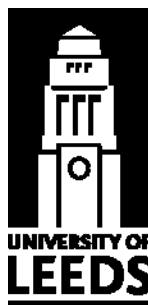# CERS

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The Racism Reduction Agenda: building the framework, signposting good practice and learning the lessons.

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Acknowledgements

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Executive Summary

This report argues strongly for the development of a 'racism reduction' agenda which involves both preventative and punitive actions. It was identified that the bulk of work and intervention across the UK dealing with racist violence is not concerned with prevention. Generating institutional and wider community commitment to tackling racist violence is as essential a component of strategy here as dealing with offenders, given that increasing levels of enforcement have failed to bring violent racism under control. So, pursuing a racism reduction agenda remains an urgent national priority and this involves identifying the total environment that shapes, promotes and determines racist actions, implementing a programme of actions which impacts on these factors and creating a new environment in which the operation of racism and related violence is reduced.

This report has sought to take an overview of global, cross-national and local approaches and interventions to address racist violence. Global approaches by the UN and UNESCO have set out key principles and identified the necessity of pursuing ethical, intellectual, political, legal and intelligence gathering strategies both internationally and within nation states. The lack of political will was identified as a key barrier in moving forward and here the key role played by NGOs in pressing for action was confirmed (WCAR 2001). The participation by over 4,000 NGOs and over 250 nation states in the World Conference Against Racism indicates both the significance of the international politics of antiracism and the potential scope for cross-national and cross-organisation learning.

This is also evident from assessment of EU approaches to tackling racist violence where improvements in data collection, enhanced penalties, youth projects and restorative justice initiatives, antiracist campaigns and community building initiatives were highlighted in a review of recent developments. The EU/NGO campaign on hate crime Coalition Europe stressed the need for information and awareness raising, political and legal action and efforts to support and empower victims of racist violence.

In the UK, there is both extensive development of policy, practice and various forms of intervention to tackle racist violence as well as extensive evidence of highly durable and pervasive acts of racist violence. It has been argued that building a 'racism reduction' agenda involves developing community-based campaigning and preventative initiatives, improving reporting, intelligence gathering and surveillance, pursuing crime and conflict initiatives, improving agency practice, improving cross-sector learning/working, improving work with perpetrators and offenders and developing performance standards.

Racism Reduction Agenda and Leeds Hate Crime Strategy Action Plans
In reviewing the various documents that comprise Leeds Hate Crime Strategy and its associated action plans in relation to the Racism Reduction report the following points emerge for consideration:

Impact on race hate environments
No attention given to hostility promoting virtual/internet environments, political and media messages, family and socialisation processes and ideologically driven groups and consideration as to how interventions can be made.

Fit with WCAR (2001) Strategy
The four point strategy promoted at a global level is reflected very unevenly by local strategy; considerable attention is given to legal intervention and to monitoring levels

of race hate, very little attention is given to developing political strategy or intellectual and ethical strategy. So, developing political will and leadership to combat racism locally and promoting better understanding of the deep roots of racism could be developed.

Fit with UNESCO (2003) Strategy
Significant gaps in local strategy in relation to this strategy include mobilisation of opinion leaders and political decision makers against racism, combating racist propaganda in cyberspace, developing new educational approaches and indicators and a local programme of research on the operation of racist hostility and associated violence.

Cross-national learning from the EU
Good practice examples from other EU countries not pursued locally include;
University based seminar programmes on racism for young offenders who commit racist offences (Austria)
Targeted initiatives aimed at preventing and reducing racist violence amongst extreme right groups (Finland, Germany)
Funding wide ranging anti-race hate/anti extreme right preventative projects (Germany)
Agency for community building and neighbourhood conflict mediation, and intercultural housing projects actively facilitating interaction (Netherlands)
Support self-help initiatives for victims of hate crimes and fund local community organisations to address problems locally (Coalition Europe)
Develop cross-national local links to share such practice on tackling racist violence with cities from Austria, Germany and the Netherlands and organisations including EUMC/FRA and Coalition Europe.

Fit with UK evidence on good practice
In relation to the substantial evidence in the UK areas for development at a local level, apart of course from ensuring that existing strategy is delivered effectively, may include;
Building anti-racist alliances and cross-party opposition to the extreme right
Funding local innovations
Using music to celebrate opposition to race hate
Thorough review and development of youth initiatives, family and elderly initiatives to reduce racist hostility
Facilitating community-based inter-communal dialogue and community mediation
Leeds wide programme of community events to promote belonging and understanding
Leadership training for good neighbours and community capacity building
Programme of educational interventions
Joint local media/criminal justice/education initiatives to promote understanding of tackling racism and violence
Campaigning work to improve local media coverage
Using conflict resolution and peace building
Trauma/therapy/counselling for race hate victims and children
Highlighting and supporting group of public interest race hate cases
Information and communication strategy
Cross-local area learning both within Leeds and across local authorities
Working with racially motivated perpetrators and offenders to reduce racist hostility
Improving wider range of performance standards

1.0 Racism Reduction: preventing racism and racist violence

The primary aims of this report are to make the case for a 'Racism Reduction' agenda, to promote action to reduce racism and to argue for the necessity of placing this mission and its agenda at the core of agency and community practice. In developing good practice in tackling racist violence it is necessary to understand the overall process and context in which such violence takes place. Firstly, prevention needs to address the total environment which shapes, promotes and influences violent action. As the first report on racist violence in Leeds (Hemmerman, Law, Simms and Sirriyeh 2007) identified, there are a complex, wide-ranging set of causes and motivations for racist violence. Identifying potential factors which make racist violence more likely, more acceptable and more durable involves consideration of the following environments:

- Virtual environment, internet sites and networks which may be influential in encouraging racist violence

- International conflicts and events including ethnic and racial conflicts, acts of terrorism, which heighten local perceptions of insecurity and fear and which are used to rationalise racist violence

- National political and media messages on migration, ethnicity and racism which shape racial hostility

- Economic factors including patterns of unemployment and low pay, economic decline, exclusion from new economic opportunities

- Educational factors that make racist violence more likely such as patterns of underachievement, exclusion, racial and ethnic segregation, lack of explicit focus in schools, failure to challenge racism through school curriculum and ethos

- Physical features of local area that make racist violence attractive to perpetrators such as geographical isolation, lack of natural surveillance, layout of estates, poor lighting, lack of leisure facilities

- Family factors where racist hostility is socialised and legitimated across generations and genders, with old/young, female/male attitudes and talk promoting racism in different ways

- Local social/ community factors, such as the balance between racist violence 'preventors' and 'promoters', and the level and nature of social interaction across ethnic/racial lines

- Adult / youth factors, active local cultures/sub-cultures, values and norms of peer groups which may encourage racist violence

- Activities of ideologically driven groups, e.g. far right groups, who encourage racist violence

- Criminal environment which provides tools, knowledge, motivation, peer pressure which knowingly or unwittingly promote/incite racist violence.

The bulk of work and intervention across the UK dealing with racist violence is not concerned with prevention. As Isal (2006) confirms policy and practice are primarily concerned with 'punitive and repressive' action. Clearly such enforcement action is vital, but the dangers of antiracist activity being drawn into the crime reduction agenda is that 'diversionary' work, keeping young people away from involvement in criminal activity, may lose sight of the broader objectives of a 'racism reduction' agenda amongst wider peer or community networks. As Isal suggests, this means replacing diversionary goals with wider aspirational goals, for example in youth work, such as challenging attitudes and misinformation which underlie racial hostility. The key lesson drawn from the review of the Bede Anti-Racist Detached Youth Work project (Isal 2006: 18) is placing antiracism as a core project objective.

This work involved gaining the trust of young people and engaging with their racist attitudes in the context of various activities in an area of South London that had seen a number of racist murders and increasing racist violence. The Home Office *Racist Incidents Crime Reduction Toolkit* (2006) addresses the need for holistic approaches which should include three components, including social prevention (addressing offender behaviour and victim support), situational prevention (addressing the management and design of environments) and rule of law enforcement. These do not address the wider set of causes and contexts of racist violence and illustrate the limitations of a 'crime' centred rather than a 'racism' centred approach. Generating institutional and wider community commitment to tackling racist violence is as essential a component of strategy here as dealing with offenders, given that increasing levels of enforcement have failed to bring violent racism under control (Bowling and Phillips 2002). Over the last twenty years since local government approval of racial harassment policy in 1986, Leeds has been the site for substantial policy and practice development and innovation in tackling racist violence, yet there is little sign that levels of racist violence are reducing (Leeds CRC 1986, Leeds City Council 2006a, 2006b). So, pursuing a racism reduction agenda remains an urgent priority, and broadly this requires three steps,

- Identifying the total environment that shapes, promotes and determines racist actions

- Implementing a programme of actions which impacts on these factors

- Creating a new environment in which the operation of racism and related violence is reduced

Identifying 'what works' in this field depends on examining context, specifying key mechanisms and evaluating outcomes. Replicability of initiatives and outcomes are therefore likely to differ for different people, in different circumstances and locations, with the added problem of dysfunctional unintended consequences. Many anti-racist initiatives have led to displacement (with shifting excuses, contexts and targets), creation of new forms of exclusion (through focussing narrowly on selected types of racism) and creation of new sources of hostility or backlash (Bonnett 2000, Hewitt 2005). Notwithstanding these warning comments, it is possible to identify a wealth of principles and practices from which relevant local initiatives can be developed.

