OUR SHARED FUTURE









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Imagine the open communities¹ of 2020 ... thriving and prosperous places where people from all different backgrounds are equal, and where everyone matters – whether old or young, settled or new, Black or White. There are local places where all groups feel that they are treated fairly, and that they have a responsibility to others that transcends the differences between them. Places where people are not fearful of meeting their neighbours, and where they don't see individual differences as a barrier to the success of the whole community.

Imagine the local towns and villages where shared spaces – parks, community centres, villages and estates – are a reflection of what binds people together. Where people have been inspired to get out and work together to solve problems – regenerating their physical spaces, or bringing young people together for shared activities that have resulted in a strong civic spirit.

Imagine places where people are confident about change and the benefits it brings, who are not threatened by others, and who are able to welcome newcomers and offer them the support they need. Where people themselves are the catalysts for change in their local communities – working to bridge the gaps between groups, and to mediate through tensions and conflicts. Where people recognise that while there will always be difference, it need not always be divisive.

Through the conversations we have had as a Commission, we have seen that there is a way to get to our vision. That the world is changing, but that we can shape it. And that if we take integration and cohesion seriously as institutions and individuals, together we can move from making difference important, towards making an important difference.

FOREWORD

Foreword



A past built on difference, a future which is shared. As a Commission our vision of society is one where people are committed to what we have in common rather than obsessing with those things that make us different.

We recognise that experiences differ substantially amongst individuals, between communities and across different localities. However what we all have in common is a desire to build a strong society where civility and courtesy are the norm, where people are at ease with change, and are committed to being good neighbours and active citizens. A society where opportunities for advancement are there for the taking and prosperity is more evenly distributed.

It has been a real privilege to be the Chair of the Commission on Integration and Cohesion. I have valued the contribution and commitment of my fellow Commissioners. As a group, we have been inspired by the people we have seen in all parts of the country and the projects, which have been brought to our attention. It is clear that whilst there are significant challenges, the mood of pessimism that some hold is not justified. Excessive coverage about residential segregation for example serves to spread a view that the whole of England is spatially segregated. It overstates and oversimplifies the problem and leaves us "sleepwalking into simplicity".

We live in contradictory times! We have never been more global in outlook and our day to day experiences are influenced, often in subtle ways, by the world economy, politics and cultural imports in terms of music and food for example. Our economy embraces globalisation and our wealth of recent years in part stems from this. We are able to communicate through the internet with people around the other side of the world. In key respects, our report addresses the social consequences of this as global flows of money, people and information are translated locally. Because one of the strongest influences on our outlook is what is happening in our neighbourhoods. The changes in people, their backgrounds and our experiences are what have come

across as the strongest influences on our views about integration and cohesion. So this report reflects the need for communities to become increasingly comfortable with these social processes of thinking locally and acting globally.

A strong theme running through this report is that place matters and that all localities have unique qualities. This does mean that a one size fits all range of solutions cannot be prescribed from a national level. It also means that a new social contract between citizen and government needs to be developed at local, regional and national levels. The challenges facing different areas and therefore the solutions will be influenced by a range of factors including: history of migration and settlement, levels of poverty and wealth, de-industrialisation and the current population profile. We strongly believe in tailored and bespoke local activity to build integration and cohesion.

That is why integration and cohesion are crucial at a local level. It is at a local level that leaders can understand in detail the profile of the population, the changes that are taking place, the impact of these changes on the local economy and services. And most importantly it is only at this level where specific initiatives can be crafted and delivered to build better integration and cohesion.

As a Commission we have been struck by the remarkable level of commitment that is focused on building stronger and better communities. From a spectrum of individual actions to those organised by the voluntary sector, faith organisations and Local Authorities the range of activity is impressive. The local focus of work moves forward in the context of a national government commitment to integration and cohesion. This is a welcome mosaic of activity and one that needs to be built upon, supported and enabled to make an even greater impact.

The most valuable contribution though comes from us all as local citizens. Yes it is true that government – local and central – is essential to the mix of activity. It also the case that the third sector is critical. However, it is through millions of small, everyday actions that we can all either improve or harm our local communities. Whilst the state and the third sector can assist, they cannot replace or second guess what we do as individuals. All too often we look to institutions to make up for deficits in personal behaviour. We are a country of many backgrounds and many talents, and to create tomorrow's future today we all need to commit to integration and cohesion being everyone's business.

This is about everyone. Those of us from settled communities are as much a part of the solution as new arrivals. The commitment to social justice and tackling poverty and inequality is as much about addressing the low levels of achievement amongst some white working class boys or white adults without qualifications as it is about dealing with lack of advancement of some members of Black and minority ethnic communities.

Integration and cohesion is no longer a special programme or project. It is also not about race, faith or other forms of group status or identity. It is simply about how we all get on and secure benefits that are mutually desirable for our communities and ourselves. It is both broad and deep, and influences all levels of activity in every part of England. As a Commission, we call for a new national campaign that promotes our shared future based on a number of key principles – those of rights and responsibilities, visible social justice, and the somewhat old fashioned sounding ethics of hospitality.

Local areas however do not operate in a vacuum. They need the right level of support from national government. They need to be supported by national agencies and institutions. We make suggestions for the range of local and national responses in our report which we believe will make a difference and improve the consistency and quality of interventions.

As a Commission we have reviewed a huge amount of material and received helpful responses across a wide range of issues. We are very grateful for all those who have participated in our work. We have been overwhelmed by the quality and range of contributions. We have carefully reviewed all the material brought to our attention. However, given the breadth of material, we have had to prioritise those areas where we think recommendations would be most productive in moving our work forward. We have set out how we intend to monitor progress. We have also published on our website an analysis of responses to the consultation, and examples of case studies from across the country.

Our work as a Commission is now complete. We hand over the baton to others. To achieve an integrated and cohesive society involves a journey. It is a long term endeavour. Most of all, in our view, it requires a pioneering new approach – where we all commit ourselves to developing our shared future.

Darra Singh, OBE

Chair of the Commission

Executive Summary

In this report, we set out our practical proposals for building integration and cohesion at a local level. These are based both on a combination of new evidence, and on our analysis of the excellent response to our consultation process.

The proposals we have developed bring to life four key principles that we feel underpin a new understanding of integration and cohesion:

- Firstly, the sense of shared futures which we believe is at the heart of our model and our recommendations – an emphasis on articulating what binds communities together rather than what differences divide them, and prioritising a shared future over divided legacies
- Secondly, an emphasis on a new model of rights and responsibilities that we believe will be fit for purpose in the 21st century – one that makes clear both a sense of citizenship at national and local level, and the obligations that go along with membership of a community, both for individuals or groups
- Thirdly, an ethics of hospitality a new emphasis on mutual respect and civility that recognises that alongside the need to strengthen the social bonds within groups, the pace of change across the country reconfigures local communities rapidly, meaning that mutual respect is fundamental to issues of integration and cohesion
- A commitment to equality that sits alongside the need to deliver visible social justice, to prioritise transparency and fairness, and build trust in the institutions that arbitrate between groups.

In **Chapter 1**, we set out the **context** in which we were set up, and begin to set out the key themes for our report:

- Firstly, that when we face challenges to integration and cohesion as a nation, they are often very local in their characteristics so the solutions are often also local.
- Secondly, that this report is aimed at everyone in England, regardless of their background. We do not underplay the importance of tensions linked to ethnicity and faith in some areas; but tensions can arise anywhere, for example between generations or income groups. Integration and cohesion must therefore be about more than tackling inequalities and discrimination.

In **Chapter 2**, we set out our **analysis** of the current state of integration and cohesion in England, and the factors which influence this. We have taken twelve key messages from our analysis:

- The national picture is a positive one perceptions of cohesion are good in most areas on average 79% of people agreed that people of different backgrounds got on well in their local area and the level of agreement fell below 60% in only ten out of 387 local areas
- How cohesive an area is will depend upon a series of interacting factors about that area (including its geography and history) and the people who live there (both in terms of their personal characteristics and their attitudes). So the story of cohesion in each local area will be different
- The complexity of influences on cohesion means that improving cohesion is about addressing multiple issues at the same time, as taking action on a single issue will only make a small difference. Integration and cohesion therefore needs to be about both mainstreaming (for instance ensuring that physical regeneration schemes take account of the need to build social integration and cohesion) and targeted interventions (for instance, conflict resolution work with young men from different backgrounds)
- Multiple local actions should include work to improve individuals' personal circumstances, to change individuals' perceptions and to address area wideissues
- Complexity means that no simple statements can be made about integration and cohesion – and the following five key points reflect this
- Deprivation remains a key influencer of cohesion, but the fact that some areas have high deprivation and high cohesion shows that local action can build resilience to its effects. Equally, some affluent areas have poor cohesion, so wealth is no protection
- We don't yet know enough about how crime and anti-social behaviour are key influencers of cohesion, but there is a relationship

- If the discrimination experienced by some groups within our society continues, we will not be able to achieve the goals we set out in this report for building integration and cohesion
- Diversity can have a negative impact on cohesion, but only in particular local circumstances. We suggest three types of local areas where this is true: urban areas that are just starting to experience diversity, such as some of the outer London Boroughs and Southern commuter towns; rural areas that are just starting to experience diversity, such as the areas around the Wash; and ethnically diverse urban areas experiencing new migration, such as inner cities in the major metropolitan areas
- Although as a nation we can see the benefits of immigration, some people are concerned about its impacts in their local area – we need to address this
- A new issue that we need to address is that settled communities are worried about the fair allocation of public services with some thinking immigrants and minorities are getting special treatment
- Another new issue, that we need to recognise, is that Globalisation adds another layer of complexity to the picture – UK residents now come from all parts of the globe, people's identities are becoming more multi-layered and global events now have local ramifications.

In **Chapter 3**, based on the evidence of increasing local complexity, and on the feedback from consultation respondents and practitioners about the current definition of community cohesion, we argue that we need to set out a **new definition** – one of both integration and cohesion.

We do not believe integration and cohesion are the same thing as some argue. Cohesion is principally the process that must happen in all communities to ensure different groups of people get on well together; while integration is principally the process that ensures new residents and existing residents adapt to one another. Different communities will have different relationships between existing residents; and differing levels of new residents arriving. So our view is that the two processes go on side by side, and that they interact with one another as local communities experience change and develop a shared future together. We also want to make clear that cohesion is not just about race and faith, and that integration in particular is not about assimilation.

Our new definition of integration and cohesion is therefore that

An integrated and cohesive community is one where:

- There is a clearly defined and widely shared sense of the contribution of different individuals and different communities to a future vision for a neighbourhood, city, region or country
- There is a strong sense of an individual's rights and responsibilities when living in a particular place people know what everyone expects of them, and what they can expect in turn
- Those from different backgrounds have similar life opportunities, access to services and treatment
- There is a strong sense of trust in institutions locally to act fairly in arbitrating between different interests and for their role and justifications to be subject to public scrutiny
- There is a strong recognition of the contribution of both those who have newly arrived and those who already have deep attachments to a particular place, with a focus on what they have in common
- There are strong and positive relationships between people from different backgrounds in the workplace, in schools and other institutions within neighbourhoods.

In **Chapter 4**, we make a series of recommendations around our first key **principle of shared futures** – the first of the four key principles through which we have organised our thinking.

We believe that this idea of 'shared futures' is about an emphasis on articulating what binds communities together – rather than the differences that might divide them – and is about prioritising a shared future over divided legacies. This is at the heart of our model and our recommendations.

In this chapter, our recommendations are about:

- A shared national vision
- A national shared futures campaign
- How Local Authorities can better understand their communities and mainstream integration and cohesion
- A new performance framework
- Strong leadership and local democracy including political parties acting responsibly
- How we can move away from a "one size fits all" approach

In **Chapter 5**, we make a series of recommendations around our second key **principle of strengthened rights and responsibilities**, supporting a movement towards a new model of responsibilities and rights that makes clear both a sense of citizenship at national and local level, and the obligations that go along with membership of a community, both for individuals or groups.

In this chapter, our recommendations are about:

- How national Government can strengthen people's sense of citizenship
- How people can be brought together locally to discuss their concerns
- A new national body responsible for integration of new migrants
- How new migrants can be helped to integrate into the UK
- The need for a review of how ESOL is delivered

In **Chapter 6**, we make a series of recommendations around an ethics of hospitality, expressed as our third **principle of mutual respect and civility**. This recognises that alongside the need to strengthen the social bonds within groups, the pace of change across the country reconfigures local communities rapidly, meaning that mutual respect is fundamental to issues of integration and cohesion.

Our recommendations in this chapter are about:

- Work with young people
- Work with women
- Intergenerational work
- Work with faith communities
- Community development
- Work to tackle anti social behaviour and crime
- Monitoring and responding to community tensions

In **Chapter 7**, we make a series of recommendations around a **principle of visible social justice** – a commitment to equality that sits alongside the need to make social justice visible, to prioritise transparency and fairness, and to build trust in the institutions that arbitrate between groups.

In this chapter, our recommendations are about:

- The role of the Commission for Equality and Human Rights (CEHR)
- Communication with existing communities to address perceptions of special treatment
- Engaging the national and local media
- Tackling myths

Better data collection

In **Chapter 8**, we make a series of recommendations around the **practical action** in **four spheres of interaction** that can be taken to make these principles a reality.

Our recommendations in this chapter are about:

- Cross cultural activities
- A national 'Community Week'
- A national school twinning programme
- The vital role of employers to integration and cohesion
- Shared public spaces and community premises
- Housing and regeneration
- The role of arts and sport

In **Chapter 9**, we summarise our recommendations and suggest a process for **monitoring implementation**.

The annexes set out the processes we have followed, and explore particular themes of interest:

- A new integration and cohesion typology
- Our response to the Department for Education and Skills (DfES) on the Duty to Promote Cohesion
- The question of Single Group funding
- Translations efficiency and integration

This report is intended to build upon our interim statement – published in February 2007 – as well as the lessons we have learned since. We have tried to bring our report to life with evidence from our user forum and the postcards we have received from individuals. That is not to say that the contributions from other organisations have not been valued – they have been enormously helpful and have contributed to the shaping of this report and its recommendations. We will be publishing a selection of the inputs we have received on our website over the coming months.



1. Introduction

Chapter summary: Our introductory chapter establishes some of the key themes of our report, and sets the context for our proposals.

If you were in charge for a day, what would you do to help people from different backgrounds in your neighbourhood get on better?

Comments

- I would provide apparturishes for people to wisk and learn from each other

- Educate individuals on Global arisensing and the acceptance of one human rate.

- Give people chance to talk about their differences and similarities.

- To provide equal access to all the opportunities that exist of Employment, Education Access to Lenies.

- 1.1 British society has for centuries experienced social change, and has welcomed the visitors and migrants that have come here. Our openness and tolerance is part of what has distinguished us as a country, and more recently our traditional characteristics of justice, liberty and fairness have been underpinned with strong laws to tackle discrimination, and to ensure equality across all groups.
- 1.2 But since the end of the Second World War, we have seen the kind of social changes that can prompt significant challenges to these models of fairness and equality. Soldiers returned to a country where attitudes to gender were beginning to change, and where pioneering approaches to national planning were beginning to take shape (like the establishment of the National Health Service (NHS), for example). And there was a sense for the first time of how technology could transform people's experiences starting our progress towards the "interconnectedness" of today's digital age.
- 1.3 This was also the time of one of the largest periods of inward migration in the UK's history, with citizens from the Commonwealth coming in the 1950s and 1960s to work in factories, other businesses and in the public sector. And with that demographic change came an increasing recognition of the importance of diversity and migration, and the contribution it made to society.
- 1.4 Successive transformations since that period have posed challenges in terms of integration and cohesion in the 1960s and 1970s, for example, when slums were cleared and people moved into tower blocks or new towns; or in the 1980s when the mines or steel plants closed and whole communities were left workless. And although the events of 7th July 2005 have added another dimension to public concern about how to manage diversity and

- difference, at each stage a key question has been how best to ensure cohesive communities can be developed locally.
- 1.5 Addressing political extremism must be distinguished from addressing issues relating to integration and cohesion and requires an additional and concerted approach. Nevertheless what happened on 7/7 has led politicians and wider society to reassess problems of alienation within particular communities, and the sense of the "parallel lives" that remain in some places. And more recently, to consider how these concerns sit alongside the flow of EU citizens from Eastern Europe, and the resulting flux at a local level which adds new dimensions to communities' experience of diversity.

The key conclusion of Ted Cantle's independent report about the disturbances in Oldham, Burnley and Bradford in 2001², was that people from different groups were not mixing and were leading "parallel lives". The report made recommendations on subjects such as local community cohesion planning, cross-cultural contact, citizenship, work with young people and 'myth busting'.

- 1.6 The issue is no longer, if it ever was, about people just coming and 'settling' in the UK. Globalisation and cheap travel brings a sense in which people can feel attachments to other parts of the world, while still enjoying clear and strong 'roots' in this country. And migrant workers, most recently from Eastern Europe, see the UK as an attractive place to visit and work but perhaps not always a new 'home'.
- 1.7 But even describing this as an "issue" needs putting into context. We are not a country bursting at the seams, neither are we afraid to embrace the positives that diversity brings. Many people in Britain, particularly in large cities, see the UK's diversity as one of its strengths. 86% of those surveyed recently disagreed with the idea that 'to be truly British you have to be white'³. And the most recent measurements we have of perceptions of cohesion show that on average 79% think that people of different backgrounds get on well in their local area.
- 1.8 And while our Commission may have its roots in the initial response to 7/7, we are not working at a time of crisis, or responding to a set of disturbances or events which means we can be reflective about both the current successes as well as the challenges, and champion the good work already going on in many areas of the country.
- 1.9 That this work takes different forms in different local areas is in our view entirely right, and this report aims to set that out more clearly. Successive governments have sought to respond to the challenges outlined above at a national level, and it is right that they should have done so indeed, we

- make recommendations in our report about how Government can respond in the future by creating national policy and shaping, as best it can, the tone and characteristics of national debate in this area.
- 1.10 But as the data in our report sets out, it has also become evident that communities in some parts of the country are more cohesive than others with people in areas such as Stockport and Cambridge apparently positive about cohesion, but others in places along the M62 corridor and around the Wash feeling less optimistic. And these variations often seem to be the result of local characteristics, initiatives or political leadership relying on a clear local vision (in Chesterfield, for example) or activities to address challenges head on.
- 1.11 Similarly, when we face challenges to integration and cohesion as a nation, they are often very local in their characteristics. Far right parties may appeal to a sense of national pride, but their campaigns are often rooted in very local and particular circumstances, and grievances. And the Northern Town disturbances of 2001, while they rightly made government nationally reflect on how to approach cohesion, were about very specific local problems as well.
- 1.12 That sense of local areas taking on a new importance is the key to why the Communities Secretary set up this Commission, and to why we were chosen as commissioners. We have taken the opportunity to visit every region in England, to listen to lots of different people and approaches, and to develop our proposals in the light of what we have witnessed (see Annex A).

In September 2006, we were asked by the Communities Secretary to consider how local areas themselves can play a role in forging cohesive and resilient communities, by:

- Examining the issues that raise tensions between different groups in different areas, and that lead to segregation and conflict
- Suggesting how local community and political leadership can push further against perceived barriers to cohesion and integration
- Looking at how local communities themselves can be empowered to tackle extremist ideologies
- Developing approaches that build local areas' own capacity to prevent problems, and ensure they have the structures in place to recover from periods of tension.

This report sets out our analysis of the current challenges to integration and cohesion, and suggests a set of practical proposals to reinvigorate this work at a local level.

- 1.13 This report is aimed at everyone in England, regardless of their background. We do not underplay the importance of ethnicity and faith in the context both of individual and community lives, and nor do we fail to recognise that there are times when ethnic or religious identity can be linked to tensions. The priority in a number of areas may well be to address relationships between different ethnic or religious groups.
- 1.14 But we would also urge local areas to consider integration and cohesion even if they do not immediately recognise those race and faith priorities as applying to them. Encouraging people of different backgrounds to come together in the pursuit of a stronger civil society might mean recognising the difference between established rural communities and second-home families. Or between generations or genders. And we would urge local public agencies to consider integration and cohesion as being more than tackling inequalities and discrimination.
- 1.15 Clearly even within that context, some Local Authorities will take a measured approach and rightly so given that perceptions of cohesion are strong across many areas of the country. But we hope that even those areas will find something for them in our proposals. We hope they will be of as much interest to those whose families have lived here for hundreds of years as they should be to people who arrived in the last few years. And that our proposals should be read as much by local councillors and officers, by community groups, teachers, doctors and police officers, as by Ministers and national leaders.



2 Analysis

Chapter summary: Until recently, the evidence on what drives integration and cohesion has been patchy – with local agencies often working intuitively to build cohesion strategies. In this chapter, we set out our analysis of new data that helps us understand better the current challenges. The key messages from this chapter are:

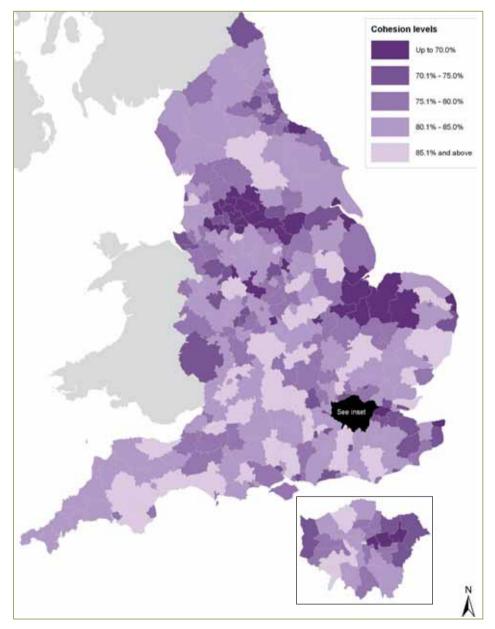
- The national picture is a positive one perceptions of cohesion are good in most areas
- How cohesive an area is will depend upon a series of interacting factors about that area and the people who live there, so that the story of cohesion in each local area will be different. In some cases the differences will be subtle – in others they will be large.

- Improving cohesion is about addressing multiple issues at the same time taking action on a single issue will only make a small difference, so there needs to be both mainstreaming work and targeted policy interventions.
- If cohesion is going to improve, local actions need to be taken to improve individuals' personal circumstances, to change individuals' perceptions and to address area wide-issues.
- Taken together, this means no simple statements can be made about integration and cohesion.
- Deprivation remains a key influencer of cohesion, but the fact that some areas have high deprivation <u>and</u> high cohesion shows that local action can build resilience to its effects.
- We don't yet know enough about how crime and anti-social behaviour are key influencers of cohesion, but there is a relationship
- If the discrimination experienced by some groups within our society continues, we will not be able to achieve the goals we set out in this report for building integration and cohesion.
- Diversity can have a negative impact on cohesion, but only in particular local circumstances.
- Although as a nation we can see the benefits of immigration, some people are concerned about its impacts in their local area.
- Settled communities are worried about the fair allocation of public services
 with some thinking immigrants and minorities are getting special treatment.
- Globalisation adds another layer of complexity to the picture.

How cohesive and integrated are we?

- 2.1 Cohesion is currently measured by asking people the question: "to what extent do you agree or disagree that this local area (within 15/20 minutes walking distance) is a place where people from different backgrounds get on well together?" This measures people's perceptions of cohesion and is based on people's subjective sense of how relationships work in their local area.
- 2.2 Communities and Local Government's Citizenship Surveys have found in both 2003 and 2005 that 80% of people in England and Wales perceived that people of different backgrounds got on well in their local areas⁴.

- 2.3 The same question was asked of a different sample of people in the Best Value Performance Indicators (BVPI) survey⁵ for England last year. The data from that survey (available for the first time) reinforces the Citizenship Survey finding, and brings with it a richer picture of local distinctiveness:
 - 79% of people agreed or strongly agreed that people of different backgrounds got on well in their local areas (very close to the Citizenship Survey figure of 80%)
 - Cohesion rates in areas ranged from 38% to 90% but in only ten out of 387 areas was it under 60%
- **2.4** To illustrate this, the figure below shows a snapshot of perceptions of cohesion in each local authority area in England.



This map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office © Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. 100018986 2007 MMNNN

- 2.5 What we can draw from this is a pattern of experience in particular parts of the country with some areas around the M62 corridor and around the Wash obviously experiencing particular cohesion challenges, but a fairly even spread elsewhere.
- 2.6 Common sense would suggest that this could be a response to particular issues happening at the time of this measurement in some of the Northern Towns there are the persistent challenges of "parallel lives", for example, combined at the time of this survey with a particular focus on Muslim communities that may well have been unsettling. And in areas in the East of England, there have been indications since the disturbances in Boston around the European Football Cup in 2004, that tensions have arisen as a result of increasingly diverse communities first from Portugal and then from A8 states⁶. But wider factors can also help us understand what lies behind those perceptions.
- 2.7 Before considering those wider factors, we note the first key message from our analysis, which is that **the national picture is a positive one perceptions of cohesion are good in most areas.**

What explains how cohesive and integrated a place is?

- 2.8 Although the measure of cohesion is about perceptions, it is underpinned by other measures in the Citizenship Survey and has been tested and found to be a good measure by Communities and Local Government (CLG) analysis. It is also the measure used in central government guidance to local areas on developing cohesion strategies.
- 2.9 However, for a richer picture of cohesion, any individual perception measure should be set against more objective data. Additional analysis has therefore been conducted to see what influences people's perceptions of cohesion.
- 2.10 CLG has recently commissioned new, more detailed analysis of the 2005 Citizenship Survey. This identifies factors which still have a significant effect on cohesion once other factors have been taken into account.
- **2.11** Initial findings from this (forthcoming) piece of analysis⁷ identified that:
 - An individual's personal characteristics (such as age, qualifications or occupation) influence their perception of cohesion.
 - An individual's **attitudes** (such as satisfaction with local services, feeling of being able to influence local decisions, and fear of racist attacks) also influence their perception of cohesion.

- The impact of personal characteristics and attitudes varies by ethnic group (e.g. only among people of Pakistani or Bangladeshi ethnicity was participation in informal volunteering a positive predictor of cohesion).
- The **type of community** an individual lives in also influences their perception of cohesion. Deprived areas and those with high crime rates were negative influences in particular. Key positive factors included living in areas that have a broad mix of different ethnic groups.
- **2.12** Work undertaken for the Commission on how much each factor influenced perceptions of cohesion⁸, found that:
 - the positive and negative influences of each factor individually tended to have a relatively small impact on perceptions of cohesion⁹.
 - no single factor determines cohesion, with a wide variety of factors relating and impacting upon it simultaneously. So most of the significant falls in perceptions of cohesion only occur in communities experiencing a series of negative factors <u>simultaneously</u>. (e.g. a combination of poverty, lack of and access to jobs, influx of new workers, high crime and fast pace of change).
- **2.13** Finally, Communities and Local Government have undertaken some single correlations¹⁰ between BVPI data and other factors which suggest that:
 - An individual's satisfaction with their local area as a place to live is linked to their perception of cohesion and there are important relationships between cohesion and their perceptions of anti-social behaviour, the physical spaces within their area, and the chance they have to participate more broadly (see table below).
 - In areas, deprivation and particular types of crime were key (see table below).

Correlations for individuals

Variable	Strength of correlation
Satisfaction with area as a place to live	Large
Perception of high levels of ASB	Medium
Satisfaction with council overall	Medium
Satisfaction with cleanliness	Medium
Satisfaction with participation opportunities	Medium
Agree can influence local decision making	Medium
Satisfaction with parks and open spaces	Medium

Correlations for areas

Variable	Strength of correlation
Deprivation (IMD Score)	Large
Crime: burglaries per 1000 of population	Medium
Crime: violent crime per 1000 of population	Medium
Crime: Robberies per 1000 of population	Medium

- 2.14 We think these three pieces of new work give us a useful insight into how cohesion is built from complex interactions between people and the place they live in, and between people and other groups. It shows the importance of perceptions measures in taking the temperature of an area, but looks beneath those perceptions to get a sense of what might be influencing them. And in many areas, it shows that there are concrete local responses and targeted actions that will be able to tackle underlying concerns.
- **2.15** It therefore gives us four further key messages:
 - How cohesive an area is will depend upon a series of interacting factors about that area and the people who live there, so that the story of cohesion in each local area will be different. In some cases the differences will be subtle – in others they will be large.
 - Improving cohesion is about addressing multiple issues at the same time – taking action on a single issue will only make a small difference, so there needs to be both mainstreaming work and targeted policy interventions.
 - If cohesion is going to improve, local actions need to be taken to improve individuals' personal circumstances, to change individuals' perceptions and to address area wide issues.
 - Taken together, this means no simple statements can be made about integration and cohesion.

