



Immigrant Council
of Ireland



TAKING RACISM SERIOUSLY

MIGRANTS' EXPERIENCES OF
VIOLENCE, HARASSMENT AND ANTI-SOCIAL
BEHAVIOUR IN THE DUBLIN AREA



TAKING RACISM SERIOUSLY:

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Edited by: Colleen McFadyen

Designed and Printed by: Snap

ISBN: 978-0-9570144-1-1

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The Immigrant Council of Ireland (ICI) was established by Sr Stanislaus Kennedy in 2001. It is an independent human rights organisation that advocates for the rights of migrants and their families and acts as a catalyst for public debate and policy change. The ICI is also an Independent Law Centre.

The work of the ICI is underpinned by the belief that immigration is a permanent and positive reality in Ireland and that individuals' human rights must be respected, protected and upheld.

TABLE OF CONTENTS

FOREWORD	4
EXECUTIVE SUMMARY	5
CHAPTER ONE:	
RACISM IN IRELAND – PUTTING IT IN CONTEXT	8
CHAPTER TWO:	
RACISM IN THE COMMUNITY	13
CHAPTER THREE:	
RACISM IN THE WORKPLACE	19
CHAPTER FOUR:	
RACISM IN SCHOOLS, IN SHOPS, AND ON THE STREETS	25
CONCLUSION	29
RECOMMENDATIONS	31
APPENDICES	33

FOREWORD

This year, 2011, marks the 10th anniversary of the Immigrant Council of Ireland (ICI). Over the past decade, we have provided information and support, including legal representation when necessary, to more than 50,000 people and lobbied for reforms to Ireland's approach to immigration and integration. We have witnessed Ireland become a country of net immigration and then sadly, as a result of the economic crisis, saw it once again become a nation of net emigration. Our communities are permanently more diverse, with migrants from all around the world now calling this country home.

The phenomenon of being the country of destination for tens of thousands of migrants a year brought new challenges to Ireland. It highlighted shortcomings in our legislative and policy approach to immigration that, in some respects, we did not have to deal with before. It also highlighted some of the unattractive, and dangerous, responses some in our communities have had to this societal change.

At times during the past decade, particularly in relation to integration policies and practices, members of the ICI have spoken of the need for more leadership from our politicians and our community leaders. Perhaps the area where this lack of leadership has been most striking is in how we, as a community, deal with racism. This research report, *"Taking Racism Seriously: Migrants' Experiences of Violence, Harassment and Anti-Social Behaviour in the Dublin Area"* illustrates very starkly the price being paid for our lack of consistent, effective and strong action against racism.

It is inconceivable that Ireland should be a place where we tolerate a young child racially insulting a neighbour without taking meaningful action to address the glaring issues this raises. We cannot continue to tolerate circumstances where people working on public transport are subjected to racist abuse on a daily basis and regularly subjected to racially motivated assaults. Property damage, racist insults and racially motivated harassment and anti-social behaviour cannot ever be considered "normal" in our local communities.

This report uses case studies from incidents reported to the ICI's Racist Incidents Support and Referral Service and interviews with participants who took part in focus groups specifically for this publication. I would like to thank those participants – frontline health professionals, drivers from Dublin Bus and staff working on the Luas light-rail system. It is my sincere wish that, through their willingness to describe their experiences of racism at work and in the community, we can achieve significant and lasting change. I would also like to acknowledge the cooperation of Dublin Bus and Veolia, for their responses to this project and for their determination to tackle workplace-based racism. An Garda Síochána has also cooperated with this project and has indicated a desire to address the issues it has raised, specifically in relation to the concerns victims of racism can have when dealing with Gardaí. All these organisations are to be congratulated for their willingness to show leadership in the fight against racism.

The experiences recounted in this publication demand action and a new approach. This report does not make easy reading but I would hope it will be widely read and will spur renewed effort to address racism in 21st century Ireland.



Denise Charlton
CEO,
Immigrant Council of Ireland
September 2011

EXECUTIVE SUMMARY

The overall aim of this report is to better understand the experiences of racism, learn about the long-term consequences of racist attacks on members of the migrant communities, and to study the results of efforts by victims to obtain help and support. The experiences described in this report occurred in the workplace, on the streets and in the victims' neighbourhoods.

The starting point for this project was some initial casework undertaken by the Immigrant Council of Ireland (ICI) in support of people who had reported experiences of racism to its Racist Incident Support and Referral Service. In early 2011, a number of interviews were conducted with people who had previously experienced racist attacks or harassment. In addition to the case work and interviews, the research consisted of three focus groups of migrants working in frontline services where, according to anecdotal evidence and media accounts, they were likely to experience racism in their working day.

The focus groups met between January and April 2011. The first focus group consisted of eight Asian healthcare workers, all of whom had lived in Ireland for between six and 10 years. The second group consisted of seven black African bus drivers, again most of whom had been living and working in Ireland for several years. This focus group was organised by Dublin Bus. The third group consisted of nine Luas revenue protection officers, of which three were black and from Africa, three were white and from Eastern Europe, two were of Asian origin and one was white and Irish-born. This element of the research was facilitated by Veolia Transport, which operates the Luas system.

The focus groups also identified many individuals who were experiencing racist harassment and anti-social behaviour, not just at work but in the communities where they live. Many of those participating in the focus groups were naturalised Irish citizens.

Research undertaken in Northern Ireland and in London has highlighted the prevalence of young people as perpetrators of racist harassment experienced by black and ethnic minority children and adults.¹ Racist harassment involving minors and children emerged as a serious problem for some participants in our research. This report has not focused on perpetrators. However, it is clear that efforts to contest racist harassment and anti-social behaviour need to focus on perpetrators as well as victims.

This research addresses just some of the types of racism experienced in 21st century Irish society. For logistical and financial reasons, it primarily focuses on Dublin and is not necessarily a reflection of life outside Dublin. Having said that, there have been other studies looking at experiences of racism and discrimination outside Dublin, including D Silke, M Norris, F Kane and B Portley (2008) and V Jaichand (2010).²

In summary the research had the following objectives:

1. To document the experience of migrants who have been victims of racist attacks, anti-social behaviour and harassment
2. To document the experiences of victims of racist attacks and harassment in seeking support from employers, An Garda Síochána and other bodies such as local authorities
3. To learn about the information, advice and support needs of victims of racism and discrimination

The report documents experiences of racism in neighbourhoods, workplaces and on the

¹ N Jarman (2003) 'Victims and Perpetrators, Racism and Young People in Northern Ireland', *Child Care in Practice* 9.2, 129-139, p.134. Also see R Sibbet (1997) *The Perpetrators of Racial Harassment and Racial Violence: Home Office Research Study No. 176* London: Home Office

² D Silke, M Norris, F Kane and B Portley (2008) *Building Integrated Neighbourhoods: Towards an Intercultural Approach to Housing Policy and Practice in Ireland* (Dublin: NCCRI) identifies racially motivated anti-social behaviour as a problem in two Dublin City councils, Dundalk Town Council and Ennis Town Council. V Jaichand (2010) *Riding Along With Racism? Research on the Galway Taxi Industry: Employment Opportunities, Patterns of Public Use and User Perceptions* (Galway: Irish Centre for Human Rights) presents the experiences of taxi drivers in Galway

streets. While the number of participants in the research is small and by no means representative of the Irish population of migrant background, the message is clear; society needs to start taking this issue seriously.

This report makes the following main recommendations:

Institutional Responses

- Since the closure of the NCCRI and the end of the Know Racism campaign, there has been a policy leadership vacuum in institutional responses to racism at a national level. Hitherto, such bodies worked with organisations such as An Garda Síochána to facilitate the development of diversity strategies and other measures aimed at addressing racism. The Government should address this current leadership vacuum.
- The under-reporting of incidences of racism highlights the need to exercise caution when basing public discourses on racism on the publicly available data. All racially motivated incidents that come to the attention of gardaí are recorded on the Pulse system. However, without a concept of a 'racially aggravated offence' and with most racist incidents falling under existing public order or criminal damage legislation, there may be little motivation to focus on racism in the investigation. The current recording and monitoring of racist incidents by gardaí need to address these issues to provide a better appreciation of the levels of racism in Ireland.
- Clear guidelines covering the sentencing of racially motivated crimes are required. Further to this, consideration could be given to adopting the concept of racially aggravated crime in respect of sentencing. Although this is sometimes controversial with complexities in securing a conviction, such a move would send out a powerful signal that racism is being taken seriously.
- Some victims of racism reported that they were waiting years for an offer of alternative accommodation from their local authority, all the while living in an environment of racist harassment. Responses to racism in communities need to ensure that victims receive practical support.
- The Department of Justice and Equality performs a background check as part of determining citizenship and long term residence applications. Individuals who have come to the negative attention of gardaí receive a negative decision on their application. However, research recently undertaken by the ICI highlights how occasionally coming to the attention of gardaí, even in reporting a crime, can result in a negative decision.³ While these incidents are rare, they have resulted in a reluctance of some victims to report racist incidents – as was reported to the ICI during this research. To address this, the relevant aspects of the law and its application need to be looked at.

Victim Support

- An Garda Síochána should have clear advice that is widely available for victims of racist violence, harassment and anti-social behaviour. It should inform victims how gardaí will respond and follow up racially motivated offences. Such advice needs to explain step by step to victims the level of support they can expect and how to make a complaint if such support is not forthcoming.
- Local authorities, community organisations and residents' groups need to work together to support victims of racism and challenge racially motivated anti-social behaviour. The European Network Against Racism (Ireland) represents a promising example of the development of such a network.
- Although many schools have been actively promoting anti-racism, all schools should adopt anti-racism policies that identify the steps that will be taken to address racist bullying when it occurs.
- Employers should provide clear information and advice aimed at explaining step by step how they will respond to complaints of racism. Support for victims should be sensitive to the emotional and psychological effects of racist abuse.
- Funding is needed for advocacy and outreach services that support victims of racist discrimination, violence, harassment anti-social behaviour.

³ Catherine Cosgrave (2011) *Living In Limbo: Migrants' Experiences of Applying for Naturalisation in Ireland* Dublin: Immigrant Council of Ireland

Raising Awareness

- This report reveals the reluctance of victims of racist attacks and abuse to report their experiences to the authorities. An awareness campaign could advertise the available supports and services for victims of racism and could advise them on how to report an incident.
- There are clearly complexities in dealing with racist harassment when the perpetrators are minors, as is the case in many of the experiences recounted in this report. There is a need for research that focuses on perpetrators of racist violence, harassment and anti-social behaviour and specifically on children and minors as perpetrators. Such research could address the root causes of racism in communities and the welfare of perpetrators, many of whom are children.
- Experience of racism in the workplace is not easy to understand if you have not experienced racism. For example, one bus driver who complained about racist abuse he had experienced was told by his supervisor that 'we all get that'. There is need for leadership on the issues of racism, discrimination and xenophobia from employers, but also an understanding of and sensitivity to the differences between bullying and racist bullying.

