

# Jewish Community Safety Index

VERSION  
1.2

Comprehensive Country Assessment - Seven Pillar Framework

PT

PORTUGAL

53

CONCERNING

**EMERGING THREAT ENVIRONMENT:** Despite historically low antisemitism, Portugal has experienced a significant deterioration since October 2023. Political silence on antisemitic incidents, synagogue vandalism, and organized protests targeting Jews represent a concerning trajectory for a small but growing Jewish community.

## Seven Pillar Summary

#	Pillar	Weight	Score	Assessment
P1	Legal & Government Framework	10%	55	Moderate - EU framework; no dedicated envoy
P2	Security Infrastructure	10%	42	Concerning - No dedicated Jewish security funding
P3	Criminal Justice Outcomes	10%	50	Moderate - Limited data; complaints filed
P4	Threat Environment	18%	45	Concerning - Rising incidents; plot uncovered
P5	Movement Ecosystem NEW	15%	55	Moderate - Far-left activity; limited Islamist presence

P6	Cultural & Societal Climate <b>NEW</b>	15%	62	Moderate - Good Israel ties; BDS activity; media bias
P7	Lived Experience & Community Voice	22%	58	Moderate - Community distress rising; some leaving

[+] CRITICAL STRENGTHS

- **Gun Control (90/100):** Very strict firearms laws; self-defense not permitted
- **Low Baseline Antisemitism:** ~20% ADL Global 100 (among Europe's lowest)
- **Israel Relations:** Full diplomatic ties since 1977
- **EU Framework:** Benefits from EU hate crime laws and IHRA endorsement
- **Small Muslim Population:** 0.4% - limited Islamist infrastructure
- **Historical Tolerance:** Sephardic citizenship law (2015-2024)

[X] CRITICAL VULNERABILITIES

- **Political Silence:** Leaders failed to condemn antisemitic incidents
- **No Dedicated Envoy:** No Special Envoy for Antisemitism
- **No Security Funding:** No dedicated Jewish community protection
- **Rising Incidents:** Synagogue vandalism; threats; protests
- **Plot Uncovered:** 2025 plot to poison Israelis at festival
- **Media Hostility:** Publication of lists of Jewish businesspeople

**FORMULA:**  $JCSI = (55 \times 0.10) + (42 \times 0.10) + (50 \times 0.10) + (45 \times 0.18) + (55 \times 0.15) + (62 \times 0.15) + (58 \times 0.22) = 53/100$

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

# Portugal JCSI v1.2 - Detailed Assessment

## DEMOGRAPHIC CONTEXT (Reference Data - Not Scored)

Indicator	Measurement	Source
Jewish population	~3,000-5,000 (0.03-0.05% of total)	WJC/Census 2021
Muslim population	~65,000 (0.4% of total)	Census 2021
Muslim:Jewish ratio	~13-20:1	Calculated
Geographic concentration	~90% in Lisbon and Porto metropolitan areas	Community data
Geographic overlap	Moderate - Both communities in same urban centers	Analysis
Total population	~10.2 million	Census 2021

PILLAR 1: Legal & Government Framework

55/100 | Weight: 10%

1.1 Government Leadership on Antisemitism (25%)

38/100

Indicator	Measurement	Score	Source
Special Envoy for Antisemitism	No - No dedicated position	20	Govt Records
Envoy empowered to propose legislation	N/A - No envoy exists	0	N/A
Envoy empowered to set/ influence policy	N/A - No envoy exists	0	N/A
Dedicated budget for envoy's office	N/A - No envoy exists	0	N/A
National action plan on antisemitism	Announced Feb 2025 - In development	55	EJC/Govt
Political condemnation of incidents	Minimal - Politicians largely silent	25	Community/ Media

1.2 Constitutional & Fundamental Protections (15%)

78/100

Indicator	Measurement	Score	Source
Religious freedom guarantee	Yes - Constitutional since 1911	85	Constitution
Equal protection clause	Yes - Strong constitutional protections	80	Constitution
Minority rights provisions	Yes - General provisions	70	Constitution

