DIVERSITY AND THE ONE TO ONE ACCREDITED PROGRAMME

PURPOSE
To inform Areas of developments regarding the issues of diversity and the One to One (OTO) accredited programme (including working with racially motivated offenders).

ACTION
Chief Officers should:
(1) Distribute this circular to Diversity Managers, Programme Managers and other relevant staff in their areas.
(2) Implement the guidance on promoting an inclusive approach to programmes (Appendix C).
(3) Note the NPD policy on using the OTO programme with racially motivated offenders (RMOs) and implement the supplementary programme materials.
(4) Note consideration is being given to include OTO in performance related targets pertaining to meeting diverse offender need and working with racially motivated offenders.

SUMMARY
The OTO programme provides an important element to the suite of programmes by which diversity can be addressed. Despite this, and the programme’s in-built flexibility, some areas do not use it. This circular promotes the value of OTO in the arena of diversity. It also identifies that OTO can be used to work with racially motivated offenders and serves to launch an adaptation of OTO programme materials for use with racially motivated offenders. The PC also alerts areas to the discussions between Heads of Diversity and Offending Behaviour Programmes Teams at NPD regarding the use of OTO with offenders from specific groups or with specific needs that could be better addressed via this programme, and use with racially motivated offenders. It is hoped to include the OTO programme in performance related targets for diversity as well as accredited programme completions as a result.

RELEVANT PREVIOUS PROBATION CIRCULARS

CONTACT FOR ENQUIRIES
OTO Programme, Diane Anderson, 020 7217 8895
Hate Crime Strategy, Marjorie Harris & Sue Pearce 020 7217 /8081
Inclusivity document, David Skyner, 020 7217 8804
Use of OTO with RMOs, Helpdesk, helpdesk@homeoffice.gsi.gov.uk

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TO: Chairs of Probation Boards
Chief Officers of Probation
Secretaries of Probation Boards
CC: Board Treasurers
Regional Managers
AUTHORISED BY: Sarah Mann, Head of Interventions Unit
ATTACHED: Appendix A: Targeting of OTO
Appendix B: Referral, commencement, completion data
Appendix C: Guidance on inclusivity
Appendix D: Guidance on how to deliver to racially motivated offenders
Appendix E: Post-programme questionnaire for racially motivated offenders
Appendix F: Data from the O-Deat database
Context

Evidence based accredited programmes are an essential element of the work that the National Probation Service undertakes with offenders in order to reduce re-offending and protect the public. All offenders who meet the eligibility and suitability criteria for the relevant accredited programme should have access to this key provision. The National Probation Service has a legal duty to ensure that offenders have equal access to its services irrespective of their gender, ethnicity, sexual orientation, disability status, age, faith or belief. This duty is enshrined in the Race Relations Amendment Act 2000, Sex Discrimination Act 1975 and Part III of the Disability Discrimination Act 1995. This duty will be re-enforced by pending legislation to support the European Union Human Rights Directive in 2006/7.

The One to One (OTO) accredited programme was designed by Philip Priestley and rolled out in 2001. As an individual accredited offending behaviour programme it provides a way to meet the minority needs of offenders unsuited to group based but motivated to address their offending.

At the OTO focus day held at NPD (October 2004) particular emphasis was placed on the value of OTO in enabling Areas to demonstrate their stated commitment to diversity in the way accredited programmes are delivered. The NPD Diversity and Offending Behaviour Programme Teams are currently exploring the possibility of a delivery performance link in use of OTO, both to meet diverse offender need and in working with racially motivated offenders.

In view of the National Probation Service's commitment to diversity it is a matter of concern that Area profiles of recent and intended use indicate a significant reduction.

Perceived barriers, benefits and critical success factors to sustaining the use of OTO

Cost:
The issue of comparative cost has been put forward by some Areas as a reason for reducing or suspending the use of OTO. However, information gained from recent events confirm at least three Areas that have undertaken their own cost analysis found OTO more cost effective than group work where additional factors such as catch ups, group attrition, and costs of facilities are taken into account.

Phased Tutor Training:
The current approach to training is being reviewed to merge phases one and two. This will enable tutors to be trained to deliver the whole programme from one training event, rather than being required to attend two separate events. The amended materials will also incorporate additional input on responsivity issues, including how to utilise the supplementary materials in relation to RMOs. Areas are advised to continue with their current practice in relation to phase three training, pending a planned review of the accreditation process and training for all of the programmes.

Targeting:
Critical to delivering the programme economically and maximising completions is appropriate targeting. Some Areas appear to have used OTO as a 'fall back' option, where offenders have been insufficiently motivated to complete a group work programme. This pattern of targeting potentially increases the attrition rates for OTO, leading to and fuelling the perception that it is costly, thereby contributing to its suspension in some Areas. Targeting to the programme should be for positive reasons to meet specified need. Robust gate-keeping is therefore extremely important in order to prevent unsuitable participants being referred to the programme. An example of an Area's targeting advice for OTO is attached at Appendix A.

Diversity:
The OTO programme enables Areas to provide parity of provision to a diverse offending population. Some offenders have complex needs that make them unsuitable for group work but would benefit from participation on an individual programme. OTO therefore makes an important contribution to effective practice. The NPD considers it best practice to offer individuals from minority / oppressed groups choice as to which general offending behaviour programme may best meet their needs. The 'Black and Asian Pathfinder' research (HORS 277) identifies that some participants had felt 'uncomfortable and excluded' as singleton placements in a group setting. Such offenders may have been more suitably targeted to the OTO programme.
Completions:
Where the OTO programme is adequately resourced, high levels of programme completion can be achieved. For instance, one area achieved 85% completion rates. Comparative general offending programme referral / commencement / completion data is attached at Appendix B.

Flexibility:
A significant benefit of the programme is that where necessary it enables flexibility around offender need. A timetable for the programme can be created suited to the participant's pace of learning. Due to the flexible structure of much of the content of the programme it can be tailored to meet individual criminogenic need.

There are indications that in some Areas the flexibility inherent to the programme has been used in response to operational, as opposed to offender, need. OTO programme sessions have not always been seen as a fixed event and tutors have therefore been under pressure to rearrange sessions to meet short-term operational needs at the expense of programme delivery. Inevitably this is de-motivating for the offender and has an adverse impact on completions.

Inclusivity:
In addition to the flexibility the OTO programme affords, it enables interpreters and / or signers to assist with communication issues that would otherwise exclude an offender from benefiting from accredited programme provision. Guidance on inclusivity has been developed and is attached at Appendix C.

Organisational Ownership:
Feedback from recent OTO events indicates the programme generates significantly improved completions when afforded the same status as other accredited programmes, delivered within a time frame agreed at commencement with the offender and allocated sufficient tutor / treatment manager resource to enable it to be delivered well.

The use of OTO with Racially Motivated Offenders as part of the Hate Crime Strategy
In 2002 the Correctional Services Accreditation Panel identified a number of potential pathways and recommended that NPD first of all evaluates the impact of general offending behaviour programmes on racially motivated offenders in order to enhance their effectiveness in terms of changing racist attitudes. The context of this is that research indicates the majority of racially motivated offenders (excluding extremely serious politically motivated offenders) have criminogenic characteristics in common with their ‘generalist’ offending peers.

Due to the obvious challenges and obstacles to progress associated with putting racially motivated offenders in a group setting, and in view of the inherent adaptability of OTO to meet the criminogenic needs of the individual, OTO was advanced by the NPD as the recommended accredited programme for use with racially motivated offenders. Guidance completed under the auspices of the Sir Graham Smith scholarship award has now been completed and addresses how best to deliver the programme to this target group to maximum impact. A copy is attached at Appendix D for Areas to utilise. This includes Offender Manager materials for use above and beyond the OTO sessions. A questionnaire on the use of OTO with RMOs is also attached at Appendix E and Areas are asked to send copies of the completed forms to Wendy Smith-Yau at NPD. For information a recent trawl of data from the O-Deat database is attached at Appendix F.

This includes completed OASys assessments between January 2004 and March 2005 where question 2.9 indicates the offence as having been racially motivated. These are actual figures rather than percentages and not all of these will be suitable or eligible for referral to the OTO accredited programme.

The service wide strategy for work with racially motivated offenders is currently being developed as part of a wider Hate Crime Strategy. The use of the OTO programme will be incorporated into this and is envisaged as providing similar flexibility for addressing other aspects of hate crime, for example homophobia. NPS staff have generic training needs to work with hate crime in delivering an accredited programme and other interventions. Discussion of the expectations of this type of training will form part of this wider strategy. At present there are a number of resources to draw from regarding racially motivated offending, such as ‘Murmur to Murder’, and it is currently a matter for Areas to select the most appropriate training for their needs. With regard to training for the use of the OTO programme and use with racially motivated offenders, Areas must include an appropriate OTO trainer who has detailed knowledge of the programme.
Appendix A: Targeting for the OTO Accredited Programme

- Offenders from minority ethnic groups who may feel isolated in predominately white groups. Such offenders should be given the opportunity to give explicit consent to inclusion in a mainly white group. No offender should be placed as a ‘singleton’ in such groups unless they give such consent. Where there is any doubt or concern they should be allocated to OTO.

- Women offenders who may similarly feel isolated or oppressed in predominantly male groups. The same consideration regarding explicit consent to apply.

- Offenders living in isolated rural locations for whom transport may be problematic.

- Offenders who work continental or other shift systems. Where offenders are working shift patterns such as 4 days on, 4 days off, or morning/afternoon/night shift combinations, they will not be able to fit in to a regular set group work schedule. Schedules of OTO sessions can be individually tailored to such offenders’ circumstances.

- Offenders with responsibilities for the care of children or other dependants, for whom regular attendance at fixed times is problematic. Sometimes such offenders can fit a 1½ hour session (the maximum OTO requires) around their care commitments where a fixed 2½ hour session twice a week (e.g. ETS/TF) is not feasible. There is also scope for last minute adjustments to an OTO schedule (within limits) to cope with emergencies (e.g. children’s ill health) or irregular commitments (e.g. school holidays or staff training days).

- Offenders who have previously committed sexual offences or Schedule I offences and who may find the prospect of ‘disclosure’ and personal work in groups, inhibiting or anxiety provoking.

- Offenders who have been the victims of sexual or domestic abuse and who may feel similarly inhibited or vulnerable in a group.

- Offenders who present elevated risk levels which justify more intensive and/or offence focussed individual work.

- Offender types who may either find it difficult or who might not benefit from group work involvement i.e. dominating and disruptive individuals at one end of the spectrum; diffident and isolated individuals at the other.

- Offenders whose present or past offences were racially motivated. OTO is the recommended GOBP for these offenders.
- Offenders with physical health problems that might restrict their ability to fully participate in a group.

- Offenders with mental health problems that might restrict their ability to fully participate in a group (e.g. attention deficit/depression).

- Offenders with significantly impaired social functioning due to mental health problems or substance misuse are not considered suitable.

- Offenders with severe literacy difficulties, especially reading.

A Treatment Managers judgement on whether or not OTO would be more suitable than e.g. Think First or ETS, for an individual who falls into one or more of these categories would be based on the circumstances of that individual’s case and exercised on a case-by-case basis. Offenders who may be more suited to OTO need to be allocated to OTO at the earliest opportunity, and for positive reasons.

An overarching criterion, without which the programme is bound to flounder, is that the participant should be **motivated** and **able** to take part in a (individual) general offending behaviour programme. This means rigorous gatekeeping to ensure that offenders are positively selected for the programme, rather than simply via a process of elimination that debar them from other interventions. Lack of suitability for e.g. Think First is not grounds to commence One to One unless positive factors are present.
## Appendix B: ACCREDITED PROGRAMMES
(England and Wales)  
2003-4

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Appendix C: Guidance on promoting an inclusive approach to accredited programme delivery

Background
Evidence-based accredited programmes are an essential element of the work that the National Probation Service undertakes with offenders in order to reduce re-offending and protect the public. All offenders who meet the eligibility and suitability criteria for the relevant accredited programme should have access to this key provision. The National Probation Service has a legal duty to ensure that offenders have equal access to its services irrespective of their gender, ethnicity, sexual orientation, disability status, age, faith or belief. This duty is enshrined in the Race Relations (Amendment) Act 2000, the Sex Discrimination Act (1975) and Part III of the Disability Discrimination Act (1995). This duty will be re-enforced by pending legislation to support the European Union Human Rights Directive in 2006/7. This guidance identifies a number of approaches which areas can adopt to promote inclusivity, and which reflects the transparency of sentencing enshrined within the Criminal Justice Act 2003.

Language, other communication skills and disabilities should not be a barrier to service provision. For example, offenders should not be denied access to an accredited programme because they are unable to speak or understand spoken English. Appropriate access arrangements should be made in order to facilitate their attendance at and benefit from any accredited programme.

Communication is the primary means of getting and using information needed to treat and manage offenders effectively. In order for staff to communicate in a manner that has an effect on the offender’s view of the world, the communication must intrude on, disrupt or confront the offender’s normal thought processes. Such methods of correctional communication can only be undertaken if staff (and interpreters) have an understanding of the treatment model with which they are working (or translating). In order to promote inclusion, probation areas may wish to consider targeting tutor recruitment at those with specialist language skills e.g. signers, or those who speak languages other than English.

It is important to recognise that it is not the experience of attending a group that reduces re-offending, but the internalisation of the skills and concepts learned during the programme and the application of these in real life situations. It is therefore essential that decisions taken in respect of individual offenders are based upon what is in their best interests. Consideration needs to be given to which type of intervention provides the environment in which they can benefit most, be this in a group or individual setting. For example, the One-to-One programme may be more suitable for some offenders who may not be confident using English within a group setting, though they may be comfortable using English in an individual setting where the tutor could take time to explain and work more slowly with the offender.
Maintaining Treatment Integrity
Accredited programmes are assessed against very rigorous standards set by the Correctional Services Accreditation Panel. This is to ensure that the National Probation Service only delivers programmes that are based on the best available evidence and use methods likely to be effective in reducing re-offending. If programmes are to be effective, they need to be delivered in the way intended by the programme designers and monitored to ensure high quality and consistent delivery. Such delivery needs to be responsive to offenders and guidance on responsivity has been issued.

Treatment managers should maintain the frequency of supervision in accordance with PC 57/2002 or subsequent advice. There may be occasions when the programme is delivered in a language with which the treatment manager is not fluent. In these cases the treatment manager should be satisfied that tutors delivering the programme in another language are competent and consistently deliver the programme well. Whilst not guaranteeing that the delivery will remain at this level, it will ensure that the programme is only delivered by competent tutors in other languages.

Where a programme is delivered and treatment managed in a language other than English treatment integrity should be ensured through the same means as programmes delivered in English e.g. video monitoring, supervision. Alternatives to video monitoring are available treatment managers should they not be fluent in the other language. They have the option to watch the recording with the tutors who can explain what is happening, attend live supervision, read transcripts, etc. This will enable treatment managers to monitor the delivery of the programme and continue to provide support to the tutors during their supervision.

Sequencing of Accredited Programmes within the wider Supervision Plan
In addition to addressing offenders’ criminogenic needs by means of attending an accredited programme, the sentence plan should also address other needs which may be criminogenic or non-criminogenic. For example, an offender manager should consider whether the offender needs to improve their spoken English prior to attending an accredited programme. This is particularly important if improving their language skills is likely to have an impact on reoffending. This should include, as necessary, other interventions that promote the offender’s integration into society and the local community.

The One-to-One programme
The One-to-One programme offers a number of advantages over group-based programmes for singleton or minority offenders and those who cannot benefit from group-based learning.

- It enables programme sessions to be tailored to the individual.
- It provides the opportunity to tailor the programme to meet the individual offender’s needs.
- It provides a more flexible approach to ensure that the offender benefits from the intervention.
• The programme can be delivered at a pace which best meets the offender’s needs.

When using an interpreter on the One-to-One programme they should receive sufficient training, briefing and/or support to understand the accredited programme and interpret the programme material for the offender, their responses to questions/exercises and the questions/instructions of the tutor. As a minimum this should include written material about the programme itself, the material which will need to be interpreted and a pre-programme meeting with the treatment manager and tutors to clarify the interpreter’s understanding of their role. The interpreter is not required to pass an assessment centre or to attend the prescribed accredited programme training, though this would be of benefit if the interpreter were to be used on a regular basis.

This will ensure that the change process is not inadvertently undermined during the interpretation process. An insufficient understanding of the exercises could lead to the exercises being poorly explained or at worst misinterpreted. This would further disadvantage the offender and should be guarded against.

Where the One-to-One programme is being delivered via an interpreter, tutors and treatment managers should record this on the session review and video/audio monitoring forms. In considering how the programme is being delivered via an interpreter, tutors and treatment managers should consider the following:

• Is the offender fully involved and able to benefit from the programme?
• Are the responses to questions/exercises consistent with the questions/instructions asked by tutors?
• Have any handouts or written exercises been translated into the relevant language?
• Are the exercises which are delivered in a way that is responsive consistent with the programme’s key learning points?
• Do session plans address the offender’s needs within the framework of the programme’s design?

**Welsh Language Speakers**
For some Welsh staff and offenders, Welsh is their first or preferred language. Where the offender (e.g. the One-to-One programme or PRISM) or all offenders (in a group-based accredited programme) prefer for the programme to be delivered in Welsh, arrangements should be made for this. Programme materials should be translated into the Welsh language as necessary.

**Other Language Speakers**
An accredited programme may be delivered entirely in another language when the tutors and the offenders are fluent in that language, e.g. Urdu, Polish, etc. If there is a consistent language need for a group or for individual offenders and the probation area has insufficient staff who are fluent in that language the probation area may wish to recruit sessional staff from the local
community who could be trained as programme tutors. Regions may also wish to consider cross area delivery to maximise programme viability.

It is, however, inappropriate to have singleton (or minority offenders) in group-based accredited programmes. Such placements may disadvantage the other offenders attending the programme and may reduce the benefits which the non-English speaking offender(s) could otherwise gain from attending an individually tailored programme (One-to-One programme). It is important that the particular needs of each offender are considered on an individual basis as no one overall solution will be appropriate for everyone. The access arrangements must reflect the offender’s situation. Ways of supporting offenders include:

- The translation of worksheets and other written materials into their preferred language.
- Production of worksheets in a larger typeface.
- More use of role-play or other exercises instead of written exercises. In being responsive in this way tutors should take considerable care to ensure that the key learning points/intended outcomes are met.
- Providing support for the offender both during and outside the programme through a mentor or a ‘buddy’.
- Pairing an offender in exercises with another group member who may be able to help them, e.g. someone from a similar background or someone who may have the ability to encourage them.

**Using Interpreters**
The use of interpreters is not recommended for group programmes, however, an interpreter could be used alongside a tutor to deliver the One-to-One programme.

**British Sign Language**
Offenders who are unable to hear but can verbally communicate may be able to benefit from group delivery where the tutor’s explanations of concepts, key learning points and explanations can be simultaneously translated using British Sign Language (BSL). This simultaneous translation will not adversely affect other offenders attending the programme. For example, session length will not need to be lengthened and the process of signing may positively promote a better understanding of diversity. However, consideration needs to be given to this as the signer would need to sign all participants’ contributions throughout the session which could be complex. Where there is a group of offenders of similar need then they could all use signing. Ideally, the programme could be delivered by tutors competent in signing. If a signer is used they should have an understanding of the programme as detailed above in relation to delivering the programme in another spoken language.

**The partially sighted**
Offenders and staff who are partially sighted may, depending upon their level of impairment, be unable to read programme materials. In such cases the probation area supervising the offender or employing the member of staff
should arrange for the materials to be translated into an appropriate format. This could include audio tape, Braille or large print.

This guidance aims to build on that previously issued in What Works News, Issue 16, February 2004.

Appendix D

The One to One Programme:

Use with Racially Motivated Offenders
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Thanks are due for advice and help from numerous sources; Philip Priestley (programme designer), fellow One to One treatment managers (Ian Hankinson, Maureen Spencer, Cathy Reuben, Bob Lewis), specialists in work with racially motivated offenders (John Kay, Liz Dixon, David Court), colleagues in Youth Justice (Yvonne Galea, Colin Singleton), the National Probation Directorate advisory group (Meg Blumsom, Danny Clark, Sandra Fieldhouse, Sue Pearce, Diane Anderson), Debbie Payne from the National Centre for Citizenship and the Law, representatives from the Police and from Education, from the Commission for Racial Equality (Lynda Kelly), the Gypsy Council, the Refugee Council and from staff support groups (ABPO and NAAPS).

Introduction

The guide presents the rationale for the use of the One to One (OTO) programme with racially motivated offenders. It stresses the importance of a supportive environment and outlines Case Manager pre- and post-programme work. It provides suggestions on how to use some of the exercises within the programme with a racially motivated/racist offender, attends to the importance of delivery style, and addresses which exercises may be key in drawing out the relevant learning points.

