

# MAYOR'S OFFICE TO COMBAT ANTISEMITISM

2025 REPORT



**NYC**  
Mayor's Office to  
Combat Antisemitism

# LETTER FROM THE MAYOR

December 30<sup>th</sup>, 2025

Dear Fellow New Yorkers,

As I prepare to leave office, I've been reflecting on what it means to protect the values that make New York New York. We worked every day to deliver safer streets, more housing, and expand opportunity. But some of the most important work is measured differently: whether New Yorkers feel protected and free to live openly as who they are.

The job of mayor is both symbolism and substance. Symbolism matters — showing up, speaking clearly. But substance makes symbolism real — that means ensuring there are enforceable standards, coordinated actions across city agencies, and implementable policies. This report reflects that substance.

Confronting antisemitism has been a priority for our administration. New York City is home to the largest Jewish community outside of Israel — a point of pride and a responsibility. When an age-old hatred rises, we don't look away or make excuses. We name it, confront it, and protect our neighbors, because public safety and civil rights go hand-in-hand.

After October 7, 2023, I said what so many New Yorkers were feeling: We were not alright. That truth was a call to action. Jewish New Yorkers were facing — and still continue to experience — a surge of harassment, threats, and violence. The fight against antisemitism is urgent, personal, and requires leadership.

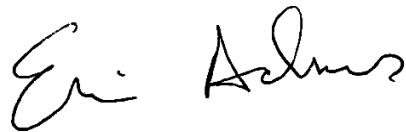
That is why I established the Mayor's Office to Combat Antisemitism (MOCA) — the first office of its kind in a major American city. We delivered four executive orders, built an interagency task force spanning 35+ agencies, and adopted the International Holocaust Remembrance Alliance's (IHRA) working definition to identify modern antisemitism and respond effectively.

I am proud of the work led by Executive Director Moshe Davis, under First Deputy Mayor Randy Mastro's leadership, alongside partners across city government who refused to accept hate as normal.

This report documents that commitment: coordinated response when incidents happen, zero tolerance for hate on city property, and stronger protections around houses of worship. It reflects the message we send when we show up — at vigils, in synagogues, with survivors, and alongside families who refuse to be intimidated.

Antisemitism is not only a Jewish problem — it tests our city's character. I invite you to read this report as both a record of what we have done and a blueprint for what we must continue to do: confront hate with moral clarity, back words with action, and ensure every New Yorker knows that in this city, hate has no home.

Sincerely,

A handwritten signature in black ink, appearing to read "Eric Adams". The signature is fluid and cursive, with the first name "Eric" and last name "Adams" clearly distinguishable.

**Eric Adams**

Mayor of the City of New York

# MESSAGE FROM THE EXECUTIVE DIRECTOR

December 30<sup>th</sup>, 2025

Dear New Yorkers,

Writing this report at the end of 2025 is sobering. In the last few months, four deadly terror attacks have targeted Jews in the Diaspora: the Washington, D.C. shooting, the Boulder firebombing, the Manchester knife attack, and the Bondi Beach massacre. These were antisemitic attacks aimed at Jewish people — and Jewish New Yorkers are scared. It is the duty of government to understand the sources of this hatred and do everything in our power to stop it from metastasizing.

Here in New York City, we recognized the problem and took responsibility for developing municipal solutions. We cannot control world events or eradicate centuries-old hatred. But we can do what government does best: create policy, enforce the law, educate, and speak up with moral clarity.

I am proud of what we accomplished. We established the first office of its kind in a major American city, built an interagency task force spanning 35+ agencies, adopted the IHRA working definition as our framework, protected our procurement and pension systems from political boycotts, and began changing how the City handles protests around houses of worship. We trained public safety professionals, helped shape curriculum on Jewish history, broke ground on a Holocaust Memorial, worked with agencies to revise policies, and stood up for Jewish New Yorkers when it counted. In less than eight months, we moved fast and built lasting impact.

None of this would have happened without the team at City Hall. I want to thank Mayor Adams for his unwavering support and for trusting me with this work. I especially want to thank First Deputy Mayor Randy Mastro, who pushed me to stay action-focused and solution-oriented — to back commitments with executive orders and legislative strategy, and to treat antisemitism as a whole-of-government challenge: legal, cultural, and operational. He has been a partner, a mentor, and a constant force behind this agenda.

I'm grateful to my colleagues in the First Deputy Mayor's Office, our partners at the Community Affairs Unit, our legal teams, and Deputy Mayor for Communications Fabien



Levy and his outstanding team. Everything we accomplished relied on passionate Jewish and non-Jewish colleagues working behind the scenes to move complex work to the finish line.

I hope this report serves as both a record of what we built and a practical blueprint for what municipal government ought to do. If this report accomplishes anything, let it be this: turning concern into action. Policies matter. Enforcement matters. Education matters. New York City now has stronger tools, clearer standards, and a more coordinated approach to confronting antisemitism — and it is the responsibility of all New Yorkers to keep that work moving forward.

All the best,

A handwritten signature in black ink that reads "Moshe Davis". The signature is written in a cursive, flowing style.

**Moshe Davis**

Executive Director

Mayor's Office to Combat Antisemitism

# EXECUTIVE SUMMARY

## About This Report

This report documents the policy framework, operational structures, and legislative strategy that enabled New York City to establish the nation's first Mayor's Office to Combat Antisemitism (MOCA) in May 2025. Rather than cataloging every action, the report focuses on the institutional architecture, four executive orders, interagency coordination mechanisms, communications principles, and legislative proposals, designed for both durability and replication.

MOCA's approach recognizes what municipal government can and cannot control. Cities cannot eliminate an ancient hatred that has persisted for millennia, but they can deploy every available tool within their jurisdiction to prevent institutional spread, ensure consistent enforcement, and make targeted communities demonstrably safer. Combating antisemitism requires more than reactive incident response or symbolic gestures. Effective municipal action demands permanent infrastructure, clear definitions, coordinated enforcement across all agencies, legislative codification that enshrines policies into ordinances, and communications grounded in moral clarity. New York City is proud to have taken the lead in building this comprehensive framework and provides it as a blueprint for municipalities committed to protecting their residents from hate.

## Report Structure

**Chapter I: Historical Context and Crisis** examines New York City's nearly four-century relationship with its Jewish community, the fundamental connection between Jewish identity and Israel, and the city's historic municipal partnership with the State of Israel. The chapter establishes why NYC created MOCA in response to antisemitic incidents comprising 62% of all hate crimes in the first quarter of 2025.

**Chapter II: Four Executive Orders** analyzes the legal and policy framework: EO 51 establishing MOCA and an Interagency Task Force across 35+ agencies; EO 52 adopting the IHRA working definition of antisemitism; EO 60 protecting procurement and pension

systems from discriminatory campaigns; and EO 61 directing development of houses of worship protections.

**Chapter III: Communications Strategy** documents the principles enabling effective public messaging to combat hate including: timeliness, moral clarity, specificity, rejecting conditional condemnations, and pairing message with action.

**Chapter IV: Legislative Agenda** details proposed legislation to codify executive policies into permanent law, including IHRA definition incorporation into NYC Human Rights Law, houses of worship protections with buffer zones and new misdemeanor charges, anti-masking provisions, and state and federal advocacy priorities.

**Chapter V: 2026 Expansion Blueprint** outlines how MOCA transforms from coordinator to enforcer through strategic staffing, enhanced enforcement mechanisms, and scaled initiatives including citywide training, community safety coordination, and academic research measuring effectiveness.

**Appendices** provide complete texts of executive orders, anchor speeches, and proposed legislation for immediate use and adaptation.

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# Chapter I. Foundational Framework

## Jewish New York's History and NYC's Responsibility

### I. Why New York, Why Now?

New York City is home to the largest Jewish community outside of Israel with approximately 960,000 residents.<sup>1</sup> This demographic reality creates unique municipal responsibility: when antisemitism surges globally, New York's Jewish community experiences the impact at scale.

That responsibility became acute in 2024. Anti-Jewish hate crimes constituted 54 percent of all hate crimes in the city, 345 incidents out of 641 total.<sup>2</sup> During the first quarter of 2025, this proportion rose to 62 percent.<sup>2</sup> Jewish New Yorkers, who comprise approximately 11 percent of the city's population, were the victims of over 60 percent of all bias-motivated crimes.

The October 7, 2023 terrorist attacks on Israel catalyzed this surge, exposing how deeply antisemitic ideology is embedded in public discourse. Classic tropes appeared in new forms, adapting ancient hatred to modern language.

This concentration of violence against a single community demanded a specialized governmental response. On May 13, 2025, Mayor Eric Adams established the Mayor's Office to Combat Antisemitism (MOCA), the first dedicated office of its kind in a major American city. The office was created not as a symbolic gesture but as an operational necessity: to coordinate policy across city agencies, enforce zero-tolerance standards, and deploy municipal authority to combat an ancient hatred manifesting in contemporary forms.

### II. The Jewish People and New York City

Understanding why New York City bears unique responsibility for combating antisemitism requires understanding the community itself: its size, its history, its contributions to the city, and its fundamental connection to Israel.

For nearly four centuries, Jewish New Yorkers have been integral to the city's economic, cultural, and civic life. Throughout this period, antisemitism has persistently adapted to each era while maintaining its essential character: targeting Jews based on religion, ethnicity, and connection to the Land of Israel. This historical pattern and the centrality of Israel to Jewish identity provide necessary context for the policy framework detailed in subsequent chapters.

## A. Persistence and Adaptation: Jews in New York (1654-Present)

Jewish presence in New York began in 1654, when 23 Sephardi refugees fleeing persecution arrived in New Amsterdam. Dutch Governor Peter Stuyvesant immediately attempted to expel them, writing to the Dutch West India Company that Jews were a "deceitful race" and "hateful enemies and blasphemers of the name of Christ".<sup>3</sup> Though the Company overruled him, this founding episode established a pattern: a community contributing to the city's development while facing regular discrimination and exclusion.

Over nearly four centuries, antisemitism in New York has shape-shifted to fit contemporary anxieties. Jews have been blamed for capitalism and for socialism, for excessive wealth and for poverty, for insularity and for over-integration, for religious obscurantism and for secular cosmopolitanism. Whenever society faces a crisis from economic downturn to social change or political upheaval, antisemitic rhetoric surfaces, directing blame toward the Jewish community. This adaptability is why contemporary antisemitism often shows up in activism rather than presenting as overt bigotry.

Despite this persistent targeting, the community has demonstrated sustained resilience through strong communal institutions, emphasis on education, religious practice, and deep integration into the city's political fabric. Jewish New Yorkers became essential participants in political and civic life, as voters, cultural leaders, and elected officials.

In 2025, New York City's Jewish community is the largest of any city and among the most diverse in the world. It is home to Yeshivish and Hasidic communities, secular and Reform Jews, the Chabad-Lubavitch world headquarters and Yeshiva University, Sephardic and Mizrahi Jews, and Russian-speaking immigrants. The city is also home to a remaining generation of Holocaust survivors, estimated at approximately 13,000 individuals, whose

presence serves as living connection to the most catastrophic manifestation of antisemitism.<sup>4</sup>

## B. Israel and Jewish Identity

### 1. The Spiritual and Cultural Foundation

The connection between Jewish identity and the Land of Israel is not political preference but religious and cultural foundation extending back millennia. Jewish prayers are oriented toward Jerusalem; the Jewish calendar follows the agricultural seasons of the Land of Israel. Holidays commemorate historical events tied to the land; and liturgy expresses yearning for return ("Next year in Jerusalem"). Modern Zionism, the movement for Jewish self-determination in the ancestral homeland, represents the political expression of this ancient religious and cultural connection.

For New York's Jewish community, Israel represents both spiritual center and practical refuge. Many have family in Israel and visit regularly; religious practice is tied to the land's geography and history; and the existence of a Jewish state provides assurance that there is one place where Jews cannot be rendered stateless, a critical guarantee for a historically persecuted people.

### 2. NYC-Israel Partnership: Municipal and Economic Ties

New York City government has formalized its relationship with Israel through decades of official partnership and consistent engagement:

**Mayoral Solidarity:** Every New York City Mayor since Israel's founding in 1948 has traveled to Israel to express solidarity and foster bilateral ties. Mayor William O'Dwyer visited shortly after leaving office in 1951, and that same year Mayor Vincent Impellitteri started the tradition of traveling while in office. Every subsequent mayor, from Mayor Robert F. Wagner Jr. to Mayor Eric Adams has continued this tradition during their tenure. Furthermore, since the first Israel Parade in NYC in 1964, every sitting mayor has joined the celebration.

**Economic Partnership:** The relationship extends to substantial economic integration. New York City pension systems have held Israel Bonds since 1974, representing an over

50-year investment relationship.<sup>5</sup> In May 2025, the Adams Administration launched the NYC–Israel Economic Council to formalize and expand New York’s long-standing relationship with Israel by channeling shared innovation and investment into jobs, economic growth, and joint solutions on public safety, climate resilience, infrastructure, and other pressing urban challenges.<sup>6</sup> According to the 2025 New York–Israel Economic Impact Report by the US-Israel Business Alliance, 590 Israeli-founded companies operate in New York City, directly employing 27,471 people and supporting a total of 50,648 jobs citywide.<sup>7</sup>

### C. Why Contemporary Attacks on Zionism Constitute Antisemitism

The practical consequence of anti-Zionist rhetoric is the dehumanization of Zionists (the vast majority of Jewish people) and the dehumanization of all Jewish people. When Zionism itself is characterized as racist or illegitimate, Jewish people become targets for hostility and violence. This dynamic helps explain why attacks on Israel's legitimacy correlate with increased antisemitic incidents in the diaspora, targeting all Jewish people regardless of their politics.