### 1.3 Antisemitism-Specific Legislation (25%)

62/100

Indicator	Measurement	Score	Source
Holocaust denial criminalized	Partial - Through EU framework	65	Criminal Code
Hate speech laws covering antisemitism	Yes - General hate speech provisions	70	Criminal Code
Hate crime enhancement statutes	Yes - EU-aligned framework	65	Criminal Code
IHRA definition adopted	Working - EU endorsement; not formally adopted nationally	55	Govt Records
Incitement to violence laws	Yes - Criminal complaint process exists	60	Criminal Code

### 1.4 Gun Control Framework (10%)

90/100

Indicator	Measurement	Score	Source
Constitutional right to arms	No - No constitutional right	100	Constitution
Semi-automatic weapons banned	Partial - Highly restricted (Class B)	85	Firearms Law
Licensing + background check required	Yes - Mandatory; mental exam required	95	Firearms Law
National firearms registry	Yes - PSP maintains registry	90	Govt Records
Self-defense ownership permitted	No - Not a legal reason for ownership	90	Firearms Law

### 1.5 Organization & Symbol Bans (15%)

58/100

Indicator	Measurement	Score	Source
Hamas (full organization) banned	Yes - Via EU terrorist list	85	EU List
Hezbollah (full organization) banned	Partial - Military wing only (EU)	55	EU List
Nazi symbols/salute criminalized	Partial - Context-dependent	55	Criminal Code
Terrorist organization symbols banned	Partial - Via EU framework	55	Criminal Code
Incitement slogans prosecutable	Yes - Criminal complaints filed	55	Case Law

### 1.6 Online Protection Framework (10%)

55/100

Indicator	Measurement	Score	Source
Online hate speech laws	Yes - EU Digital Services Act applies	60	Legislation
Platform accountability requirements	Yes - EU framework	55	EU Law
Removal order authority	Limited - Via EU mechanisms	50	Legislation

**PILLAR 1 CALCULATION:**  $(38 \times 0.25) + (78 \times 0.15) + (62 \times 0.25) + (90 \times 0.10) + (58 \times 0.15) + (55 \times 0.10) = 55/100$

2.1 Government Security Programs (35%)

30/100

Indicator	Measurement	Score	Source
Dedicated Jewish security funding (annual)	None identified - No dedicated program	15	Budget
Per capita security funding	~EUR0 dedicated	15	Calculated
Program longevity	N/A - No program exists	0	N/A
Eligibility scope	General police protection available	50	Police

2.2 Police & Intelligence (40%)

52/100

Indicator	Measurement	Score	Source
Dedicated Jewish community liaison officers	Limited - Not specifically dedicated	40	Police
Average police response time to Jewish institutions	Standard urban response	55	Police
Intelligence sharing arrangements	Yes - EU/NATO frameworks	65	Govt
Armed protection at high-risk sites	Event-based - Not permanent	45	Community
Jewish institutions on protected sites list	Limited coverage	50	Security

## 2.3 Community Security Organizations (25%)

45/100

Indicator	Measurement	Score	Source
Recognized community security body	Limited - Community self-organized	40	Community
Government coordination formalized	Informal - Protocols with embassy/ community	50	Community
Training programs available	Limited - ADL/B'nai B'rith partnerships	45	Community
Incident reporting systems	Yes - Community reports to police	50	Community

**PILLAR 2 CALCULATION:**  $(30 \times 0.35) + (52 \times 0.40) + (45 \times 0.25) = 42/100$

## PILLAR 3: Criminal Justice Outcomes

50/100 | Weight: 10%

### 3.1 Arrest & Investigation (35%)

45/100

Indicator	Measurement	Score	Source
Arrest rate for antisemitic crimes	Unknown - Data not publicly tracked	40	Police
Clearance rate comparison	Unknown - No disaggregated data	40	Police
Dedicated hate crime investigation units	Limited - General criminal division	50	Police
Average time to arrest	Unknown - Limited data	50	Courts



### 3.2 Prosecution & Conviction (45%)

52/100

Indicator	Measurement	Score	Source
Prosecution rate	Unknown - Criminal complaints filed by community	50	Justice Ministry
Conviction rate	Unknown - Limited public data	50	Courts
Dedicated hate crime prosecutors	No - General prosecution service	45	Justice Ministry
Hate crime enhancement applied	Limited - Few cases	50	Courts
Community legal action	Active - Criminal complaints filed against protest organizers and media	65	Community