The appendix provides alternative role rotations and moral dilemmas. It includes background information that may be helpful to the OTO tutor/Case Manager. It contains suggestions for use of specific motivational skills. Finally it outlines two case studies that relate to OTO participants convicted of a racially aggravated offence.

Eileen Davis
One to One Treatment Manager
Norfolk Probation Area April 2005
Why an Individual Approach?

In 2003 the National Probation Directorate (NPD) stated that the OTO General Offending Behaviour Programme (GOBP) is the preferred accredited programme to be used in work with racially motivated offenders. One reason for this is that racially motivated offenders can contribute to unwelcome dynamics in a group and seek and gain collusion from other participants. This creates an unsafe learning environment for participants but especially those who are members of minority ethnic groups. In addition it potentially inhibits disclosure and exploration regarding the racial element of the offence. This latter point is reinforced by the experience of practitioners who are specialist in this field.

Research conducted by Sibbitt (1997) found that the majority of racially motivated offenders are ‘generalist’ offenders (this excludes extremely serious politically motivated offenders). Similarly, many generalist offenders who have not been convicted for a racially aggravated offence are likewise found to have rigid and prejudicial thinking, which in itself may predispose them to committing a racially motivated offence.

Sibbitt’s findings influenced the Correctional Services Accreditation Panel (CSAP) to recommend to NPD that the impact of the GOBP’s be evaluated with this type of offender. The OTO programme was identified as the preferred accredited programme for use with racially motivated offenders, in that it can address ‘generalist’ criminogenic factors and, at the same time, place particular emphasis, via responsivity, on the complex motivations that played a part in the racially motivated offending.

A factor shown to contribute to some racially motivated offending is the perpetrator’s limited sense of his/her own identity (Osler and Starkey 2000). Therefore work related to offending can usefully include citizenship education. This can be more effectively incorporated into an individual accredited programme tailored to the criminogenic needs of the offender than a group work intervention. Some research (Ray, Smith and Wastell 2002) indicates an emotional component, relating to view of self, acts as a trigger for such offences, even whilst the perpetrator is denying racist beliefs at a conscious level. This can be more fruitfully explored on an individual basis as participants may be reluctant to contemplate such complex and personal factors in front of their peers.

Practitioners working in the field of racially motivated offending stress the importance of clearly signalling both the significance and unacceptability of the racism implicit within the offence, whilst at the same time maintaining a respectful and empathic manner (delivery style). Court (2003) writes of the importance of maintaining a non-confrontational approach, as to do otherwise can create defensiveness and reinforce denial. This approach of course resonates with the style of delivery inherent to the One to One programme, which is based on motivational interviewing principles. It places an emphasis on refining and increasing pro-social skills and morality that already exist rather than assuming the absence of them. This concurs with the finding of the Liverpool desistance study (2004), which comments on the value of
working to and with an offender's strengths to maximise compliance and effective outcomes.

To maintain a neutral, empathic delivery style may be particularly challenging in view of the emotive nature of the offence and the attitudes that lie behind it. In this respect we are reminded of the challenges inherent to constructive engagement with sex offenders and perpetrators of domestic violence.

In contrast to these specialist areas of work however, racially motivated offending is an illegal expression of attitudes and beliefs widely held within the community. Thus perpetrators can gain affirmation rather than condemnation for their actions, or at least some measure of collusion with the attitudes that led to them. This may have been reflected to some extent in the perpetrator's experience of the Criminal Justice System, in that the racist element of the offence was not sufficiently acknowledged. The OTO tutor needs therefore to maintain a delivery style that enables the racist element of the offence to be addressed, but in a way that promotes engagement rather than resistance. Key to this may be using the suggested adaptations selectively, in order to achieve a balanced approach.

Probation Circular 44/2004 outlines that racist attitudes in respect of accredited programmes will be evaluated as a matter of course via pre- and post-programme psychometric tests. This then provides a measure by which to gauge the effectiveness of the OTO programme in reducing the attitudes that underpin racist offending.

The factors outlined above provide important pointers for practice and strengthen the case for addressing racially motivated offending via an accredited general offending behaviour programme. The arguments for individual work with racially motivated offenders are well rehearsed (as above). Embedding such work within a general offending behaviour programme signals an awareness of how widespread racist attitudes are amongst the offending population (Sibbitt 1997). The video monitoring process, inherent to any accredited programme, ensures that scrutiny and standards of practice in this complex arena are maintained.

It is acknowledged that the OTO programme, and indeed any other accredited programme, cannot be a panacea for entrenched racism. With this in mind it is important to be realistic in terms of outcome whilst maintaining the important objective of a reduced risk of further racist offending. This concurs with the spirit of the OTO programme, which embraces the idea of working within realistic and achievable limits.

It is suggested therefore that overall the One to One programme, as the individual general offending behaviour programme, lends itself most readily to the task of working with racially motivated offenders.

The material constitutes guidance and is intended to be used flexibly by tutors and (in respect of the Case Manager modules) Case Managers. It offers suggestions on how to deliver most but not all of the exercises contained within the OTO core programme. Practitioners will appreciate the
importance of drawing on the material selectively yet systematically in order to avoid provoking resistance, but at the same time addressing the racist element of the offence in a comprehensive and constructive way.

The guidance is aimed primarily at work with white perpetrators. As such it acknowledges implicitly the reality of institutionalised racism, as defined by Macpherson (1999), within which white members of the community are systematically advantaged. To some extent, and with some caution, the material can be adapted and drawn from to suit (for instance) work with black and minority ethnic perpetrators, or to address inter-ethnic offending. However when the material is used in this way some important factors need to be borne in mind. Where the perpetrator is a member of a black/minority ethnic group their offending is not a reflection of the imperialistic legacy that informs the offending of their white peers. Indeed the offending may be an expression of frustration at the discrimination that the perpetrator has experienced in all manner of contexts. That is not to say that their actions should be ignored or condoned or that elements of prejudice have not influenced the offending. Their offending can potentially be reduced through participation in a general offending behaviour programme, delivered on an individual basis. The tutor will need however to work sensitively with the context from which the offending originated, and to have had the benefit of comprehensive diversity training. The participant may gain from a focus on self-management and on consequential thinking, in view of the particular pressures to which the participant is subject, due to racism, as a member of a minority ethnic group. The tutor will want to explore with the Treatment Manager how best to respond to the complex criminogenic needs of a minority ethnic perpetrator who is themselves a member of a ‘victim community’ i.e. belongs to a racially/ethnically oppressed group within society.

In terms of targeting, participants would be expected to meet the standard criteria that enable attendance on a general offending behaviour programme, including some measure of motivation to address their offending through taking part in the programme. This does not mean that they have to recognise, at the pre-sentence stage, that their actions were racist.

Offenders who have committed various offences including one that is racially motivated may be well suited to the programme in that it enables all of the offences to be thoroughly addressed.

As stated above, extreme ‘politically motivated’ racist offenders, who present pre-sentence as wholly unresponsive to reviewing their behaviour, are unlikely to benefit from the programme and would probably not in any event be recommended for Community Supervision.

Dynamic risk factors associated with racially motivated offending (i.e. white perpetrator) were defined in 2001 by a sub group of the Home Office Accreditation Panel. They provide a starting point in understanding how to intervene with this type of offender. The factors are reproduced below:
Poor and problematic moral reasoning - the process of dehumanisation as part of the justification for offending.

Cognitive deficits - limited ability to distinguish between fact and myth, offenders exhibiting rigid thinking.

Distorted victim perspective - offenders often have limited victim empathy, the more so perhaps due their investment in avoiding the stigma of having committed a racist offence.

Predisposition to violence as a means of conflict resolution - many racially motivated offences contain a violent dimension.

Conflict of an individual’s cultural identity - offenders may have limited concept of themselves as white and the reality of that in contemporary society. They may resent the more overt cultural identity within minority ethnic groups.

A perception of territorial invasion - a sense of other cultures present within society in some way undermining their own.

A distorted worldview - the offenders operate within beliefs that reveal limited knowledge about global politics and society and accept myths and distortions as fact which they then portray as such.

Individuals draw on the social support in perpetrator communities - these are reinforced by the idea of a hierarchy of social/ethnic groups and the sense of belonging to an ‘in’ group.

The erosion of traditional characteristics associated with gender identity

These dynamic risk factors will be borne in mind as we progress through the guide.
Supportive Environment

In order that the OTO programme can be delivered to this target group with maximum impact, it is important that the tutor is supported in their task by the Treatment and Case Manager, and through having had sufficient diversity training to undertake the task with confidence. A clear understanding of motivational skills is essential so that the tutor can deal with the mixed response the participant may make to the entire process. In particular the tutor needs to avoid feeling under pressure to get the relevant learning points across to a ‘resistant’ participant and, in attempting to do so, potentially jeopardising the non-confrontational delivery style vital to the effective delivery of the programme. There are numerous implicit opportunities throughout the programme to address the thinking that drives racist behaviour. Therefore the tutor can ‘move on’ where it seems the participant may be resistant to the learning, and revisit the learning point via a different route at a later stage in the programme.

Tutors may struggle with some of the attitudes expressed and actions described by the participant. Therefore some mechanism for de-briefing should be factored into the process. This is particularly the case for colleagues from minority ethnic groups who may be especially affected. Staff support groups (ABPO and NAAPS) advocate that in working with racially motivated offenders an ‘opt in’ policy should operate for black and minority ethnic colleagues. Thus if they themselves do not consider it appropriate to work with a particular racially motivated/racist offender the organisation should not expect them to. ABPO and NAAPS recommend that specialist counselling should be offered to black and minority ethnic colleagues working with racially motivated/racist offenders.
References

Sibbitt, R., (1997) *The perpetrators of racial harassment and racial violence* Home Office Research Study 176


Court, D., *Direct Work with Racially Motivated Offenders* in Probation Journal Volume 50 No 1 March 2003

Maruna, S., Porter, L., and Carvalho, I., *The Liverpool Desistance Study and probation practice: opening the dialogue* in Probation Journal Volume 51 No. 3 September 2004

Case Manager Modules

For use with racially motivated offenders taking part in the One to One programme.

Context Setting

Evidence to date indicates that accredited programmes are much more effective when the learning that is taking place in the core programme is reinforced by way of Case Manager input.

The HMIP report into work with racially motivated offenders (2005) found that some Case Managers felt they lacked adequate knowledge and skills in working with racially motivated offenders. They were concerned about how to overcome denial and minimisation by offenders.

The following modules offer a response to the above but are not put forward as the only way in which this challenging aspect of practice can be approached. They are created with the aim of supporting the learning in the OTO programme, an objective that links to an area of improvement identified in the HMIP report, which found limited evidence of reinforcement of learning (p4).

The Case Manager modules emphasise the development of skills to reduce the potential for racist thinking and related (offending) behaviour. They are compatible with the OTO programme in that they are delivered in a motivational, collaborative way. There is explicit linkage to the programme and the participant is introduced to, or repeats, some of the core skills addressed in the programme such as problem solving, moral reasoning and cognitive restructuring. It is very important that the Case Manager moves at the participant’s pace in terms of the underlying concepts and ‘rolls with resistance’ where needs be.

Some early but still valid research (Rokeach 1960), as outlined by Beck (2000), indicates that individuals who show marked ethnic prejudice have limited and rigid problem solving skills, demonstrate concrete thinking, and have a ‘narrow’ understanding of subjects that are, in reality, of great importance to them. The Case Manager modules begin therefore to address some of the deficits relevant to prejudice and thus to racially motivated offending.

Culbertson (1957) found that encouraging racist individuals to present an argument against their own beliefs produces a shift away from the original, rigidly held, points of view. McDougall at al (1987) had similar outcomes in their work with violent football supporters. These findings are reflected within the core programme via ‘role rotation’ but are in addition addressed implicitly in Case Manager Module Four.
Research (Sibbitt 1997, Ray, Smith and Wastell 2002) indicates that some racially motivated offenders see themselves as alienated from and by society and lack a strong sense of their own culture and identity. In view of this there are components within the modules that focus explicitly on self-identity and citizenship (encouraging the participant to begin to see themselves as part of wider society).

The modules are numbered for ease of reference but the Case Manager can use them flexibly and determine the extent to which the material is drawn on in their work with the offender. There are no suggested timings for the modules. However in terms of overall length, modules one and two could realistically be incorporated into a standard reporting session. It would be appropriate to deliver the modules at a ‘brisk and business like pace’ in keeping with the ethos of the programme, but allowing time to develop relevant discussion and ideas.
Case Manager Module One

This can be incorporated into the wider aims of a standard reporting session.

Aim

- To begin to explore the idea of stereotypes (labels), their limits and dangers.

The Case Manager welcomes the participant to the session and deals with any pressing matters. The Case Manager then introduces the module by saying that it will focus on how we see ourselves. The Case Manager goes on to say that we can all describe ourselves in positive or negative ways. When it comes to the opinion of others we usually enjoy being told we have done something well or that we are looking good; this is a positive description. No one likes to be told that they are worthless or bad; this is a negative description.

Sometimes we have ‘labels’ attached to us and others form a positive or negative impression of us based on their reaction to that label. We are ‘pigeon-holed’. The Case Manager invites the participant to acknowledge this.

The Case Manager then asks the participant to identify some labels that have been attached to them which may give a distorted impression of who they are. For instance;

- Offender (committing offences is only part of who they are and does not mean they constantly offend).
- ‘Junkie’ (they may take/have taken drugs but they do lots of other things as well).
- Young (with negative connotations).
- Unemployed (do they have any sense of being looked down on by the mainstream community if they are not working?).
- Accent (does the participant think others form an impression based on how he/she speaks?).

NB The participant may put forward by way of example the label ‘racist’, based on their recent conviction for an offence with racist elements. They may be anxious to tell the Case Manager why the label is unsuited to them and deny the racist element in their thinking/behaviour to substantiate this. During this exercise the Case Manager will want to avoid getting drawn into discussion about the offence and the motivations that led to it, suggesting that there is plenty of opportunity to do that within the programme. It may be appropriate to make comment that no ‘blanket’ term can wholly sum up who we are, before returning to the point of the exercise.
The Case Manager can ask the participant whether they think the labels sum him/her up. What assumptions does the participant think others make about them based on these labels? Are the assumptions fair? Do they give the true/full picture of who they are? The Case Manager then invites the participant to describe other groups of people who may be labelled in an unfair way, leading to a distorted picture of who they are. For instance;

- Police (they're all…)
- Men (all men are…)  
- Women (women always…) 
- Scottish/Welsh/Irish/English (always…)*
- Religious.
- Homeless.
- Etc.

*The participant may not yet be ready to identify racial/ethnic groups. If they don’t do so it is probably best not to prompt them, as it could provoke unhelpful resistance and disengagement. It is enough at this stage for them to understand that labels or stereotypes can create a misleading and distorted impression, particularly if they have negative associations attached to them.

Homework from this session may be for the participant to keep an eye out for, and make a mental note of, ways in which they or others have negative labels imposed on them, for instance in newspapers, at work, in dealings with authority, storylines in soap operas.
Case Manager Module Two

Aim

- To discuss and begin to define the idea of rights and responsibilities.

The session begins by the participant being welcomed and the Case Manager asking whether they have ‘spotted’ any labels during the week. If not the Case Manager may want to mention a couple they have spotted themselves (thereby reflecting the idea of working collaboratively).

The Case Manager then explains that the session is about beginning to think about rights and responsibilities. The participant is invited to word-storm what they think their rights are. For instance they may identify;

- A roof over their head
- Heat
- Food
- Money
- Education
- Medical care
- Fair treatment from the Criminal Justice System, and legal representation.

The Case Manager should avoid getting into conversations about whether the participant’s rights have been met, reminding them that at this stage they are simply identifying what they think their rights should be. The Case Manager can indicate that there will be opportunity to discuss and problem-solve unmet ‘rights’ in more depth during the OTO programme. For instance lack of reasonable accommodation can be noted during Part One (in the problem checklist) as a problem to be addressed during the programme.

It may be unhelpful to question whether the examples the participant provides are in reality their legitimate rights, unless they are wildly unrealistic and suggestive of a lack of basic understanding. The exercise is really about beginning to understand the concept of rights and associated responsibilities.

Having completed this part of the exercise the Case Manager then introduces the idea of responsibilities. The Case Manager should ask the participant to describe ways in which they have behaved responsibly. For instance;

- Attending today’s appointment
- Helping an elderly person/child/animal
- Making a fine payment
- Providing a Police Officer with a correct name and address when arrested; allowing the Police Officer to do their job.
The list should be as lengthy as is realistically possible, and the idea of responsibilities interpreted creatively (as with the final example above).

The Case Manager can then ask the participant to describe what the gains have been from their behaving in a responsible way. Who benefited and how (allow plenty of time to contemplate this)? Did the participant experience any sense of satisfaction/reward? (NB: This links forward to the ‘Good Things Diary’ that the participant will be completing throughout the programme.)

The discussion can then be broadened into what is gained through having basic rights and by behaving in a responsible way – are rights and responsibilities core ingredients of a civilised society? The Case Manager may want to touch on one or two areas for discussion. For instance at present prisoners do not have the right to vote. Does the participant think this is fair? Should/does the prison community have a right to protest? How could they go about protesting? Who could help them with this? (Again this anticipates the content of the programme, particularly the core problem solving elements and moral reasoning).

* An ‘action plan’ (homework) task could be for the participant to acquaint themselves with the ‘Rizer’ website (www.rizer.co.uk). This is a website designed by ex-offenders that provides information about legal rights in contact with the Criminal Justice System. The participant can be encouraged to look at the four ‘stories’ on the website. One of the stories, Jasper’s story, charts the progress through Court of a young man called ‘Danny’ convicted of a racially aggravated offence against a former friend (Jasper). It explores in a neutral way the sequence of events that led to the offence, the victim perspective, the victim and perpetrator’s rights and choices, the impact of the offence on the victim and the impact of the sentence on the offender. Reading the four stories, in particular Jasper’s story, anticipates the offence analyses in Session 2 and 3 of the programme and so may enable the participant to complete the offence analyses more comprehensively. Depending on the participant’s age it may be worth mentioning that the website is designed primarily for young people but is interesting to anyone.

If the participant does not have access to a computer perhaps this could be facilitated within the Probation Office or via a partnership agency or the four stories on the website printed out for them.

The participant’s progress with their homework should be reviewed in a positive way at the start of the next session. Again this models the structure of the core programme.
Case Manager Module Three

Aim

- To enable the participant to begin to challenge some commonly held assumptions.
- For the participant to begin to define their own identity and history.

Structure of Session

The Case Manager welcomes the participant to the session and explains that the session will be spent thinking about one ‘character’ (as below) before turning attention to the participant themselves and noting down some aspects of ‘who they are’ and their own cultural history.

The ‘character’ should be introduced by the Case Manager reading out or inviting the participant to read the description, and encouraging some discussion about what the participant thinks about the character, based on the character’s own description of themselves. The Case Manager then supplies the background input to place the character in context and pulls out some key facts from the information panel that may challenge some commonly held beliefs the participant shares. It is important that the Case Manager avoids getting drawn into dialogue about the participant’s views and ‘rolls with resistance’ where needs be. The emphasis of the session should be on introducing the ‘character’ as a forerunner to the participant beginning to focus on themselves and their own history, maintaining a ‘light touch’ when mentioning background information about the ‘character’ outlined below, in order to avoid provoking resistance. The ‘character’ is fictitious but is rooted in historical fact.

The information panel is there primarily for Case Manager reference but it is helpful to touch on a few facts drawn from it ‘in passing’, before moving onto the participant’s own story. If the suggested ‘character’ is not considered suitable there are alternative ‘characters’ and their stories, plus relevant background information, contained in the appendix.

Who am I?

I am 35 years of age and live in a terraced house in a city in England. My partner and I have two children. I work as a forklift truck driver at a factory. I enjoy nights out with the lads, eating out and going to football matches. I like watching TV and taking the kids out to the park.

Our family is proud of its history and in particular of my great uncle and great grandfather who fought for Britain in the Second World War. My great grandfather was killed in action but died a hero fighting for Great Britain. He was awarded the Victoria Cross after his death.
Information Panel

Bal is a British Asian who was born and continues to live in a city in the Midlands. His great grandfather and great uncle were Gurkhas who fought for Great Britain in the Second World War. Gurkhas, soldiers who originated from Western Nepal, fought in several wars for the British before the First World War. During the First World War 100,000 Nepalese troops fought for Britain in various battles. In one battle (Sari Bair) they were the only troops in the whole campaign to reach and hold the 'crest line'. In the Second World War 112,000 Gurkhas fought for the British side. As well as the enormous amounts of manpower provided to the British, the Minister and Court of Nepal gave large sums of money to buy weapons and equipment including for the provision of fighter aircraft during the Battle of Britain. In addition considerable amounts of money were donated to the Lord Mayor of London during the blitz for the relief of victims in the Dockland area of London. In 1940 the Prime Minister of Nepal made twenty battalions available to the British saying;

Does a friend desert a friend in time of need? If you win, we win with you. If you lose we lose with you.