The post-October 7, 2023 period starkly illustrates this pattern. Following the terrorist attacks in Israel and the ensuing conflict in Gaza, hate crimes against Jewish people in New York City rose dramatically.<sup>2</sup> Perpetrators did not attempt to identify victims' political views regarding Israeli policies. They targeted individuals based solely on Jewish identity. The global pattern was explicit: extremists massacred Jewish people at a Chanukah celebration in Bondi Beach and murdered worshippers outside a Manchester synagogue on Yom Kippur. The victims' political views were irrelevant. They were killed for being Jewish.

There is a distinction between criticizing Israeli government policy and antisemitism. The International Holocaust Remembrance Alliance (IHRA) working definition, adopted by New York City and detailed in Chapter II, provides a framework for maintaining this distinction in practice. To be genuinely committed to combating hate, everyone must recognize the reality: anti-Israel rhetoric, however well-intentioned, demonstrably contributes to violence against Jews. The use of the IHRA working definition and its 11 examples enables city officials, educators, and the public to distinguish between legitimate policy debate and delegitimization that targets Jewish identity.



### III. Implications for Municipal Policy

This historical and contemporary context establishes several realities essential for MOCA's mission:

**Antisemitism is Durable and Adaptive:** Nearly four centuries of persistence in New York demonstrates that this hatred does not fade with integration, contribution, or time. It adapts to contemporary forms, often presenting as activism rather than overt anti-Jewish bigotry.

**The Israel Dimension is Central:** Understanding modern antisemitism requires recognizing that Jewish identity is intrinsically tied to Israel. Municipal responses that fail to account for this dimension misunderstand the contemporary manifestation of this ancient hatred.

**NYC's Responsibility and Leadership:** While the post-October 7th surge in antisemitism was not isolated to New York City, similar trends have been documented nationally.<sup>8</sup> New York City bears unique responsibility as home to the largest Jewish community outside of Israel. This demographic reality, combined with the city's historic role as a refuge for persecuted communities and its governmental capacity to develop innovative policy solutions, required NYC to lead a comprehensive municipal response.

**Beyond Incident Response, Building Policy Infrastructure:** New York City maintains strong hate crime response through the NYPD Hate Crimes Task Force and robust community engagement through the Mayor's Community Affairs Unit. Mayor Adams and the City Hall team kept the Jewish community informed, hosted events, and remained actively present in the community. MOCA complements this work by providing what institutionalized antisemitism demands: dedicated capacity to develop executive orders, review curricula for bias, coordinate legal strategy, craft legislation, and build enforcement mechanisms. The office moved NYC beyond reactive response to proactive, permanent policy solutions.

**National Framework:** What New York City accomplished in 2025 provides a comprehensive framework for other municipalities. The Adams Administration established the nation's first dedicated Mayor's Office to Combat Antisemitism, adopted the IHRA working definition, deployed executive authority to protect city resources from

discriminatory campaigns, and created enforcement mechanisms across city agencies. This comprehensive approach as detailed in the executive orders examined in Chapter II demonstrates how cities can leverage existing governmental infrastructure to combat antisemitism systematically rather than reactively.

# Chapter II. The Executive Orders

## Building The Policy Framework

The Adams Administration's response to the documented crisis in anti-Jewish hate crimes was formalized through four Executive Orders that established both institutional infrastructure and substantive policy standards. These orders, issued between May and December 2025, created legal frameworks, defined operational authorities, and codified the city's commitment to combating antisemitism across all dimensions of municipal government.

This chapter provides detailed analysis of each Executive Order, including legal foundations, operational implementation, and policy implications.

The full text of each executive order can be found in Appendix A.

### **I. Executive Order 51: Establishing the Mayor's Office to Combat Antisemitism**

#### **A. Background and Justification**

Executive Order 51, establishing the Mayor's Office to Combat Antisemitism, was issued on May 13, 2025. The order explicitly positioned MOCA as "the first office of its kind established in a major city across the nation", signaling unprecedented municipal commitment to treating antisemitism as a distinct policy priority requiring dedicated executive resources.

The EO's preamble establishes foundational facts. New York City is home to the largest Jewish community outside of Israel. Recent years have seen a rise in antisemitism globally and within NYC, particularly following the October 7, 2023 attacks on Israel. Anti-Jewish crimes accounted for 54% of all hate crimes in 2024. It is a "significant priority" and in the "best interest of all New Yorkers" to combat antisemitism.

## B. Legal Framework and Structural Provisions

### Section 1: Office Establishment and Leadership

The order establishes MOCA as a mayoral office headed by an Executive Director appointed by the Mayor. The office is directed to "identify and develop efforts to eliminate antisemitism and anti-Jewish hate crime using the existing resources of the City of New York".

### Section 2: Interagency Task Force to Combat Antisemitism

The Executive Director is mandated to establish an Interagency Task Force composed of representatives from:

- Office for the Prevention of Hate Crimes (OPHC)
- New York City Police Department (NYPD)
- New York City Commission on Human Rights (CCHR)
- Other city agencies identified by the Mayor

The Task Force is charged with developing "recommendations for agency-specific approaches to combatting antisemitism".

This section also explicitly directs the office to:

- Monitor court cases and outcomes at all levels of the justice system
- Liaise with the New York City Law Department on appropriate cases to bring or join
- Work across agencies to address incidents and ensure New Yorkers feel protected

### Section 3: Operational Mandate

MOCA's operational responsibilities include:

- Identify and develop efforts to eliminate antisemitism and anti-Jewish hate crime
- Coordinate non-law enforcement responses to incidents on behalf of the Mayor's Office
- Serve as liaison with the Jewish community to address:
  - Services for victims of hate crimes and bias incidents

- Security for vulnerable populations and institutions

#### **Section 4: Law Enforcement Coordination**

The office is directed to "liaise with District Attorneys and law enforcement agencies to evaluate and improve reporting of antisemitism, hate crimes, and bias incidents, and establish a process to monitor such incidents".

#### **Section 5: Community Dialogue**

The order mandates that MOCA "encourage greater dialogue between the Jewish community and local law enforcement agencies", recognizing that effective hate crime response requires community trust and cooperation.

#### **Section 6: Policy and Advisory Functions**

The Executive Director is directed to regularly make recommendations to the Mayor on:

- Public education efforts aimed at combatting antisemitism
- Tracking of criminal and civil enforcement matters related to antisemitic hate crimes and bias incidents
- Reviewing curricula and agency communications for bias
- Development of policies and initiatives to combat antisemitism

### **C. Operational Framework**

The Executive Director reports directly to the First Deputy Mayor, a structure that proved essential to MOCA's effectiveness. First Deputy Mayor Randy Mastro played a dual role: as an enforcer, he ensured agencies responded quickly when MOCA identified issues; as a strategist, he provided legal and policy guidance on executive orders and drove implementation across government. This level of executive oversight gave MOCA real authority and distinguished it from advisory bodies that can recommend but not deliver.

The Interagency Task Force ultimately included senior representatives from over 35 city agencies, creating comprehensive coordination mechanisms across public safety, education, human services, infrastructure, economic development, and legal/regulatory agencies.

This structure enables MOCA to leverage existing agency resources and expertise while maintaining centralized strategic direction. The Task Force model achieves coordination without creating new bureaucracy. MOCA identifies an issue, contacts relevant agency representatives, and action is delivered within the agency's existing structure. This enables immediate responses when needed while building long-term institutional capacity.

## D. In Practice

The Task Force enables rapid, coordinated action without bureaucratic delays.

**Department of Transportation (DOT):** When the Israel Bonds sign on city property was vandalized to read "Israel Bombs," MOCA contacted the DOT Task Force representative. The sign was removed and replaced within hours. This happened on other occasions as well when city DOT property was vandalized with antisemitic messages. DOT also played a key role in securing revocable consent permits for synagogue security.

**Department of Parks and Recreation:** The dedicated Parks task force member played a key role in addressing incidents within NYC's green spaces, from graffiti and vandalism to antisemitic events, allowing swift action.

**Department of Citywide Administrative Services (DCAS):** The DCAS representative partnered with MOCA to develop citywide training on antisemitism. DCAS was also a key partner in launching the new Holocaust Memorial in Queens, which broke ground in November 2025 and will be a site for education and remembrance.<sup>9</sup>

**Office for the Prevention of Hate Crimes (OPHC):** OPHC was a core Task Force partner, using its "Breaking Bread, Building Bonds" program to host community meals that brought people together to build relationships and talk openly about antisemitism and other forms of hate. MOCA and OPHC partnered on interfaith events and events that highlighted the diversity of Jewish communities, including a Sigd celebration at City Hall, using these opportunities to educate about Jewish life and shared responsibilities in combating hate.

**Commission on Human Rights (CCHR):** The CCHR representative works with MOCA on curriculum review, enforcement priorities under NYC Human Rights Law, and development of education materials.

**Other Agencies:** Beyond rapid incident response, the Interagency Task Force enabled agencies to develop concrete accommodations for serving Jewish New Yorkers. The Department of Design and Construction (**DDC**) and Department of Environmental Protection (**DEP**) schedule construction and infrastructure work around the Jewish calendar. Small Business Services (**SBS**) developed vendor guidance for Jewish holidays, including understanding requirements for religious items like lulav and etrog. The Department of Health and Mental Hygiene (**DOHMH**) and Health + Hospitals (**H+H**) tailored health outreach and services through partnerships like the Haredi Health Coalition and established new Bikur Cholim rooms in city hospitals. The Department of Finance (**DOF**) and Office of Administrative Trials and Hearings (**OATH**) used targeted outreach to synagogues and Jewish community leaders for religious needs. The Department of Corrections (**DOC**) expanded religious accommodations for Jewish individuals in custody.

## E. A Model for Replication

By establishing MOCA through executive action and embedding its functions across multiple agencies, the Adams Administration created a blueprint designed for permanence and replication. The office's structure provides other municipalities with a tested framework for institutionalizing the fight against antisemitism while adapting to local contexts and resources.

The full text of the executive order can be found in Appendix A.1.

## **II. Executive Order 52: Adopting the IHRA Definition of Antisemitism**

### **A. Background and Justification**

Executive Order 52, signed on June 8, 2025, formally recognized the International Holocaust Remembrance Alliance (IHRA) working definition of antisemitism, making New York City the largest city in the nation to adopt this framework.

#### **The Definition:**

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

#### **The Necessity**

For MOCA to fulfill its mandate to coordinate citywide response, reviewing curricula for bias, advising on enforcement actions, and training employees, the city needed a shared definition of antisemitism. Without definitional clarity, it would be difficult to establish consistent standards across agencies and could not provide meaningful guidance to the city's 300,000+ employees.

#### **Why IHRA: Consensus and Contemporary Relevance**

The administration chose the IHRA working definition based on two factors: widespread institutional acceptance and alignment with how Jewish New Yorkers experience antisemitism.

The IHRA definition, adopted by 31 member states of the International Holocaust Remembrance Alliance in 2016, has become the most widely recognized framework for identifying antisemitism. As of June 2025, in the United States, 35 states, the District of Columbia, and over 80 localities have recognized the definition, along with federal agencies including the State Department and Department of Education under multiple presidential administrations.



More critically, the IHRA definition addresses how antisemitism manifests in the contemporary environment. Definitions that only recognize ancient tropes such as conspiracy theories about Jewish control or religious hatred, do not explain enough about modern antisemitism. These forms persist, but contemporary antisemitism often masquerades as activism or intellectualism, presenting as political discourse while targeting Jewish identity.

The IHRA framework provides 11 examples of modern antisemitism, including:

- Denying Jews the right to self-determination while accepting this right for all other peoples
- Applying double standards by requiring behavior of Israel not expected of any other democratic nation
- Promoting conspiracy theories about Jewish control of media, finance, or government
- Using classic antisemitic symbols and imagery to characterize Israel or Israelis
- Holding Jews collectively responsible for actions of the Israeli government
- Perpetuating stereotypes about Jewish obsession with money or using wealth for malevolent purposes

These categories reflect how Jewish New Yorkers actually experience antisemitism in 2025: not primarily through overt religious bigotry, but through both ancient conspiracy theories adapted to modern contexts and contemporary rhetoric targeting Jewish peoplehood. The IHRA definition takes seriously the targeted community's experience of the hate directed at them.

## B. Legal Framework and Proper Use

New York City has a long tradition of protecting First Amendment rights, as reaffirmed in Executive Order 6 signed February 7, 2022. Executive Order 52 maintains this commitment through explicit safeguards: the definition "is not intended to restrict speech or conduct that is protected under the First Amendment" and "does not establish civil or criminal liability for any acts".

The IHRA definition functions as an educational and interpretive tool. In many contexts, antisemitic speech is constitutionally protected, the city cannot and does not prohibit such

speech. What the city can do under existing civil rights laws is: (1) educate employees to recognize when rhetoric crosses into harassment or discrimination in employment, education, or public accommodations; (2) ensure city agencies do not amplify or endorse antisemitic messaging; and (3) prevent antisemitic conduct from creating hostile environments that violate the New York City Human Rights Law. The IHRA framework enables these legitimate governmental functions without restricting speech.

NYC recognizes that a shared definition is useful for identifying antisemitic behavior, raising awareness among city employees, and ensuring consistent application of existing anti-discrimination protections. The operational application of the IHRA framework is in training, education, and incident response.