The rest of this chapter seeks to make more complex statements about five key factors often proposed as linked to integration and cohesion:

- Deprivation
- Discrimination
- Crime and antisocial behaviour
- Level of diversity
- Immigration

And suggests two new areas of concern which are adding to the picture of local complexity:

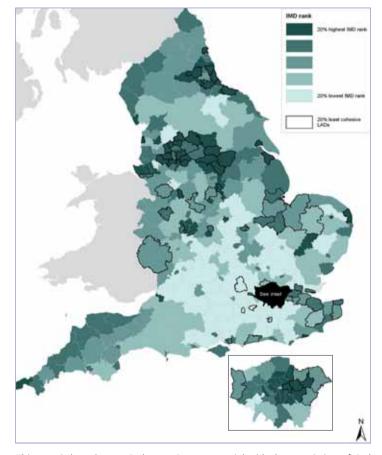
- Perceptions of fairness
- The influence of the global on the local

The link with deprivation

- 2.16 There has traditionally been an assumption towards a fairly straightforward link between cohesion and deprivation, and this has influenced a number of Government policies around neighbourhood renewal and regeneration.
- 2.17 This assumption is supported by headline findings from the 2005 Citizenship survey¹¹, which found that people who lived in more affluent areas were more likely to agree that people of different backgrounds got on well together and ethnic differences were respected. The chart below shows how perceptions of community cohesion fell between the 10% of least deprived areas (category 1) and the 10% most deprived areas (category 10).

Index of deprivation	Agreed that people from different backgrounds got on well together (%)	Agreed that residents respect ethnic difference between people (%)
1 (least deprived)	88	94
2	83	89
3	83	88
4	83	86
5	82	85
6	79	84
7	79	81
8	74	79
9	72	72
10 (most deprived)	69	69
All	80	83

2.18 But local authority level data from the 2006 BVPI survey shows a more complex picture. The figure below suggests that deprived areas are <u>often</u> also those where people have a poor perception of cohesion – but not <u>always</u>.



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- 2.19 There are enough outliers (i.e. areas that buck the trend and have high levels of deprivation combined with high perceptions of cohesion) to warrant further investigation. Some of these are urban areas such as some London Boroughs, which may suggest that a strong local narrative and sense of local identity helps build cohesion evidenced by the success of the One London campaign in the wake of 7/7, for example¹². And the fact that areas with low levels of deprivation can have poor cohesion shows that deprivation is not the only factor at play.
- 2.20 Our sixth key message therefore is that deprivation remains a key influencer of cohesion, but the fact that some areas have high deprivation and high cohesion shows that local action can build resilience to its effects.

The link with discrimination

- 2.21 Improving individuals' personal circumstances takes us on to our seventh key message, which is evidenced not from the BVPI or Citizenship Survey data, but from our review of the impact of wider social trends. It is simply that if the discrimination experienced by some groups within our society continues, we will not be able to achieve the goals we set out in this report for building integration and cohesion.
- 2.22 We think this because despite some progress on tackling inequalities and deprivation, disadvantage and discrimination have still been a feature of many of the communities we have been engaging with over the past nine months:
 - The Equalities Review¹³ estimated that at the current rate of progress, it will be 2017 before children of Pakistani ethnicity close the attainment gap in English and Maths and 2053 before children of Black African ethnicity do the same.
 - The same report suggests that, based on current trends, Pakistani and Bangladeshi women will continue to have the highest rates of economic inactivity. And that there is a clear link between the educational underattainment of children with their eligibility for free school meals – including White children.
 - And the life chances of immigrant communities also vary widely. For example, the employment rate among immigrant Somalis is just 12%, compared with 62% for all other new immigrants.
- 2.23 At the same time, prejudice towards certain groups is still a persistent feature within society. Drawing from the Equalities Review again, 69% of people surveyed as part of that said that they had experienced some form of prejudice in the past twelve months¹⁴ with a quarter of people

- surveyed unconcerned about whether or not they were prejudiced. Many of those were content to be prejudiced privately even though social norms now meant that public displays of some types of prejudice were frowned upon with people least concerned about expressing prejudice against Muslims and against gay men and lesbians, and most concerned about being seen to be prejudiced against older people or disabled people.
- **2.24** Alongside this, hate crimes relating to religious as well as ethnic identity also remain a problem.
- 2.25 Perceived discrimination and fear of discrimination, can also prevent people from engaging with people from different groups, and reduce confidence to engage with public bodies or aspirations in the job market.
- 2.26 As a Commission we cannot aim to address these issues we have seen from the Equalities Review, and from continuing work on the Improving Opportunity, Strengthening Society Strategy that there are Government programmes underway to address this. But we recognise they are key influencers of poor integration and cohesion and we need to learn the lessons from the past for future work with new migrants and settled communities.

The link to crime and anti social behaviour

- 2.27 Our MORI survey from January 2007 found that the for the 14% of people surveyed who said they were not proud of their area, the main reasons were crime (55%), a feeling of lack of community spirit (43%) and concern about poor facilities (29%). And our wider consultations identified tackling ASB as a key to improving how people feel about the area they live in with factors such as dogdirt, graffiti, vandalised buildings, broken glass, litter, and youths hanging around on street corners all seen as signs that people do not care about the area, or each other.
- 2.28 This is not an area where much research exists though. Our eighth key message therefore is that we don't know enough about how crime and anti social behaviour are key influencers of cohesion. We have seen in the data above that there is a relationship with perceptions, but we need to understand it more.

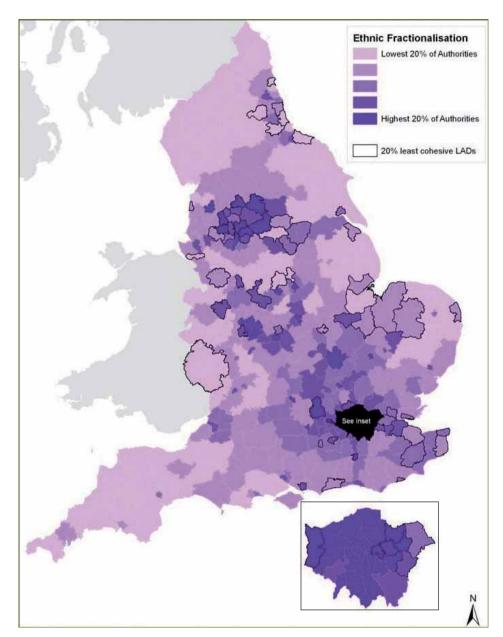
The link with levels of diversity

2.29 We turn then to another important factor for cohesion – the question of its relationship to increasing diversity, and therefore of whether only those areas with high levels of diversity need to worry about integration and cohesion strategies.

2.30 Analysis of the 2005 Citizenship Survey¹⁵ found that there was no relationship between the proportion of ethnic minority households in an area and perceptions of cohesion or respect for ethnic differences – suggesting that there is no simple relationship between high levels of diversity and poor cohesion. (see chart below)

% of BME households households in area (deciles)	Agreed that people from different backgrounds got on well together (%)	Agreed that residents respect ethnic difference between people (%)
1 (lowest density)	81	80
2	80	79
3	83	86
4	82	82
5	80	83
6	75	83
7	79	83
8	80	83
9	79	83
10 (highest density)	79	82
All	80	83

2.31 Again, new analysis of the BVPI data at the local authority level demonstrates a more detailed picture – but one which still suggests that there is only a relationship between the level of diversity and cohesion in some areas, and that it is possible for areas to have high levels of diversity and positive perceptions of cohesion. (see figure below)



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- 2.32 Our ninth key message is therefore that diversity can have a negative impact on cohesion, but only in particular local circumstances. And we would argue that it has an effect largely when there is a lack of experience of diversity and when diversity is linked to deprivation.
- 2.33 This emphasis on the effects of relative newness of diversity is based on our identification of groups of areas that seem to have particular problems with cohesion in the latest snapshot and where evidence suggests diversity has increased greatly since the last census:

- urban areas that are just starting to experience diversity, often through internal UK migration, such as some of the outer London Boroughs and Southern commuter towns
- rural areas that are just starting to experience diversity, often from Eastern Europe, such as the areas around the Wash
- ethnically diverse urban areas experiencing new migration from noncommonwealth countries, such as inner cities in the major metropolitan areas.
- 2.34 The model over time for each set of new residents seems to be one of initial tensions, adaptation, increasing acceptance and in very diverse areas, positive espousal of diversity. In many areas which have the greatest diversity now, for example, people are used to and have adapted to difference and a number of inner London boroughs such as Newham now fit this model. And the effects of time were apparent in many of the submissions from communities of interest who had made their homes here over a number of years, for example:

"British Jewry has developed over several centuries a notion of 'integration without assimilation'. It has a strong British identity with a long history of full participation and interaction within British Society. It shares universal values such as the rule of law, participation in the democratic process and the need to contribute to society at large. At the same time, it has wished to preserve its own sense of tradition and religion but in doing so has added a British flavour to its communal and religious institutions."

(Board of Deputies of British Jews)

2.35 But in some areas this process of adaptation and acceptance can freeze in its first stages of tensions, particularly in the context of wider economic stagnation. That is why we have also highlighted the relationship between high levels of diversity and deprivation in terms of cohesion. The unpublished research suggests that urban areas that have two segregated and entrenched communities (such as the Northern Towns) alongside a picture of multiple deprivation have issues with cohesion – particularly where communities feel they must compete to access sometimes scarce resource.

The link with immigration

2.36 In 2005, an estimated 565,000 migrants arrived to live in the UK for at least a year. The UK population also increased by 375,000 in 2005 – the largest annual rise in numbers since 1962 – with net international migration into the UK from abroad the main factor in population growth.

- 2.37 Most evidence suggests that current migrants are coming to the UK to work, with the intention of leaving after a few months or years although the recent report from the Joseph Rowntree Foundation showed that some migrants change their plans after a few months in the country¹⁶. The majority of the evidence available points to migrants being a critical part of the UK's current economic success.
- 2.38 But we have seen that, that is not how people feel (which is very important when cohesion is based on a measure of perceptions). Our MORI opinion poll in January 2007, for example, found that respondents were split on whether migration is good for the economy overall, 36% agreed that migration is good for the economy, and 36% disagreed.
- 2.39 Furthermore 18% of people surveyed in our MORI poll identified immigration/migrants as the main issue facing Britain today with this answer overtaking crime in MORI's regular surveys in May 2006. 18% may seem like a small number but it is important to note that for nearly one in five Britons, there is no bigger issue than immigration.
- 2.40 There is no doubt that migrants have changed Britain, and that most people think this is a good thing another MORI Poll from August 2005 found that 62% of people thought multiculturalism made Britain a better place to live, for example. And 58% of people surveyed in our January 2007 MORI poll agreed that immigrants make Britain more open to new ideas and cultures.
- 2.41 But research on the contribution made by migrants that goes beyond stereotypes of Chinese restaurants, corner shops, Polish plumbers or sportsmen is not readily available or written in such a way that it has entered the public consciousness.
- 2.42 What this leaves us with is settled communities who are concerned about whether immigration is being managed in the right way, and are therefore unsettled by diversity an important point given the links between diversity and cohesion explored above. And this concern with immigration is not just one for settled White communities. 68% of people agreed with the statement in our MORI poll that there were too many migrants in Britain and 47% of the Asian, and 45% of the Black respondents felt that there was too much immigration into Britain.
- 2.43 Our hypothesis is that this might be because people are confused about the difference between UK born minorities, settled migrants from the past, current legal migrants, asylum seekers and illegal immigrants; with a tendency among some to see a person from any of these groups in the most negative way possible. And alongside this tendency is one that sees

- migrants alone as being responsible for larger problems or trends with house price increases being blamed on economic migrants, for example, when they are just one factor within a booming economy.
- 2.44 In the absence of agreed facts about immigration and its impact on the ground, people wildly over-estimate the numbers, making the perceived problems even worse. A 2000 MORI poll¹⁷, for example, found almost two in five (38%) estimated that 21% or more of the British population are non-white, where the real figure was between 7% and 8%.
- 2.45 Our tenth key message is therefore that although as a nation we can see the benefits of immigration, some people are concerned about its impacts in their local area. And in the next section we look at how that directly impacts on cohesion.

A new area of concern – fair allocation of public services

- 2.46 Our MORI poll found that more than half of people (56%) feel that some groups in Britain get unfair priority when it comes to public services like housing, health services and schools. Fewer than one in seven (16%) actively disagreed with the statement. This finding highlights that people are very sensitive about perceived free-loading by other groups, and about others getting a better deal than them when it comes to certain public services. The groups most often named spontaneously were asylum seekers, refugees or immigrants.
- 2.47 But as our interim statement highlighted, this seems to be a stronger national than local perception (where locally only 25% feel that some groups get unfair priority). In a similar way to research that suggests a disconnect between people's positive attitudes to their local hospitals and schools, but a sense that nationally the NHS and education institutions are in crisis, it seems that there is a national/local perceptions gap about unfair access to public services.
- 2.48 MORI suggest that people's national picture may come from the national media. Local views on the other hand may be based on personal experience or anecdotes told by friends, family or neighbours. But it is hard to see how we can move towards a country that is comfortable and confident about changes, without attempting to address both local and national perceptions.
- 2.49 This takes us on to our eleventh key message from the analysis which is that settled communities are worried about the fair allocation of public services – with some thinking immigrants and minorities are getting special treatment.

A new area of concern – the global is now local

- 2.50 Part of this concern about allocation may be due to the rate and complexity of change being experienced in some areas of the country. A number of the thinkpieces we commissioned as part of our work suggest that this complexity can be summarised as the impact of 'Super-diversity', Multiple identity and Trans-nationalism:
 - 'Super-diversity' means that migrants now come from all over the world, and not just places with historical links to the UK¹⁸. An urban borough such as Haringey now has residents from over 120 countries of origin. Super-diversity is also about different immigration routes, legal statuses and demographic breakdowns and settlement in parts of England which have never experienced immigration before. There are also different motivations and expectations of staying for different lengths of time.
 - At the same time, there are changes in the residential patterns of the settled majority, as past migrants and minorities move out of the inner cities and into the suburbs¹⁹. This may lead to the creation of new clusters; and those in turn can also lead to negative reactions from local residents.
 - Multiple identity is about how the UK has changed significantly from the 1960s and 1970s when single identities captured people's sense of who they were reasonably well²⁰. People felt themselves to be or were identified as either White or Black, for instance, Jamaican or British which meant the UK was made up of a range of distinctive and separate ethnic communities. These identities remain, but increasingly, people are moving away from single identities to multiple identities not just based on race or ethnicity, but differences in values, differences in life-style, consumption, social class, differences across generations, gender etc. People now have multiple identities and adjust these to the situation they are in and this seems particularly true for the children or grandchildren of migrants.
 - In the face of this increasing complexity some feel they are losing the strength and internal community bonding that can come from defining oneself by a single identity. But multiple identities are a fact of life even where one identity within these may have particular value for an individual or group. And multiple identification can be positive in that it can prevent any one part of a person's identity becoming prioritised as a source of conflict. Fluid identities can also act to bring people together as they discover, for example, experiences common to women or sporting interests, which cut across other potential single group

ANALYSIS

- conflicts. Research in Northern Ireland, for example, has found that people with more complex and multiple sources of identity are more positive about other groups, more integrated and less prejudiced.
- Finally, **trans-nationalism** is a particular form of multiple identity developed as a result of globalisation and its associated cheap transport and advances in communications, and meaning for the first time that migrants can easily maintain links with their place of origin²¹. When taken alongside super-diversity, trans-nationalism means that the UK is far more plugged in to events around the world and that cohesion in local areas can be affected by events in another country the new 'glocalism' we referred to in our interim report.
- Research suggests that trans-nationalism does not hinder integration, it helps it – as a trans-national identity may give people the confidence in their own identity to engage with wider society. Trans-nationalism also allows people to express their attachment to their homeland in a way that does not clash with being part of the new society. This research also suggests that those who are least integrated into a society often identify most strongly with their country of origin, but have fewest links to it.
- On the other hand, there are also those who are isolated from wider UK society, as they get all their information about the world from internet sites and satellite TV based in their home country. And trans-national identities can be prioritised over national ones in narratives of war or extremism, as seen in the emphasis on global issues expressed by the 7/7 bombers.
- 2.51 Taken together, these three changes mean that equalities and cohesion policies can no longer be based on working with migrants from a limited number of countries; who are in the UK for good; and are assumed to have a single fixed identity. Now these policies need to cater for people from a large number of countries, some of whom will be here for just a short while, and who will have multiple identities as well as catering for settled communities. Policies also need to recognise the influence of global affairs on local communities that can serve to make people more connected or more isolated and may mean that conflicts from abroad are played out on UK streets.
- 2.52 The processes and patterns we observed are not unique to England or the United Kingdom. We have compared evidence from other countries across the world to the emerging cosmopolitan realities on the ground. Histories and economies differ, as do the forms of government responses to migration and diverse settlement.

- 2.53 But British economic policy has embraced the processes of globalisation over the last decade successfully and the steady pattern of growth responds to this. And so in this report we are in part developing a sense in which the country can become comfortable with the social consequences of globalisation. In this way we believe that our report both learns lessons from and speaks to international experience as the British model of accommodation and change is tested and we believe mostly succeeds.
- 2.54 Our twelfth and final key message (and one that contributes to many of the proposals in our report) is therefore that globalisation adds another layer of complexity to the picture.



3 A new definition of integration and cohesion

Chapter summary: In this chapter, we argue that based on the evidence of increasing local complexity outlined above, and on the feedback from consultation respondents and practitioners about the current definition of community cohesion, we need to set out a new understanding of integration and cohesion – one that responds to local complexity, and that reinforces a sense of common purpose across communities.

- 3.1 From the start of our work, we have been conscious that we were set up to be a Commission considering both integration and cohesion, but that in terms of what evidence exists, and what local practice has emerged, cohesion is the more developed policy framework.
- 3.2 Integration and cohesion are sometimes seen as meaning the same thing. We do not agree. Both are processes and both share much in common, but cohesion is principally the process that must happen in all communities to ensure different groups of people get on well together; while integration is principally the process that ensures new residents and existing residents adapt to one another.
- 3.3 Different communities will have different relationships between existing residents; and differing levels of new residents arriving. So our view is that the two processes go on side by side, and that they interact with one another as local communities experience change and develop a shared future together.

Why we think we need a new definition

"It [cohesion] doesn't actually mean anything at the grass roots level, you're just going about your activities, meeting people and whatever ..."

Practitioner quote from MORI What Works research

- 3.4 By seeing integration and cohesion as two tightly interlocking concepts, we can begin to set out more clearly the ways in which local agencies can address the new challenges of economic and demographic change, at a time when local experience is increasingly influenced by what is happening globally. The process of cohesion alone may not be enough to help some areas respond to their shifting populations, and activities to welcome newcomers and help settled communities cope with change will be just as important to some areas as promoting interaction across established divides will be to others.
- 3.5 By linking the two concepts we can also ensure that local strategies address the challenges of persistent separation in some communities that impact on cohesion concerns about the continued isolation of some second and third generation immigrants might be in part addressed by an understanding of why the process of integration in some cases may have stalled, for example.
- 3.6 We can also widen the definitions from narrow and potentially loaded understandings recognising that cohesion is not just about race and faith, and that integration in particular is not about assimilation.

- 3.7 We have therefore developed a new definition of integration and cohesion, with the two concepts locked together to create an integrated whole. This is designed:
 - to be aspirational setting out the principal characteristics of integration and cohesion in a way that develops a shared future
 - to recognise that the challenges of integration and cohesion vary greatly between different parts of the country
 - to be clear so that audiences at local level know what we mean and the new definition can be practically useful in structuring policy responses; and
 - to recognise that issues around diversity are of central importance to integration and cohesion, but are not the only things that matter. As we outline above, cohesion has all too often been seen as referring only to minorities and immigrants; to race and faith or visible difference. This allows some areas to claim that they do not have to do anything about cohesion as they have no minorities or only a few. Our definition aims to underline the sense in which integration and cohesion are 'everybody's business'.
- 3.8 The need for the definition to be clear is important. We did not rush into redefining recognising that there is momentum behind the existing definition, and that local areas have taken it forward in some enterprising and creative ways. We also wanted to avoid the navel-gazing of definitions in favour of a focus on what was working in those local areas.
- 3.9 But the overwhelming response to our consultation about the existing definition was one of confusion particularly among practitioners who found it easier to focus on race relations or equality rather than cohesion. And, as we outlined in our interim statement, it was all too often caught up in wider debates about multiculturalism that we felt were unhelpful.

"I think that residents... understand community cohesion to be something completely different. In fact, I'm not sure they even understand the term community cohesion. We do have to translate it to maybe race relations or something like that when we're consulting...

The missing element [when community cohesion is translated into race relations] is...the cross-cuttingness of the issue into all the other objectives that the council, the Local Strategic Partnership have."

Practitioner guote from MORI What Works research

- 3.10 We have therefore set out the logic for our new approach, recognising that while this is a national framework it is one that will need to be tailored to local areas. We welcome in particular the work being done in some local areas on their own versions of the definition, which emphasise those aspects that best reflect current challenges, and show how definitions can be reprioritised to fit particular local circumstances.
- 3.11 We also see this national framework as being an evolving one we would hope that as local people take it, and develop what it means for their own local actions plans, those changes will in turn be reflected in the national policy agenda.

In Barking and Dagenham, the Local Authority is preparing, with its partners, to embark on a programme of community engagement in relation to the development of a new community cohesion strategy for the borough. Part of that exercise is designed to develop a shared understanding of what a cohesive borough might look like. The following draft definition has been developed for discussion as part of that process:

- a strong community who can expect equal and fair access to customer focussed services; and
- a place where people, who through mutual respect can together enjoy safe and peaceful lives and look forward to the future

Our new definition

- **3.12** The current definition of a cohesive community is one where:
 - There is a common vision and a sense of belonging for all communities
 - The diversity of people's backgrounds and circumstances are appreciated and positively valued
 - Those from different backgrounds have similar life opportunities, and
 - Strong and positive relationships are being developed between people from different backgrounds in the workplace, in schools and within neighbourhoods
- **3.13** This definition has value and there are some elements of what we want to capture that <u>are</u> addressed by the general thrust of it (if not the precise wording):
 - In 'a common vision and a sense of belonging for all communities' and 'strong and positive relationships' we can see the sense of a shared purpose that has informed our thinking on 'shared futures'.

- 'The diversity of people's backgrounds and circumstances are appreciated and positively valued' is close to the respecting of diversity that we have emphasised although it does not address the challenge of how to bind people together in the face of increasing difference.
- 'Those from different backgrounds have similar life opportunities' echoes our own strong commitment to a sense of equality of opportunity and treatment.
- And 'relationships being developed between people from different backgrounds in the workplace, in schools and within neighbourhoods' supports the four spheres of interaction first outlined in our interim statement, and examined in more detail below.
- **3.14** However, there are also some elements of what we want to capture that are not addressed by the current definition of cohesion. We believe that what is missing is the acknowledgement of:
 - A sense of local specificity and the importance of both a national sense of belonging and of the local processes that distinguish one part of the country from another.
 - A recognition of how focusing on diversity and difference has the potential to divide communities – and how the element of 'shared futures' set out in this report helps bind people together in their common interests and shared experience of change.
 - The fact that as diversity in some areas becomes more complex (experienced both as locally distinctive and globally influenced), cohesion will depend on a trust in institutions to act fairly, to arbitrate fairly between different claims, and to allocate fairly resource across different communities. (This could be called 'political trust', but we are not talking exclusively of central, regional or local government. Instead we are thinking about a healthy civil society in which people feel able to call to account decision makers, institutions, politicians and perhaps most importantly each other for their actions, their share of resources and their role in deciding the future).
 - A sense of mutual hospitality or mutual respect that recognises that even where strong relationships do not yet exist, the contributions of both those who have strong local attachments and those that are strangers locally are important. And that underlines the importance of civility to each other – including between people within the same group or community.

3.15 Consequently we believe that we should adopt a new definition as follows:

An integrated and cohesive community is one where:

- There is a clearly defined and widely shared sense of the contribution of different individuals and different communities to a future vision for a neighbourhood, city, region or country
- There is a strong sense of an individual's rights and responsibilities when living in a particular place people know what everyone expects of them, and what they can expect in turn
- Those from different backgrounds have similar life opportunities, access to services and treatment
- There is a strong sense of trust in institutions locally to act fairly in arbitrating between different interests and for their role and justifications to be subject to public scrutiny
- There is a strong recognition of the contribution of both those who have newly arrived and those who already have deep attachments to a particular place, with a focus on what they have in common
- There are strong and positive relationships between people from different backgrounds in the workplace, in schools and other institutions within neighbourhoods.
- 3.16 This new definition is born in part from very practical conversations with the people we have met, as well as reflecting the highlights of our research programme. To move towards it, we think that there should be two sorts of work:
 - Mainstreaming activities that factor in the level of aspiration set out by our definition, and that consider new programmes, funding and developments in this light.
 - Specific and practical projects that are badged as integration and cohesion, and are delivered separately by a range of partners.

Having set out our analysis of the current challenges to integration and cohesion, and the proposed definition that flows from this, the remainder of our report considers how best to effect this change in both national and local policy.

We have used the four key principles that emerged from our thinking to organise our report. Chapters 4-7 therefore set out:

- the sense of 'shared futures' which we believe is at the heart of our model and our recommendations an emphasis on articulating what binds communities together rather than what differences divide them, and prioritising a shared future over divided legacies
- an emphasis on a new model of responsibilities and rights that we believe will be fit for purpose in the 21st century – one that makes clear both a sense of citizenship at national and local level, and the obligations that go along with membership of a community, both for individuals or groups
- a new emphasis on civility and mutual respect, that recognises that alongside the need to strengthen the social bonds within groups, the pace of change across the country reconfigures local communities rapidly – and that means a mutual hospitality within and between groups
- a commitment to equality that sits alongside the need to make social justice visible, to prioritise transparency and fairness, and build trust in the institutions that arbitrate between groups.

Chapter 8 then considers the practical action in particular spheres of interaction that can be taken to make these principles a reality.



4 Developing shared futures

Chapter summary: In this chapter, we argue that in order to move forward, we need to look forward. Our view is that the concept of a shared future will be what binds local communities together whatever their histories. We therefore set out a programme of work aimed at delivering this shared future both nationally and locally. Recognising that the challenges to integration and cohesion will differ between different areas, we also set out our new typology for integration and cohesion – a way of grouping areas that will avoid a "one size fits all" approach to the development of local activities.

- **4.1** The first principle emerging from our new definition, and from all of our consultations and research, is one of a "shared future".
- 4.2 Integration and cohesion depend both on coming to terms with our different histories including the legacies of Empire and the deep social memories of different parts of the country and tackling negative aspects of these directly in the course of developing a shared vision in regions, localities and neighbourhoods. This shared vision enables communities to recognise both the reasons that bring people to the United Kingdom, the dynamic changes that are transforming every part of the country, and the binding agents that bring communities together.
- 4.3 In our conversations with a wide range of people, we have heard concern about how the multiculturalism of the past at times placed an emphasis on the different routes that brought people into local communities in the UK, rather than keeping sight of the shared concerns that matter to everyone no matter what group they are from, no matter how they have ended up in the places they live.
- 4.4 It seems at times that we lost sight of the complexity of individual identity, its fluid nature, and the ability in the real world to identify with different things at the same time to be a woman or a man, within a particular ethnic group, or a particular social class and the ability to share hopes and fears with others not of your group.
- 4.5 Of course, belonging to a particular group or community frames in important ways individual experiences. But in the face of the sometimes rapid changes outlined earlier in Chapter 2 and the complexity of identities in today's Britain, we sense that this may be our chance to step back from the trend towards a society defined strongly in terms of competing separate group identities, and instead to move in the direction of a much greater sense of shared futures and mutual interdependence.
- 4.6 We have seen excellent local projects that show how it is possible to value and respect the cultures of everyone while moving forward together where they have moved away from narrow identities towards a vision of the future shared by different groups.

As part of its 'We all belong to Blackburn with Darwen' campaign the council introduced an 'All Belonging' charter which uses champions and role models; Kirklees has facilitated the 'We all Belong to Dewsbury' civic pride programme; Chesterfield Borough Councils Equality strategy promotes 'Courteous Chesterfield' – which means that everyone using the boroughs services and working for the borough can expect to be treated respectfully and courteously.

- 4.7 Our experience suggests that there are places and groups in the UK where people are responding to the changes outlined in Chapter 2 by reasserting their group identities, or by focusing on the differences between them and others. Our view is that what is needed in response is a shared sense of purpose, a shared articulation of what we all hold in common. We have been inspired by the Good Relations work in Northern Ireland, which has set out the need to bind communities together under a common vision that states that "separate but equal is not an option"²².
- 4.8 Our proposal is therefore that from now on both local and national identities need to be about shared futures. Wherever we are from, whatever our particular community links, we are all building together something for the future we can share. The challenge for us has been to make sense of what this means in practice.