2.0 Global approaches to tackling racist violence, some key strategic principles

In international politics, global approaches to tackling racism and ethnic violence have been led by the United Nations. Such violence ranges from individual racial harassment to mass genocide and action to tackle such violence has been addressed in the adoption of a number of resolutions, conventions and declarations, including:

- [Convention of the Prevention and Punishment of the Crime of Genocide - 1948](#)
- [Declaration on the Elimination of All Forms of Racial Discrimination - 1963](#)
- [International Convention on the Elimination of All Forms of Racial Discrimination - 1965](#)
- 21 March designated International Day for the Elimination of Racial Discrimination - 1966
- [International Convention on the Suppression and Punishment of the Crime of Apartheid - 1973](#) Apartheid.
- First Decade to Combat Racism and Racial Discrimination 1973-1982
- First World Conference to Combat Racism and Racial Discrimination, Geneva 1978
- Second World Conference to Combat Racism and Racial Discrimination, also in Geneva 1983
- Second Decade for Action to Combat Racial Discrimination l983-l992
- Third Decade to Combat Racism and Racial Discrimination 1994-2003
- World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance 2001 (WCAR)

The WCAR declaration sets out international standards for tackling racism. These standards and related action to tackle racism by the UN comes under the remit of the Office of the United Nations High Commissioner for Human Rights (www.ohchr.org). The report of the 2001 World Conference provides a broad framework for action for national states to consider in relation to a comprehensive overview of the varying and contested claims relating to different forms of racism across the world. (For further discussion on the success and constraints on developing international action on race issues see ENAR 2006, Banton 1996, 2002, Bonnett 2000). For example the WCAR report (2001:19) makes a specific recommendation on the link between prevention of racist violence and democratic governance:

'We recognize that democracy, transparent, responsible, accountable and participatory governance responsive to the needs and aspirations of the people, and respect for human rights, fundamental freedoms and the rule of law are essential for the effective prevention and elimination of racism, racial discrimination, xenophobia and related intolerance. We reaffirm that any form of impunity for crimes motivated by racist and xenophobic attitudes plays a role in weakening the rule of law and democracy and tends to encourage the recurrence of such acts' (2001:19)

The WCAR programme of action is also pursued by the UN Special Rapporteur on contemporary forms of racism, racial discrimination, xenophobia and related intolerance, currently Doudou Diène. Reports on different countries across the globe arising from visits are also available on the OHCHR website. His assessment of strategic aims draws on the WCAR programme of action and identifies four key priorities,

- *Monitoring and analysis* of old and new forms of racism, racial discrimination and xenophobia
- *Political strategy*: the expression of a firm political will to combat racism by governments
- *Legal strategy*: the adoption and implementation of national legislation against racism, discrimination and xenophobia
- *Intellectual and ethical strategy*: seeking to promote better understanding of the deep cultural roots of racism, and its ideological, cultural and psychological foundations, processes and mechanisms.

UNESCO have produced a series of Declarations on Race and Racial Prejudice (www.unesco.org) which also set out some key principles for action in this context, including the following:

- *Recognition of common humanity*: All human beings belong to a single species and are descended from a common stock. They are born equal in dignity and rights and all form an integral part of humanity.

- *Right to difference*: All individuals and groups have the right to be different, to consider themselves as different and to be regarded as such. However, the diversity of life styles and the right to be different may not, in any circumstances, serve as a pretext for racial prejudice; they may not justify either in law or in fact any discriminatory practice whatsoever, nor provide a ground for the policy of apartheid, which is the extreme form of racism.

- *No basis for racism*: Any theory which involves the claim that racial or ethnic groups are inherently superior or inferior, thus implying that some would be entitled to dominate or eliminate others, presumed to be inferior, or which bases value judgements on racial differentiation, has no scientific foundation and is contrary to the moral and ethical principles of humanity.

- *The impact of racism*: Racism includes racist ideologies, prejudiced attitudes, discriminatory behaviour, structural arrangements and institutionalized practices resulting in racial inequality as well as the fallacious notion that discriminatory

relations between groups are morally and scientifically justifiable; it is reflected in discriminatory provisions in legislation or regulations and discriminatory practices as well as in anti-social beliefs and acts; it hinders the development of its victims, perverts those who practise it, divides nations internally, impedes international co-operation and gives rise to political tensions between peoples; it is contrary to the fundamental principles of international law and, consequently, seriously disturbs international peace and security.

- *Racial segregation*: Policies and practices of racial segregation and discrimination constitute crimes against the conscience and dignity of mankind and may lead to political tensions and gravely endanger international peace and security.

- *The role of education*: States, in accordance with their constitutional principles and procedures, as well as all other competent authorities and the entire teaching profession, have a responsibility to see that the educational resources of all countries are used to combat racism, more especially by ensuring that curricula and textbooks include scientific and ethical considerations concerning human unity and diversity and that no invidious distinctions are made with regard to any people; by training teachers to achieve these ends; by making the resources of the educational system available to all groups of the population without racial restriction or discrimination; and by taking appropriate steps to remedy the handicaps from which certain racial or ethnic groups suffer with regard to their level of education and standard of living and in particular to prevent such handicaps from being passed on to children.

- *The role of mass media*: The mass media and those who control or serve them, as well as all organized groups within national communities, are urged-with due regard to the principles embodied in the Universal Declaration of Human Rights, particularly the principle of freedom of expression-to promote understanding, tolerance and friendship among individuals and groups and to contribute to the eradication of racism, racial discrimination and racial prejudice, in particular by refraining from presenting a stereotyped, partial, unilateral or tendentious picture of individuals and of various human groups. Communication between racial and ethnic groups must be a reciprocal process, enabling them to express themselves and to be fully heard without let or hindrance. The mass media should therefore be freely receptive to ideas of individuals and groups which facilitate such communication.

- *The role of law*: Law is one of the principal means of ensuring equality in dignity and rights among individuals, and of curbing any propaganda, any form of organization or any practice which is based on ideas or theories referring to the alleged superiority of racial or ethnic groups or which seeks to justify or encourage racial hatred and discrimination in any form. States should adopt such legislation as is appropriate to this end and see that it is given effect and applied by all their services, with due regard to the principles embodied in the Universal Declaration of Human Rights. Such legislation should form part of a political, economic and social framework conducive to its implementation. Individuals and other legal entities, both public and private, must conform with such legislation and use all appropriate means to help the population as a whole to understand and apply it.

- *Government responsibility*: Since laws proscribing racial discrimination are not in themselves sufficient, it is also incumbent on States to supplement them by administrative machinery for the systematic investigation of instances of racial discrimination, by a comprehensive framework of legal remedies against acts of racial discrimination, by broadly based education and research programmes designed to combat racial prejudice and racial discrimination and by programmes of positive political, social, educational and cultural measures calculated to promote genuine mutual respect among groups. Where circumstances warrant, special programmes should be undertaken to promote the advancement of disadvantaged groups and, in the case of nationals, to ensure their effective participation in the decision-making processes of the community.

- *Individual responsibility*: Individuals have corresponding duties towards their fellows, towards the society in which they live and towards the international community. They are accordingly under an obligation to promote harmony among the peoples, to combat racism and racial prejudice and to assist by every means available to them in eradicating racial discrimination in all its forms.

- *Tackling racial disadvantage*: particular attention should be paid to racial or ethnic groups which are socially or economically disadvantaged, so as to afford them, on a completely equal footing and without discrimination or restriction, the protection of the laws and regulations and the advantages of the social measures in force, in particular in regard to housing, employment and health; to respect the authenticity of their culture and values; and to facilitate their social and occupational advancement, especially through education.

- *The role of migrant workers*: Population groups of foreign origin, particularly migrant workers and their families who contribute to the development of the host country, should benefit from appropriate measures designed to afford them security and respect for their dignity and cultural values

- *The role of economic inequalities*: Existing disequilibria in international economic relations contribute to the exacerbation of racism and racial prejudice; all States should consequently endeavour to contribute to the restructuring of the international economy on a more equitable basis.

In broad terms the 'liberal' model of anti-racism set out by UNESCO involves three broad approaches:

- changing those social situations which give rise to prejudice, with particular reference to the labour and housing markets,

- preventing the prejudiced from acting, with legislation being seen as 'one of the most important means of fighting racism' together with effective enforcement by all agencies of government,

- combating false beliefs, with an emphasis upon the use of educational resources to promote 'scientific understanding of race and human unity', the responsibility of academics and scientists to ensure that their research is not misused and on the media to encourage 'a positive approach to the promotion of understanding between groups and peoples'.

