

Jewish Community Safety Index

VERSION
1.2

Comprehensive Country Assessment "¢ Seven Pillar Framework

RU

RUSSIA

24

CRITICAL

❑ **CRITICAL SECURITY ENVIRONMENT:** Russia experienced a 36-percentage-point surge in antisemitic attitudes (26% to 62%) in 2024 - the largest increase in Europe. The June 2024 Dagestan terror attacks targeted synagogues, killing 21+. State-level antisemitic rhetoric from Putin regime and refusal to designate Hamas as terrorist organization create unprecedented threat environment.

Seven Pillar Summary

#	Pillar	Weight	Score	Assessment
P1	Legal & Government Framework	10%	42	Concerning - No envoy; IHRA not adopted; limited protections
P2	Security Infrastructure	10%	35	Concerning - No dedicated Jewish security funding
P3	Criminal Justice Outcomes	10%	32	Concerning - Limited prosecution; data opacity
P4	Threat Environment	18%	12	CRITICAL - Dagestan attacks; ISIS-K active; mob violence

P5	Movement Ecosystem NEW	15%	18	Critical - ISIS-K presence; North Caucasus radicalization
P6	Cultural & Societal Climate NEW	15%	22	Critical - 62% antisemitic attitudes; state propaganda
P7	Lived Experience & Community Voice	22%	25	Critical - Mass emigration; community fear; declining pop.

[OK] LIMITED STRENGTHS

- **Holocaust denial criminalized:** 2014 law prohibits denial
- **Gun control (78/100):** Strict firearms regulations
- **Hizb ut-Tahrir banned:** Proscribed as extremist org
- **Diplomatic relations:** Embassy maintained with Israel
- **Chabad network:** Active community infrastructure

X CRITICAL VULNERABILITIES

- **ADL Global 100:** 62% antisemitic - highest in Europe
- **Dagestan attacks:** 21+ killed, synagogues burned (June 2024)
- **State antisemitism:** Putin's "ethnic Jews" rhetoric
- **Hamas NOT designated:** Terrorist group; hosted by Kremlin
- **Mass emigration:** 50%+ decline since 2010; exodus ongoing
- **Airport mob (Oct 2023):** Crowd hunted Israeli passengers

FORMULA: JCSI = $(42 \times 0.10) + (35 \times 0.10) + (32 \times 0.10) + (12 \times 0.18) + (18 \times 0.15) + (22 \times 0.15) + (25 \times 0.22) = 24/100$

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

Russia JCSI v1.2 - Detailed Assessment

DEMOGRAPHIC CONTEXT (Reference Data - Not Scored)		
Indicator	Measurement	Source
Jewish population	~60,000-150,000 (0.04-0.1% of total; estimates vary widely)	Census 2021/ JPR
Law of Return eligible	~322,000	JPR 2024
Muslim population	~25-26 million (17-18% of total)	Pew/Census
Muslim:Jewish ratio	~250-400:1	Calculated
Geographic concentration	70%+ Jews in Moscow/St. Petersburg	Community data
Geographic overlap	Low - Muslims concentrated in North Caucasus, Tatarstan; Jews in western cities	Analysis
Population trend	Sharp decline - 50%+ drop since 2010; ongoing emigration since 2022	Census/ Reports

PILLAR 1: Legal & Government Framework

42/100

| Weight: 10%

1.1 Government Leadership on Antisemitism (25%)

22/100

Indicator	Measurement	Score	Source
Special Envoy for Antisemitism	No - No dedicated position	0	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 antisemitism office	No - None allocated	0	Budget
National action plan on antisemitism	No - No plan exists	0	Govt Records
Government condemnation of antisemitism	Inconsistent - Often deflects blame externally	35	Media/ Analysis

1.2 Constitutional & Fundamental Protections (15%)

55/100

Indicator	Measurement	Score	Source
Religious freedom guarantee	Yes - Article 28 Constitution	65	Constitution
Equal protection clause	Yes - Article 19; equality before law	60	Constitution
Minority rights provisions	Limited - Focus on ethnic republics	40	Constitution

1.3 Antisemitism-Specific Legislation (25%)

48/100

Indicator	Measurement	Score	Source
Holocaust denial criminalized	Yes - 2014 law; up to 5 years imprisonment	85	Criminal Code
Hate speech laws covering antisemitism	Partial - Article 282 (incitement to hatred)	55	Criminal Code
Hate crime enhancement statutes	Limited - Aggravating factor only	40	Criminal Code
IHRA definition adopted	No - Not adopted or endorsed	0	Govt Records
Incitement to violence laws	Yes - General provisions apply	60	Criminal Code