### 3.3 Victim Support (20%)

55/100

Indicator	Measurement	Score	Source
Victim compensation schemes	Yes - General crime victim support	60	Govt Programs
Victim support services for hate crimes	Limited - General services only	50	Services
Anonymous reporting mechanisms	Limited - Standard police reporting	55	Police

**PILLAR 3 CALCULATION:**  $(45 \times 0.35) + (52 \times 0.45) + (55 \times 0.20) = 50/100$

4.1 Incident Statistics (40%)

48/100

Indicator	Measurement	Score	Source
Total antisemitic incidents (annual)	Rising - Multiple documented since Oct 2023	45	Community/ Media
Incidents per 100,000 Jewish population	Elevated - High relative to small population	40	Calculated
Fatalities (annual)	0 - No fatalities recorded	100	Police
Injuries requiring medical attention	0 - No reported injuries	95	Police
Physical assaults	Limited - Harassment incidents reported	70	Community
Vandalism of Jewish properties	Multiple - Synagogue vandalized Oct 2023	35	Community
Direct threats (credible)	Multiple - Threats against community	40	Community
3-year trend	Significant deterioration since Oct 2023	30	Analysis

## 4.2 Mass Casualty Attack History (25%)

85/100

**DECAY MODEL:** 0-3 years = 100% | 3-5 years = 75% | 5-10 years = 50% | 10-25 years = 25%

Indicator	Measurement	Score	Weight
Fatal attacks in past 3 years	0 - None	100	100%
Fatal attacks 3-5 years ago	0 - None	100	75%
Fatal attacks 5-10 years ago	0 - None	100	50%
Prevented/foiled attacks	1 - 2025 poison plot against Israelis uncovered	40	Variable

## 4.3 Campus Climate (20%)

55/100

Indicator	Measurement	Score	Source
Campus antisemitic incidents (annual)	Limited - Small Jewish student population	65	University
Encampments/occupations at universities	Limited - Some solidarity protests	60	Media
Jewish student safety (self-reported)	Unknown - No systematic survey	50	N/A
Universities under investigation	0 - None reported	80	Govt

## 4.4 Organized Threat Assessment (15%)

38/100

Indicator	Measurement	Score	Source
Active violent extremist organizations	Limited - Far-left cells documented	55	Intelligence
Official terrorism threat level	Moderate - EU standard assessment	60	Security
Specific threats to Jewish community	Elevated - Documented plot; media targeting	25	Intelligence

**PILLAR 4 CALCULATION:**  $(48 \times 0.40) + (85 \times 0.25) + (55 \times 0.20) + (38 \times 0.15) = 45/100$

**PILLAR 5: Radicalization & Movement Ecosystem**

**55/100** | Weight:  
15%

**5.1 Islamist Movement Infrastructure (50%)**

**68/100**

Indicator	Measurement	Score	Source
Muslim Brotherhood active presence	Limited - Small Muslim population	75	Intelligence
Muslim Brotherhood banned/restricted	No - Not specifically banned	50	Proscription
Hizb ut-Tahrir status	Not significantly present	80	Intelligence
Salafist infrastructure presence	Minimal - Small Muslim population	80	Intelligence
IRGC/Hezbollah proxies active	No - Not documented	85	Intelligence
Antisemitic sermons/content documented	Rare - Limited documentation	75	Monitoring

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

42/100

Indicator	Measurement	Score	Source
Pro-Palestinian protests (annual since Oct 2023)	Regular - Weekly/monthly in Lisbon and Porto	45	Media
Protests at Jewish institutions	Yes - Housing protests targeted Jewish areas	30	Community
"Intifada" slogans prevalence	Occasional - Documented at protests	45	Media
"River to sea" prosecution status	Legal - Not prosecuted	40	Case Law
Samidoun/PFLP affiliates active	Unknown - Not specifically documented	55	Monitoring
Harassment of visibly Jewish individuals	Yes - Poll worker incident; ongoing harassment	30	Community
Far-left antisemitic activity	Elevated - Bloco de Esquerda media outlet published Jewish lists	25	Media/Community