These approaches do however bring into play a range of dilemmas and difficulties. Programmes to tackle unemployment or poor housing conditions have often been held up as a solution to the 'breeding ground' of racism yet in practice their ineffectiveness in achieving major change and their failure to address mechanisms which directly reinforced racial inequalities has frequently undermined any potential equalising or anti-racist effects or instead created new tensions over access to improved opportunities. On the other hand, 'coat of paint' approaches to racism which advocate the possibility of eradicating racism and racial inequalities through managerial, technical and bureaucratic means, leaving wider social structures untouched, have been seen to fail precisely because of their idealist and narrow focus. For example in the provision of social housing much attention has been given to eradicating inequalities in allocations with little concern for the influence of racism on patterns of housing choice or for overall patterns of housing finance and housing investment. The underlying point being made here is that some measure of progress may be achieved in the reduction of racial inequalities, say in access to good quality council housing re-lets or in de-segregation and moves into predominantly white areas, while at the same time racial and ethnic divisions in housing conditions, inner city concentration and housing needs may be increasing. (Law 1996). Secondly, the connection between such programmes and levels of racist behaviour cannot be mechanically made. Housing investment may on the one hand increase tension between different ethnic groups through increasing demand and competition for scarce resources leading to racist violence, or such programmes may reduce tension by

easing the prevalent sense of injustice felt amongst both minority or majority ethnic groups as material conditions are improved for all.

As regards the second approach, a 'liberal' belief in the effectiveness of the criminal justice system to deal adequately with racist violence may ignore the extent to which law and related institutions are racialised. The long history of conflict in the UK over issues of racial justice in this context indicate caution in privileging the role of law and state enforcement. The WCAR emphasis on the role of NGOs and the continuing need for external scrutiny of state agencies in this regard shows acknowledgment of this concern.

The second and third approaches raises a further problem, which Rattansi (1992) has called, the tendency to 'essentialise the prejudiced individual'. The common assumption that individuals hold prejudiced views and express them and act on them in a systematic and uncontradictory manner which therefore makes them amenable to, in this case, legal restraint and government regulation. This was shown to be patently untrue in the case of Darren Coulbourne, the white boy who murdered Ahmed Iqbal Ullah at Burnage High School in Manchester, who showed both positive and negative racial attitudes and behaviour (Macdonald, Bhavnani, Khan and John 1989). The view that what is first required is to 'prevent the prejudiced from acting' has informed the development of many local education authority codes of practice on racial harassment. Here, the stringency of disciplinary procedures are clearly spelt out whereas educational approaches to dealing with racism tend to be contested, ambiguous, haphazard or, as often happens, totally ignored. Where they are pursued the theme of promoting rationalist 'scientific' understanding in the face of 'irrational' racism is often a central pedagogic assumption. This antiracist strategy, which we might call the 'politics of truth', ignores the fact that racism for many people does provide an adequate understanding of the world and their position in it, a type of 'truth' which may be highly resistant to alternative claims. Engaging in critical debate on race issues is vital and in contesting claims bringing in a wider diverse range of voices can be more effective e.g. learning through listening to holocaust survivors, victims of other forms of racist violence, or asylum seekers and refugees in a range of contexts from local face to face interactions to news items and cyberspace sites. (For further discussion of varying forms of antiracism and antiracist dilemmas see Gabriel 1998, Bonnett 2000 and Law 2002).

Recently, UNESCO adopted a new Integrated Strategy to Combat Racism, Discrimination, Xenophobia and Intolerance (2003) drawing on studies on different aspects and forms of racism, xenophobia and discrimination around the world and consultations in different regions to discuss specific concerns and priorities. The revised strategy confirmed action priorities in the following areas:

- Development of scientific research and reflection on the phenomena of racism, discrimination and xenophobia;
- Revision and/or revitalization of UNESCO's instruments dealing with racism and discrimination;
- Development of new educational approaches, elaboration of teaching materials and establishment of indicators;
- Mobilization of opinion leaders and political decision-makers against racism and discrimination;
- Preservation of diversity in multi-ethnic and multicultural societies;
- Combating racist propaganda in media especially in cyberspace.

The International Coalition of Cities against Racism was launched by UNESCO in 2004 to implement this strategy and share experiences and good practice across the world. This seeks to establish regional coalitions which have been set up in Europe, Africa, North America, the Caribbean and Latin America, and Asia and the Pacific so far. The European Coalition of Cities Against Racism (ECCAR) had its first meeting in Germany in May 2007.

In consideration of good practice initiatives at a local level, action plans should take account of the relevance and significance of all these principles, and be cognisant of the pitfalls and dilemmas of simplistic approaches. In combating racist violence in local contexts it is

particularly important to stress that relevant action is taken in the context of local government responsibility, education, law and criminal justice, mass media and individual responsibility, and also in relation to racial segregation in housing.

The development of global approaches to racism is also an increasing trend in academic literature in the field of racism and ethnicity studies (Law and Sayyid 2007, Winant 2006, Macedo and Gounari 2006, Bhattacharya, Gabriel and Small 2002). Winant engages with the perils of predication in a recent article and suggests a coming 'global racial crisis', as he argues that we are likely to see better theory and greater understanding of racial identity and related 'human waste' on the one hand, and deepening 'structural' racism and planteary racial stratification on the other (2006:999). There is a parallel 'crisis' in strategies to tackle racist violence where legislation, techniques and approaches increasingly proliferate in the face of highly durable and resurgent patterns of attack and murder. This is recognised by many of the international institutions referred to above who seek to promote cross-national learning and action in this field.

3.0 European approaches to tackling racist violence

Across Europe frameworks and initiatives for tackling racist violence have been developed by European institutions (eg. the Council of Europe's European Commission on Racism and Intolerance, ECRI), European NGO networks (eg. Coalition Europe, ENAR, ICARE), research centres, national institutions and national and local organisations. There is an increasingly rich set of evidence that can be drawn on to consider what has been tried, what has failed and what seems to have some impact in this field. In many national and local contexts there is little consistent use made of the available resources and action taken is not frequently informed by international evidence.

The European organisation with specific responsibility for this area is the European Union Agency for Fundamental Rights (FRA) (eumc.europa.eu). This is a body of the European Union (EU), established in February 2007 in Vienna and builds on the work of the European Monitoring Centre on Racism and Xenophobia (EUMC). FRA carries out its tasks independently. It cooperates with national and international bodies and organisations, in particular with the Council of Europe. It also works closely with civil society organisations. Regular reports are produced by each of the 27 EU member states on aspects of racism, ethnicity and migration by National Focal Points (NFPs) and these are all available on the Agency website and they provide many examples of initiatives taken. The FRA has also published (on their website) three comparative meta-analysis reports which consider the cross-national lessons to be learned from examination of national evidence. These have examined racist violence (Goodey 2005), policing racist crime and violence (Oakley 2005) and housing and racial discrimination (Harrison, Law and Phillips 2006). The first and last of these is examined in depth below.

3.0.1 Racist violence in 15 EU member states, a comparative overview of findings from the RAXEN NFP Reports 2001-2004 (EUMC, Goodey, 2005, 2007)
This is the most important report to read on this topic that EUMC/FRA has produced to date. It provides a particularly useful section on good practice urging consideration of who defines this as 'good', is there evidence of evaluation, what are the constraints and possibilities for replication, and sensitivity to differing legal and social cultures and contexts in assessing transference of such practice. This report does select some good practice examples and these are given below which broadly address the following areas:

- Improvements in data collection
- Enhanced penalties
- Youth projects/Restorative Justice Initiatives

- *Austria*
Seminars on history for juvenile right-wing extremists
Two University Departments in the Tyrol and Upper Austria have taken the initiative

(in cooperation with public prosecutors) to organise seminars on history and democracy for young people who committed racist offences. Juvenile offenders who took part in these seminars either were convicted by the criminal court to participate instead of facing imprisonment or, in less severe cases, they had the possibility to avoid a criminal proceeding by attending the course. The effectiveness of these mediation measures is indeed convincing as only one participant out of around 80 became recidivistic and committed further racist crimes since these programs were started.

- *Belgium*

CEOOR, registering racist violence
A pilot project is on-going in two medium-sized police zones with a significant minority presence. The project will register racial discrimination and hate crimes (that is, hate crimes related to race/ethnicity, and religion), and includes acts of racist violence. The Centre for Equal Opportunities and Opposition to Racism (CEOOR) has developed a registration form for dissemination among police services and migrant organizations. These agencies are asked to complete a registration form every time they receive a complaint related to racist discrimination/violence.

Campaign "For Mutual Respect" ("Pour le Respect Mutuel")
On the CEOOR's initiative a "Call for Mutual Respect" has been signed by the chairmen of all the Belgian democratic parties, after the first days of the attacks on 11 September 2001. The CEOOR has developed a plan to promote dialogue between different communities in co-operation with the public powers and the associations, and in partnership with the involved communities.

Internet site www.agenda-respect.be
In September 2002, the CEOOR launched a new site giving direct access to information on local initiatives and (governmental and non-governmental) organisations with respect to the fight against racism and the promotion of good inter-cultural relations. It also provides a number of pedagogical instruments and texts that present methods of dealing with prejudice and stereotypes.

Movie "Provided that we talk to each other"
The movie "Pourvu que l'on se parle" was produced in response to an upsurge in both anti-Semitic and Islamophobic incidents in Belgium. Both Jews and Maghrebians are the victims of stereotypes, pre-conceptions and disinformation, and the movie "Pourvu que l'on se parle" demonstrates the commonalities between communities in a pedagogical and humorous fashion. It shows that the expectations and the hopes of the different communities are very similar. As such it is a interesting response to racism and anti-Semitism that can be used by teachers, educators and workers in socio-cultural training.