What we propose

A shared national vision

- 4.9 Our first challenge to central Government is to set out a clear leadership statement on integration and cohesion. It seems to us from consulting over the past 9 months that the complexity of the policy area is not best served by Government providing only an occasional focus on integration and cohesion (despite evidence of good work in some areas).
- **4.10** As we set out above, cohesion is driven locally, and delivered by a clear set of local partners. But a national framework is needed to ensure that wheels are not reinvented and good practice ignored.
- 4.11 We therefore recommend that central Government sets out a clear statement of integration and cohesion policy that:
 - Includes a recognition of the need to play a longer game rather than being driven by crises: it is no coincidence that many of the advances in legislation and many of the reports into integration and cohesion have been triggered by crisis points. Our own Commission is no exception, set up as it was in the wake of 7/7. But we commend the subsequent change in our terms of reference that enabled us to look at longer term

- issues. And would urge Government to acknowledge that building integration and cohesion takes time and constant attention.
- Is driven by a whole community approach: relationships with Muslim communities may have accelerated this debate, but we would ask for a whole community approach to be the driving force of central Government engagement on integration and cohesion. Although the Government rightly takes a particular approach when working with Muslim communities to prevent extremism, work to build integration and cohesion is something separate and something that has to be about the relationships between all different groups, and the bridges between them. We therefore ask that Government set out a clear narrative about the difference between the two agendas.
- **4.12** A clear statement of intent would set out expectations of local authorities in building integration and cohesion, alongside the expectations of wider organisations. We would argue that without this clear statement, cohesion will languish as an add on to wider policy areas, or will continue to be confused with equalities policy.

A national shared futures campaign

- **4.13** Our second proposal is that Government openly make a case for the sort of society we want to be in the face of the change outlined in Chapter 2. Our research uncovered public unease around cohesion, which is being fed by the media²³. We have identified a perceptions gap between how migration and change is perceived nationally, and the experience of people on the ground²⁴. And there is still confusion about terms such as asylum seeker, refugee and economic migrant.
- 4.14 We therefore recommend Government invest in a national shared futures programme from 2008 to 2012, leading from the European Year of Intercultural Education up to the Olympics and using the themes of both to underpin key messages. This would be a chance to deepen a sense of our shared futures, reflecting positively on the diversity of experience in Britain, and learning from the success of similar campaigns in London and in Scotland. Our vision would be a positive campaign about what it means to belong productively to local areas, and how difference has inspired creativity and innovation.

"We want Scotland to be at ease with its diversity, a place of innovation and creativity to which people want to come and are welcome".

The award winning 'One Scotland Many Cultures' campaign was launched by the Scottish Executive in 2002 to raise awareness about the damaging effects of racism on individuals and society, and the benefits of a diverse Scotland. Using TV, radio and cinema ads, outdoor billboards and a variety of PR and branding opportunities, the campaign has had high visibility and has made an impact in changing attitudes. Careful research prior to the launch established that Scots wished to see themselves as a welcoming nation and were slow to identify racism in themselves although they could recognise it in others. A softer line was therefore taken in the initial campaign materials, and this has moved to a more overt anti racism message as the campaign has evolved. The strapline is now 'One Scotland. No place for racism'.

- **4.15** We think there is enough evidence to suggest that such a programme would be more than a PR campaign, and would have a direct influence on people's perceptions. Our MORI polling suggested that it is possible to engender civic pride and to connect that with a national sense of purpose²⁵, for example. So we would see the campaign as setting the tone for a shared national future, and the sense of a shared journey forward.
- 4.16 The starting point for this must be the traditions and heritage of the country and its regions stretching back over hundreds of years with a recognition of the important role dissent and non-conformism have played in the past, alongside a binding national narrative. It should incorporate events and projects designed to increase learning between different cultural communities and individuals within these, as well as between different nations of the UK and different regions of England.

A shared vision at a local level

- **4.17** We set out in Chapter 2 how some of the key influences on poor cohesion are low satisfaction with an area as a place to live, high perceptions of levels of anti-social behaviour and a high level of deprivation all issues which can be addressed locally, or be tackled by local institutions. Our analysis also found that there was no simple link between poor cohesion and any of these factors; or good cohesion and the reverse. Local history, trends or events are also important.
- **4.18** A key message for us therefore is that improving cohesion in the long term is about local action: local areas have the expert knowledge about particular local circumstances; and local actions are what will result in integration and cohesion. Our challenge to local government is therefore to set out their own shared vision.

Incentivising and mainstreaming

- 4.19 As we set out in our introduction, we believe that integration and cohesion has to be about all communities and all groups who experience inequalities
 so they are not just about race and faith groups or areas with minority populations alone. And both concepts are also about the individual.
- 4.20 In this vein, a question we have discussed from the outset is: should a small predominantly rural authority care about cohesion given that their population is likely to be almost entirely white, and that they will by necessity be preoccupied with wider questions about the challenges faced by agricultural communities, for example? Is integration and cohesion something for urban areas only? Is it only something for those areas that have experienced disturbances in the past, or where local low-level tensions are apparent but managed? Should authorities in the Cotswolds think about integration and cohesion?
- 4.21 Our answer is yes. Partly because there may always be change on the horizon we have seen how demographic change in particular can cause friction among communities and disturbances can crop up in the unlikeliest areas, triggered by unpredictable rumours or crises. Partly because even in rural communities, there are tensions around anti-social behaviour, and challenges around transport, for example. And partly because all areas have newcomers at some stage be they second home families, or new migrants looking for work in agricultural or tourist centres.
- 4.22 Of course, the amount of effort that goes into cohesion will clearly depend on local circumstances. There may be no need to set out a detailed cohesion strategy, or to have a dedicated cohesion officer working separately from other policy areas. But some form of integration and cohesion policy should exist, and it must be based on knowledge about the local population and any tensions between different groups. Some areas will need or want to do more than others; some will prioritise differently from others. The important thing is that local areas think about their population, how it is divided and how it is changing; and take into account other factors such as local history and media.

- 4.23 In his recent report on the future of local government, Sir Michael Lyons argues that local authorities should lead the development of a broad vision for an area and its communities. This 'place-shaping role' includes building a local identity, maintaining the cohesiveness of communities and resolving disagreements about resource allocation. Lyons argues that 'engagement and action by authorities can provide the connections for integration and cohesion by developing trust and mutual respect within the wider community, building community identity and pride in place, and developing relationships between citizens in a community. ... It has not been something that local authorities have seen as part of their role.'
- **4.24** With that in mind, at a minimum, we recommend that every local area should:
 - Map their communities spending time understanding who lives in each ward, the make up of local schools, the different religious groups worshipping in their area.

The **Local Intelligence Network Cornwall** is a multi-agency research partnership, hosted by Cornwall County Council, which aims to improve the way quantitative data on local communities and needs is collected, analysed and disseminated across the local public sector. This shared approach provides efficiencies and avoids duplication.

In addition, Cornwall's Local Area Agreement contains a detailed action plan that cuts across its priorities to ensure that cohesion issues related to migrant workers are strategically and operationally embedded in the partnership's work.

 Use that map as one important way to identify tensions and opportunities – integration and cohesion is about identifying rubbing points, horizon scanning, and understanding where grievances and myths are circulating. It is not enough to see cohesion as being about customer-focused service provision – the actions from mapping should be targeted interventions aimed at mediating between groups and individuals, and resolving conflicts.

Luton Council is developing a multi-agency emergency planning protocol that will require partners to collectively detect, map and monitor tensions and challenges to cohesion. The protocol requires partners to put in place comprehensive procedures to manage a cohesion related emergency should it arise, including identifying senior responsible officers with responsibility for managing particular situations.

 Monitor their BVPI performance on cohesion and use that, alongside more objective measures, to decide how much of a priority cohesion should be to them. (Perceptions measures are important in tracking people's sense of wellbeing in terms of integration and cohesion, but there is also a need to measure objectively to get a sense of what is going on under the surface).

Hounslow is developing a sophisticated delivery model at local and subregional level for cohesion, extremism, tension monitoring, contingency planning and performance management. The model with its vision of a stronger and united community includes a way of working that mainstreams cohesion into all its policy and service delivery areas. This underpinned by a strategic communications plan to promote cohesion and rebut myths; and training and development on cohesion for elected members, senior manager and officers across the authority.

• Mainstream integration and cohesion into their Sustainable Community Strategies, LSP management and wider service delivery, particularly for youth provision: the MORI What Works research found that cohesion policy and approaches should be part of services' fundamental approach to policy and service delivery, and that delivery should be the responsibility of individual services and agencies from the start, not a bolt on. Our view therefore is that LSPs should have an explicit role in building integration and cohesion into their vision and strategies, and should have the structure to be able to put local issues on the agenda – through an integration and cohesion sub-group, for example²⁶.

MORI What Works: MORI were commissioned to investigate "what works" in building integration and cohesion by exploring policy and practice through case study research in six areas. The study identifies best practice in relation to: how cohesion-related work is organised in a local authority area; and the types of initiatives that are most effective in supporting community cohesion. Initiatives included: supporting the socio-economic well being of individuals and communities; providing English language training; generating a sense of commonality and positive relationships; engaging and involving all sectors of the community; 'myth-busting' communications and responding to major events that present risks to cohesion.

4.25 We also strongly support the involvement of third sector partners from the outset in defining the integration and cohesion elements of the Sustainable Community Strategies (including faith organisations where appropriate) – recognising that voluntary organisations can often access harder to reach communities, and are often the providers of both people and premises in neighbourhoods where there are challenges to integration and cohesion²⁷.

During our outreach we saw evidence of partnerships of organisations from both the private and public sector that came together in the local area to effect change. In the Oakland Centre in Birmingham, for example, a group of local entrepreneurs had come together to make a significant impact on youth work. These consortiums can be self financing in respect of core costs and work with the local authority to provide services in a very localised and specialist manner. Where these consortiums develop they should be encouraged and contribute to the strategic planning of services over the medium to long term in partnership with Local Strategic Partnerships (LSP) where Local Area Agreements can provide the vehicle to deliver services.

A new local performance framework

- 4.26 Performance regimes have become a key tool of central government in driving local change. Strong cohesion targets would be an obvious mechanism for all local areas to respond to their local challenges. But occasionally top-down indicators have been inappropriate to local circumstances and led to unexpected consequences. The *Local Government* White Paper promises a reducing number of national indicators and targets and, given the complexity of local populations described above, it is crucial that local areas have some freedom to decide how to measure their own performance in relation to integration and cohesion.
- **4.27** With this in mind, we recommend that:
 - There should be a single national PSA target for community cohesion, measured consistently over a reasonable length of time in order to determine national trends.
 - Local areas should be encouraged to develop their own local indicators of integration and cohesion. These would not be monitored nationally, but could be included in local strategies and plans

 and shared and compared through an online database of integration and cohesion indicators.
 - The Audit Commission should ensure that locally determined integration and cohesion measures are clearly incorporated into the Comprehensive Area Assessment regime, particularly where areas are identified as being at risk (via the BVPI data). This should be

- supported by clear guidance concerning how key lines of inquiry might be achieved and assessed, avoiding a "one size fits all" comparison. The CAA should be capable of recognising the variability of experience at a local level, and how individual localities have recognised particular local challenges and crafted strategies to deal with them.
- Communities and Local Government's forthcoming guidance on LSPs and Sustainable Community Strategies should make explicit reference to the need to address the cross-cutting issues of integration and cohesion and suggest ways in which all areas might address their differing challenges and opportunities²⁸. This should be supplemented with peer support workshops and by the new Beacon scheme on cohesion expected next year.
- 4.28 This fits well with the new autonomy offered to local areas by Local Area Agreements, and with the place-shaping role outlined above. Leadership, vision and inspection have been identified independently as key drivers for improvement in integration and cohesion, and these arrangements should be developed to support them. Looking ahead, we would also encourage these arrangements to be developed in the context of an increasing focus on city regions recognising that Regional Development Agencies already have a key role to play in linking integration and cohesion strategies and feeding into regeneration work in particular.

Neighbourhood Renewal Advisors have drafted a Community Cohesion Impact Assessment (CCIA), developed with help from local areas, and currently being tested further. The assessment is aimed at LSPs, local authority officials, community or youth workers, councillors, and community groups. It helps them to test planned or current activities to see if will have a positive or negative impact on Community Cohesion. If the test indicates that the impact will not be positive, the CCIA helps to risk assess and plan further actions.

It currently has two parts – a simple level 1 test and a more detailed level 2 test, carried out if the level 1 test suggest more thought is required. It is a series of simple questions linked to the current definition of community cohesion, which allows all the possible impacts of a policy or activity to be thought through. It requires the user to have current, detailed knowledge of:

- Local demography
- Local identity groups
- Local relationships between different groups and communities
- Local perceptions about services and whether they are fairly distributed

Kirklees and other authorities have developed similar tools, all of which contribute to "cohesion proofing" local delivery.

Strong local leadership and reinvigorated local democracy

- **4.29** Alongside the sometimes dry mechanisms of performance, the MORI *What Works* study found that policy makers and practitioners alike saw civic participation as a key way of building integration and cohesion from ensuring people feel they have a stake in the community, to facilitating mixing and engendering a common sense of purpose though shared activities.
- 4.30 From our case studies, we have seen how leadership from within local authorities has set the tone for an entire area's work on cohesion from the standard agenda item on cohesion at every Oldham council meeting, to local community plans that are framed around cohesion, to the direct involvement of local authority chief executives in mythbusting campaigns in Brent and Tameside, for example. Elected representatives and key members of the community are therefore key including Leaders of Councils, faith leaders, business leaders and those holding key positions of responsibility such as head teachers.
- **4.31** We have also seen excellent work by local areas developing methods of participation that go beyond those people that have set themselves up as gatekeepers, towards engaging with wider communities. Shadow youth councils, *Citizens Day* pilots and inclusive community hubs used for debates and dialogue have all opened up services to a diverse range of local people.

Stoke-on-Trent Citizens Day offered a range of workshops, performances and events in schools and community locations as part of its Citizenship Day. There was also Citizens' Day Graffiti Art Project, a Citizenship themed Farmers' Market in a shopping centre and a Citizen of the Year Award, and citizenship ceremonies are being tied in to citizenship education in schools.

Southwark Citizens Day activities included the Southwark Council Staff Challenge in which staff volunteered to refurbish a nature reserve in a city park for the benefit of residents. The event was organised through Volunteer Centre Southwark and run by the Trust for Urban Ecology. In addition, Operation Black Vote campaigned in the centre of Peckham, and 100 new BME voter registrations were obtained. A school governor campaign reaped rewards, as residents from different cultural groups chose to demonstrate active citizenship.

- **4.32** However, our consultation also showed that there is a gap between the best performing areas and those that have not understood the full implications of strong leadership. And this is particularly true of local media coverage in some of the areas we considered where BVPI data suggests that perceptions of cohesion are negative.
- **4.33** We therefore have two proposals aimed at closing that gap:
 - Firstly, we think it is important that both council officers and democratically elected council members reflect the diverse communities in which they serve. Only 4.1% of councillors are from ethnic minority backgrounds and only 29.3% are women. We note with interest that the Commission on Councillors, chaired by Dame Jane Roberts, has been tasked with looking at ways to encourage more people from a wider range of backgrounds to play a leading role in their communities this is not a new issue²⁹, but we hope the Commission will be able to bring impetus to it. We reaffirm the proposal that Local Authorities should have workforce strategies in place that have clear action plans for targeted recruitment and recognise the need for flexible working for women in particular. And that political parties consider again how they can ensure their candidates better reflect the communities they serve whether through positive measures, or more targeted recruitment.
 - Secondly, we are concerned that local councillors are able to make inflammatory statements that directly impact on cohesion, with no recourse for the communities involved. We therefore recommend that the Electoral Commission, working with the new CEHR, should seek a voluntary agreement on the part of political

parties to behave as if they are bound by the positive duty in the Race Relations Amendment Act, and the forthcoming duty to promote good relations enforceable by the CEHR.

A move away from a "one size fits all" approach

- **4.34** The analysis in Chapter 1 shows that cohesion takes different forms in different areas, and is affected by a number of factors which interact with each other. But to date, work on community cohesion has been largely driven by work explicitly based on issues that existed in Bradford, Oldham and Burnley in 2001.
- 4.35 If, as we have set out above, cohesion is about a complex interlocking of local factors, then national policy based on one specific set of those factors will not work everywhere. When we suggested in our interim report that the focus on residential segregation was a red herring, what we were saying was that it is an important issue in some areas, but not in others and that national debates on integration and cohesion should not be boiled down to one specific issue.
- 4.36 Similarly if the focus of cohesion work is solely on preventing disorder, then it will miss the importance of how communities respond to newcomers and temporary residents, or how people of different backgrounds get along outside of the flashpoint situations. Work to ease tensions is important, but we understand much more about 'business as usual' cohesion now, and we think that the Government should tailor work to meet this.
- 4.37 New analysis commissioned by us³⁰ has therefore attempted to bring together data on some key aspects of local areas that relate to integration and cohesion, in order to group areas that are similar in terms of these, so that comparisons can be more meaningful and good practice more transferable. Ofsted use family groups to review performance in schools, the Home Office have family groups for Police Forces. Our argument is that there should be cohesion family groups or types that reposition central government's engagement with local areas on this issue.
- **4.38** We therefore considered things which can strengthen integration and cohesion ("resilience factors") and things which pose risks. And what we found was that:
 - The availability of community facilities is a key resilience factor i.e. local facilities such as community centres directly build integration and cohesion by providing the opportunities for people to interact, or acting as the locus for shared activities. We think this is the first time we have had such evidence of the importance of these facilities and recommend that the Government takes particular note of this when implementing the recent Quirk Review into Community Asset Transfer³¹.

- Local history is also key to perceptions of integration and cohesion, and the impact of negative events can be long term. This was true for areas that had experienced industrial decline, but also for areas that had experienced riots or disturbances in the past (although there were too few of such areas for this factor to make the final cut in the data analysis).
- 4.39 More broadly, in terms of particular types of area our analysis suggests that there are four family groups, where current perceptions of cohesion in some areas are likely to be below average and targeted action on integration and cohesion may be needed. We list them below, with examples of the sorts of areas included in these groups ('Changing' or 'stable' in the list below relates to the level of immigration to these areas):
 - a) Changing less affluent rural areas typically areas experiencing complex patterns of immigration for the first time, with Eastern European migrants coming to work in agriculture or food processing.
 - b) Stable less affluent urban areas with manufacturing decline these are spread across the North and Midlands this includes some where manufacturing was textiles the classic cohesion example where longstanding White and Asian communities are living parallel lives. The majority of these areas do not fit this model and the primary issue will be deprivation.
 - c) Stable less affluent urban areas without manufacturing decline these are spread across the country, but there is an interesting group in the South East, where house prices in these areas are comparatively lower, and are attracting newcomers. This is causing clashes with the existing community. Where the newcomers are from BME communities this conflict becomes racialised, and there may be growing support for the far right. The majority of these areas though, do not fit this model and the primary issue will be deprivation.
 - d) Changing less affluent urban areas these are spread across the country some are coastal towns, some are places reliant on manufacturing they tend to be places with high demand for low skilled labour, resulting in increased numbers of migrant workers, so issues may relate to competition for jobs.
- 4.40 In addition, through comparison of BVPI perceptions with predicted perceptions in these areas, the research identified some 'outliers' with much lower levels of cohesion than the model would predict. On further study, these areas were those experiencing 'acute' problems due to a single issue which was causing tensions. This has given us a fifth cross-cutting

family group, reflecting that there can be poor perceptions of cohesion in any area linked to a specific issue:

- e) Towns or suburban areas which are not deprived, but in which there is a single issue such as terrorism arrests or a proposed centre for asylum seekers which is causing tensions.
- **4.41** While not intended as straitjackets, we are hopeful that these five descriptive types will enable central government to understand more about how to spread good practice in the context of local distinctiveness. We say more about how that would work in Annex B.

For type a) the focus might be on integration support for new migrants, promoting interaction between groups and communicating clearly how resources are allocated.

For type b) the focus might be on tackling deprivation and inequalities, promoting interaction between groups, communicating clearly how resources are allocated and building a shared sense of belonging.

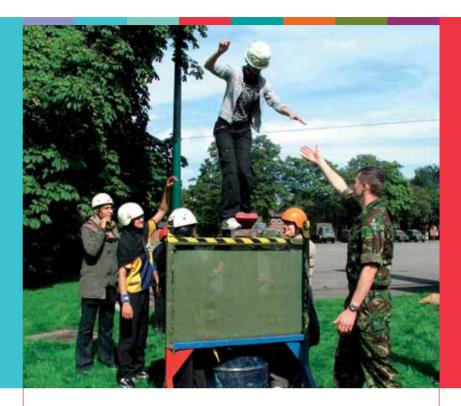
For type c) the focus might be on communicating clearly how resources are allocated, calming tensions (perhaps by work with the local media) and targeted actions with specific parts of the community.

For type d) the focus might be on getting new migrants settled, tackling deprivation and inequalities, promoting interaction between groups communicating clearly how resources are allocated, work with the VCS and building a shared sense of belonging.

For type e) the focus might be on calming tensions, targeted actions with specific parts of the community and building bridges between community groups.

4.42 We therefore recommend that:

- LGA, IDeA and central Government should consider these family groups when providing guidance to areas on integration and cohesion.
- Their support should move away from static guidance to particular areas towards workshops, ongoing training groups, and partnerships between those local areas who would not normally meet each other as part of existing local and regional structures.



5 Strengthening rights and responsibilities

Chapter summary: In this chapter, we argue that alongside the work we propose on shared futures should be an increased understanding of both the rights and responsibilities of individuals and communities. And that Government needs to use the levers it has to respond more coherently to new migrants in particular.

- 5.1 The second key principle to emerge from our work is a new emphasis on rights and responsibilities in the context of integration and cohesion recognising that government has in the past set out this type of approach to welfare reform, for example, but that it is time to apply it as a response to local and dynamic demographic change.
- 5.2 Traditional models of citizenship depend on national models of government. But in recent years this has been challenged from both above and below. From 'above' by the processes of globalisation that bring with them the trans-national identities outlined in Chapter 2, and the sense of an increasingly similar global experience. And from 'below' by the increasing significance of local areas to people's source of identity.
- Partly because of those challenges, citizenship is often understood as being just a legal concept, or a series of entitlements on a journey to a particular national identity (or more prosaically, a passport). But this breaks down for A8 migrants, who may well be very temporary residents rather than citizens, and yet play an important role in local communities.
- 5.4 In the face of local and complex change, we therefore argue that citizenship can better be understood as an acknowledgement that we all belong to the same society and that, as citizens, we are co-owners of it and jointly responsible for its future. We want to recognise the importance of how individuals, people and communities identify with particular places, generating both local and national responses to issues around what is expected of them, and what they can expect from others.
- 5.5 The concept of citizenship is therefore developed into something that can stand as a wider contract of rights and responsibilities for all citizens. And to get to that, we need to openly debate forms of citizenship that prioritise integration and cohesion.
- 5.6 Our proposal therefore is that we use integration and cohesion policy to generate a working sense of citizenship that is based on a set of rights and responsibilities appropriate for the changing UK of the 21st century, and one that chimes at a national as well as local level.

What we propose

Further development of national citizenship

From our user forum:

If I were in charge for the day I would take all citizens under 18 years of age, and send them to a short seminar which discussed:

- all the things we have in common (need for oxygen, water, shelter, mum & dad, basic understanding of the physics around us, etc)
- the areas of difference (personality, personally-chosen belief system [including 'treat the person next to you as you would wish to be treated'], job tastes/distastes, makeup of retina of eye, average temperature at lumber vertebra 6, etc)
- I would then ask them to discuss whether the common ground is more important than the differences.
- 5.7 If citizenship is to capture people's attention, it is going to need to resonate with all communities helping to build a national sense of belonging, and moving the debate on from focussing on what migrants should and should not do, to focusing on what all members of the population share.

Brent Council's approach to Citizenship Ceremonies and its combination of solemnity, warmth, welcome, friendliness and celebration of diversity has been recognised widely as best practice. Brent also leads the way in innovative changes to the ceremony and was the first local authority to hold a ceremony in a school. The link between the Citizenship curriculum in schools and the acquisition of British nationality and what that means to new citizens is a very powerful and practical demonstration for the young people participating. We are also, in conjunction with ABNI, piloting the concept of business involvement in ceremonies. The idea is that Chief Executives and senior directors of large employers should play an active role in welcoming new citizens to the area in which they operate.

Submission to the Commission from Brent Council

- There is clearly a framework that can be set by national Government here, which we would recommend include:
 - An ambitious response to the Ajegbo report on Citizenship Education. Annex C outlines our response to the Department for Education and Skills' consultation on the duty to promote community cohesion, within which we have framed our recommendations for the citizenship curriculum.

- Consideration of how existing citizenship ceremonies for people from abroad becoming new citizens can be strengthened to include schools, employers and local leaders – building on those ceremonies in North Yorkshire, for example, that already prioritise the local character, and the importance of contributing to the local community.
- Consideration of an expansion of citizenship ceremonies to include all young people – perhaps linked to Citizenship Education and the completion of the Citizenship GCSE, or even taking it wider and running annual citizenship ceremonies in local authorities where young people are welcomed with active citizenship packs (information on what it means to vote and to sit on a jury, for example, alongside civic information about what it means to live in their particular place).
- A new programme of voluntary service for young people expressly linked to local citizenship, building on the recommendations of the Russell Commission and co-ordinated by the new 'V' youth volunteering agency. We would see this being focused on medium-term opportunities to volunteer in their local area immediately after their GCSEs. Although we know that a voluntary or community national service is an idea that has been considered by Government before and passed over, what we would like to recreate is the sense in which people could be brought together outside of their cultural comfort zones, and work alongside people of different backgrounds on shared activities or goals.

In Canada, some areas have made community service a mandatory element for pupils as a prerequisite for their graduation. More than 40 hours of community service has to be completed during a four year study programme, with young people having the opportunity to take an active role in their local community. Evaluation suggests they are then more likely to become more civically-minded and socially active in the future.

Values and citizenship

5.9 The issue of 'shared values' has been important to the Commission in thinking about shared citizenship. We have a particular focus on local communities, and our Interim Statement reflected on possible links between ideas of "Britishness", citizenship and civic values at local level. We were struck, in early consultations, by the degree to which people's sense of belonging and loyalty has a strong local focus – even where there are also wider national (and global) frameworks of belonging. So we highlighted both civic pride – rooted in local achievements and

- commitments and also the importance of shared civic values. We also sounded out the idea of a possible framework of civic values.
- 'Values' speak of what is most truly important to us and inform and motivate the actions we take. They derive from a range of sources from religious, philosophical and political traditions and from the fruits of human experience. We are unlikely all to agree on the ultimate source of authority for our values. But although our values, as individuals and communities, may be drawn from different sources, we find that in practice we can agree about what many of these values are. Indeed, we find that there is a fair level of agreement on some of the key values we should seek to uphold as citizens in this country. This is important because we need to have a degree of common ground in core values that can be at the heart of our shared futures together.
- 5.11 In our conversations with local communities since the Interim Statement, the emphasis on shared belonging and pride of place has struck a very strong chord. Many have stressed the importance of key underlying values such as fair play, tolerance and respect, and the equal worth of each person which can shape our lives as citizens, both locally and nationally, in many ways. In the submissions to the Commission there has been, for example, a fairly consistent flagging up of particular values such as 'compassion' and 'justice' and of value rooted principles such as the 'golden rule' of 'do as you would be done by'.
- 5.12 At the same time, we have been reminded that while "high level" values can be held in common, there can still be substantial disagreement about how to apply them to particular circumstances. And some respondents have emphasised strongly the dangers of any list of values which is presented cut, dried and pre-packaged with no room for debate or dissent. The point has also been made that care should be taken in using the term 'British values' not because our national society has no values to which it is committed but, rather, because many of our broadly held values are common to people in other countries and calling them 'British values' feeds a 'them' and 'us' mentality where we imply that 'we British' have values which others simply don't share.
- 5.13 The reminders about the value of discussion and debate are very important and strongly related to the agenda of active citizenship and increased engagement in the democratic process. They point to the importance of people debating issues of values and their application in day to day life.

The MORI What Works research found that fostering a sense of commonality between local people and between different sections of communities emerged as fundamental to many cohesion-related initiatives in the local areas studied. But in the main, local stakeholders – and practitioners in particular – placed most emphasis on developing a sense of commonality through focus on tangible aspects, rather than abstract values or a conceptual vision for a community or area.

- **5.14** But beyond debate and discussion, putting values such as compassion and justice into action is vital for a cohesive and integrated society. Values are touchstones of moral action and motivators for change.
- 5.15 In a way the four key principles which we have set out in this report can themselves be seen as contribution to the development of shared values. They are about creating shared futures that bind us together, understanding the behaviours we expect of each other, being fair and open, and treating others as we would want to be treated. And each links directly to action: to shared activities, that bring people together in the direct expression of what they value in common.
- 5.16 Against this background, we can see that we need, as citizens, to bring to bear our values and our aspirations rooted in these as we engage with one another to tackle the issues which face us at local level, including building cohesion and integration in our own local communities. This is what active citizenship demands from us.