**PILLAR 5 CALCULATION:**  $(68 \times 0.50) + (42 \times 0.50) = 55/100$

## PILLAR 6: Cultural & Societal Climate

**62/100** | Weight: 15%

### 6.1 Academic & Institutional Boycotts (25%)

**58/100**

Indicator	Measurement	Score	Source
BDS resolutions passed (student governments)	Limited - Some activity	60	Campus
BDS resolutions passed (faculty/unions)	Limited	65	Campus
Academic associations with Israel boycott	Limited	65	Associations
Government withdrawal from Israel projects	Yes - Withdrew from LAW TRAIN project (2016) under BDS pressure	35	Govt/BDS

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

**45/100**

Indicator	Measurement	Score	Source
"Death to Israel/Jews" at public events	Occasional - "Cleansing world of Jews" signs at Feb 2024 protest	30	Media
Anti-Israel displays at cultural events	Occasional	55	Media
Israeli cultural institutions boycotted	Limited	60	Media
Businesses targeted for Jewish connection	Yes - Housing protests targeted "Zionist landlords"	30	Media

### 6.3 Media Environment (15%)

40/100

Indicator	Measurement	Score	Source
Mainstream media bias in Israel coverage	Significant - Community reports negative bias	40	Analysis
Public broadcaster treatment of antisemitism	Limited coverage of incidents	45	Media
Publication of Jewish/Israeli lists	Yes - Esquerda.net published lists of Jewish businesspeople	20	Media
Correction of antisemitic misinformation	Limited - Minimal proactive correction	40	Analysis

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

82/100

Indicator	Measurement	Score	Source
Full diplomatic relations with Israel	Yes - Since 1977; embassy in Tel Aviv	90	Govt
Freedom of travel to/from Israel	Unrestricted - Visa-free since 1994	95	Travel
Legal constraints on Israel engagement	None - No legal restrictions	85	Legislation
Government contracts with Israeli entities	Permitted - No restrictions	80	Policy
Anti-BDS legislation in place	No - No anti-BDS laws	50	Legislation

6.5 Jewish Heritage Celebration - POSITIVE INDICATORS (20%)

78/100

Indicator	Measurement	Score	Source
Official Jewish Heritage Month/ recognition	Limited - No official month	50	Govt
Jewish studies in national curriculum	Optional - Part of history curriculum	60	Education
Public Hanukkah celebrations (gov- supported)	Yes - Some municipal support	65	Media
Holocaust education mandatory	Part of history curriculum	65	Education
Holocaust Remembrance Day observed nationally	Yes - January 27	80	Govt
Jewish historical sites protected	Yes - Synagogues and Jewish quarters recognized	85	Heritage
Sephardic citizenship law (2015-2024)	Historical reconciliation - ~75,000 granted citizenship	90	Govt
Interfaith initiatives (gov-sponsored)	Yes - CLR includes Jewish representation	75	Govt

**PILLAR 6 CALCULATION:**  $(58 \times 0.25) + (45 \times 0.25) + (40 \times 0.15) + (82 \times 0.15) + (78 \times 0.20) = 62/100$



**PILLAR 7: Lived Experience & Community Voice 58/100** | Weight: 22%

**7.1 Subjective Safety (40%)**

**52/100**

Indicator	Measurement	Score	Source
% who feel safe as Jews	Declining - Community reports deterioration	55	Community
% feel antisemitism is serious	Elevated - Community leadership vocal about crisis	40	Community
% feel situation has worsened	High - "Antisemitism has grown" with community	35	Community
% feel unsafe due to protests	Elevated - Housing protests specifically targeted Jews	45	Community
Trust in government protection	Low - Political silence criticized; "Soviet-style antisemitism" claims	40	Community

**7.2 Behavioral Adaptation (35%)**

**60/100**

Indicator	Measurement	Score	Source
% who hide Jewish identity in public	Some - Not systematically surveyed	60	Estimate
% who avoid Jewish symbols/clothing	Unknown - Small community	60	Estimate
% who avoid certain areas/ events	Some - Following incidents	55	Estimate
% who considered emigrating	Some - Community members have left due to situation	55	Community
Net Jewish migration	Negative trend - Some departures reported	50	Community