Campaign "I say no to hatred" ("La haine, je dis non")
The organisation MRAX launched in 2001-2002 a campaign "La Haine, je dis non" addressing mainly children and youths. This campaign relies on a pedagogical suitcase that contains the material for games focusing on stereotypes and their effects, on the role of the media, and on different culinary habits.

Campaign "Extreme right? no thanks! For a liveable Brussels"
The campaign (with the participation) of many NGO's "Extrême droite, non merci ! Pour que vive Bruxelles" has published a brochure that aims to contribute to the elaboration of a strategy for the fight against extreme right parties and ideas this gives principles and the actions that were undertaken and a critical analysis of the outcomes and limitations.

- *Denmark*

PET police monitoring system
As a reaction to increased levels of violent racism in 2001, that saw attacks on Muslims and the Jewish community, the authorities set out to reorganise the PET police monitoring system, which compiles a list of racially motivated crime, including racist violence. Local police offices were swiftly issued with instructions in 2001 in an effort to broaden and standardise the PET data collection mechanism. Although PET can be held up as an example of 'good practice', it must be read alongside the fact that Danish legislation does not directly criminalise racist crime and violence.

- *Finland*

The Exit Project

This initiative operated between 2000-2002, and was run by the Joensuu Youth Workshop Association in cooperation with the University of Joensuu and the Youth Department of the City of Joensuu. It was established with the aim of preventing and reducing racist and xenophobic violence among local Skinheads, and with providing them with the means to leave Skinhead groups.

The Non-Fighting Generation
This initiative was established in 2001, and was on-going during the reporting periods of RAXEN 3 and 4. Originally based in Helsinki and Turku, the project has expanded to the metropolitan Helsinki area and the neighbouring cities of
Espoo and Vantaa. The project sets out to target Skinhead groups with the aim of reducing racial violence through small group meetings that address a number of issues related to violent and racist offending.

- *France*

A new law was introduced on 3 February 2003 that has increased sentencing opportunities (in the form of imprisonment and fines) for a ange of offences, if it is established that they were committed for racial or religious reasons. The increased penalties include the following: Murder - from 15 to 20 years; Assault leading to permanent disability or mutilation – from 10 years to 15 years; Damage caused by explosives, arson or other means dangerous to human life – from 10 years to 20 years. The new February 2003 law has also created a new offence of destruction of property in relation to racist motivation, encompassing places of worship through to vehicles used for the transport of children, with a penalty of five years or a corresponding fine.

- *Germany*

The 'Alliance for Democracy and Tolerance – Against Extremism and Violence' : This is a broad alliance of programmes (XENOS, CIVITAS, ENTIMON), established in 2000, that encompasses many different initiatives and works with a range of actors from civil society. Within the Alliance's ENTIMON programme there is the initiative 'Together against Violence and Right-Wing Extremism', which supported 238 projects in 2003 and 153 in 2004 which included conferences, courses, workshops, festivals, theatre projects and international encounters between young people. These also include local plans of action against violence, right-wing extremism and xenophobia which are directed towards young people in socially difficult environments. Political education measures form the focus of this part of the programme which aims to foster the practice of tolerance, intercultural dialogue, the willingness to involve oneself in community tasks and democratic behaviour. Projects of national significance are supported (such as action events, Rock gegen Rechts (Rock against the Right), measures to support youth work in co-operation with the Bundeszentrale für politische Bildung (Federal Centre for Political Education; NFPDE0113) and other federal bodies, as well as projects to initiate civil commitment, especially on a community level. Evaluation confirms both success in establishing local involvement, as well as limited impact in developing intercultural learning and reaching ideologically opposed young people who align themselves with the extreme right.

Programmes to assist young people to leave extreme right-wing organisations
A range of programmes exist in Germany; for example: Since April 2001, a programme called the 'Federal Programme to Encourage Right-Wing Extremists to Leave this Movement' has been in operation. The programme was initiated by the Ministry of the Interior and run by the Federal Office for Internal Security. This preventatively orientated project has two aims, encouraging leading figures to leave this scene and attemptng to prevent "Mitläufer" (hangers-on) who are not firmly entrenched in the right-wing milieu from drifting into potentially violent environments. Within the framework of the programme, the BfV, in co-operation with the youth and employment offices, arranges jobs or training places, for example, for those willing to leave right-wing groups, or helps them in finding a place to live. In exceptional cases, financial help is also available in order to facilitate 'a return to democracy' for leading neo-Nazis (for example, by financing a new identity).

Police in Dialogue with Migrants
A number of initiatives exist in major German cities that aim to develop a constructive dialogue and enhance understanding between the police and migrant groups.

- *Greece*

RAXEN 4 reports that the Ministry of Public Order has organised training sessions for the police and civilian staff about the rights of refugees and asylum seekers. The EU's STOP and ULYSSES Programmes have funded these events in cooperation with agencies such as the Greek Council of Refugees and the Greek office of the International Organisation for Migration (IOM). These sessions can be positively viewed as directly addressing some of the critiques that have been levelled at the police and other public agencies regarding their violent treatment of minorities and migrants.

- *Ireland*

Since 1999, the Irish criminal justice system has instigated a new crime counting regime, PULSE, which is also able to disaggregate crime data with a 'racist motive'. 2003 was the first year in which racially motivated incidents were clearly defined to members of the police force, and recorded through PULSE. A range of training programmes and initiatives have been launched by the police with the aim of highlighting and tackling the problem of racist crime and violence. The bulk of these initiatives have been launched through the Gardaí Racial and Intercultural Office, which was established in July 2000. This Office has been responsible for the appointment of 145 police ethnic liaison officers with the remit, amongst other things, to work with victims of crime. It also organises anti-racism training programmes for the police and immigration officials.

- *Sweden*

Some recent changes to the law provide a more comprehensive platform from which to address racist crime and violence. Namely, in January 2003, a range of new legislation was introduced that (a) enhanced punishment for incitement to racial hatred, and (b) made it easier to prosecute racist media, such as CDs, by lengthening the statute on limitations for prosecution. To this end, Swedish law is setting out to challenge the country's reputation as a permissive site for the production of racist material through new electronic media.

- *United Kingdom*

A number of criminal justice tools also exist that serve to bolster legislative provisions against racism. Many of these focus on targeting young offenders, and are linked with provisions under the Crime and Disorder Act 1998 such as 'anti-social behaviour orders' and 'parenting orders'. Some of the most innovative and controversial developments are related to attempts to use 'restorative justice' or 'mediation' practices with young offenders who have committed racist crime. The most recent (2005) UK NFP report on racist violence highlights good practice in three areas.
Targeted police initiatives on hate crimes, such as those of the London Metropolitan Police Service and the Greater Manchester Police, which have been adopted more widely across the country. For example, a South West England targeted policing initiative has had an impact on racist crime there.
National Probation Service, Merseyside programme Against Human Dignity and other NPS intervention programmes such as Newcastle and Greenwich which specifically target racially motivated offenders.
Multicultural educational programmes, such as Kent County Council's Minority Communities Achievement Service that enables children to explore values such as sharing and equal respect and examines issues such as, fear, justice, being new, and ethnic diversity.

Goodey (2005) gives particular consideration to the success that criminal justice initiatives are having on victims of racist violence. On restorative justice, which aims to resolve conflicts in informal settings with meetings between victim and offender, and sometimes involving wider meetings with families and communities, despite significant criticism it is possible that this may be successful in some contexts. It is 'increasingly popular' in many criminal justice jurisdictions notably in Austria, Belgium, Germany and the UK, but has been criticised for demoting racist violence to a form of 'secondary' justice, or 'soft option', leading to intimidation of the victim and failing to recognise the repeat history of violence. Goodey also identifies that,

'traditional criminal justice has made little headway towards successfully addressing racist crime and violence' (2005: 202).

Current practice may increase victims' feelings that racist violence is not being dealt with adequately and also very few reports result in sentencing of offenders, although in the UK this has been an increasing number of prosecutions for racially aggravated offences. Overall, Goodey concludes that although national reports are full of examples of poor legislation, poor criminal justice practice and poor data collection, there is also evidence of practical actions and increased commitment by governments and agencies to tackle racist violence.