There is a place here, of course, for the continuing debate around 'Britishness'. But we would look first to a shared sense of belonging and shared vision at the community level. This means an emphasis on citizenship and a focus on a shared set of civic values built up from the local level, setting out the roles, responsibilities and rights of citizens and of the local authorities (and other partners) that represent and serve them. From a citizen perspective, these values need to encapsulate what individuals are expected to contribute to their communities, as well as what they can expect in return.

Submission to the Commission from the Local Government Association

National accountability for managing the integration of new migrants

The **North East Polish Community Organisation (NECPO)** was established in January 2007 by a group of young Polish people living, working and studying in Newcastle. They aim to support the integration of the Polish community, while also raising awareness of Polish arts and culture. They have produced a brochure that provides information about living in Newcastle and the North East, including information about accessing services and finding employment, and are working with Newcastle City Council to provide training courses in how to apply for work in public institutions. They also organise social events and outings, with the aim of helping newly arrived Polish people to become familiar with life in the North-East.

- 5.17 Alongside a focus on citizenship, we think that all levels of government must accept that they need to do more to welcome and integrate new migrants. An estimated 1500 migrants arrive in the UK each day to stay for more than a year. And whether they are temporary or long term residents, it is in the UK's interests for them to be able to participate fully in the labour market and their local communities
- **5.18** The evidence shows that some migrants face a series of barriers to integration:
 - lack of practical information about how to live in the UK
 - lack of knowledge of their rights and responsibilities, and the advice available
 - non-recognition of qualifications
 - lack of language or employment skills
 - difficulties accessing English classes that meet their needs
 - lack of opportunities to meet local people and socialise with them
 - some public hostility and ignorance
 - restrictions attached to their immigration status
- **5.19** But there is currently no single place in Government responsible for helping to address those barriers.
- The UK has a National Refugee Integration Strategy, but refugees are a minority of migrants,³² and support for the majority of other new migrants is left to local areas. This is leading to a plethora of local initiatives springing up in response to demand many of which are very good projects, and many of which we cite in this report as good practice. But there is duplication of effort, and reinvention of practical things like welcome packs. In contrast to this a number of other EU countries have national or regional introductory programmes for all new migrants,³³ in some cases tailoring them to individual migrants' needs.

- 5.21 Since our Commission was established, the Home Office has announced it will establish a Migration Advisory Committee (MAC) to advise Ministers on where migration might sensibly fill gaps in the labour market. The Government is also establishing a new Migration Impacts Forum (MIF), which will provide information on the wider impacts of migration on local communities and how best to ensure public services can respond and community cohesion retained. These two bodies are a good start, but we believe more can be done.
- 5.22 Our recommendation is therefore a national body to manage the integration of new migrants, sponsored by Communities and Local Government, but independent of Government. The model might be that of the Advisory Board on Naturalisation and Integration, sponsored by Home Office, but an independent voice in the debate.
- 5.23 We recommend that Communities and Local Government be the department in Government accountable for the integration of new migrant communities, enabling its work to be about the impact on localities and how places are responding.
- 5.24 Although it may seem odd to recommend a national body for one particular challenge being experienced by one of our cohesion family groups, we are convinced that this is an issue which is likely to grow in importance, and which has already taken on national significance. We are not suggesting a body to look at issues of integration and citizenship more widely given that the new CEHR will have a Good Relations function that contributes to the debate, alongside the new leadership role from Communities and Local Government we call for in Chapter 4. But we see the priority actions for this body as being:
 - To clarify the objectives of a strategy for new migrants: target groups (temporary and permanent; family members, labour migrants, refugees, students); right areas of focus (employment, social and democratic engagement, good community relations, access to essential services; cultural diversity not assimilation).
 - To baseline the evidence: clarifying the current situation and building an evidence base of local population changes with new data and research; working with ONS and others to improve our understanding of migrants work patterns and motivations, and address issues with existing sources of information like National Insurance.
 - To consolidate and take forward the good practice work currently being developed by the IDeA: setting up a helpline for local practitioners to access advice, and staffed with specialist support teams who could be called out to areas to offer support eliminating duplication and

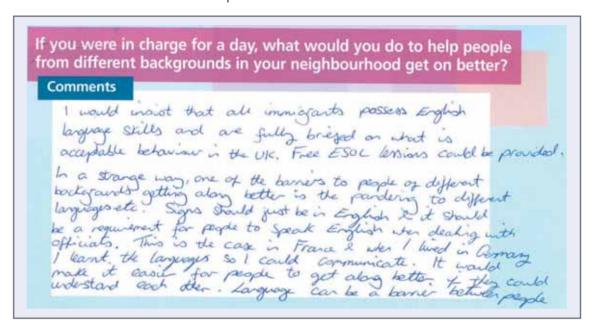
- reinvention, and addressing the issue whereby the best performing areas are currently spending lots of their time mentoring other areas.
- To provide guidance on how to work with settled communities in areas experiencing high levels of migration: building on the work being done by New Link in Peterborough, for example, and linking in to the media campaigns outlined in Chapter 7 below.
- To explore whether asking new migrants (from the EU or elsewhere) to attend the local town hall to pick up local welcome packs when they arrive might address some of the data tracking issues outlined in Chapter 7 below. This could mean not only providing the information they need at first point of contact with a local area, but could also introduce local agreements or contracts that cover behaviours, norms etc.
- To secure buy-in and joined up policy making from Whitehall and the third sector: acting as a catalyst for policy development, and an independent voice both for new migrants and those settled communities experiencing rapid change.
- of new migrants being invited into town halls or civic centres to register their arrival. This would be one way of ensuring there is a one-stop-shop of information for them particularly on their rights in terms of employment to protect economic migrants in particular from unscrupulous gangmasters. At the same time, it would afford an opportunity to run through the expectations local areas have in terms of conduct within the community. However, the practicalities of this would need to be considered further including the question of how new migrants would know where to come to initially, or how this might be managed when they then moved to a neighbouring authority or further afield. We are also aware of the need for sensitivity when asking for personal data.

Migrant Workers North West is a one-stop-shop providing support to migrant workers and their employers in the North West. As well as providing information to migrant workers, and providing information to employers and local services it has set up a voluntary charter to promote good practice amongst employers in employing migrant labour.

A straightforward approach to welcoming new migrants in local areas

5.26 Overseen by this new national body, our assessment is that what needs to be done locally to integrate new migrants can be summarised in three fairly straightforward steps: providing access to information on services (translated for new groups as per Annex E), working with partners to find creative ways to provide "cultural briefing" on the norms and expectations

particular to local areas, and providing tailored support for learning English. All of this needs to happen alongside the work to reach out to settled communities to address concerns of privileged access to resource described in section Chapter 7.



Providing access and information: welcome packs for all new migrants

- 5.27 The MORI What Works research found that new arrivals' lack of knowledge of the country and the local area means that that they are among the groups most at risk from exclusion. Other submissions to the Commission made similar point,³⁴ highlighting in particular that a high proportion of East European migrants did not have access to essential information when they arrived including the conditions attached to their immigration status, and information about what their rights and entitlements were.
- 5.28 The Commission has been shown successful welcome packs and welcome DVDs. These need to be provided more widely, and backed up with internet advertising on key sites such as recruitment agencies. As with translations, in order to maximise the efficiency of their introduction, there needs to be central guidance and models. Local Authorities may also wish to look into providing welcome packs for everyone who moves into the area. Obviously these would be less detailed, but it is not just new migrants who clash with other residents because they have not put the bins out on the right day.
- 5.29 We therefore recommend that Communities and Local Government develops a sample welcome pack based on current good practice, and works with the local areas in family group a) in particular to ensure that it is implemented.

East Lancashire councils have worked in a sub-regional partnership to produce a convenient pocket sized welcome book to help new migrant workers to integrate into East Lancashire. The booklet contains useful information about life in East Lancashire, including information about housing, employment and expected behaviours. **Cornwall's strategic partnership** has also produced a comprehensive Welcome Pack for new arrivals in five main languages. The pack contains information about all aspects of local life, services and customs.

Working in partnership to deliver "cultural briefing"

- 5.30 But there is only so much that written materials can provide. Some of the tensions between new and settled communities are down to a lack of understanding about protocols and etiquette, which are hard to get across in welcome packs alone. The need for "cultural briefing" i.e. information about how a local community functions outside of the more straightforward administrative tasks therefore demands a joined up local approach, involving more than the usual statutory partners.
- **5.31** Respondents to our consultation paper noted that alongside those local authorities taking a proactive approach, voluntary, community and faith organisations were already playing a key role in welcoming new settlers, addressing alienation and isolation, helping communities in transition and providing reassurance at times of conflict or crisis. In some cases the local voluntary sector were in the lead, with no central guidance.

We also recognise that cohesion is a two-way process and that we need to have communication links with newly-arrived communities also. We have produced information on rights and responsibilities for new migrants, highlighting some of the areas where cultural unfamiliarity can lead to tension. These have already proven valuable in meetings between the council, police and Polish and Eastern European communities in Leeds. A similar leaflet on education issues is in the pipeline

Submission to the Commission from Leeds County Council

- 5.32 We recommend that along with joint development of welcome packs, these partnerships between local government, the voluntary and community sector and faith communities are formalised in a way that suits existing LSP structures potentially through local service level agreements or contracts.
- **5.33** In addition, we recognise that employers and employment agencies have a key role to play in that partnership and are sometimes best placed to help temporary migrants to fit in while they are here given the amount of time

they spend at work. We have been told of good practice by private sector employers in providing accommodation, befriending and language provision. **We therefore recommend that:**

- Employers should recognise that they have a responsibility –
 jointly with other parties to deal with the integration and
 cohesion issues arising from the growing number of migrant
 workers they employ (whether employed directly or through
 an agency).
- In particular, they should offer English classes for new migrants (focused at first on the vocabulary they will need on the job), and should promote understanding of different cultures and groups by providing cultural training in the workplace.
- 5.34 We propose a new integration and cohesion forum for employers in Chapter 8, to be co-ordinated by the CBI and CEHR. We would envisage that these themes be added to the terms of reference for that forum.

Mobile Europeans Taking Action (META) in Norfolk was set up in 2004 to provide a front-line drop-in service for migrant workers accessing the Thetford job market. This may be something as simple as helping people to read or write letters, fill in forms, make phone calls or find work. Or it could be helping them in their dealings with statutory and private service providers.

The META model is all about migrant workers doing it for themselves, and working with migrant workers, to develop their skills. Integration and self help are at the heart of its approach. They run training courses in subjects such as first aid, food hygiene, health and safety, and offer pre-ESOL and ESOL classes. Elisa Pinto, who manages META, recognises that without an initial introduction to the English language many of the clients would not have the confidence to go to ESOL classes in the area. She says: "Whatever the nationality or culture of migrant workers, if they don't speak the language they will always need help sorting out their problems. We try to push English classes because we don't want people to be dependent on us for the rest of their lives."

Support for learning English

5.35 Our Interim Statement underlined our commitment to a shared language as being fundamental to integration and cohesion – for settled communities, new communities, and future generations of immigrants. At the time, we focused on ideas for exploring the options for how to support people coming into the country in learning English. But as we come to our final report, we want to turn in more detail to the practical impact of a focus on speaking English³⁵ – English language training.

- 5.36 English is both an important part of our shared heritage, and a key access factor for new communities to the labour market and wider society. It binds us together as a single group in a way that a multiplicity of community languages cannot hence our proposal in Annex E that translation into those community language should not always be the first approach.
- 5.37 We are therefore committed to the importance of English language training for all communities. But we recognise that an increased focus on English will mean a resulting demand for ESOL³⁶ provision.
- 5.38 The Commission has heard loudly and clearly concerns about ESOL about changes in the way it is funded about lack of provision. We recognise that Government is between a rock and a hard place on this funding of ESOL has increased greatly, and demand has increased at an even greater rate.
- **5.39** But our consultation suggests that it remains the case that vulnerable communities are being left without the English skills they need to get by.
- 5.40 We are therefore pleased that the Department for Education and Skills (DfES) have decided the reinstate eligibility for ESOL for asylum seekers who have not received a decision on their application after 6 months or are unable to leave the country for reasons beyond their control. We also welcome the additional money being put into the Learner Support hardship fund this year to support vulnerable learners, particularly spouses.
- 5.41 However, given the key role immigration now plays in the success of the UK economy, and the importance of interaction in reducing concerns about immigrants, we believe that ESOL funding needs to be reconsidered; and that more innovative ways of providing ESOL need to be looked at.
- 5.42 We recognise that finite resources means that we need to be creative in how we deliver ESOL support, but we recommend that it is reviewed in the following four ways:
 - Firstly, we urge DfES to continue to review its allocation of resource for ESOL, to ensure that there is adequate provision, and a response to increasing demand.
 - In addition, local areas should be encouraged to use their money for English language provision more flexibly. New commissioning structures will enable close partnerships with voluntary sector organisations, and these should be explored further.
 - Alongside this, with the switch in emphasis outlined in Annex E, areas should consider using the money they save on translating written materials to add to the pot available for English lessons.

- And while we recognise that accreditation and structure is important –
 particularly in terms of keeping up standards we would also call for
 increasing recognition that learning English is not just about formal
 ESOL classes, it's about how community groups, places of worship,
 schools and family learning can be part of a set of pathways that
 lead to a standard exam.
- Finally, in recognition of the economic benefits of ESOL, we think it should be repositioned as part of the LSC strategy for tackling worklessness, and should link into Job Centre Plus schemes. Poor English language skills is one of the biggest barriers to accessing work and we therefore welcome the new ESOL for Work qualification that will be introduced from September 2007 which we hope will offer more flexibility, and a less expensive choice for workers. However, our view is that the new qualification will only be successful if it receives the backing and support of employers.
- 5.43 We know that many local areas are already delivering ESOL training in innovative ways tailoring lessons to reflect particular local circumstances; broadening the curriculum to include for example, components on citizenship or road traffic law; or providing lessons in accessible shared spaces such as museums, libraries and Sure Start Centres. We urge the LSC and local authority areas to push further with this to ensure that ESOL is delivered in an accessible way and that it meets the practical needs of the learner and that ESOL provision should be boosted in all local authority areas.

Cardiff Parade Centre worked with South Wales Police to support an ESOL programme with a difference – as part of their the course, learners had tuition about the law of the land, an introduction to the police and its role, dealing with an emergency, and driving in the UK. The course was designed to raise students awareness of their rights and responsibilities as citizens. It was one of a number of themed courses developed by the Parade Centre, with others focused on employability, including in Hospitality and Catering industries.

5.44 And we know that there are a number of excellent examples of where employers are already delivering work based ESOL training. Some are going further than this by providing other support in helping new migrants and their families to integrate into British society, including providing language training for spouses and their children, and support with finding suitable accommodation.

5.45 We believe it is only right that those who benefit most from migration, including businesses that employ migrant labour, should pay a contribution towards the cost of ESOL training. We therefore recommend that the DfES work with the CBI and other employer organisations to see how this can be incorporated into the skills commitment employers will be expected to meet flowing from the Leitch Review.



6 Building mutual respect and civility

Chapter summary: In this chapter, we set out our arguments for why integration and cohesion are about how all individuals and communities contribute and participate – not just something that belongs to national or local Government. We argue that to build integration and cohesion properly, there needs to be a wider commitment to civil society, and respect for others.

- 6.1 Since our inception, we have been struck by a range of things happening in public life that, while not immediately being about the rubbing points between people of different backgrounds, may well have a critical impact on integration and cohesion. The Respect agenda, for example, is often caricatured as just being about 'hoodies' and their conduct on council estates. But it is also about an expectation of particular conduct in society from all of its members whatever their background.
- 6.2 We believe that mutual respect and civility can build integration and cohesion and that how people behave towards their neighbours, or respond to the strangers they meet in their local communities, is critical to the web of relationships³⁷ that then develop locally. This is of particular importance given that the advances in technology often mean fewer shared experiences.
- 6.3 Our third key principle is therefore the need for a renewed emphasis on hospitality and civility within communities, and with that a greater understanding of the importance of the individual to building integration and cohesion. Government may be able to set the framework, but this is about everyone in communities taking their responsibilities to each other seriously a positive outcome of the focus on rights and responsibilities above.
- 6.4 It is not solely about new migrants learning the norms of behaviour within particular communities. It is about one person reaching out to another, or one community reaching out to another. Some of the Christian groups we have engaged with might describe it as "social generosity" or working for the common good indeed across many faiths and cultures it is reflected in the commitment to treating others as you would wish to be treated. What it might mean in practice is, rather than fostering resentment about the new people in the street who don't know when to put the bins out, others in the neighbourhood might ensure they have the right information from the Local Authority on when rubbish collection will be.
- 6.5 It is also about recognising and respecting the different habits of different groups within the same communities and the potential clashes when the preferences and behaviours of each group collide. As local diversity becomes more complex, we think mutual respect and civility should underpin the way we as communities navigate a shared course through different understandings of what is acceptable or normal. And begin to understand that attitudes and behaviours from both settled and new communities have the capacity to cause offence.

6.6 Finally, we recognise that in this report we are dealing with people who are part of the ongoing process and are able to make civic contributions, but we are mindful of those who are falling between the cracks of that activity: those within prisons, those that are unable to engage democratically or play a major role, or in some cases destitute asylum seekers. We welcome the efforts of small voluntary and faith sector organisations working with these groups to build their capacity for re-entry into civil society.

RESTORE is a project of Churches Together in Birmingham. "Befrienders" or members of the local community are linked with an individual asylum seeker or refugee or family in the city. This project clearly meets a desperate need, and builds up integration in the city by challenging myths about asylum.

What we propose

An increased focus on young people

- 6.7 We have been inspired by our engagements with the Prince's Trust and other organisations working to engage disaffected young people. Our consultations with young people gave us real hope that we were engaging with future leaders, and groups that already knew how to make the most of diversity. But at times, we were also shocked by the pessimism of some of the young people we met.³⁹
- 6.8 To say that Youth Service provision falls short of expectations is not a new observation reports from the 1960s onwards have picked this up. But given that our conversations have exposed a pattern in which tensions between young people in local communities are often the early indicators of wider community unease, the need to address this head on is becoming more urgent.

The **Albermarle Report** (February 1960) was an independent response to a Select Committee finding from July 1957 that was critical of the lack resources for the Youth Service. Taking into account various campaigns around a need for active participation of youth in the wake of the end of National Service, a perceived growth in teenaged delinquency, and a rise in popular culture linked to fashion and music, the report stated: "All over the country and in every part of the Service there are devoted workers. And in some areas the inspiration of exceptional individuals or organisations, or the encouragement of local education authorities, have kept spirits unusually high. But in general we believe it true to say that those who work in the Service feel themselves neglected and held in small regard, both in educational circles and by public opinion generally. We have been told time and time again that the Youth Service is "dying on its feet" or 'out on a limb'."

- 6.9 Our remit is not to recast Youth Services however much our visits provided evidence that there was scant provision in many local areas, and that greater investment is needed up-front to deliver longer-term benefits for areas much wider than integration and cohesion. But we can call on Government to take integration and cohesion seriously as they review Youth Services provision.
- 6.10 We therefore recommend that the outcomes of the youth strand of the DfES/HM Treasury Children and Young People's Review take integration and cohesion into account, and consider ways of spreading good practice about how to work with young people on integration and cohesion.
- 6.11 We can also learn from the positive case studies we have seen local people taking action to engage their young people recognising that with nothing to do, many young people will not leave their own neighbourhood at all. Consultation with young people on the Youth Matters strategy set out three priorities: they want something to do, somewhere to go, and someone to talk to:
 - On "something to do", we would emphasise the importance of ensuring young people are engaged in education, training and employment. We saw first hand how the Beyond Midnight Bus offers an excellent model of local government and voluntary sector organisations engaging with hard to reach groups of young people, and offering advice and guidance in a targeted way.

The **Beyond Midnight Bus** aims to get young people off of the streets at night and offer them guidance and support. Responding to a lack of positive opportunities for young people in Birmingham, it travels outside normal working hours to identified 'hotspots' to speak to them directly. Onboard staff offer advice on a range of issues including health care and careers advice – all geared to engaging with young people who may be at risk. The high-tech bus is a unique way to capture the attention of young people who are hard to reach.

• On "somewhere to go", our view is that it is important to empower young people to decide themselves on the activities they undertake. In Ealing, for example, a diverse group of young people from the Ealing Youth Forum decide what the priorities for the local Youth Opportunity Fund are and then invite and assess bids themselves e.g. sports, arts, leisure activities and trips. This ensures that the funding targets local needs that young people themselves identify. In Burnley, for example, the local MP has called on young people to set out their own "wish list".

- We have also heard about projects that have involved parents in the design of activities (like those at the Cheetham Festival in Manchester, for example) which reassures them about the types of activity their children are engaged in, and can assuage any cultural sensitivities around their suitability.
- Finally, on "someone to talk to", we think this goes back to our key principle of mutual hospitality. We have met youth workers who are working hard to engage young people. But our view would be that other adults should be encouraged to volunteer and act as mentors with young people by developing trusted and open relationships with them, subject to appropriate checks and vetting. We recommend that in the current review of Government strategy, incentives to encourage adult participation with young people should also be considered.
- 6.12 We also urge that local areas strengthen their participation of young people in all areas of decision-making both at community level and in ensuring young people are engaged at strategic policy making level. Evaluating the effectiveness of young people's input is critical, and we have seen where the National Youth Agency's 'Hear By Right' framework is being used as a strong assessment tool to assess effective engagement.⁴⁰

Ealing Council has developed an innovative approach to implementing the Youth Matters Agenda and increasing young people's participation:

- There is an elected Member with a clear lead as young people's champion, a link between Ealing's established Youth Forum Ealing Youth Action (EYA) and the Council. A highly successful conference "Speak Out" was held in January 2007 with over 120 young people and the Council Leader, plus other elected Members, the local Borough Commander and senior representatives from health and the voluntary sector.
- Young people are specifically targeted in Council consultations. (100 will take be consulted on the Council's cohesion strategy, for example). To ensure that results are fed back, Ealing has adopted the National Youth Agency's "Hear by Right" standards. Its 'What's Changed' template is used to map the impact of consultation and youth participation on effecting change in the borough.
- Governance structures are designed to include Young People. Members of the Youth Forum attend the local Change for Children Board meeting quarterly. Young people are also co-opted onto the Education, Leisure and Children's Social Services Scrutiny Panel. **The Scrutiny Panel** also takes a role in monitoring action resulting from young people's engagement and where necessary challenge any lack of progress within the Council and partner agencies.
- There is a Borough Apprentice Scheme 20 places have been identified on a 2 year apprentice scheme within the Council this year, across departments from Park Rangers to the Early Years service. In addition the Council is using its community leadership role, to act as broker for a further 80 places in the private sector. The project is enabling the authority to start to grow its own, younger workforce for the future.
- There are also specific projects for young people on key integration and cohesion themes:
 - Addressing community tensions the Youth and Connexions service use a youth work approach to bring young people from a range of communities together, using common interests as a vehicle. For example the service has successfully run sports events, arts events and talent showcases, which bring together young people, parents and members of the community.
 - The Borough is working with **young people involved in gangs and violence** in partnership with Pupil Parent Partnership (a voluntary organisation). Young people recently made a video on crime and violence and on making life choices, for example.

- And they are currently working with community groups who work with Somali young people in Southall and Acton. This project is providing increased access to youth centres and is integrating marginalised groups of young people into mainstream provision.
- A **youth anti-social behaviour task** group has pulled together a range of preventative programmes and targeted support for young people to work with them on changing their behaviour and to divert them from crime and anti-social behaviour.

Working across generations

"Most recent attention around diversity and community cohesion in the UK has been focused on issues of race and faith, partly owing to recent high profile events..... However, the UK is a diverse country, and in many towns and cities inter-generational conflict may be as pressing or a more pressing issue in cohesion and quality of life. Inter-generational conflict should not be viewed as separate from ethnic or sectarian tensions; rather it cross-cuts these."

Age Concern

- 6.13 We have heard about the fear that can be provoked by groups of teenagers hanging around public places, and have seen some good evidence of diversionary projects that aim to give alternatives. But we have been struck by good local practice that has directly aimed to break down the barriers between the young and the old, and in doing so break down these fears directly.
- 6.14 In the past, the integration and cohesion agenda has often overlooked the issue of how the elderly and the disabled can participate fully in society, and we have seen projects that have made use of the time older people often have to listen and to befriend. We welcome the small number of schemes that have aimed to set this up and in particular the suggestion that for new arrivals, befriending by older people might be a way of helping them integrate into the community.

The **Southampton Junior Neighbourhood Wardens Scheme** actively engages children between the ages of 8-12 years old with Southampton's Neighbourhood Wardens and volunteers. The aim is to encourage children (particularly those on Anti-Social Behaviour Orders, Acceptable Behaviour Contracts and Young Offenders) to divert from risky behaviours by taking an active role in their local communities. Places are made available through direct contact with children (e.g. at schools, youth clubs, drop-ins and on the streets) or by referrals from partners. The scheme fosters better relations between inter-generational groups, by enabling children to carry out tasks for those of a different age group, who may be disabled or socially disadvantaged, thus improving mutual understanding.

Working with women

- 6.15 We have heard about the important role that women play in communities learning from their enormous contributions to the reconciliation process in Northern Ireland, and from the everyday participation of women across the country in activities that bring people together.
- 6.16 But it is hard to unlock the contribution of women particularly in the context of evidence that suggests that BME women in particular are being held back from fully participating in the workforce and public life by persistent inequalities or cultural practice both at work and within their own communities⁴¹.
- 6.17 We therefore welcome three important developments in Government's thinking about how its policies impact on women, and would argue that each has an important contribution to make to integration and cohesion:
 - Firstly, the action plan being developed in response to the Women and Work Commission. Given our emphasis on the workplace as one of the key spheres for interaction this is particularly important, and we welcome the emphasis on tackling cultural barriers to that interaction. Access to economic opportunity for all communities is critical. But in the light of the types of challenges being experienced by women in minority communities, this attempt to tackle specific barriers to employability for the 8% of women in this country who are from a BME background is a significant step forward particularly given the fact that they are more likely to be a small minority at work, and will face challenges both as women and as members of BME communities.

- Secondly, the duty to promote gender equality⁴², which came into affect in April 2007. Action by Government is important, but this duty will extend the responsibility for tackling barriers to full interaction in the workplace to employers as well. We would urge public bodies to use the opportunities this duty affords to address the structural and cultural barriers that might exist in their organisation, and use the duty as a tool to check that strategies and priorities, including the allocation of public funds, give appropriate support to women in local communities as well as to men and that women have a voice in decision-making bodies.
- Finally, we note with interest, the publication of a 2006 Social Enterprise Action Plan⁴³, to be taken forward by the Office for the Third Sector. We have seen first hand at the Peepul Centre in Leicester how social enterprises can be embedded in their local communities, and can tailor their services directly to the needs of a diverse mix of people. Community centres like this one are already providing safe spaces for women in which they can feel comfortable in making their voices heard, and we would urge the Government to recognise the importance of social enterprise for women who are making a contribution at grassroots community level.
- 6.18 We have noted concerns about how a misunderstanding of the gender equality duty and a move away from single group funding (see Annex D) might impact on the need for specialist provision to women. Our view is that there may well be a locally-defined need to have centres for women, particularly offering care and support to the most vulnerable. But the case studies we have seen have shown that it is possible for those centres to be vibrant community hubs that engage women of all different backgrounds and provide a service to the whole community while at the same time protecting some.

The **YWCA Doncaster Women's Centre** is a lively but safe and secure community resource for women right in the heart of the city. Based in an area which is particularly deprived both socially and economically, the centre works with women aged 11 to 30 from any background who may face homelessness, abuse, bullying, poor mental or physical health, poverty, unemployment, racism or sexism.

It offers a large number of programmes and offer counselling to help women overcome their challenges, improve self-esteem and learn new skills — including groups for young mums, lone parents, lesbian and bisexual women, a breastfeeding support group, and groups for asylum seeker and refugee women that include English language provision. The centre provides a lifeline to many of the young women who live in the area.