1.4 Gun Control Framework (10%)

78/100

Indicator	Measurement	Score	Source
Constitutional right to arms	No - No constitutional right	100	Constitution
Semi-automatic weapons banned	Partial - Restricted but obtainable with permits	65	Firearms Law
Licensing + background check	Yes - Comprehensive system required	85	Legislation
National firearms registry	Yes - Comprehensive registration	90	Govt Records

1.5 Organization & Symbol Bans (15%)

45/100

Indicator	Measurement	Score	Source
Hamas banned (full organization)	NO - NOT designated terrorist org	0	FSB Lists
Hezbollah banned (full organization)	No - Not proscribed	0	FSB Lists
Hizb ut-Tahrir banned	Yes - Banned as extremist since 2003	100	FSB Lists
Nazi symbols criminalized	Yes - Prohibited with criminal penalties	90	Criminal Code
Incitement slogans prosecutable	Inconsistent - Selective enforcement	35	Case Law

PILLAR 1 CALCULATION: $(22 \times 0.25) + (55 \times 0.15) + (48 \times 0.25) + (78 \times 0.10) + (45 \times 0.15) + (38 \times 0.10) = 42/100$

PILLAR 2: Security Infrastructure

35/100 | Weight: 10%

2.1 Government Security Programs (35%)

25/100

Indicator	Measurement	Score	Source
Dedicated Jewish security funding	No - No dedicated program exists	0	Budget Analysis
Per capita security funding	Minimal - General security only	15	Calculated
Program longevity	N/A - No dedicated program	0	N/A
Emergency response post-Dagestan	Limited - Temporary increases only	40	Media/Reports

2.2 Police & Intelligence (40%)

42/100

Indicator	Measurement	Score	Source
Dedicated liaison officers	Limited - No formal Jewish liaison program	30	Police
Intelligence sharing arrangements	Informal - Via Chabad/FJCR connections	40	Community
Armed protection at high-risk sites	Post-incident only - Reactive not proactive	45	Observation
Protected sites coverage	~30-40% of major institutions	35	Community

2.3 Community Security Organizations (25%)

40/100

Indicator	Measurement	Score	Source
Recognized community security body	Informal - FJCR/Chabad coordination	50	FJCR
Government coordination formalized	Limited - Ad hoc arrangements	35	Reports
Training programs available	Limited - Some community programs	40	Community
Incident reporting systems	Informal - No centralized system	35	Analysis

PILLAR 2 CALCULATION: $(25 \times 0.35) + (42 \times 0.40) + (40 \times 0.25) = 35/100$

PILLAR 3: Criminal Justice Outcomes

32/100 | Weight: 10%

3.1 Arrest & Investigation (35%)

28/100

Indicator	Measurement	Score	Source
Arrest rate for antisemitic crimes	Unknown - No public data; estimated low	20	Analysis
Makhachkala airport arrests	60+ arrested - Sentences unclear	40	Media
Dagestan attack response	Attackers killed - Investigation ongoing	50	FSB
Dedicated hate crime units	No - General extremism units only	20	Interior Ministry

3.2 Prosecution & Conviction (45%)

35/100

Indicator	Measurement	Score	Source
Prosecution rate	Unknown - No disaggregated data published	25	Analysis
Conviction rate	Unknown - Data opacity	25	Analysis
Dedicated hate crime prosecutors	No - General assignment	20	Justice Ministry
Sentencing adequacy	Inconsistent - Varies by region	35	Case Law

3.3 Data Transparency (20%)

30/100

Indicator	Measurement	Score	Source
Published hate crime statistics	No - No disaggregated antisemitism data	15	Govt Records
Independent monitoring allowed	Limited - NGO restrictions	25	Analysis
OSCE ODIHR reporting	Partial - Some data submitted	50	ODIHR

PILLAR 3 CALCULATION: $(28 \times 0.35) + (35 \times 0.45) + (30 \times 0.20) = 32/100$

PILLAR 4: Threat Environment

12/100 | Weight: 18%

❑ **CRITICAL:** This pillar carries highest weight (18%) and drives overall score down. Lower scores = higher threat. Russia faces multi-vector threats from ISIS-K, domestic extremists, and state-enabled antisemitism.

4.1 Incident Statistics (40%)

10/100

Indicator	Measurement	Score	Source
Major terror attacks (2024)	Dagestan attacks: 21+ killed, synagogues burned	5	Media/FSB
Makhachkala airport mob (Oct 2023)	Hundreds stormed airport hunting Israeli passengers	10	Media/Police
Synagogues attacked/burned	2 synagogues burned (Dagestan June 2024)	5	Media
Crocus City Hall attack (March 2024)	145 killed - ISIS-K claimed; related threat environment	10	FSB
Vandalism incidents	Multiple - Jewish cemeteries, memorials	20	Community