In 1931 Sir Ralph Turner (a professor and former Army Officer) said the following about the Gurkhas;

As I write these words my thoughts return to you… uncomplaining you endure hunger and thirst and wounds… bravest of the brave, most generous of the generous, never had a country more faithful friends than you.

(Source; Brigade of Gurkhas Website)

Additional Facts

Many soldiers from former commonwealth countries fought for Britain in WW1 and 2. For instance 13,000 volunteers from the Caribbean fought in WW2, and 100,000 troops from East Africa. One of the Black Watch soldiers who died in Fallujah in November 2004 originated from Fiji, Private Tukutuquwaka, aged 27, known to his friends as ‘Big Tuke’.

(Source; BBC Website)
The participant is then encouraged to create a pen picture of themselves; similar to the example above and outlining likes and dislikes, place of origin, as well as some comment where appropriate on their own cultural/racial history. Any information about e.g. grandparents/great grandparents moving to the UK (or even from one part of the UK to another for economic reasons) is particularly helpful, as well as finding out and noting any ‘traditions’ that they value.

An ‘Action Plan’ (homework) task may be to discover more about their own cultural/racial origins, although in some cases, depending on the family background of the participant, this may be insensitive and inappropriate. The information the participant provides about his/her own origins should be noted down and kept amongst (subsequent) One to One work. The Case Manager may want to explain that Part One of the OTO programme is all about ‘information gathering’ and so this is a helpful preparation for that. This exercise is a useful starting point for the ‘Significant Other’ exercise in Session Three.
Case Manager Module Four

Aim

- To increase the participant’s awareness of how racism is reflected through power relationships in society.

This module may best be delivered shortly after the OTO programme has been completed.

The Case Manager asks the participant to recall the exercise ‘facts opinions and guesses’ (Session 6). What was the exercise about? What was the point of it? The participant may have to be reminded of the exercise and its aim.

Having established the aim of the exercise; that something that appears to be fact may not be in practice, the Case Manager then goes on to discuss with the participant in what ways we can be misled. Ask the participant for examples. Examples may be;

- Someone thinks they have the whole story and pass it on as fact, whereas in reality they have only half the story or have misunderstood it; ‘A little knowledge is a dangerous thing’. (There may be story lines from e.g. soap operas to support this).

- Newspaper/magazine reports that put a twist on a story to create a certain impression.

- Someone feeding you a line because they want to wind you up and get you to act in certain way.

- Similar to the above, someone playing to our ‘fears’ because they want to get us on side for their own ends.

- Someone trying to protect you because they do not think you could cope with the facts.

Discussion Topic

The last example (as above) may be motivated by someone caring about you, even if you would prefer to know the truth. But what other reasons are there for our being given partial or incomplete information? Does it benefit us? Does it benefit anyone else? What are the potential dangers? Who can be harmed if facts are reported incorrectly? Why might e.g. a politician put forward negative ideas about e.g. Gypsies or asylum seekers?

Read out or ask the participant to read the following;

When the first asylum seekers arrived from Eastern Europe in 1998 the Sun (October 1998) described their arrival as ‘The Giro Czech invasion’.

In December 1998 it ran an article called ‘Speaka the Lingo’. The article stated ‘Here’s some phrases translated from Romanian to English the immigrants might find useful;’
Ask the participant to discuss with you:

- What impression could this write up give the reader?
- What assumptions (beliefs) was the reader likely to have, based on what they read?
- How could it affect the way the reader thinks about asylum seekers from that point onwards? Could it get in the way of the reader finding out and understanding the facts?
- Why might a journalist, or a politician, want to put ‘a spin’ on the facts?

You (the participant) are a journalist wanting to write a fair story about asylum seekers.

- What might you say? *
- Where would you go for background information?
- What would you need to find out to make sure your report was balanced and based on fact?

*The Case Manager/Participant may want to refer to the information about refugees/asylum seekers in the appendix.

Spend some time thinking about what the participant would want to say. Note it down or encourage them to do so, perhaps on a flipchart.

NB This exercise could instead be delivered with reference to the Gypsy and travelling communities, currently subject to very negative and inflammatory comment within some tabloid newspapers (e.g. ‘War on gypsy [sic] free-for-all’ ‘Stamp on the camps’ The Sun March 09.03.05). See appendix for factual information about Gypsies and travellers.
Case Manager Module Five

**Aim**

- To increase recognition of racism as a form of distorted thinking.

Again this module may be more usefully delivered after the programme has ended.

Welcome the participant to the session. After dealing with any pressing matters ask the participant to think about their first impressions of e.g. black/Asian/Irish people. Where did they get that impression (e.g. friends, family, newspaper, ‘sit coms’, soap operas)? On reflection was it a full or accurate picture? What has helped them to form a clearer picture?

This latter question is an opportunity for the participant to talk about specific aspects of the OTO programme, or possibly events/observations that have occurred during or before the same time period, that have led to changed thinking. Ask for elaboration and allow the participant to describe, in as much depth as they are able, the significance of the learning for them.

Remind the participant that, not so long ago, the British held a great deal of power across the world and many of the countries that had British rule (‘commonwealth countries’) were inhabited by black and minority ethnic people. Because the balance of power was unequal white people may have had the attitude of thinking they were somehow more important than black and minority ethnic people. The Case Manager may want to mention the ‘blue eyes, brown eyes’ experiment by Jane Elliott (see appendix).

How does that attitude - the idea that white people are more important than black and minority ethnic people - affect the way we see ourselves as a society today?

In what ways does it creep into newspapers/television programmes/the way things are set up in society/our own thinking?

How can we ‘shake off’ any distorted beliefs that could get in the way of our changed thinking? The participant may identify or be usefully reminded of ‘replacement thoughts’ or ‘rewarding self talk’ (Session 8).

The session can in this way end on a positive note, with the participant acknowledging the potential for distorted/dysfunctional (racist) thinking, but at the same time reminding themselves of their ability to combat it through ‘effortful’ thinking. The participant may want to consolidate his/her thinking in this respect by drawing up a ‘coping plan’ similar to the one described within the cognitive restructuring techniques (Session 8).
Case Manager Module Six

Aim

- To address risk in relation to racially motivated offending through drawing on skills developed during the core programme.

This module may be more useful following the completion of the programme and the post-programme report. It can be adapted to reflect the individual participant’s progress and focus on any remaining areas of risk, in relation to racist offending, outlined in the post-programme report.

Ask the participant to define ‘high risk’ situations in which there is a greater risk of committing a racially motivated offence. The participant will already have done some work on this during the core programme, particularly via the cognitive restructuring and social skills work. Examples of potentially risky situations will of course vary dependent on the participant but may include;

- Being told by a (minority ethnic) benefits worker that they are not entitled to a benefits payment.
- Seeing their partner/ex-partner being chatted up by someone who is from a minority ethnic group.
- Being arrested by e.g. a black/Asian Police Officer.
- Being turned away from a restaurant/charged over the odds in a restaurant by a minority ethnic member of staff.
- Being on the receiving end of personal insults (unrelated to their own race/ethnicity) from someone who is e.g. black/Asian.
- Seeing someone whose dress/appearance reflects religious beliefs/cultural origins (e.g. someone wearing a turban or an orthodox Jew).

The participant may be reluctant to acknowledge any continued potential for racially motivated offending and express some resistance to defining risk situations from this perspective. The Case Manager could reframe this by suggesting that, in completing the work, the participant is demonstrating a commitment to avoiding further racist offending and a realistic awareness of strategies to manage risk. The work could even be completed as if the participant were drawing up strategies on behalf of someone else to whom they are a fictional ‘mentor’ or ‘significant other’.

Having drawn up a list of potentially risky situations the Case Manager can then ask the participant to discuss what could ‘tip the balance’ between offending/not offending in these ‘trigger’ situations. How could substance use affect the risk of re-offending? What if the trigger situation happened when the participant was already wound up/upset about something else? How does the balance of perceived power affect the way we view situations and react to them? What if the participant was in the company of his/her peers? The
participant can then be encouraged to create some strategies for dealing with trigger situations, identifying potential choice points and drawing on the skills developed during the programme. These may include:

**Self-Management**

Self-management could feature both before and during the trigger situation. It can be a broader coping strategy in response to negative mood states. The participant may be reminded of ‘feeling bad got a problem’ (Session 1); relaxation and guided imagery (Session Ten) and positive self-talk (Session Ten) as techniques for dealing with low mood/wind-ups.

**Social Skills**

The participant can practice the skills of e.g. assertion/negotiation in dealing with high-risk situations.

**Stop and Think**

The participant may want to draw on this problem solving method as a way of creating a coping plan for 'high risk' situations.

**Cognitive Restructuring**

The participant can use techniques from the cognitive restructuring sessions or use self-talk to reduce risk.
References


Rizer website created by the Citizenship Foundation, Galleries of Justice, Lace Market, Nottingham; [www.rizer.co.uk](http://www.rizer.co.uk).


BBC News website; [www.news.bbc.co.uk](http://www.news.bbc.co.uk).

World Socialist Website; [www.wsws.org](http://www.wsws.org).
The One to One Programme – Key Sessions and Exercises

The Pre-Programme Session

The emphasis in this session may be on establishing an effective delivery style with the participant and creating an atmosphere of collaboration (p3 of the manual). Particular emphasis can usefully be placed on the exercise good points, using a delivery style that conveys a clear assumption that the offender has many good points and readily accepting the participant’s own description of them. (This links to Case Manager module 2 that addresses rights and responsibilities). Any good points that suggest skills in moral reasoning/empathy may be particularly worthy of note and reinforcement. In the big decision there is possibly some scope to widen the discussion by asking whether the background of the survivors should influence the Doctors thinking, however it may well be too early in the programme to address ethnicity (even in an implied way) and more usefully saved for a later stage in the programme. In the skills survey, item 2 may provoke some interesting discussion. If the participant expresses a prejudicial sense of their ‘rights’ this can be countered in a fairly neutral way, dependent on how extreme the expression of views is. The participant could be invited to comment on the conflict between standing up for such ‘ideals’ and remaining within the law (the law as a yardstick for collective morality), or the tutor can mark with the participant that as human beings we all have various ‘rights’ (again linkage with Case Manager module 3) and that it is a complex and interesting area for discussion that can be returned to later on in the programme (possibly linked to the moral reasoning work or problem solving process). Generally at this stage the tutor should not encourage a lengthy debate on what standing up for your rights means in practice, it is enough simply to note the offender’s perception of their skills in this area. Similarly the item ‘understanding other people’s anger’ provides a useful reference point and context for linkage and later discussion (anger of member of oppressed groups etc).
Part One

Session One

Review and Outline of Aims and Structure These should be undertaken in the usual way, possibly placing a particular emphasis on the empathy/moral reasoning and social skills components and the value of such skills in avoiding offending and leading a pro-social existence. Overt reference to apparent ‘gaps’ in these or any other skills areas would not be helpful at this stage.

Problem Checklist This may provide some information about the participant’s sense of their own identity, bearing in mind the relevance of this to racially motivated offending, as demonstrated through research (Ray, Smith and Wastell 2002, Osler and Starkey 2000). Look out for high scores on the following items; 2, 10, 15, 17, 23, 25, 33, 39, all of which relate to limited sense of the participant’s status within society (e.g. problems with finding work) or potential influence from peers. Medium to high scores against these may be worth noting and prioritising for the problem checklist discussion in Session 4.

Feeling bad got a problem can be a helpful indicator of the participant’s emotional awareness and management, lack of which may have contributed to the index offence (or to earlier offending with a racist component). This may be of particular significance if the offence was a violent act committed when the offender was in a negative mood state. This will of course be explored in more depth in the offence analysis. It is enough at this stage to note skills deficits in this area, and to stress the opportunities for further work on ‘signals’ and ‘triggers’ throughout the programme. Putting across an assumption that the participant is committed to avoiding causing further harm empowers and credits the participant and encourages collaboration with the process.

The kind of person I am can yield some information about the individual’s sense of identity. This could be a useful pointer when it comes to exploring the idea of ‘citizenship’ (e.g. via Stop and Think exercises/action plan) i.e. how the participant sees him/herself in relation to wider society.

The alternative thinking test is a useful opportunity to use names that reflect a multi racial society (‘Harj/Leroy/Leah/Sunita would like to go to the pictures.’). This implicitly models an awareness of a multi racial society as the norm. Subtlety is the key here, it is important not to overdo it!

5WH The technique could usefully be applied to one of the items mentioned above scored medium to high in the problem checklist (1). For instance problem checklist item no.2 ‘not being able to find a job’ could be explored with a particular emphasis on how unemployment influences the participant’s attitudes and behaviour (does s/he believe employment opportunities favour certain groups?* How does unemployment affect the participant’s self worth?).

*Any view expressed about this should be acknowledged by the tutor as being the participant’s current opinion - perhaps ‘reflecting with a twist’ e.g. “so at present you think that…” rather than being debated as to its accuracy.
Session Two

Problem Checklist (2)

Again there may be key items to look out for such as 42, 50, 53 (endorsement of racist offending?) 54, 60, 61 (victim/bully?), 64, 66, 74, 79 (neighbour ‘disputes’, possibly with a racist element, as a catalyst to offending?).

Offence Analysis

5WH;

WHO? - It may be helpful to encourage the participant to acknowledge the wider impact of the offence on the victim’s family and community, use open questions to gently encourage speculation on how it may feel to be part of a group/community that is regularly subjected to taunts, threats and worse due to assumptions made based on their skin colour. Any sense the participant could have that he/she is being ‘guilt tripped’ could be offset by praise for their insight.

WHERE? - Was there a territorial element to the offence?

WHEN? - This overlaps with ‘why’ (below) and is a useful way to find out what the context of the offending was. For instance was it e.g. a Saturday night/football match? Was the offence triggered by a perception that the victim had been ‘out of order’ in some way? The tutor may want to consider whether this relates to a perception of racial superiority, although it would probably be inappropriate to express this explicitly.

WHY? - This could provide a useful clue as to the participants ‘mood state’ – did their own sense of dejection/alienation/feeling of not having status influence their choice of victim – someone to scapegoat? What is it about (for instance) Saturday night/football matches that increase the risk of (racist) offending? Probe for clues to this. There may be a limited acknowledgement/awareness of racist undercurrents that influenced the offence but it is an opportunity to pick up clues that can be used in future work.

HOW? - If the offence is a violent one the participant may regret the loss of control, recognising s/he has less self-management when encountering members of other ethnic groups. Again the participant can be commended for their insight. The participant may well not be that ‘tuned in’ to the offence however, or it may not be relevant to the specifics of the offence under discussion.
Time line;

**Before:** Racist ideas that played a part in the offence, if only as a calculated or subconsciously held ‘trump card’ to play when hurling abuse, can be an important factor to note down as an antecedent to the offence. The participant can be invited to speculate on what the victim may have been thinking/feeling just before the offence.

**During:** The participant may well seek to minimise the racist element of the offence. In order to reduce the potential for this it is important that the tutor maintains a ‘light touch’ throughout the exercise in terms of delivery style. The tutor will need to stress that the process is not about blame, it is a means by which to help the participant reach their goal of avoiding further offending, something to which the tutor is also committed. It is important that the tutor is armed with facts from Crown Prosecution Papers and has read witness statements. However direct confrontation as to the facts of the matter should be avoided at all costs. It may be that the best that can be achieved is to note the perpetrator’s account but (even in brackets) acknowledge that the victim’s account differs. It is important both to avoid forcing the issue and also to avoid ignoring the voice of the victim. For now noting the discrepancy between the two accounts may be the best compromise.

**After:** The participant may describe regret at using racist actions/abuse towards the victim, or a more pragmatic regret when they realised the legal implications of their actions. Alternatively they may describe a continued sense of indignation towards the victim/Court/arresting officers. If so these views should be noted as an honest account of ‘where they are now’ in relation to the offence they have committed. The tutor can, via open questions, invite the participant to speculate on how other relevant parties may have been thinking/feeling etc after the offence but this should not be done too emphatically.

The offence analysis may throw up a wealth of information that can be noted down on the cognitive balance sheet in respect of triggers to racially motivated offending. For instance rigid/stereotyped thinking and misattribution, poor empathy and moral reasoning skills may all be especially relevant. In terms of mood states any indication that the offender was, themselves, feeling adrift and invalidated at the time may be relevant to note.

**Skills Survey**

Items that may be of particular relevance (depending on the nature of the offence) could be 5, 8, 13, and 14,15,17,18. These skill areas relate to potential conflict situations and/or emotional states/limited self esteem, known to be factors in racist offending. It may be worth finding out, during the motivational feedback, whether the skills seem to increase or decrease dependent on the situation (e.g. in what contexts are they more/less likely to manage conflict). This may (or may not) indicate reduced self-management when in contact with members of minority ethnic groups.
Session Three

Problem Checklist (3)

Significant items may be 83 (susceptibility to the ideas of others), 86 and 97 (did the participant’s racist offending emerge from attitudes within his/her family?) 89 (problems with alcohol/self management that may increase likelihood of racially motivated offending?) 99 (offending - possibly including ‘opportunist’ racist offending - as the norm), 103 (is the participant pre-disposed to scapegoat others having been unfairly treated themselves?)

Offence Analysis Two

If there is an earlier racially motivated offence or even an episode the participant can recall that did not lead to conviction (a racist incident) this would be useful to explore in session 3 following similar guidelines to the earlier offence analysis.

Significant Other

This is an opportunity to find out more about the participant’s family and friendship network and can be linked to Case Manager Module 3. Any information about the participant's parents or grandparents being part of an ethnic minority could be especially useful. For now, particularly as this can be a sensitive exercise anyway, it is enough to show a positive interest in this information (modelling); the themes do not have to be developed to any extent. A useful learning point that can be drawn from this exercise however is that most of us come from diverse backgrounds.
Session Four

Problem Checklist Discussion

The items that may be of most relevance in respect of the racially motivated offending are dotted across several of the eleven categories but may occur more prominently under 'social relationships'. When moving into discussing the theory of offending there is more scope for specific discussion to address which problem area could tie in specifically to the racist aspect of the offence. However this should not be laboured and it may not be constructive to raise it too obviously with the participant in this exercise. Some open questions may be appropriate however; e.g. ‘How do you think these items link to the offence?’ Some of this could be usefully captured in discussion around the Theory of Offending.

Levenson Scale

Items that may of particular significance in the Levenson scale are 1, 3,8,11,13,18,23. These items relate explicitly to perceptions of powerlessness, or to the perception of being treated unfairly by authority figures (with the implication that others are therefore advantaged), views that may be significant to racist offending. It is possible that the participant will have a low internal score and a higher score for powerful others, which may suggest that their offending stems from a sense of their own powerlessness. Conversely a participant whose racially motivated offending is more systematic and targeted may score highly under ‘internal’. Whatever the outcome of the scoring, this is a good opportunity to explore with the participant where they see themselves in relation to the external world. The lack of any sense of status, role, and legitimate purpose may be a contributory factor to their offending and therefore a criminogenic need that can be noted in the ‘formulation’ in session 5.
Session Five

As part of the preparation for session 5 the tutor can look back over the data and impressions gathered in sessions 1-4 with particular reference to the information that relates to the racial element of the offence, or to any racist/prejudicial attitudes that have been noted along the way. It is important that the racial element is reflected in the formulation but at the same time the participant may resist its being ‘centre stage’. A realistic aim for the tutor at this stage in the programme is for the participant to agree that certain specific words or actions occurred, as part of the offence, which led to a legitimate conviction.

Where the offence was originally charged as racially aggravated but was reduced to a basic offence (e.g. common assault rather than racially aggravated common assault) it is still important to keep the racial element in the frame. The tutor may need to use even greater skill to ensure collaboration rather than resistance. The racial element does not need to form a focus for extensive discussion in session 5, but rather as a route into defining criminogenic needs and programme goals. So for instance it may be important to note that ‘attitudes’ and ‘beliefs’ influenced the offence, but this can be noted in a matter of fact way alongside other factors such as ‘boredom’, ‘low mood’, ‘lack of work’, ‘drunk’. It is important to establish with the participant that the aim of the programme (and of the participant) is to avoid further offending and that the remaining sessions are an opportunity to work to this end.

In terms of cognitive factors, where the information gathered to date may point to a deficit, all of the factors are potentially relevant. However moral reasoning and empathy may be particularly significant. When presenting the formulation to the participant any discussion that relates to racially motivated offending may be better received if balanced by explicit acknowledgement of strengths noted in the same skill area. So, for example, empathy shown to e.g. elderly people in conscientiously completing a Community Punishment placement can be stressed as a positive indicator. The tutor can express confidence that the lack of empathy for the victim, implicit in the offence at the stage of committing it, can be and is being resolved, in that in other contexts the participant has clearly demonstrated an ability to empathise.