Working with Faith Communities

- 6.19 The responses we received to our consultation have made clear the contribution which Churches and other faith groups make to the life of local communities. They help to build integration and cohesion through their community buildings and leaders on the ground, their support for projects and networks, and the promotion of shared values, such as neighbourliness and civility among others.
- 6.20 The Church of England's Commission on Urban Life and Faith recently coined the phrase 'faithful capital' as representing the locally-based, grassroots activities that people of faith undertake to seek to make a difference this work may be with the most disadvantaged in society. But our consultation has highlighted a certain reluctance on the part of some Local Authorities to engage with faith-based bodies over the resources they can offer due we think in part to the lack of understanding about faith groups, but also to a squeamishness about the possibility of their proselytising. There is also some evidence of a concern that engaging with faith groups might undermine the inclusiveness of the Local Authority's wider strategies.
- 6.21 Religious faith is profoundly important to those whose lives it shapes and is potentially a unifying force within society. At times, though, religious identity can be advanced in divisive ways or can become a factor that separates people from the wider community for example, in many of the areas where 'parallel lives' are most in evidence.
- 6.22 We believe that the way that relations between people of different faiths and beliefs develop in the coming years in England's diverse local areas will be very important to integration and cohesion policy. There has already been much effective work to develop these relationships, but more needs to be done. We note at various points in our report the need for intercultural dialogue, with which inter faith work, while distinct, has much in common. This work can enable differences to be channelled positively into debates about shared concerns and shared futures without a loss of distinctiveness. It is important that national faith communities continue to develop and deepen inter faith programmes which can resource their local member faith groups and can increase positive interaction between their members at local as well as national level. We think there is also a need for more constructive conversation between those who are religious and those who are not.
- 6.23 There is a case to be made for a review of some aspects of the way Government, both central and local, supports, consults and engages with faith-based bodies. These might include: grant giving (and appropriate

- guidelines for this); issues linked to contracts for the delivery of public services; and forms of engagement with non-religious belief groups, such as Humanists. There are also wider debates to be held about the role of faith in society more generally
- 6.24 But in the meantime, there are practical steps that can be taken to enhance the ability of faith communities to make a contribution to integration and cohesion at local level. We welcome the Local Government White Paper recommendation that inter faith councils be developed locally and encourage authorities, LSPs and other public bodies to engage with these as part of their pattern of community engagement. And we recommend that:
 - Faith communities should be encouraged to work with Government, the LGA, and other relevant agencies to develop a programme to help increase 'religious literacy' on the part of public agencies and the ability of these agencies to establish effective patterns of engagement with religion and belief groups as part of wider public engagement; to strengthen their engagement with the process of policy development and implementation, and enable local areas to make targeted use of their resources.

The **Churches Regional Commission in Yorkshire and Humber** has worked with the Yorkshire and Humber Assembly to promote a booklet and presentation entitled Religious Literacy which supports a training package called 'Faith matters'. The project, which was originally funded by the Regional Assembly and Yorkshire Forward, has already been well received by groups from agencies, companies, and churches.

A set of clear guidelines should be developed to enable Local Authorities and others to be able to award public service contracts to faith based bodies without fear that there will be issues over whether this will lead to proselytising or pressure on users of services to accept the religious beliefs of the providers. These guidelines could be developed by the LGA in consultation with the Communities and Local Government's Faith Communities Consultative Council and other agencies. This, alongside the clear guidelines on 'single community' funding developed in Annex C, could help 'cohesion proof' key funding areas. A charter produced by Faithworks, a Christian organisation, illustrates some of the ground which it would be desirable to explore⁴⁴.

Building stronger communities

The Commission visited **Walker in Newcastle** in April 2007, and were moved by the efforts of local residents to positively embrace the significant changes that had been taking place locally over the past decade – rebuilding a sense of community and belonging. Walker was a traditional White working class, patriarchal community based around the ship building industry. Industrial decline has since resulted in high levels of unemployment, people leaving the area and new communities arriving, which has been a challenging set of changes for long-term residents. In response to this, local community groups and projects have taken the lead in bringing new and established populations together to create opportunities for interaction.

For instance, the Images for Change project engaged local people in dialogue to reflect on their fears and concerns across a range of local issues in a creative way – it provided an excellent opportunity for raising awareness and encouraging the acceptance of diversity. It also promoted the role of the community in working together collectively for positive change. In addition, although initiated as a clothing store and drop in centre, the Asylum Seekers Support Group now serves the whole community. It is well supported and utilised by local residents and has organised awareness raising activities for the whole community around the issues faced by refugees and asylum seekers.

- and supporting people to become more active and empowered in their communities. The Local Government White Paper places strong emphasis on giving citizens and communities a much bigger say in the services they receive and in the quality of the communities in which they live. We have also found that active citizenship and community empowerment are also crucial to building integration and cohesion⁴⁵.
- 6.26 The White Paper sets out a number of initiatives and new powers that will support such participation and engagement, including a Community Call for Action, the opportunity to form Parish or 'neighbourhood' councils, and capacity-building programmes such as Together We Can and Take Part. But whilst it sets a clear direction of travel, we still believe that a step change in community empowerment is necessary to achieve the multiple goals of better integration, greater involvement in decision-making and service improvement.
- **6.27** We recognise the importance of occasional, neighbourly encounters, and the low commitment roles in organising events, turning up to meetings or delivering leaflets, as distinct from the more organised roles associated with running community groups or chairing boards. We suspect there is too

- great a gulf between the over-committed civic activists and the potentially willing but uninvited contributors. But to widen the pool of active citizens requires significant effort and a sensitive approach.
- **6.28** We have therefore identified a wide range of factors that can enable integration and cohesion through community empowerment. They begin with the individual:
 - Motivation and confidence seem to characterise the residents and community activists we have met during our outreach visits. This sense of personal 'self-worth' would appear to be a vital ingredient for those who are prepared to reach out and 'bridge' to those from different backgrounds. It also provides a foundation for the kind of ideas, innovation, creativity and problem-solving that is so often necessary in dealing with complex or challenging situations.
 - These characteristics can also be at the heart of an individual's engagement with their wider community, their sensitivity to and understanding of community need, and their ability to form links and networks with neighbours, key workers and local decision-makers.
 - But these characteristics are not widespread, they can sometimes be aligned with activities that do not build cohesion and instead promote insularity and prejudice, and often we have seen that they need ongoing nurture and support. This is why we have identified the critical importance of community development⁴⁶ in supporting and building integration and cohesion.
- **6.29** Community development is already being used in local communities to turn alienation and cynicism into active and positive engagement. Community Development workers are able to identify shared spaces and places for dialogue, and act as intermediaries between the citizen and local decision-making bodies.
- **6.30** It is also a key element in the wider process of what is sometimes called community capacity-building.

Firm Foundations

- The Home Office Firm Foundations report said that community capacity-building "means investing in successful efforts to build the skills, abilities, knowledge and confidence of people and community groups, to enable them to take effective action and play leading roles in the development of their communities". It also means expanding learning and development within public services, so that professionals, practitioners and policy-makers are better equipped to engage with citizens and communities.
- The Firm Foundations framework identified five elements of the support that is needed for capacity-building at the local level. These include:
- A meeting space or place such as a community centre, village hall or or possibly a virtual 'hub';
- Access to seedcorn funding in the form of a small grants programme or something similar;
- Access to support from workers with community development skills;
- An inclusive, open, participative forum or network;
- Access to appropriate learning opportunities to equip people for active citizenship and engagement.

6.31 In view of the above, we recommend that:

- Community development values, methods and outcomes should be promoted at a local level, with explicit recognition of its importance in enabling integration and cohesion and an integral component in the delivery of good public services and local governance.
- The Sustainable Community Strategy and Local Area Agreement in each local area should include a strategic approach to community capacity-building, based on the Firm Foundations framework, and funded adequately through co-ordinated channels.
- A community-based 'community cohesion audit resource' should be developed for use by local agencies such as neighbourhood management teams and community groups which allows tension monitoring and offers suggestions and ideas for conflict resolution and meaningful interaction.
- 6.32 Alongside community development and capacity-building, the skills and techniques of conflict resolution and mediation are key to building stronger communities. We consider these in more depth in the following section.

If you were in charge for a day, what would you do to help people from different backgrounds in your neighbourhood get on better?

Comments

I'd erect hanging baskets on every house on a few streets (free of charge, with permission), provide compost and a £5 voucher (per house) for the local garden centre. Then I'd hold a competition between Streets saying that the judges are looking for co-ordination and that it's the street they are judging – not individual baskets (this would hopefully make the Street work together to come up with a colour scheme and might even make individuals clear up other aspects ready for the competition ie litter, dirty windows etc). This would hopefully give the resident's a common goal and build relations. I'd give a prize away to the winners (don't know what) but hopefully, after the competition, even the losing streets would feel a sense of pride (due to all the lovely baskets) and they'd hopefully say 'good morning' to neighbour's they've never uttered a word to in the past.

Tackling anti-social behaviour and resolving tensions

- 6.33 Our analysis section shows the importance of anti-social behaviour (ASB) and crime to perceptions of cohesion. We have seen how fear of crime can be a barrier to people getting out into their communities and engaging with others. And Audit Commission evidence suggests that people who have experienced ASB are in turn more likely to be fearful of crime overall⁴⁷ a vicious circle that risks keeping people inside their homes rather than engaging with others.
- 6.34 We have also seen from our consultations how disaffected young men are capable of acting out tensions in/between their communities in a violent manner, which increases feelings of fear more widely. These are not young men who are likely to engage civically, or engage with other young people.
- 6.35 So while the Government already has in place structures to tackle anti social behaviour and to empower communities, our assessment is that there is room for improvement in how integration and cohesion is considered in those structures. Part of that is the need to swiftly address the physical damage caused by ASB, given the importance of public spaces and community centres to building cohesion. But in particular, there is also a need for expertise on monitoring community tensions to be spread more widely across areas.

The Neighbourhood Renewal Unit within Communities and Local Government established a programme of work on conflict resolution and community facilitation in areas experiencing tensions, which has now been mainstreamed into the work of a dedicated pool of Neighbourhood Renewal Advisors. The evaluation of the programme in 2004 found that people wanted to have their say and would get involved if they felt it was safe and worth their while to do so. Creating safe, relevant and reliable opportunities for dialogue and the exploration of difference within and across communities and interests was key in addressing tensions and unrest.

The importance of Neighbourhood Policing

- 6.36 In areas experiencing population shifts or changes through regeneration and renewal, trusted figures that can act within communities and mediate between groups become more important. We have seen above how Community Development workers can be key to this.
- 6.37 But recent Government emphasis on Neighbourhood Policing also affords an opportunity to improve integration and cohesion at a local level, as Neighbourhood Policing teams posted in communities act as a lubricant between groups, and enable the development of wider support networks.
- 6.38 Those Community Support Officers and Neighbourhood Policing teams we consulted felt that their being present amongst the community to listen and assist was the key to building cohesion, in three particular areas:
 - Firstly, that by continuing to develop a representative workforce, the police can visibly reflect the diversity of their communities, and understand the challenges different groups face. But there is an important cross-fertilisation factor as well. It is not always necessary for a representative of a certain community to police that community, for example we were told that in Cardiff White police officers work with Somali communities and Somali officers work in predominantly White areas, sending out an important signal about police diversity, and tackling misperceptions among each community about the other.
 - Secondly, as police teams develop relationships with people from different communities, those people can in turn help act as intermediaries, and resolve conflicts.
 - And finally, as there are moves within Policing towards strengthened local accountability, an opportunity exists for local people to be more involved in the success of their neighbourhood policing teams – reinforcing the relationships developed. If local police make more

information available to the public about crime and anti social behaviour in their area, coalitions within communities can be developed that empower local people to respond to them – and those shared activities around a common purpose will be a powerful reinforcement of the "shared future" principle put forward by our report.

- 6.39 We also think that the importance of visible Neighbourhood Policing is made stronger by the arguments we have set out throughout this report for the particular and distinctive nature of local communities each of which will have their own challenges and concerns.
- 6.40 We therefore recommend that the current Review of Policing in England and Wales by Sir Ronnie Flanagan underlines the importance of Neighbourhood Policing to integration and cohesion, and links back to the key principles outlined in our report.

Monitoring and responding to community tensions

- 6.41 Against the tide of expectation, far right parties failed to make the gains many were expecting in this year's local council elections. This will be taken as a welcome sign by some that the acute tensions caused by concern around immigration have failed to materialise at a local level. However, we would draw attention to the number of places where far right parties came second indicating that there are still chronic tensions bubbling under the surface of some local areas.
- **6.42** Effectively monitoring community tensions means that smaller rifts can be tackled before they become bigger ones. We have noted with interest the early warning tension monitoring work developed by the CRE and partners in this context.
- 6.43 But more broadly, this is linked to a wider set of intelligence-led management by Local Authorities and their partners, identified in Chapter Four alongside the importance of mapping different communities. We therefore urge all local areas to:
 - Map and monitor tension as part of their integration and cohesion strategies
 - Respond to those tensions either by the introduction of short term projects aimed at reducing or mediating particular conflicts, or by bringing together campaigns aimed at responding to particular events. In Waltham Forest, for example, the events of August 2006 (when ten Waltham Forest residents were arrested as part of a national anti-terrorism operation), the borough not only kicked off a fundamental review of their approach to cohesion and community relations, but also rapidly put in place the "Waltham Forest: 225,000"

people, 1 community" campaign. And this example demonstrates the importance not only of identifying particular issues, but also addressing the myths that build up around them (see Chapter Seven).

In Newcastle, ARCH (Agencies against Racist Crime and Harassment) co-ordinates local problem solving work to address community tension. This multi-agency forum collects information from 40 incident reporting centres in the city. Cases can be automatically referred to support agencies immediately, and their responses are co-ordinated.

ARCH has also been working with Northumbria Police to develop a partnership model for the collection, analysis and response to community intelligence/tension monitoring information. This project (known as SNAPS) is being piloted as part of a Safe Neighbourhoods initiative, with the following objectives:

- Neighbourhoods will be cleaner, safer and greener
- Crime, anti-social behaviour and disorder will be reduced in individual neighbourhoods and people will feel safer and more able to participate in their communities
- Residents will be more involved in and better informed about the delivery
 of services in their area with new ways to pass on their local issues and
 concerns, as well as their concerns being actively sought by staff from
 partner agencies; currently this is done informally, or sometimes not at all.
- Community and voluntary sector groups will have greater involvement in local problem solving.

Resolving conflicts

- 6.44 Some conflict is creative. In our interim statement we highlighted the consultation from the Lesbian and Gay Christian Movement, which pointed out that "much human progress (in justice, arts, sciences, services etc) has emerged because people have thought and acted in ways which did not conform to a single norm."
- **6.45** But the continued expression of conflict among and between groups can be corrosive. Mediation and discussion of issues needs to be channelled wisely, and facilitated by people who are skilled at working through barriers.

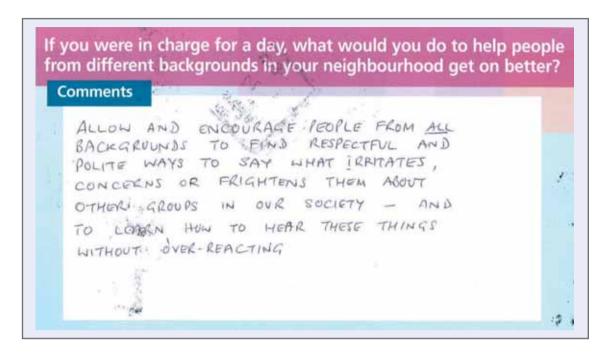
The **Building Good Relations** programme in Oldham and Burnley has been developed in partnership with Mediation Northern Ireland. The work has focussed on developing the awareness of and capacity to deliver meditative practice, as a tool for addressing issues of communal conflict. The project has worked at three levels:

- 'Civic Leadership'- work with senior people in local agencies and elected politicians to develop their awareness of mediation practice and how it can be used as a tool to address communal conflict. To create a supportive environment for the development and delivery of mediation.
- Practice Development training & mentoring of mediation practitioners and development of supportive structures for this process.
- Work to address projects and cases the use of mediative practice to work through communal conflict and build good relations.

In Oldham, the project has been delivered since 2003. Starting with workshops with communities, it then focused on civic leadership and work in particular neighbourhoods. More recently, the project has trained local mediation practitioners, and has fed in lessons learned to the Borough's tension monitoring systems. The ambition is now to provide conflict awareness and basic conflict resolution skills to a wide range of front-line staff and people in communities, as well as developing the existing practitioners as mediators capable of dealing with more difficult issues.

In Burnley, the work began in 2005 and has been funded by Elevate (the Housing Market Renewal Pathfinder) and focused on four issues: Housing Market Renewal, Residential Segregation, Education and relationships between agencies and the communities they serve.

- 6.46 Our consultations have suggested the importance of three themes in this area, which relate in part to the suggestions we make about the engagement of young people in the section above:
 - Firstly, the importance of all communities being able to air their grievances and concerns, but for those discussions to have clear ground rules. We have heard of instances where White groups in particular felt unable to discuss concerns for fear of being labelled as racist. Racism can never be pandered to, but it is important for the ground rules of discussions to give room for honest feelings to be aired, and then managed by skilled mediators.



- Secondly, the importance of engaging with people on their own territory initially – particularly young people. This is potentially more challenging than engaging via existing centres such as Youth Offending Teams, but more lasting change is more likely if problems and issues are resolved in people's own context, and when they are surrounded by their peers.
- Finally, the importance of using and building upon existing local capacity. Local communities are resourceful: local knowledge, ideas about potential solutions, abilities and motivation reside within them. Tapping into this means that solutions are more likely to avoid damaging the bridges that exist or are being built, particularly those between communities and statutory agencies. This may mean understanding the skills of new migrants, and how they can act as community facilitators. Or more widely, recognising that local residents themselves can mediate if given support and training to do so.

At the New Link centre in Peterborough, when settled communities report problems they may have with particular migrant communities (such as rubbish disposal, noise, environmental factors), a facilitator who is a member of that migrant community is called upon to resolve the issue. So for example, working with Peterborough Mediation Services, a Polish facilitator might visit the English resident who has reported the issue, and then liaise with the Polish family who are causing it. This helps not only to resolve the issue, but to tackle stereotypes about communities that might be held, to build interaction between communities, and to put in place links within and across populations.



7 Making social justice visible

Chapter summary: In this chapter, we highlight our fourth and final principle – visible social justice – by which we mean a commitment to equal and fair treatment, combined with a transparency and fairness to all communities. We clearly set out the importance of media and communications in particular, in the context of a greater understanding of how settled communities may feel that positive action for minorities has unbalanced the way services are being provided.

- 7.1 In outlining our fourth principle, we have chosen our words carefully. This is a question not just of social justice with its emphasis on fairness and an inclusive share of the benefits of economic prosperity but of making that social justice visible to all groups in the community. It is a reflection of what we have heard about the importance of transparency in local areas where allocation of resource is being questioned. But also of the importance of a continuing commitment to tackling inequalities for all groups the underperformance of White working class boys at school just as much as the disproportionate disadvantage faced by Muslim groups.
- 7.2 Visible social justice should not be about the reassertion of group identities to make progress. Our principle of shared futures applies just as much here pigeonholing can still be damaging to integration and cohesion if it means groups privileging one identity over others to access shared resource, and relying on the difference between them as a bargaining chip.
- 7.3 Our proposal therefore is that we should recognise that integration and cohesion are linked to a commitment to social justice and tackling inequalities in the long term. This means a sense of equality and fairness for settled communities, just as much as positive action to close the gaps in outcomes for minority ethnic groups.

What we propose

Targeted action to address inequalities

- 7.4 We look forward to the creation of the Commission on Equality and Human Rights (CEHR), and the implementation of the Equalities Review. As we outlined in Chapter Two, we believe that equality of opportunity and of treatment is of fundamental importance to integration and cohesion. We would urge Government not to take their foot off of the pedal, and to continue working with the CEHR and others to narrow the gaps in the experience of particular communities. This is of particular importance given the forthcoming Discrimination Law Review.
- 7.5 The CEHR will also be important to integration and cohesion given its statutory obligation to promote good relations, with a particular priority on race and religion/belief.
- 7.6 We are aware of fears about how its creation will lead to a reduced emphasis on race equality or other forms of equality; or about how the Good Relations duty will be formulated. Our position is that there should be no reduction in efforts to tackle the particular types of inequality the previous Commissions⁴⁹ were set up to address, and reduction of the use of local intelligence to tackle those inequalities.

- 7.7 We therefore recommend that the CEHR is represented locally, through a network of teams similar to the existing Race Equality Councils and that this local network is designed as a delivery arm that is sensitive to the different challenges being experienced by the integration and cohesion family groups outlined in this report.
- **7.8** We would also urge Government to continue delivering on its *Improving Opportunity, Strengthening Society* strategy, and in particular its commitment to annual reporting on progress made in key public sector agencies. The cross-Government work on tackling race inequality is still important, and still needs to be driven forward.

'Reaching Out: An Action Plan on Social Exclusion' (2006) highlights that since 1997, 800,000 children have been lifted out of poverty, much as a result of substantial tax and benefit reforms; nearly 2.5 million people have found work and the gap between the proportion of pupils in the 88 most deprived areas and the England average achieving five or more GCSE's at A* to C narrowed from 10.2 to 8.1% between 1997/98 and 2002/03.

Trust that this is done fairly and in a way that arbitrates between groups

Discrimination against Gypsies and Travellers appears to be the last 'respectable' form of racism in Britain, that has been fuelled by the lack of suitable accommodation and a historic lack of recognition that Gypsies and Travellers are part of the local community. This has meant Gypsies and Travellers have had difficulties in accessing services and forming positive relationships with the communities in which they live. The **Cheshire**Partnership Development Unit is dedicated to strengthening links in the community with local residents, minority groups and partner agencies and authorities. Their work has included community policing for Gypsies and Travellers, and liaising with landowners, the settled community and Gypsies and Travellers to manage unauthorised encampments and to find pragmatic, acceptable solutions.

- 7.9 As we set out in Chapter Two, one of the key themes we have seen in our consultations is concern about preferential treatment for particular groups, and a sense in which people feel the balance in local communities has been disproportionately tipped towards new communities in particular.
- **7.10** Concern about free-loading, combined with concern about how Local Authorities' arms are being twisted in favour of particular identity groups, adds up to a climate in which the far right and others can gloss over the injustice experienced by particular groups, and develop instead a narrative of wider injustice for the settled majority.

- 7.11 It is clear to us that the idea of a shared future locally can only work if it means something to all communities, and will not work while those narratives are still prevalent. And we are similarly clear that politically racist responses to diversity that seek to cause divisions within communities are abhorrent.
- **7.12** But we do need to respond to the sense of unfairness at a local level that results from a feeling of competition for sometimes scarce resource. And we think there are five key ways in which local public agencies can take action:
 - by addressing the substantive issues being experienced by both majority and minority communities – whether levels of deprivation and under-achievement, or a wider lack of opportunity and therefore aspiration
 - by rebalancing communications to include all residents, not just particular target groups
 - by ensuring that local media understand the importance of their role in building integration and cohesion, and their responsibilities when reporting from within a context of diversity
 - by proactively tackling myths and misinformation circulating in local communities and causing division
 - by ensuring that all of this is scrutinised effectively by local scrutiny and risk structures, and is backed up by strong local data and intelligence.

A communication strategy for existing communities

- 7.13 Integration and cohesion are all too often seen as work which must be done with immigrants and minorities. But in some local areas work with the majority may well be more important. It is the majority (which can include settled minority communities) who can react negatively to newcomers, particularly where they are visibly or culturally different. And as our research has shown,⁵⁰ it is the majority who can fear difference or see change as negative.
- **7.14** We would encourage local public agencies to identify where people are getting their information about immigration and how resources are allocated. Are frontline officers or councillors repeating anecdotes about immigration? Is the local press spreading scare stories? Are sudden changes happening without explanation?
- **7.15** Local authorities need to understand how their area is changing and communicate this to the existing community but in addition reassure them. This means preparing existing residents for a large group of new residents and involving them in the reception process. Or giving factual

- information to frontline workers, such as the police or community workers, so they can clear up confusion not add to it.
- 7.16 This also means that local councillors need factual information at their fingertips. There are a number of things that are a matter of public record that we feel are not being communicated from housing allocation criteria to the entitlement of particular groups to support and benefits.
- 7.17 We therefore recommend that every Local Authority maintains a communication plan in place to ensure that all communities are kept abreast of changes and the reasons for them, not just those minority communities that have typically been seen as "hard to reach". This should be underpinned by a revised version of the existing Local Authority Publicity Code, which should contain guidelines on how Local Authorities can use communications proactively and address controversial and contentious issues. The guidelines, developed by the LGA with the endorsement of Communities and Local Government, should be flexible, allow for local discretion, be based on the practical experiences of Local Authorities and contain advice and recommendations based on commonly agreed best practice and standards.

Working with the media

From our user forum:

If I was in charge for a day I'd encourage all national and local newspapers to write articles about how well people from different backgrounds get on with each other in their own locality. As a development officer for a Council for Voluntary Service in the Midlands (a charity) I have been privileged to meet many people who have used their own time and energy to set up and run associations and services to meet the needs of their communities that are not provided by the mainstream. I have worked with many associations representing many different faiths and countries of origin. I would like the weight of evidence about how people get on 99.9% of the time in my experience, to outweigh the focus on the 0.1% of the time where there are problems that are then exaggerated beyond belief. I just went out for an hour for my lunch in the town centre, I saw people of the greatest possible diversity, and do you know that I did not witness one single argument, fight or act of disrespect? This was no surprise to me. It's what I see every day.

7.18 The national media often takes its responsibility for setting the tone of narratives around diversity and integration seriously. The Daily Mail was an important champion of Neville and Doreen Lawrence during and after the inquiry into their son's death. And more recently, the Mirror and others have set out positive messages in the context of possible far right gains in local elections.

The **Hope Not Hate Tour**, organised by Searchlight and supported by the Daily Mirror, visited dozens of towns and cities across Britain in celebration of diversity and promoting shared values of tolerance, freedom and equality. A traditional Routemaster bus journeyed from London to Glasgow, visiting over twenty local areas, where it acted as a hub for a celebration of local communities, traditions and cultures. The aim of the tour was to challenge racism and prejudice that undermine cohesion. Using music and culture to bring people together, the tour linked up with a steel band in the West Midlands, a brass band in Wakefield, a mothers and toddlers group in Keighley, and footballers in Newcastle, in its efforts to honour the different regional, ethnic and religious elements that make up modern Britain. The collaboration with Daily Mirror has ensured the tour received high profile media coverage in the national arena. A number of high profile celebrities and sporting stars supported the campaign, including Rio Ferdinand, patron of 'kick it out' who gave an interview about his experiences of racism.

- **7.19** But they will always sell papers on the basis of what they know people want to hear and that might mean stories about increased immigration, conflict or unfairness, or stories that are aimed to shock or enrage.⁵¹
- 7.20 We have seen that more positive stories on human interest and people overcoming challenges can also go down well and that some campaigns have sensitively focused on the other side of the story. If people hear about the reasons that led asylum seekers to flee their country, for example, then they are more sympathetic.⁵² And faith groups among others have utilised the media to convey inter faith partnerships and interaction at high profile, tense periods.

"The one major thing that the media can do is to highlight the positive work that organisations like ours and many others carry out in the community so that we can all live in harmonious surroundings where people can live together in peace." Bolton Interfaith Council

7.21 This is therefore where local newspapers can come into their own. As one local editor who attended our roundtable said 'unlike the national newspaper editor we have to live in the village we serve'. And there are clear advantages of producing a paper that appeals to all sections of the local community.

The **Birmingham Mail**, flagship newspaper for Birmingham and the West Midlands region, has introduced a thematic focus on faith communities through its 'Faiths in our City' weekly series. The supplement alternates its reporting on all faiths across Birmingham, facilitating debates on shared values, the value of truth, inter faith celebrations, the abolition of slavery, and the important but changing nature of the family. The increased content on community and human interest has made the news more relevant to readers and added a positive tone that has increased readership.

7.22 We therefore recommend that local areas consider how best to engage their local media in local structures, such as the LSP cohesion sub-group or other steering boards. Some areas may want to consider setting up a multi-agency group like that in Leicester – which provides a platform for discussion about community tensions and issues under Chatham House rule⁵³, and brings local media to the heart of activities to build integration and cohesion.

The Leicester Mercury's relationship with the Leicester Multi-Cultural Advisory Group (LMAG) is a positive example of how media can work with local voluntary and statutory partners to promote the messages of integration and cohesion to a wide audience. The local newspaper editor chairs the Advisory Group's regular meetings. Trust is developed because the confidentiality of discussions and meetings is respected. The editor's presence is not to report on what is said at the meetings, but to provide an opportunity for dialogue to achieve a greater degree of understanding between the media and community groups. This contributes to more effective, sensitive and informed reporting, which promotes cohesion and overcomes the challenges of sensationalism and myths. The paper's approach is to challenge sensationalism and myths, and it has an effective rebuttal policy in place if far right and extremist messages are voiced in communities.

Tackling myths

- 7.23 Our consultations have posed an interesting question about why there were no disturbances in London following 7/7 and therefore about whether we understand the power of local stories in protecting against challenges to integration and cohesion.
- 7.24 Our argument is that there are currently two key issues that leave communities open to myths and misperceptions that cause conflict. Firstly, nationally, where we would argue that the positive narrative like those in London or in Scotland is missing (see Chapter 4). And secondly locally, where there seems to be confusion about what you can and can't

- communicate, and little experience of how a systematic communications strategy can reach out to all communities.⁵⁴
- 7.25 When the majority believe there is a problem, there are three broad options in response pander to their fears by taking draconian action towards the newcomers, work with them to address the legitimate concerns that they have, or try to show them that their fears are unfounded. Our fear is that in the current climate, the majority will be pandered to, with immigrant rights being removed or freedoms being restricted. We therefore want to see work that either defuses the issue or dispels the myth and the key to this is communication.
- 7.26 We know that myth and rumour can be hard to rebut, particularly if the myths are based on hearsay or gossip, so the challenge for Local Authorities and their partners is to inform and change minds over time. This means councillors and officials should establish relationships of trust with community representatives and organisations, and means they need to be skilled in positive media messaging.
- 7.27 In particular, Local Authorities need to take preventative action to stop the spread of myths that arise from competition for resources. Transparency and clear communication about resource allocation can de done through council newspapers, or via the annual communication on council tax typically the most universally employed form of council communications.
- 7.28 But in some circumstances, Local Authorities also need to make more effort to understand where myths are coming from. If there is truth in them people need to see there is something being done about the issues. People need to see that their fears are being listened to and not just told what they believe is factually incorrect.