CHAPTER ONE: RACISM IN IRELAND – PUTTING IT IN CONTEXT

Introduction

This chapter puts this study of experiences of racism within the wider context of findings from past research. It also outlines key legal and policy issues that affect how racism is identified and addressed in the Republic of Ireland. The first section outlines evidence of racism in Ireland found in national and international comparative studies and Garda statistics. The second section examines potential shortcomings in institutional responses to racism in Ireland. The final section identifies some strategic issues that need to be addressed.

Evidence of Racism in Ireland

Various surveys have documented disconcerting levels of racism in Irish society. Anecdotal evidence suggests that there has been an increase in incidences of racism since the beginning of the economic crisis. In 2010, the ICI launched a pilot service to provide advocacy support to people who experience racism. The decision to do so followed the cessation of the Know Racism campaign, the closure of the NCCRI in 2008 and an increase in people reporting their experiences of racism to the ICI. The Government's Know Racism campaign published research findings on racism and attitudes to minority ethnic groups in February 2004. It concluded that 18 per cent of respondents had personally witnessed racist behaviour in Ireland.⁴

A 2005 survey conducted by the Economic and Social Research Institute (ESRI) of non-EU citizen migrants' experiences of racism and discrimination in Ireland found that black Africans were more likely than any other respondents to experience harassment on the street, on public transport and in public places. Findings were based on returned questionnaires from 345 work-permit holders and 430 asylum seekers. Amongst those with work permits, 32 per cent of black respondents had experienced insults or other forms of harassment at work. Black Africans also reported higher levels of discrimination in access to work (34.5 per cent) than other respondents.⁵ The ESRI study also found that black Africans were more likely than other non-EU migrants to experience harassment by neighbours or on the street but were least likely to report such an incident to gardai.⁶

A 2009 survey undertaken by Gallup on behalf of the European Union Agency for Fundamental Rights (FRA) found that 73 per cent of black African respondents in Ireland believed that discrimination based on ethnicity or immigration status was widespread in the country.⁷ A further EU-Midis report found that 76 per cent of black respondents in Ireland did not report their experiences of discrimination to the relevant authorities.⁸ This is backed up by a finding in the ESRI study that 18.7 per cent of black Africans described being treated badly or receiving a poor service from healthcare services on at least one occasion (compared to 9.2 per cent of Asian respondents and 15 per cent of non-EU European respondents). However, of those who received substandard treatment, most (82.5 per cent) did not make a complaint.⁹ This strongly suggests that there is under-reporting of racist incidents in the Ireland.

A 2004 report by the NCCRI (following consultation with An Garda Síochána) considered that

⁴ Millward Brown IMS (2004) Presentation of Research Findings on Racism and Attitudes to Minority Groups. *Know Racism*. www.knowracism.ie

⁵ F McGinnity, PJ O'Connell, E Quinn and J Williams (2006) *Migrants' Experience of Racism and Discrimination in Ireland: Results of a survey conducted by the Economic and Social Research Institute for the European Union Monitoring Centre on Racism and Xenophobia* Dublin: ESRI

⁶ *Ibid*, p.40

⁷ European Union Agency for Fundamental Rights (2009) *European Union Minorities and Discrimination Survey*, <http://fra.europa.eu/eu-midis/>

⁸ European Union Agency for Fundamental Rights (2009) *EU-MIDIS – European Union Minorities and Discrimination: Main Results Report* http://fra.europa.eu/fraWebsite/attachments/eumidis_mainreport_conference-edition_en.pdf

⁹ McGinnity et al, *Migrants' Experience of Racism and Discrimination in Ireland* p.49

the reasons for this under-reporting included recent migrants' possible negative perceptions of police from their countries of origin, a reluctance to report crime out of fear that it might jeopardise their residency in Ireland and inconsistencies in the way gardaí respond to racist crime.¹⁰

There have been some high-profile cases where racism was perceived to be a motivating factor in fatal assaults. Zhao Liu Tao, a 29-year-old Chinese student of English, was assaulted by a gang of youths in Dublin on 27 January 2001.¹¹ One of the youths struck Mr Zhao with a metal bar. He died three days later in Beaumont Hospital. The case came to trial in March 2003 and one youth was convicted of manslaughter.¹² In 2008, two Polish men, Mariusz Sz wajkos and Pavel Kalite, were stabbed to death in Drimnagh.¹³ The case came to trial in May 2010 and one man was convicted of murder.

These are serious crimes and have been treated as such by the gardaí. However, there are a larger number of incidents of racist assaults and major and minor incidents of racist harassment that have remained, for the most part, invisible in media and policy debates.

Evidence of such incidents (but not necessarily a reflection of the number of such incidents because of low levels of reporting) can be gleaned from other studies and surveys and from incidents documented by the NCCRI before it was closed down. From 2001 until its regrettable abolition in 2008, the NCCRI operated a system for recording incidents of racism in Ireland. The kinds of incident tracked by the NCCRI include verbal abuse, damage to property (including racist graffiti), threatening behaviour and physical assault.

A study published in April 2010 by the Teachers' Union of Ireland (TUI), involving 332 second- and third-level (institutes of technology and further education colleges) teachers, found that 28 per cent were aware of racist incidents that had occurred in their school or college during the previous month. Black children were identified as particularly vulnerable to such incidents.¹⁴

A 2007 estate management study by Fingal County Council examined experiences of anti-social behaviour. It identified a problem of racist intimidation where some migrants who had been allocated local authority housing were 'being targeted for ongoing harassment'. Such harassment included 'the sending of projectiles into their street space, name calling, damage to possessions and racist bullying of their children at school'. The Fingal study found that such harassment was happening within a wider context of anti-social behaviour and intimidation. This meant that residents were afraid to name anti-social households as they feared they would also be subjected to abuse. Racist harassment of some tenants occurred alongside other incidents of anti-social behaviour and, as such, could be viewed to some extent as part of a wider issue.¹⁵ The Fingal study identified some 'racial tensions' in Blanchardstown:

The problems centred on one area of new housing, part of a new infill to an established estate, where a group of non-indigenous families were allocated housing. According to community representatives from the area, local people in adjoining areas of the existing estate were assured that they would be given special consideration to the new housing. In the event the houses were allocated in accordance with the Council's scheme of letting priorities and a number were allocated to people from ethnic minorities. Soon after taking up residence, these families were targeted for racial harassment, damage to property and verbal abuse.¹⁶

It must be noted that claims that 'indigenous' residents had been turned down for housing

¹⁰ An Garda Síochána in NCCRI/Equality Authority National Annual Report to the EUMC (2004)

¹¹ *The Irish Times*, 28 January 2001

¹² Michael Doyle 'Student hit with bar in racist row died in days' *Irish Independent*, 25 June 2003

¹³ *The Irish Times*, 10 May 2010

¹⁴ Teachers' Union of Ireland (2010), *Results of the Behaviour and Attitudes Survey on Racism, Interculturalism and Resources for Minority Ethnic Students Incorporating Recommendations of the TUI Equality Council* Dublin: TUI

¹⁵ E Bergin (2007) *Managing to do Better: a Review of Estate Management Practice in Fingal County* Dublin: Fingal County Council p.37

¹⁶ *Ibid*, p.59

were unfounded. On examination, it was found that none had applied. The claim that migrants were taking houses from local people proved to be an urban myth.

These studies suggest that racism is a considerable problem in Ireland. This report aims to provide more information on the impact of racism on people's lives.

Institutional Responses to Racism

There seems to be a gap between policies aimed at addressing racism and the practical supports provided for people who experience racism. For example, research undertaken by the TUI found that 57 per cent of teachers surveyed stated that their school or college had a specific procedure to be followed if a racist incident occurs. In some cases, an informal rather than formal procedure was identified. However, 32 per cent said that their school or college had no procedure on racism or racist incidents, while 11 per cent did not know if their school or college had such a procedure. The TUI report notes that, where procedures exist, they usually outline several steps to deal with an incident: speaking to the children involved, discussion with a senior member of staff, parent liaison, incident reports and 'if necessary' contacting gardaí. However, the report also notes that, amongst respondents, the 'exact understanding of a racist incident appears problematic'.¹⁷ For example, schools are required to address incidents of bullying but it is often less clear how they might respond differently to racially aggravated bullying or indeed, in some cases, whether to acknowledge it at all.

In the wider context, Ireland has adopted legislation that criminalises racism in some settings, notably those covered by the Employment Equality Act (1998) and the Equal Status Act (2000). Racist discrimination in the provision of goods and services (including public services) can be legally challenged. So too can experiences of racism in employment. However, it remains less clear how other manifestations of racism are being successfully challenged.

The Prohibition of Incitement to Hatred Act (1989) was never intended to cover the wide range of criminal offences where incitement is not a factor, including the majority of cases involving assaults, harassment and criminal damage. Such criminal acts are, for the most part, dealt with under existing public order offences against the person and criminal damage legislation. A cursory review of media reports of court hearings would indicate that the majority of racist crimes are primarily dealt with under a range of other legislation, in particular the Criminal Justice (Public Order) Act (1994), the Non-Fatal Offences Against the Person Act (1997) and the Criminal Damage Act (1991).¹⁸ The weakness of this approach is that such general legislation in Ireland does not recognise racism as an aggravating circumstance when it comes to sentencing.

The United Kingdom's Crown Prosecution Service (CPS) – the equivalent of the Director of Public Prosecutions in the Republic of Ireland – has published a prosecution policy for racist crime. It did so for the following reasons:

*We want people to know what they can expect from us when we prosecute racist or religious crime and hope this will help them have greater confidence in the criminal justice system.*¹⁹

According to the CPS, motive is always difficult to prove. Therefore, most prosecutions for alleged racist offences end up being prosecuted as basic offences. The key difference with Irish law is that, when racism can be proved, this will result in more severe sentencing.