## C. Policy Implications and Legislative Advocacy

### **Legislative Codification Effort:**

Concurrent with issuing EO 52, the administration submitted legislation to the City Council to codify the IHRA definition into the New York City Human Rights Law. This effort aims to make the definition permanent beyond any specific administration.

See Chapter IV for further information about MOCA's legislative agenda.

### **Addressing Criticism: Jewish Self-Definition**

The IHRA definition has generated controversy, with critics arguing it inappropriately restricts criticism of Israeli government. The Adams Administration's position is straightforward: Jewish people should define the antisemitism directed against them, just as other marginalized communities define the hate they experience.

The overwhelming majority of Jewish people understand contemporary antisemitism to include delegitimization of Jewish self-determination. This understanding is not arbitrary. As detailed in Chapter I, the connection between Jewish identity and Israel is fundamental, religious, familial, cultural, and historical. The framework explicitly states that "criticism of Israel similar to that leveled against any other country cannot be regarded as antisemitic".<sup>10</sup> It provides a framework for those who genuinely wish to engage in political criticism without employing hate. Those committed to combating antisemitism

should welcome guidance on how to engage in political criticism without using rhetoric that Jewish people experience as targeting their identity and safety.

The full text of the executive order can be found in Appendix A.2.

### **III. Executive Order 60: Preventing Discriminatory Procurement and Investment Practices**

#### **A. Background and Context**

Executive Order 60, signed on December 2, 2025, establishes that city officials cannot use procurement contracts and pension investments as tools to advance social agendas. These decisions must be made solely on legal and financial grounds.

The issue became acute as advocates of the Boycott, Divestment, and Sanctions (BDS) movement pressured city officials to leverage New York's economic power against Israel. The stakes were substantial: the city manages over \$32 billion in annual procurement contracts and five pension systems investing nearly \$300 billion in global securities, including over \$300 million in Israeli assets, on behalf of more than 750,000 employees, retirees, and beneficiaries.

The administration's position: city resources belong to the public and must be managed according to existing law and fiduciary duty, not deployed for social policy. Municipal authority must not be used to implement discriminatory boycotts.

#### **B. Legal Framework: Enforcing Existing Law**

Executive Order 60 addresses two separate but related issues: procurement discrimination and pension investment practices. Each rests on distinct legal foundations. It directs city officials to comply with existing procurement law and fiduciary duties that were already binding.

##### **1. Procurement (Section 1)**

City officials who use procurement to implement BDS would violate these legal principles:

**Anti-Discrimination Law:** New York City Administrative Code Section 6-129.1 provides that "it is unlawful for an agency to deny a contract because of the actual or perceived race, creed, color, national origin, age, gender, disability, sexual orientation or alienage or citizenship status of the owners of the bidder or proposer".<sup>11</sup> Refusing to contract with Israeli companies or those associated with Israel constitutes discrimination based on national origin.

**Trustee Duties:** City Charter Section 1110, entitled "Trusteeship of public property," provides that all officers and employees of the city are "trustees of the property, funds and effects of the city, so far as such property, funds and effects are or may be committed to their management or control" and are "subject to all the duties and responsibilities imposed by law on trustees".<sup>12</sup> Using city contracts to advance personal political agendas violates this trustee responsibility.

Executive Order 60, Section 1 directs agency heads, chief contracting officers, and mayoral appointees with contracting discretion to refrain from procurement practices that discriminate against Israel, Israeli citizens, or Israel-associated entities. The directive specifies that officials must not engage in practices "inconsistent with their duties as trustees of the City's property" that are "intended to carry out any policy that discriminates" based on association with Israel. Employees who violate this directive may be subject to disciplinary action.

## **2. Pensions (Section 2)**

New York City maintains five independent pension systems that together invest almost \$300 billion in securities in the global marketplace and support over 750,000 city employees, retirees, and beneficiaries.

**Governance Structure:** Each pension system has a Board of Trustees responsible for its investment functions. These trustees have a fiduciary responsibility to ensure that "all investment decisions are made in the best interests of the respective System". The Comptroller, through the Bureau of Asset Management, serves as the investment advisor to, and custodian of, the five system funds. The Comptroller makes day-to-day investment decisions and manages the portfolio. However, the Mayor and members of the administration hold seats on the pension boards.

**Fiduciary Duty Requirements:** Pension trustees have a fiduciary duty to make investment decisions solely to maximize risk-adjusted returns for beneficiaries, not to pursue political or social objectives. This duty means investment decisions must be made in the "best interests of the respective System" and its beneficiaries, which are the 750,000+ city employees, retirees, and dependents who rely on these funds for their retirement security.

**What Executive Order 60 Does:** Executive Order 60, Section 2 directs the Chief Pension Administrator and those trustees appointed by the Mayor to "oppose divestment from bonds and other assets made for the purpose of discriminating against the State of Israel, Israeli citizens based on their national origin, or individuals or entities based on their association with Israel".

**The Israel Bonds Controversy:** In January 2023, Comptroller Brad Lander decided not to reinvest \$39.9 million in maturing Israel Bonds. First Deputy Mayor Randy Mastro sent letters to Comptroller Lander arguing that this decision constituted divestment based on social policy and that the action was taken without required Board authorization. FDM Mastro contended that the decision violated the Comptroller's fiduciary duty to make investment decisions solely on financial merit, arguing it was politically motivated rather than based on financial analysis. He further argued that if it were based on financial reasons then the comptroller should publicize that information. The administration characterized the action as discriminatory and breaking a 50-year precedent. New York City pension systems had held Israel Bonds continuously since 1974.<sup>5</sup>

The full text of the executive order can be found in Appendix A.3.

## **IV. Executive Order 61: Protecting Houses of Worship**

### **A. Background and Context**

Executive Order 61, signed concurrently with EO 60 on December 2, 2025, addresses a direct threat to religious freedom in New York City: protesters targeting people at their houses of worship. New Yorkers must be able to attend religious services, educational programs, and community events at their houses of worship without being harassed, intimidated, or threatened.

Following the October 7, 2023 attacks, protests related to the Israel-Gaza conflict increasingly occurred outside synagogues and other houses of worship. Protesters blocked entrances, created intimidating environments for congregants arriving for or leaving services, followed worshippers from synagogues, and used masks to conceal their identities while engaging in threatening behavior.

The executive order directs NYPD to develop clear "time, place, and manner" policies protecting houses of worship regardless of community function.

## B. Existing Legal Protections and Enforcement Gaps

Federal and state law already provide some protections for religious exercise:

**Freedom of Access to Clinic Entrances Act (FACE Act)** prohibits intentionally injuring, intimidating, or interfering with any person exercising First Amendment religious freedom at a place of worship by force, threat of force, or physical obstruction (18 U.S.C. § 248).<sup>13</sup>

**New York State Penal Law** makes it a misdemeanor to intentionally injure, intimidate, or interfere with someone exercising their right to religious freedom at a place of worship (NY Penal Law § 240.70)<sup>14</sup> and to disrupt or disturb a religious service (§ 240.21).<sup>15</sup>

Despite these protections, enforcement gaps remained. The existing laws prohibit the most egregious conduct—physical obstruction, violence, direct disruption of services, but don't adequately address protests that create intimidating environments without rising to that level. They also only cover religious activity, not when non-religious activity is happening at a house of worship.

## C. What Executive Order 61 Does

Executive Order 61 directs the NYPD Commissioner, in coordination with the Law Department, to review the NYPD patrol guide and develop clear guidance for protecting houses of worship (Section 1). The review must ensure compliance with the U.S. and New York State constitutions and all applicable laws (Section 2).

### **The Review Process:**

The executive order requires NYPD to consider how federal, state, and local laws regulate protests at other protected sites, such as reproductive health facilities (protected by FACE Act), private residences (many jurisdictions restrict residential protests), and funerals (multiple states restrict funeral protests). Ensure restrictions comply with First Amendment requirements.

**Specific Proposals:** Evaluate concrete regulatory options:

- Buffer zones of 15-60 feet from house of worship entrances where protest activity would be prohibited or regulated, or alternatively, designated zones where protests are permitted at appropriate distances
- Enhanced protections during publicly-scheduled religious services
- Protections for all house of worship activities, not limited to formal religious services. The directive explicitly addresses "non-religious activities" at houses of worship.

## D. The Legislative and Executive Strategy

Executive Order 61 was part of a comprehensive strategy combining executive action and legislative advocacy to protect houses of worship and unmask those using anonymity to intimidate. See Chapter IV for MOCA Legislative agenda to push for an anti-masking bill and legislation to protect houses of worship on city and state levels.

The full text of the executive order can be found in Appendix A.4.

# Chapter III. Communications Strategy

## Messaging Guidelines for Combating Antisemitism

Effective governmental response to antisemitism requires both policy action and strategic communication working in tandem. Jewish New Yorkers feel safer when the city acts decisively against hate and communicates clearly about what it is doing and why. Potential perpetrators need to understand the city's zero-tolerance position. This chapter documents the communications principles that enabled New York City under the Adams Administration to deliver credible, timely messaging on antisemitism and provides a replication framework for other municipalities.

### I. Core Messaging Principles

The Adams Administration's messaging on antisemitism was guided by six operational principles, developed through MOCA's coordination with the Deputy Mayor of Communications along with the Mayor's Press, Speechwriting, and Communications teams.

#### A. Timeliness

The administration established a practice of responding quickly once incidents became publicly known. This responsiveness demonstrated that the city government was attentive to threats against the Jewish community.

Most responses took the form of social media statements issued within hours of incidents becoming public. Major incidents, like high-profile terrorist attacks (such as the D.C. shooting outside the Jewish Museum and the Bondi Beach Chanukah Massacre) warranted press conferences or formal mayoral statements.

#### B. Moral Clarity Despite Uncertainty

The administration developed the capacity to respond even when full details of incidents remained unclear. Rather than waiting for complete investigative findings, the city issued



values-based statements that established principles without making premature factual claims.

For example, statements condemned harassment of Jewish New Yorkers without declaring incidents to be hate crimes before bias motivation was confirmed. This approach allowed the city to demonstrate commitment and provide reassurance without compromising investigative integrity or making claims that later evidence might contradict.

### C. Specificity: Naming Antisemitism Directly

The administration rejected the practice of diluting antisemitism responses by burying them in lists of other hatreds. This pattern of creating "laundry lists" of bias types ("We condemn antisemitism, Islamophobia, racism, homophobia...") when only Jews were victimized constitutes what the administration termed the "All Lives Matter" problem: when one community is attacked and officials insist on listing every other form of hate, it signals that the targeted community's specific victimization does not warrant focused attention.

**The Principle:** When Jews are victims of bias-motivated crimes, name antisemitism specifically. When other communities are targeted by bias crimes, address those hatreds specifically. Each community deserves focused attention rather than generic condemnations of "hate."

### D. Deflections and Conditional Condemnations

The administration identified a pattern common in political responses to antisemitism: elected officials condemning antisemitism while simultaneously including language that undermines the condemnation or is itself antisemitic. This is what MOCA would call a "word salad" – attempting to hold contradictory positions in the same statement by mixing in meaningless phrases.

**The Pattern:** Statements structured as "We condemn antisemitism..." followed by a "but" or pivots to Israeli government actions, Palestinian suffering, or blaming Jews for anti-Jewish violence. Such statements make Jewish safety conditional and often veer into antisemitic delegitimization while claiming to condemn hate.

**Why It Occurs:** Political officials attempt to appease multiple audiences by appearing to condemn antisemitism for Jewish constituents while signaling sympathy for attackers or their grievances to other constituencies. Other times, the strategy is to deflect instances of antisemitism by claiming they are targets of hate as well. Either way, the opposition to antisemitism comes off as insincere and disingenuous.

**The Adams Administration's Approach:** Establish clear moral positioning: antisemitism is wrong, full stop, regardless of international events or political disagreements.

## E. Pairing Message with Action

Effective communications required demonstrating concrete action. Whenever possible, and especially when warranted by the severity or nature of an incident, mayoral communications included specific operational responses the city was taking.

The Mayor's Office coordinated with NYPD before issuing statements to understand what operational responses were underway or planned. This enabled communications to include concrete details. Examples included security deployments when NYPD determined heightened security was warranted, based on threat intelligence or abundance of caution following international incidents. When incidents were under investigation, communications informed the public that the Hate Crimes Task Force was actively working the case. When arrests were made, statements included this information, demonstrating that condemnation translated into enforcement.

## F. Subject-Matter Expertise

MOCA served as the subject-matter expert for all mayoral communications related to antisemitism. This integration ensured communications reflected understanding of contemporary antisemitism and represented Jewish community experience and concerns. Subject-matter expertise was immediately available when incidents occurred, enabling rapid response, and maintained consistency across all platforms and spokespersons.

## II. Examples of Principles in Practice

Over the past two years, Mayor Adams has used a number of major speeches to define New York City's stance on antisemitism. These addresses established the core themes that later showed up in statements, tweet threads, and executive actions. Together, they frame antisemitism as a moral emergency, a public-safety threat, and a test of the city's values.

Each speech is published in full in Appendix B.