Decisional Balance

There is some potential for the participant to acknowledge what they ‘gained’ through committing a racially motivated offence (affirmation from peers?) but it may be too early to expect such a complex and thorough understanding of underlying motivations. It may be helpful to reflect back to the offence analysis, particularly the ‘feeling’ part of the time line as a prompt to remind the participant what they may have ‘gained’ and ‘lost’ through commission of the index offence.
Part Two

Session Six

Problem Solving

Feeling bad got a problem

This is an opportunity to gauge whether the participant’s understanding of the link between feelings and ‘problems’ has changed since the start of the programme. Limited understanding of their own mood states may increase the potential for poor self-management; in itself a factor in some racially motivated offending. The participant may now be ready to begin to think about how they are affected by the behaviour of others towards them e.g. if someone is perceived as rude or insulting towards them how does this make them feel? This may be important information for the tutor to note and re-visit through linkage when working on victim empathy. It may also throw up some clues as to whether the participant mood is especially affected by perceived insult in their contact with members of minority ethnic groups.

5WH

The tutor may want to suggest using 5WH on one of the problem checklist items that could relate to racially motivated offending. For instance item 53 ‘after a few drinks acting like a different person’ (if the offence was committed when drunk and the participant has said it was out of character) or 74 (if the offence seems to be linked to very limited social skills and a possible increased tendency to ‘scapegoat’).

Fact Finding

This may have some general value in pointing up the importance of having adequate knowledge of a topic before deciding what the best way to act is. The relevance of this to racially motivated offending need not be emphasised or even mentioned but it would be helpful for the participant and tutor to agree that the skill of asking the right questions is important so that we can get an accurate understanding of any situation.

Facts, Opinions and Guesses

This exercise contains enormous potential for addressing the distorted ideas that lie behind racially motivated offending, and for linkage throughout the remainder of the programme. The choice of photograph is important, a photograph that implies one thing but in fact records another is a good vehicle by which to gently ‘jolt’ the participant’s thinking and pave the way for discussion around assumptions, distortions, misinformation masquerading as fact and informing our choices. There is no need to labour the point; it can be referred to time and again via linkage later on in the programme. The important point for the participant to grasp at this stage is that it is vital to test the quality of the information received. It may be helpful to mention a positive fact about a minority group that flies in the face of a common myth, in order to illustrate the point, or how an incorrect understanding of ‘fact’ may influence
our beliefs. For instance in a recent Mori poll the British public estimated that 23% of all asylum seekers come to Britain, whereas the reality is 2.8%. * If the tutor mentions this it may be worth asking the participant why s/he thinks the general public have over estimated this figure (misleading impressions via the media etc?).

*Source; News:Press Myths published by the Refugee Council; July 2004 www.refugeecouncil.org.uk
Session Seven

Problem-solving

Brainstorming/Wordstorming

When it comes to ‘variation’ the tutor can reflect diversity in their choices e.g. Ghandi, Nelson Mandela, Mohammad Ali (see appendix). This may be an opportunity to briefly inform the participant of key facts about that person - probably from a very different culture and society to their own - and discuss how these figures would advise the participant to tackle their problem. Alternatively a contemporary hero such as Amir Khan or Kelly Holmes.

This exercise is sometimes misunderstood and it is important that the famous person/s is put in the position of advising the participant how they (the participant) could go about resolving the problem. So for instance Ghandi might say to the participant ‘stay strong and look at how you can achieve your goal in a peaceful way’, Kelly Holmes might say ‘don’t give up, stay positive, keep practising, and don’t let obstacles get in your way’.

Options and Consequences

This may be a good opportunity to focus explicitly on the choice points that led either to the offence or (dependent on the nature of the offence) to the racist element of the offence. When thinking about consequences it may be helpful to invite the participant to think about what the consequences would have been, not just for themselves, but for the victim, had the participant desisted from offending against them. The participant may by now be ready to consider briefly the impact of ‘repeat’ racist offending on the (minority ethnic) community to which the victim belongs. There may be some scope for linkage back to session 6 - was the participant influenced by beliefs or ideas s/he is now starting to rethink? Had they established ‘the facts’ before acting? The exercise should be delivered in a positive way with emphasis and appropriate praise around the participant’s developing insights.

Goal Ladder

If the participant has stated a commitment to avoiding further offending it can be helpful, within this, for the tutor to ‘credit’ the participant with an implicit commitment to avoiding causing further harm to black/minority ethnic individuals. The tutor can suggest that this can be reflected in the goal ladder. Whilst it may be helpful to encourage the participant to reflect this as part of their goal setting it is important not to force the issue as their defined goal may be more specific (e.g. find employment, stop taking drugs)
Session Eight
Cognitive Re-structuring

Session 8 is full of opportunities to work constructively with racially motivated offending. One former participant who had been convicted of a racially aggravated offence has reported that work on his offence in this session was a turning point in his understanding of the victim perspective (see Case Study in appendix).

Aaron Beck (1999) comments on the potential for thinking errors when we have a negative bias towards a particular person or group, which may be based on a negative racial or ethnic stereotype. He notes the earlier work of Rokeach (1960), which indicates that people who score highly on ethnic prejudice tests show rigidity in the way they solve problems and have concrete thinking. They have a narrow understanding of subjects of importance to them, make swift judgements and recall significant happenings in a negative way. All of these ‘thinking errors’ can potentially be addressed via cognitive restructuring.

Reasons, Rationalisations and Excuses

It would be useful as part of this exercise to gain acknowledgement that beliefs, distorted or otherwise, enable individuals to ‘justify’ their offending (to themselves or others). This is a useful opportunity for linkage back to ‘facts opinions and guesses’; an opportunity for the participant to acknowledge that beliefs can emerge from a distorted understanding of the facts. In respect of the ‘neutralisations’ used to ‘justify’ offending, ‘denial of victim’ may be particularly relevant. It may be important however not to labour the point. It could possibly be illustrated through reference to a distorted/negative perception relating to a minority group, but in order to avoid resistance, probably not the minority group to which the victim belongs. The participant can then make the link in his or her own mind.

Replacement Thoughts

The starting point for this exercise is the offence analysis. The offence analysis may have captured some of the dysfunctional thinking relating to the victim that informed the offence. It is important not to over emphasise these particular dysfunctional thoughts as it could make the participant defensive, which would be counterproductive to the aim of the exercise. Therefore it could be best to mention them (with reference to the offence analysis) alongside mention of other dysfunctional thoughts that played a part in the offence. Hopefully the participant will be able to suggest replacement thoughts that reflect their learning so far and their changing perspective. Any replacement thoughts that reveal an insight into the earlier flawed thinking can then be warmly commended and reinforced by the tutor.

If the participant has been completing their trigger thoughts diary with reference to interactions with e.g. black and minority ethnic people (see later section on Action Plans), and realises that someone’s ethnicity can in itself act as a trigger, this can be reflected in the exercise. Likewise if the participant has recorded any positive contact with people from minority ethnic groups in
their good things diary this may inform the ‘replacement thoughts’ i.e. what were the thoughts that influenced their positive contact with black and minority ethnic people?

**Cognitive Restructuring**

Many of the techniques contained within Cognitive Restructuring are useful in working with the racist attitudes that contributed to the offence.

**Challenging**

*Rational disputing* can be applied but as earlier it may be best to avoid confronting directly the distorted negative (racist) thought/s that contributed to the offence. The following process may be the best way to encourage the participant to review some of their more rigid thinking in respect of racist beliefs;

Begin by establishing with the participant a shared understanding of what the word ‘stereotype’ means. Alternatively ‘label’ or ‘pigeonhole’ may be easier and more familiar words to work with. Acknowledge that we are all prone to stereotype either positively or negatively (perhaps offer a fairly innocuous example of a way in which you used to stereotype a particular ‘group’). From there ask the participant to describe situations in which they have been stereotyped in a *negative* way. Ask them briefly to identify who may be stereotyping them in this way; media? general public? Encourage the participant to outline how/why this is an unfair, inaccurate and misleading judgement. Spend a moment empathising with the problems negative stereotyping has caused for them. Then, referring back to the earlier acknowledgement that we can all stereotype in a negative way if we are not careful, ask them to identify who they think they stereotype/have stereotyped, and in what ways.

This approach is very similar to that in Case Manager Module 1 which may have taken place prior to the core programme. The participant may by now be comfortable about acknowledging and even illustrating his or her own tendency to stereotype.

The obvious intended outcome of using *rational disputing* in this way is for the participant to identify that they have stereotyped members of racial/ethnic groups other then their own and, if they are able to, begin to explore in what ways. The participant can then be invited to acknowledge that this process may have been at work prior to and during their offence/s. However if this doesn’t happen it may be worth prompting the participant by asking them if they think they have on occasion stereotyped in a negative way members of a minority ethnic group. If they persist in saying that they don’t it is better to ‘roll with resistance’ rather than engage in debate about it. However it is a useful indicator for the tutor as to where a continued deficit may lie and worth revisiting at a later stage if cognitive restructuring is used as an ‘optional element’, possibly using the technique of ‘exaggeration’ (see below) on the next occasion. In addition there will be opportunities later on in the programme, via linkage, to refer more explicitly to racism and to seek the participant’s agreement as to the irrational nature of racist beliefs.
Ask for evidence can be applied to a distorted or negative thought relating to a minority group, or a member of a minority group. However it should be used with some caution as it could otherwise seem confrontational to the participant and thus lose its value in terms of learning. It may be better to focus on another distorted negative thought and then invite the participant to acknowledge that such distortions (sometimes reinforced via the media, peers, family, education) can be applied in many contexts, including our views and beliefs relating to minority groups.

Hypothesis testing may have less obvious potential, depending on the nature and pattern of the individual's offending. If however the offence was driven by a belief that, due to a perceived characteristic of the victim relating to their racial origins (e.g. ‘there’s no point in trying to reason with them, they’re all lazy/tight-fisted/aggressive/drunkards’), then it could be appropriate to apply this technique. It could work well after using the ‘rational disputing’ or ‘ask for evidence’ technique, as either of these could pave the way for the participant contributing fully to the aim of ‘hypothesis testing’. If however the participant has struggled with either of these it may be best not to embark on ‘hypothesis testing’ as it could provoke an unhelpful degree of resistance.

Exaggeration should be applied to racist ideas with some caution as the participant could react with discomfort to the obvious absurdity of believing that all individuals of a particular ethnic group behave in the same way, and perceive that the tutor is in some way ridiculing or being sarcastic. However as many racist ideas are driven by negative generalised stereotypes it can be a relevant technique to apply and is very similar in process to ‘rational disputing’. A good route into the technique could be to ask the participant initially to describe some sweeping negative stereotypes that relate to a group to which they belong e.g. ‘all young people are wasters’ ‘all offenders are violent’ ‘all people on benefit are lazy skivers’, negative stereotypes to which the participant can relate personally and with which they disagree. This can then lead into asking the participant to describe some negative stereotypes relating to minority groups that they have heard of (rather than that they believe themselves) and then inviting the participant jointly to acknowledge and denounce such ideas, through exposing their obvious lack of logic. A trap the tutor needs to avoid in this process is inadvertent ‘collusion’ through engaging in debate about whether there is some truth in the stereotype. The emphasis throughout should be on whether all members of a particular group behave in the same way. As such to discuss whether some do is probably an unhelpful and counterproductive sidetrack. Relevant linkage to this technique may be ‘facts, opinions and guesses’ and Case Manager module 1.

An alternative way to use the technique of ‘exaggeration’ could be used if the participant ‘objects’ to overt signs and symbols of religious belief such as someone wearing a turban, an orthodox Jew, or a Muslim woman in traditional dress. This could be explored from a starting point of ‘so you think we should all wear a uniform every day and have no choice in the matter’ and from there explore the idea of no-one being allowed to reflect any choice or any aspect of themselves in the way that they dress. The participant is unlikely to agree with the above ‘exaggerated’ idea, and so this provides a way forward. Do they object to nuns and vicars wearing habits/cassocks? How is this different? As
ever it is important that this technique is applied in a warm, good humoured and non-confrontational way to minimise any potential for resistance.

3 Column System: 1.

This exercise can be delivered from a starting point that all of us can misunderstand the motives/behaviour of others. Beck (1999) comments that we tend to think in categories and as a consequence our thinking is over simplified and thus distorted. Beck suggests that individuals often differentiate between ‘in groups’ and ‘out groups’ to boost their own sense of identity. Members of groups then tend to attribute positive characteristics to themselves and therefore, when there is a problem, the tendency is to attribute it to the ‘out’ group.

This may be a hard idea to reflect via this technique without creating confusion. Nonetheless an important aim may be for the tutor to seek agreement from the participant that we are more likely to view the behaviour and actions of others in a negative way (thinking error - *misattribution*) if we consider them to be ‘different’ from us and therefore implicitly part of the ‘out’ group. Therefore, to override this, ‘effortful’ thinking is required. Part of the effortful thinking may be around what our sense of ‘otherness’ is based on. For instance someone may be of a different racial/ethnic origin to the participant, or have different religious practices, but be the same age or height, support the same football team, watch the same programmes on TV, have the same size family, read the same newspaper etc (link to Case Manager module one).

Possible examples to use are as below;

<table>
<thead>
<tr>
<th>Trigger Situation</th>
<th>Automatic Thought</th>
<th>Thinking Error</th>
</tr>
</thead>
<tbody>
<tr>
<td>A black man is chatting up someone the</td>
<td>He’s stepping on my territory, he’s got no right and I’m going to react</td>
<td>Egocentricism</td>
</tr>
<tr>
<td>participant fancies</td>
<td></td>
<td></td>
</tr>
<tr>
<td>An asylum seeker is offered council housing</td>
<td>They’re taking all our housing and it’s white people who are discriminated against</td>
<td>Misattribution</td>
</tr>
<tr>
<td></td>
<td></td>
<td>(See appendix for facts on asylum seekers and housing)</td>
</tr>
</tbody>
</table>

**Re-defining**

**Re-framing**

This technique can be discussed with reference to negative perceptions the participant may have as to the behaviour of individuals, or groups of people, who are members of minority ethnic groups. So for instance if they comment, in relation to an individual or group, that ‘they are always looking for a fight’ this can be reframed as an opportunity to both use self control techniques and apply effortful thinking in order to defuse the situation and buy themselves some time to gain a clearer understanding of what is actually happening. Linkage to ‘facts opinions and guesses’ and ‘replacement thoughts’ could be
useful. (Perhaps this technique could be worked on after the three-column system or rational disputing).

3 Column System: 2

A trigger situation such as ‘someone looked at me’ can become even more of a trigger if the person doing the ‘looking’ is a member of an ‘out’ group (as defined by Beck see above). There is greater potential for the would-be perpetrator to see the actions of the other person as provocative if they already have a hostile/negative view of members of the ‘out’ group to which they believe the other person belongs.

This technique can enable the participant to see the situation from the perspective of an objective outsider. The actions of the third party, which are potentially triggering a hostile response from the participant, are viewed neutrally by the observer and therefore not seen in the context of racial stereotype. Examples are:

<table>
<thead>
<tr>
<th>Trigger Situation</th>
<th>Own version of thinking</th>
<th>AN Other’s version of event</th>
</tr>
</thead>
<tbody>
<tr>
<td>Someone looks down and does not make eye contact when being spoken to.</td>
<td>‘That bloke won’t look me in the eye; he’s shifty and it’s starting to wind me up’</td>
<td>Neighbour</td>
</tr>
<tr>
<td></td>
<td></td>
<td>He is looking down when being spoken to, to show his respect.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>*Common to e.g. some African cultures</td>
</tr>
<tr>
<td>You go to see a Doctor and are refused the medication you think you need. He is not your usual Doctor.</td>
<td>‘He is just trying to aggravate me; besides which who does he think he is – he looks foreign to me and he’s got a funny accent. I’m going to tell him what I think of him and his sort’.</td>
<td>Receptionist at Dr’s surgery</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Dr Ahmed works really hard for his patients. He sometimes has to turn down requests for medication when he knows that too much of it will harm the patient. He is acting within his professional ethics as a Doctor.</td>
</tr>
<tr>
<td>You have just been turned down for a Community Care Grant that you feel strongly you deserve. You go to the benefits office to protest. Standing in front of you in the queue is a man whose appearance leads you to believe he is an ‘asylum seeker’.</td>
<td>He looks like an ‘illegal’ to me and here he is standing in the dole queue claiming benefit. That’s why there’s no money left for a community care grant for me. It just does my head in and I’m going to give him a piece of my mind.</td>
<td>Benefits Agency Worker</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Community Care Grants and Income Support come out of completely different budgets. His life was at risk in his country of origin. His asylum has been granted and he’s trying to find work. He’s prepared to do the sort of job most of us wouldn’t get out of bed for. He’s living in a flat no one else wanted. He’s just trying to survive and let’s face it, wouldn’t we all?</td>
</tr>
</tbody>
</table>
Depending on how responsive the participant has been to these ideas, now may be a good opportunity to talk about how prejudice can surface when we are feeling frustrated, under pressure, or when we don’t have the full facts (linkage back to facts, opinions, and guesses). We make assumptions and so misunderstand what is happening and react accordingly. Therefore, in terms of avoiding offending, it could be helpful to safeguard against automatic thoughts that may reflect our prejudices, and work towards ‘effortful’ thinking that is informed and open-minded.

De-centering

This can be applied in a number of contexts; it doesn’t have to explicitly address racist thinking but the participant could be encouraged, at the end of the exercise, to identify situations in which other perspectives could be better understood if they were viewed without a racist interpretation. If the tutor thinks it is appropriate, de-centering can be used to explore situations and conflicts relating directly to members of minority ethnic groups. For instance the difficult choices faced by someone who knows they may be killed if they remain in their own country but are unwelcome anywhere else.

Re-attribution

Research indicates that where an individual lacks a sense of their own identity the potential for them to blame other/s for their misfortune is greater. Thus they can avoid exploring how they may have contributed to the situation they are in (e.g. Ray, Smith and Wastell 2002). An example of how this can tie in with racist ideas is if unemployment/lack of accommodation is blamed on an influx of ‘immigrants’, whereas the reality is that the participant has not made concerted efforts to gain either. The obvious warning with this type of example is to tread carefully, as otherwise the tutor may be perceived as critical and accusing, prompting a defensive response and disengagement. The participant may have a strong attachment to the idea that their situation is ‘out of their hands’. This may in fact be a rationalisation for not doing anything about it, which in itself may well relate to underlying fears of failure and doubts about their own competence and worth. Now is not the time to explore such possibilities, however the tutor should bear them in mind and be careful not to over stress the point.

The idea of re-attribution (and misattribution) may be more readily understood if framed initially in more general terms (i.e. that we can all be tempted to place responsibility away from ourselves). The participant can then be encouraged to identify who may be an easy target for blame if things don’t go our way. If the participant does not identify people from ethnic minorities as easy targets this possibility could be introduced for discussion. It would help if the tutor were armed with some facts to dispel any myths (e.g. figures re housing allocation, knowledge of amount of jobs currently available locally etc).

This technique could be suitable for someone who has scored high on the Levenson scale under ‘powerful others’.
Control

Thought-stopping

This technique may be of value depending on how much awareness the participant has. For instance, if they are able to recognise a persistent tendency to have negative irrational thoughts about people from a particular minority group, and crucially if they are motivated and concerned to ‘break the habit’, then thought stopping may be a useful technique.

Control Imagery

This technique can be applied with particular reference to situations in which someone from a minority ethnic group is in some way part of the scenario. An example could be a doorman who is from a minority ethnic group refusing the participant entry to a nightclub because they are dressed inappropriately, or someone from a minority ethnic group chatting up the participant’s partner. The emphasis should not be to debate whether or not the doorman or whoever is acting unreasonably (which of course it is possible they may be), but how the participant could deal with the situation appropriately, regardless of provocation, and without recourse to racist behaviour/language. This links forward to social skills (session 9) and could be an example for a ‘scenario’ to work on in that session.

Coping Plans

These could be a useful way to encapsulate some of the above; reflecting on and noting what skills the participant plans to draw on, in order to avoid loss of control in situations with a racial ‘element’ to them.
Session Nine

Social Skills

In introducing the concept of social skills, and noting how they can help in avoiding re-offending, the tutor can invite agreement from the participant as to the undesirability of racist abuse as a way of communicating. Racist language can often precede or accompany racist actions that place the victim at risk of physical harm. The tutor may prefer to mark this in more general terms, particularly with a participant who is adamant they would not themselves offend in a way that leads to physical harm to the victim.