'Racially aggravated offences' is a concept that does not exist under Irish law. While An Garda Síochána acknowledges and records racially motivated offences, the Irish criminal justice system makes no distinction between offences deemed to have such motivations and other offences covered by the same legislation. In this context, there may be little motivation to focus on racism in the investigation of offences as doing so is unlikely to affect the outcome

¹⁷ TUI, p.20-22

¹⁸ NCCRI and the Equality Commission for Northern Ireland (2005) *Seeking Advice and Redress Against Racism in Ireland* www.nccri.ie

¹⁹ Crown Prosecution Service (2010) *Racist and Religious Crime: CPS Prosecution Policy* www.cps.gov.uk

of a prosecution.

Since 2003, all racially motivated incidents that come to the attention of gardaí are recorded on the Pulse system (see Appendix Two). They are required to be individually followed up by the Racial, Intercultural and Diversity Office in conjunction with the superintendents in charge of the divisional area where the offence took place. In addition, each divisional area has designated Garda Ethnic Liaison Officers. They are responsible for liaising with ethnic minority communities and 'hard to reach' groups, providing information on Garda services, monitoring racist incidents and delivering appropriate policing services.²⁰ Furthermore, An Garda Síochána has put in place procedures for victim support and family liaison to keep victims informed of progress in investigations. They also 'ensure that victims are afforded appropriate and relevant support'.²¹ In some divisional areas, gardaí hold regular clinics to reach out to migrant communities. One example of such good practice is a regular clinic held at the mosque in Clonskeagh after prayers on Fridays.

More recent Pulse data indicate that incidents under the 1989 Incitement to Hatred Act account for only a small proportion of racially motivated incidents recorded by gardaí. The most prevalent racially motivated incidents identified as such include public order offences, assaults and criminal damage to property. Overall, the number of racially motivated incidents identified as such by gardaí has fallen year on year. This may not indicate that the number of such incidents has fallen but rather that the number of such incidences being reported has fallen (see Appendix Two).

In various Garda reports that refer to racism – including strategic documents and various divisional reports posted on An Garda Síochána's website – there is little or no specific discussion of racist incidents and the challenges in addressing them. For example, the Garda Síochána's *Diversity Strategy and Implementation Plan 2009-2012* states its goal to be more responsive to Ireland's diverse population.²² However, it is short on details when it comes to addressing the kinds of racist violence, harassment or anti-social behaviour described in this report.

Issues

Comparative EU research has found that three-quarters of black migrants in Ireland consider that racist discrimination is widespread in the Republic of Ireland. However, of these, three-quarters do not know how and where they might receive advice, help or support in dealing with experiences of racism.²³

Whilst any ethnic group living in Ireland can experience racism, the evidence suggests that black people living in Ireland are most likely to experience racist discrimination, harassment and racially motivated crimes.²⁴

Racist crime is a problem in Ireland that has involved assaults (including fatal assaults), criminal damage, incitement to hatred, verbal abuse and other forms of harassment and anti-social behaviour. A key question is whether or not our present legislation and institutional responses are sufficiently comprehensive and dissuasive to address the issue. Legislation addressing racism does not focus on racist violence, harassment and anti-social behaviour *per se* but on basic offences that have racist or other motivations. New legislation is not necessarily essential; however, clear guidelines on the prosecution avenues for racially motivated offences are needed. Racist violence, harassment and anti-social behaviour may often not be taken especially seriously where legislation and sentencing policy make no

²⁰ Garda Ethnic Liaison Officer (ELO) Information Sheet www.garda.ie

²¹ Information on victim support, Crime Victims and Family Liaison Office www.garda.ie

²² *An Garda Síochána: Diversity Strategy and Implementation Plan 2009-2012 – Beyond Legal Compliance* (May 2009) <http://www.garda.ie/Documents/User/DiversityStrat.pdf>

²³ European Union Agency for Fundamental Rights (2009) *EU-MIDIS – European Union Minorities and Discrimination: Main Results Report* http://fra.europa.eu/fraWebsite/attachments/eumidis_mainreport_conference-edition_en_.pdf

European Union Agency for Fundamental Rights (2009) *European Union Minorities and Discrimination Survey* <http://fra.europa.eu/eu-midis/>

²⁴ *Ibid.*, p.40

distinctions between such offences motivated by racism and other equivalent offences.

Since the closure of the NCCRI and the Know Racism campaign there has been a policy leadership vacuum in driving institutional responsiveness to social diversity. Hitherto such bodies worked with organisations such as An Garda Síochána to facilitate the development of diversity strategies and other measures aimed at addressing racism. The concern is that some Irish anti-racism or diversity policies may in effect be 'paper policies' that set out laudable aspirations but lack a focus on practical supports for victims of racist violence, harassment and anti-social behaviour.

It is in this context that advocacy on behalf of victims of racist assaults, harassment and anti-social behaviour can play an important role in policy development. It can, as this report aims to do, highlight issues that need to be taken seriously and shortcomings on the ability of existing practices to address experiences of racism.

CHAPTER TWO: RACISM IN THE COMMUNITY

The following chapters contain case studies that emerged from the three focus groups and from interviews conducted by the ICI in response to calls to its Racist Incident Support and Referral Service. This chapter focuses on incidents that were targeted on the family home or that occurred on the housing estates where the victims lived. Chapter three focuses on incidents in the workplace and chapter four looks beyond the local community at experiences in schools and on the streets of Dublin.

The experiences addressed cover the past decade (2000-2010). They vary from long-term harassment to violent assault to anti-social behaviour that resulted in victims having to flee their homes.

The aim in setting out these case studies in some detail is to capture a sense of the dynamics of incidents of harassment, violence and anti-social behaviour, the challenges encountered by victims in accessing meaningful support and, no less crucially, the consequences of such incidents on the lives of victims and their families. To respect the confidentiality of the participants, pseudonyms are used throughout the report. Likewise, areas where the incidents took place have also been changed to preserve anonymity and confidentiality.

Francis and Rosaline

Francis and his wife Rosaline arrived in Ireland as asylum seekers from sub-Saharan Africa in the mid-1990s. They were granted refugee status and have since become Irish citizens. They have three Irish-citizen children: Raoul, Jean and Laura.

From the end of 2001 to 2005, Francis and his family experienced racial abuse on an intermittent basis from children who lived on the estate. According to Francis, one of these children was 'so young that he was just learning to talk' but yet he used words such as 'nigger'. They made no complaint for reasons they outlined in a subsequent letter sent to An Garda Síochána:

One can wonder why so far we have not made a statement to the police. We have so far taken a cautious approach and the support we have been receiving from our Irish friends and neighbours has been tremendous. It is also fair to say that since the people who have been abusing us were by and large young, we were hoping that they were going to change through the education system! This has not been the case however. It is true that we did not make an effort to talk to their parents mainly because we felt that it could backfire on us.

The incident that resulted in their eventual complaint occurred in July 2005. A boy named Mike told Rosaline, in the presence of a group of other children, that he wanted to kill her son Raoul. When Rosaline asked him to repeat what he said, he repeated it once and then retracted his statement 'pretending that he did not mean it'. Later the same day, Mike's sister Nancy and another girl returned and threw eggs at their front door and at their car. Rosaline took photographs of what occurred.

The following evening the group of children returned and threw eggs at their car once again. The next day, as Raoul and Jean were cycling with a group of their friends, Mike forcibly removed Raoul from his bike, calling him names, including 'nigger'. Rosaline subsequently intervened and asked Mike to return Raoul's bike. She also received racial abuse. Later that day, when Raoul and Jean were playing with their friends, they were disturbed again by Mike and another boy called Seán, who was 15 and several years older than the other children present. This older boy told Mike to pull Raoul's trousers down and encouraged other children to mock Raoul and cheer Mike on.

Francis' statement to gardaí described how his family had become prisoners in their own home. Their children were deprived of being able to play with their friends outside their house. They felt that, along with another migrant family, they had been targeted in a series of racially

motivated incidents led by young teenagers but also involving younger children. They sent a copy of the statement to the local authority as they were reliably informed that the perpetrators were children of council tenants.

They subsequently received a brief letter of response from the local Garda Superintendent, stating that the matter had been dealt with by a named garda. The garda who responded to their complaint asked if the family wanted to press charges. Francis said no:

I did not want any more unwarranted attention. They came with eggs; what if they came with a knife? We wanted the guards to talk to them and ask them to leave us alone. We were worried that there would be further harassment if charges were pressed. We just wanted the harassment to stop.

Nine months or so after a meeting with officials from the local authority concerned, Francis was contacted by a council official. He informed the official that there had been no more incidents since 2005. Having said that, the reason there was no further trouble was because his children were not let out to play anymore:

We had been living in the estate for four years at the time. Our child had come to know and befriend other children on the estate. From then on, we always supervised our children when they went out to play. If we saw particular children outside, we did not allow our children out to play. Also our children did not want to go out to play when they saw their abusers. Even before the incidents, our children were apprehensive about going out to play because they were afraid of some of the boys on the estate. For example, in 2001 my son, then four years of age, witnessed his father being called a nigger on the street by a two-year-old child. It was only when he began to attend school that he began to have issues around his identity. He wanted to have straight hair like his friends. He was shy to begin with. After the incident he wanted to move away. – Rosaline

Their daughter Jean was five years of age when the reported incidents occurred. Afterwards, she was adamant that she wanted the family to move from the area and kept entreating her parents to do so. According to Francis, she felt threatened. She was afraid of losing her bike every time she left the house. The family immediately decided to move but were not able to do so for three years, when they completed the sale of their house.

The incidents affected Francis' and his wife's sense of security. Rosaline became unwilling to leave the house except by car. Only when the family moved did she resume walking to and from her home. She also requested Francis never to walk to the local shop and he complied. The family took what Francis called 'practical safeguards'.

Francis reflected that the family had experienced a minor form of racial harassment. He compared this to the traumatic experiences in Africa that triggered his migration. The incident clearly affected his sense of well-being and that of his family. It had affected their lives on a daily basis for three years until they were able to move from the estate. In effect, they had been driven from their home.

Anthony

Anthony migrated to Ireland from Sub-Saharan Africa and is now an Irish citizen. He is an accountant by profession. In 1999 he was allocated a council house in south Dublin to which he moved with his wife and two children. At the start the family experienced no problems. However, from early 2000 their home and car were vandalised on a number of occasions. Car windows were broken a number of times and their car was damaged repeatedly whilst parked outside their home. The damage was so severe and the incidents so frequent that their car had to be replaced on six occasions between 2000 and 2002.