### A. "We Are Not All Right" – New York Stands With Israel Rally (October 10, 2023)

Three days after the October 7 terrorist attacks, at the "New York Stands With Israel" rally, the Mayor rejected the idea that New Yorkers should simply move on. Citing images of kidnappings and murders of civilians, he told the crowd, *"We are not all right. We are not all right when we see young girls pulled from their home and dragged through the streets. We are not all right when we see grandmothers being pulled away from their homes and children shot in front of their families. We are not all right when right here in the City of New York we had to stand in Times Square and see the celebration of terror taking place."* He concluded, *"We are not all right when we still have hostages who have not come home to their family. We are not all right, and we're not going to say we have a stiff upper lip and act like everything is fine. Everything is not fine."*

He tied that emotional clarity to New York's unique responsibility, repeating, *"Your fight is our fight. Your fight is our fight. And right here in New York we have the largest Jewish population outside of Israel."* He emphasized that this was not just another official appearance: *"And so I say to you, I'm not here because I'm your mayor."* Later he added, *"I'm your brother. I'm your brother. Your fight is my fight."*

These phrases became the emotional backbone of the city's messaging after October 7: an insistence that the city acknowledge Jewish pain without minimizing it, frame Jewish safety as a shared civil-rights issue, and speak from a place of personal commitment rather than distance.

The full text of the speech can be found in Appendix B.1.

## B. D.C. Murders – Interfaith Response (May 22, 2025)

After the murders of two Israeli Embassy workers, Yaron and Sarah, at a Jewish young professionals' event on May 21st in Washington, D.C., the Mayor convened an interfaith response in New York. He linked the attack directly to the rhetoric heard on streets and campuses, saying that New York had lost them *“to a senseless act of despicable violence.”* He continued: *“This violence is exactly what they mean when you hear the words, globalize the intifada. It is the actual playing out of these comments.”*

He refused to treat the murders as an isolated crime or to accept the claim that the surrounding protests were merely “anti-Israel.” Instead, he warned against sanitizing hate: *“We’ve heard so many people claim these protests aren’t antisemitic, they’re just anti-Israel. But we know better. We cannot color-code hatred. Today is proof of what I’ve been saying for some time.”* He then named the underlying ideology plainly: *“The violence is something that is unacceptable and not tolerated, and that is what we mean when we say antisemitic propaganda masquerades as activism. Let’s call this what it is, a depraved act of terrorism.”*

In the same remarks he paired words with action, announcing an NYPD surge to sensitive sites and heavy weapons deployments to Jewish and Israeli locations out of *“an overabundance of caution.”* The speech crystallized a core frame: that slogans like *“globalize the intifada”* are not abstract, that *“antisemitic propaganda masquerades as activism,”* and that city government must respond to that reality with both moral clarity and operational seriousness.

The full text of the speech can be found in Appendix B.2.

## C. Governors Island Address – Institutionalized Hate (October 30, 2025)

When an unsanctioned “art installation” on Governors Island used Nazi imagery, antisemitic caricatures, and pro-Hamas symbolism in a city-controlled space, the Mayor addressed New Yorkers directly. Drawing on the history of racism and other forms of bigotry, he explained how hate migrates from fringe to mainstream, warning about the *“institutionalization of hate”* in cultural and civic institutions.

He rejected the idea that the installation was simply controversial art: *"We cannot pretend this exhibit is a normal expression of artistic freedom, because art is not an excuse for hate. Activism is not an excuse for antisemitism or hate."* He argued that the exhibit was *"a cover story for the oldest form of hate,"* and then offered one of the clearest definitions in any of his speeches: *"It's been said that antisemitism is a virus that mutates. It comes back in different forms and finds new ways to hide in plain sight."*

He then connected the Governors Island episode to the broader post-October 7 climate, including the normalization of explicitly violent chants. *"We will never surrender our city to hate, or to those who want to use it to globalize the intifada, or to choose and believe and not refuse to condemn it, literally a phrase that means death to Jews all over the world."* He closed by locating his own role over decades: *"I will stop at nothing to raise my voice. As long as I have breath in my body, from the days of the 88th precinct to Albany, Borough Hall to City Hall and beyond, this will always be my fight. Your pain has always been my pain..."*

This address distilled several pillars of the administration's approach: that institutions (not just individuals) can normalize antisemitism; that city property is not a neutral platform for dehumanizing speech; that "activism" language does not excuse antisemitism; and that the Mayor views the fight against antisemitism as continuous with his broader work against racism and bigotry.

The full text of the speech can be found in Appendix B.3.

#### D. Bondi Beach Attack and Hanukkah Security Briefing (December 14, 2025)

After a terrorist attack at a Chanukah celebration on Bondi Beach in Sydney, Australia that killed over 15 people, including a rabbi with ties to Crown Heights, a 10 year-old child, and a Holocaust survivor, the Mayor used a Hanukkah security briefing to connect the overseas atrocity to New York's own responsibilities. Standing with NYPD leadership, he described the toll of recent violence and said, *"We need to acknowledge and call it for what it is. This was a devastating terrorist attack in Australia that killed over a dozen people and injured approximately 40 more."*

He again drew a straight line from rhetoric to violence, warning: *"Words have meaning. Words have impact, and words have power."* He framed the Sydney attack as another

outcome of the same climate he had been warning about since October 2023 and reiterated that *“Antisemitism has no place in our city, in our society, and in our world.”* He insisted that New York would not look away: *“As human beings, we cannot just turn down the temperature of hate. That is not enough. We must shut it off completely. Here in New York City, we must call out hate without fear and without apology, because we will not be silent in the face of bigotry, of hatred to any group.”*

Because the speech fell on the first night of Hanukkah, he closed by anchoring security in Jewish resilience: recalling that *“the Maccabees did not waver in the face of struggle,”* and affirming that *“they did not lose, and we will not lose.”* As in the D.C. response, these words were accompanied by concrete measures: surging counterterrorism commands, specialized units, and protective deployments to Jewish institutions across the city.

The full text of the speech can be found in Appendix B.4.

Taken together, these anchor speeches define the Adams Administration's public stance on antisemitism: that the city will say out loud that *“we are not all right,”* that *“Your fight is our fight,”* that *“We cannot color-code hatred,”* that *“art is not an excuse for hate. Activism is not an excuse for antisemitism or hate,”* and that *“Words have meaning. Words have impact, and words have power”* and that those words must always be backed by specific, visible actions to protect Jewish New Yorkers and all communities targeted by hate.

## E. Sustained Digital Presence

Beyond major speeches, the Adams Administration treated antisemitism as a through-line of its public voice, not a one-off issue. Working with MOCA, the Deputy Mayor of Communications and the Mayor's Press Office, City Hall established a consistent pattern: when incidents occurred, from synagogue desecrations, campus encampments, threats to the Israel Day Parade, or attacks abroad, there was a same-day response that named antisemitism clearly, affirmed solidarity with Jewish New Yorkers. The moral framework from major speeches appeared repeatedly in tweet threads, press statements, and quotes to local and Jewish press. Over hundreds of posts and releases, the message remained uniform: the City will not normalize antisemitism, will not excuse it as politics or activism, and will use every available tool to protect Jewish New Yorkers.

### III. Replication Blueprint for Other Cities

Municipalities seeking to develop effective communications on antisemitism should designate a senior advisor with understanding of contemporary antisemitism and the IHRA framework, established relationships with Jewish community leadership, and the ability to provide rapid guidance to communications staff. This expertise must be integrated into the communications workflow, ensuring consultation before releasing relevant statements to prevent inadvertent messaging failures. Additionally, cities should establish channels for verification of facts before issuing official responses and with community partners for early warning and building credibility.

#### Messaging Guidelines

**Do:**

- Name antisemitism specifically when Jews are victims
- Lead with specificity rather than generic "hate" language
- Explain contemporary antisemitism manifestations
- Provide concrete actions the city is taking
- Issue timely responses
- Use values-based language when facts remain uncertain

**Don't:**

- Use only generic "hate" language without naming antisemitism
- Create laundry lists of other hatreds when Jews were specifically victimized
- Include "but" statements that pivot to politics or other agendas
- Suggest Jewish safety is conditional
- Contextualize or justify attacks on Jews

These principles apply to every community facing hate. Each deserves specific acknowledgment, not generic "hate" denunciations. Name the source of the hate specifically, respond proportionally, pair words with action. This approach protects everyone by ensuring each community gets focused attention when targeted.



## Chapter IV. Legislative Agenda

The 2026 legislative agenda seeks to codify the MOCA policy framework into permanent city law. While executive orders enable swift administrative responses, only legislative codification can embed these protections enduringly and authorize new criminal penalties.

The New York City Law Department drafted comprehensive legislative proposals translating policy provisions into statutory language. The Adams Administration submitted these bills to City Council members in 2025, including IHRA definition codification, anti-masking provisions, and houses of worship protection. The administration urges the City Council to prioritize these measures in 2026 through committee hearings, public engagement, and floor votes.

### I. IHRA Definition Codification

Concurrent with issuing Executive Order 52 recognizing the IHRA working definition of antisemitism, the administration submitted legislation to the City Council to codify the definition into the New York City Human Rights Law. This legislative effort aims to make the IHRA framework permanent beyond any administration and integrate it into the city's strongest anti-discrimination legal infrastructure.

#### A. Why Legislation is Necessary

Executive Order 52 directed city agencies to recognize and consider the IHRA definition as appropriate, providing immediate implementation across the executive branch. Codifying IHRA into the NYC Human Rights Law (Title 8 of the Administrative Code<sup>16</sup>) makes the framework permanent statutory law and integrates it into the same legal structure that defines protected classes, prohibits discrimination, and establishes the Commission on Human Rights' enforcement powers.



## B. Structure of the Proposed Legislation

The bill creates a new Chapter 9 within Title 8 of the Administrative Code, titled "IHRA's Working Definition of Antisemitism." The new proposed section, § 8-901, establishes three core elements:

**Formal Definition:** The bill adopts the exact IHRA language from May 2016: "A certain perception of Jews, which may be expressed as hatred toward Jews. Rhetorical and physical manifestations of antisemitism are directed towards Jewish or non-Jewish individuals or their property, toward Jewish community institutions and religious facilities." The legislation acknowledges that IHRA's definition is non-legally binding and that antisemitism "could include but is not limited to the 11 examples provided by IHRA to serve as illustrative guidance."

**Agency Guidance:** City agencies shall take into account, "to the extent practicable and appropriate in light of the purposes of their activities and programs," the IHRA working definition and its examples when investigating complaints, designing trainings, reviewing policies or curricula, or communicating with the public about antisemitism.

**Educational Authorization:** Agencies are authorized to use the IHRA definition to "educate city residents and visitors about antisemitism" and to "promote communication and understanding among city residents."

## C. Legal Framework

The legislation includes explicit protections ensuring it functions as an interpretive and educational tool rather than creating new legal liability:

It "does not protect from liability any speech or conduct that falls within this definition that is otherwise actionable." If conduct already violates existing law (assault, harassment, discrimination), IHRA doesn't shield it; conversely, if speech is constitutionally protected, IHRA doesn't criminalize it. The definition "does not create a private right of action or an independent basis for civil or criminal liability."

## D. Current Status

The administration would like to see this bill introduced in the upcoming legislative cycle as part of the comprehensive strategy to combat contemporary antisemitism with permanent statutory policy integrated into the nation's strongest municipal civil rights law.

The full text of the proposed legislation can be found in Appendix C.1.

## II. The Anti-Masking Legislative Push

Concurrent with Executive Order 61's directive to protect houses of worship, the Adams Administration developed legislation to prohibit masking during demonstrations. The goal was straightforward: penalize those wearing masks at protests to conceal their identities while engaging in harassment and intimidation.

### A. Why Pursue Anti-Masking Legislation

Following October 7, 2023, masked protesters increasingly appeared in public forums using anonymity to create threatening environments. The masking prevented identification by both victims and law enforcement, emboldened intimidating behavior, and enabled harassment without accountability. Mayor Adams characterized this as using anonymity to "terrorize" the streets, noting that anonymous demonstrators are more likely to commit crimes when they cannot be identified.

### B. Previous Laws

**New York Penal Law § 240.35(4):** New York maintained an anti-mask law for 175 years. The statute originated in 1845 following the Hudson Valley Anti-Rent uprising, when disguised bands of tenant farmers used masks to engage in violence while evading identification. The law was later codified as NY Penal Law § 240.35(4),<sup>17</sup> which prohibited being masked or disguised while congregating in public places with other similarly masked persons.

In 2020, this subdivision was repealed as part of COVID-era changes (Chapter 91 of the Laws of 2020),<sup>18</sup> eliminating New York's general anti-mask prohibition.

## Why Other Legislative Efforts Fell Short

**New York Penal Law § 205.35:** In 2025, New York State enacted Penal Law § 205.35, "Evading arrest by concealment of identity,"<sup>19</sup> as part of the state budget. This law punishes mask-wearing while committing a class A misdemeanor or felony, or in immediate flight therefrom.

This measure fell short of the administration's goal because the new law only addressed masking combined with an underlying crime; it also required DA prosecution. It did not address the pre-emptive use of masks by groups gathering to intimidate before any prosecutable crime was committed.

## C. The Proposed NYC Ordinance

The administration drafted a new Administrative Code, "Concealing identity while congregating in a public place." The ordinance establishes that a person commits a misdemeanor when being masked or disguised and congregating in a public place with other persons so masked or disguised, or knowingly permitting or aiding such congregation.

### Legal Framework

The ordinance directly mirrors the language of the former Penal Law § 240.35(4),<sup>17</sup> which had been upheld as constitutional by the Second Circuit in *Church of the American Knights of the Ku Klux Klan v. Kerik*.<sup>20</sup> In that case, the KKK sought to wear masks during a Manhattan demonstration. The court ruled the anti-mask law was content-neutral, served substantial governmental interests in public safety and identification of wrongdoers, and was narrowly tailored because it did not prohibit the demonstration itself, only masking.