7.29 We therefore recommend that:

- Local Authorities should develop myth busting strategies aimed specifically at established communities. This might include myth busting packs which would contain accurate and impartial information about recent changes to the community and the benefits of migration. It might include face to face dialogue with communities most at risk of believing the myth. And should certainly include the dynamic use of existing communications channels such as council magazines etc. Where advisory groups such as the LMAG exist, they should take responsibility for measuring the success of these.
- That Local Authorities should work with the media to actively rebut myths and misinformation, both in between and during election periods. Building on the Local Government Information Unit

- (LGiU) 'Myths and Misperceptions' guide, all Local Authority officers should know what they can and can't say in response to far right narratives in particular and if in doubt, should refer to scrutiny committees.
- That a rapid rebuttal unit should be established jointly with partners including the CEHR, Communities and Local Government, LGA, LGiU, and that it should produce training packs for local officials and councillors dealing with positive media messaging and diversity awareness. This should urgently push forward fledgling work already being supported by CRE and Communities and Local Government.



Did you know that migrants benefit the health service in the following ways?

- Without doctors, nurses and other migrant staff the National Health Service would literally collapse:
 - 38% of all doctors working in hospitals in England qualified outside of the UK;
 - o 40% of new dentists are born abroad:
 - 16% of nurses are from minority ethnic backgrounds;
 - 58% of new doctors in the NHS were born overseas;
 - 25% of British medics have their roots in the Indian subcontinent. This gives rise to a third of trainee doctors;
 - 44,000 overseas nurses worked in the NHS last year alone
 - In the Greater London Authority 23% of doctors and 47% of nurses working in the NHS are foreign born.

Demonstrating fairness with data

- 7.30 In all of this work, and the communications around it, there is still an issue of the data available to Local Authorities providing a 'rear view' reflection on population and demographic change. Local Authorities, particularly those who are experiencing rapid increases in migration, have told us that they need access to more accurate up-to-date information about their local populations in order to ensure that resources are being allocated appropriately and fairly.
- **7.31** Out of date or inaccurate data means that funding settlements can be based on population estimates often significantly out of date. And this lack of good information is critical when finite resources need to be applied to the competing needs of different communities, and difficult messages communicated as a result.
- **7.32** We are therefore in agreement with many of our consultees: given the rapid and large scale migration being experienced by some local areas and recognising that the drivers of cohesion are complex, it is time to accelerate work on the appropriate methods on which to base future calculations.
- 7.33 We received suggestions of a mid-term census as a way of keeping a more accurate track of the changing population but given the rapidity and uneven pace of change we do not think this would solve the problem. National insurance registration was also suggested as a way of calculating accurately changes in migration, but we recognise that there are concerns with this given that not all new migrants will register, and even those that do are likely to be more transient than settled communities.
- 7.34 We therefore recommend that Office for National Statistics (ONS) urgently reinvigorate their work on co-ordinating migration statistics at a national level, and begin to report directly to the new Migration Impacts Forum. In this, we recommend that they work closely with Communities and Local Government to ensure that the statistics inform its new typology database of local areas recommended in Chapter Four, which in turn will help local areas plan for future pressure points. National Government cannot let this issue fester until a strong national framework for data exists, local areas are at risk of putting too much emphasis on the integration and cohesion impacts of new residents. The debate needs to move to one of mature assessment of increased pressures where they exist, and it will only do so once national data is updated and trusted.

- 7.35 Alongside this national framework, and sitting in the context of the importance of local mapping outlined in Chapter Four, we recommend that Local Authorities develop a basket of measures at a local level to suit their own auditing on integration and cohesion. We know that rapid increases in population tend to have an impact first on local services particularly on schools, housing and doctors waiting lists. Data drawn from these sources are likely to give a very good indication of the pressure points being experienced by a local area at that particular point in time and will help local areas prioritise resources where appropriate.
- 7.36 A number of areas have already introduced localised systems for calculating population change which can serve as good practice for other local areas. Were our idea of a new migrant welcome scheme to be developed (see Chapter 5), this might also be a helpful input.

Barking and Dagenham in London, has used all the information available to the authority to undertake a data analysis of the Census, Mid-Year Census and proxy indicators such as National Insurance, Registrations and churn of the Electoral Roll to track and forecast population changes.

- 7.37 We therefore recommend that Communities and Local Government and ONS urgently provide support to Local Authorities in developing tailored systems for calculating population change between censuses, using data most appropriate for meeting their local needs. The frequency at which an area decides to compile data will depend on the level of demographic change they are experiencing but it would enable some areas to measure change more frequently than a midterm census.
- 7.38 Clearly once local areas know how many new residents they have, there will be a question of additional funding in response. We are not proposing a new settlement fund the size of the cake will remain the same, but we hope the discussions around how it is distributed will be more fair and fruitful.



8 Acting in the four key spheres

Chapter summary: In this chapter, we take the four key principles set out above, and show how they apply to the different spheres of interaction highlighted in our interim statement. We make practical recommendations for how this work can be stepped up at a local level, based on the good practice we have seen.

From our user forum:

I would organise a 'taster day' of interaction between lots of different groups, supported by existing 'social facilitators', i.e.

- New mums get together supported by health visitors
- Shared Futures Playgroup organised by local nurseries
- International food day in primary schools by school cooks
- Food/Music/Book swaps in secondary schools facilitated by teachers
- 1 minute video diaries made in colleges and universities
- Workplace shared lunches facilitated by employers
- Meet your neighbours events in churches, community centres, sheltered housing schemes, leisure centres
- Everybody to be encouraged to learn how to say 'Hello, how are you?' in another language

No reason why these things can't happen every month, every week, every day somewhere.

We all need to be encouraged to open up more – isolation and separation breeds mistrust and fear, in my view.

- **8.1** Our interim statement set out the four spheres where we felt a focus on interaction would help build integration and cohesion:
 - Schools⁵⁵
 - Workplace
 - Sports, culture and leisure
 - Shared public spaces and residential areas.
- 8.2 The need for this focused approach was evidenced by our MORI opinion polling, which demonstrated that although relatively large numbers of people interact with others in everyday settings such as the workplace and the shops, these chance interactions are not being always translated into meaningful contact. So whilst 44% indicated that they had daily or weekly contact with other ethnic groups at work, school or college, and 47% had daily or weekly social contact at the shops; only 20% said that they had daily or weekly social contact with people of other ethnic groups outside of work or school, and 16% said they had daily or weekly social contact with people of other ethnic groups in their or another person's home.

- 8.3 We recognise that we cannot force people to interact with others, make links with them or develop close friendships and would not want to. But meaningful interaction doesn't just happen, it requires a fertile soil of minimal and informal recognition and encounters from which to grow. And the evidence we have seen suggests that "bridging" activities across communities can have a direct and positive impact on cohesion⁵⁶. There is also a strong body of evidence that points to neighbourliness as being a key driver of cohesion, linked to our key principle of hospitality and civility.
- 8.4 Our recommended strategy overall is to improve the value of the everyday interactions that take place in the four spheres outlined above, whilst also creating opportunities for new ones to be taken up.

Three ideas have informed our thinking on interaction: civility, social capital and meaningful contact.

- Civility is about tolerance, politeness and an ethics of hospitality. It can be seen in everyday, 'banal', fleeting interactions in public spaces. People co-operate using a set of unwritten rules: by avoiding bumping into each other; by helping in response to simple and specific requests (e.g. directions), by ignoring differences and so on. There can be extreme reactions when people break these unwritten rules on purpose or by accident hence the importance of perceptions of anti-social behaviour to cohesion, and complaints about people who do not know the local ground rules of civility.
- The social capital in a community⁵⁷ is linked to the strength of its social networks between people. There are two types of social capital: bonding social capital is about networks of similar people such as family members and friends from similar backgrounds; and bridging social capital refers to relations between people from different backgrounds. Both forms of social capital benefit a community and its members, but only bridging capital is about people from different groups getting on (key to our measure of cohesion) although we have found that bonding capital can give people the confidence they need in order to bridge.

• Meaningful contact between people from different groups has been shown to break down stereotypes and prejudice⁵⁸. Contact is meaningful when: conversations go beyond surface friendliness; in which people exchange personal information or talk about each other's differences and identities; people share a common goal or share an interest; and they are sustained long-term (so one off or chance meetings are unlikely to make much difference). Importantly, this theory suggests that keeping difference in the forefront of people's minds when they are interacting across groups helps them to generalise what they have experienced – so they will take from their encounter not just a revised view of an individual, but of a whole group.

In brief, we want to support every day civility in the form of hospitality and politeness; we want to build social networks; and we want to encourage meaningful contact and bridging between groups.

- 8.5 The case studies published alongside this report show that many local areas are already being innovative and creative in this respect. Our local visits were a chance to see the best projects in action, and to meet people who had made a commitment to their local communities and were beginning to see the benefits.
- 8.6 However, we have also tried to get under the skin of the projects that haven't worked we've been told about the impact of media campaigns highlighting conflicts with new migrants, dialogue groups that have descended into anarchy because they were not properly facilitated, and flagship projects boycotted because their communications campaigns made them seem prioritised for one community group over others.
- **8.7** From both examples, we have considered what we are aiming for in privileging interaction in this way. And, building on our key principle of mutual respect and civility, it is at least mutual tolerance. But at best, a less passive recognition of what we hold in common.

By encouraging the growth of bridging social capital and a local sense of belonging, we can bring the community together to create a culture of respect, restore neighbourliness and build good relations. We need to discover those sites, spheres and agents that encourage positive interaction and help us to restore community. We need to build on citizenship education but also invest in youth groups, sport and cultural projects that bring people together.

Submission to the Commission from the Commission for Racial Equality

What we propose

A light touch, locally driven set of activities

- **8.8** Rather than a nationally imposed emphasis on cross-cultural friendships, we recommend that:
 - Local Authorities and LSPs conduct a brief 'audit' of opportunities for cross-cultural and inter faith engagement in their areas. As part of the community mapping outlined in Chapter 4, our suggestion is that they look at the data available, alongside the demographic breakdown for their areas and develop a strategy for encouraging and supporting initiatives that are making or can make significant bridges between different communities (such as inter faith bodies or organisations involving young people from a range of different backgrounds).

Building Bridges in Burnley is a project aimed at children aged 5-13 years old, offering them the opportunity to meet and mix with peers from different religions, backgrounds and cultures. It uses arts, craft, music and festivals across schools, community groups and holiday clubs to engage young people, and break down barriers and attitudes, for bonding and bridging across crosscultural groups.

- Communities and Local Government should clearly set out
 what their strategy is in funding intercultural dialogue and
 engagements particularly given the focus on the European Year of
 Intercultural Dialogue in 2008. We welcome the recommendation in the
 Local Government White Paper to encourage inter faith work and this
 should be strengthened. There is also a need to develop a wider
 intercultural dialogue and engagement.
- 8.9 And in the face of evidence about how participation towards a shared goal can be what builds the sense of communities being bound together we outlined in Chapter 4:
 - we recommend that local areas consider how shared activities can be used as the driving force for the interaction projects that they fund⁵⁹ recognising that those projects that result in common effort are those that have had most measurable success, and that have enabled a sense of a shared future at neighbourhood level to be developed.

If you were in charge for a day, what would you do to help people from different backgrounds in your neighbourhood get on better?

Comments

Encourage the formation of groups

Dhese people can need each ather as individuals rather than race or faith groups, probably based in age of interest seek for similarities not differences.

Perhaps instigate a celebrate a new National Day not based on any previous occasion.

- **8.10** Finally, to ensure that this work is supported adequately from within central Government, we recommend that:
 - A nationally sponsored 'Community Week' with a focus on celebrating all communities and inter-community engagement should start early in 2008, potentially kicking off our shared futures programme proposed in Chapter 4. This week could be a time for individual faith and other groups to open their doors to each other moving from a focus on school twinning towards twinning of places of worship, places of employment and twinning of existing neighbourhood groups and projects. It could be an opportunity to run inexpensive neighbours' events such as street parties, garden fetes or jumble sales. Every locality will do this differently and rightly so. Support from Communities and Local Government (outside of funding) might most helpfully be in linking this to other proposed Government initiatives particularly the 'Who do we think we are?' week in schools that is proposed in the Ajegbo report.
 - That preparations for this week should also be seen in the context of recent calls for a national Community Day. We note the recent TUC/NCVO proposal for a new autumn bank holiday, for example, but believe it could be more specific about the opportunities it might afford for cross-cultural activities.
 - That given the lack of evidence on the most effective ways of stimulating meaningful interaction and building cross-cultural friendships, Communities and Local Government should commission a programme of research to explore more closely what works in different neighbourhoods and why, building on contact theory and the initial evidence from our work.

Specific work in the sphere of Education

- **8.11** Since the publication of our interim statement, The Department for Education and Skills (DfES) have put out for consultation their plans for the Duty to Promote Community Cohesion. We still see this as one of the most concrete levers in building integration and cohesion, across all types of local area. We have therefore outlined our detailed response to the consultation in Annex C.
- **8.12** In short, we have set out a menu of opportunities for DfES to consider, which use both new and existing levers to mainstream this agenda into the curriculum and life of the school. Our headline recommendations are:
 - That there should be a national school twinning programme, with support from the centre, delivered by a new website of good practice run by DfES. School twinning should not just be about extra-curricular activities, but should be around the curriculum as well linking in to the new Foundation Schools where appropriate. The 14-19 reforms mean that schools will be concentrating on particular diplomas and will not be able individually to offer the full range of them. This means that there can be real potential for twinning arrangements where pupils at one school prepare for a particular diploma at a school other than their own.
 - That the recommendations outlined in Sir Keith Ajegbo's report on Citizenship Education should be taken forward as a matter of urgency by DfES – with a particular focus on Continuous Professional Development for teachers.
 - That schools should consider buying in support or training on conflict resolution and mediation to ensure they are able to manage the consequences of increased dialogue, particularly where there is already evidence of challenging attitudes among pupils.
 Dialogue is important, but it is equally important that it is managed in a safe space, and that schools are prepared to manage the outcomes.
- 8.13 Outside of the duty to promote cohesion, we are also mindful of the huge opportunity afforded by the DfES Building Schools for the Future programme. We urge DfES to mainstream integration and cohesion into that programme from the outset ensuring that just as they have circulated exemplar designs for the physical space, they should share good practice examples on how to best plan for integration and cohesion challenges.

- **8.14** The "Strategy for Change" guidance to schools in particular waves of development should be updated to include support on integration and cohesion rather than just focusing on equalities and we recommend partnership working between DfES and Communities and Local Government to provide this guidance.
- 8.15 We also recommend that lessons are learned from the early adopters of this programme, some of whom have found that the social impacts of rebuilding are hard to respond to before getting out of hand. We welcome the opportunity this programme affords for the redesign of school catchment areas, in particular towns and cities experiencing residential segregation. But this needs to be handled carefully to avoid conflict, with expert guidance from the centre, and DfES and Communities and Local Government need to take a joint lead on this. Work currently in train at the Runnymede Trust may help here⁶⁰.

Faith schools

- **8.16** We noted in our Interim Statement that many people had told us that they see faith schools as a significant barrier to integration and cohesion. Others, especially from faith communities, had said that faith schools are vital to helping their young people develop as strong and confident British citizens.
- **8.17** During the further period of consultation, we continued to find these very different perspectives and the online user forum received a number of inputs from those who are troubled by the existence of 'faith schools', which they saw as potentially divisive.
- 8.18 Faith schools are a longstanding part of the educational system in England⁶¹ and predate the state system of which many are now a part. Those which are within the system teach the national curriculum, including Citizenship Education. And although state supported faith schools are not required to teach multi-faith Religious Education, we note that in February 2006, leaders from the main UK faiths signed a joint statement to promote a scheme to teach pupils about other religions as well as their own, and to follow the guidance in the national non-statutory framework for RE.
- **8.19** Together with promoting opportunities for meeting students from other backgrounds through twinning schemes and beyond the school gates activities, it will be important for Government to monitor the effectiveness of this voluntary agreement on RE in faith schools. We also recommend consideration of whether Ofsted inspections should cover RE teaching in faith schools (which is currently exempt).

8.20 There are, of course, faith schools which have pupils from many different ethnic backgrounds and, indeed, a number of faiths – and there are largely single background schools which are <u>not</u> faith schools. Because we think the issue is a cross-cutting one, not wholly dependent on the type of school, we have therefore focused in Annex C on the range of opportunities which are available to students in mainly monocultural or monofaith schools, regardless of their type, which can help pupils of different ethnic and religious backgrounds learn to respect and interact well with people of other backgrounds.

The importance of the Workplace

From our user forum:

I work at a warehouse in G Manchester, on a shift of 22 people. of this total of 22, 7 are of Polish extraction, 2 are Afro-Carribean, 1 is Portugese, 2 are Irish, and the rest of us are British! We have no problem working together, socalising after work, and I cannot really think of anywhere better to work than with my shift-mates. Why is this Country so preoccupied with the idea that people of different birthplaces cannot get on together. In all my working life (some 47 years to date) I have worked alongside many different nationalities with no problems or conflicts. All you have to do is be pleasant and helpful, then you will find that is returned. Please all of you out there TRY IT. IT WORKS.

- **8.21** We are firmly of the view that the workplace provides a significant, ongoing opportunity to address the cumulative effects of the layers of separation in society. As a venue for interaction particularly if that interaction is supported and encouraged by employers working in partnership with employees it provides a platform for an improvement in relationships, and in productivity if staff are more content.
- 8.22 We have therefore been grateful to the partners that have emerged from our consultations to the CBI, who worked with us to insert a question about integration and cohesion into their employers survey⁶²; to Tesco, who have shared simple but effective ideas around "Everyone welcome at Tesco" (including their staff information leaflets such as "Know your stuff on Black History month" and "Share a smile at Diwali and Eid"); and to Business in the Community, who have provided sound advice and case studies.
- **8.23** Our consultation with them and others has highlighted the important role employers and trade unions play in building integration and cohesion not only by investing in the changing workforce and eradicating discrimination, but also through the wider contribution they can make to the local community through corporate and social responsibility activities. We believe

- there is a business case for employers and businesses to embrace the integration and cohesion agenda, but it was a challenge to get that message across in the conversations we have had.
- 8.24 Our first recommendation is therefore that these conversations be formalised to ensure that they continue. We suggest that the CEHR, in partnership with the CBI, be tasked with convening regular forums where representatives of employers and employees (from both the public and private sectors) meet to set out clear action plans for how employment issues can contribute integration and cohesion. These forums should be regional with a national steering committee, and should act as the catalyst for additional work in this area.
- **8.25** To develop the action plans overseen by the forums, we would suggest the following areas of emphasis:
 - The role of employers in building skills. We have seen elsewhere in our report that a lack of English language skills is one of the biggest barriers to integration, particularly for new migrants. But lack of basic skills among all groups is a major barrier to accessing employment, which in turn has an impact on integration and cohesion. We therefore welcome the recommendation in the Leitch Review of Skills that the Government should work with employer representatives to support and encourage all employers in the UK in making a skills pledge a specific promise to the workforce that every eligible employee would be helped to gain basic skills and a Level 2 qualification. We would urge Government to ensure that the public sector leads the way with this initiative and that progress be closely monitored.
 - The role of employers in tackling discrimination, particularly where it is a barrier to interaction. The UNISON project "Challenging Racism in the Workplace" is an innovative project that aims to bring employers and employees in the public sector together to tackle racism in a very practical way, for example, and could be just the spur that some private sector organisations need to think about how they would engage in this important work with their workforce.

In Northern Ireland, the **Irish Congress of Trade Unions** (ICTU) has initiated an awareness raising initiative across Northern Ireland's forty Trade Unions and six District Trades Councils to promote Anti-Racist Workplace Week to partners and members. Members are given guidance on how to get involved, and how to develop anti-racist activities.

• The role of employers as community champions. Recognising their corporate social responsibility, many businesses encourage their employees to volunteer in their local community – with some giving paid time off to do this. We recognise that this is likely to be impractical for smaller organisations, but we also know that community participation is an important driver in building integration and cohesion. We therefore recommend that large employers consider allowing employees 3 days paid leave a year for participation in defined activities, for example volunteering for a local charity, teaching adults basic skills, being a councillor or school governor, or participating in a local environmental project. We are conscious that the Civil Service and large organisations in the private sector already do this.

Shared public spaces and residential areas

From our user forum:

If I were in charge for a day I would wave a magic wand and give our town a community centre. We have nothing at all – only an old and draughty town hall with one enormous ground floor room and 2 tiny rooms upstairs with no access for people with disabilities. The hire charges are so great that it is mostly used only on Saturdays by groups doing fund-raising for charities.

The kids have no youth club (at all), the mums and toddlers have nowhere to meet, we can't do keep fit classes or anything else, the older people have a tiny room in an Age Concern building that was once a private house and is too small. The result: we can't get any cross-fertilisation between the groups at all.

You can't make a community cohesive unless it has a heart and ours has no heart. If they all used one building (with sports facilities, meeting rooms, a cafe) we could tranform the town.

8.26 In our interim statement, our emphasis on this sphere sat alongside our assertion that residential segregation was an unhelpful focus for debates around integration and cohesion, and some of our respondents questioned how we could hold both positions at once. As per the typology outlined in Chapter 4, our message is really that in some types of areas, residential segregation will be the issue to focus on. And in those areas, efforts to bring people together in the other spheres will need to be redoubled to counter the effect that residential segregation has. But that boiling down concerns about integration and cohesion into a narrow focus on residential segregation does not adequately reflect the types of challenges experienced by different types of areas.

- 8.27 Whatever the type of area, however, our research (and that of others⁶³) has demonstrated that shared spaces including parks, leisure centres, and shops, as well as transport networks that are safe and well managed are important in encouraging interaction, and in creating opportunities for people to pursue shared activities. The thinkpiece developed for us by the Young Foundation referred to a "permeability" in design that would underpin the openness of integrated and cohesive communities, for example⁶⁴.
- **8.28** We think that the two key policy priorities in this area are regeneration and how integration and cohesion can be mainstreamed into efforts to address deprivation and community premises:
 - On **regeneration**, the key to creating these open and shared spaces is to ensure that they are designed in consultation with all sections of the local community, engendering a sense of ownership and belonging. But all too often there is a split between the 'bricks and mortar' thinking, and strategies for the impact this will have on local people. The recent Joseph Rowntree Foundation Report in particular found that regeneration strategies that fail to take into account local attachments to existing places may undermine existing networks within local communities; and that public spaces that look good but fail to provide adequate amenities or connections to existing social and economic networks will result in sterile places that people do not use⁶⁵.

We visited **Lister Park** in March 2007 and were inspired by the inclusive community facilities it now offers. Previously dilapidated, and with a setting that provoked anti-social behaviour, following a £3.2m grant from the Heritage Lottery Fund it was transformed into a genuine space for interaction and reflection – and was recognised as such when it won Best Park in Britain in 2006. What inspired us most was the extensive community consultation that went into its planning – creating a real sense of ownership among different groups in the local community – and how that translates into practice, with "pockets of culture" reflecting local communities. For instance, the beautiful Mughal Water Gardens, constructed using local materials and familiar plants, or the popular boating lake and pavilion. Lister Park is a real community hub that is used by a broad cross section of local communities.

It is also increasingly important to ensure that regeneration is seen to have been carried out fairly, and with the benefits of all communities in mind. This is of particular importance where wards are made up of one particular ethnic group, or where areas to be regenerated border those that are still deprived – where there is a risk that low level crime and

disorder will simply move into those more run down areas.

We have three key proposals to address these issues:

- That Communities England⁶⁶, and funding partnerships developed to deliver regeneration programmes, should demonstrate that they have mainstreamed integration and cohesion in how their funding is being directed, and that local communities have been engaged in regeneration plans from the start.
- That the Academy for Sustainable Communities is better linked into mainstream integration and cohesion policies, and builds on its recent work with the Institute for Community Cohesion by upskilling planning and housing practitioners in key integration and cohesion themes.
- That Regional Development Agencies should be encouraged to award contracts to businesses that have a clear corporate commitment to employment diversity and equality policies. And that in the development of their lifelong learning strategies, they should commit to delivering tailored courses that upskill particular parts of the local workforce – responding to the needs of settled communities, for example, who may be unable to compete in the face of cheaper labour – while making the most of the new skills brought by new communities.
- On **community premises**, we welcome the recent Quirk report into Community Asset Transfer and the announcement by the Office of the Third Sector of a £30m fund to facilitate the transfer of public assets to community ownership, and would offer our evidence base as a potential addition to this. For the first time, our DTZ research work has demonstrated that smaller scale community facilities are an important resilience factor for cohesion⁶⁷. Aligned with our guidelines on single community funding in Annex D we recommend that when buildings and assets are transferred to communities, it is with the express intention that they will normally be resources for all groups and individuals within the local community.

Cotton Lane Activity Centre: Derby City Council's Cohesion Strategy 'The 'Derby Way' relies on three principles: Integration requires a degree of individual and group acceptance and co-operation; Cohesion requires a significant level of collective joint working to overcome factions and conflict; and 'it's about people sticking together'.

This strategy emphasises the importance of shared communal space to allow for interaction, and for people to meet. Cotton Lane Activity Centre is in an area where there is a lack of shared spaces, and now stands in the neighbourhood as a dedicated publicly owned, accessible-to-all building. Users having public meetings there contribute to the costs of the building and its upkeep, activities include children's activity schemes and public meetings.

- **8.29** But regeneration projects are not the only place-shapers. Housing policy has the potential to contribute positively to integration and cohesion and is one of the key areas in which integration and cohesion should be mainstreamed. With housing a scarce resource, it has the capacity to be a key bone of contention in our communities.
- **8.30** For us, the key messages have been:
 - The housing market: Some parts of the country have experienced rapid economic growth, increasing the cost of private housing, and taking a greater proportion of social housing into the private sector through the 'right to buy' depletion of Local Authority stock. This can lead to tensions between those who can afford housing and those who cannot; and between those who want to live in social housing and those who cannot access it.
 - The private rented sector: In other parts of the country, we have been told about the tensions that arise between existing communities and those renting particularly when private landlords exploit both the needs of new migrants for somewhere to sleep, and the pressures on house prices that have made more people turn to private renting for somewhere to live. This can lead to clashes linked to overcrowding, and to low levels of anti-social behaviour and disturbance as the impact of overcrowding on noise levels, refuse collection and environmental health becomes apparent.
 - Social housing: Choice based lettings has been a positive innovation, which helps distribute demand across areas and can increase the mixing of communities, but it cannot address shortage of supply. Social housing is scarce in many parts of the country, and recent debates have focused on how this scarce resource should be allocated. There is a tension

between the need to house people that have lived in an area a long time (sometimes for generations) and those who have arrived more recently and have particularly pressing social needs. There is also a potential for myths to develop around who does and does not get allocated a home. Arbitrating between these different needs involves difficult choices. In these circumstances it is essential not only to be fair but also to be seen to be fair. Taking measured action to address this will be a key way to improve integration and cohesion in some areas.

- Building mixed communities: Cohesive and integrated communities are more easily achieved where there is a mix of housing types and tenures, and where people are able to move between tenure types and between sizes of home as they move through life and face different personal demands. Government programmes to build new communities bring newcomers to communities and accelerate the pace of demographic change. Each new development is therefore an opportunity to build integration and cohesion and this is writ large on a project such as the Thames Gateway, where 160,000 homes are projected to be built in an area that already has some cohesion challenges.
- Local decisions and regional partnerships: Housing issues are complex and vary between areas, so just like integration and cohesion, there cannot be a one size fits all approach. Local Authorities need to consider the mix and churn of their local area. For example, an area might consider the benefits for religious or ethnic minorities grouping together in neighbourhoods with relevant facilities (such as places of worship or food shops) outweighs the need to reduce residential enclaves.
- 8.31 We also recognise that housing decisions need to be made in a regional context to avoid moving issues from one area to another. This will mean consistent dialogue between the Local Authorities and Local Strategic Partnerships and the regional and national bodies such as the Housing Corporation and its successor body the new Communities England.