Every week it seemed there was another incident. Anthony believed that a group of teenagers from the area (aged about 14 or 15 with some younger children) were responsible. This group engaged in ongoing verbal abuse, calling him 'black monkey' and 'nigger' and telling him 'we

do not want you here'. Anthony tried to talk to the parents of these children but, although they were aware of this behaviour, it still continued. Often the group of teenagers would sit on his car. Anthony recalled: 'They would crowd around the car. I would say nothing; I was fed up.'

The harassment escalated over time. On one occasion, when Anthony and his family were in the house, a teenager broke a car window. Previous damage had occurred whilst he and his wife were out at work. Their house was burgled a number of times.

In 2000 they applied for a transfer but were told that they would have to wait because of a shortage of accommodation. They suffered ongoing harassment for two years whilst waiting for an offer of alternative accommodation. In May 2002, while the family was away overnight, their house was burgled and all their possessions, including furniture, were stolen. One of the gardaí who responded to this incident advised the family to leave as this was 'a bad area'. The family left their house never to return.

Anthony remembers this garda as being supportive. He had come to the house before in response to various earlier incidents. He gave the family his business card and said he would provide information to the council if needs be. Each time something happened, Anthony reported it to the gardaí. He was calling them almost every weekend. Most of the time, Anthony felt the gardaí were limited in how they could respond. The gardaí tried 'two or three times' to talk to the teenagers who were harassing them but there was no reduction of the harassment. The family also reported incidents to the council.

After their home was burgled in May 2002, they moved to private rented accommodation until 2010. During these eight years, they did not experience any racist incidents. They also found gardaí to be quicker responding to incidents. Anthony recalls how in 2003 he had arranged for a man to come and collect his car from the driveway. A neighbour saw the stranger sitting into Anthony's car and called the gardaí. Five minutes later, gardaí came.

In July 2010 they were finally allocated a council house. The family moved to another part of south Dublin. Since moving there they have only experienced one incident. Their car was parked in front of their neighbour's house. The neighbour, a middle-aged woman, came and banged on their door. When Anthony opened the door she shouted: 'I am living in my country, I'm Irish, you are not from here.' This incident happened at night time. The woman was drunk and Anthony has only seen her once since.

Otherwise the family has settled well. The children like the local school and they have not, to the best of Anthony's knowledge, experienced racism there. When asked whether he felt his experiences of racism were unusual, Anthony replied that he knew of several other black families who have had similar experiences of racist harassment and damage to their property in other parts of Dublin.

Danny and Daphne

Danny is an Asian healthcare worker and has lived with his family in south-west Dublin for several years. In 2009 a group of youths aged between 12 and 15 were throwing stones at his three-year-old child. The teenagers used abusive language, using terms such as 'chinky eyed' and shouted 'you don't belong here'. His children were not hit by any of the stones thrown at them. Danny spoke to the one of the boy's parents. He told them what the boy had done and told them they were responsible for the behaviour of their children. These parents took action and did not let their son play near Danny's house any more.

However, the harassment of Danny and his family by the group of children continued. In 2010 at Halloween, the gang threw stones and fire crackers at his house. Over time the gang got bigger and Danny and his family were still being harassed when he was interviewed in February 2011. Since the harassment began, Danny no longer allows his children to play outdoors.

Danny first complained to An Garda Síochána about this harassment in April 2009. He has made numerous complaints about various incidents. Garda patrols apparently responded to

some incidents but at the time of the interview the gardaí had not visited Danny and his family at home:

I called the Garda station in April 2009. The gardaí said they'd send around a squad car. Sometimes they do, sometimes they don't. They send around unmarked cars sometimes.

I phone the gardaí every night and they have done nothing so far. They have never come to the house. After two weeks I went to the Garda station. I went to the station twice. It always happens at night so they say they will deal with it in the morning. Sometimes they lodge a report, sometimes they don't. Now I don't phone the police. Since 2009 I have called more than 50 times. No garda has come to the house. It used to affect me when I was at work. I feel useless, I'm the father of a family and I can't protect the family. – Danny

Danny's friend Daphne described how she was harassed by the gang in 2010 when she went to visit Danny at his home. A group of teenagers, consisting of both boys and girls, threw stones at her and shouted racist abuse. She was pregnant at the time. Danny stated that several other Asian families of his acquaintance had experienced similar racist harassment in west Dublin.

In November 2010 [my neighbours'] 12-year-old daughter scratched my car several times. I went to her house to speak with her mother. Her mother defended her. [The girl] confessed she did it but said she didn't know why she did it. Her mother was very angry [with me].

At 11.30pm I heard banging on my door. The father of the girl was at the door shouting: 'Why did you come to our house harassing my daughter?' I explained that I came to tell his wife to talk to her daughter. The father was abusive but not racist. He came back again later than night and I called the gardaí, who came to talk to him. I gave a statement. The gardaí were very good.

Two weeks later I had two flat tyres but with no evidence what can you do? Three weeks later the tyre was slashed with a blade so it couldn't be repaired. A good neighbour helped me change the wheel. We only had a problem with one family. – Danny

Arthur

Arthur described receiving ongoing racist abuse from the children of their next-door neighbours. His family has been living in north-west Dublin since 2005. Several years ago their next door neighbours' young children began calling Arthur and other members of his family names. Even though these children were very young, they engaged in constant harassment of Arthur's family. One of the children, aged about six years, took to urinating at their window in front of his daughter as well as using racist terms of abuse.

Arthur's family also experienced some harassment from those children's parents. For example, they left loud music playing for two weeks while they were away on holiday. As a result of this anti-social behaviour, Arthur and his family had difficulty sleeping.

Arthur called the gardaí three times to deal with their neighbours. In the absence of proof, no charges were made. The abusive behaviour of their neighbours' children continued. Arthur and his wife began to take photographs every time the children crossed over the boundary on to their property. They provided the photographs to the gardaí. One local garda who was supportive asked Arthur if he wanted to press charges. Arthur just asked him to talk to the neighbours and tell them he had documented proof of their harassment. The garda did so and the children admitted what they had done. The harassment came to an end.

Caleb

Caleb has lived in Co Kildare for the past five years as an owner-occupier on an affordable-housing estate. He has three children aged nine years and under. There is a council housing estate near where they live. Caleb and his family are being harassed by a group of about 10 teenagers aged between 15 and 17. Members of this group bang on his door or throw objects at the house and recently have broken windows.

These incidents have generally occurred when Caleb or other members of his family have been in the house. Whenever he ran out to see who the perpetrator was, the gang would shout abusive taunts at him. Now he often stays indoors when such harassment occurs.

Caleb and his family have experienced such harassment three or four times a week for the several years. Caleb's wife has been on her own in the house when some incidents occurred. She has become afraid to go out on her own, especially when it is dark. Now, if Caleb is away, his family goes and stays with relatives because they are afraid to be in the house on their own. He considers that the harassment has had a negative impact on his eldest child in particular. She understands what is happening and wants to move away.

In 2007 the gardaí were called for the first time. His neighbours, who were also black and who were also being harassed, called the gardaí as well. There was a visible Garda presence on the estate for a few weeks and then, according to Caleb, 'they disappeared'. He said: 'Now if I call, they don't come anymore.'

He thinks that the level of harassment he has been experiencing has escalated over time. In the absence of any support, Caleb approached some of the parents of the teenagers in the gang. He considered them disinterested.

According to Caleb, there are five or six migrant families on his estate who are also being harassed.

Caleb's experiences came to light when he participated in a focus group as part of this research. Since February 2011, the ICI has been supporting Caleb with his situation.

In February 2011 a window at the front of Caleb's house was broken. The ICI spoke with Caleb after this incident. He stated that he had not reported the issue to An Garda Síochána as he felt that, in previous instances, the gardaí had not taken any action. He said that, as far as he was aware, gardaí do not come to the housing estate anymore.

The ICI has urged Caleb to report this latest incident to his local Garda station as a means of determining the Garda response. It is monitoring the situation. If appropriate, the ICI will intervene with local gardaí and the Garda Racial, Intercultural and Diversity office to encourage a response to the situation that is satisfactory to Caleb and his family.

Discussion and Analysis

A number of studies and sources cited in this chapter identify minors (children and adolescents) as perpetrators and victims of racist harassment, bullying and anti-social behaviour. Although this report does not focus on perpetrators, it is worth mentioning that a 1997 UK Home Office study made a similar finding about perpetrators of racist harassment.²⁵

The prevalence of racist harassment of migrant families where they live emerged as a key finding of our study. Some such incidents appear minor compared to others described in this report. Yet even minor harassment when motivated by racism can be very damaging. As stated in a review of evidence from the UK:

Racist motivation can transform even apparently trivial incidents into something much

²⁵ Sibbet R (1997) *The Perpetrators of Racial Harassment and Racial Violence: Home Office Research Study 176* (London: Home Office) p.78-80

*more disturbing and frightening both for victims and other members of the ethnic group.*²⁶

Research on anti-social behaviour on some estates in Ireland suggests that it can be difficult to deal with. For example, a 2007 study undertaken on behalf of Fingal County Council suggests a major problem is that residents feel intimidated by neighbours and are unwilling to lodge complaints.²⁷ All the respondents endeavoured, on at least one occasion, to make complaints, mostly to An Garda Síochána.

In first case study, gardaí and the local authority clearly took the incidents reported to them seriously – a Garda Superintendent wrote to the family detailing the action taken and the local authority made follow-up contact with the family. Despite these responses, the family still felt they had to leave their home.

Other victims felt that gardaí did not take their experiences seriously. This was a key problem for those victims. Their feelings of isolation and anxiety were exacerbated when their reports of racism seemed not to be taken seriously or when their complaints were ignored. For such families, feeling supported by gardaí and the local authorities would be a major step forward in alleviating their distress, even if such support was unable to fully address the harassment they encountered.

Many issues arising in communities, housing estates and local areas call for a different response than conventional recording and reporting. There are, for example, particular sensitivities required when the perpetrators are minors. While these responses are important, they are not the only action that needs to be taken. Put simply, racism finds expression within communities and needs to be challenged within communities. Leadership is crucial. An Garda Síochána, local authorities and community groups all have important roles to play.

²⁶ NSPCC (1999) *Protecting Children from Racism and Racial Abuse: a Research Evidence Review*, p.3

²⁷ E Bergin (2007) *Managing to do Better: a Review of Estate Management Practice in Fingal County Dublin*: Fingal County Council p.59

CHAPTER THREE: RACISM IN THE WORKPLACE

Experiences of Asian Healthcare Workers

The Asian healthcare workers' focus group described initial hostility when they first came to Ireland a decade ago. One described how she initially encountered discrimination at work due to her colour: 'Patients preferred to be cared by white "Irish" staff.' She considered that this was no longer a problem but was adamant, as were several other interviewees, that there had been growing hostility towards Asians outside of work since the beginning of the economic crisis.