3.0.2 Migrants, Minorities and Housing, exclusion, discrimination and anti-discrimination in 15 member states of the European Union, (EUMC, Harrison, Law and Philips 2006)

Meta-analysis of national reports from 15 'old' EU member states which reviewed housing-specific evidence on aspects of racism (2006: 107-108) identified a range of initiatives aimed at reducing neighbourhood disputes, managing or controlling specific behavioural problems, or fostering interactions in this area. It was found that good practice can extend beyond individual counselling and into the terrain of inter-group or inter-personal relations, and may embrace mediation or conflict resolution. This seems a well-established area of action. Indeed, for Germany it is reported that counselling, arbitration and mediation are "typical elements" in various cities or neighbourhoods. The UK seems to be an exception, in that less weight falls today on this kind of work. One interpretation might be that mediation is emphasised in many countries partly because means of challenge and redress for claimants are costly or not readily accessible, or complainants are deterred from making legalistic claims. The point to note is that mediation and counselling are unlikely to be satisfactory substitutes for adequate rights of redress. This, however, in no way denies the potential merits of the approaches, especially if operated alongside strong initiatives to combat neighbourhood racism. Good practices are described at length in national reports. There is for instance "area counselling" in Vienna, and efforts to promote dialogue and mediate in cases of conflict between different ethnic groups, while in Greece there is a proposal for intercultural facilitators. The Netherlands has projects (in the context of neighbourhood management), that include arbitration between quarrelling parties. Reporting here describes what seems a well-developed approach via an "agency for community building", involving neighbourhood research, arbitration, supporting newcomers, and a system for complaining to a neighbourhood council that involves fellow residents (including migrant and minority ethnic participants). An example is also given where a Moroccan mediator was appointed to solve problems, and another where Moroccan fathers patrol a neighbourhood in groups, "speaking directly with young people who are misbehaving". A variety of goals inform developments, including encouraging contact, mutual respect and proper behaviour amongst residents, encouraging interactions, or achieving mixing. Intercultural housing projects are an extension of similar ideas, and may have commonly used rooms and open spaces as well as events aiming at encounters. Projects may get tenants involved and acquaint them to one another, or mix different age groups, migrants and people with specialised needs. Tactics include linguistic support, organising meetings, and engaging people in practical shared activities. From a good practice perspective the potential benefits are considerable, provided such efforts do not seek to modify lives of minorities without touching the racist attitudes and practices that restrict their choices.

3.1 European NGOs

An excellent set of links to European NGOs working on aspects of racist violence can be found on the FRA website. ICARE (www.icare.to) provide links to 2,000 organisations in 114 countries and is the information disseminator for the European NGO-community working in the fields of anti-discrimination, Human Rights, anti-Semitism, diversity and migration, with a focus on anti-racism. The purpose of ICARE is the empowerment of democratic, non-violent Human Rights and antiracism work by offering information and reporting on events taking place, by facilitating communication, advocacy, campaigns and actions and by stimulating intersectional and international co-operation. One specific grouping that highlights work on race hate crime is Coalition Europe which is developing a pan-European campaign in this field (www.coalitoneurope.org) and urges action in the following areas:

- *Information and Awareness Raising*

Raise awareness of hate crimes among the public with all available means, in particular through the media and educational programs

Encourage national and community leaders and opinion makers to publicly acknowledge the gravity of hate crimes and to condemn their perpetration

- *Political and Legal Action*

Review and amend where necessary, national legislation in order to identify and fill gaps in the protection of victims of hate crimes

Put in place measures to increase the rate of reporting, prosecution and sanctions against perpetrators of hate crimes

Sensitize and train professionals who deal with victims of hate crimes and in particular the different actors of the criminal justice system

Establish mandatory official data collection mechanisms at the European, national and local level that will assess the scope, nature and location of hate crimes and hate-related problems and that will allow for more accurate official responses

- *Support and Empowerment of the victims*

Support the development of self-help initiatives for victims of hate crimes

Provide training and resources and funding for local community organizations and community leaders to enable them to address the problem directly

Provide victims and their communities with adequate support and services including provision of information and advice, legal aid, psycho-social support and ensure that such services are accessible and funded

Acknowledge the role of NGOs involved in combating hate crimes and establish active dialogue and cooperation with these NGOs, including financial support

Encourage the establishment of coordinated programs for preventing hate crimes at local, national and European level. These programs must be organized in close cooperation with relevant stakeholders, including civil society actors.

4.0 UK approaches to tackling racist violence

There is a wealth of available material both in the UK and in other national contexts which documents policy, practice and various forms of intervention to tackle racist violence. The purpose of this report is to consider the range of evidence available and highlight both the types of action that can be taken and where further information can be found. A highly accessible recent short briefing on racial violence produced by the Race Equality Foundation (Chahal 2007) provides a general overview and indicates some current key sources of advice and guidance (www.raceequalityfoundation.org.uk).

The Stephen Lawrence Inquiry and the six subsequent progress reports on implementing the recommendations from this inquiry set out a comprehensive national framework for pursuing good practice in response to racist violence (http://police.homeoffice.gov.uk/community-policing/race-diversity).

In the UK some of the most useful sources of advice and guidance are now considered. Three independent non-governmental organisations provide national advice and information on racist violence. Firstly, the work of the Runnymede Trust (RT) in this area (Isal 2004, 2006, Khan 2006, www.runnymedetrust.org) is highly useful, in particular the most recent report on *Preventing Racist Violence* (Isal 2006). The Monitoring Group (TMG) is one of the leading campaign groups in this field and provides practical assistance to victims as well as advice at www.monitoring-group.co.uk. Current work by TMG includes a national study of racist violence and Chinese communities (Adamson, Cole, Craig, Kwan, Lau and Law 2007 forthcoming). The Institute of Race Relations, a long established group, which similar to TMG and RT is highly critical of state responses to racist violence, provides practical information and a range of useful resources at www.irr.org.uk . A key web site which is not open access, but which is used widely by a range of relevant agencies is provided by Lemos and Crane. They provide probably the most useful web-based source of advice on the overlapping fields of racist violence and community cohesion with their toolkits at www.raceactionnet.co.uk and www.cohesionactionnet.co.uk .These draw on a wide range of primary research and

secondary material and give opportunities for practitioners to engage in discussion forums. The new Institute of Community Cohesion at Coventry University, provides comprehensive good practice guidance in a web based toolkit at www.coventry.ac.uk/icoco covering a wide range of areas. The Home Office crime reduction toolkit for racist violence (2006) and the community cohesion toolkit (2005) provide another set of highly accessible forms of advice and documentation of good practice at www.crimereduction.gov.uk/toolkits . A further toolkit highlighted by Chahal (2007) is aimed at providing youth workers with guidance in dealing with racist incidents, the 'I Ain't Racist But..Toolkit' can be accessed at www.lrec.org.uk. The Joseph Rowntree Foundation regularly publishes social research evidence relevant to this area and their series of research Findings can be accessed at www.jrf.org.uk. The challenge of tackling political racism and the associated race hate promoted by extreme right group is addressed in the information pack produced by the CRE as part of their Safe Communities Initiative (2006a) available at www.cre.gov.uk.

Policy and practice in this field is dynamic and there are both significant signs of progress, together with persisting difficulties. Evidence from 250 agencies in 67 local areas across Britain showed increasing good practice including multi-agency working on policies, monitoring trends and considering individual cases, third-party reporting centres, common reporting forms, support for victims including provision of advice, counselling, personal alarms, 24 hour helplines and home security improvements, 'target hardening', as well as staff training (Lemos and Crane 2000). However, under reporting and under recording of racist incidents together with lack of appropriate response was still problematic and tensions between agencies and lack of resources hampered multi-agency work. Over 40,000 racial harassment reports had been received by these agencies with a relatively low level of action being taken as, across 27 local authorities, only 138 households had been rehoused as a result by social landlords and only 124 possession proceedings had been taken. ASBOs had only been used to deal with perpetrators in 3 areas with concern over the time-consuming and uncertain process of applying for orders. Across 35 areas, 2,451 criminal prosecutions had been brought, with 10-15% of cases reported to the Police ending in prosecution and Police criticism of the CPS in relation to the lack of stress on the racist element of cases. Victims and witnesses frequently feared reprisals if statements were made, use of professional witnesses was often seen as expensive and unproductive, and mediation as inappropriate. A wide range of forms of good practice covering many of these potential actions can be identified which have been recommended, and in many cases evaluated, including:

4.1 Community-based campaigning and primary preventative initiatives
- *Defeating Organised Racial Hatred,* the CRE (2006a) information pack on this topic covers the following areas: election issues, case studies, legal initiatives, Islamophobia, anti-Semitism, Asylum and immigration and Gypsies and Irish Travellers. The case studies include the Midlands Monitoring and Networking Group on the Far Right, the Leicester Multicultural Advisory Group, Leicester Election Compact, Oldham United Against Racism, Race Equality West Midlands, Peterborough United Against Fascism, London Borough of Barking and Dagenham, North Staffordshire Racial Equality Council, Hillingdon Borough Council. Initiatives used included building anti-racist alliances through conferences and meetings, building cross-party opposition to political racism through statements, election compacts, community newspapers, leafletting, council free papers and media communications, working in partnership to combat far right messages and researching and publishing action guidance. So, strong leadership from local authorities and presenting cross-party unity can be an effective strategy in challenging and marginalising the far right and associated racist violence, equally utilising effective communication strategies is key to reducing racist violence and also sustaining messages and activism throughout the year and not just at times of crisis has been found to be essential in this arena.

- *Tackling racism through funding local innovations*, the CRE's Getting Results programme has funded 118 projects in 2007/08 to tackle inter-community conflict prevention and resolution, integration, support for victims of racial discrimination and harassment which includes casework. Three examples of work funded have been given. A Slough conflict resolution scheme that has been awarded £33,500 to train

young people from different ethnic backgrounds to teach other young people about how to resolve problems, peacefully. This scheme is focussed on reducing race hate crime by working at a grass roots level. In Newcastle-upon-Tyne, BECON (Black Ethnic Minority Community Organisations Network) has been awarded £35,000. The North East is, according to census 2001 figures, one of the 'whitest' areas in Britain. This project aims to break down racial barriers and encourage interaction amongst young people from different ethnic backgrounds in the North East. London's Hammersmith and Fulham Refugee Forum have been awarded £32,000. Refugees and asylum seekers are often portrayed in a negative light by the media; this fuels racial tensions and prevents communities from getting along. This scheme is one of the few projects focused on combating this problem by promoting positive images of this largely vulnerable group of people.

