anniversary of 1972 Munich massacre	Attacker killed; 2 minor	Islamist
Oct 2024	Wuppertal Plot - 15-year-old arrested for planned attack on Jewish institutions	Foiled	ISIS-inspired
Feb 2025	Munich Trade Union Attack - Vehicle ramming near Security Conference	2 killed, 54 injured	Suspected Islamist

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## PILLAR 5: Radicalization & Movement Ecosystem NEW v1.2

42/100 | Weight: 15%

**v1.2 NOW SCORED:** Previously "Context" - now weighted because these movements are pre-text to violence.

### 5.1 Islamist Movement Infrastructure (50%)

45/100

*Note: Assesses organized Islamist infrastructure. NOT an assessment of Muslim community as a whole.*

Indicator	Measurement	Score	Source
Muslim Brotherhood presence	Active - Multiple affiliated organizations	40	BfV
Muslim Brotherhood banned	No - Not proscribed (affiliates monitored)	30	BMI
Hizb ut-Tahrir status	Banned - Since 2003	100	BMI
Salafist infrastructure	12,150 individuals - BfV estimate (significant)	20	BfV 2024
IRGC/Hezbollah proxies active	CONFIRMED - Multiple plots documented	15	BfV/BKA
IS recruitment activity	Active - TikTok/Telegram; youth targeting	25	BfV 2024
Foreign funding of Islamic institutions	Significant - Gulf, Turkish state funding	35	BfV/Reports

### 5.2 Pro-Palestinian/Anti-Zionist Movement Activity (50%)

38/100

Indicator	Measurement	Score	Source
Pro-Palestinian protests (since Oct 2023)	500+ protests; large attendance	25	Police/Media
Protests at Jewish institutions	Frequent - Weekly since Oct 2023	20	RIAS
"Intifada" slogans prevalence	Common - Regular at protests	25	Media/RIAS
"River to sea" prosecution status	Prosecutable - Multiple cases filed	65	Prosecutors
Samidoun status	Banned - November 2023	85	BMI
SJP/Palestine solidarity orgs	Multiple chapters at universities	30	University data

**PILLAR 5 CALCULATION:**  $(45 \times 0.50) + (38 \times 0.50) = 42/100$

## PILLAR 6: Cultural & Societal Climate NEW v1.2

55/100 | Weight: 15%



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## 6.1 Academic & Institutional Boycotts (25%)

35/100

Indicator	Measurement	Score	Source
BDS resolutions (student governments)	Some activity - Less than UK/US	40	University data
BDS resolutions (faculty/unions)	Limited - Some cultural boycotts	45	Union records
Zionist speakers disrupted/cancelled	Multiple incidents - "Brutalisation" of discourse	25	Felix Klein/Media

## 6.2 Cultural & Public Space Hostility (25%)

40/100

Indicator	Measurement	Score	Source
"Death to Israel/Jews" at public events	Documented - Some prosecuted	35	RIAS/Police
Israeli artists/institutions boycotted	Some incidents - Cultural scene pressures	40	Media/Reports
Businesses targeted for Jewish connection	Some incidents documented	45	RIAS

## 6.3 Israel Relations & Freedom of Movement (15%)

80/100

Indicator	Measurement	Score	Source
Full diplomatic relations with Israel	Yes - Strong ties; historic responsibility	100	Foreign Ministry
Freedom of travel to/from Israel	Unrestricted - Full travel freedom	100	Travel
Anti-BDS legislation in place	Resolution - Non-binding 2019 Bundestag resolution	45	Bundestag

## 6.4 Jewish Heritage Celebration - POSITIVE (20%)

85/100

Indicator	Measurement	Score	Source
Public Hanukkah celebrations	Yes - Brandenburg Gate menorah; official events	80	Media/Govt
Holocaust education mandatory	Yes - Extensive; core curriculum requirement	95	Education
Holocaust Remembrance Day observed	Official - January 27; state ceremonies	95	Govt Records
Jewish historical sites protected	Yes - Extensive memorial infrastructure	90	Heritage
Interfaith initiatives (gov-sponsored)	Active - Multiple programs	70	Govt programs

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**PILLAR 6 CALCULATION:**  $(35 \times 0.25) + (40 \times 0.25) + (80 \times 0.15) + (85 \times 0.20) + (50 \times 0.15) = 55/100$

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## PILLAR 7: Lived Experience & Community Voice

35/100 | Weight: 22%

**KEY PRINCIPLE:** How Jews report their own safety experience is primary data - not supplementary. This pillar has highest weight (22%). Federal Commissioner Klein: "Jewish life in Germany is now at greater risk than at any time since the Shoah."