Improving their social skills, and their confidence in handling social situations, may ‘protect’ the participant (and hence their potential victims) from resorting to racist abuse as a way of insulting or intimidating the other person. This can be introduced as one of the general benefits of improving social skills.

In using any of the three elements, it is best to *imply* rather than use racist language when modelling a ‘bad’ performance. This can be established with the participant beforehand. This is a good opportunity to ask the participant to note the body language, voice tone etc of the tutor when the tutor is modelling a bad performance. Hopefully the participant’s feedback will be that it was hostile, intimidating and so on. This feedback can be referred back to in discussing victim empathy at later stages of the programme (session 12 formulation; credit for developing empathy into victim perspective). In the meantime the participant can be given due praise for their insights, hopefully increasing their commitment to the process. They can be encouraged through open questions to comment on the probable impact of such abuse on the victim, and possibly on the victim’s family and wider community.

Prior to the session it would be worth looking at the offence analyses to consider whether social skills deficits played a specific part in the racial aspect of the index offence. For instance a tense exchange with someone from a minority ethnic group that eventually erupted into the participant using racist language. This situation may have been avoided if the participant had - and was confident in the use of - good social skills, in order to deal with the situation without offending.

Social Skills Training Option One

Depending on their level of awareness the participant may be able to recognise that their use of racist language was an external cue that ‘something was wrong’ (linkage back to ‘feeling bad got a problem’). The tutor can ask the participant to comment on what the consequences were for him/her and for others, primarily the victim.

After the ‘bad performance’, ask them to describe how the situation could be dealt with in a different way that does not entail racist behaviour. The participant can usefully be reminded at this juncture of any social skills they have demonstrated in other contexts. Then replay the situation with the participant using social skills to deal with the situation without recourse to racist language (see OTO manual 2002 version p197).
Assertion Option Two

This skill is particularly significant to conflict situations. Therefore it may be especially relevant to avoiding racist offending, in that the participant’s attitudes and beliefs could increase the potential for hostility in their dealings with black and minority ethnic individuals. Again as with Social Skills training (Option One) the tutor may choose to model a ‘bad performance’ without actually using racist words, but can convey the force of the exchange through body language etc.

It may be that the participant describes a situation in which a black or minority ethnic person has behaved unreasonably towards them. The tutor should not be sidetracked into a debate about who was in the ‘wrong’ but rather focus on the participant learning to avoid racist behaviour regardless of the degree of provocation.

Negotiation Option Three

Again the focus for this exercise is about learning to deal with conflict situations responsibly. This may be particularly hard for someone who brings to their contact with black and minority ethnic individuals an assumption, conscious or otherwise, of their own superiority on the grounds of colour.

The tutor may want to canvas with the participant situations in which they are likely to come into contact with black and minority ethnic people. From there think about which of these situations could be a ‘trigger’ to offending (linkage to ‘triggers and signals’).

The tutor may want to suggest that the participant practises social skills by constructing an imaginary scenario. For instance the participant could practice using their social skills through acting as a fictitious representative of the Gypsy council in a discussion with a member of the local council on the subject of illegal sites (for relevant information see appendix), or as chair of a meeting between a representative of the Gypsy/travelling community and a local resident objecting to a nearby site.
Session Ten
Self Management

Research indicates that much racially motivated offending is committed by individuals who feel alienated and who lack a positive sense of their own identity (see above). If they feel like this they are probably more likely to have mood states, feelings and thinking patterns that contribute to poor self-management. An important outcome from this session is for the participant to understand the value of the techniques for them. Improved self-management is an important tool in reducing the risk of further racially motivated offending.

Feelings Thermometer

The link does not need to be made explicit throughout the session, as improved self-management will in any event contribute to reduced risk. However where appropriate the tutor can remind the participant of some of the situations addressed in the social skills session, or unearthed via cognitive restructuring, which may be triggers to racially motivated offending. So, for instance being refused a drink after last orders by a bartender who is from a minority ethnic group could be a trigger that leads to arousal and an increased potential for racially motivated offending. Where the participant acknowledges the increased potential there is scope to ask them where they think that stems from (i.e. origins and implications of subconscious/conscious belief in white superiority). This may link with cognitive re-structuring.

Coping Self Statements

Again the focus of this exercise is for the participant to create statements that will help them in various situations that could lead to offending. However s/he can be encouraged by the tutor to include coping self-statements that reflect some of their learning from the programme, specific to racially motivated offending, for instance;

- He may be winding me up but no one deserves to be picked on for their skin colour
- This is doing my head in but maybe I don’t understand what s/he has to deal with

It may be important not to ‘push’ too hard for these sorts of statements as if they are not owned fully by the participant they will be of limited value to them.

Rewarding Self Talk

Again the participant can be encouraged to devise examples that reflect their commitment to avoiding further racist offending. For instance if they have had a potentially ‘tricky’ interaction with someone from a minority ethnic group without recourse to racism the following examples could be appropriate;

- Nice one, you dealt with that without using unfair insults.
- I may not like the way she just spoke to me but I didn’t use it as an excuse to be racist towards her.
Session Eleven
Attitudes and Values (Moral Reasoning)

This is an important and probably fairly challenging session for the participant to undertake. Depending on how they view their offending, they may already be very conscious of the stigma associated with such an offence and so focusing on the feelings of the victim may be discomfiting for them. The participant could react to his or her own discomfort by resisting the content of the session. With this in mind it is particularly important that the tutor delivers the session in a non-confrontational, motivational way and encourages and credits the participant for appropriate contributions.

Another possibility is that, depending on their level of awareness and commitment to the process, the participant may continue to harbour racist beliefs that inhibit their willingness and/or ability to understand the victim perspective. This too could provoke a resistant response. Either way it seems critical that the tutor maintains a relaxed, affirmative approach and does not probe too deeply for contributions that the participant may not yet be ready to make.

A useful and positive starting point, when introducing the rationale for the session, is to remind the participant of any positive self-assessment reflected in ‘the kind of person I am’ or elsewhere, and any examples of empathy or altruism that have emerged during the programme so far. As part of this the tutor can express (within realistic limits) their confidence in the participant’s ability to participate well in exploring the victim perspective.

In ‘checking for examples’ (OTO manual 2002 version p235) the tutor may want to be particularly responsive to the participant’s experience of their point of view and/or feelings being ignored. This may be a very real experience for them and play a part in their scapegoating others.

The Masked Intruder

One of the ‘twists’ that could usefully be added to this dilemma is as below;

“X’ (victim of burglary) recalls that when he and his family first moved to the area he was told by someone else that ‘Y’ had made abusive comments about his family and their culture. Should this make any difference to the way ‘X’ treats ‘Y’?’ (This also links to ‘facts opinions and guesses’)

Self as Victim

As stated in the OTO manual (2002 version p240) ‘there is no need to draw explicit lessons from this exercise’. An exploration of the participant’s own experience of being a victim can generate increased empathy for the victim/s of their offending, without the point having to be made directly. The tutor may want to suggest, in introducing the exercise, that the participant think back to an experience of being picked on/insulted in some way, as opposed to an offence that was random (e.g. the participant’s car being stolen by a stranger who did not know anything about the participant). Therefore the example to be worked on may not have led to a prosecution; for instance name-calling or
personal insults that the participant did not alert the authorities to, or which the authorities did not take seriously. Another example may be when they were victim of an unprovoked physical assault. As ever the tutor should encourage the participant away from exploring experiences of serious abuse. Exploring the impact of ‘occasional’ bullying may however be appropriate, as long as it was not part of a pattern of victimisation that has greatly traumatised the participant. The tutor may by now know the participant well enough to have a couple of suggestions for possible experiences to work on, based on earlier information shared during the course of the programme.

As part of the summary at the end of the exercise the tutor will invite comments and queries as a matter of course and within this the participant may volunteer that it has helped them to think about the impact of their offending on the victim/s.

Making Amends

Alternatively the tutor/participant may opt for the second exercise; ‘Making Amends’.

As part of the preparation for this exercise the tutor refers back to the skills survey, in particular item two ‘saying sorry’. This may be a useful opportunity, regardless of the score for this item, to explore with the participant in what circumstances it is easier/harder to say sorry. If we know we have upset a family member is it easier to understand how we have hurt them and apologise than to someone we don’t think we have any real connection with? A useful outcome of the brief discussion could be to mark that we can have different levels of understanding and concern dependent on how well we relate to, or how much we value, the person we have upset.

In delivering this exercise the tutor may usefully remind the participant of any earlier insights, expressions of regret/empathy or developing awareness that have been evidenced during the course of the programme so far. This may help the participant in formulating an apology that reflects (and thus reinforces) the particular impact of racially aggravated offending. In addition it may offset any fear on the part of the participant that they are being ‘put on the spot’.

Even if the apology reveals limited empathy or awareness the participant’s cooperation with the exercise has symbolic value and is an important gesture. It would be counterproductive and probably unfair to try to steer the participant towards a fuller apology than s/he is currently able to make. Any deficits are however a useful pointer for the tutor in terms of which elements to focus on in Part Three.

Role Rotation

An ‘incidental’ reference within the role rotation that suggests the ‘victim’ may be from a minority ethnic group (e.g. ‘I was on my way to the temple’) may be worth introducing when the tutor is in the role of ‘victim’ (neighbour one). Alternatively another way of introducing this possibility is when allotting names to ‘neighbour one’ and ‘neighbour two’ the tutor can suggest a name for
‘neighbour one’ that implies they may be from a minority ethnic group. The emphasis here should however be on subtlety. The participant is having to cope with role rotation for the first time. Any sense of it being a vehicle through which the tutor is labouring a point is likely to provoke resistance and potentially jeopardise the broader learning point. There is plenty of scope for further learning via role rotation later on in the programme.
Session Twelve

One of the positive outcomes of Part Three may be for the participant to have a clearer understanding of the ways in which their racially motivated offending has impacted on the victim/s. In reflecting back on the formulation from Session 5 the participant may now be able to recognise more explicitly the racist element to their offending and have an increased understanding of its significance. If so, this can be flagged up positively as a ‘strength’ and, whilst it remains a risk factor relevant to the offence and possibly to future offending, the increased awareness should be acknowledged as a factor that has reduced the risk.

In contributing to the formulation the participant may now be better able to define for themselves their problems. They can be reminded of the various skills worked on in Part Two that may be assisting them in this respect. The tutor may particularly want to reflect in the formulation any problems that could be indirectly related to the risk of further racist offending. For instance any indicators that the participant lacks a positive sense of their own identity and heritage, or lacks a sense of place and purpose (factors research indicates are associated with racially motivated offending), should be acknowledged and noted as an area for work in Part Three and beyond. These ‘problems’ can then be reflected in the Goal Setting for Part Three; their possible relationship to a reduced risk of racist offending need not be made explicit as they are valid goals to aim for in any circumstances.

Decisional Balance

This is a useful opportunity to gauge whether the participant now has a fuller understanding of the motivations behind their offending. They may now be better placed to demonstrate through the decisional balance increased victim empathy and to reflect this under ‘bad things about going on offending’. They may be able to acknowledge under this heading the gradual ongoing impact to victims and their communities of racist abuse and attacks. Equally they could have a greater understanding of what underlying ‘gains’ they had from committing this type of offence such as affirmation from peers, gratification through a sense of relative ‘power’ in relation to the victim as expressed through the offence, etc.
Part Three

The structure of Part Three differs significantly from Part One and Part Two in that each session contains the same basic elements;

- Stop and Think
- Role Rotation
- Optional Element

The focus of the guidelines relating to Part Three will therefore be;

- Which optional elements to choose (all of them are potentially valuable)
- How to adapt the role rotation to draw out the learning points most effectively
- How Stop and Think can be applied to problems relevant to avoiding racially motivated offending.

Which Optional Element?

To some extent the choice of optional elements will be influenced, as always, by the offending history and related skills deficits, as well as by the progress the participant has made so far.

Research (e.g. Ray Smith and Wastell 2002) indicates that racially motivated offenders typically see themselves as not being ‘stakeholders’ in society; they are unsure of their place and purpose and can resent the more overt expressions of community and culture they see within minority ethnic communities. Such attitudes may have been reflected in the Levenson Scale (high score for powerful others/low score for internal) or in the problem checklist. To incorporate elements of ‘citizenship’ into programme delivery, in particular in Part Three, may enable the participant to gain an increased sense of being part of the community and as being capable of making a valid and pro-social contribution. This can be achieved through the choice of problems in Stop and Think and through modifying the role rotations and the moral reasoning dilemmas. Bearing this in mind, moral reasoning could be a useful and relevant optional element to include.

Moral Reasoning (Values Education)

As with all moral dilemmas, the aim in using the ‘modified’ dilemmas is to stimulate thoughtful discussion on relevant perspectives. Participants should not be expected to provide the ‘right’ answer and tutors should not feel under pressure to elicit that outcome. Nonetheless, as with all moral dilemmas, mature reflection and pro-social ideas can be affirmed, and alternative perspectives encouraged where the participant has made irrational, anti-social or prejudiced observations. Some of the ‘modified’ moral dilemmas do not have any direct relationship to racism, but embrace the concept of citizenship. For modified dilemmas see appendix.
Cognitive Restructuring

This may offer the greatest scope for tackling the distorted thinking that underpins racism. The range of techniques allows the tutor some creative freedom to tailor the exercise to suit the participant’s criminogenic needs.

Social Skills

If this optional element is pursued the tutor may want to devise (possibly with the participant) scenarios that reflect situations where they may encounter people from other ethnic groups. It may be particularly helpful to rehearse situations where there is potential conflict with an authority figure (such as a Police Officer, manager or benefits agency worker) as these scenarios may be a catalyst for racist abuse. Alternatively, depending on their stage of learning, the participant could rehearse situations where they have to respond effectively to racist views expressed to them, e.g. responding to a peer who is using racist language in discussion about a footballer, or who is making insulting comments about a black newsreader. As suggested earlier the participant could be encouraged to use e.g. the skill of negotiation in a role play ‘discussion’ between a local settled resident and a member of the Gypsy/travelling community (see appendix for information on legislation affecting the Gypsy and travelling community). Alternatively they could practice assertion through e.g. putting forward an argument, to a ‘sceptical audience’ for the right of orthodox Jews to dress in a way that reflects their beliefs.

Self-Management

Self-Management may be especially valuable with someone who has a history of violent offending. Depending on the participant’s level of awareness there is scope to introduce into the ‘temperature cards’ situations with a racial aspect (e.g. a conversation with someone from a minority ethnic group) to which the participant has previously responded with aggression. The tutor should ensure however that the participant understands that an annoyed and aggressive response to someone’s perceived racial/ethnic origins is always unwarranted, lest the exercise inadvertently implies that annoyance in these situations can sometimes be a valid response. So the focus would be that developing self-management techniques to protect other people from aggressive racist abuse is part of a wider aim of reviewing the racist attitudes that influenced such responses in the first place.

Stop and Think

As usual Stop and Think can be used to address problems that the participant brings to the session or drawn from the problem checklist etc. The tutor may however want to encourage the participant to look at problems that broadly relate to citizenship. For instance; problems that entail contact with external authorities (council, housing association, employment agencies, environmental health, local MP) as part of their solution. This may in addition key into skills rehearsal for that session (e.g. Social Skills optional element), depending on which optional elements are being pursued.
There could be some value in using hypothetical problems that the participant may experience at some point, the solutions to which reflect citizenship (as above). These could include addressing problems that entail the participant being an advocate for someone else, or on behalf of members of the public. For instance trying to help an elderly relative with limited mobility (which could mean finding out about benefit entitlement and trying to get a carer via the health services) or noticing an uneven pavement that places pedestrians at risk (likely to entail contact with the council).

Alternatively, depending on whether the participant is ready to address their racist thinking is such a concrete way, Stop and Think can be applied directly to the problem of racism. Hence bad feelings may for instance include ‘anger’ ‘hostility’ ‘annoyance’ ‘aggression’ (towards members of minority ethnic groups). What is my problem may lead to the problem being defined as a negative bias towards e.g. a black or Asian person, which generates ‘bad feelings’ within the participant and towards that person. What do I want could include a goal of using ‘effortful’ thinking to combat racist beliefs. What are my options could include the participant opting to look at situations/people in a more objective way. What is my plan may entail referring back to key exercises (e.g. facts opinions guesses, self management, cognitive restructuring) that could enable the participant to maintain changed thinking and behaviour in their contact with e.g. black or Asian people. This goal could then be reflected in the action plan.

The above is a fairly complex use of Stop and Think. The tutor would need to be confident that the participant is able to understand the use of Stop and Think is this context, and that the participant has sufficient awareness and commitment at this stage not to ‘resist’ addressing their racist attitudes in such an ‘upfront’ way.

Suggested Adaptations of Current Role Rotations

In consultation with the Treatment Manager/Case Manager the tutor may want to pick and choose which adapted role rotations are likely to be most effective with their participant. Alternative role rotations are in the appendix. Below are suggestions as to how the existing role rotations can be adapted to best suit the needs of a racially motivated offender. The tutor may however prefer to substitute some of them with alternative role rotations.
Role Rotations

Session Thirteen

Partners

Particularly as the participant is still getting used to role rotation the tutor may want to leave this scenario as it is.

Session Fourteen

Diner and Smoker

Again the role rotation can be delivered as it stands. However it may be an important role rotation to include. A useful discussion stemming from it would be to ask how the degree of annoyance (either in the role of diner or smoker) would increase/diminish dependent on one person’s assumptions about the other. For instance would the diner be more likely to act in a tolerant way to the smoker (or vice versa) if the smoker was bigger/smaller, older/younger, seemed very wealthy, was famous? The obvious learning point in this discussion is that our perceptions and reactions to others - whatever their perceived ‘wrongdoing’ - are affected by how we see them in relation to ourselves, and how much relative power we think we have in the given situation. In order to achieve this understanding the tutor may want to steer the discussion towards a more general consideration of disagreements in public places. The significance of this to racially motivated offending need not be emphasised but the tutor may want to ask the participant how the discussion links to racially motivated offending. There is probably no value in pressing the point if they don’t recognise the link.
Session Fifteen

Football

Police Officer

You are a Police Officer on duty at a football match. The visiting team have a reputation for being troublemakers and for racist chanting. You would rather not be here. You believe you and your colleagues are at some risk yourselves and you would prefer to be back out in the community responding to other sorts of crime rather than waiting for violence and racist abuse to occur.

Fan

You are a fan of the visiting team. There is a lot of bad feeling between you and the fans of the other club. You don’t see a problem with hurling abuse at them and their players. If that means racist abuse so what? Footballers always get grief from rival supporters. That’s just the way it goes at matches.

Parent

You have brought your eight-year old daughter to watch the football match. You have heard that the visiting fans have a reputation and you are anxious about crowd trouble and about you or your child being the target of, or overhearing, racist abuse. You are not sure how to protect her. But she has been looking forward to the match; lots of kids from the same class are going. You don’t see why you should be prevented from taking your kid to watch your home team play.

Tutor note:

*Useful discussion to have ‘in passing’ following this role rotation may be reference to the ‘kick racism out of football’ campaign (see appendix).*
Session Sixteen

Police Officer and Suspect

Police Officer

You find a suspect in an alley next to a broken window and accuse him/her of having committed or attempted to commit a burglary

Suspect

You deny the offence and object strongly to going to the police station for further questioning or to being arrested. You think that the Police are racist towards you because you have often been stopped for no good reason.

Or

Police Officer

You find a suspect in an alley next to a broken window and accuse him of having committed or attempted to commit a burglary. You think it is a reasonable assumption in the circumstances. You are trying to explain this to the suspect but he is not interested in your point of view and starts making racist comments about you.

Suspect

You deny the offence and object strongly to going to the Police Station for further questioning. The Police Officer is Asian and in the heat of the moment you start to make insulting comments about his culture. You mention terrorism.

Tutor note

In scenarios like this racist comments should be implied rather than actually used. It can be helpful to acknowledge and ‘agree’ the value of this first with the participant, so that you are working to this end in a collaborative way.
Session Seventeen

Windfall

This role rotation can be delivered as it stands but the tutor may want to ensure they work against stereotype by having a male partner arguing for the washing machine (in an opposite sex relationship) or assigning the partners unisex names to signal (and perhaps to mention in passing) that their gender/s are not relevant to the role rotation.

Session Eighteen

Three friends

Deliver as it stands. The tutor may want to consider giving the ‘friends’ in the scenario names that reflect a diverse community. If thought more helpful this role rotation could be substituted with one of the alternative role rotations (see appendix).

Session Nineteen

Parent and Teacher

Teacher

The teacher has asked the parent to a meeting to discuss the behaviour of the fifth year student. She is a bright person but has recently been involved in suspected drug taking and fighting associated with this. The teacher wants to sort things out without being aggressive; he thinks the student has promise but will have to behave better in future otherwise she will have to be excluded.