- *Using music to celebrate opposition to racism*, for example the weekend of celebrating diversity and opposing racism at London's seventh free anti-racist music festival, *Rise: London United*, which took place on Sunday 15 July 2007 at Finsbury Park and featured acts from the world of hip-hop, indie, pop, jazz and reggae. This year, there was also be a Rise music stage at the Dagenham Town Show on Saturday 14[t] July to show opposition to the activities of the BNP in the area. For more details on both these events see www.risefestival.org

- *Using youth activities and art* as a tool to bring different groups together, break down prejudice, and to challenge racist attitudes amongst potential perpetrators eg. Positive Activities for Young People (Isal, 2006: 24), London Bubble Theatre (Isal, 2006: 20) and the Street Life project in Tower Hamlets (Lemos 2005) which formed part of the voluntary and informal 'Summer University' education service which offers free learning activities. The impact of the Hideaway Youth project in building cross-community connections in Moss Side is highlighted in recent research findings on social cohesion in diverse communities (Hudson et al, JRF 2007). Eastside Arts and the Refugee Council have also collaborated in this field using poetry and performance with 7-14 yr olds to promote understanding (Bhavnani et al 2005).

- *Outreach work,* the Southampton Community Outreach team have been engaged in work to reduce tension between local BME communities and asylum seekers this involved inter-communal dialogue/community mediation, preparing and informing host communities about newcomers, building the capacity of individuals and groups to lead their own networks and organisations (Amas and Crosland 2005), a further example from detached youth work in Wandsworth reports a decline in racist violence (Home Office 2006)

- *Facilitating individual interactions to promote understanding,* Refugee Action believe that the best way to promote understanding is for people to meet a refugee and asylum seeker and hear their story, similar to initiatives involving Holocaust survivors in education. The work of the Refugee Awareness project in the North West, South West and West Midlands involves organising awareness raising sessions, working with the local press, information provision, training volunteers and developing materials (Amas and Crosland 2005).

- *Using community events to promote belonging and understanding*, the Living Under One Sun project engaged with Kosovan, Albanian, Turkish, West African and other groups to build interactions between children and families from different cultural backgrounds through cooking and sharing food and related activities (Hudson et al, JRF 2007). Neighbourhood initiatives in churches, sports clubs, workplaces and schools to promote belonging for new Eastern European migrants has also been recommended (Markova and Black, 2007).

- *Promoting community involvement,* good practice here has been identified by the Home Office Guide Neighbourhoods programme which includes the work of the Leicester North West Community Forum (Amas and Crosland 2006). This involved leadership training for 60 local residents as good neighbours including 25 refugee

and asylum seekers, street level 'listening times', integration workshops, awareness raising sessions, 'patch walks' bringing agencies and residents together in the area, mixed activity trips, community capacity building and positive media coverage.

- *Extend guardianship* through neighbourhood (racism) watch initiatives

- *Neighbourhood Warden schemes*, the Walsall Wardens Scheme became involved in related work where local people were concerned about refugee and asylum seekers jumping the housing queue, their work involved meeting new families, introducing newcomers to local families and community groups and improving communication with residents (Amas and Crosland 2005), they can also play an important wider role in reversing social and physical decline of poor estates (Home Office 2006).

- *Developing strategies of racism reduction with the elderly*, given the identification of the pivotal role of the 'East End granny' in advocating racist hostility (Dench et al 2006) this could include awareness raising initiatives in sheltered accommodation, day care centres, luncheon clubs or other relevant venues

- *Using sport* to bring white and minority ethnic young people together to value diversity and reduce racism, eg. CARE (Charlton Athletic Race Equality) Partnership in the context of training potential football coaches, Isal, 2006: 28). The Jubilee Football Tournament in Rochdale was an initiative from the social housing sector arising from concern over rising tension between Asian and white young people. Also see the national Kick it Out campaign at www.kickitout.org

- *Using sport* to tackle racism and bring learning into schools, the Show Racism the Red card project in Stafford used professional footballers as anti-racist role models and developed resources which have been linked to the PSHE/Citizenship curriculum, which was delivered into schools after access had been negotiated (Lemos 2005).

- *Raising awareness*, reducing racism and challenging intolerance systematically across schools in a local area using activities which complement the PSHE/Citizenship curriculum eg. You, Me Us programme in Peterborough (Lemos 2005) and drawing on resources such as Trial and Error which suggest ways to incorporate racism into citizenship teaching (Dadzie 2003 cited in Bhavnani et al 2005), the DFES/QCA Respect for All website provides resources and guidance for teachers in addressing racism in school drawing on good practice evidence, and a curriculum audit tool (www.qca.org.uk, www.dfes.gov.uk/citizenship)

- *Tackling racism* in secondary schools through learning how criminal justice agencies and the local press deal with racist violence, eg. South Wales Local Criminal Justice Board Initiative (www.lcjb.cjsonline.org, Isal 2006:34).

- *Using peer education* with schools, youth work and practitioners to challenge racist views, eg. REWIND training pack (Isal 2006: 38)

In evaluating a number of these educational initiatives it was found that between 40% and 60% of young people involved reported that the project had made them think and feel more positively and reinforced the belief that racist bullying and abuse was wrong (Lemos 2005). Key requirements for successful educational initiatives in this field included the need to,
  - Strengthen everyone's sense of identity
  - Identify, challenge and uproot prejudiced attitudes and behaviour
  - Give insight and empathy into the identity and experience of others
  - Create an understanding of difference
  - Establish common ground and shared values and interests
  - Encourage and build friendships across divisions which would create long-term mutual obligations.

- *Anti-bullying initiatives* eg. in Sheffield, which use a 'whole school' approach, addressing overall ethos, encouraging reporting, improving playground supervision, assessing physical layout, and pursuing intervention with bullies and their victims have been shown to be effective in decreasing bullying, changing pupil's attitudes and may impact on reducing progression into racist violence and raising children who become involved in bullying and racist violence themselves (Home Office 2006).

- *Using local media to promote humanitarian values*, the positive role that local newspapers can play in challenging national discourses relating to stereotypes and fears around asylum seekers, refugees and migration has been highlighted recently both in West Yorkshire and elsewhere, (ICAR 2007, Law et al 2006). Campaigning work by both local groups eg. the Greater Manchester Media Group, and national organisations eg. TMG, Presswise, ICAR and FAIR to improve media coverage of migration and racist violence is also significant here. The leading role played by the *Leicester Mercury* and the Stoke-on-Trent *Sentinel* in relation to challenging the extreme right is highlighted by the recent CRE (2006a) report.

- *Working with businesses/traders,* work in Newcastle has improved reporting systems and action to tackle racist violence in shop, restaurant and other business/trader contexts (Home Office 2006)

4.2 Improving reporting, intelligence gathering and surveillance

- *Improving interpretation and translation*, despite the Commission for Integration and Cohesion (2007) recommending that this type of service be reduced, providing these services for victims of racist violence is strongly recommended by the Home Office (2006)

- I*mproving data collection and third party reporting,* across relevant agencies including Police, Housing Departments, RSLs, Social Service Departments, Education Authorities, schools and other educational institutions, Highways Departments, Planning Departments, Probation, Health Authorities, Drug Action Teams, Youth Offending Teams, Youth Services, Fire Service, voluntary, community and residents organisations (Home Office 2006), and improving staff training and procedures

- *Improving mapping of racist incidents and data analysis,* many local partnerships and agencies are now collating data to pursue this objective, a range of problems persist in merging data and evaluating existing evidence (Home Office 2006). Identifying patterns and clustering in racist violence and the link between 'spacism and racism' has been highlighted by Webster (1993) and Hesse (1992).