By tracking the original statute's language, this proposed legislation benefits from established legal precedent confirming its constitutional soundness.

### Exemptions

**Health Mask Exception:** To adapt the historical framework to post-COVID realities, the ordinance includes an affirmative defense: it is a defense to prosecution that the person

was wearing a mask reasonably intended for medical purposes, for protection of themselves or others, as documented by a medical professional. This approach ensures legitimate health-protective masking is protected without requiring police officers on the street to make real-time medical determinations. The affirmative defense shifts evaluation to the prosecution stage, where medical documentation can be properly assessed.

**No Religious Exemption:** The ordinance does not include a religious exemption. Including one would render the law largely useless, as any protester could claim religious motivation for masking. The original statute did not contain a religious exemption, and the Second Circuit in *Church of American Knights* rejected the KKK's claim that their mask-wearing was religiously motivated, holding that the governmental interest in identification and public safety outweighed such claims.

#### D. Current Status

The administration would like to see this bill introduced in the upcoming legislative cycle as part of the comprehensive strategy to protect the Jewish community and other vulnerable communities from masked intimidation.

The full text of the proposed legislation can be found in Appendix C.2.

### III. Houses of Worship Protection Legislation

The administration pursued legislation to protect access to houses of worship and educational facilities from physical obstruction and intimidation. The legislative strategy addressed a specific gap: protesters blocking entrances, creating "gauntlets" at doors, and physically intimidating people entering or exiting religious facilities for any lawful purpose, not just religious services.

#### A. Why Pursue This Legislation

Following October 7, synagogues and other houses of worship faced targeted protests, often timed to community events and civic programs hosted in religious buildings. While many protests remained lawful and protected, a growing number crossed constitutional lines:

- Protesters physically blocked entrances and exits to religious facilities
- Attendees were jostled, surrounded, filmed at close range, or followed while being screamed at
- Hostile behavior targeted civic events (Aliyah or Israeli real estate events, and political talks)
- Protesters relied on aggressive physical tactics while stopping just short of conduct clearly fitting existing crimes

MOCA along with the NYPD identified the enforcement gap: existing laws protect people during religious worship but provide weak tools when religious facilities host other lawful activities or when conduct is threatening but stops short of explicit violence.

## B. Existing Law and Why It Falls Short

**New York Penal Law § 240.21 - Disruption of Religious Services:** Makes it a misdemeanor to make "unreasonable noise or disturbance" at a religious service, funeral, burial, or memorial within 300 feet of such service.<sup>15</sup>

**New York Penal Law § 240.70 - Interference with Religious Worship:** Makes it a misdemeanor to intentionally injure, intimidate, or interfere with another person because they exercised religious freedom at a place of worship.<sup>14</sup>

**Limitations:** Tied specifically to religious services and keyed to "religious freedom/worship" less applicable when facilities host civic or political events.

**Federal FACE Act - 18 U.S.C. § 248:** Prohibits using force, threat of force, or physical obstruction to intentionally injure, intimidate, or interfere with persons lawfully exercising religious freedom at places of worship or seeking reproductive health services.<sup>13</sup>

**Limitations:** Primarily enforced by U.S. Department of Justice for high-profile cases; federal involvement reserved for egregious incidents rather than recurring patterns at individual facilities; like state law, anchored in religious freedom at worship rather than civic use of religious buildings.

**The Gap:** These laws provide strong tools when there is a clear religious service underway or explicit force/threats. They provide weak tools when protesters create

hostile, intimidating environments at doors of religious buildings hosting civic events, or when conduct is physically menacing but stops short of assault.

## C. The Proposed Solution: Introduction 1344-2025 (Version B)

**Initial Development:** The administration initially drafted a standalone bill "Interfering with a Religious Facility," to extend protections of the FACE act beyond religious services to any lawful use of religious facilities.

**Strategic Shift:** When Council Member Vernikov introduced Introduction 1344-2025 on July 14, 2025, focusing on protecting educational facilities from obstruction,<sup>21</sup> the administration advocated for an amended "Version B" that would provide parallel protections for both educational and religious facilities in a unified local law.

### What Version B Does:

The amended introduction creates Administrative Code § 10-187, establishing that it is unlawful to:

- Knowingly obstruct or prevent any person from entering, occupying, or exiting a religious facility for any lawful purpose (including but not limited to religious worship) through physical contact (striking, shoving, restraining, grabbing) or attempts to do so
- Knowingly obstruct or block the premises to impede access or egress
- Engage in a course of conduct within 15 feet of the premises that places another person in reasonable fear of physical harm
- Cause damage to the facility to interfere with its operation
- Parallel protections for schools, colleges, and universities using identical framework

Any person who violates this proposed ordinance would be guilty of a misdemeanor punishable by a fine up to \$1000 or imprisonment (up to 6 months).

### Legal Framework

The legislation is modeled directly on the Federal FACE Act, which has been repeatedly upheld by federal courts as constitutional. The bill is content-neutral, applying regardless

of message or cause and protecting all religious communities (synagogues, churches, mosques, temples) and all educational institutions equally. It is tailored to target specific harmful conduct rather than speech or peaceful assembly. Alternative channels for expression are fully preserved: protesters can still gather, carry signs, chant, livestream, hold press conferences, or march nearby; they simply cannot physically surround and block people entering or exiting facilities or engage in conduct that places people in reasonable fear of physical harm.

## D. Current Status

The administration urges the Council to re-introduce this bill and adopt Version B or equivalent language establishing parallel protections for religious and educational facilities.

The full text of the proposed legislation can be found in Appendix C.3.

## IV. State and Federal Advocacy

MOCA is advocating for state and federal legislation that advances the combating antisemitism agenda:

### **New York State:**

- Protections for Houses of Worship (S8599 / A9335)<sup>22</sup>
- Statewide adoption of IHRA definition (A2139A/S7034A)<sup>23</sup>
- Anti-BDS legislation for state contracts and pensions
- Statewide anti-masking legislation based on the original NY Penal Law § 240.35(4)<sup>17</sup>

### **Federal:**

- Nationwide adoption of IHRA (S.558, H.R.1007- Antisemitism Awareness Act)<sup>24</sup>
- Enhanced funding for Nonprofit Security Grant Program

## **V. The Need for Legislative Action**

Mayor Adams and the executive branch have been proud to lead a city of nearly one million Jewish residents with concrete policy action. The establishment of MOCA, four executive orders, and sustained public advocacy represent the executive branch using every tool within its authority to confront antisemitism.

Under its current leadership, the City Council took no meaningful action on combating antisemitism legislation in 2025, a disappointing outcome given the documented crisis. MOCA looks forward to a more productive partnership with the City Council in 2026, working together to provide New York's Jewish community with the permanent statutory protections that executive action has begun to establish but only legislation can fully secure.

At the same time, we are encouraged by state-level progress. The state Legislature's passage of S4559B/A5448B, requiring every college and university in New York to appoint a Title VI coordinator, will build real accountability and infrastructure for addressing campus discrimination.<sup>25</sup> We look forward to the passage of other state-level bills which have already been introduced.



## Chapter V. MOCA 2026 Expansion Blueprint

### Building on Success

The establishment of MOCA in May 2025 and the issuance of four Executive Orders created unprecedented infrastructure for combating antisemitism at the municipal level. In its first year, MOCA achieved significant operational milestones: coordinating city agencies through the Interagency Task Force, delivering the city's first antisemitism training for public safety professionals, helped develop the Hidden Voices curriculum for NYC public schools, streamlined security infrastructure processes for houses of worship, and established clear communications protocols that paired policy with action.

The 2026 expansion blueprint builds on these foundations. Rather than maintaining MOCA as a coordinating body relying primarily on existing agency resources, the expansion transforms the office into an enforcement and accountability hub with capacity to pursue strategic litigation, compel educational institution compliance, scale successful pilot initiatives citywide, and measure impact through academic evaluation.

### I. Legal Enforcement

#### A. Strategic Affirmative Litigation

MOCA will work with the Law Department's affirmative litigation unit to strategically join or support Title VI cases and other civil rights litigation addressing antisemitism and harassment in educational and public institutions. New York City possesses significant legal resources and institutional credibility; deploying these strategically in cases that establish precedent or compel institutional change amplifies impact beyond what individual complainants can achieve. The addition of dedicated Legal Counsel to MOCA's staff enables systematic case monitoring and strategic recommendations.

#### B. New York City Human Rights Law Enforcement

The Commission on Human Rights (CCHR) will treat antisemitic harassment and discrimination as an enforcement priority, ensuring aggressive application of the New

York City Human Rights Law, one of the nation's strongest anti-discrimination statutes, to cases involving discrimination in employment, housing, and public accommodations based on religion or creed.

### C. Educational Institution Accountability

**NYC Public Schools (NYCPS):** MOCA will work to build out the Department of Education's Title VI office capacity and establish clear protocols for handling antisemitism complaints. This includes ensuring complaints are investigated promptly, establishing consequences when teachers or administrators spread antisemitic propaganda, and requiring schools to address hostile environments. The office will also expand the Hidden Voices curriculum citywide and work with the NYCPS to implement mandatory antisemitism education for staff.

**CUNY and City Universities:** MOCA will coordinate with City University of New York (CUNY) and other city universities to ensure they properly staff Title VI offices and handle antisemitism complaints consistent with federal requirements.

## II. Scaling 2025 Initiatives

MOCA's first months launched several successful initiatives at a limited scale. The 2026 expansion scales these projects.

### A. Antisemitism Training Expansion

In 2025, MOCA delivered the city's first antisemitism training for public safety professionals, convening approximately 150 participants from over a dozen agencies at the NYPD Academy on September 8, 2025. The training focused on recognizing contemporary antisemitism, understanding how ancient hatred is repackaged through conspiracy theories and political extremism, and applying the IHRA framework.

The 2026 expansion scales this training to all 300,000+ municipal employees through partnership with NYC CityLearn, the city's employee training platform. This can be paired with a dedicated Training and Education Director who will develop role-specific modules (educators, human resources professionals, agency general counsels, front-line city workers) and oversee implementation across all agencies.

## B. Community Safety Coordination

In FY26, MOCA helped seed new community safety patrol chapters in Jewish neighborhoods, recognizing that community-based safety organizations enhance security while building police-community partnerships. The 2026 expansion includes increasing coordination between NYPD and safety patrols across all five boroughs, increased funding, and assistance to neighborhoods seeking to establish new chapters.

This builds on the successful model already operating in communities like Borough Park Shomrim and Queens Shmira, extending proven approaches to more areas.

## C. Security Infrastructure: Houses of Worship Bollards Program

In 2025, MOCA worked with the Department of Transportation's Revocable Consent team and NYPD's Counterterrorism TRIPS unit to streamline the permit process for security bollards at houses of worship. This coordination reduced bureaucratic delays and clarified requirements, but did not include dedicated funding for installation.

The 2026 expansion proposes establishing a dedicated city budget line for bollard installation and other hardening measures at vulnerable institutions. This mirrors previous successful iterations of such funding before resources were exhausted.

## D. Academic Research and Evaluation

In 2026, MOCA will establish an academic study to measure the effectiveness of antisemitism interventions and NYC's role in combating antisemitism. While hate crime statistics provide one measure of prevalence, they fluctuate based on many factors beyond city control (reporting rates, national trends, international events). Through case studies and a quantitative study MOCA will systematically evaluate the best use of NYC resources to combat anti-Jewish hatred and decrease fear in the Jewish community. The November 2025 FY26 budget plan includes funding for this research capacity. This approach recognizes that while the city cannot eliminate an ancient form of hatred, it must rigorously assess what falls within municipal control and ensure maximum effectiveness. This can be paired with a dedicated Data/Research Analyst who will track incidents and trends, and coordinate with outside researchers.

# Conclusion

The Mayor's Office to Combat Antisemitism was created for a clear purpose: to turn values into action through policies New York City can actually implement. Antisemitism is ancient, adaptive, and global. City government does not control the world, and we cannot erase a hatred that has mutated over centuries. But we can do our part using the tools of municipal government to protect people, set standards, coordinate agencies, and respond with clarity and urgency when Jewish New Yorkers are targeted.

This report reflects that focus. MOCA worked to translate the Mayor's commitment into concrete, workable steps: executive action, legislative policy, agency guidance, improve response, and ensure City government speaks with a clear voice when hate appears. The impact of those steps is not theoretical. It is measured in how government shows up, how quickly it acts, how consistently it enforces standards, and how effectively it partners with communities to keep New Yorkers safe.

Antisemitism is not only a Jewish problem. It is a civic problem, a democratic problem, and a moral problem that tests whether a diverse society can hold together when it is pressured by fear, misinformation, and extremism. New York City will continue to lead by doing what cities do best: bringing people together across neighborhoods and backgrounds, acting with urgency, and insisting that hate has no home here. This work belongs to everyone, including government, institutions, communities, and individuals, and it will take all of us to fight this hate.