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

65/100

Indicator	Measurement	Score	Source
General public favorability toward Jews	Relatively good - ~20% antisemitic (ADL); among Europe's lowest	75	ADL Global 100
Political representation & access	Limited - Small community; CLR representation	55	Govt
Jewish school enrollment trend	N/A - No dedicated Jewish schools	50	Education
Community institutional strength	Growing - Porto community "exponential growth" in past decade	75	Community
Interfaith solidarity demonstrated	Good - Bishop of Porto described as "best friend"; Aga Khan presence	75	Community

**PILLAR 7 CALCULATION:**  $(52 \times 0.40) + (60 \times 0.35) + (65 \times 0.25) = 58/100$

# Key Findings

## [+] CRITICAL STRENGTHS

- **Gun control (90/100):** Very strict firearms laws prevent mass casualty capability
- **Low baseline antisemitism:** ~20% ADL Global 100 - among Europe's best
- **No fatal attacks:** No history of lethal antisemitic terrorism
- **Israel relations:** Full diplomatic ties; visa-free travel
- **EU legal framework:** Benefits from EU hate crime and terrorism laws
- **Limited Islamist presence:** Small Muslim population; minimal infrastructure
- **Historical reconciliation:** Sephardic citizenship law granted ~75,000 citizenships
- **Interfaith relations:** Strong ties with Catholic Church; Aga Khan headquarters

## [X] CRITICAL VULNERABILITIES

- **Political silence:** Leadership failed to condemn antisemitic incidents
- **No dedicated envoy:** No Special Envoy for Antisemitism appointed
- **No security funding:** No dedicated Jewish community protection program
- **Emerging plot:** 2025 poison plot against Israelis at Boom Festival
- **Media hostility:** Publication of lists of Jewish businesspeople
- **Organized harassment:** Housing protests with "cleanse Jews" signs
- **Synagogue vandalism:** Porto synagogue vandalized days after Oct 7
- **Government tension:** Community claims "Soviet-style antisemitism" in investigations

# Final Score Calculation

## JCSI v1.2 FORMULA

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

$$\text{JCSI} = (55 \times 0.10) + (42 \times 0.10) + (50 \times 0.10) + (45 \times 0.18) + (55 \times 0.15) + (62 \times 0.15) + (58 \times 0.22)$$

$$\text{JCSI} = 5.5 + 4.2 + 5.0 + 8.1 + 8.25 + 9.3 + 12.76 = \textbf{53/100}$$

Score Range	Classification	Portugal
80-100	HIGH SAFETY	
	MODERATE SAFETY	

60-79		
40-59	CONCERNING	PORTUGAL (53)
0-39	CRITICAL	

Comparative Context

Factor	Portugal	Regional Context
ADL Global 100 Antisemitism Index	~20%	Below EU average (~25%); similar to Netherlands, Sweden
Jewish population	~3,000-5,000	One of Europe's smallest communities
Muslim population	0.4%	Among Europe's lowest; minimal Islamist infrastructure
Fatal antisemitic attacks (25 years)	0	Historically safe compared to France, Germany, Belgium
Government response post-Oct 7	Minimal	Weaker than most Western European countries

Priority Recommendations

URGENT ACTIONS REQUIRED

Priority	Recommendation	Impact
1	Appoint Special Envoy for Antisemitism with policy authority	+8-10 points P1
2	Establish dedicated Jewish community security funding program	+10-15 points P2
3	Political leaders to publicly condemn antisemitic incidents	+5-8 points P1, P7
4	Complete and implement National Action Plan on Antisemitism	+5-8 points P1
5	Formally adopt IHRA definition at national level	+3-5 points P1
6	Investigate and prosecute media outlets publishing Jewish lists	+5-8 points P3, P6

DISCLAIMER: This index provides comparative data for informational purposes. Small score differences (<5 points) may not be statistically meaningful. Portugal represents an emerging concern rather than an acute crisis, but trajectory requires monitoring.

**Spotlight Research**