### 7.1 Subjective Safety (40%)

25/100

Indicator	Measurement	Score	Source
Official assessment	"Worst since Shoah" - Commissioner Klein	10	BMI
% who feel safe as Jews	Estimated 30-40% - Down significantly	30	FRA/Surveys
% feel antisemitism is serious	96% encountered antisemitism (FRA EU-wide)	10	FRA 2024
% worry about family safety	~60% worry for family's security (FRA)	25	FRA 2024
% feel situation has worsened	"Tsunami of antisemitism" - dramatic surge	10	Klein/Surveys

### 7.2 Behavioral Adaptation (35%)

35/100

Indicator	Measurement	Score	Source
% who hide Jewish identity in public	76% hide at least occasionally (FRA)	25	FRA 2024
% who avoid Jewish symbols/clothing	Common - Kippahs hidden; stars tucked away	30	CER/Media
% who avoid certain areas/events	34% avoid Jewish events/sites (FRA)	35	FRA 2024
% who considered emigrating	Significant - Parents moving children to protected schools	45	Surveys/Media

### 7.3 Community Vitality & Protective Factors (25%)

52/100

Indicator	Measurement	Score	Source
General public favorability toward Jews	20% antisemitic (ADL) - 80% favorable	80	ADL Global 100
Political representation & access	Moderate - Some prominent voices	65	Government
Jewish school enrollment trend	Concerns - Parents moving children for safety	55	Media/Surveys
CER headquarters relocation	Conference of European Rabbis moved to Munich	75	CER

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PILLAR 7 CALCULATION:  $(25 \times 0.40) + (35 \times 0.35) + (52 \times 0.25) = 35/100$

## Key Findings

### [+] CRITICAL STRENGTHS

- \* **World-leading Holocaust denial laws (100/100):** S130 StGB since 1960; up to 5 years
- \* **Comprehensive constitutional protections:** Art. 1 human dignity, Art. 4 religious freedom
- \* **Strict gun control (96/100):** Waffengesetz comprehensive licensing
- \* **IHRA definition adopted early (2017):** Cabinet decision; integrated into policy
- \* **Longest-serving Federal Commissioner:** Felix Klein since 2018; National Strategy adopted
- \* **Comprehensive terror org bans:** Hamas, Hezbollah, Samidoun, HuT all banned
- \* **RIAS incident reporting network:** Comprehensive documentation; national coverage
- \* **Strong Holocaust memorialization:** Mandatory education; extensive infrastructure

### [X] CRITICAL VULNERABILITIES

- \* **Historic record incidents:** 8,627 (2024) - 80% increase; 24/day
- \* **"Worst since Shoah":** Federal Commissioner's official assessment
- \* **Multi-vector threat convergence:** ISIS (Solingen), IRGC plots, far-right all active
- \* **Youth radicalization crisis:** Half of 2024 foiled plots by under-18s
- \* **Campus/school crisis:** 284 school incidents; 19 assaults; 60%+ feel unsafe
- \* **State-level security variation:** Inconsistent protection; Halle had no police
- \* **Community behavioral transformation:** 76% hiding identity; self-censorship
- \* **No centralized community security org:** Unlike UK (CST) or Australia (CSG)

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## Final Score Calculation

### JCSI v1.2 FORMULA

$$\text{JCSI} = (\text{P1} \times 0.10) + (\text{P2} \times 0.10) + (\text{P3} \times 0.10) + (\text{P4} \times 0.18) + (\text{P5} \times 0.15) + (\text{P6} \times 0.15) + (\text{P7} \times 0.22)$$

$$\text{JCSI} = (80 \times 0.10) + (68 \times 0.10) + (62 \times 0.10) + (17 \times 0.18) + (42 \times 0.15) + (55 \times 0.15) + (35 \times 0.22)$$

$$\text{JCSI} = 8.0 + 6.8 + 6.2 + 3.06 + 6.3 + 8.25 + 7.7 = 46/100$$

Score Range	Classification	Germany
80-100	HIGH SAFETY	
60-79	MODERATE SAFETY	
40-59	CONCERNING	<-- GERMANY (46)
0-39	CRITICAL	

### v1.1 vs v1.2 Score Comparison

Component	v1.1	v1.2	Change
P1: Legal Framework	82 (15%)	80 (10%)	-2 (new Envoy subsection)
P2: Security	68 (15%)	68 (10%)	- unchanged
P3: Criminal Justice	62 (15%)	62 (10%)	- unchanged
P4: Threat Environment	24 (25%)	17 (18%)	-7 (2024 data; restructured)
P5: Movement Ecosystem	N/A (context)	42 (15%)	NOW SCORED
P6: Cultural Climate	N/A	55 (15%)	NEW PILLAR
P7: Lived Experience	35 (20%)	35 (22%)	- weight increased

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Component	v1.1	v1.2	Change
OVERALL JCSI	49	46	-3 points

JCSI Framework v1.2 | Seven Pillar Assessment

Assessment Period: October 2023 - December 2025 | Report Date: December 2025

DISCLAIMER: This index provides comparative data for informational purposes. Small score differences (<5 points) may not be statistically meaningful.

Spotlight Research

Sources: RIAS, BfV, BKA, Central Council of Jews, BMI, ADL Global 100, FRA EU Survey, Felix Klein/BMI, Bundesregierung