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# Appendices

## **Appendix A**

1. Executive Order 51
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## **Appendix B**

1. Mayor Adams Delivers Remarks at "New York Stands With Israel" Rally
2. Mayor Adams Hosts Interfaith Leaders to Denounce Antisemitic Murders of two Israeli Embassy Workers
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## **Appendix C**

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## Appendix A – Executive Orders

### 1. Executive Order 51

May 13, 2025

[Download Executive Order 51](#)

#### MAYOR'S OFFICE TO COMBAT ANTISEMITISM

WHEREAS, the City of New York is home to the largest Jewish community outside of Israel, whose members are integral to the social and economic vitality of the City; and

WHEREAS, in recent years, particularly in the wake of the October 7, 2023 attack on Israel and the resulting conflict, there has been a rise in antisemitism and crimes directed at the Jewish community globally and within the City of New York; and

WHEREAS, the New York City Police Department reports that anti-Jewish crimes accounted for 54% of all hate crimes reported in the City of New York in calendar year 2024; and

WHEREAS, the New York City Human Rights Law prohibits discrimination against individuals based on their actual or perceived religion or creed and the New York City Commission on Human Rights enforces the Human Rights Law and carries out training and community outreach to combat hate and bias; and

WHEREAS, the New York City Police Department's Hate Crime Task Force is a citywide unit responsible for investigating hate crimes and bias incidents, which include antisemitic crimes and incidents; and

WHEREAS, the Office for the Prevention of Hate Crimes (OPHC), established in section 20-g of the Charter of the City of New York, in response to an escalation of hate crimes, is designed to take a holistic approach to preventing hate crimes, develop and coordinate community-driven prevention strategies to address biases fueling such crimes, and foster healing for victims and their communities; and



WHEREAS, it is a significant priority of the City of New York and in the best interest of all New Yorkers to combat antisemitism and to encourage dialogue and harmony among diverse communities across the City; and

NOW, THEREFORE, by the power vested in me as Mayor of the City of New York, it is hereby ordered:

Section 1. There is established a Mayor's Office to Combat Antisemitism. Such office shall be headed by an executive director appointed by the Mayor. The Office shall identify and develop efforts to eliminate antisemitism and anti-Jewish hate crime using the existing resources of the City of New York. In performing its functions pursuant to this Order, the Office shall coordinate as necessary and appropriate with the Office for the Prevention of Hate Crimes ("OPHC").

2. The Executive Director shall establish an Interagency Task Force to Combat Antisemitism composed of representatives of the OPHC, New York City Police Department, New York City Commission on Human Rights, and other City agencies identified by the Mayor. The Task Force will develop recommendations for agency-specific approaches to combatting antisemitism. The Office will also monitor court cases and outcomes at all levels of the justice system, liaise with the New York City Law Department on appropriate cases to bring or join, and work across agencies to address incidents and ensure New Yorkers feel protected.

3. The Office shall identify and develop efforts to eliminate antisemitism and anti-Jewish hate crime; coordinate non-law enforcement responses to incidents of antisemitism on behalf of the Office of the Mayor; and serve as a liaison with the Jewish community to address issues related to services for victims of hate crimes and bias incidents motivated by antisemitism, and security for vulnerable populations and institutions.

4. The Office shall liaise with the District Attorneys and law enforcement agencies to evaluate and improve reporting of antisemitism, hate crimes, and bias incidents, and establish a process to monitor such incidents.
5. The Office shall encourage greater dialogue between the Jewish community and local law enforcement agencies.
6. The Office shall regularly make recommendations to the Mayor in relation to, but not limited to, the following priorities:
  - a. Public education efforts aimed at combatting antisemitism;
  - b. Tracking of criminal and civil enforcement matters related to antisemitic hate crimes and bias incidents;
  - c. Reviewing curricula and agency communications for bias; and
  - d. Development of policies and initiatives to combat antisemitism.
7. This Order shall take effect immediately.

Eric Adams

Mayor

## 2. Executive Order 52

June 8, 2025

[Download Executive Order 52](#)

### DEFINING ANTISEMITISM

WHEREAS, Executive Order No. 51, signed on May 13, 2025, created the Mayor's Office to Combat Antisemitism to identify and develop efforts to eliminate antisemitism and anti-Jewish hate crime; and

WHEREAS, the City of New York has a long tradition honoring and upholding the rights of New Yorkers to free speech and peaceable assembly, as memorialized in Executive Order No. 6, signed February 7, 2022, which renewed the City's commitment to the First Amendment rights of freedom of speech, the press, peaceable assembly, and to petition the government for a redress of grievances; and

WHEREAS, on May 26, 2016, the 31 member states of the International Holocaust Remembrance Alliance ("IHRA"), of which the United States is a member, adopted a non-legally binding "working definition" of antisemitism; and

WHEREAS, the IHRA definition reads, "Antisemitism is a certain perception of Jews, which may be expressed as hatred toward Jews. Rhetorical and physical manifestations of antisemitism are directed toward Jewish or non-Jewish individuals and/or their property, toward Jewish community institutions and religious facilities;" and

WHEREAS, in adopting this non-legally binding "working definition" of antisemitism, the member states of the IHRA invoked the 1972 United Nations Conference on the Human Environment's Stockholm Declaration that states "With humanity still scarred by [] antisemitism and xenophobia the international community shares a solemn responsibility to fight those evils;" and

WHEREAS, the IHRA has published 11 contemporary examples of antisemitism to illustrate instances of antisemitism that may be encountered in daily life; and

WHEREAS, those contemporary examples include “calling for, aiding, or justifying the killing or harming of Jews in the name of a radical ideology or an extremist view of religion;” “accusing the Jews as a people, or Israel as a state, of inventing or exaggerating the Holocaust;” “denying the Jewish people their right to self-determination *e.g.* , by claiming that the existence of a State of Israel is a racist endeavor;” and “holding Jews collectively responsible for actions of the state of Israel;”

WHEREAS, in the United States, the IHRA non-legally binding “working definition” of antisemitism has been recognized by 35 states, the District of Columbia, over 80 localities, and federal agencies, including the U.S. Department of State and the U.S. Department of Education; and

WHEREAS, on June 12, 2022, Governor Kathy Hochul, as Governor of the State of New York, proclaimed the IHRA “working definition” of antisemitism “a vital resource in the struggle against antisemitism,” that “will facilitate constructive discourse, further understanding, and enable a more thoughtful response to this harmful behavior that impacts us all;” and

WHEREAS, the City of New York recognizes that a definition of antisemitism may be useful for identifying antisemitic behavior and rhetoric, and serve as a foundation to raise awareness and to effectively combat antisemitism;

NOW, THEREFORE, by the power vested in me as Mayor of the City of New York, it is hereby ordered:

Section 1. The City of New York recognizes, and City agencies shall consider as appropriate, the IHRA Working Definition of Antisemitism, as adopted on May 26, 2016, as well as the 11 contemporary examples.

§ 2. City agencies are encouraged to use these materials as appropriate to facilitate constructive discourse, further understanding, and enable a more thoughtful response to harmful antisemitic behavior.

§ 3. This order is not intended to restrict speech or conduct that is protected under the First Amendment. Antisemitic acts are criminal only when they are so defined by law, and this order does not establish civil or criminal liability for any acts.

§ 4. This Order is not intended to create any private right of action.

§ 5. This Order shall take effect immediately.

Eric Adams

Mayor

### 3. Executive Order 60

December 2, 2025

[Download Executive Order 60](#)

#### **PROCUREMENT AND INVESTMENT DECISIONS RELATING TO ISRAEL AND ISRAELI CITIZENS**

WHEREAS, in recent years, there have been calls to boycott, divest from, and sanction the State of Israel, which has strong economic and social ties with the City of New York; and

WHEREAS, the City of New York is home to the largest Jewish community outside of the State of Israel, maintaining deep-seated ties to Israel rooted in decades of economic and social cooperation, and rejects calls to boycott, divest from, and sanction the State of Israel; and

WHEREAS, the City of New York registered over \$32 billion in procurement contracts during the 2024 fiscal year; and

WHEREAS, section 1110 of the Charter, entitled “Trusteeship of public property,” provides that all officers and employees of the city are “trustees of the property, funds and effects of the city, so far as such property, funds and effects are or may be committed to their management or control” and are “subject to all the duties and responsibilities imposed by law on trustees”; and

WHEREAS, section 6-129.1 of the Administrative Code provides that it is “unlawful for an agency to deny a contract because of the actual or perceived race, creed, color, national origin, age, gender, disability, sexual orientation or alienage or citizenship status of the owners of the bidder or proposer”; and

WHEREAS, the City of New York maintains five independent pension systems that support over 750,000 City employees, retirees, and beneficiaries, and invest almost

\$300 billion in securities in the global marketplace, including over \$300 million invested in Israel bonds and other Israeli assets; and

WHEREAS, the Comptroller, through the Bureau of Asset Management, is the investment advisor to, and custodian of, the five System funds; and

WHEREAS, each pension system has a Board of Trustees ("Board") responsible for its investment functions, and those Trustees have a fiduciary responsibility to ensure that all investment decisions are made in the best interests of the respective System; and

WHEREAS, in addition to the Comptroller and certain union leaders, the Mayor and/or members of the Administration, including the Police Commissioner, Fire Commissioner, Finance Commissioner, Chancellor and members of the Panel on Educational Policy hold *ex-officio* seats on one or more Boards; and

WHEREAS, Executive Order No. 18, signed May 16, 2022, established the position of Chief Pension Administrator who is tasked with, among other duties, serving "as the central coordinator and advisor to the Administration's Trustees who sit on the Boards of the Systems and the Plan, on all administrative and eligibility determinations before the Boards;" and

WHEREAS, this Administration recognizes the benefit of maintaining a strong relationship between the City of New York and the State of Israel;

NOW, THEREFORE, by the power vested in me as Mayor of the City of New York, it is hereby ordered:

Section 1. Agency heads, agency chief contracting officers, and any other Mayoral appointees with discretion over contracting are directed to refrain from procurement practices that are inconsistent with their duties as trustees of the City's property and are intended to carry out any policy that discriminates against the State of Israel, Israeli citizens based on their national origin, or individuals or entities based on their

association with Israel. Employees who fail to follow this directive may be subject to disciplinary action by their agency.

§ 2. The Chief Pension Administrator and those Trustees of the City pension systems who have been appointed by the Mayor are directed, in a manner and to the extent consistent with their fiduciary duties, to oppose divestment from bonds and other assets made for the purpose of discriminating against the State of Israel, Israeli citizens based on their national origin, or individuals or entities based on their association with Israel.

§ 3. This Order shall take effect immediately.

Eric Adams

Mayor



## 4. Executive Order 61

December 2, 2025

[Download Executive Order 61](#)

### **PROTECTING NEW YORKERS' RIGHTS TO FREE EXERCISE OF RELIGION, FREEDOM OF SPEECH, AND PEACEFUL ASSEMBLY**

WHEREAS, the First Amendment to the United States Constitution protects the right to the free exercise of religion, the right to freedom of speech, and the right to assemble peacefully; and

WHEREAS, the City has a significant interest in keeping public spaces safe and free of congestion;

WHEREAS, the City of New York is home to thousands of houses of worship that represent myriad religions and faiths, and which coexist peaceably and add to the diverse fabric of the City; and

WHEREAS, at times, houses of worship are targets of protests and other actions that can disrupt congregants' ability to freely exercise their chosen religion and threaten the public safety of worshipers and surrounding neighbors; and

WHEREAS, federal, state, and local laws have been enacted to ensure access to houses of worship to safeguard protected speech and religious exercise while maintaining the right to assemble and protest peaceably; and

WHEREAS, the Freedom of Access to Clinic Entrances Act of 1994, 18 U.S. Code § 248,

prohibits intentionally injuring, intimidating, or interfering with, or attempting to injure, intimidate, or interfere with, by force, threat of force, or physical obstruction, any person exercising or seeking to exercise the First Amendment right of religious freedom at a place of religious worship; and

WHEREAS, section 240.70 of the New York State Penal Law provides that intentionally injuring, intimidating or interfering with another person because such person exercised, or sought to exercise, their right to engage in religious freedom at a place of religious worship constitutes a misdemeanor; and

WHEREAS, section 240.21 of the New York State Penal Law provides that disrupting or disturbing a religious service constitutes a misdemeanor; and

WHEREAS, many houses of worship host activities that, while not directly connected to worship services, provide a community service and facilitate protected speech and assembly that are vital to communities across the City of New York; and

WHEREAS, houses of worship are sometimes sites of protest, at times leading to worshipers and other community members who avail themselves of services and fellowship offered by houses of worship feeling threatened when exercising their own Constitutional rights of freedom of speech, assembly, and religion; and

WHEREAS, this Administration recognizes the need to protect houses of worship at all times while preserving the rights of New Yorkers who seek to voice their opinions through peaceful protest;

NOW, THEREFORE, by the power vested in me as Mayor of the City of New York, it is hereby ordered:

Section 1. The Police Commissioner, in coordination with the Law Department, is directed to review the New York City Police Department's (NYPD) patrol guide and legal guidance in an effort to ensure that they provide clear guidance for protection of both houses of worship and persons exercising their rights to free assembly and free speech near houses of worship. Such review shall include, but not be limited to:

a. Consideration of federal, state, and local laws regulating protests at houses of worship, reproductive health facilities, private residences and other sites; and

- b. Consideration of existing legal constraints on policing demonstrations and large gatherings, including, but not limited to, peaceful protests; and
- c. Evaluation of proposals for regulation of protest activity occurring close to houses of worship, including, but not limited to, the following:
  - i. Establishment of zones where protest activities would be prohibited or regulated within an area of at least 15 feet and up to 60 feet from the entrance to a house of worship, or zones outside of houses of worship where protest activities are allowed;
  - ii. Establishment of additional restrictions on protest activities that would be applicable during publicly-scheduled religious services;
  - iii. Establishment of appropriate limitations on protest activities outside of houses of worship during non-religious activities to protect the speech and assembly rights of community members who make use of houses of worship.