What we propose

8.32 Government has acknowledged that more needs to be done to increase supply of housing, and we welcome the ambitious targets expressed. But it also needs to provide clarity about which priorities we expect to be determined by the market and which by Government – and about the mechanisms by which plans, decisions and allocations are made. In the area of social housing we want to see more transparency, justification and fairness. Tough decisions will need to be made. Policies should therefore be clear, institutions should be accountable and obliged to justify themselves in public, and their actions should be based on explicit definitions of fairness.

- Similarly, with private housing, there should be transparency about the thinking behind who will live in those new developments, and what the impact of social mix is likely to be.
- 8.33 It has become a commonplace for agencies responsible for managing major physical change to be obliged to consider the way such transformation impacts on the local environment, the transport networks and other infrastructure demands. We believe that integration and cohesion need to be treated with a similar seriousness, and are therefore recommending that:
 - All public agencies involved in the funding of affordable housing and area based regeneration should ensure that equality impact assessments are extended to include assessment of the impact of the policy upon integration and cohesion.
 - All affordable housing providers receiving investment funding should demonstrate how this funding will assist in promoting integration and cohesion.
 - Local Authorities should have community lettings plans that explicitly consider the dynamics of integration and cohesion locally, and which apply to all providers in the area. And in particular:
 - Local Authorities and funders of new social housing should make clear the criteria used and judgements between need and choice that inform allocations policies in both new homes and older properties that become available, and how this relates to the considerations of integration and cohesion.
 - All agencies, including Local Authorities and affordable housing providers, should operate inclusive allocations and lettings policies. Unless there is a clear business and equalities case, single group funding should not be promoted (see Annex D). In exceptional cases, where such funding is awarded, the provider should demonstrate clearly how its policies will promote community cohesion and integration.

Finally, to specifically address issues with unscrupulous landlords in local areas with high churn:

 Local Authorities should be encouraged to identify areas that are experiencing particular issues that relate to integration and cohesion, and use fully the powers available to them to address these issues. These include powers on overcrowding, health and safety and environmental health, for example, as well as the ability to apply to the Communities Secretary for selective licensing for integration and cohesion reasons. In those cases, Local Authorities should ensure that existing homeowners, providers of affordable housing and the private rental sector are working together on a local strategy to tackle low-level community tensions and antisocial behaviour. They should take particular responsibility for ensuring landlords and tenants have the information they need to understand changes to the area and where practicable promote good landlord accreditation schemes.

Sports, culture and leisure

The Princes Trust ShaRed Road project is a partnership and mediation project designed to break down barriers, disperse myths, reduce anti-social behaviour and build common understanding between young people from the long-term established population and newer refugee and asylum seeker communities. It is focused on the Red Road area of North Glasgow, which has had high levels of refugee and asylum seeker dispersal. Using a partnership model, young people are engaged in planning and delivering a range of outreach art workshops, sports events and other group activities. The partnership also aims to eventually integrate groups and individuals into wider personal development programmes available locally from a range of local partner organisations.

- 8.34 Our starting point is that Local Strategic Partnerships should invite local sports and cultural organisations to sit on their cohesion sub-groups or networks, in recognition of the role they play in building integration and cohesion. This is in the context of increasing discussion about the status of culture and sport in people's lives as it moves from being seen as an 'optional extra' to acting as a fundamental reference point for personal and social lives, and the wellbeing of communities.
- 8.35 We are mindful of the Olympics, and the opportunities it affords to build integration and cohesion. Conscious that it may appear a London-centric event, we would urge DCMS to provide support to the regions in their planning and to consider the opportunities for engaging young people in the Cultural Olympiad in particular.
- We are also conscious of an existing focus on how the arts (and of drama in particular) can provide a safe space for exploration of challenging issues allowing for active debate, disagreement, mediation and resolution with the support of skilled mediators.

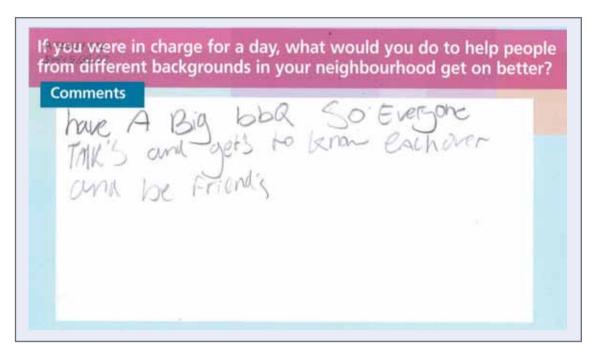
- 8.37 Our consultations have focused in particular on the range of local opportunities provided by sports and leisure facilities and cultural organisations, and the particular opportunities they afford for bringing together people from different backgrounds with a shared goal. Our assessment is that there is a lot of good work happening on the ground, but that good practice is not always shared, and that it is often left up to individual organisations to find their way to encouraging participation from local communities.
- 8.38 Recent work has highlighted the link between participation in sport and the development of shared identities and a shared purpose⁶⁸. We have also seen case studies of targeted art work for high risk groups in particular.

 We therefore recommend:
 - That nationally, cultural development agencies, including the Arts
 Council and the Heritage Lottery Fund, should require applicants
 for funding to demonstrate their commitment to integration and
 cohesion outcomes as part of its funding criteria. This would be in
 addition to the current focus on equality of access and participation.
 - That this same principle should apply to local public agencies when considering the potential for "bridging" activities across communities when funding sports and arts projects.

The **CARE partnership** was set up in the mid 1990s following the death of Stephen Lawrence. The initial focus was to address racism, but over the years the work has expanded to embrace a wider equality and diversity agenda, with a particular focus on community cohesion. CARE aims to build positive community relations by tackling inequality and discrimination, and promoting social inclusion. Greenwich is a super-diverse borough, with a number of wards in Greenwich ranked in the 10% most deprived in the country. The Partnership drives forward a range of projects by using sports and arts based programmes to promote cohesion, interaction and inclusion. The profile of Charlton Athletic Football Club is useful in attracting and motivating participants in the projects.



Monitoring progress



9.1 Our key recommendations are summarised below, with an indication of who is responsible for them. We recommend that the Communities and Local Government Select Committee should review progress one year on from our report:

Number	Recommendation	Paragraph in report
Chapter	3 A New Definition of Integration and Cohesion	
1.	We recommend the adoption of a new definition of integration and cohesion.	3.15
Chapter •	4 Developing Shared Futures	
2.	We recommend that central Government sets out a clear statement of integration and cohesion policy	4.11 /-
3.	We recommend Government invest in a national shared futures programme from 2008-2012, leading from the European Year of Intercultural Education up to the Olympics and using the themes of both to underpin key messages.	4.14

Number	Recommendation	Paragraph in report
4.	We recommend that every local area should: • Map their communities;	4.24
	 Use that map as one important way to identify tensions and opportunities; 	
	 Monitor their BVPI performance on cohesion 	
	 Mainstream integration and cohesion into their Sustainable Community Strategies, LSP management and wider service delivery, particularly for youth provision. 	
5.	We recommend that there should be a single national PSA target for community cohesion.	4.27
6.	We recommend that local areas should be encouraged to develop their own local indicators of integration and cohesion.	4.27
7.	We recommend that The Audit Commission should ensure that locally determined integration and cohesion measures are clearly incorporated into the Comprehensive Area Assessment regime.	4.27
8.	We recommend that Communities and Local Government's forthcoming guidance on LSPs and Sustainable Community Strategies should make explicit reference to the need to address the cross-cutting issues of integration and cohesion.	4.27
9.	We reaffirm the proposal that Local Authorities should have workforce strategies in place that have clear action plans for targeted recruitment – and recognise the need for flexible working for women in particular. And that political parties consider again how they can ensure their candidates better reflect the communities they serve – whether through positive measures, or more targeted recruitment.	4.33

Number	Recommendation	Paragraph in report
10.	We recommend that the Electoral Commission, working with the new CEHR, should seek a voluntary agreement on the part of political parties to behave as if they are bound by the positive duty in the Race Relations Amendment Act, and the forthcoming duty to promote good relations enforceable by the CEHR.	4.33
11.	We recommend that LGA, IDeA and central Government should consider these family groups when providing guidance to areas on integration and cohesion.	4.42
12.	We recommend that LGA, IDeA and central Government support should move away from static guidance to particular areas towards workshops, ongoing training groups, and partnerships between those local areas who would not normally meet each other as part of existing local and regional structures.	4.42
Chapter	5 Strengthening Rights and Responsibilities	
13.	We recommend an ambitious response to the Ajegbo report on Citizenship Education.	5.8
14.	We recommend consideration of how existing citizenship ceremonies for people from abroad becoming new citizens can be strengthened.	5.8
15.	We recommend consideration of an expansion of citizenship ceremonies to include all young people.	5.8
16.	We recommend a new programme of voluntary service for young people expressly linked to local citizenship.	5.8
17.	We recommend a national body to manage the integration of new migrants, sponsored by Communities and Local Government, but independent of Government.	5.22

Number	Recommendation	Paragraph in report
18.	We recommend that Communities and Local Government develops a sample welcome pack based on current good practice, and works with the local areas in family group a) in particular to ensure that it is implemented.	5.29
19.	We recommend that along with joint development of welcome packs, these partnerships between Local Government, the voluntary and community sector and faith communities are formalised in a way that suits existing LSP structures – potentially through local service level agreements or contracts.	5.32
20.	We recommend that:	5.33
	 Employers should recognise that they have a responsibility – jointly with other parties – to deal with the integration and cohesion issues arising from the growing number of migrant workers they employ (whether employed directly or through an agency). 	
	 In particular, they should offer English classes for new migrants (focused at first on the vocabulary they will need on the job), and should promote understanding of different cultures and groups by providing cultural training in the workplace. 	
21.	We recognise that finite resources means that we need to be creative in how we deliver ESOL support, but we recommend that it is reviewed in four ways (see text for these).	5.42
Chapter	6 Building Mutual Respect and Civility	
22.	We recommend that the outcomes of the youth strand of the DfES/HM Treasury Children and Young People's Review take integration and cohesion into account, and consider ways of spreading good practice about how to work with young people on integration and cohesion.	6.10
23.	We recommend that in the current review of Government strategy, incentives to encourage adult participation with young people should also be considered.	6.11

Number	Recommendation	Paragraph in report
24.	We recommend that Faith communities should be encouraged to work with Government, the LGA, and other relevant agencies to develop a programme to help increase 'religious literacy' on the part of public agencies	6.24
25.	We recommend that a set of clear guidelines should be developed to enable Local Authorities and others to be able to award public service contracts to faith based bodies without fear that there will be issues over whether this will lead to proselytising or pressure on users of services to accept the religious beliefs of the providers.	6.24
26.	We recommend that community development values, methods and outcomes should be promoted at a local level, with explicit recognition of its importance in enabling integration and cohesion and an integral component in the delivery of good public services and local governance.	6.31
27.	We recommend that the sustainable community strategy and Local Area Agreement in each local area should include a strategic approach to community capacity-building, based on the Firm Foundations framework, and funded adequately through co-ordinated channels.	6.31
28.	We recommend that a community-based 'community cohesion audit resource' should be developed for use by local agencies such as neighbourhood management teams and community groups which allows tension monitoring and offers suggestions and ideas for conflict resolution and meaningful interaction.	6.31
29.	We recommend that the current Review of Policing in England and Wales by Sir Ronnie Flanagan underlines the importance of Neighbourhood Policing to integration and cohesion, and links back to the key principles outlined in our report.	6.40

Chapter 7 Visible Social Justice

Number		Paragraph in report
30.	We recommend that the CEHR is represented locally, through a network of teams similar to the existing Race Equality Councils – and that this local network is designed as a delivery arm that is sensitive to the different challenges being experienced by the integration and cohesion family groups outlined in this report.	7.7
31.	We recommend that every Local Authority maintains a communication plan to ensure that all communities are kept abreast of changes and the reasons for them, not just those minority communities that have typically been seen as "hard to reach".	7.17
32.	We recommend that local areas consider how best to engage their local media in local structures.	7.22
33.	 We recommend that: Local Authorities should develop myth busting strategies aimed specifically at established communities. That Local Authorities should work with the media to actively rebut myths and misinformation 	7.29
34.	in between and during election periods. We recommend that a rapid rebuttal unit should be established jointly with partners including the CEHR, Communities and Local Government, LGA, LGiU.	7.29
35.	We recommend that ONS urgently reinvigorate their work on co-ordinating migration statistics at a national level, and begin to report directly to the new Migration Impacts Forum.	7.34
36.	We recommend that Communities and Local Government and ONS urgently provide support to Local Authorities in developing tailored systems for calculating population change between censuses using data most appropriate for meeting their local needs.	7.37

Number	Recommendation	Paragraph in report
37.	We recommend that Local Authorities and LSPs conduct a brief 'audit' of opportunities for cross-cultural and inter-faith engagement in their areas.	8.8
38.	We recommend that Communities and Local Government should clearly set out what their strategy is in funding intercultural dialogue.	8.8
39.	We recommend that local areas consider how shared activities can be used as the driving force for the interaction projects that they fund.	8.9
40.	We recommend that a nationally sponsored 'Community Week' with a focus on celebrating all communities and inter-community engagement should start early in 2008. Preparations for this week should also be seen in the context of recent calls for a national Community Day.	8.10
41.	We recommend that Communities and Local Government should commission a programme of research to explore more closely what works in different neighbourhoods and why, building on contact theory and the initial evidence from our work.	8.10
42.	We recommend that there should be a national school twinning programme, with support from the centre delivered by a new website of good practice run by DfES.	8.10
43.	We recommend that the recommendations outlined in Sir Keith Ajegbo's report on Citizenship Education should be taken forward as a matter of urgency by DfES – with a particular focus on Continuous Professional Development for teachers.	8.12
44.	We recommend that schools should consider buying in support or training on conflict resolution and mediation to ensure they are able to manage the consequences of increased dialogue.	8.12

Number	Recommendation	Paragraph in report
45.	We recommend that the CEHR, in partnership with the CBI, be tasked with convening regular forums where representatives of employers and employees (from both the public and private sectors) meet to set out clear action plans for how employment issues can contribute integration and cohesion.	8.24
46.	We recommend that large employers consider allowing employees 3 days paid leave a year for participation in defined activities.	8.25
47.	We recommend that Communities England, and funding partnerships developed to deliver regeneration programmes, should demonstrate that they have mainstreamed integration and cohesion how their funding is being directed, and that local communities have been engaged in regeneration plans from the start.	8.28
48.	We recommend that the Academy for Sustainable Communities is better linked into mainstream integration and cohesion policies, and builds on its recent work with the Institute for Community Cohesion by upskilling planning and housing practitioners in key integration and cohesion themes	8.28 s.
49.	We recommend that Regional Development Agencies should be encouraged to award contracts to businesses that have a clear corporate commitment to employment diversity and equality policies. And that in the development of their lifelong learning strategies, they should commit to delivering tailored courses that upskill particular parts of the local workforce – responding to the needs of settled communities, for example, who may be unable to compete in the face of cheaper labour – while making the most of the new skills brought by new communities.	8.28

Number	Recommendation	Paragraph in report
50.	Aligned with our guidelines on single community funding, we recommend that when buildings and assets are transferred to communities, it is with the express intention that they will normally be resources for all groups and individuals within the local community.	8.28
51.	We recommend all public agencies involved in the funding of affordable housing and area based regeneration, including major Regional Development Agency programmes, should ensure that equality impact assessments on policy are extended to include assessment of the impact of the policy upon cohesion and integration.	8.33
52.	We recommend all affordable housing providers receiving investment funding should demonstrate how this funding will assist in promoting cohesion and delivering mixed communities.	8.33
lettin cons local • Lo ho ju al pr	We recommend that in drafting their community lettings plans, Local Authorities should explicitly consider the dynamics of cohesion and integration locally. And in particular:	8.33
	 Local Authorities and funders of new social housing should make clear the criteria used and judgements between need and choice that inform allocations policies in both new homes and older properties that become available, and how this relates to the considerations of integration and cohesion. 	
	 All agencies, including Local Authorities and affordable housing providers, should operate inclusive allocations and lettings policies. Unless there is a clear business and equalities case, single group funding should not be promoted. In exceptional cases, where such funding is awarded, the provider should demonstrate clearly how its policies will promote community cohesion and integration. 	

Number	Recommendation	Paragraph in report
54.	We recommend that Local Authorities should be encouraged to identify areas that are experiencing particular issues with unscrupulous landlords that relate to integration and cohesion, and use fully the powers available to them to address these issues.	8.33
55.	We recommend:	8.48
	 That nationally, cultural development agencies, including the Arts Council and the Heritage Lottery Fund, should require applicants for funding to demonstrate their commitment to integration and cohesion outcomes and part of its funding criteria. 	
	 That this same principle should apply to local public agencies when considering the potential for "bridging" activities across communities when funding sports and arts projects. 	
56.	We recommend the adoption of our guidance on single community funding	Annex C
57.	We recommend the adoption of our guidance on translation	Annex D

- 9.2 With the advent of the CEHR, and continued planning for the Olympics, the time is right for a step change in work to build integration and cohesion. It seems that there is a genuine opportunity to take the conversations we have started in this report and bring them to fruition through partnership working and concerted effort.
- 9.3 Whether the Select Committee decides to monitor this report or not, we will meet in one year's time to review what has happened to our recommendations, and will publish a short summary of progress achieved. We look forward to being able to set out a positive story of real local achievements delivered from within a stronger national framework.

Annex A: How we have worked

- The Commission was launched on 24th August 2006. Chaired by Darra Singh,
 Chief Executive of Ealing Council, Commissioners were:
 - Decima Francis
 - Ebrahim Adia
 - Ed Cox
 - Frank Hont
 - Hamza Vayani
 - Harriet Crabtree
 - Leonie McCarthy
 - Michael Keith
 - Nargis Khan
 - Ramesh Kallidai
 - Sam Tedcastle
 - Steve Douglas
 - Steve Jordan

- Commissioners were selected on the basis of our personal experience in fields relating to integration and cohesion, including mediation between communities, policing and tackling tensions and work with new migrants.
- We have served in a personal capacity no one person representing a
 particular faith or organisation, and all carrying out work for the Commission
 alongside our normal roles. Our remit applies to England only, but our
 consultations have drawn upon good practice from Scotland, Wales and
 Northern Ireland.

Methodology

- Integration and cohesion are complex issues. They are long term concerns fought over in the short term glare of politics and the media. From the outset, we did not doubt that ours was a daunting task with a short timescale. So we have:
 - Met monthly, to discuss key themes and inputs.
 - Commissioned a programme of new research both of what works and what might work – including statistical analysis, and creative thinkpieces.
 - Conducted visits to every region in England to see good practice and debate with local residents – plus visits to Scotland and Northern Ireland to see how integration and cohesion are considered there.
 - Met stakeholders in key sectors and organisations, on a one-to-one or round table basis.
 - Made a real effort to consult wider than the "usual suspects" sending sets of consultation questions out widely, and distributing 10,000 postcards asking people what they would do to bring people from different backgrounds in their neighbourhood together.
- We think the last three of these have been the most important. Responses to our consultation have been genuinely inspiring, and have shown that many people are already taking cohesion and integration seriously – thinking creatively, and making sound proposals for what might work in their local area.
- We have therefore been very grateful to the people we have spoken to or heard from who have taken the time to send in their contributions, or to attend our events. During the course of our work we have heard from over 2000 people from the following sectors:
 - Local and Regional Government
 - Faith and inter faith Groups
 - Race and Equality Groups
 - Housing Associations and Umbrella Bodies
 - Employers and Trade Unions
 - Police and Criminal Justice Agencies
 - Primary Care Trusts and health sector organisations
 - Arts, sports and leisure stakeholders
 - Women's groups and organisations
 - Youth organisations

- Voluntary and Community Sector organisations
- Charitable Funders and Grant-making bodies
- Bodies representing asylum seekers, refugees and new migrants
- Schools and educational bodies
- We received over 600 responses to our written consultation.

Accord Housing Group

ACPO National Community Tension Team

ADAB Trust

Adults and Housing Department, Leicester

City Council

Advisory Board on Naturalisation &

Integration (ABNI)

African Caribbean Arena Age Concern England Age Concern Norwich All Saints, Bedford

Amicus

Ansaar Organisation

Ashram Housing Association
Association for Teachers' Widows

Association of Chief Archivists in Local

Government

Association of Greater Manchester

Authorities

Audit Commission

Avon & Somerset Constabulary Aylesbury Vale District Council

BaaL

Baptist Union

Barking & Dagenham Borough Council Barnet Community & Police Consultative

Group

Barnet Voluntary Service Council

Barrow Cabury Trust

Basingstoke & Deane Borough Council Bedfordshire and Luton Fire and Rescue

Service

Bedfordshire Police

Bentilee Community Housing

Blaby District Council

Black Country Urban & Industrial Mission

Board of Deputies of British Jews

Board of Social Responsibilty of the Diocese

of Oxford

Bolton Council

Bolton Interfaith Council Bolton Lads & Girls Club Borough of Pendle

Boston Borough Council

Bracknell Forest Borough Council

Bradford Vision
Brent Council

Bridgnorth District Council

Brighton & Hove Inter Faith Contact Group Brighton Festival of World Sacred Music

Bristol City Council
Bristol Interfaith Group

British Federation of Race Equality Councils

British Humanist Association British Sikh Consultative Forum

British Transport Police

Brixton Prison

BT BTCV

Buckinghamshire County Council
Building & Social Housing Foundation

Burnley Borough Council

Burton upon Trent Interfaith Network

Business in the Community

Calderdale MBC

Cambridgeshire Constabulary

CARE

Catalyst Housing Group
Catholic Bishops Conference

Centre for Rights, Equality & Diversity (CRED), University of Warwick

Centre for Social Inclusion

Chapel Society of Manchester College

Charnwood REC

Chartered Institute of Housing Chesterfield Borough Council

Children's Links

Christian Muslim Forum
Church Urban Fund

Churches' Regional Commission in the

North-East

Churches Together in England Churches Together in Hall Green

Churches Together In

Northampton/Northampton Faiths Forum Churches Together In Wakefield/Wakefield

Inter-Faith Group

Citizens Advice Bureau Regional Equalities

Forum for the East Region Citizenship Foundation City Hindus Network

City of London Corporation

City of London Police

City of Wakefield Metropolitan District

Council Civitas

Cobalt Housing

Colchester Borough Council

Comedia

Commission for Racial Equality (CRE)

Community Alliance

Community Development Foundation

Community Development Foundation (CDF)

Community Development Foundation (CDF)

Faith Capacity Fund

Community Housing Group

Community Links
Community Matters

Community Organisations Forum

Community Resolve
Comprehensive Future

Consortium of Lesbian, Gay, Bisexual & Transgendered Voluntary & Community Organisations (LGBT Consortium)

Continyou

Cornwall Centre for Volunteers

Cornwall Equality & Diversity Group

Corrivali Equality & Diversity

Cornwall County Council

Council of Europe

Coventry Multi-Faith Forum CPS Suffolk (Suffolk LCJB)

Crawley Borough Council

Crawley CVS
Crime Concern

Crown Prosecution Service Cumbria Constabulary Darnall Community Forum De Montfort University Derby City Council

Derbyshire Police Derwent Living

Devon & Cornwall Constabulary

Diocese of Bradford Diocese of Chichester Diocese of Coventry

Diocese of Hexham and Newcastle

Diocese of Leicester Diocese of Oxford Diocese of Rochester Diocese of Southwark

Diocese of Southwell and Nottingham Diocese of St Edmundsbury & Ipswich

Diocese of Worcester
Diversity Exchange
Dorset Police

Duke of Edinburgh's Awards Durham Constabulary Dyfed-Powys Police

East Lancs Together (Community Cohesion

Initiative)

East Northamptonshire Council
East of England Faiths Council
East of England Regional Assembly
East Riding of Yorkshire Council

East Midlands Churches Forum

FDF

Education Bradford Education Leeds

Elders Council of Newcastle

End Violence against Women Campaign

Enfield Council

Enfield Race Equality Council

Equality & Diversity Building Block, Lancaster

District LSP

Equality and Diversity Forum, the Age and

Employment Network Equality Challenge Unit Equity Partnership Essex County Council

Essex Police

Ethnic English Trust

Ethnic Minority Foundation

Faith Communities Capacity Building Fund (FCCBF) and Connecting Communities Plus,

Community Grants (CCP)
Faith Net South West

Faithworks Fawcett Society

FBRN

Federation of Irish Societies

Federation of Muslim Organisations

Leicestershire First Step

Free Churches Group
Friday Parents' Forum
Gateshead Council
Gay Police Association
Gedling Borough Council

Gender Matters

Global Citizenship Foundation Gloucestershire Constabulary

Gloucestershire Criminal Justice Board

Government Office South East

Grazrootz

Greater Manchester Centre for Voluntary

Organisations (GMCVO)

Greater Manchester Faith Community

Leaders

Greenwich Peninsula Chaplaincy Group of Hulme, Manchester Guru Nanak Gurdwara Halton Housing Trust

Hampshire Constabulary
Hampshire County Council

Harlow District Council
Harrow Strategic Partnership

Hartlepool New Deal for Communities

Partnership

Hartshill & Penkhull Labour Party Branch

Hastings Borough Council Herefordshire Council Heritage Lottery Fund Hindu Forum of Britain

Hindu Temple Cultural & Community Centre

Hindu Youth Group Nottingham Home Office (Police Liaison)

Hornsey & Wood Green Labour Party Housing Associations' Charitable Trust

Humberside Police

HVA

Hyndburn Borough Council

Ibix Insight

Improvement & Development Agency (IDeA)

Inclusive PE and Sport

Institute for Policy Studies in Education Institute of Community Cohesion Inter Faith Network for the UK

Inter-Agency Partnership on asylum support Interfaith Cultural Development Agency

(ICDA)

Irish Traveller Movement in Britain

Joint Council for the Welfare of Immigrants

Keighley College

Kingston Interfaith Forum

Kirklees Council Kirklees REC

Klars

Knowsley Metropolitan Borough Council

Lancashire Constabulary
Lancashire County Council

Leeds City Council Leeds Youth Service

Leicester City Council (Learning Services)

Leicestershire County Council Lesbian & Gay Christian Movement

LGA

Liberal Democrats

Lincolnshire Community Cohesion

Partnership

Liverpool Community Network/Liverpool

Charity and Volunteer Services

Liverpool Faith Network & Liverpool

Community Spirit Liverpool First

Local Government Association (LGA)

Local Level

London Borough of Barking & Dagenham

London Borough of Barnet
London borough of Camden
London Borough of Greenwich
London Borough of Hackney

London Borough of Hammersmith and

Fulham

London Borough of Harrow
London Borough of Hillingdon
London Borough of Hounslow
London Borough of Merton
London Borough of Redbridge
London Borough of Tower Hamlets
London Borough of Waltham Forest

London Civic Forum London Councils

London Housing Federation

London Libraries Development Agency

London Metropolitan University Longfleet United Reformed Church

Loughborough University

Lutheran Council of Great Britain

Luton Borough Council

Luton Community Empowerment Network

(Luton Assembly)
Maidenhead Interfaith
Maidstone Borough Council
Manchester City Council
Manchester Interfaith Forum

Mayor of London

Merton Residents' Panel

Methodist Church Methodist Church

Metropolitan Police Service Migrant Workers North West Milton Keynes Hindu Association

Minority Ethnic Christian Affairs (MECA)

Muslim Council for Religious & Racial Harmony (UK) (MCRRH) and National Association of British Pakistanis (NABPAK)

Muslim Forum

NA

NACRO NASUWT

National AIDS Trust (NAT)

National Archives

National Association for Teaching and other

Community Languages to adults
National Board of Catholic Women
National Coalition Building Institute

National Community Forum National Community Forum

National Consortia Coordinating Group

(NCCG)

National Housing Federation

National Probation Service Merseyside Area

National Secular Society

National Spiritual Assembly of the Baha'is of

the UK

National Youth Agency

Network of Sikh Organisations

Newcastle City Council

Newham Methodist Circuit (London Mission)

Norfolk Constabulary
Norfolk County Council
North Herts District Council
North Lindsey College
North London Interfaith

North of England Refugee Services

North West Interlink North West Kent REC

North West Leicestershire District Council

North Yorkshire Police

Northampton Borough Council
Northamptonshire County Council

Northamptonshire Police

Northumbria Criminal Justice Board

Notting Hill Housing Nottingham City Council

Nottinghamshire County Drug and Alcohol

Action Team

Nuneaton & Bedworth Borough Council

OutWest

Oxford Diocesan Committee for Interfaith

Concerns (ODCIC)

Oxfordshire County Council

Pagan Interfaith Peepul Centre

Pine Court Housing Association Ltd Plymouth Centre for Faiths & Cultural

Diversity

Plymouth City Council

Police Service of Northern Ireland (PSNI)

Portsmouth Central Library

Preston City Council

QED-UK

Race on the Agenda/London Voluntary

Service Council

Ramadhan Foundation RC Dean of Islington Reading Borough Council

Reading Hebrew Congregation & Reading

Interfaith Group

Reading Interfaith Group Red Rose Sports Club Redbridge Faith Forum

Refugee Action

Refugee Assessment and Guidance Unit

(RAGU) London Met University

Refugee Education & Training Advisory

Service Regen 2000

Religions for Peace (UK)