Parent

As a parent you are concerned about the behaviour and well being of your daughter. She often comes home from school saying that other pupils have called her racist names. You feel there are gaps in what she is learning at school and that most of the teaching is aimed at white middle class children. Your daughter often feels left out. You think this may go some way to explaining her bad behaviour. You are worried that the teacher will think you are just making excuses, but you owe it to your daughter to try and explain.

Tutor note

The participant may have had negative experiences of school and may therefore be able to relate better to this role rotation than might be thought on the face of it. The role rotation could be a useful opportunity to discuss with the participant whether what they were taught at school felt relevant to them; from there some brief mention of how education authorities are now trying to make the curriculum more inclusive to reflect diversity including different learning styles and needs.
Session 20

Session 20 creates an opportunity to review progress with particular reference to changed attitudes and behaviour that may be relevant to racist offending.

In discussing the re-completion of the Problem Checklist the tutor will want to be particularly aware of the items that could relate to racially motivated offending (as suggested in the ‘guide’ to Part One). Has the score on these items reduced? How does this tie in with an increased sense of their own place and purpose (a possible indicator of a reduced risk of re-offending)?

The kind of person I am, particularly if it indicates a move towards the more pro-social traits, could provide a useful opportunity for discussion. For instance if the participant is now, in their view, more co-operative, who are they now more co-operative with? Are they more co-operative in general? Does this include their contact with black and minority ethnic members of the community? The participant may be invited to describe a situation in which they anticipate they would be co-operative in their dealings with someone who is from a minority ethnic group (reinforcement of learning and an opportunity for appropriate praise)

Demonstration of an increased ability to generate possible options, via the Alternative Thinking Test, may indicate a reduction in rigid thinking.

Tutor note: Individuals with marked ethnic prejudice have been shown to have limited and rigid problem solving skills and to demonstrate concrete thinking (Rokeach 1960). An increased ability to generate solutions may therefore be an encouraging indicator of an improvement in this skills area, possibly linked to a reduction in racial/ethnic prejudice.

In discussion after the completion of the Skills Survey the tutor may want to explore the items that could be of most significance to racist offending (these may be 5,8,13,14,15,17,18 as suggested in the ‘guide’ to Part One). Have these skills areas improved in their contact with black and minority ethnic members of the community? If so what does the participant think this is down to (opportunity for linkage and reinforcement of learning)?

Completion of the Levenson Scale will provide some indication of whether the participant’s sense of relative power in relation to the external world has changed. As mentioned earlier, research indicates that a sense of purposeless/inner powerlessness plays a part in racially motivated offending (e.g. Ray, Smith and Wastell 2002). If the scoring now indicates an increased awareness of the participant’s own ‘power’/status, what does the participant think has led to this shift? How do they think it has affected the risk of further offending? If the score has not changed significantly this may be a pointer for further work post-programme.
Action Plan

The action plan is a useful way to consolidate and develop some of the thinking that has taken place in the session and for the participant to put plans into practice through contact with the wider community. As ever, when delivering the programme to a racially motivated offender, the tutor will seek to balance a focus on racism and racist behaviour with a more general acquisition of the skills and understanding that reduce the risk of re-offending.

Trigger Thoughts Diary

The tutor will want to be alert to any trigger thoughts recorded (or verbally conveyed) by the participant that relate to race/ethnicity. For instance if the participant says s/he got wound up by e.g. an ‘unsympathetic’ GP or an unhelpful shop assistant probe for more detail to try and establish how they saw that person and what triggered the sense of being wound up. For instance what other variables were around; what mood state was the participant in at the time, what exactly was it that annoyed them, what were their assumptions about that person, what did the person look like? In the initial stages of the programme it would be counterproductive to try and get the participant to understand distorted thinking about race and superiority and how it pervades the subconscious. However in common with the participant the tutor is likewise gathering data and looking for patterns. Therefore any disclosure re trigger thoughts that occur in contact with black and minority ethnic people would be particularly useful information. The participant can reasonably be asked how someone’s perceived race/ethnicity affected their reaction to him or her. If however they doubt or deny its relevance this should not be further explored at an early stage. To do so could deter them from continued disclosure/completion of the action plan.

An appropriate opportunity to raise it could be in session 5 where data from the earlier sessions is reflected back. Again the participant may genuinely discount its significance; it is really important that the tutor ‘rolls with resistance’ on this. The tutor could ask the participant whether they could agree to note it on the formulation as being of possible relevance, stressing that the way we (all) view others is often influenced by the assumptions we make (positive or negative) and that this can sometimes be relevant to offending. If the participant is able to understand this at a basic level it provides a gateway into later discussion (linked to exercises) around myths of racial superiority.

Good Things Diary

Once the participant has grown used to completing a good things diary, and has advanced some way into the programme, the tutor may want to suggest their recording any positive interactions with black and minority ethnic people, particularly if they link into changed perceptions relating to their own progress on the programme. Were they using any of the skills worked on in the programme when having these interactions?

The tutor may want to suggest action plan tasks that link the participant to ‘learning’ in the wider community. For instance if they are computer literate
and have access to a computer (perhaps this could be facilitated within the office?) suggest they find out about Jane Elliot and the class divided study (see appendix), or find out what sparked the civil rights movement in America, or complete the quiz on the CRE website. However if these action plans tasks are set but not completed, and in other respects the participant is broadly complying with the programme, then this may be an indication to the tutor that they are expecting too much at this stage, and it may be more productive to set simpler action plan tasks.
References


Appendix

Role Rotations

Tutor Note

The following are alternative role rotations and moral dilemmas that can be used to draw out relevant learning points in work with a racially motivated offender. In addition there is background information that may be helpful in illustrating and backing up some of the learning points through relevant discussion around the topic. In keeping with the ethos of the programme and its delivery style it is important that the tutor presents the information in a neutral way and avoids or curtails discussion that has overtly political or religious bias, as this is not relevant to the programme and its wider objectives. Much of the information in the appendix focuses therefore on positive facts in relation to black and minority ethnic people, or clarification of myths, rather than citing examples of discrimination towards members of minority ethnic communities.

Work by Culbertson (1957) showed that where someone is asked to present an argument from a point of view that is not his/her own, they undergo an attitudinal shift towards the argument they have been asked to make. Culbertson demonstrated this in respect of racist individuals in America who were asked to present an argument for integrated housing. Although the context is different, similar findings were reported by McDougall et al (1987) in their work with ‘football hooligans’. The work indicated that the ‘football hooligans’ themselves were able to contribute to discussion about how the problem can be reduced and were able to adopt a responsible stance on the matter when consulted.

There is value therefore in using role rotations that focus explicitly on shifting prejudicial thinking, as below.

Researchers (e.g. Ray Smith and Wastell 2002) have found that a common characteristic amongst racially motivated offenders is a sense of being alienated from the wider community. In broader terms the Government has identified citizenship education as having a significant impact on racist attitudes (Home Office 1999 p33). With this in mind an emphasis on ‘citizenship’, an aim of which is to encourage a greater sense of being a ‘stakeholder’ in society, may be key to enabling a positive shift away from racist attitudes. Hence some of the alternative role rotations and moral dilemmas embrace the concept of citizenship.
Role Rotation One

Person One

Your employers are recruiting for more staff. They are advertising the jobs in magazines aimed mainly at black and minority ethnic people so that a wider range of people will apply. Whilst you would have nothing against them, you don’t think you would have much common ground with black and minority ethnic colleagues. At present the workforce is mainly white and you have no problem with keeping it that way.

Person Two

You are pleased to hear about what your employers are doing and think it is a good idea. You would prefer to be part of a multi racial work force, as it would reflect the make up of your community. You have several black and minority ethnic friends that you grew up with and still go to football with as you support the same team. You are planning to mention the job vacancies to a couple of them.

Tutor Note:

With this role rotation the tutor may want to ensure the participant spends more time in the role of person two than person one. It may be appropriate to end the role rotation at a point at which the participant has made a positive argument for integration, although not before they have had opportunity to develop the theme.

Role Rotation Two

Person One

Elections for a new government are due to take place tomorrow. You have thought carefully about which party you plan to vote for and why. You feel very strongly that in a democracy everyone should vote.

Person Two

You know there is an election tomorrow but you are not planning to vote. You think all political parties are corrupt and you have no faith in any of them. You don’t think politicians are interested in the sorts of problems you face. You think that voting is pointless.

Tutor Note

The role rotation could usefully link into discussion re democracy and the history of who has been denied the vote and why (women in the UK [see comment later in appendix regarding Emmeline Pankhurst], black people in South Africa and the symbolic victory when they were allowed to vote for the first time). The end point of the role rotation need not be that we should all exercise our right to vote, but the role rotation is a useful opportunity to put the right to vote in context.
Role Rotation Three*

Football Club Manager

Your club is situated in the heart of town. Local residents complain about crowds, racism and vandalism every time there is a home game. But they don't mind using the facilities for example a subsidised bar. You have arranged a meeting to discuss it with someone from the council and someone from the local residents group.

Local Residents Campaigner

You are very angry at the racism, crowds and nuisance caused by the home matches but you don't want to lose the facilities provided by the club. You want to put across the residents’ views fairly.

Local Council Representative

Every time there is a home match you get loads of complaints from the residents. You want the football club to pay towards widening a towpath by the canal, so that fans walk a shorter distance through the housing estate.

*Adapted from Inside Information published by the Institute of Citizenship.

Tutor Note

Useful learning points for the tutor to bear in mind during the role rotation and after it has ended; This role rotation is about a conflict situation – the participant can be asked for their view on how conflicts arise and what skills do we need to find a solution. What are the benefits of a solution?

A good outcome from this role rotation could be for the participant, when in the role of football manager, to suggest ways to reduce racism and vandalism amongst the club fans. The tutor may want, when in the role of resident or council representative, to ‘plant the seeds’ for this suggestion. If this suggestion is made, it could be a useful and constructive point at which to draw the role rotation to an end. In the discussion that follows the tutor could explore with the participant some ideas on how the reduction of racism and vandalism could be achieved, including possible reference to the ‘kick racism out of football’ campaign.
Moral Reasoning Dilemmas

Moral Reasoning Situation One

When Abdul was fourteen he and his brother fled from Afghanistan as a war was taking place and their lives were at risk. The journey took several months but eventually Abdul and his brother smuggled themselves into Britain. Apart from his brother, Abdul has not seen his family since and does not know if they are alive or dead.

Abdul now speaks English and has taken A level exams. His brother works in a factory to support Abdul’s education. Abdul did so well in his exams he has a place at a top university. He wants to become a scientist and use his knowledge to help people.

Just before getting his exam results he and his brother find out that their application to stay in Britain had failed. Abdul and his brother ‘go underground’ to avoid being deported.

- Is there a problem here?
- What is it?
- Were Abdul and his brother right to ‘go underground’ when their application failed?
- What else could they have done?
- Abdul’s life is at risk if he returns to Afghanistan, should this affect his decision?
- What would you do if you were Abdul?

Moral Reasoning Situation Two

A worker tells his boss he won’t be able to work on a particular day because of a religious festival very important to his community. His boss doesn’t want to be unfair to him but at the same time she knows a lot of staff are going to be away on that day and so she refuses him a day off. The worker then phones in on that particular day and ‘pulls a sickie’.

- Is there a problem here? What is it?
- Should the worker have phoned in sick when he wasn’t?
- What rights and responsibilities does the worker/employer have here?
- If the religious festival is on a bank holiday does this make a difference?
- Does it make any difference what religious festival it is?
- Why/why not?
Moral Reasoning Situation Three

A local councillor in your town, elected by the community, has a budget of £1 million to spend. She wants to spend the money fairly. The local hospital needs four new scanners for early detection of serious illness. At the same time a well thought of special needs school is at threat of closure. Meanwhile a residential home for elderly people has fallen into disrepair; if it is not refurbished its residents will have to move. The councillor knows a million pounds per project is needed if she is to sort out or prevent the situation.

- Is there a problem here?
- What is it?
- Her own son is at the school, should this make a difference?
- What if she knows that one cause is more likely to get her voted in again - ought that to make any difference?
- What else could affect her decision?
- How could all three causes be helped?

Moral Reasoning Four

This dilemma addresses issues of religious discrimination and reflects citizenship.

Yasmin is 15 years old. Like the rest of her family she is a practising Muslim. Yasmin is due to start sixth form next year and her parents have to decide between a school that offers the best education locally, and a single sex school in keeping with their cultural tradition. They know they will be under a lot of pressure from the local Muslim community to send Yasmin to the single sex school but at the same time they want her to get the best education she can.

- Is there a problem here?
- What is it?
- How much should other people’s point of view affect their choice?
- What would the pro’s and con’s be for Yasmin if she went to the mixed gender (boys and girls) school?
- What about the single sex school?
- What would you do if you were Yasmin’s parent?
Alternative Scenarios for Case Manager Module Three

Who Am I? (1)

‘I am twenty-two years old. When I was younger I enjoyed roller-skating and horse riding. I like dancing and once reached the final of a dancing competition.

I have been here for six months. I had to leave my country of origin because my life was at risk. I miss my mother and sister and don’t know if they are alive or dead.

When I arrived I was put in an unused hospital ward. It was cold and crowded. I now share a damp flat with three other women. I have been told that everyone else refused to live in it and that is why it was empty. I claim £38.96 per week in benefits. I am hoping that I will be allowed to stay here, get a job and make a useful contribution to society. In the meantime, until it has been decided whether I can stay, I am not allowed to work.’

Background Input

Jan is a Roma from the Slovak who is seeking asylum in Great Britain. She is thin and pale in appearance. She has been spat at and verbally abused since she arrived here. She has been put under pressure to become a prostitute.

Information Panel

Roma

In common with the British, the Roma were at threat from the Nazi’s and in World War Two up to 1.5 million died in the holocaust. The end of communism in Eastern Europe appears to have led to an increase in negative and unfair attitudes towards the Roma. They are frequently subject to violent attacks and often crimes against them are ignored by the authorities or dealt with lightly. They have very few rights and are discriminated against in employment, education and healthcare. Inaccurate and hateful comments made about them by people in positions of power increase hatred towards them.

Source; Patrin; A brief history of the Roma by Ian F Hancock.

More Facts About Refugees

A Home Office report shows that people born outside the UK including asylum seekers contribute 10% more to the economy in taxes and National Insurance than they consume in benefits and public services – equivalent to a boost to the economy of 2.6 billion in 1998/99. Refugees bring with them skills and experience. According to research commissioned by the Department for Work and Pensions 53% of refugees have academic qualifications and 23-33% of asylum seeking and refugee children have a degree. Most possess enough work experience to pursue careers.
At the end of 2003 Britain hosted about 270,000 refugees*, about 2.8% of the world’s 9.7 million refugees and 0.4% of the British population. The world’s poorest countries take in most of the refugees; two thirds of the world’s refugees live in the world’s poorest countries and more than a third live in squalid refugee camps. In 2003 the British public estimated in a survey that 23% of the world’s refugee population came to the UK, ten times the actual amount. See below (p 69) for more ‘myth busting’ relating to refugees.

*Source; Global Refugee Trends 15.06.04 and News: Press Myths published by the Refugee Council; July 2004

Who Am I? (2)

I was brought up in the East End of London and still knock about with my mates from school. I like to go to the dog track and am a reasonable snooker player - I was once on the next table to Ronnie O’Sullivan. When I was younger I had a few scrapes with the law but I stay on the right side of the tracks now.

My Dad was a market trader. Now I live outside London with my partner and child. I enjoy my work as a section hand and like living out in the sticks. Still it’s always nice to go back to my family and my roots in the heart of the East End. I’m not especially religious but my parents always expect me to attend religious festivals. My bar mitzvah was a special occasion and I’m hoping my son’s will be too.

Background Input

Dan is a Londoner of Jewish origin whose grandfather fled from Nazi Germany in the Second World War to escape persecution and death. Dan is part of a vibrant community that has contributed much to the fortunes of the capital city over the years. A bar mitzvah is a ceremony through which a young person takes on adult religious responsibilities, and is a cause for celebration and a gathering of family and friends.

Information Panel

At the tail end of the 19th century and the beginning of the 20th century two million Jews left Eastern Europe to escape persecution and extreme poverty. Many of them went to America and about 150,000 came to England particularly to the East End of London, near to the docks where they arrived. They lived in extremely overcrowded conditions and generally found work in tailoring, boot and shoe making, cigarette making, hat making and cabinet making. London Jewish life was not confined to the East End. Jewish immigrants also found homes in the West End, around Soho and Fitzrovia, and contributed to the rich cultural mix in the area. In the West End some fine synagogues were built, as well as popular haunts like the West Central Jewish Club. The 1905 Aliens Act slowed down the amount of Jewish immigrants to Britain. During the Second World War many Jews fought for Britain.

Source www.jewishmuseum.org.uk
Somaya is a practising Muslim who was born in this country. Her parents originate from Pakistan and her father is a well-known surgeon who works for the National Health Service.

Information Panel

Islam in Britain today
The word ‘Islam’ means peace, a peace that followers of Islam believe can be gained through submission to the will of God. Followers of Islam come from all races, backgrounds, cultures and countries and are known as Muslims. Islam is the world’s third largest religion, behind Christianity and Buddhism, and has a world following in excess of one billion. Throughout history, the Muslim world has provided many great advances in all fields of knowledge. Islam forbids violence in defending its faith. The word ‘jihad’ means “internal struggle for perfection”. It is a personal fight against selfishness, greed and lust.

Of all European countries, Britain has had a “special relationship” with the Muslim world. As far back as the 8th Century, Muslims landed on these Isles as explorers and traders. There are now two to three million Muslims in Britain, most of them immigrants from the Asian subcontinent. In the forties and fifties, after the Second World War in Britain, Muslims were invited to Britain to fill jobs that nobody else wanted. A number of Muslim families and individuals experience discrimination, social exclusion, high levels of unemployment and civil unrest. Misunderstanding about their relation to world events, e.g. the Iraq War has created more difficulty of this kind.

[Sources: www.templemount.org; www.bashirkhanbai.co.uk; www.themodernreligion.com; www.isb.org.uk; www.tmchurch.fsworld.co.uk; www.ibaradio.org]

In a poll conducted by YouGov and published in The Sun (12.09.04) 97% of Asians questioned said that they disagreed with terrorism and that militant extremist groups were wrong to challenge the West.

Who Am I? (3)

I live in the South East of England and following in my Dad’s footsteps I’m training to be a Doctor. I don’t have much time or money for getting out and about but in my spare time I like to flop in front of the telly and watch the soaps. I like window shopping in the high street with my sister and sitting in a café watching the world go by.
Useful Background Information

The following may be useful background information for the tutor to have to hand, to place some of the discussion that takes place in the sessions in a wider context.

Myths about Refugees

Reproduced with permission from the Oxfam UK poverty programme website

NB This information was correct at the point at which it was reproduced, March 2005, but the tutor will want to keep updated as information changes by accessing the Oxfam UK poverty programme website at;

www.oxfamgb.org/ukpp

Myth 1: “Britain takes more than its fair share of refugees”

Facts:

- Figures for 2002 show that 110,700 people (including the dependents of main applicants) applied for asylum. In per capita terms this meant that the UK received far fewer applications than most other Western European countries, ranking eighth after Austria, Norway, Sweden, Switzerland, Ireland, Luxembourg and Belgium. The political numbers game around asylum belies the fact that the UK has a duty under international law to receive, rather than deter, all asylum claims made on its territory.

- Fluctuations in numbers seeking asylum in the UK reflect increases in conflict and persecution around the world – figures for 2002 show that the largest numbers of asylum seekers came from Iraq, Zimbabwe, Afghanistan and Somalia – all countries with undisputed records of human rights abuses and conflict. Whilst the numbers of asylum seekers from Iraq and Zimbabwe increased sharply due to a rise in persecution in these countries, in countries where there were ceasefires or stabilisation of situations, such as Sri Lanka, the numbers fell significantly.

- It is developing countries that host the largest share of the world’s refugees, although they often lack the material resources and stability that the UK enjoys. In Africa alone there are 8 million refugees and many millions more who are internally displaced. Guinea, a country with a population of 7 million, is currently home to 3 million Sierra Leonean and 150,000 Liberian refugees. Pakistan hosts over 3.3 million refugees and asylum seekers.

Myth 2: “Refugees should be deported back to where they came from”

Facts:

- Central to international refugee law is the principle that no one should be sent back to a country where they would risk persecution or torture. This is called the principle of non-refoulement. Only when an asylum seeker has gone through a fair and thorough decision process and received a negative result, should they be returned to their country of
origin. In certain cases, even if an asylum seeker does not meet the full refugee criteria, there may be pressing humanitarian or human rights reasons why it would be dangerous to send them home.