§ 2. The review required by this order shall be conducted to ensure compliance with the constitutions of the United States and the State of New York, and federal, state, and local laws.

§ 3. This Order shall take effect immediately.

Eric Adams

Mayor

## Appendix B - Speeches

### 1. Mayor Adams Delivers Remarks at "New York Stands with Israel" Rally

October 10, 2023

Mayor Eric Adams: Thank you. Thank you. And I am not going to be long. I'm going to give you four words. This morning on my briefing, my [chief] counsel, Lisa Zornberg, said something that I want us all to acknowledge. We've been through some tough times, New Yorkers. We are tough people. We saw the center of our trade collapse. We saw some of the horrific actions that played out on the stage of our city and our country.

But she said something that hits me to my soul. She stated to our team, we are not all right. We are not all right when we see young girls pulled from their home and dragged through the streets. We are not all right when we see grandmothers being pulled away from their homes and children shot in front of their families. We are not all right when right here in the City of New York you have those who celebrate at the same time when the devastation is taking place in our city.

We are not all right when Hamas believes that they are fighting on behalf of something and their destructive, despicable action that carried out. We are not all right when we still have hostages who have not come home to their family. We are not all right, and we're not going to say we have a stiff upper lip and act like everything is fine. Everything is not fine. Israel has a right to defend itself, and that's the right that we know.

Your fight is our fight. Your fight is our fight. And right here in New York we have the largest Jewish population outside of Israel. This is the place that our voices must raise and cascade throughout the entire country. We will not be all right until every person responsible for this act is held accountable. And we don't have to pretend.

And I want to thank my religious leaders throughout this city of all religious groups who reached out to us and clearly stated that they denounce the hatred and the

antisemitism that was displayed on one of the holiest days of the year. This was intentional. This was bitter. This was nasty. This was something that shows Hamas must be disbanded and destroyed immediately.

And so I say to you, I'm not here because I'm your mayor. I've been in Israel as a state senator, I protected the community of the city in general but specifically the Jewish community as a police officer. I stood with you as borough president. And now I'm here today to say not only am I the chief executive of this city, but I'm your brother. I'm your brother.

Your fight is my fight. That swastika not only displays the pain of antisemitism, it displays the pain of racism among African Americans. You marched with us with Dr. King. You stood with us with all the fights we have. And I'm saying we're going to stand with you and stand united together. And we don't have to be all right. We should be angry at what we saw. Thank you, Israel.

## **2. Mayor Adams Hosts Interfaith Leaders to Denounce Antisemitic Murders of two Israeli Embassy Workers**

May 22, 2025

Mayor Eric Adams: Thank you so much, D.M. Levy. And after our call, actually before our call, Reverend Sharpton reached out to me and stated that we could not remain silent. I think about throughout the years that Reverend Sharpton and I have joined together to deal with any time hate has displayed its ugly head. And we cannot be hypocritical as a city, as a state, and as a country. Consistency and clarity is important.

When you see an attack of this magnitude, as I stated to our military forces this morning at our Fleet Week celebration, the role of mayor is both substantive and is symbolism. It must be a substantive response, but it must be also, as you're seeing today, standing side by side, a symbolic response. We join here with not only senior members of my administration of Jewish faith, but also organizations who have consistently stood with us during the time of hatred displayed in our city.

I want to thank them, and I want to really reinforce what Deputy Mayor Levy stated. Whose side are you on? It's a question that all of us must ask ourselves. To have Yaron and Sarah, two employees of the Israeli Embassy, to be assassinated in public view is something that will leave a scar not only on Jewish citizens of this city and country, but for all of us of goodwill. They were a beautiful couple attending a young Jewish professional event, and we lost them to a senseless act of despicable violence. This violence is exactly what they mean when you hear the words, globalize the intifada. It is the actual playing out of these comments.

The violence is something that is unacceptable and not tolerated, and that is what we mean when we say antisemitic propaganda masquerades as activism. Let's call this what it is, a depraved act of terrorism. Thankfully, the NYPD has said that there is no known connection to New York, and the person responsible is not known to us. But in response, the NYPD is surging counterterrorism officers in critical response commands out of an overabundance of caution.

In addition to deploying heavy weapons teams to Jewish cultural institutions and houses of worship, and enhancing coverage to Israeli diplomatic facilities, we also did this periodically after the attacks on October 7th. But let me be clear, we are doing this out of an overabundance of caution. The [commissioner] of Counter-Intelligence is monitoring any chatter, and the police commissioner will be sure to deploy the manpower that's needed to protect sensitive locations.

In the last year and a half, we've watched the hate bleed out onto our streets, onto our college campuses, and now at our cultural events. People have glorified terrorist organizations, they have called for violence against Jews, they have called for death to America, to Israel, and to the people of Israel. Now, they've got what they came for. What did we think was going to happen with this constant display of hatred and antisemitism? You have never tolerated this on any groups, and that's why a close, close collaboration of groups are here today, to stand united together against violence and against hate.

We've heard so many people claim these protests aren't antisemitic, they're just anti-Israel. We cannot color-code hatred. Today is proof of what I've been saying the whole time. It one and the same and they must stop. I've been speaking out against this hate from day one. Not only in the area of antisemitism, but hatred

altogether. This city has no room for hate, and this country cannot have room for hate. Where do we draw the line, and when do we draw the line?

So we're not alright. I said that on October 8th, and I will say it again. As mayor of the largest Jewish community outside of Israel, this isn't a philosophical discussion for me. It's a level of clarity that we must all express. The Jewish community feels, believes, and are under attack when you look at the numbers. It can't be 10 percent of the city and have over 60 percent of the hate crimes.

We will not be silent because we cannot be silent and watch our brothers and sisters of any group in general, specifically our Jewish brothers and sisters, under attack in our country. We must call this hate wherever we see it, without fear, without determination. That is how we turn the tide, by not being silent and making sure we have the proper law enforcement procedures that are in place.

The people of Israel and the people of the United States are resilient. We share an unbreakable bond because of that. May the memories of the victims be a blessing, and I'm praying for their families and their loved ones. My mother used to say, a dark place is not a burial, it's a planting. Let's use this opportunity to build on safety, tolerance, and peace.

Let this moment, where we sow seeds of peace in our city, in our country, around the globe. Let this show the world the true evils of antisemitism. Make sure it never happens again. And again, I want to thank Reverend Sharpton. Early this morning, probably the first thing that was on his mind was to state that we cannot remain silent on this issue. For reaching out early this morning and bringing together these leaders who you see behind me and beside me. I'm going to now turn it over to Reverend Sharpton.

### **3. Mayor Adams Delivers an Address to New Yorkers - Governors Island**

October 30, 2025

Mayor Eric Adams: My fellow New Yorkers, I'm here today to talk to you about an issue that has been weighing on my heart in a heavy way. The unleashed hate that has spread throughout our city, around this country, and across the globe. We're not the first generation that has to deal with pervasive hate. History has shown us what happens when it is allowed to fester and grow, when it evolves from the individual actions of some to major entities accepting it in society.

There are many examples of the institutionalization of hate. As an African American, it goes without saying that slavery will always remind us of how institutions normalize their horrors of keeping people in bondage.

But this experience is not unique to African Americans. Early arrivals to these countries, like Irish, Italian, Hispanic, and Chinese communities, to name just a few, experienced hatred that was supported by government institutions. Symbols and images like these were used to reinforce negative stereotypes and give reasons to target groups.

Understanding these historical moments has caused me to have deep concerns over what is playing out across our city and country, particularly when it comes to antisemitism. Here at home this past weekend, a so-called art installation was spotted on Governors Island. It included paintings that praised the terrorist organization Hamas and displayed disturbing signs that paraded anti-Israel profanity.

Let me show you some of this hate-filled art. Putting a Jewish star on the robe of a Klansman, equating Zionism with Nazism and fascism, stating that you are a Hamas lover, and saying that Israel's very existence is beyond the pale. Let me be very clear. This right here is beyond the pale.

As questions about where the art came from started to pour in, a shocking number of people were afraid to call this out for what it is. But I am not one of those people. This was a vile, antisemitic exhibit. The art and the artists were unsanctioned by



Governors Island, and thankfully the display was removed within hours of going up. But I share this story because it reveals the dark underbelly of hate, and it exposes just how deep hate has seeped into our institutions, as installations like this somehow go up in the first place.

It is also a stark reminder of what happens when ignorance and bigotry combine. This incident disturbs me, and it should disturb anyone with a conscience. I've talked a lot about how we've seen these incidents erode the fabric of cities across the globe, but in New York City, we must never tolerate this type of prejudice. We cannot pretend this exhibit is a normal expression of artistic freedom, because art is not an excuse for hate. Activism is not an excuse for antisemitism or hate.

And this installation was a cover story for the oldest form of hate. It's been said that antisemitism is a virus that mutates. It comes back in different forms and finds new ways to hide in plain sight. I want to be clear that disagreeing with the policies of Israel's government does not make someone antisemitic, but to openly praise Hamas at an exhibit in a government facility sends a message of institutionalizing hatred.

Hamas is a terrorist organization that murders gay people, Jews, and Christians, among many other groups. Like so many other cultures before, we are now watching as antisemitism is institutionalized right before our very eyes.

History shows us how hatred begins on the fringes. It starts small, with a few artists trying to make a statement, with a few exhibits that go unnoticed by our leaders and institutions, with a few institutions that accept the hate and embed it into our culture.

Before we know it, hate moves to the mainstream, and once it is in the mainstream, it becomes much harder to mobilize against. We saw that with Apartheid. We saw that with the Holocaust. And I would be lying if I said I didn't see seeds of it planted within our own city government.

Antisemitism has sadly become the end thing. With the help of social media, we are watching it infect our young people. With no knowledge of history, they have devolved antisemitic slogans and soundbites. We are seeing our college campuses and public schools embrace this energy and hate. Over the course of

my 40-year career in public service, I have fought against all forms of hate, and over the last four years, I've worked to weed it out wherever I see it.

As borough president, I created Breaking Bread, Building Bonds to bring together people of different faiths, cultures, ethnicities, sexual orientations, and more to do something crazy, talk with one another. As I have always stated, we must bring down the temperature. Too many across this country are ready to go to war with one another, to start at a place of disagreement, to believe in only the worst of each other. I know we can change that. I know that we can move forward with love and acceptance, and I know that it's not too late for New York.

We will never surrender our city to hate, or to those who want to say they want to globalize the intifada, or to choose and believe and not refuse to condemn it, because it is literally a phrase that means death to Jews all over the world.

Today, a whopping 57 percent of hate crimes in New York City target Jews. Just this week, a man was attacked in Midtown for wearing a yarmulke, so we will not ignore that antisemitism is on the rise, and we will not sit quietly as the fire of prejudice smolders in the background.

If this was a stat for any group we would respond accordingly. People might ask, you're not Jewish, so why should antisemitism concern you? To that question, I often tell the stories of the Jewish Americans who stood with Black people in other communities when racism and bigotry might not have directly concerned them.

I often tell the story of Julius Rosenwald, an American business executive and philanthropist who was the son of a Jewish immigrant from Germany. Julius donated tens of millions of dollars towards the construction of 5,000 schools for African American children in the South when Black people did not have quality schools due to segregation. I often speak about how when Black Americans fought for civil rights in the 50s and 60s, the Jewish community marched with us from Selma to the Senate.

So again, to the question, why should antisemitism concern me, I answer, it concerns all of us. Today, as antisemitism spreads like a cancer across our city and our country, we must do the same for our Jewish brothers and sisters as they did for us. And let me be very clear, hate of any form should concern us all, whether

we're talking about antisemitism or racism, Islamophobia or homophobia, anti-Asian hate or any form of bigotry. Because when we are silent in the face of hatred, hate will spread.

And I will stop at nothing to raise my voice. As long as I have served this city, I have always been a man who never cowered, who never wavered out of fear of the political course, and who remained steadfast in the commitment to rise up against prejudice. No matter where I served, from the streets of the 88th precinct to Albany, Borough Hall to City Hall and beyond, this will always be my fight.

Your pain has always been my pain, what I have done throughout my years, and especially since the terrorist attacks against Israel on October 7th, standing side by side, shoulder to shoulder, arm in arm with this community. I did it not because I'm a public servant. I did it because of what I want for my family, my son, and for our city, and what I want for your children and theirs. And that is a New York where every group, every faith, and every person can grow and thrive in safety and in prosperity. Thank you. May God bless you, your families, and our city.

#### **4. Mayor Adams Holds Security Briefing to Discuss Hanukkah Safety and Security**

December 14, 2025

Mayor Eric Adams: Afternoon, everyone. [In] the last 24 hours, we've witnessed a tragedy that has swept our entire globe. We went to sleep with the horrific report of a mass shooting at Brown University. We woke up in the middle of the night to the news of a local one, [where] six individuals, teenagers, young people were shot in Brooklyn. We woke up this morning to hear about a devastating terrorist attack in [Australia].

The shock, the pain, the grief, no words can adequately describe those feelings. The police commissioner will go over what we know about the shooting in Brooklyn and an update on the Brown University shooting and what's playing out in [Australia].

When you think about it, six babies were shot in Brooklyn overnight while attending a sweet 16. And it just tells us how our continuous effort to remove illegal guns off our streets has a crucial role in the city. And the 25, close to 25,000 that we have removed saved lives. And we're going to continue to pursue making this city the safest big city in America. Our [thoughts] go out to the victims and their families.