They also expressed anxiety about what they considered a disproportionate use by hospital management of 'fitness for practice' investigations of experienced Asian healthcare workers. In essence, they described living in fear of complaints, which would lead to rulings of professional misconduct that would strip them of their licence to practice as a nurse (any person can complain: patient, colleague, supervisor or member of the public). Anxieties at work were compounded by those relating to their status as migrants and the right to work of spouses. Alongside these overlapping causes of anxiety, they worried that if they complained life would be made more difficult for them.

However, they did feel that the Irish Nurses and Midwives Organisation (INMO – formerly the Irish Nurses Organisation) were '110 per cent supportive'. There was considerable discussion and reflection about finding the individual strength to cope with experiences of bullying and the emotional support provided by friends. One participant said: 'Some of us cry about it, or talk it out to friends.'

The Asian healthcare workers are an extremely organised and solid group. Some of them described incidents where they confronted white Irish staff in relation to decisions that they felt were unfair. They were very well versed on their rights and entitlements.

Experiences of Black Bus Drivers

The second focus group consisted of black bus drivers employed by Dublin Bus. Dublin Bus has prominent anti-racism policies. It has used disciplinary procedures to address racism in the workplace and has worked to challenge racism in the community. For example, it participates in a joint initiative with An Garda Síochána that is sponsored by the Square shopping centre in Tallaght.

Since 2003, Dublin Bus has been involved in the One People programme as part of a strategy to address anti-social behaviour such as stone-throwing, verbal abuse and racist abuse directed at bus drivers. A number of bus drivers from different ethnic minorities continue to be involved in the programme. Many of those bus drivers also live in the local community. The programme is considered to be effective in building good community relationships, reducing incidents of anti-social behaviour and racist abuse and, supporting local youth and voluntary community groups. However, the focus group of black bus drivers felt that such initiatives ameliorated rather than fully addressed experiences of racism.

Some members of the focus group described experiences of racism from customers that they found to be extremely distressing. In the first example, Adam describes an incident from July 2010:

There were three guys about 22 years old at the bus stop. The guys had cans of beer. As they got on the bus, I told them they couldn't drink on the bus. They said they wouldn't. They got on without paying and went upstairs. I asked them to come down to pay on the PA system. They shouted: 'What do you want, you black bastard?'

One of them came downstairs to pay for two of them and said the third person wouldn't come down to pay. I said I wasn't going to drive until I was paid. Another came down and started shouting: 'What does this nigger want?' The third arrived down and said:

'Let's go, we've no money.'

They then wanted their money back. I said I could issue a refund but not give the money back. All three became abusive and started banging at the door and shouting: 'Bring the nigger out, we'll kill him.' One of them put his hand in the small hole to open the door. All the passengers were quiet. I held on to his hand and then released it. He then spat in my face and left the bus. – Adam

The incident occurred at night en route from a suburb to the city centre. Gardaí arrested his assailants.

Simon described a similar incident from August 2010:

Towards the end of my shift (11.15pm), 10 youths aged 18-20 years of age were going into town. They were a bit drunk and didn't want to pay. I stopped the bus. I stayed for 10 minutes without moving. Two girls from the group came downstairs to pay. Two guys then came downstairs shouting: 'Fucking nigger, what are you doing here?'

I rang control. I was told to stay in the cab and make sure they paid. They went upstairs and I started driving. When I was half way to town I saw some liquid coming down through the cab ceiling. They were peeing from above. – Simon

Simon's fear is that incidents such as this will only become more frequent.

Caleb described three incidents in early 2011 in which he experienced racist abuse. During the previous year, he reckoned he encountered such abuse about twice a week.

Early on a Saturday morning, three men got on the bus. They were Eastern European I think. They had two buggies. I asked them to fold the buggies and to keep the kids on their lap. They said yes OK, we will just get on first. They sat down and I reminded them to fold the buggies. They replied: 'Fuck off, just do your job you fucking black bastard.' I called the garage who called the gardaí. I sat there until they arrived and got the guys off the bus. – Caleb

A young woman was getting on a non-wheelchair accessible bus. I told her she had to fold the buggy. She replied: 'Why don't you go back to where you came from you black bastard?' I pulled over the bus and called the gardaí. – Caleb

At the bus stop was a woman in her early 30s. She never signalled that she wanted the bus. I pulled in. As I closed the door she jumped on and shouted 'Black bastard, you nearly killed me! Go back to where you came from black monkey.' – Caleb

Some of these incidents were triggered when drivers insisted that passengers pay their fares or otherwise obey the rules. Other members of the group stated that they had experienced similarly frequent levels of racist abuse. Simon stated that, when he worked on Nitelink buses or drove at weekends, he encountered two or three incidents of racist abuse per night.

Several participants considered that their white Irish colleagues and supervisors did not always understand experiences of racism and sometimes felt that they did not take their reports seriously enough. A number of participants described the difficulties they experienced or believed to exist in reporting incidents they considered to be racist. Some described it as very difficult to complain because they felt that accusing somebody of racism was a very serious matter and did not want to be perceived as trouble makers. Having said that, Dublin Bus did take action in some cases. For example, one participant experienced verbal abuse and demeaning treatment from a white colleague, which he reported as a racist incident. In this case, Dublin Bus took the matter very seriously and disciplined the perpetrator.

Dublin Bus management acknowledges that further awareness of the impact of racism on bus drivers needs to be raised across the organisation and structures put in place to ensure that bus drivers who report racist incidents are dealt with in a sensitive, professional and serious

manner. Dublin Bus is currently developing a reporting structure for racist abuse of bus drivers and is liaising with An Garda Síochána in relation to follow-up actions.

Experiences of Multi-Ethnic Luas workers

The third focus group consisted of nine Luas employees. Some members of this group, who worked as revenue protection officers, described frequent experiences of racism when dealing with passengers who had not paid their fares. They also experienced persistent racist verbal abuse from passengers as they moved through the carriages. George, who worked as a revenue protection officer for several years, said:

I experience racism every day. Just today, for example, on my way to this meeting, I asked a man for a ticket and he replied: 'Fuck off nigger.' I told him to get off the tram, which he did. Sometimes passengers say: 'Go back to your country, black monkey, you're thieves stealing our jobs.'

At the Red Cow stop last week I passed a man in his late 20s who was with his three-year-old child. The man asked his child: 'Do you want to see a monkey now? A black monkey is coming now. Can you make the sound of a monkey?' – George

Other revenue protection officers of African or Asian descent also described daily experiences of racist verbal abuse. Arundhati stated that she typically experienced racist verbal abuse four or five times each day. The nature and extent of racism in Ireland came as a huge shock when she first moved here. She grew up in Britain without the kinds of racism she encounters on a daily basis in Dublin. She likened these experiences to those of her grandparents who are of Asian origin. Other black colleagues also described how racist verbal abuse had become part of their daily working lives in Ireland.

Members of the focus group considered that black employees and other migrants were treated differently by passengers. They considered that passengers were less likely to be abusive towards white Irish staff. Some described being deliberately ignored by passengers when they were working alongside white Irish colleagues.

Eastern European members of the focus group did not experience the kinds of racist name calling experienced by black colleagues. However, they expressed concern at the high levels of anti-social behaviour, which included verbal abuse.

Black participants in the focus group said that they often experienced racist verbal abuse from older passengers. George gave the example of an older man who frequently tells staff to 'go back to your own country black monkey'. He has said it to George on at least three occasions. Other colleagues are being similarly abused by this person and receiving similar abuse from other older passengers. Oliver, who is a Luas driver, said:

It happens so often, I get used to it. It's part of my job now. I'm used to the verbal abuse. People stand beside me and talk through the glass that we're stealing their jobs. – Oliver

Several black revenue protection officers described experiences of racist assaults from passengers. Arundhati stated that she had been assaulted seven times since she began working as a revenue protection officer in 2004. Each incident was accompanied by racist verbal abuse. She described three such incidents:

One day I was spat at by a guy who was 17 or 18 years old. He spat at me as the door was closing. I was infuriated and told my team leader I was going home. The gardai came down as the controllers had called them [the controllers also witnessed the incident on CCTV]. – Arundhati

My hair was pulled another time by a woman in her 30s who was travelling with her husband. – Arundhati

In 2004 I was first assaulted. A woman pushed me. She was in her 50s and a senior civil servant.²⁸ She also made a racist comment. I made a statement to the gardaí and the file went to the DPP. I was liaising with one garda in particular. However, he was relocated and then I heard no more. – Arundhati

In each of these cases, gardaí were called. However, as far as the victim is aware, none of the incidents resulted in a prosecution.

Members of the focus group said that they did not report most of the incidents of racist verbal abuse that they experienced as they felt that only serious incidents would be logged by the controller.

Leo, a black person who had been working for Veolia for six years, stated that he had been assaulted at least five times at work. He described two such incidents. The first occurred at Halloween in 2008 when he was badly injured by a group of youths aged between 15 and 20 years. Before they boarded the tram, one of the group had yelled into the emergency intercom on the platform that they were going to 'kill the black bastard today'. Due to the injuries he sustained, Leo was off work for three months. As far as he is aware, none of the perpetrators were charged. Leo described another assault, witnessed this time by members of An Garda Síochána:

In December 2010 I went for counselling following an incident at a stop.²⁹ A man stood at the door of the tram and spat at me. I moved away from him and he punched me. There were two undercover gardaí on board and they arrested him instantly. I went to the Garda station to make a statement. I also brought the incident to the attention of the assistant team leader. – Leo

Leo also described being assaulted whilst off duty because he was recognised as a Luas revenue protection officer: 'That was the hardest slap I ever had in my life. The man said to me: "This time you don't give me a fine."'

In outlining specific solutions to curb such racially motivated abuse, one participant said he would like to see posters in carriages that gave details of cases where people were prosecuted for racially abusing and assaulting staff, in the same way that convictions of people who did not pay their fares were publicised as a deterrent. It should be noted that Veolia has engaged in many marketing campaigns on the Luas system over a number of years that request passengers to respect their staff. It has also supported anti-racism campaigns.

Members of the focus group felt that more could be done to improve relations and build trust between migrant and Irish employees. One participant said: 'We can't sit back and hope for integration. Irish employees shy away from us. We hear comments such as: "This job is driving me mad; I'm fucking sick of them speaking in their own language." Most white Irish don't have the patience to listen to the accents. They mock our food and, as time goes on, the separation gets worse, but some people are making an effort.'