- The UK Government proposes the establishment of special ‘regional protection zones’ to contain refugees and asylum seekers in their regions of origin. It is not yet clear whether asylum seekers arriving in the UK would also be deported back to these processing zones. Oxfam’s wide experience of working in refugee-producing areas of the world leads us to have very grave concerns about the practicability of providing refugees with genuine, safe and lasting protection in these ‘zones’. By seeking to divert asylum seekers from making their claims within the UK, the Government would undermine our international obligation to receive asylum claims and displace the responsibility onto poorer countries which are less able to cope.
- Most refugees actively want to return to their homes and countries – if and when it is safe for them to do so. Most South Africans and Chileans who fled to Britain in the 1970s repatriated as soon as they were able.

Myth 3: “Asylum seekers receive massive state handouts”

Facts:
- Asylum seekers receive benefits below the basic benefits level. A single adult receives only £37.77 per week in addition to accommodation and utilities – this is around 30% below the basic level of Income Support for a UK citizen, which is generally considered as the minimum level of income necessary to maintain an acceptable standard of living. Those with additional needs (such as pregnant women, families with young children, people with disabilities, victims of torture and the elderly) are also not entitled to additional special needs provisions or ‘passported’ benefits on the same terms as UK citizens.
- According to a Reader’s digest Mori Poll (November 2000), most people also overestimate the amount of financial support received by asylum seekers, believing that they receive on average over £110 per week – nearly three times the actual amount.
- Section 55 of the new UK Immigration and Asylum Act 2002 states that, asylum seekers who do not make their application ‘as soon as reasonably practicable’ after arrival are not eligible for any support, even if destitute – leaving many asylum seekers without any food or shelter. Yet there are very valid reasons why applicants do not apply upon arrival. For example, many are not familiar with the application procedures, and may fear that making an application while still at a port is likely to lead to immediate deportation. Trauma, language difficulties or lack of legal advice can also delay applications. Following a High Court hearing in February 2003, the Home Office was required to rewrite its procedures to take greater account of the individual circumstances of asylum seekers and the difficulties they may face in claiming asylum. However, refugee organizations remain deeply concerned that large numbers will be refused all support and rendered destitute under Section 55.
- A joint 2002 study by Oxfam and the Refugee Council, ‘Poverty and Asylum in the UK’, showed that many asylum seekers experienced
extreme poverty even before the introduction of Section 55. In reply to a questionnaire sent to refugee assisting organisations across Britain, 85% reported that asylum seekers experience hunger, 95% reported that asylum seekers could not afford to buy shoes or clothes, and 80% that their clients were not able to maintain good health.

- Many asylum seekers have a strong desire to work and professional skills and experience to contribute at all levels of the UK economy. However, under UK policy they are prohibited from working to support themselves and their families while their claim is being decided.

**Myth 4:** “Asylum seekers are taking our housing and ‘swamping’ our public services”

**Facts:**

- Under international refugee law and international, European and UK human rights law, asylum seekers have a right to basic health care and education.

- Once granted refugee status or leave to remain, refugees make an important contribution to public services both as professionals and as taxpayers. For example refugee doctors, nurses and dentists help to address the severe staff shortages in the NHS. Home Office research has also shown that in 1999/2000, migrants – including refugees - contributed £31.2 billion in taxes while consuming £28.8 billion in benefits and services.

- Under the ‘dispersal scheme’ introduced under the 1999 Immigration and Asylum Act, asylum seekers are sent to regions around the UK to relieve the burden on the South-east of England. They are sent to areas with existing available accommodation - often those with surplus housing which local authorities are unable to otherwise fill. However, although housing availability is an important factor, other considerations must be taken into account to make dispersal work and to

- Prevent the local tensions that have occurred in certain areas. These include the presence of adequate legal, social and material support structures, the dispersal of certain nationalities to areas with a pre-existing nationality/ethnic/language community, adequate preparation of receiving communities and consideration of the needs of those communities.

**Myth 5:** “Only a handful of asylum-seekers are genuine – the rest are ‘bogus’ or ‘cheats’”

**Facts:**

- Home Office statistics for 2002 showed that 34% of asylum seekers received permission to stay in the UK after their initial application, and that 22% of initially rejected cases were overturned at appeal stage. The total number of people being granted protection – either full refugee status or Humanitarian Status (formerly Exceptional Leave to Remain) has increased by 25% since 2001.

- The definition of a refugee under the 1951 Convention and according to its interpretation by the UK contains a very specific set of criteria. An asylum seeker must be able to prove that s/he is “someone who has a
well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion”. The fact that an asylum seeker may not meet these criteria does not mean that they deliberately set out to ‘cheat’ the system.

Myth 6: “Refugees come to the UK to abuse its generous benefits system because they know it is a ‘soft touch’”

Facts:
- Many asylum seekers do not have a choice where they flee to – often they are in the hands of traffickers and have little knowledge of their destination. However Home Office commissioned research shows that where asylum seekers do choose to come to the UK, it is because of colonial, family, language or other links. For example, the UK receives a large proportion of Sri Lankan asylum seekers whilst France receives Algerians. Asylum seekers often have no information about the asylum system and many do not even know that they can access welfare benefits at all.
- Refugees come to the UK because they are fleeing violence or persecution. In 2002, the top five countries of origin for asylum seekers to the UK were Iraq, Zimbabwe, Afghanistan, Somalia and China - all countries with internationally recognised high levels of violence and human rights abuse.

Myth 7: “Asylum seekers choose to use smugglers and traffickers to enter the country illegally”

Facts:
- The UK and the EU are imposing ever-tighter border controls to stop asylum seekers from reaching their territories. These and specific measures such as strict visa regimes, and ‘carrier’s liability’, i.e. fining airlines, lorry-drivers etc, mean that asylum seekers are being pushed into the hands of traffickers and clandestine migration as the only way of fleeing to the UK. This places these already vulnerable people at significant physical risk, as was seen in the case of the 58 Chinese immigrants who were discovered dead in a lorry at Dover in June 2000, and at risk of exploitation by their traffickers, particularly for women asylum seekers.
- Those fleeing persecution will often find themselves stripped of their documents or unable to apply for permits to travel from the very authorities that are persecuting them. Article 31 of the 1951 Refugee Convention recognises this dilemma and prohibits governments from penalising refugees who use false documents. Despite this, the UK immigration authorities are continuing to detain asylum seekers on grounds that they have used false passports and visas to gain access to the UK.
Myth 8: “Asylum-seekers should be locked up”

Facts:
- Under UK legislation asylum seekers can be and are detained at the discretion of immigration officers. Currently some ‘manifestly unfounded’ cases are held at specific ‘reception centres’ and rejected cases are held in pre-deportation centres. There is also a large number of asylum seekers held in mainstream prisons, nearly 800 at the end of 2002. Like other detained asylum seekers, those held in prisons have simply applied for asylum – they have committed no crime, and received no trial. There is evidence that a number of victims of torture and detention in their countries of origin are being held in mainstream UK prisons alongside convicted criminals. Although there was a government proposal to end this practice, asylum seekers continue to be sent to prisons around the country.
- Detention of asylum seekers goes against human rights principles and against specific UN High Commissioner for Refugees (UNHCR) guidelines, which state that only in exceptional circumstances should asylum seekers be detained, that they should never be held in mainstream prisons and that vulnerable groups including children should never be locked up. This clearly goes against arguments put forward by various politicians and public figures that all asylum seekers should be automatically detained on arrival.
- Asylum seekers are not criminals, yet they receive less basic rights than prosecuted criminals. They are detained indefinitely without trial and there is no automatic independent review of their detention period.
- In many cases, asylum seekers may have suffered traumatising arbitrary arrests and detention by regimes in their countries of origin only to be detained on arrival in the UK. A recent study by the Medical Foundation for the Care of Victims of Torture revealed that a number of asylum seekers who had suffered severe torture in detention in their home countries, were being held in UK prisons – for no reason other than that they had claimed asylum.
- The Government also estimates that detaining all asylum seekers on arrival could cost £2 billion in start-up costs, with annual running costs of over £1 billion – potentially huge increases on current levels of overall spending on asylum seekers.

Myth 9: “Letting asylum seekers in means letting terrorists in.”

Facts:
- The 1951 Refugee Convention explicitly excludes those who have committed a serious crime or pose a serious threat – including terrorists – from claiming asylum.
- In the course of 2001, a total of over 88 million people passed through UK borders. Only around 80,000 of these were asylum seekers – the rest were visitors, tourists, students or employees. Therefore, focusing on asylum seekers alone would represent a worryingly distorted security reaction and risks provoking hostility against a vulnerable group in an already fragile race relations environment.
- The majority of people who seek refuge in the UK are themselves fleeing violent attacks, many being victims of regimes the very
countries which the UK, in its fight against terrorism, recognises as having well-documented records of human rights.

Myth 10: “Nearly all asylum seekers are troublemaking young men”

Facts:

- A significant proportion of asylum seekers to the UK are women, children and older persons. According to UNHCR, in any refugee population approximately 50% of those uprooted are women and girls – however, the proportion of women and girls reaching the UK is lower, probably because of the expense and risks involved in getting here. Furthermore the fact that these female asylum seekers tend to be invisible in terms of press coverage and public profile means that the particular difficulties they face, including insensitive processing systems, health care needs and child-care assistance, tend not to be addressed.

- The Association of Chief Police Officers released a report in 2001, which revealed that asylum seekers are far more likely to be the victims than the perpetrators of crime. This is gravely illustrated by the murder of an asylum seeker in Glasgow in 2001 and numerous other reported attacks. It also showed that there is absolutely no evidence that asylum seekers have a higher rate of criminality than any other segment of society.

Myth 11: “The 1951 Refugee Convention is out of date”

Facts:

- The 1951 United Nations Refugee Convention is the cornerstone of international refugee protection – to date a total of 143 states have acceded to it. Although it is more than 50 years old, its key principles remain as urgent as ever – it defines who is refugee and ensures that asylum seekers fleeing persecution can have their cases heard, without being sent back to a place where they might be in danger. Overall, the 1951 Convention has probably saved more lives than any other single human rights convention.

- Threats from the UK to withdraw from the Convention clearly go against recent Ministerial declarations affirming commitment to the Convention. At the EU summit in Tampere in 1999, EU ministers declared their continued commitment to its principles, and in December 2001 Governments from 156 states signed a 50th anniversary declaration which recognized its "enduring importance" and the "continuing relevance and resilience" of the rights and principles it embodies. The participating governments, which included the UK, pledged to uphold these rights and to carry out their obligations under the Convention – yet in practice states have tended towards increasingly restrictive interpretation of its provisions.
The Contributions of Ethnic Minorities

Reproduced with permission from the commission for racial equality website (www.cre.gov.uk).

Today, people from ethnic minorities and the cultures they have brought with them are integral to life in Britain.

- Over two thirds of independently owned local shops belong to people from ethnic minorities
- 27% of Britain’s Doctors and 24% of restaurant employees were born overseas.
- Curries and Chinese takeaways are a popular as fish and chips.
- Sol Campbell, Nasser Hussain and Audley Harrison rank among Britain’s best sports stars

British culture has never stood still and its literature, art, music, dance and theatre are constantly being enriched and revitalised by people who can draw on a wide variety of cultural influences from across the world.

Lets Kick Racism Out of Football

Reproduced with permission from the Commission for Racial Equality website.

The CRE and the Professional Footballers Association, with support from the Football Trust, started the let's kick racism out of football campaign in 1993. It aimed to ‘ensure that all who go to see and play football can do so without fear of racial abuse or harassment’.

The campaign quickly attracted widespread support from football fans, from the media and from professional football club, helped to fund ant racist football plays, and produced campaign material such as posters, banners, badges and three magazines; Kick it, Kick It Again, and Kick It Out.

In 1995 the Football Association, football’s governing body, committed itself to kicking racism out of the game when a new organisation was formed. The Advisory Group Against Racism and Intimidation (AGARI) was made up of representatives of all the main organisations in football - the first time ever that all football organisations had some together in a single cause.

In 1997 the campaign changed its names to Kick it Out and became independent of the CRE. It produced a colour magazine for teenagers, printed as a supplement to the weekly football magazine, Shoot, In March 1998; and in June that year it produced an exhibition and a leaflet outlining its aims and the issues it is campaigning around.

The campaign’s priorities are;

Professional football – to ensure a continuing high profile among professional clubs
Young people – to develop educational resources for use by young people in schools, colleges and youth organisation

Amateur football – to work within grassroots and amateur football to eradicate racism in ‘parks’ football

Asians in football – to develop solutions to the problem of marginalisation of Asians from many areas of the game

Black communities – to increase the participation of local ethnic minority communities within professional football clubs

European football – to highlight the issue of racism in European football and develop anti-racist networks

Imigrants Past and Present

Reproduced with permission from the Commission for Racial Equality website.

If we go back far enough, we can say that everyone who lives in Britain today has origins somewhere else. Many of us can probably trace the immigrants in our own family histories.

Some may have been among the various invading armies – Roman, Saxon, Viking or Norman. Others had little choice about coming; Africans were brought to Britain by force in the seventeenth and eighteenth century as slaves or servants; and thousands of people arrived at various times as refuges from France, Ireland, Russia, and other countries, escaping from persecution or famine in their own countries.

Most people probably came because they thought they could make a better life for themselves here. Before 1914, when the First World War broke out, there were fewer restrictions and it was possible to travel to many countries without passports, visas or work permits. People could just decide to make a new life somewhere else, provided they had enough money for the passage. Often the monarch or government encouraged them because immigration was a way of dealing with local shortages of capital, skills or labour.

At any one time, newcomers have only been a tiny proportion of the British population. Even today, only about 7% of the population were not born in Britain. Newcomers have often met with hostility and resentment yet even a quick study would sow that they have brought skills and qualification, set up businesses and created jobs, not only for themselves but also for local people. Many have been willing to do jobs that have been difficult to fill locally. What is remarkable and often not understood is that the contributions immigrants and their immediate descendants have made, and continue to make, to Britain are out of all proportion to their numbers.

In 1066 for example a small community of French Jews was encouraged by William 1 to bring their capital and financial skills to Britain. At its peak the community was only 5,000 strong or around 0.025% of the population, but it became an indispensable source of finance for king and commoner alike. At the time, canon law forbade Christians from lending money at interest, and
Jews were not allowed to do any other work, leaving money-lending as the only profession they could enter – an to them being the founders of banking and financial services in Britain.

From the fourteenth century, Flemish and French weavers, German mining engineers, Dutch canal builders, printers, brewers and brick makers brought new manufacturing skills and techniques at a time when wool was Britain’s only major export.

In the sixteenth and seventeenth centuries, Protestant refugees from France and the Low Countries played a revolutionary role in manufacturing, silk weaving, science and banking.

The Irish who fled in their thousands from rural poverty and famine between the 1830’s and 1850’s helped to build much of the infrastructure of an industrial society in Britain, doing jobs that local people often did not want, in mines and docks, and building canals, roads, railways and factories.

By the end of the eighteenth century, British trades and merchants had made fortunes through the trade in African slaves. Millions worked in appalling conditions on sugar, cotton and tobacco plantations in the Americas and the West Indies, and there were about 20,000 black people in London, many of them compelled to work as servants in big houses.

The British Empire, which by the end of the nineteenth century covered large parts of the globe, owed its success to over two million Indian and Chinese labourers working on plantations, mines, docks, ships and railways. Their labour was crucial to the prosperity and expansion Britain achieved during the nineteenth century.

As British subjects people from the Empire were expected to fight in all Britain’s wars, even wars of colonial expansion, and the part they played in both World Wars made a crucial difference to Britain’s prospects.

In 1882 Lord Salisbury compared India to

‘An English barracks in the oriental seas from which we may draw any number of troops without paying for them’

Faced with the massive task of reconstruction after the Second World War, and acute labour shortages, the British government encouraged immigration, first from among European refugees displaced by the war, and then from Ireland and the Commonwealth. Before long, in some factories, mills and plants, the overwhelming majority of workers were Asian or black.

However, by the end of the 1970’s, strict controls on immigration had been brought in. Most immigrants in Britain today come from other parts of Europe, or are permit holders – mainly from the USA, India, Australia, Japan and South Africa. Others are admitted as refugees. Since the end of the Second World War, refugees have come from many countries including Hungary, Chile, Cyprus, Argentina, Somalia, Lebanon, Sudan, Iran, Sri Lanka, Vietnam, Nigeria, Turkey, Iraq and the former Yugoslavia.
A Class Divided – Jane Elliott and the Blue Eyes Brown Eyes Experiment

Information taken from A Class Divided Then and Now W. Peters Yale University Press 1987.

Jane Elliott was a teacher who worked at a Community Elementary (primary) school in Iowa. In April 1968 she was shocked to learn of the assassination of Martin Luther King, but realised that it was an important opportunity to teach her class about the realities of racism. When the children in her class, all of whom were white, arrived at school the next morning Jane began to talk to them about what they knew about black people. There were no black people in the town they lived in and in the textbooks used at school there was no reference to them. The children began to tell Jane what they ‘knew’ about black people and a pattern swiftly developed; black people weren’t as clever as white people, they weren’t as clean, they fought a lot and sometimes they rioted. The children offered these views as ‘fact’, backing each other up, and none of them seemed to question the ideas. She reminded them of the words ‘prejudice’ ‘discrimination’ ‘race’ and ‘inferior’, concepts they had discussed before, and talked about the restrictions that were at that time placed on black people in the United States. She went on to ask them to think about what it would be like to be a black boy or girl. The class became sympathetic and showed some understanding of how racism affects black children, but were beginning to grow restless and show signs they had had enough of the topic. But Jane realised that she would need to take the message a step further for the children to grasp what discrimination really feels like if you are on the receiving end of it. So she suggested that for the rest of the day the class was divided into blue-eyed and brown-eyed people. For that day the blue-eyed children were the inferior group, and the next day the brown-eyed children would be inferior. The children, sensing a departure from their usual routines, enthusiastically agreed. What followed was a simple yet powerful exercise in demonstrating to children the reality of what it feels like to be discriminated against. The ‘favoured’ group (regardless of which group it happened to be) consistently performed better in academic tests. This simple experiment proved to be a powerful way to put across to children the impact of being discriminated against and the absurdity of making assumptions about someone based on the colour of their skin. Jane Elliott went on to teach the lesson to hundreds of children and although she received no complaints from their parents, parents of children in other classes in the same school, and townspeople, objected to what she was doing. Jane Elliott has trained adults working with the public such as police and parole (probation) officers in the USA and her approach has often proved controversial in that (white) people object to having apparent assumptions made about them based on their eye colour, not initially realising or valuing the point of the exercise.

Roots of the Future

Reproduced from the Commission for Racial Equality website.

The Roots of the Future project highlighted and celebrated the contributions that have been made by ethnic minorities to Britain’s economic, social and cultural development. It was launched in 1996 with the publication of a richly illustrated book and a widely acclaimed exhibition, which toured venues all over Britain until 2001.
Britain’s ethnic diversity is a strength. Far from impoverishing the country, immigrants have brought fresh ideas, new skills, labour, capital, resourcefulness, and a diversity of cultures that make the country richer and the lives of its people more varied.

Our culture is continually changing as minorities and majorities learn from each other and as the society they share is subtly altered by the new assumptions, values and possibilities they negotiate. As the Prince of Wales said at the project’s launch at St James’ palace in July 1996 ‘The diversity of some many immigrants and ethnic minorities is very much part of what makes Britain what it is and what makes it such a rich and fascinating country’.

The aims of Roots of the Future were above all to show that Britain’s ethnic minorities have not been a drain on this country but have enriched it.

**Snapshots of Inspiring Historical and Contemporary Figures**

**Emmeline Pankhurst (1858-1928)**

Born in Manchester, Emmeline Pankhurst worked her whole life to gain equal rights for women in Britain. Most importantly, she set about gaining the right for women to vote in political elections. 'Deeds not words' was the motto of the Women's Social and Political Union founded by Emmeline Pankhurst.

From 1908 to 1909, she was arrested three times, once after calling on people to 'rush the House of Commons' for the cause. In 1912 she was arrested regularly over a period of a year. Once in prison, she would go on a hunger strike, and she would eventually be released in order for her to regain her health. She would then be put back in jail, where she would again starve herself.

Eventually in 1926, as a leader of the women's rights movement, she was asked to stand for election as a Conservative candidate. Unfortunately, she died before that election, living just long enough however to see the Voting Rights for Men and Women Act passed, only weeks before her death.

[Sources: www.bbc.co.uk; www2.worldbook.com; www.tchevalier.com]

**Nelson Mandela (1918- )**

"The struggle is my life"

Born in 1918, Nelson Mandela devoted his life to the fight against apartheid, the system in South Africa in which black people were kept apart from white people and denied various human rights. For his efforts on behalf of black people and for his refusal to back down, he spent nearly thirty years of his life behind bars.