And our city stands with the communities of Brown University, Brooklyn, and [Australia]. We clearly believe that families should never have to endure this level of violence. And we have talked about it over and over again. The violence that plays out on our college campuses, the violence that plays out on our streets and the terrorism that has engulfed our city and country, I should say globe, particularly antisemitism.

And we need to acknowledge and call it for what it is. This was just not a random act of violence that took place. It was antisemitic and targeted Jewish people. And today, I'm here to provide an update on the security measures around synagogues and menorah lighters across the city, particularly in the wake of the antisemitic terror attack in Sydney that killed over a dozen people and injured approximately 40 more.

We are surging counter-terrorism officers in critical response commands, and the police commissioner will go [into] details on what we're doing. And we did this periodically after the attacks on October 7th. But let me be clear, we are doing this out of an overabundance of caution. In Sydney, the police had, what appears to be, a slower response. I'm sure the investigation will determine what happened.

But I do know this, specialized units play a primary role and function to go and respond to terrorist attacks of this nature. It is ill-advised to talk about the dismantling of the SRG team, the same team that went into 345 Park Avenue, when we had now a lone gunman that took the lives of innocent New Yorkers.

It took the courage of a civilian to take down one of the shooters. The country was lucky that the civilian was there. Public safety can't be luck. Specialized units like SRG are trained for these encounters. And this illustrates the necessity of the strategic response groups who are ready to respond to terror attacks on a mass scale.

But this attack did not come out of nowhere. It came out as the consequences of Islamic extremists. And we have to be clear on that. It's not an attack on our Muslim brothers and sisters, who carry out their faith every day, but [it] is the hijacking of their religion by Islamic extremists.

Words have meaning. Words have impact, and words have power. Everyone needs to understand what words mean before they repeat them, before they shout them, before they defend them. That attack in Sydney is exactly what it means to "Globalize [the] intifada." We saw the actual application of the globalization of intifada in Sydney because the attacker knew who he was targeting and he knew why.

It is the first night of Hanukkah, the festival of lights where Jews are obligated to publicize the celebration of their faith. And among the murdered victims of the attack [was] a rabbi who had ties to Crown Heights, as well as a Holocaust survivor. Let me say that again. A rabbi and a Holocaust survivor killed for being Jewish.

Antisemitism has no place in our city, in our society, and in our world. And I will continue to fight for this community and all communities of this city and for fellow brothers and sisters from the Jewish community. For the past four years, this administration has stood by the Jewish community, not just as the mayor, but as an ally, as a father, and as a human being.

As human beings, we cannot just turn down the temperature of hate. That is not enough. We must shut it off completely. Here in New York City, we must call out hate without fear and without apology, because we will not be silent in the face of bigotry, of hatred to any group.

We're going to be defiant. We're going to be resilient. All New Yorkers deserve to feel proud about their heritage. They deserve to feel safe in the displays of their pride.

Tonight, as Jewish New Yorkers celebrate Hanukkah, we honor another family of fighters, the Maccabees, who fought for the freedom of Jewish people, and they won. It was a victory of the weak over the strong, of spirit and belief over military might, but the Maccabees did not waver in the face of struggle. They did not lose hope. They did not lose faith. And so, they did not lose, and we will not lose.

This evening, we will celebrate the first night of the miracle of Hanukkah. No matter the tragedies we have experienced as a city, as a country, and as a globe in the last 24 hours. May we never forget that even in moments of darkness, moments that seem like they might last forever, there will always be a light.

I'm going to turn it over to the police commissioner of the City of New York.

## Appendix C - Legislation

### 1. IHRA Draft Legislation

#### A LOCAL LAW

To amend the administrative code of the city of New York, in relation to recognizing the definition of antisemitism adopted by the International Holocaust Remembrance Alliance

Be it enacted by the Council as follows:

Section 1. Legislative findings. Since the attacks by Hamas on the State of Israel on October 7, 2023, the incidence of antisemitic incidents has increased substantially in the city of New York. Since the October 7th attacks by Hamas on the State of Israel, there have been 629 anti-Jewish hate crimes in New York City. This city is proud of its legacy of pluralism and tolerance and is dedicated to using all available resources to combat the scourge of antisemitism.

In 2016, the 31 member states of the International Holocaust Remembrance Alliance (“IHRA”), of which the United States is a member, adopted a non-legally binding “working definition” of antisemitism. The IHRA provided 11 examples of antisemitism to illustrate the ways in which persons may encounter antisemitism in daily life. These examples include: “calling for . . . the . . . harming of Jews in the name of a radical ideology . . .” and “holding Jews collectively responsible for actions of the state of Israel.” In the United States, 35 states, the District of Columbia, and over 80 localities have recognized IHRA’s working definition of antisemitism. In June 2022, Governor Kathy Hochul declared the working definition “a vital resource in the struggle against antisemitism.” Similar to the many states and localities that have recognized the importance of the working definition, including the state of New York, the City finds that recognizing IHRA’s non-legally binding working definition would assist in identifying antisemitic conduct, raising awareness, and combatting this millennia-old hatred.

§ 2. Title 8 of the administrative code of the city of New York is amended by adding a new chapter 9 to read as follows:

#### CHAPTER 9

#### IHRA’S WORKING DEFINITION OF ANTISEMITISM

§ 8-901 IHRA working definition of antisemitism. a. As used in this section, the following terms have the following meanings:

IHRA working definition of antisemitism. The term “IHRA working definition of antisemitism” means a certain perception of Jews, which may be expressed as hatred toward Jews. Rhetorical and physical manifestations of antisemitism are directed towards Jewish or non-Jewish individuals or their property, toward Jewish community institutions and religious facilities. IHRA adopted the working definition set forth in the two preceding sentences on May 26, 2016. Antisemitism could include but is not limited to the 11 examples provided by IHRA to serve as illustrative guidance.

IHRA. The term “IHRA” means the International Holocaust Remembrance Alliance.

b. City agencies shall take into account, to the extent practicable and appropriate in light of the purposes of their activities and programs, the IHRA working definition of antisemitism and the examples provided to serve as illustrative guidance.

c. City agencies may use the IHRA working definition of antisemitism and such examples to educate city residents and visitors about antisemitism and promote communication and understanding among city residents.

d. This definition does not create a private right of action or an independent basis for civil or criminal liability, nor does it protect from liability any speech or conduct that falls within this definition that is otherwise actionable.

§ 3. This local law takes effect immediately.



## 2. House of Worship Draft Legislation

### A LOCAL LAW

To amend the administrative code of the city of New York, in relation to prohibiting the obstruction of access to educational facilities

Be it enacted by the Council as follows:

Section 1. Chapter 1 of title 10 of the administrative code of the city of New York is amended by adding a new section 10-187 to read as follows:

§ 10-187 Obstruction of access to educational facilities. a. Definitions. For purposes of this section, the term “educational facility” means any building, structure, or place, or any portion thereof, affiliated with an institution of education, including elementary schools, junior high schools, high schools, colleges, and universities.

b. Prohibition. It is unlawful for any person:

1. To knowingly obstruct or prevent a student, staff member, or university employee from attending classroom instruction or student organization meetings and events taking place in an educational facility by physically striking, shoving, restraining, grabbing, or otherwise subjecting a person to unwanted physical contact, or attempting to do the same;

2. To knowingly obstruct or block the premises an educational facility, so as to impede access to or egress from the facility, or attempt to do the same;

3. To engage in a course of conduct within 15 feet of the premises of an educational facility when such behavior places another person in reasonable fear of physical harm, or attempt to do the same; or

4. To cause damage to an educational facility so as to interfere with its operation, or to attempt to do the same.

c. Violations. Any person who violates subdivision b of this section is guilty of a misdemeanor punishable by a fine of not more than \$1,000 or imprisonment of not more than 6 months, or both.

§ 2. This local law takes effect 90 days after it becomes law.

### 3. Anti-Masking Draft Legislation

#### A LOCAL LAW

To amend the administrative code of the city of New York, in relation to restricting the concealment of identity while congregating with other persons in a public place

Be it enacted by the Council as follows:

Section 1. Title 10 of the administrative code of the city of New York is amended by adding a new section 10-187 to read as follows:

§ 10-187 Concealing identity while congregating in a public place. a. A person is guilty of concealing identity while congregating in a public place when that person, being masked or in any manner disguised by unusual or unnatural attire or facial alteration, loiters, remains or congregates in a public place with other persons so masked or disguised, or knowingly permits or aids persons so masked or disguised to congregate in a public place; except that such conduct is not unlawful when it occurs in connection with a masquerade party or similar entertainment.

b. In any prosecution for concealing identity while congregating in a public place, it shall be an affirmative defense that a person charged with the offense:

1. was wearing a mask reasonably intended to be used for medical purposes; and
2. was wearing such mask either for the protection of such person or for the protection of one or more other persons, as demonstrated by documentation from a medical professional.

c. For purposes of this section:

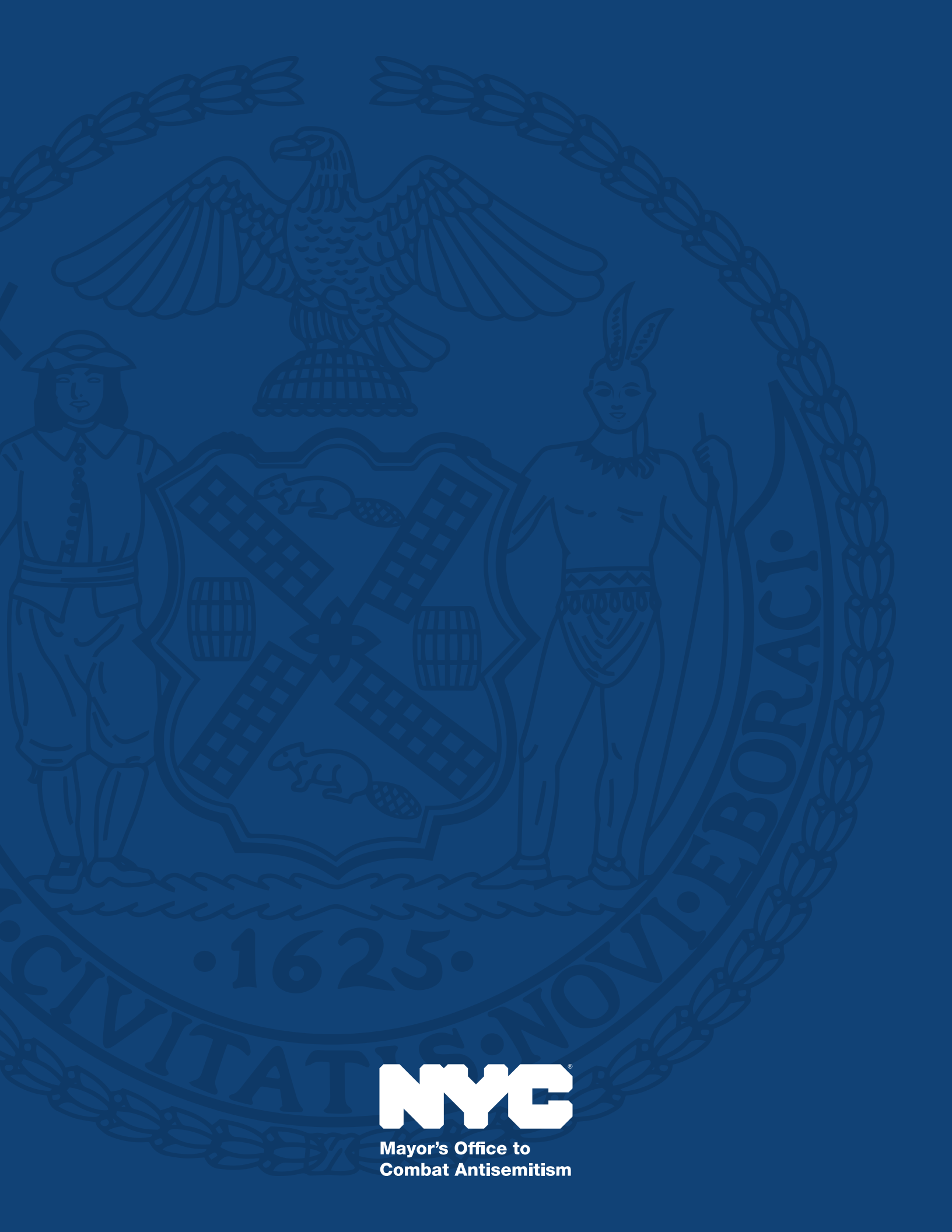
1. "public place" means a place to which the public or a substantial group of persons has access, and includes, but is not limited to highways, transportation facilities, schools, places of amusement, parks, playgrounds, community centers, and hallways, lobbies and other portions of apartment houses and hotels not constituting rooms or apartments designed for actual residence; and

2. "transportation facility" means any conveyance, premises or place used for or in connection with public passenger transportation, whether by air, railroad, motor vehicle or any other method. It includes aircraft, watercraft, railroad cars, buses, school buses as defined in

section one hundred forty-two of the vehicle and traffic law, and air, boat, railroad and bus terminals and stations and all appurtenances thereto.

d. Any person who violates subdivision a of this section shall be guilty of a misdemeanor punishable by a fine of not more than \$2,500 dollars.

§ 2. This local law takes effect 60 days after it becomes law.



Mayor's Office to  
Combat Antisemitism