Aidan, a white Irish participant in the focus group, considered that migrant as well as Irish-born employees could do more to promote integration:

I have many immigrant colleagues who are also good friends. Some tend to stick together but the problems are mostly down to ignorance. But it isn't all down to ignorance either. When I'm the only Irish person and they're speaking their own language, I feel lonely and isolated. We should spend more time together getting to know each other. – Aidan

Members of the focus group also described examples of how they had formed friendships

²⁸ Revenue protection officers request that passengers who have not paid their fares produce proof of identity. In this case, the perpetrator was identified as a senior civil servant when she presented her work ID.

²⁹ Veolia Transport sources an external healthcare provider to give free, confidential, face-to-face and over-the-phone counselling to employees on a range of issues.

with Irish colleagues and expressed their hopes that more could be done to improve integration in the workplace and in the wider community.

Notwithstanding the above, Veolia has taken a number of steps to combat anti-social or threatening behaviour, including racist assaults. For example, it sourced an external specialist training company to provide training with regard to conflict avoidance. Furthermore, an external security company that specialises in transport security to protect staff and passengers is operating on routes. A designated Security and Compliance Department, headed by a former garda with 35 years' experience, also exists.

Regular meetings, including specific safety meetings, take place between trade union representatives to address racism and anti-social behaviour. Training has previously been provided within the organisation by the NCCRI to familiarise managers and employees on the importance of anti-racism and intercultural awareness. Veolia has also implemented policies on diversity, bullying and harassment. It launched its diversity policy in 2006 in conjunction with an internal marketing campaign.

Jenny

Jenny is originally from Sub-Saharan Africa and has been residing in Ireland for more than five years. She is a qualified accountant and works in a large accountancy firm. Jenny contacted the ICI in relation to treatment that she had been receiving from some of her co-workers. A number of her co-workers had made highly offensive remarks that she felt were intended as racial insults.

Jenny informed the ICI that her co-workers had made comments to her asking what certain parts of a black person's anatomy looked like. They stated that she was very hairy and smelly. When word was being passed around the office about a party in a co-worker's house, she was informed that black people were not invited. In one instance, a co-worker approached Jenny and asked her to look up directions for 'black bitch road' in Dublin.

Jenny stated that this offensive and derogatory treatment was having a serious impact on her mental well-being, her confidence and performance in work, and her relationship with her co-workers. She felt that it had also affected her family life as well as she was stressed about work and was taking things out on her family.

Jenny brought the issues to the attention of her employer and initially felt supported in their response. The employer convened a training day with staff where they explored issues of racism in the workplace and made clear that racism was unacceptable and would be viewed as a very serious offence.

However, following this training the racism continued. She again brought the matter to the attention of her employer but felt they did not respond appropriately in this case. Jenny stated that the impression she had from her employers was that they felt they had lived up to their responsibilities by providing the training session. She did not see any chance of her employer taking further action.

Jenny contacted the ICI in June 2010 to report the incident. The ICI recorded Jenny's incident and supported her in seeking redress for her situation. The ICI contacted the Equality Authority, which stated that it would be in a position to advise Jenny and offer her support in challenging the inaction of her employers. The Equality Authority provided the ICI and Jenny with a contact name for an advisor who would be able to offer her advice on how best to respond to the issue and, if appropriate, seek to take a case against her employer for the racially motivated treatment she was receiving at the hands of her co-workers.

Initially, Jenny decided not to pursue the matter further as she felt, with the employment situation in Ireland being very difficult, she would remain in her employment and try to resolve the issues internally. Jenny stated that she felt if she was to 'rock the boat' she might lose her job and be unable to find a new one. However, she was very appreciative of the support offered as she felt that she now knew where to seek advice if the situation persisted.

The ICI checked back with Jenny in January 2011. She stated that, as the issues had persisted, she again raised it with her employer. In this instance, her employer assured her that they would formally investigate the matter. At the same time, Jenny contacted the Equality Authority, which informed her that, while an internal investigation was taking place, she would be best advised to follow that procedure in the hope that this would resolve the issue.

As her employers began investigating the issue, Jenny became concerned at the manner in which it was being handled. While a white Irish employee who had made a complaint against her Irish colleagues had an external investigator look into her case, Jenny was told that an internal investigator would be looking into her complaint. The internal person was a manager in the company and, while Human Resources had assured Jenny that all managers were trained investigators, Jenny's impression was that he did not have any training and seemed completely unsure how to proceed. Jenny feels that the investigation of her complaint was unsatisfactory and did not address the issues that were presented.

While her colleagues are still whispering in her presence and she feels uncomfortable in work, she has not heard any other racist comments. The issue has had serious repercussions for her confidence and she is extremely unhappy at work. She said that she is often absent from work due to illness, including back pain, which she says is due to the fact that she is constantly tense and anxious in the workplace. She is trying to find another job but so far has not been able to.

The ICI continues to support and assist Jenny in her situation, referring her to appropriate counselling services to deal with the stress of the situation and assisting her in seeking redress regarding her complaint.

Discussion and Analysis

Some participants in the focus groups described a lack of understanding of their experiences of racism amongst white Irish colleagues and supervisors. Sometimes they felt that supervisors appeared to seek to deflect or to ignore efforts by black colleagues to discuss the racism they experienced. One described how a supervisor said to him that 'we all experience things like that', not understanding that experiences of being called a nigger were not the same as other forms of verbal abuse. However, part of the problem seems to be that interactions between drivers and supervisors mostly occur in public areas. Complex and sensitive issues such as experiences of racism are difficult to address in crowded work environments such as bus depots. Clear opportunities to raise such issues and discuss them in confidence are needed.

Black bus drivers encounter high levels of racist abuse. Much of this appears to be triggered by their efforts to do their job properly, for example when they ask passengers to pay their bus fare. They said they wanted measures taken to reduce the numbers of incidents and see the perpetrators prosecuted.

Similarly, black revenue protection officers on the Luas red line experienced ongoing racist verbal abuse. They are particularly at risk of racist assaults because they must interact directly with passengers. Much of the racist verbal abuse and racist assaults they experience, as with bus drivers, came from passengers who were unwilling to pay their fares. Luas employees also felt that more could be done by their employer to ensure that perpetrators of racist incidents were prosecuted. Like some other victims of racist assaults described in this report, they considered that racially motivated crimes needed to be taken more seriously by gardaí. They also felt that there needed to be much better follow-up in terms of keeping victims informed of actions taken by gardaí when incidents were reported. Generally, they were unsure what, if anything, had been done by the gardaí once incidents had been reported.

CHAPTER FOUR: RACISM IN SCHOOLS, IN SHOPS AND ON THE STREETS

Previous chapters have documented experiences of racism in the workplace and in the communities where respondents live with their families. In the course of the research many other accounts of experiences of racism emerged. This chapter brings together a number of these. Collectively these illustrate the need to address experience of racism in a range of settings: such as in schools, in shops and on the streets.

Amataya

At the time of the following incident, Amataya had been living in Ireland for seven years. Originally from India, he had worked in accountancy and financial services until he became unemployed as a result of the economic recession.

In August 2009 he was assaulted and badly beaten whilst waiting at a bus stop near his home in west Dublin. The assault occurred at around 8.45pm. Some gardaí were speaking to a group of young people at the bus stop just as he arrived. However, when they left, Amataya was assaulted by the group. His assailants ranged from young teenagers to 20 year olds. One was a girl between 12 and 14 years of age. The girl shouted at Amataya: 'You broke the glass of my car.' Amataya knew nothing about this.

The accusation instigated the physical assault by male members of the group. One of them punched Amataya on the forehead. He fell down and replied that he did not know what she was talking about. He tried to run away but the male who had punched him gave chase. When he lost his footing and fell in the middle of the road, his assailant kicked his back near his kidney. He managed to stand up and cross the road to the petrol station. He dialled 999 and reported the incident.

After 45 minutes gardaí arrived at the petrol station. He explained what had occurred and asked them were these kinds of incidents common. They replied that they were not. However, while he was waiting for the gardaí to arrive at the petrol station, he had asked the Eastern Europeans working there were such incidents common. They replied yes and described a couple of similar attacks that had occurred nearby.

He asked the gardaí to drop him home as he felt lost and scared. His back felt very painful, his hand was grazed and his knee was sore. He woke in the middle of night feeling dizzy and vomiting. He went to Accident and Emergency at the nearest hospital where his injuries were found not to be serious. He continued to feel pain and required painkiller medication for several days.

Amataya wrote to a Garda Superintendent and copied the letter to the Indian Embassy and the European Commission against Racism and Intolerance. He argued in his letter that there was a real need to address the extent of assaults by minors on migrants. He believed that the assaults were not taken seriously because many of the assailants were 'minors or under age'. He believed that many such incidents were not reported, partly because it was believed that nothing would be done in response to such complaints.

As a result of the attack, Amataya moved from the area as he no longer felt safe there. He also felt 'really scared' whenever he visited the city centre on his own. Some time after the attack he moved to the United States. Amataya had previously lived in the United Kingdom, Holland and Sweden and had never felt as unsafe as he felt in Dublin.

Focus Groups

A number of Asian participants experienced considerable hostility when they first came to Ireland a decade ago but such expressions of hostility had abated over time. However, they considered that racist verbal abuse had risen again since the start of the economic crisis. They believed that Asians who experienced assaults and robberies were being attacked

because they were migrants. A number of participants in the focus group lived in fear of racially motivated crime.

There is a feeling that they are targeting us now. – Concepta

[Racism] used to be rampant before. I think now people are used to our presence. Outside the hospital, there is more hostility. Asians' houses are being robbed and targeted. – Daphne

People want us to go away. People say it to our faces, passing by, 'go home'. – Annabelle

[They say] You have work at home? Why are you here? – Mary

It's like when we came [first]. Now we are going through it all over again for the past two years, since the start of the recession. – Annabelle

Two women described being jostled by passersby on the street on a number of occasions. One of the men in the focus group said that this had also happened to his wife. One of the women said: 'They bump at you "go back home". It is mostly boys (10-15 years old). It happens in the daytime in the street, loads of times.'