- *Strengthen formal surveillance through increased CCTV coverage,* this works best as an integrated package of measures (Home Office 2006)

- *Assist natural surveillance through improved lighting,* this can be both re-assuring for the public, make detection easier and deter racist violence but crime reduction is not proven (Home Office 2006)

- *Using professional witnesses,* given the likelihood of fear and intimidation that witnesses may be subject to, this form of initiative can provide useful evidence for prosecution and enforcement of tenancy agreements (Home Office 2006)

4.3 Crime and conflict initiatives

- *Improving traditional methods of investigation and enforcement* in relation to racist incidents, developing police, local authority, social landlord and CPS good practice is now the subject of a number of web-based sources and reports (Home Office 2006, www.raceactionnet.co.uk*)*

- *Using restorative justice,* this has been discussed above (see section 3.0) one programme had been evaluated by the Northamptonshire Diversion Unit Project

(Home Office 2006) and here victims' derived benefit from the reparation element and there was some impact in reducing re-offending

- *Using mediation* to resolve racist violence, working with both perpetrators and victims eg. Southwark Hate Crime Mediation Project (Isal, 2006: 22)

- *Using conflict resolution and peace building*, through providing training for young people through a programme of peer education and constructing 'peace-building organisations eg. Aik Saath project (Isal 2006: 26)

- *Target racist incidents hotspots,* increased surveillance, patrols, special operations and other initiatives have been taken to reduce racist violence in specific localised areas (Home Office 2006)

- *Target high rate offenders,* where this leads to sound convictions it may be successful in specific cases, but deterrent effects on other similar offenders appears to be limited (Home Office 2006)

- *Target repeat victimisation,* evidence suggest that repeat victimisation initiatives can have a wide impact on levels of racist violence (Home Office 2006)

- *Situational crime prevention,* this involves increasing the effort required by offenders to pursue racist violence, increase the risk of detection, reducing the rewards of such crime, reducing provocation and reducing the excuses for such action (Cornish and Clarke 2003), the twenty five techniques identified here can be applied to racist violence, those types of initiative not considered elsewhere in this report include; target hardening, improving property security and surroundings, including fire-protection letter boxes, strengthening hinges and locks and other similar measures may improve physical security of potential victims and repeat victims (Home Office 2006), controlling access to facilities using measures such as entry phones and alley-gating, cleaing and removal of racist graffiti, controlingl drugs and alcohol to reduce 'excuses' for racist violence.

4.4 Initiatives to improve practice

- *The Monitoring Group* provide a high-profile example of good practice work with victims of racist violence providing national casework support in public interest cases, a freephone helpline, a trauma and therapy project and related advice. They have been working to develop civil action cases against perpetrators and offer the following suggestions for independent action:

  Action you can take yourself: Whether you are a council tenant, Housing Association tenant, private sector tenant or owner occupier there are certain steps you can take yourself. We have listed some of these below, but would recommend that you seek proper legal advise either from The Monitoring Group or a suitably qualified solicitor.
  1. Obtain an injunction against the perpetrators if they are persistently harassing you An injunction is an order by a court to try and control an emergency situation. An injunction seeks to prohibit a person, or anyone acting on their behalf, from carrying out certain actions. Although obtaining an injunction is not complicated, it will involve court proceedings and you should seek proper legal advice to ensue your specific case is dealt with properly.
  Some useful steps to strengthen your chances of obtaining an injunction include
  · Keeping a diary of incidents
  · Reporting incidents to the police and/or The Monitoring Group as soon as they happen and recording the appropriate information.
  · Taking names, telephone numbers and addresses of the perpetrators of the harassment
  · Taking photographs of graffiti (or other damage) and obtaining tape/video recordings of incidents
  · Reporting noise nuisance to the Environmental Health department who will log all

incidents and take appropriate action themselves
· Obtaining as much information as possible about the perpetrators
2. Making a homeless application
If you are unable to continue residing at your home because of violence you can make an application to the Housing Division - Homeless Persons Unit on the basis that you are now homeless. This can be done even if you do have a home to live in, since it is not reasonable for you to occupy this property. You may therefore in law be treated as if you are homeless. The council may house you temporary accommodation while they investigate and make decisions on whether or not you are homeless under the Act.
3. Asking the Local Authority to install surveillance equipment
The local authority may be able to assist by providing close circuit television cameras to ensure your safety and gather evidence. If you wish assistance in approaching the local authority, please contact the Monitoring Group.
4. Taking action against the perpetrators
Depending on the evidence you collate you may be able to institute both criminal and civil prosecution against your assailants. This course of action is always time consuming and incredibly difficult to undertake for many legal and financial reasons. We would advise you to contact the Monitoring Group, or a solicitor and discuss these options further.
5. Taking preventative or supportive actions.
Sometimes it is important for you to do a lot to ensure that the local authority take your matter seriously. In order to force them to act, think of doing the following;
· Setting up a support group in your neighbourhood
· Collating evidence such as photographs, medical notes of your injury and recording incidents regularly
· Starting a publicity campaign to publicise the injustice you are experiencing

- *RaceActionNet,* developing from the thorough and substantial review of policy and practice discussed above this website is a key source for housing practitioners and others working in this field. RaceActionNet provides comprehensive guidance, more than 100 action examples and more than 100 reports of legal cases, on supporting victims and witnesses, taking enforcement action against perpetrators, improving practice on investigation, prosecution and sentencing, working with racist offenders to prevent re-offending and meeting the requirements of regulations and inspection for social landlords, local authorities and criminal justice agencies. Over 500 organisations and 2500 professionals subscribe to this site. Advice is given here on good practice in responding to incidents, supporting victims and witnesses, enforcement action against perpetrators, dealing with vulnerable perpetrators, policy, prevention, partnerships, racial and religious crime, dealing with convicted racists and reducing racist offending. Selected practice examples specifically dealing with aspects of racist violence given on this site include,

  West Yorkshire Crown Prosecution Service, developments in multi-agency working with victims and witnesses of racist crime and related groups eg. LRHP
  Arena Housing Association, production of a Victim and Witness Support Booklet
  Barnet Homes, example of enforcement action and security measures to protect BME family
  Cadwyn Housing Association, Victim Peer Support Group
  Chevin Housing Association, Handling racial harassment cases
  CityWest Homes, Using drama to engage Bengali tenants of an estate experiencing racial tensions
  Hounslow Homes, Hotspotting Anti-Social Behaviour
  Hounslow Homes, Vulnerable tenants register
  Irwell Valley Housing Association, Gathering evidence on racial harassment
  Keynote Housing Group, Promoting equality, diversity and inclusion
  Kingfisher Housing Association, Schools programme on Housing and ASB
  Kirklees Neighbourhood Housing, Cross-tenure warden scheme
  Midsummer Housing Association, Community support for vulnerable family, victims of racial harassment

Metropolitan Borough of Wirral, Recording racist crime
Suffolk County Council, Racial Harassment Initiative
Greater Manchester Police, Investigating hate crime
Greater Manchester Police, The Youth Pod Scheme
London Probation Service, Diversity Awareness Programme
Merseyside Police and Crown Prosecution Service, Responses to the racist murder of Anthony Walker
West Yorkshire Police, Police contribution to third party reporting at centres and online
West Yorkshire Police, Scrutiny panel to monitor racist incidents
Merseyside Probation Area, Against Human Dignity
West Midlands Probation Area, Reporting centre scheme
West Midlands Probation Area, The Victims Unit
Bromley Racial Equality Council, Referral protocol for racist incidents
Darlington and Durham County Racial Equality Council, Protocol for the investigation and prosecution of racist and religiously aggravated incidents
Grampian Racial Equality Council, IT to improve recording and monitoring racist incidents
Leicester & Leicestershire Racial Equality Council, Racial Harassment Intervention and Support Service
Oldham Race Equality Partnership, Advocacy casework service
Grange Park Residents Association, Young people contributing to community relations
Calderdale Hate Crime Partnership, Third party reporting centres for hate crime
Edinburgh Racial Incidents Monitoring Project
Forth Valley Criminal Justice Grouping, Racially Motivated Offender Programme
Leeds Racial Harassment Project, Leeds Racial Harassment Project
Partnership Approach to Racial Incidents in North Staffordshire (PARINS), good practice panel on improving resolutions for racial harassment victims
Victim Support Falkirk, BME victim support
Greenwich Hate Crime Project, Greenwich Hate Crime Project
Newcastle Working with Racially Motivated Perpetrators (WRAP), working with racially motivated perpetrators

- *Diversity training*, initiatives include incorporating consideration of racism in teacher training (Bhavnani et al 2005), training on victim's perspectives for local agencies in Bristol and training on racial violence by the Police (Home Office 2006)

- *Improving housing policy and practice,* enacting good lettings, transfer policies and tenancy agreements, rehousing victims and witnesses, removing discrimination and promoting choice, and enforcing tenancy agreements, as possession action against perpetrators remains rare, and taking related enforcement action (see section 4.8).

- *Risk assessment programmes,* the London Borough of Merton has introduced racist violence risk assessment in housing lettings with specific attention given to the history of racist victimisation relating to both individuals and properties, and increased tenant support is given where risks are identified.

- *Reduce frustration and stress* eg. through improving ease and efficiency of housing applications and communicating clear information about choices, waiting times and decisions

- *Strengthen rules*, regulations and sanctions on tenancies, lettings, transfers, access to services in relation to committing racist violence

4.5 Improving information and communications
- *Providing victim and witness information packs,* Leeds Racial Harassment Project is cited by the Home Office (2006) as an example of good practice in this area, providing victims and others with a range of useful advice, guidance and information,

- *Post instructions and alert conscience,* e.g. through use of signs and posters to encourage reporting and clarify individual responsibility

- *Neutralise peer pressure*, through local promotion of messages such as 'only idiots think and act racist', 'say no to racism', 'love music, hate racism'

- *Information and publicity,* leaflets, publicity campaigns, posters, media and public relations work, community newsletters, advertising and related initiatives have been pursued in many areas to encourage reporting, give advice, raise awareness, challenge attitudes, deter perpetrators and build community support and involvement (Home Office 2006)

- *Provide information to challenge myths about asylum-seekers and refugees,* Refugee Action (www.refugee-action.org.uk) and the Information Centre About Asylum and Refugees (www.icar.org.uk) provide pocket guides and a range of related resources that can assist agency staff to engage with popular myths and misinformation

4.6 Improving cross-sector learning and working
- *Hotspot multi-agency partnership working* focussing on supporting victims, dealing with perpetrators and impacting on the location e.g. PPACTS (Police, Partners and Community Together in Southwark) (Isal, 2006: 30). It is also clear that multi-agency cooperation should not replace effective responses from individual agencies (Bowling and Saulsbury 1993)

- *Agreeing local protocols* between victims*,* reporting agencies and multi-agency partnerships, in order to improve communication, avoid conflict and improve provision of services to victims

- *Cross-area sharing key lessons* from practice in tackling race hate crime across different local areas, e.g. Metropolitan Police Authority Race Hate Crime Forum, (Isal 2006: 36), this could also include sharing lessons across estates within a local authority area, between local areas, regions (eg. Scotland/England) and cross national lessons at EU level.