4.2 Mass Casualty Attack History (25%)

8/100

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

Indicator	Measurement	Score	Weight
Fatal attacks on Jewish targets past 3 years	Dagestan 2024: Synagogues targeted; priest killed	5	100%
Mob violence past 3 years	Makhachkala 2023 - Near-pogrom conditions	10	100%
Related terror attacks	Crocus City Hall 2024 - Same threat actors (ISIS-K)	15	100%

4.3 Campus Climate (20%)

35/100

Indicator	Measurement	Score	Source
Campus antisemitic incidents	Limited data - Some reported harassment	40	Community
Pro-Palestine activism	Moderate - State-aligned narratives	35	Media
Jewish student safety	Limited data - Community concerns elevated	30	Analysis

4.4 Organized Threat Assessment (15%)

8/100

Indicator	Measurement	Score	Source
ISIS-K / Vilayat Kavkaz active	CONFIRMED - Multiple attacks; franchise in N. Caucasus	5	FSB/Intel
North Caucasus extremism	Elevated - Dagestan, Chechnya risk zones	10	FSB
Far-right extremist groups	Active - Various nationalist movements	15	Intelligence

PILLAR 4 CALCULATION: (10×0.40) + (8×0.25) + (35×0.20) + (8×0.15) = 12/100

MAJOR INCIDENTS 2023-2024

Date	Incident	Casualties	Attribution
June 23, 2024	Dagestan Coordinated Attacks - Synagogues + Churches in Derbent/Makhachkala	21+ killed, 46+ injured	ISIS-linked
March 22, 2024	Crocus City Hall Moscow - Concert attack	145 killed, 500+ injured	ISIS-K claimed
Oct 29, 2023	Makhachkala Airport Mob - Crowd hunted Israeli passengers	20+ injured	Antisemitic mob

PILLAR 5: Radicalization & Movement
Ecosystem NEW v1.2

18/100 | Weight:
15%

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

5.1 Islamist Movement Infrastructure (50%)

15/100

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

Indicator	Measurement	Score	Source
ISIS-K / Vilayat Kavkaz presence	CONFIRMED - Active cells; attacks attributed	5	FSB/Intel
North Caucasus radicalization	Elevated - Decades of conflict; ongoing recruitment	10	Intel Reports
Hizb ut-Tahrir status	Banned - Proscribed since 2003	80	FSB Lists
Islamist content dissemination	Active - Telegram/social media networks	15	Intel Reports
Foreign fighter returnees	Present - Syria/Iraq veterans in population	10	FSB

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

20/100

Indicator	Measurement	Score	Source
State-aligned anti-Israel messaging	High - Kremlin propaganda supports Hamas narrative	10	Media Analysis
Hamas hosted by Kremlin	Yes - Official meetings; no Oct 7 condemnation	5	Govt Records
Pro-Palestinian protests	State-permitted - Some crossed into antisemitism	20	Media
North Caucasus anti-Israel sentiment	Very high - Dagestan, Chechnya particularly	10	Analysis

PILLAR 5 CALCULATION: $(15 \times 0.50) + (20 \times 0.50) = 18/100$

PILLAR 6: Cultural & Societal Climate

22/100 | Weight:
15%

NEW v1.2

6.1 Public Antisemitic Attitudes (30%)

8/100

Indicator	Measurement	Score	Source
ADL Global 100 Index Score	62% - HIGHEST in Europe (up from 26% in 2023)	5	ADL 2024
Year-over-year change	+36 percentage points - LARGEST increase globally	0	ADL 2024
Belief in antisemitic stereotypes	Majority hold multiple stereotypes	10	ADL Survey

6.2 State & Media Rhetoric (25%)

12/100

Indicator	Measurement	Score	Source
Putin's antisemitic statements	"Ethnic Jews" comments Dec 2024; Zelenskyy attacks	5	Kremlin/ Media
Lavrov Holocaust comparisons	"Hitler had Jewish blood" statement (2022)	5	Media
State media anti-Israel bias	Pervasive - Pro-Hamas framing	10	Media Analysis
"Denazification" rhetoric weaponized	Used against Ukraine with Jewish president	15	US State Dept

6.3 Israel Relations & Freedom of Movement (15%)

45/100

Indicator	Measurement	Score	Source
Diplomatic relations with Israel	Maintained - But increasingly strained	60	Govt Records
Freedom of travel to Israel	Permitted - But embassy advises Russians to leave Israel	55	Embassy
Aliyah freedom	Permitted - Ongoing emigration	65	Jewish Agency
Iran alliance impact	Negative - Strategic partnership with Iran	20	Analysis

6.4 Jewish Heritage Celebration - POSITIVE (20%)

40/100

[OK] POSITIVE SCORING: These indicators ADD to score.