Having sacrificed his private life and his youth for his people, he eventually became the first democratically elected State President of South Africa in

[Sources: www.anc.org.za]

Rosa Lee Parks (1913- )

1955 was the year in which Rosa Parks refused to give up her seat on a bus to a white man. This important action was the beginning of a successful protest lasting just over a year during which black people refused to use town bus services. This form of protest, called a boycott, was importantly non-violent and, led by Martin Luther King, became a model for future non-violent actions. In 1957, Parks moved to Detroit, where she remained active in the civil-rights movement. She was awarded the Congressional Gold Medal, the US Congress's highest honour, in 1999.

[Sources: www.infoplease.com]

Martin Luther King (1929-1968)

American clergyman and civil rights leader, Dr. Martin Luther King, was born in Atlanta, Georgia. In 1955, King led the black boycott of city bus lines, which was begun by Rosa Lee Parks. Martin King’s non-violent resistance to such injustices for black people in the USA led to his arrest on numerous occasions in the 1950s and 60s. More than 200,000 people came together under his leadership for the peaceful March on Washington in 1963. In 1964 he was awarded the Nobel Peace Prize.

On Apr. 4, 1968, he was shot and killed whilst making a public speech on the balcony of a hotel.

[Sources: www.infoplease.com]

‘Mahatma’ Gandhi [Mohandas Karamchand Gandhi] (1869-1948)

‘Mahatma’, which means ‘great soul’, was the name given to this gentle but determined man by the millions of Indian Hindus who were inspired by his example of non-violent resistance and peaceful protest. In 1906 while living in South Africa, Gandhi declared he would go to jail or even die before obeying any law, which was not fair to Asian people. Thousands of Indians joined him in this civil disobedience campaign, during which he was imprisoned twice. At the outbreak of the First World War, despite his treatment by the British, who then ruled South Africa, he organised an ambulance corps for them before returning home to India.

After returning to India in 1914, he worked to create peace between all classes and religious sects, especially Hindus and Muslims. In 1920 he organised a campaign of non-co-operation as a protest against British exploitation. This led to his imprisonment from 1922 to 1924. In 1930, in protest against a tax on salt, Gandhi led thousands of Indians on a 200-mile march to the sea to make their own salt. Again he was jailed.

Gandhi’s victory finally came in 1947 when India won independence from Britain. Throughout this violent time in which Hindus and Muslims fought
amongst themselves, Gandhi again turned to non-violence, refusing to eat food until rioters promised to be peaceful. A frail man, he devoted his life to peace in order to achieve social and political progress. Yet less than six months after his non-violent resistance to British rule won independence for India, he was assassinated.

[Sources: www.infoplease.com]

Benjamin Disraeli (1804-1881)

Benjamin Disraeli was Britain's first and only Jewish Prime Minister. Disraeli fought for many years to change the law, which banned Jews from entering the English House of Parliament. One of the nation’s most important Prime Ministers, he was responsible for great changes, helping to protect the rights of workers and improving living conditions for the poor. Throughout his long and successful political career, he had to put up with much hostility on account of being Jewish.

[Sources: www.manfredlehmann.com; www.wikipedia.org; noontidepress.co]

Muhammed Ali [Cassius Clay] (1942- )

"Float like a butterfly, sting like a bee" was a perfect description of Muhammad Ali's boxing technique. One of the greatest sports people who have ever lived, Ali earned an Olympic Gold in 1960 and went on to became the heavyweight boxing champion of the world on three occasions. The combination of athletic speed and power and speaking out with pride gave a new positive image for black people. He has influenced all aspects of culture from rap music to sport. Born Cassius Clay, Ali became a Muslim and changed his name after gaining the World Title in 1964.

In retirement, Ali has remained one of the most recognised of all world figures. As a sufferer of Parkinson’s disease, his appearance at the 1996 Olympics in Atlanta, to light the Olympic flame, moved an international audience.

[Sources: www.sportsillustrated.cnn.com; www.cnnsi.com; www.thebiographychannel.co.uk]

Mary Seacole (1805-1881)

Born in Kingston Jamaica, Mary was the daughter of a Scottish man and a Jamaican woman. When still in her teens she cadged a lift to London on a merchant ship and travelled widely on her own. She returned to Jamaica and married Edwin Horatio Seacole, Nelson’s godson, but after he died in 1844 Mary returned to her travels. In 1854 she heard about the outbreak of the Crimean War and, with the help of a business partner, opened a hotel in the Crimea, The British Hotel, so that she could look after sick and wounded soldiers from the British Army. When the war ended she returned to London and was affectionately known as ‘Mother Seacole’ for the way she had looked after the British soldiers. In 1857 she published a book about herself called ‘The wonderful adventures of Mrs Seacole in many lands’. When she died she was mourned by hundreds both in Jamaica and in London, where she was known and respected by members of the Royal family. Mary’s strongest quality appears to have been that she refused to let how others saw her stop
her doing what she wanted, including helping the soldiers of the British Army in their hour of need.

[Source; The Independent Review Thursday 20\textsuperscript{th} of January 2005, article by Jane Robinson]

Private Johnson Beharry

On March 17\textsuperscript{th} 2005 Private Johnson Beharry was awarded the Victoria Cross for bravery under fire after two acts of heroism. Both were in the face of the enemy, under intense fire, and at great personal risk to himself. Private Beharry, who is from Grenada in the West Indies, saved the lives of about 30 of his fellow soldiers, after their patrol drove into an ambush in Al Amarah last year. Private Beharry was driving the armoured carrier when rocket-propelled grenades hit it, engulfing the 30-ton vehicle in flames. Communications were cut off. Pte Beharry led the patrol to safety by smashing through a barricade. The hatch blew off the top of the tank, leaving Pte Beharry to drive through the streets with his head exposed to gunfire. A bullet even penetrated his helmet. When they got to the regiment's base Pte Beharry pulled his wounded platoon commander from the vehicle and then went back to save the injured gunner.

Five weeks later Pte Beharry was driving his armoured carrier through Al Amarah when a rocket propelled grenade exploded six inches from his head causing serious injuries. More grenades hit the vehicle, wounding several soldiers including the commander. Pte Beharry, with blood pouring out of his head, took control of the vehicle and reversed it out of the ambush area. This almost certainly saved the lives of his crew.

[Source; www.Guardian.co.uk (full citation quoted on this website)]

Private Jonetani Lawaci

On 17\textsuperscript{th} March 2005 Private Lawaci, who is from Suva, capital of Fiji, was given the Queen's Medal for Gallantry for saving three soldiers after their transporter plunged into a river as they drove to Camp Dogwood. Swimming against the fast flowing current, he dived under the water to open the tank's door and drag the men to safety.

Private Lawaci said;

What went through my head was ‘That’s my mates in there’* so I reacted on instinct.

(NB *Link to Cognitive Restructuring Session 8, Pte Lawaci has provided us with a positive example of ‘appealing to higher loyalties’.)

[Source; www.news/scotsman.com/uk]
Gypsies and Travellers

In 1968 the Tory Government produced the Caravan Sites Act. This act recommended that all local authorities should provide travellers sites; funding was provided by the Government to help local authorities to do this. However as it was just a recommendation not all local authorities pursued it.

In 1994 the Tories abolished the 1968 Act and under the newly introduced trespass laws made it illegal for travellers to stop on any land. In place of the 1968 Act the Government introduced guidance that said the local authority had a duty to recognise the land use needs of Gypsies and travellers. Most local authority councils identified land for Gypsies and travellers to use but introduced criteria that had to be met which proved impossible and unrealistic for most Gypsies and travellers. Gypsies and travellers were unable therefore to live on the land identified for them. Because some local authorities fulfil their moral obligation to provide site and other local authorities don’t, Gypsies and travellers tend to ‘cluster’ in particular areas, instead of being integrated throughout the country. This in itself contributes to the perception by local residents in some parts of the country that their area is being ‘overwhelmed’ by Gypsies and travellers. An additional consequence is that the legal sites that do exist tend to become overcrowded, contributing to local annoyance.

Therefore Gypsies and travellers have been forced onto the road. Some travelling communities are pulling onto inappropriate places, because there are not enough legal sites. Thereby they are creating illegal sites with scant provision for waste disposal, without sanitation, water or refuse disposal facilities, which of course have the potential for mess to build up. This then, the perception that Gypsies and travellers are dirty and messy, becomes something for which they are blamed and ‘stereotyped’. It is used to justify settled residents not wanting Gypsies to live near them.

90% of planning permission applications for members of travelling communities are turned down, as opposed to 20% of applications from non-travellers.

The current Government has had another look at the 1994 guidance and is reminding councils that they must take the accommodation needs of travellers into account and to be mindful of legislation such as the Human Rights Act, the Housing Act, the Children Act and the Race Relations Act which exist to protect us all.

A recent poll carried out by MORI on behalf of Stonewall’s Citizen 21 project found that Gypsies and travellers are the group most likely to be discriminated on grounds of ethnicity. The level of discrimination and prejudice towards the Gypsy and traveller community cut across all class and age groups with men’s prejudice slightly greater than women’s. The biggest influences on prejudice, according to the survey, were TV (34%), newspapers (33%) and parents (25%).

The Use of Motivational Skills in Work with RMO’s on OTO

Of particular interest to the tutor may be the four general principles of motivational interviewing. To ‘express empathy’ may be complex where the participant is presenting with offensive/upsetting points of view. The challenge for the tutor could be to express empathy with the underlying frustrations the participant may be experiencing, without in any way creating the impression of agreement/collusion with any racist idea the participant is expressing. Equally if the participant is denying/minimising the racist element of the offence, or defining himself or herself as not being racist the tutor needs to ensure that they do not ‘agree’ with the participant’s perspective as it will make work on the racist aspects of the offence much harder. Again it may be more productive to empathise with any sense of stigma the participant may be experiencing, without giving the impression that the tutor agrees with the participant’s ‘non-racist’ account of the offence or of themselves. These challenges may crop up in the early stages of the programme when the participant is still wary of the process.

Central to the process of ‘developing discrepancy’ is the idea that;

‘The client (sic) rather than the counsellor (sic) presents the argument for change’

During the course of the programme the participant may express attitudes that would generally be considered offensive, and the racist elements of the offence may be emotive and challenging for the tutor to discuss with the participant in a ‘neutral’ way. In these circumstances it may be especially hard for the tutor to avoid pointing out the importance of the participant making changes in their thinking and behaviour. This approach should be avoided, as it may well be counterproductive to the learning, and to the participant’s engagement with/completion of the programme. As stated above the tutor should not feel that they are under pressure to challenge such thinking ‘head on’, unless of course the expression of views is so extreme and deliberately offensive that it requires an immediate response and possible breach action. In these circumstances such considerations would supersede the delivery of the programme.

The content of the programme in itself creates opportunities for the participant to pick up on and develop the discrepancy between their earlier behaviour and the beliefs and values they may be reviewing as they progress through the programme.

‘Rolling with Resistance’ is a critical skill that the tutor may need to use extensively. The key elements to rolling with resistance in this context are that the tutor avoids ‘arguing’ for change, no matter what views or opinions the participant may be expressing. Miller and Rollnick (2002) emphasise the importance of encouraging but not imposing new perspectives. The tutor will recognise that ‘resistance’ is a cue to change tack and either approach the learning point in a different way or move on. Offering or re-iterating an opposing perspective is not generally a helpful way to respond to resistance. It may lead to the participant ‘digging in their heels’, which jeopardises the delivery style and entrenches the participant in their viewpoint, rather than creating the space for them to review it. Wherever possible the participant
should be seen and treated as the richest source of potential solutions, through a developing self-realisation.

The fourth principle ‘Supporting Self Efficacy’ stresses the importance of conveying, via the delivery style, a belief in and assumption of the participant’s ability to make positive changes. The participant is seen as the agent of change. The ‘confident’ attitude of the tutor - conveying a belief that the participant is capable of and will make positive changes - in itself empowers and motivates the participant.

The Use of Reflective Listening

Miller and Rollnick remind us that the crucial aspect of reflective listening is how the worker responds to what is said to them. To respond in an appropriate way may be especially challenging in work with participants expressing racist ideas and beliefs. Below are some of the ‘roadblocks’ that could get in the way of effective listening in our work with racially motivated offenders;

• Warning/threatening
• Moralising/preaching
• Judging/criticising/blaming
• Shaming/ridicule
• Ordering/directing/commanding
• Arguing/lecturing/giving advice

A reflective response, echoing back what the participant has said, can often be an effective way to respond to and diffuse resistance. Where however a participant is expressing anti-social or racist views, the tutor is faced with the challenge of rolling with resistance and using reflection, whilst avoiding any potential for appearing to collude. In such circumstances, reflecting back the participant’s comments but in doing so adding a twist or shifting the emphasis may be an effective response. An example of reflection with a twist, in response to resistant comments, is offered in the examples below;

1

I’m not a racist, I got stitched up by the Police

So feeling that you’ve had a label attached to you doesn’t sit comfortably for you.
This may be a resistant comment or a genuine enquiry, and judging which it is may influence how the tutor responds.

So, during the course of the programme, you’d like us to think about why there are special laws around racist words and behaviour.

Or

So you feel strongly that it is wrong to deliberately insult or harm anyone.

3

I’m not interested in talking to you or to anyone else about my being racist. I’m not a racist – he deserved what he got.

So you would prefer we worked together without me using a label to describe you. You think that could get in the way of our progress. You feel your take on the offence hasn’t always been fully understood.

The tutor is here acknowledging and reflecting back some of the emotional force of the participant’s comments, whilst avoiding getting drawn into a discussion about the validity of the claim that the victim ‘deserved’ to be offended against.

Or

Thank you for your openness. What I think you are saying is you would rather we don’t sum you up as a person because of one thing you did, and that at present you don’t care overly much about how the victim was affected.
If the participant agrees with this reflection it paves the way to move on, having diffused the resistance. In introducing the idea of the lack of victim empathy being how the participant feels at present, the tutor subtly invites the possibility of a changed outlook at a later stage.

**Or**

Amplified reflection;

> So we’ve all completely misunderstood. All things considered you are the wronged party; the victim is totally to blame for everything that happened

This technique would have to be used with caution as if interpreted as sarcasm would have a very counterproductive effect. The intended aim of amplified reflection is to prompt the participant to ‘climb down’ from their resistant stance, amplified by the tutor, and start to offer an alternative perspective. For instance, with reference to the above example, ‘well he’s not totally to blame’ could be a useful outcome of amplified reflection, and could then be responded to by simple reflection and then seeking elaboration

**e.g.**;

> So he’s not totally to blame, tell me a bit more about that?
Case Studies

The following are summaries of interviews with former OTO participants who were convicted of racially aggravated offences and sentenced to a Community Rehabilitation Order with a condition to take part in the One to One programme. They were interviewed using five set (closed and open) questions.

Case Study One

Joanne (not her real name) was convicted at a rural court of racially aggravated threatening and abusive words and behaviour. She was sentenced to a two year Community Punishment and Rehabilitation Order with a condition to attend the OTO General Offending Behaviour Programme. Due to her extensive offending history Joanne had been told by the Court to expect a custodial sentence. The following account directly reflects Joanne’s comments when interviewed, nine months after her Order had ended.

Joanne described what the offence had entailed. She said that she had gone to a strip club with friends and had got very drunk. Her behaviour within the club had become increasingly disruptive to the point where she was asked to leave. In her drunken state she objected to this and began to abuse the club doorman and protest at not being allowed back into the club. She demanded to be let back in but when he did not give in to her demand Joanne began to use racist abuse (her description) towards him. This continued for a lengthy period and was personalised and extreme. When she was arrested and taken away in a Police car she continued to make very insulting racist comments about the doorman.

In interview Joanne described how frightened she had been when appearing for sentence, her solicitor having explained to her the implications of being convicted for a racially aggravated offence. Her crime was reported in the local press and she was upset to receive propaganda from the national front seeking to recruit her. She was horrified to have been convicted for the offence as she did not think of herself as racist and had had black friends/partners. However when the OTO programme began (as Joanne explains) she was indignant at how her behaviour on the occasion of the offence had been seen. She still believed she was the wronged party in that she had been thrown out of the nightclub, and that her subsequent behaviour had been blown out of all proportion.

By the end of the programme Joanne’s attitude to the offence had changed dramatically. In interview she spoke powerfully about the probable impact of her words on the victim (to whom she has written an apology) and about the particular insult of abusing someone on the grounds of their skin colour. She said that she could now see the doorman was simply doing his job and that her own behaviour towards him could not be justified. Joanne identified cognitive restructuring and the social skills input (in which she and the tutor had ‘role played’ the offence) as being critical to her changed outlook.

As well as addressing directly the attitudes from which her abusive language stemmed the programme addressed further offending-related factors such as self-management and use of alcohol. Joanne reports a markedly changed lifestyle and has not been convicted of any further offences.
Case Study Two

In February 2003 Michael was sentenced to a 12 month Community Rehabilitation Order for an offence of racially threatening and abusive words and behaviour, the victim of which was an Asian Police Officer. Michael was interviewed in August 2003.

Michael’s account of the offence is that he had been out with friends and had become very drunk in a nightclub. He had gone into a cubicle in the men’s toilets and sat with his head on his knees because he was so drunk. Michael said that in the meantime the Police have been alerted to suspected drug misuse in the toilet and knocked the cubicle door down, in doing so hitting him hard on the head. Michael was then arrested and taken to the Police Station for questioning and it was in this context that Michael made abusive comments to the Asian arresting officer, accusing him of being a terrorist and having too big a family.

In interview Michael explained that he does not define himself as a racist and has intervened in situations where friends of his are behaving in a racist way. He is of Irish origin, and comments on the irony of his using the very insults to which the Irish community were commonly subjected when he was growing up.

Michael commented on the complex motivations that contributed to the offence. He said that he had a longstanding distrust of the Police (reflected in his offending history) to the extent that, at the start of the programme, he believed that any insult, if the recipient was a Police Officer, was fair game.

Michael described the impact of the OTO programme as gradual. He said that the offence analysis had given him ‘pause for thought’ and that the turning point in terms of beginning to develop victim empathy had been midway through Part Two. He commended his tutor’s staying power in encouraging him to think about the victim perspective and how this was balanced by a very affirmative and positive treatment style (for instance a pragmatic response to non completion of the action plan). He commented that, because he was being treated in this way, he was more open to looking at fresh perspectives on the offence.

Michael’s developing awareness of the impact of racism appears to be bound up with his growing readiness to view the Police, despite his own misgivings, as a ‘mixed bag’ of individuals, some with commendable motives. He said that from there he was able to ‘humanise’ Police Officers and begin to understand that black/Asian Police Officers, whatever their behaviour, are not in any circumstances deserving of racist abuse.

Michael has been convicted of Criminal Damage to a police car subsequent to the OTO programme being completed but has not been convicted of any further racially aggravated offences.
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Appendix E: THE USE OF ONE TO ONE WITH RACIALLY MOTIVATED OFFENDERS

POST PROGRAMME QUESTIONNAIRE

Participant Name: __________________________
Probation Area: __________________________
Date completed: __________________________

This questionnaire should be completed by a member of staff other than the OTO tutor who undertook programme delivery with the participant to ensure independence.

A copy of the completed questionnaire should be sent to:

Wendy Smith-Yau
NPD OBPT, room 223
Horseferry House
Dean Ryle Street
LONDON
SW1P 2AW

1. I would like to ask you about your offence(s).
What happened?

Who else was involved?

Why do you think you got involved?

Any acknowledgement by the offender that racist attitudes were involved? Y / N
Any acknowledgement of any pre-meditated racist attitudes  
Y / N / n/a

2. Tell me about the victim(s) of your offence(s).

Any acknowledgement the victim(s) was / were from a different racial group?  
Y / N

Why do you think you chose the victim(s)?

Any acknowledgement it was because the victim(s) was / were from a different racial group?  
Y / N

How did you feel about the victim(s) at the time of the offence?

How do you feel about them now?

Any evidence of empathy or perspective taking towards the victim(s)?  
Y / N

3. How did you feel about undertaking the OTO programme?

Do you think you have learned anything from the programme?  
Y / N
And, if so, what?
What in the programme do you think changed your thinking and behaviour most?

And what least?

Was there anything about the programme that you didn't like, or thought wasn't useful?

4. Do you think attending OTO has changed your attitudes or opinions towards the following? And in what way have they changed?:

Your motivation to avoid offending  
Y / N
Changes:

Your reasons for offending  
Y / N
Changes:

The ways you can avoid offending  
Y / N
Changes:

How your offending affects you  
Y / N
Changes:

How your offending affects others  
Y / N
Changes:
People from different ethnic groups
Changes:

Y / N
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<th>Appendix F Area Code and Name</th>
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<td><strong>Total</strong></td>
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There were 152381 Offenders with a completed OASys assessment between January 2004 and March 2005 on the O-Deat database. Of these 1785 offenders had been indicated in Q 2.9 as having been racially motivated.