Some black focus group members who have lived in Ireland for several years spoke of racism as an unrelenting constant in their lives. A number of these were Irish citizens. One participant, who is a citizen of another EU country, considered that racist verbal abuse was far more prevalent in Ireland:

I get abused in Ireland almost everyday – that doesn't happen in Germany. For example, if I'm driving the car in Lucan or Blanchardstown and if I stop at the lights, someone walking by will shout 'black bastard'. This happens every second day... Not a month has gone by since I've come to Ireland when I haven't heard abuse. – Adam

Evan

Evan is originally from West Africa and arrived in Ireland in 2007 at the age of 16. On arrival in the State he made an application for asylum but was refused. He has since made an application for humanitarian leave to remain and is awaiting a decision.

Evan attends a large public secondary school in Dublin, where he is currently in sixth year. In September 2010 an incident occurred in school where another student subjected Evan to verbal racist abuse and threats of violence. Evan was very concerned for his safety and uncomfortable in the school environment. Two friends had witnessed the incident and, together with Evan, reported it to the school authorities. The school principal immediately stated that it was the school's policy not to tolerate any instances of racism in any way in the school. The principal informed Evan that this kind of abuse was covered by the school's anti-bullying policy and that appropriate action would be taken.

The offending pupil was suspended for two weeks following the incident, with the school clearly articulating to the student why he was suspended, making particular reference to the school's non-tolerance of racially motivated abuse or threats.

Evan told the ICI that he was very pleased with this outcome as he felt supported by the school and that the school was responsive to his needs. He said he was pleased that a message had been sent to the boy and to other pupils that this type of behaviour would not be tolerated in the school.

Evan went on to inform the ICI that, following the incident, the offending student approached Evan outside school hours and off school property. Again he threatened Evan, hit him and verbally assaulted him using racial terminology. The ICI asked Evan had he reported the second incident to the school or An Garda Síochána. He said that he had not. Evan told the

ICI that, as the second incident occurred outside school time and off school property, he did not feel that he could bring it to the school's attention. He also stated that he did not feel it was something he could bring to An Garda Síochána.

Following discussions with Evan, the ICI felt that Evan's reservation in approaching An Garda Síochána with the matter was due to his immigration status and that he felt, while pending a decision, that he did not have the right to complain to gardaí about the situation.

The ICI advised Evan that, even though the second incident happened off school property and outside school hours, he was entitled to bring it to the attention of the school as it concerned the behaviour of a fellow student and was a continuation of an issue that had originally begun in school. Likewise, the ICI advised Evan that, regardless of the fact that he was still waiting for a decision in relation to his immigration application, he had a right to report issues such as this to An Garda Síochána, even in the case where no one else witnessed the incident. Evan said he had not thought this was the case and undertook to do so if issues of this nature arose in the future.

Marcus

Marcus is originally from West Africa and has resided in Ireland since 2008. He attends secondary school in Dublin. He has made an application for refugee status in Ireland and is awaiting a decision. He is 17 years old.

Marcus experienced racial abuse from a classmate at his school in March 2010. He did not feel that he would be taken seriously by the school if he reported the incident, even though two of his classmates had witnessed the incidents and would have been in a position to provide corroborating evidence of the verbal racial abuse that Marcus had endured. Marcus told the ICI that he felt that his report would not be entertained by the school as he had previously been in trouble with teachers in the school for misbehaving.

Rather than report the issue to the relevant school authorities, Marcus confronted his classmate and a fight ensued. When this altercation was discovered by a teacher, he was suspended from school for two weeks, despite his protestations that he had not started the fight. Marcus told the ICI that he believed the other student was not suspended or reprimanded in any way.

The racist element to the fight was never brought to the school's attention. Marcus told the ICI that he did not know if his school had an anti-racism policy and that he did not feel there was ever an opportunity to raise such issues with teachers or the school principal.

The ICI discussed the options available to Marcus and how he could respond if instances such as this occurred again. Marcus told the ICI that he had no faith in the desire of his school to support him if these problems reoccur. He stated that, if such issues arose again, he would take the same course of action – confront the offender himself, physically if needed. The ICI advised him that, before taking this route, he should contact the ICI and receive support regarding his response as there were options available to him that did not entail a physical response.

The ICI is concerned about the fact that that Marcus is a vulnerable, isolated young man who is angry and feels that he must prove to bullies that he will not tolerate abuse. He does not feel that there are any other avenues available to him other than to take matters into his own hands. The ICI will remain in contact with Marcus and offer support if instances arise in the future.

In Marcus' case, as the issue had taken place a number of months prior to him speaking with the ICI in January 2011, it was felt that it was not appropriate to raise the particular case with Marcus' school. However, the ICI has arranged to meet with Marcus again to discuss his experiences since the event and to potentially approach Marcus' school as part of the ICI's work in encouraging schools to adopt and promote anti-racism policies. As part of this work, the ICI is involved in the delivery of training to schools and teachers on racism and initiating a mechanism for schools to effectively respond to racially motivated incidents.

Huan

Huan is originally from East Asia and has been resident in Ireland since 2002. He is a business owner in Dublin. Huan contacted the ICI concerning treatment that he had received at the hands of an anonymous individual in the neighbourhood.

Huan informed the ICI that he has occasionally received hate mail through the letterbox of his shop. At various times over the past number of years he has received postcards and letters that have contained racially abusive terminology and threats, the most recent of which he received in November 2010.

The ICI asked Huan if he had ever reported these matters to his local Garda station. He said that he had not as he did not see the point due to the anonymity of the sender. He also stated that he did not want to have any contact with An Garda Síochána in case it had a negative impact on his immigration status and his hopes to become a naturalised Irish citizen. Huan has applied for Irish citizenship but has been informed by friends that, as the process is completely discretionary, any mention of his name on the Pulse system could result in a negative decision on his application. For this reason, Huan is reluctant to report any of the post he receives to the An Garda Síochána.

The ICI informed Huan that, while the Department of Justice and Equality will perform a background check as part of determining his citizenship application, generally only instances where the individual has come to the negative attention of gardaí are taken into account. Therefore, his reporting of an issue should not have a negative impact on his application. The ICI also contacted Huan's local Garda station and spoke with the station's Ethnic Liaison Officer regarding the issue (without giving Huan's name). The garda responsible confirmed that, while information concerning the issue would be recorded, it would be made very clear that he was reporting the issue and not responsible for the offence.

The ICI passed this information to Huan, providing him with the name and direct line of the local Garda Ethnic Liaison Officer, and encouraged him to report the issues. The ICI told Huan that, while he may feel the hate mail is something he is willing to ignore for now, should the situation escalate, it is important to have developed a precedent for these issues with his local Garda station so that it is aware of his difficulties. Unfortunately, to date Huan remains unwilling to report the issues to gardaí, preferring to wait until after his citizenship application is decided.

Discussion and Analysis

One of the key issues to emerge from this study is the reluctance of victims to report or take issues further. In many cases, the individual has decided not to report the incident any further than discussing it with the ICI. This can be for a number of reasons, ranging from having a previous negative experience with reporting an issue or not believing that anything will happen to not wanting to be seen as 'rocking the boat' or attracting attention to themselves. In many cases, clients believed that reporting experiences of racism may have some negative impact on their immigration status or future applications for citizenship. Research recently undertaken by the ICI highlights how such fears are not entirely unfounded.³⁰

It must be stressed that considerable work has been done by An Garda Síochána to build bridges with migrant communities, notably through community policing, ethnic liaison officers in all divisions and the Garda Racial, Intercultural and Diversity Office. However, Amataya's experiences show a gap between these policies and some victims' perceptions of how seriously gardaí take experiences of racism.

The case studies set out in this chapter and those in earlier chapters demonstrate that racism is all too real in 21st century Ireland.

³⁰ Catherine Cosgrave (2011) *Living In Limbo: Migrants' Experiences of Applying for Naturalisation in Ireland* Dublin: Immigrant Council of Ireland

CONCLUSION

For many migrants, racism is a fact of everyday life. Some of those who experience racist harassment, bullying or marginalisation in the workplace have found it difficult to make complaints or seek support from their employers. Two reasons for this are suggested by this research:

1. Migrants feel disempowered or insecure, often as a result of wider experiences of racism outside the workplace or resulting from their precarious status as migrants.
2. There is a perception amongst migrants that they will not be treated fairly. This factor emerged, in particular, amongst Asian respondents. The pressure, they felt, was to keep their heads down rather than to seek redress for any discrimination and bullying they experienced.

From a service-provider perspective, the ICI has found a reluctance to accept support from individuals who have been victims of racist incidents. In some instances, the supports that can be offered to victims are immediately apparent. In other instances, the 'answer' or support that might be provided is frustrated or mitigated by a reluctance to report or take issues further for the above reasons. Outreach work with minority-led organisations, schools and community groups has been found to be crucial in overcoming the reluctance of victims to report incidents or seek real support.

A key finding of this research is the high prevalence of racist harassment of migrant families in their homes and within residential neighbourhoods by groups of minors. Such harassment has resulted in some migrant families feeling under siege or having to flee their homes. At other times, this harassment has resulted in serious incidents of damage to property and threatening behaviour. Some of the worst effects on the lives and well-being of victims resulted from ongoing racist verbal abuse and more subtle forms of harassment.

It is also clear that support for victims of such harassment is inadequate. This has created a perception, for some, that gardaí ignore or do not take such complaints seriously. The fact that there are no clear guidelines to support victims of racist harassment and deal with perpetrators is unquestionably problematic. Instances of good practice can be identified where gardaí, local authorities and community organisations have worked together to offer support to victims. However, it is also clear that some victims of racist violence, harassment and anti-social behaviour have not received such support.

There is a need for clear statements that let victims of racism know exactly what support they can expect from gardaí and the courts. An Garda Síochána publishes information on the services it provides, which is translated into various community languages.³¹ However, equivalent information on services and support for victims of racism is not yet widely available. An example of good practice is a leaflet aimed at providing advice to victims of racially motivated crime that was recently published by the Safety Sub-Group of the Kilkenny Integration Forum (Appendix One).

Gardaí record offences as racist when these are identified as such by victims. However, in the absence of clear and consistent guidelines on what constitutes a racist element to an offence and how, if at all, such offences should be dealt with differently from other offences, much depends on how racism is understood and interpreted by gardaí. In this context, it is important that Garda policies on diversity become more explicitly focused on practical ways of supporting victims of racist violence, harassment and anti-social behaviour.

Some of the casework undertaken by the ICI relates to experiences of racism within schools. There is a clear need for school policies on bullying to identify how children who experience racism will be supported. Racist violence, harassment and anti-social behaviour require school and community-based responses as well as remedies involving the criminal justice system.