- *Building links with other local and national policy objectives*, for example youth inclusion, neighbourhood renewal, further education and training (Home Office 2006), in order to secure access to resources for specific interventions,

4.7 Improving work with perpetrators and offenders
- *Working with racially motivated offenders* to reduce racist hostility eg. one to one work using a Hate Crime Offenders Manual (Isal 2006:32, Lemos 2005) in a partnership initiative between probation and the prison service, Diversity Awareness Programme, London Probation Service. A similar initiative in Greenwich using various methods to work with perpetrators including diaries, anger management, relaxation tapes and reflection on racist hostility is described in Bhavnani et al 2005. South London Probation have screened offenders for racist attitudes and pursued strategies and techniques to reduce racist offending (Home Office 2006).

- *Detached youth work with perpetrators,* this can successfully reduce young people's involvement in racist violence (Home Office 2006, Hazekamp and Popple 1997)

4.8 Developing Standards
- *The Police Performance Assessment Framework* (which came into force in April 2004) includes indicators relating to the satisfaction of victims of racist incidents with the overall service provided

- *The Audit Commission* in their Library of Local Performance Indicators have developed two relevant indicators that relate to firstly, measuring % of tenants who feel that racial harassment is a problem in their local area which uses the STATUS

(Standardised Tenant Satisfaction Survey) and could be used to complement Best Value PI (BV164) that asks landlords if they are implementing the CRE Code of Practice (see below). Secondly, victim's confidence in reporting racist incidents and satisfaction with the outcome, this would be defined as the % of victims reporting an incident who said they would report a future incident. This could be used as part of a standard procedure for following up all racial harassment cases. Much further work needs to be derive performance indicators in relation to other aspects of recommended practice as set out by both DCLG (2006) and CRE (2006) below. ,

- *Tackling racial harassment code of practice for social landlords (DCLG 2006)* sets out the following good practice standards and recommends that landlords set performance indicators for dealing with racial harassment effectively:

Multi-agency working

Social landlords should adopt the definition of racist incidents recommended in the Stephen Lawrence Inquiry.

Social landlords should join and participate in multi-agency forums on racial harassment in areas where they hold a substantial housing stock.

Front line staff need to be aware of local agencies and services to support victims of racial harassment.

Prevention and publicity

Social landlords should have a clause in their tenancy agreements which specifically prohibits racial harassment.

Social landlords should work with other local agencies to map racist incidents to detect local trends and identify 'hot spots'.

Social landlords should use 'target-hardening' measures to protect vulnerable tenants in their home.

Social landlords should display posters and leaflets stating their commitment to tackle racial harassment as well as the action they will take to deter perpetrators and to give victims information, and confidence, to report racist incidents.

Social landlords should work with the police and other local agencies on outreach work with schools and youth groups.

Lettings and transfers policies should minimise the risk of further racial harassment and should work actively to combat the creation of no-go areas defined by perpetrators.

Effective and inclusive tenant participation structures and practices can contribute to the effective tackling of racial harassment.

Encouraging reporting and monitoring

Social landlords should implement the Home Office code of practice on the reporting and recording of racist incidents. This includes social landlords in areas where the population of black and minority ethnic residents is low and where they are more likely to be isolated.

Social landlords should help to develop and participate in local networks of third party reporting centres, using common reporting forms and contributing to a central database of racist incidents.

Social landlords should develop and implement a protocol for sharing information about racist incidents and perpetrators with other local agencies bearing in mind the requirements imposed by the Data Protection legislation.

Social landlords should set a target to increase the number of racist incidents reported.

Social landlords should consider using police and community organisations to train housing management staff in taking reports.

Social landlords should collate reports of incidents regularly and report to the relevant committee or board at least every six months.

Social landlords should set performance indicators for dealing with racial harassment effectively.

Social landlords should recognise that people are unlikely to report racist incidents unless they believe that the landlord is competent to tackle racist behaviour effectively and is committed to using its authorities and resources to do so.

Supporting victims and witnesses

Social landlords should refer victims of racial harassment to effective and sensitive counselling services and should use Without Notice Injunctions to protect victims and witnesses in every situation where threats of violence are made against them by identifiable perpetrators.

Social landlords should arrange safe, good quality temporary housing for victims and witnesses of racial harassment if they fear for their immediate safety. A permanent transfer should be offered if is there is no prospect of a safe return.

Social landlords should provide effective support for witnesses and work with other organisations to ensure their safety.

Social landlords should arrange access to telephone and face to face interpreters for local community languages when necessary.

Social landlords should train housing management staff in understanding victims' perceptions and meeting the support needs of victims and witnesses.

Social landlords should ensure that staff are aware of the relevant provisions of the Human Rights Act 1998.

Social landlords should develop quality assurance methods to assess victims' satisfaction.

Action against perpetrators

Social landlords should be aware of the value of early intervention and consider using the full range of civil legal remedies against perpetrators, including injunctions, anti-social behaviour orders, parenting orders and child curfew orders, as well as possession proceedings, when dealing with racial harassment.

Housing management staff need to be aware of the potential for criminal action in cases involving racially aggravated offences, intentional harassment and incitement to racial hatred.

Social landlords should work closely with the police on the collection of intelligence and evidence, and in pursuing prosecutions for racially aggravated offences.

Housing management staff should be trained in mediating and taking effective civil and criminal action against perpetrators of racial harassment.

Housing management staff should be aware of the role of the courts and the value of case conferences with Counsel early on and facilitating meetings between Counsel and victims and witnesses.

- *The CRE Code of Practice for Housing* (2006b) advocates the following good practice on racial harassment:

  Legal context, the RRA defines harassment as unwanted behaviour, which has the purpose or effect of either violating a person's dignity; or creating an intimidating, hostile, degrading, humiliating or offensive environment for that person. Legislation on anti-social behaviour (especially the Anti-social Behaviour Act 2003 and Part 6 of the Housing Act 2004) is also relevant when dealing with racial harassment. Local authorities will also need to give attention to any Crime and Disorder Act 1998, particularly when working with other organisations to develop and implement a crime reduction strategy for their area.

  Key questions include: Does the housing organisation, whatever its size, have a policy for dealing with harassment and anti-social behaviour? Does it give enough attention to racial equality? Are tenants and residents aware of the policy, and do they know that harassment could be grounds for enforcement action, including possible eviction? How has the policy been publicised? Have other agencies, such as the police, been involved in drawing up the policy, and helping to put it into effect? How does the organisation deal with complaints? Have staff been trained to work in this area? How are victims and witnesses supported? What action does the organisation take against perpetrators? How is the policy monitored and evaluated? Has the organisation developed standards for dealing with harassment, based on successful initiatives?

  Key elements of an effective anti-harassment strategy include,

  A clear definition of harassment, including examples; procedures for dealing with it; and written guidance and training for staff.

  b. A specific provision in tenancy agreements prohibiting conduct that would constitute harassment, and breach of which would constitute grounds for enforcement

action, including possible eviction – tenants and residents should be in no doubt that the housing organisation views incidents of harassment with the utmost seriousness; and, as far as possible, tenants' and residents' associations should be involved in getting this message across.

c. Landlords working closely with the police, local education authorities and other relevant agencies, including local ethnic minority groups and victim support agencies.

d. Arrangements to support victims – this is as important in areas where the ethnic minority population is small as those where it is substantial.

e. Firm action against perpetrators, including the use of anti-social behaviour legislation, if necessary.

f. Monitoring of the strategy at every stage, including the use of anti-social behaviour powers, discussion of the findings with other agencies, and reports back to the wider community

g. Feedback from all concerned on the way a particular case has been handled, and on how the problem of harassment is being approached more generally.

h. Positive steps to support groups that may be especially vulnerable to harassment, including isolated ethnic minority families in rural areas, refugees and asylum seekers, and other newcomers.

Key outcomes include; the housing organisation has a comprehensive anti-harassment policy, and procedures for dealing with it that are appropriate to its size and other circumstances. The policy also covers support for victims, action against perpetrators, and commitment to working with other agencies, such as the police. Staff have been trained, and are clear about what is expected of them when dealing with a complaint of racial harassment. Monitoring reports show that racial harassment complaints have been responded to quickly and effectively, at every stage. Feedback from all concerned shows general satisfaction with the way cases have been handled by the housing organisation. In areas where harassment is a particular problem, there is evidence that the organisation has taken positive steps to deal with it.

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