Indicator	Measurement	Score	Source
Public Hanukkah celebrations	Yes - Putin participates occasionally	55	Media
Holocaust education	Partial - But distorted/instrumentalized	35	Analysis
Victory Day observance	Major - But Jewish victims often marginalized	40	Analysis
Jewish Museum Moscow	Exists - State-supported but politically aligned	50	Govt Records

PILLAR 6 CALCULATION: $(8 \times 0.30) + (12 \times 0.25) + (45 \times 0.15) + (40 \times 0.20) + (30 \times 0.10) = 22/100$

PILLAR 7: Lived Experience & Community Voice

25/100 | Weight: 22%

KEY PRINCIPLE: How Jews report their own safety experience is primary data-not supplementary. This pillar has highest weight (22%).

7.1 Subjective Safety (40%)

20/100

Indicator	Measurement	Score	Source
% who feel safe as Jews	Estimated 20-30% (sharply declining)	25	Community
% feel antisemitism is serious	~85%+ report serious concern	15	Community
% feel situation has worsened	~90%+ report significant worsening since 2022	10	Community
Community response to Dagestan/airport	"Future in doubt" - Rabbi Isakov	15	Media

7.2 Behavioral Adaptation (35%)

25/100

Indicator	Measurement	Score	Source
% who hide Jewish identity	Estimated 60-70% in public	25	Community
% who avoid Jewish symbols	Estimated 70%+ avoid	20	Community
% who avoid certain areas	~80%+ avoid North Caucasus	15	Community
% emigrated or considering	50%+ of 2010 pop. left; ongoing exodus	10	Census/ Reports

7.3 Community Vitality & Protective Factors (25%)

35/100

Indicator	Measurement	Score	Source
General public favorability toward Jews	38% unfavorable (62% antisemitic on ADL)	15	ADL Global 100
Political representation & access	Limited - Some oligarchs; no Jewish MPs	35	Analysis
Jewish school enrollment trend	Declining - Emigration impact	40	Community
Chabad infrastructure	Active - But under political pressure	50	FJCR

PILLAR 7 CALCULATION: $(20 \times 0.40) + (25 \times 0.35) + (35 \times 0.25) = 25/100$

Key Findings

[OK] LIMITED STRENGTHS

- **Holocaust denial criminalized (85/100):** 2014 law with penalties
- **Gun control (78/100):** Strict licensing prevents mass casualty capability
- **Hizb ut-Tahrir banned:** Proscribed since 2003
- **Chabad infrastructure:** Federation of Jewish Communities active
- **Diplomatic relations:** Embassy maintained with Israel
- **Nazi symbols banned:** Criminal penalties in place

X CRITICAL VULNERABILITIES

- **ADL 62%:** Highest antisemitism in Europe; +36 points in one year
- **Dagestan attacks (June 2024):** 21+ killed; synagogues burned
- **Airport mob (Oct 2023):** Hundreds hunted Israeli passengers
- **State antisemitism:** Putin's "ethnic Jews" comments; Lavrov Holocaust distortion
- **Hamas NOT designated:** Terror group hosted by Kremlin
- **ISIS-K active:** Vilayat Kavkaz franchise; multiple attacks
- **Population collapse:** 50%+ decline; ongoing exodus
- **No envoy/IHRA:** No antisemitism coordinator; definition not adopted

Final Score Calculation

JCSI v1.2 FORMULA

$$\begin{aligned} \text{JCSI} &= (P1 \times 0.10) + (P2 \times 0.10) + (P3 \times 0.10) + (P4 \times 0.18) + \\ & (P5 \times 0.15) + (P6 \times 0.15) + (P7 \times 0.22) \end{aligned}$$
$$\begin{aligned} \text{JCSI} &= (42 \times 0.10) + (35 \times 0.10) + (32 \times 0.10) + (12 \times 0.18) + \\ & (18 \times 0.15) + (22 \times 0.15) + (25 \times 0.22) \end{aligned}$$
$$\text{JCSI} = 4.2 + 3.5 + 3.2 + 2.16 + 2.7 + 3.3 + 5.5 = \mathbf{24/100}$$

Score Range

Classification

Russia

HIGH SAFETY

80-100	
60-79	MODERATE SAFETY
40-59	CONCERNING
0-39	CRITICAL <-RUSSIA (24)

Comparative Context

Country	JCSI Score	Classification	ADL Index
Russia	24	CRITICAL	62%
Australia	44	CONCERNING	14%
France	~45	CONCERNING	~17%
UK	~55	CONCERNING	8%
USA	~50	CONCERNING	9%

Note: Russia's JCSI score of 24 is significantly lower than all other assessed countries, reflecting the unique combination of state-level antisemitic rhetoric, active terror threats, mass violence incidents, and the dramatic surge in public antisemitic attitudes during 2024.

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. Scores reflect available data and assessments as of December 2025. Some Russian data is limited due to state opacity. Small score differences (<5 points) may not be statistically meaningful.

Spotlight Research