³¹ For example, a Garda document entitled *Your Police Service in Intercultural Ireland* is available in 12 languages from: <http://www.garda.ie/Documents/User/Racial%20and%20Intercultural%20English.pdf>

In this context, it is clear that advocacy on behalf of victims of racist violence, harassment and anti-social behaviour will best develop where there are wider strategic commitments to taking racism seriously. Advocacy work can raise issues that need to be addressed by various institutional players, including An Garda Síochána, local authorities and community organisations. The root causes of racist harassment and anti-social behaviour require a broader focus on the communities within which perpetrators and victims live.

It has been emphasised in this report that experiences of racism have given some migrants the impression that gardaí do not take this issue seriously. However, these experiences have also created a perception that there is an underlying racism within Irish society, a society that condones and fails to challenge racist speech. Several respondents who had lived in other European countries remarked that racist speech in Ireland was especially coarse.

In his classic analysis of the steps that lead to racist violence, Gordon Allport concluded that 'biting' is always preceded by 'barking'. Various forms of violence, including intimidation, are likely to occur in community or group settings where the use of speech to articulate antagonism (racist name-calling) becomes socially acceptable.³²

Most of the incidents in this report were witnessed by non-perpetrators or were perpetrated by groups. Respondents described receiving racist verbal abuse from young people and from older people, from teenage boys from economically deprived communities and from middle-class women. Various participants in this study have called for an approach to prosecuting racist assaults that demonstrates that racism is taken seriously and is unacceptable in our society.

³² GW Allport (1966) *The Nature of Prejudice* Cambridge, MA: Addison-Westly

RECOMMENDATIONS

Institutional Responses

- Since the closure of the NCCRI and the end of the Know Racism campaign, there has been a policy leadership vacuum in institutional responses to racism at a national level. Hitherto, such bodies worked with organisations such as An Garda Síochána to facilitate the development of diversity strategies and other measures aimed at addressing racism. The Government should address this current leadership vacuum.
- The under-reporting of incidences of racism highlights the need to exercise caution when basing public discourses on racism on the publicly available data. All racially motivated incidents that come to the attention of gardaí are recorded on the Pulse system. However, without a concept of a 'racially aggravated offence' and with most racist incidents falling under existing public order or criminal damage legislation, there may be little motivation to focus on racism in the investigation. The current recording and monitoring of racist incidents by gardaí need to address these issues to provide a better appreciation of the levels of racism in Ireland.
- Clear guidelines covering the sentencing of racially motivated crimes are required. Further to this, consideration could be given to adopting the concept of racially aggravated crime in respect of sentencing. Although this is sometimes controversial with complexities in securing a conviction, such a move would send out a powerful signal that racism is being taken seriously.
- Some victims of racism reported that they were waiting years for an offer of alternative accommodation from their local authority, all the while living in an environment of racist harassment. Responses to racism in communities need to ensure that victims receive practical support.
- The Department of Justice and Equality performs a background check as part of determining citizenship and long term residence applications. Individuals who have come to the negative attention of gardaí receive a negative decision on their application. However, research recently undertaken by the ICI highlights how occasionally coming to the attention of gardaí, even in reporting a crime, can result in a negative decision.³³ While these incidents are rare, they have resulted in a reluctance of some victims to report racist incidents – as was reported to the ICI during this research. To address this, the relevant aspects of the law and its application need to be looked at.

Victim Support

- An Garda Síochána should have clear advice that is widely available for victims of racist violence, harassment and anti-social behaviour. It should inform victims how gardaí will respond and follow up racially motivated offences. Such advice needs to explain step by step to victims the level of support they can expect and how to make a complaint if such support is not forthcoming.
- Local authorities, community organisations and residents' groups need to work together to support victims of racism and challenge racially motivated anti-social behaviour. The European Network Against Racism (Ireland) represents a promising example of the development of such a network.
- Although many schools have been actively promoting anti-racism, all schools should adopt anti-racism policies that identify the steps that will be taken to address racist bullying when it occurs.
- Employers should provide clear information and advice aimed at explaining step by step how they will respond to complaints of racism. Support for victims should be sensitive to the emotional and psychological effects of racist abuse.
- Funding is needed for advocacy and outreach services that support victims of racist discrimination, violence, harassment anti-social behaviour.

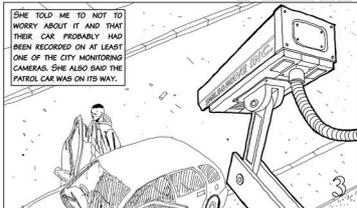
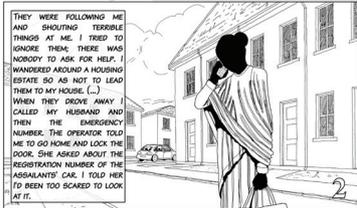
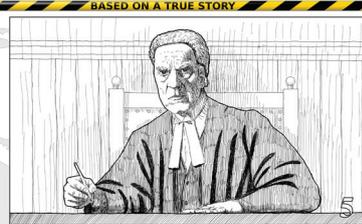
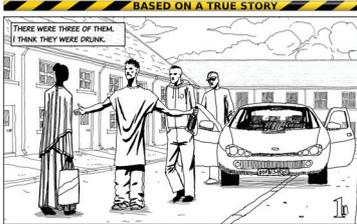
³³ Catherine Cosgrave (2011) *Living In Limbo: Migrants' Experiences of Applying for Naturalisation in Ireland* Dublin: Immigrant Council of Ireland

Raising Awareness

- This report reveals the reluctance of victims of racist attacks and abuse to report their experiences to the authorities. An awareness campaign could advertise the available supports and services for victims of racism and could advise them on how to report an incident.
- There are clearly complexities in dealing with racist harassment when the perpetrators are minors, as is the case in many of the experiences recounted in this report. There is a need for research that focuses on perpetrators of racist violence, harassment and anti-social behaviour and specifically on children and minors as perpetrators. Such research could address the root causes of racism in communities and the welfare of perpetrators, many of whom are children.
- Experience of racism in the workplace is not easy to understand if you have not experienced racism. For example, one bus driver who complained about racist abuse he had experienced was told by his supervisor that 'we all get that'. There is need for leadership on the issues of racism, discrimination and xenophobia from employers, but also an understanding of and sensitivity to the differences between bullying and racist bullying.

APPENDIX ONE: ANTI-RACISM LEAFLET DEVELOPED BY THE SAFETY SUB-GROUP OF THE KILKENNY INTEGRATION FORUM

LET'S TALK ABOUT RACISM The term "racial discrimination" shall mean any distinction, exclusion, restriction or preference based on race, colour, descent, or national or ethnic origin which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise, on an equal footing, of human rights and fundamental freedoms in the political, economic, social, cultural or any other field of public life.
United Nations' International Convention on the Elimination of All Forms of Racial Discrimination



Based on a true story of a member of Kilkenny Integration Forum

Gardaí advise:

If you believe that you have been **subjected to a racist incident** or if you believe that you have **witnessed a racist incident**, these are the **steps to take**:

- **Safety First** - Make sure you're safe. Get someone to help you, if necessary.
- **Ring the Gardaí** while the offender is still there, if possible and only if it is **safe** to do so.
- **Make a description** of the offender on a piece of paper and note the **registration of the car**, if he/she is using one. Only do this if it is **safe** to do so and if you have time.
- **Report it** to your local Garda Station as soon as possible; It's never too late to report racism. You will be facilitated in every way possible including foreign languages.
- **Make Contact** with your local **Neighbourhood Watch** or **Community Alert Committee**. They will be able to put you in contact with your Community Garda.
- **Tell someone**, don't suffer in silence.

What will happen to the offender:

- The offender will be **spoken to** by a uniformed Garda, at their home or at the local Garda station.
- The offender may be **cautioned verbally** about their behaviour, without going to court.
- The offender may receive a **warning** under the Anti Social Behaviour Laws.
- The offender may receive a **fine** or be **prosecuted** under the Public Order Acts.
- The offender may be **taken to court**. On conviction in the court, the offender may be **fined up to €1,000** or **go to jail** for up to five years.
- A conviction could affect the offender's **future job or travel prospects**.
- If convicted in court, the details of the incident and the **name and address of the offender** may be **published in the newspapers**.



Who to contact in case of emergency:

European emergency number:	112
National emergency number:	999
Carlow Garda Station:	059-9136620
Kilkenny Garda Station:	056-7775000
Thomastown Garda Station:	056-7754150
Waterford Garda Station:	051-305300
Other useful numbers:	
Garda Confidential Line:	1800 666 111
Garda Racial and Intercultural Office:	01 666 3150
Crime Victims Helpline:	1850 211 407 or 116 006
Citizens Information Centre:	1890 777 121 or 021 452 160
Immigration Council of Ireland:	01 674 0202
Migrants Rights Centre (Ireland):	01 674 7570
Integration Centre:	01 645 3070
The Samaritans:	1850 60 90 90
Federation for Victim Assistance:	066 711 9830

Further reading:

- <http://www.garda.ie>
- <http://www.theredcard.ie>
- <http://www.sari.ie>

Remember:

Gardaí do care. They are **legally obliged** to and will **investigate and prosecute** the offender if you wish. The offender can be issued with a warning without going to the court.



An Garda Síochána
Ireland's National Police Service
Kilkenny Community Policing Unit



INTERCULTURAL KILKENNY:
UNITED IN HUMANITY
DIVERSE IN NATURE.

This leaflet has been created by the Safety Sub-Group of Kilkenny Integration Forum, by members of the Kilkenny Polish, Lithuanian, African, Asian and European communities.

LET'S TALK ABOUT



EMERGENCY NUMBERS
999 and 112
ARE FREE OF CHARGE IN REPUBLIC OF IRELAND

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APPENDIX TWO: NUMBERS OF YEARLY RECORDED RACIALLY MOTIVATED INCIDENTS BY CATEGORY

Incident Type	2007	2008	2009	2010
Minor assault	50	45	30	36
Assault causing harm	17	12	13	7
Harassment	11	9		7
Criminal damages	42	29	22	22
Public order offences	57	42	34	26
Drunkenness offences	6			
Menacing phone calls		5		
Incidents covered by the Prohibition of Incitement to Hatred Act (1989)	13	15	10	
Total number of offences identifiable by category	196	157	108	88
Overall total of racially reported incidents per annum	214	173	128	122

Source: Garda data (Pulse) collated by the Central Statistics Office.

Note: The table does not identify incidents where the total within a category is less than five per annum.

NOTES

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