Religious Leaders Group, Newcastle upon

Tyne Renew

Rochdale MBC

Rossendale Borough Council

Rotherham Metropolitan Borough Council Royal Borough of Kensington and Chelsea

Royal Borough of Windsor & Maidenhead

Salvation Army

Save the Children, England Programme School Development Support Agency

Schools Out Scripture Union Sefton Equalities Partnership

Shap Working Party on World Religions in

Education

Sheffield City Council

Shelter

Shropshire County Council
Shropshire Fire & Rescue Service

Sikh Education Forum
Sikhs in England

Sir Herman Ouseley & Jane Lane

Slivers-of-Time Working Slough Borough Council

Social Psychological Research into Racism

and Multiculture (SPRRaM)
Society of the Environment
Somerset County Council
South Bermondsey Partnership
South Holland District Council
South Leicestershire College
South Yorkshire Police

Southall Black Sisters
Southall Headteachers
Southampton City Council
Southern Vale Housing Society

Southwark Council

Southwark Mediation Centre

Spiritual Assembly of the Baha'is of Stockport SPLASH (South Poplar & Limehouse Action

for Secure Housing) Springfield Project

Springfield Project (St Christopher's Church

CoE)

St Matthew's Centre

Staffordshire County Council

Staffordshire Police

Stevenage Borough Council Stockport Interfaith Forum Stockport Peace Forum

Stonewall

Strathclyde Police

Streets Alive

Student Christian Movement Sunlight Development Trust

Surrey Police

Sussex Police

Sustainable Development Commission (SDC)

Sustainable Rural Homes & Sustainable

Village Enterprise

Tameside Borough Council

Tameside Social Care & Health Service

Tayside Police

Tesco

The 1990 Trust

The Arthur Rank Centre

The Baptist Union
The Bishop of Bradford
The Bishop of Exeter

The Elders Council of Newcastle

The Mentoring & Befriending Foundation

The Methodist Church

The Multi-Faith Centre at the University of

Derby

The Religious Society of Friends (Quakers)

The Time Exchange

The United Reformed Church

Tower Hamlets College

Tower Hamlets Education Business

Partnership

Trades Union Congress

UK Local Government Alliance on

International Development
UK Race & Europe Network
United Reformed Church

United Reformed Church in the UK

United Sikhs

University & College Union

University of Leeds

Uttlesford District Council

Voluntary Action (Chiltern & South Bucks)

Voluntary Action Westminster Wakefield District Partnership

Wakefield Metropolitan District Council

Walking Voices
Walsall Council

Walsall Hospitals NHS Trust

Walthamstow West Community Council

Wandsworth Council

Wandsworth LSP Multifaith Subgroup

Warwick District Council

Warwick Religions and Education Research

Unit

Warwickshire Police

Wellingborough District Council Welwyn Hatfield Interfaith Group West Lancashire District Council West Mercia Constabulary West Midlands Faith Forum West Midlands Police

West Midlands Strategic Partnership for Asylum and Refugee Support (WMSPARS)

West Sussex County Council
West Wiltshire Interfaith Group
West Yorkshire Archive Service
West Yorkshire Fire & Rescue Service

West Yorkshire Police

Westgate Chapel Wakefield Whitefriars Housing Group

Wiltshire Police

Winchester BME Project Steering Group

Wokingham District Council Women Against Fundamentalism

Women's Resource Centre World Congress of Faiths World Future Council Wycombe District Council Wyre Borough Council

YMCA England

Zacchaeus 2000 Trust

- In addition, we had 159 responses to our online user forum; attended 30 Commission specific roundtables and conferences, through which we met 900 people; and went on 8 regional visits, plus two fact finding visits to Scotland and Northern Ireland and 30 small group or one-to-one meetings.
- We also spoke at or attended over 50 external seminars and events throughout the year, and the following events and roundtables were organised by or on behalf of the Commission:
 - Education Roundtable, London
 - Education Roundtable, Nottingham
 - Education Roundtable, Newcastle
 - Local Newspaper Editors' Roundtable
 - Voluntary and Community Sector Roundtable
 - Funders Roundtable
 - Employers Roundtable
 - Roundtable with Muslim Organisations
 - Roundtable with Sikh Organisations
 - Roundtable with Hindu Organisations
 - Roundtable with Jewish Organisations
 - Church of England Seminar
 - Meeting with the Catholic Bishops Conference
 - Women's Workshop
 - Health Roundtable
 - Community Safety and Policing Roundtable
 - Race Roundtable, Cambridge
 - Race Roundtable, Huddersfield
 - Race Roundtable, Nottingham
 - Race Roundtable, Newcastle
 - Accrington College Event
 - Cities Event
 - Meeting with the Arts and Leisure Sector (Local Government Improvements Board, DCMS)
 - Housing and Cohesion Conference
 - Communities and Local Government Stakeholder Meeting with Gypsies and Travellers

- Urban Policy Forum on Community Cohesion
- LGIU Regional Seminars
- "Faces in Da Crowd" Youth Conference
- The result of all this work is a report that sets out our findings, and gives some sense of what we have heard. What this report cannot do is offer a full digest of all that we have been told. We have therefore published a selection of the inputs that have informed our thinking on our website including case studies and the research that has informed our typology. And we will make the consultation responses available as a resource for people bringing communities together up and down the country.
- We would like to thank the many people who have contributed to the Commission's thinking and who helped us to make this report as thorough as possible within our terms of reference. It would be impossible to mention everyone by name but a special thanks goes to people and organisations who organised specific events for the Commission, or enabled us to engage with groups and communities who have not traditionally been involved in this debate before.
- We were supported by a small Secretariat based in Communities and Local Government, and we would also like to thank them and the policy officials across Whitehall who have supported this work.

Annex B: A new integration and cohesion typology

- In Chapter 4 of our report, we introduced the four family groups or types and one thematic group or type that had been highlighted by our analysis. In this annex, we set out the possible activities in each type of area that public agencies might want to priorities, or share ideas around.
- Although being in a particular group may mean certain issues are important for a particular area, we are not suggesting that others are irrelevant. But we have developed these family groups not as straitjackets, but as a descriptive way of linking themes of particular importance to areas experiencing particular challenges.

Family group a)

Changing less affluent rural areas

What works well

- Effective partnership working around sharing data and intelligence helps create
 a fuller picture of the dynamic changes in communities, any translation needs,
 any information needs etc
- Resources and expertise are pooled with others in a wide geographical area (particularly with isolated communities), e.g. Kerrier in West Cornwall works in partnership at local and county level on cohesion projects (e.g. the Welcome to Cornwall Migrant Workers Pack; the Beehive – Cornwall's online network for community groups; and a Respectful Employers Scheme, on integrating migrants)
- A welcome pack gives a clear statement and information on services to new arrivals and aids their integration into the community
- Structured communications with settled communities explaining why new arrivals have come, what the area is doing to integrate them and myth busting
- Schemes to build bridges between new arrivals and settled communities

Where things work less well

- Small local bodies trying to act in isolation, e.g. an increase in demand for translated information on local services can impose a major financial burden
- There is no central point into which information on new arrivals needs can be fed
- Lack of support for new migrants or communication with existing communities

Family group b)

Stable less affluent urban areas with manufacturing decline

What works well

- A strategic and joined up approach expressed though a clearly articulated strategy and action plan, owned by partners with discrete projects grounded in this strategic framework, and mainstreamed
- A strategic framework to tackle social exclusion and deprivation
- Systems to encourage a representative workforce.
- An ability to balance diverse, but often conflicting, interests in an area (e.g. Building Good Relations programmes in Oldham)
- Projects to promote inter-community interaction
- A community development approach that builds active citizenship
- Promoting civic pride and a sense of belonging by using local people as cohesion champions and role models (e.g. Blackburn's All Belonging campaign)

Where things work less well

- Area sees cohesion as being addressed by having strong equality and diversity policies in place
- Some good project work, but it is disparate and projects have time-limited resources
- A lack of strategic communications to challenge myths, and create a sense of belonging, leaves space for extremists to fill the gaps

Family group c)

Stable less affluent urban areas (without manufacturing decline)

What works well

- There are tension monitoring processes (e.g. London Borough of Barking and Dagenham)
- Sophisticated communication and proactive relations with the media
- Tackling Far Right political activity is a priority
- Policies are 'cohesion-proofed' to check potential impact on different groups, and mitigating actions taken as a result
- Diversity is not just about non-white cultures (e.g. BME community group in Birmingham organised a city-wide St. Georges Day Festival and worked with white neighbourhoods to deliver it)
- Promoting civic pride and a sense of belonging by using local people as cohesion champions and role models

Where things work less well

 Lack of communication policy reinforces perceptions of lack of respect for other cultures, and/or the marginalisation of settled white community

Family group d)

Changing less affluent urban areas

What works well

- Cohesion is treated as core business and the difference between equality, diversity, inclusion and cohesion is clearly articulated in strategies, action plans and practice (e.g. Luton's 'Buzz words or Business')
- There is vision, cross party support and political will, alongside effective partnerships, and community ambassadors to create respect and belonging for all (e.g. Luton's Strength in Diversity, Strength in Unity cohesion strategy)
- There is a co-ordinated approach to building the capacity of staff employed to lead and deliver cohesion to ensure consistency
- There is a strategic framework to tackle social exclusion and deprivation
- There are systems in place to encourage a representative workforce.
- Changes in community dynamics, perceptions of residents, and the social networks are tracked
- The international profile of both the population and businesses is mainstreamed across services (e.g. Housing welcome packs hook up migrants to residents' and other local organisations; citizenship teaching in schools has a global sense; festivals and art and leisure events cover all communities; and migrant employees act as ESOL mentors in the workplace)
- There are welcome packs for new migrants
- There is a sophisticated communication strategy and proactive relations with the media
- local bodies actively promote and facilitate interaction
- A vibrant voluntary, community and faith sector often plays a key role in integrating, bonding and mediating on relevant local issues (e.g. Slough community cohesion audit shows migrants access help and support from community and faith groups).

Where things work less well

- Consultation processes are in place, indicating a high level of satisfaction with services, but there is little or no consultation with hard to reach groups, new arrivals or potential users
- There is no clear communication strategy or processes for the speedy countering of myths
- Community organisations are fragile and may close, leaving gaps in networks that could have been used for communication and strengthen cohesion

Thematic group e)

Areas with tensions arising from a single issue

What works well

- Local bodies have strong engagement processes, including efforts to engage traditionally excluded/'hard to reach' communities (e.g. Windsor and Maidenhead has a principle of 'Leaving No-one Behind')
- Changes in communities are being tracked
- There are processes in place to support (often aspiring) BME communities moving into mainly-white areas
- Targeted action with young men
- Communication efforts focus on community reassurance and myth busting
- Elected members demonstrate a strong community leadership through a mediating role
- There are bridges between community organisations

Where things work less well

- Community strategies do not include forward and resilience planning
- Lack of communication strategy
- The VCS is weak

Annex C: Our response to the DfES on the Duty to Promote Cohesion

- As we go to print, consultation is underway on what the new duty to promote community cohesion in schools should include. We welcome the new duty, and Ofsted's commitment to it to date. We urge the Government to be ambitious in its support for this area, and to recognise the opportunities that all of its recent school reforms have for supporting this agenda. The new duty offers a perfect opportunity to articulate this clearly to all schools as a "whole school" package.
- We recognise that just as each school is different, each school's contribution to community cohesion will be different and whilst there is therefore a need for this strong national framework, we would also urge schools (in partnerships with Local Authorities where possible) to make a local commitment to select from this menu in a way that will ensure that the specific needs of their children are met. The current pressure on standards means that the new duty may seem to some an additional burden but our local visits suggest that instead it is an absolutely critical part of engaging young people in key issues around their responsibilities to others from an early age.

Our recommendations to the Department for Education and Skills (DfES)

- Building on our four key principles above, we recommend at a national level:
 - That a new national programme of school twinning should be established, which makes use of new technology to keep schools in touch with each other, and outlines a clear "business case" for work in schools on integration and cohesion – recognising that twinning will work in different ways and that not all schools will want to take exactly the same approach. To deliver this, we recommend that DfES:
 - a. Should set up a central website with guidance on effective twinning, including local case studies, and user forums to enable schools looking for "twins" to make contact online.

- b. To launch the website, should distribute user-friendly and approachable guidance on school twinning, developed in consultation with young people we recommend that any guidance follows the excellent example set by the Scottish Executive⁶⁸.
- c. Should consider how to twin schools using the curriculum rather than just focusing on extra-curricular activities. In Northern Ireland, we saw how schools were legally required to offer access to more subjects than they had capacity to teach, in order to make them twin with other schools to share teaching. Our view is that this would be a way of making school twinning more sustainable, as the interactions between different groups of schoolchildren would be in a more "business as usual" context.
- That the Citizenship Education curriculum should be reviewed and strengthened, in line with the recent recommendations of the Ajegbo Report⁶⁹, and with a focus on the opportunities it affords for building integration and cohesion. Specifically:
 - a. We endorse Sir Keith Ajegbo's suggestion that a full GCSE in Citizenship should be developed, alongside the currently available half GCSE. Our view is that this would enable schools to spend more time developing the curriculum, raising standards and re-energising the subject. The full GCSE should comprise a range of topics that link Citizenship to other relevant subjects, enabling schools to mainstream citizenship with core subjects so for example, offering a History with Citizenship GCSE. And it should allow Citizenship to contribute to a curriculum that builds an understanding of the processes of globalisation enabling key messages about rapid change in particular local areas to be contextualised.
 - b. We recommend that more resources should be made available for Continuous Professional Development (CPD) for both Citizenship and Religious Education, to enable more teachers to handle confidently and effectively the often sensitive and controversial issues related to faith and citizenship; to enable to them to facilitate sensitive dialogue and debate about these; and to help children to develop their critical thinking abilities as well as learning to address tough issues with sensitivity.
- That DfES and Communities and Local Government should jointly coordinate a series of seminars to provide guidance to Head Teachers in rolling out the cohesion duty, and that these seminars should be used to establish a learning network to enable schools to share good

practice. Consideration should be given as to whether the national school twinning portal suggested above could be extended to support this learning network.

Our recommendations to schools

- At a local level we recognise that many schools are already doing good work in this area, and that many schools are already ensuring that their overall ethos reflects a genuine commitment to respect for diversity and good relations across communities. But in addition to the national structures outlined above, we can see three high level things that could push this progress further locally:
 - Local Authorities and schools should develop clear partnerships that make use of the school's status as a community hub. This is not only about support for school twinning, or a way to facilitate inputs from Local Authorities that can give citizenship education a genuine local focus, although both are important. It is also be about cementing the links between schools and the neighbourhoods that feed into them. In the best areas, this already includes headteachers being involved with LSPs, schools being used as premises for neighbourhood activities and festivals, or involvement of Local Authorities with developing engaging citizenship days for the whole community. This recommendation should also be supported by closer working between DfES and Communities and Local Government at a national level.
 - Schools should consider developing their own Citizenship Manifestos based on the model currently being piloted by the Citizenship Foundation and the Esmee Fairbairn Foundation. Expressing the school ethos as a set of values underpinning shared citizenship should be used to enable schools to develop their own shared futures.

The **Citizenship Foundation** are working together with 12 secondary schools to develop the idea of citizenship manifestos, which are unique to each school, as a means of informing citizenship education, practice, entitlement and provision. They mark the place of citizenship in the curriculum and involve pupils, teachers, parents and stakeholders, increasing overall awareness and making citizenship policy in schools more coherent.

Locally agreed RE syllabuses and Religious Studies syllabuses at both
GCSE and A Level should reflect the need for pupils to study inter faith
issues, and the need for them to study both religious traditions and
other world views – the non-statutory framework for RE in England
usefully emphasises both of these, but schools locally need to recognise
the opportunity for RE lessons to be safe spaces for discussion of often
controversial issues around the relationships of different religious and
non-religious groups.

 More widely, in the light of the new duty, we would urge schools to consider how different aspects of their work already contribute to integration and cohesion, and what impact they can have if implemented in the round.

A summary checklist for schools

We recommend that each school analyse the levers available to them to build integration and cohesion, in preparation for the duty in the Autumn. This might include considering:

- The Citizenship Curriculum: including how it is taught, how it is tested, and how it can be combined with other subjects to make it more interesting and interactive as well as how it can serve as a peg from which to hang the school's overall ethos. Citizenship mission statements or manifestos, developed in partnership with pupils, parents and governors, can be useful ways of exploring integration and cohesion. And in particular, consideration should be given to the opportunities Citizenship Education affords for the development of both local identities and global ground rules.
- The Religious Education curriculum: and the need to tackle within it issues of inter faith relations, with a view to promoting mutual understanding between pupils from different religious backgrounds or who have no particular religious faith. This work can be taken forward with the help of local SACREs and local faith community leaders through visits to schools or visits to places of worship. There is an inter faith week each year in Scotland and one of its imaginative projects is for religious people to be 'loaned' from public libraries to come and speak about their perspectives. Schools might want to consider similar schemes.
- The current 14-19 reforms: and the opportunities they afford to involve the wider community in delivering a broad curriculum, particularly the voluntary sector and local employers. The reforms can be used to open up opportunities for meaningful interaction across communities as schools work collaboratively to deliver the choice of routes that will be available to young people.

- New opportunities for twinning and linking: including between faith schools and non-faith schools. This might involve extra-curricular activities such as visits, external speakers, drama projects, debating clubs, orchestras etc, but also curriculum based twinning that enables groups from different schools to be taught together using co-operative learning and other approaches suited to diverse groups.
- New opportunities for using extended schools activities to open up schools to parents from different backgrounds, and to use the school as a hub for the local community: this might include ESOL classes for parents, mother and toddler groups, or wider neighbourhood activities that bring people together under a shared interest banner.
- New opportunities to engage pupils in these debates: providing a safe space for different views to be heard, and bringing in conflict resolution and mediation skills where necessary. We have heard about schools who have used conflict resolution as a useful tool in navigating through competing interests.
- New opportunities to involve pupils in building integration and cohesion: in schools where there are a large number of children for whom English is their second language, for example, some have developed "buddy schemes" where older English speaking children pair up with younger non-English speaking children to support them in their language development.

The **Tim Parry Jonathan Ball Foundation for Peace** has been working with South Leeds High School to help them address tensions that have arisen since the 7th July attacks, which had caused communities to become polarised. The programme has contributed to managing tensions in an apprehensive climate and building the capacity of school staff to be skilled in conflict resolution. The programme has been effective in raising aspirations and involving young people in creating cohesive environments by communicating on a range of relevant issues.

Annex D: The question of Single Group Funding

Summary: In this annex, we set out our arguments for why funding to community groups should be rebalanced towards those that promote integration and cohesion, and why 'Single Group Funding' should be the exception rather than the rule for both Government and external funders.

Context

- The Cantle Report recommended that:
 - Funding bodies should presume against separate funding of distinct communities, and require collaborative working, save for those circumstances where the need for funding is genuinely only evident in one section of the community and can only be provided separately. Funding processes should allow for this change to take place over a period of time.⁷⁰
- The Cohesion Panels that followed the report considered this issue, and recommended that it should be taken forward by those units in Government responsible for third sector funding. We have tried to learn from their output. Our consultation, however, has unearthed persistent confusion around this topic, and the need for clarity from central Government as to what current policy is. Without it, funding will continue that may well be well-intentioned, but in practice could be divisive.
- We have therefore summarised in this annex our position, reached on further consideration of this issue alongside our four key principles – particularly the focus on shared futures. Alongside this, we have included a set of clear recommendations that we think should be developed into guidance from central Government and its partners to ensure that messages get across to funders of all forms.
- Throughout this annex, we define Single Group Funding as that awarded on the basis of a particular identity, such as ethnic, religious or cultural. We have also attempted to highlight those recommendations from the main body of our report that are directly influenced by this thinking.

What we have found

- The voluntary and community sector has always played an important role in building cohesion and promoting meaningful interaction at a local level. But its role has assumed a growing importance over the last few years, against the backdrop of increasing diversity and the different opportunities and challenges this brings. Set against this is a recognition that the sector in itself is very diverse which is its strength and that a variety of funding approaches may therefore be appropriate to support the range of activities delivered.
- In our interim statement, we said that we saw merit in the view that public sector funding for bodies representing particular communities should come with a requirement to demonstrate that their actions support integration and cohesion. But we also acknowledged that the burden of this expectation falls on Local Authorities and grant-making organisations, who must balance capacity building for particular communities and the continued protection of distinct identities with the need to promote a spirit of openness and collaboration. We said that we would consult further on this issue and would develop our thinking alongside the final report.
- What we found through conversations with funders, providers, and service users was that single group funding had emerged for a number of reasons:
 - Because the needs of particular groups were not being met by mainstream provision – particularly where groups were new arrivals, and the services did not yet exist or they did not know how to access them.
 - Because groups in the past had suffered direct or indirect discrimination from mainstream service providers, and had therefore split off to engage in "bonding activities" by themselves – this was particularly true of BME communities.
 - Because groups were able to argue that only they could provide the right skills and knowledge for the delivery of services in a culturally appropriate way – and in some cases, funders felt it would be discriminatory not to fund on that basis.
 - Because once funding had been given to one community group, it set a
 precedent for others to be funded in similar ways. And once funding
 had been given, it was quite difficult to then break off the relationship –
 even if the group was now more well established, and its capacity had
 been built.
- However, our consultation responses also demonstrated some disadvantages of Single Group Funding, such as its potential to increase insularity and a sense of separation where the project funded is only or mainly for the group in question. There was a sense in which a "comfort zone" could be developed if communities were not encouraged to be outward-facing, and therefore only mixed with others in their group. And a sense in which the benefits of shared

- activities (tackling prejudice, building common purpose) were missed by members or service users of Single Group organisations.
- Finally, there was a sense in which Single Group Funding was a hangover from old identity politics with groups encouraged to shout loudly about their own individual needs, rather than being encouraged to come together to access funding for shared activities enabling bridging and interaction.

What the evidence tells us

We explained in chapter eight why we wanted to build social networks; and encourage meaningful contact and bridging between groups. In summary, analysis of the Citizenship survey by Communities and Local Government researchers has found that

- Those who have bonding social capital are more likely to bridge
- Cohesion is higher amongst those who bridge for almost every ethnic group.

We have also looked closely at the approach being taken in Northern Ireland, which clearly states that approaches that reinforce segregation must be challenged. Although the policy recognises that in order to address fears, suspicions and concerns it may first be necessary to develop single identity projects, it is clear that single identity work can entrench attitudes and stereotypes and can only ever be partial in a community where others share the public space.

All community relations and community development programmes are therefore required to identify how they will address sectarian or racist behaviour to enable communities to work more effectively together and identify the good relations outcomes of their work. The test therefore is not the structure of the project itself – recognising the diversity of the sector, but the quality of the outcomes and whether they do in fact promote good relationship-building work.

Our resulting principles for Single Group Funding

- Clearly there should never be a 'one size fits all' approach, and it is important
 to recognise that the balance of emphasis on bonding or bridging activities will
 vary between local areas depending on the needs and make up of the local
 communities.
- However, we are clear that whatever the type of area, all funding should be transparent and open to scrutiny – and that funding decisions should be communicated clearly and to all communities. This is particularly important given the evidence we have seen of the damaging myths perpetuated around preferential treatment.

- We are also clear that the presumption should be against Single Group Funding unless there is a clear reason for capacity building within a group or community.
- Our first key recommendation therefore is that if Single Group Funding is awarded, the reasons behind that award should be clearly publicised to all communities in the local area.
- Secondly, we recommend that it is made clear to the organisation receiving the grant that any application for renewal of funding or additional resources will be expected to clearly demonstrate the progress the organisation has made in becoming more outward-facing

 the aim would be to demonstrate an integration and cohesion 'progression principle' on application forms, for example, by providing evidence of twinning with other organisations; highlighting services provided by the group that are available to all communities; or building in opportunities for staff to learn from comparable initiatives in other communities.
- Finally, we recommend that guidance for grant-making bodies and Local Authorities should be developed by Communities and Local Government, working in partnership with the Office for the Third Sector, the LGA and other relevant voluntary bodies, to assist them in making decisions about the appropriateness of Single Group Funding, based on the following principles:
 - A single community organisation as part of their application for funding should demonstrate an understanding of their role in building integration and cohesion in their local community.
 - National, regional and local infrastructure bodies should take a role in monitoring the bridging activities of grant recipient bodies.
 - Build in transferability through the creation of 'Learning Networks' –
 which would give opportunities for shared learning and positive
 interaction.
 - Local Authorities should be responsible for examining their funding portfolios on a yearly basis to ensure that the organisations they are funding are making progress with community bridging activities.

- We recommend that this guidance should be disseminated to Government
 Departments, Non-Departmental Public Body, charitable trusts and other
 funders, and that for large investments made by Government, Communities
 and Local Government provides training or mentoring for officials responsible
 for grant giving.
- It is also important to note that there remains a need for mainstream service providers to improve their offer to particular communities so that Single Group Funding is not felt necessary. Efforts to tackle prejudice and discrimination therefore remain critical.

Building capacity for interaction

Data from the first round of the **Faith Communities Capacity Fund** shows that even if grants are awarded on a Single Group basis, the emphasis on integration and cohesion activities set out clearly in the criteria for the fund means that funded organisations are reaching beyond their own faith group. For example:

- 73% of the Christian large grant organisations worked with Muslim communities and 60.3% worked with Hindu communities
- 95% of Hindu small grant organisations worked with Christian communities, 53% worked with Muslim communities and 28.8% worked with Jewish communities
- 71% of Muslim small grant organisations work with Christian communities, 46.7% work with Hindus, 43% work with Sikh communities and 40% work with Jewish communities.

Annex E: Translations – efficiency and integration

Summary: In this annex, we set out our arguments for why Local Authorities and their partners should consider moving from a position of automatic translation of all documents into community languages, towards a more selective approach – driven by need, and set firmly in the context of communications strategies for all residents.

Context

- Our interim statement clearly set out the importance of speaking English with 60% of respondents in our MORI polling identifying language as the main ingredient of "being English" and we have been heartened that much of the feedback we have received since has strongly agreed with this principle.
- We appreciate that part of the response to this increased focus on the need to speak English will need to be support for ESOL and language classes, and we have outlined in detail our recommendations for this at Chapter five above.
 But we think there is a related practical issue around translations which is worth considering in more detail at this stage.
- In particular, there seems to be an issue with the apparently 'automatic' translation of materials into community languages, which although well-intentioned, goes against much of what we have set out in our report on the need for communities and organisations to be integrated and "outward facing".
- In this annex, we therefore set out in more detail the summary of our consultations on this issue in particular, alongside a set of principles which we recommend are adopted in the future.
- We have specifically focused on the translation of written materials, but we are aware that many Local Authorities and bodies make use of interpreters and interpretation services to assist non-English speaking people to access essential services. We therefore expect that some of the principles outlined below will

also be useful to Local Authorities when making decisions on when to provide interpreters.

What we have found

- Through our discussions with Local Authorities and their partners⁷², we have found that where Local Authorities have made a conscious decision to translate materials into community languages, it is typically for one of five proactive reasons:
- To ensure that non-English speaking residents are able to access essential services, e.g. the police, education services, and safety campaigns around fire etc.
- To enable people to access the democratic process, for example enabling people to register to vote or take part in local consultations
- To support local community groups or intermediaries working directly with new migrants or non-English speaking communities.
- To enable people to function effectively as citizens in society and be able to get along with others, by ensuring that they understand local rules and systems e.g. rubbish disposal or parking restrictions
- To ensure compliance with the Race Relations Amendment Act 2000 and ensure that no-one is disadvantaged in accessing services because of their inability to communicate verbally or non-verbally.

Peterborough City Council and **Peterborough Primary Care Trust** have an Interpreting and Translating Partnership, which is committed to ensuring that all users are communicated with effectively. They ensure that Interpretation and Translation services are used in all instances where it is not possible to establish effective communication and where not to do so would severely disadvantage the service user.

"Severely disadvantage" is described as being the following circumstances:

- Financial loss (e.g. housing benefit claim) and/or
- Health, no improvement or deterioration (e.g. misdiagnosis, unable to understand medical instructions) and/or
- Lead to legal disadvantage (e.g. Noise abatement notice unable to read legal duty to comply) and/or
- Cause severe distress to the service user (e.g. missing child, fire in home etc)

- However, alongside this proactive translation, we have found evidence of a high level of more reactive approaches – with entire corporate reports being automatically translated into community languages, for example, or campaigns targeting single audiences being translated into multiple languages.
- And although local solutions are being developed that are tailored to individual needs – a positive approach given the need for distinctiveness highlighted throughout our report – translation policies overall are being developed in isolation of each other, with no recourse to sharing good practice, and no recognition of other areas who may be experiencing similar challenges.

Our resulting principles for translation

- We recognise that language barriers can perpetuate inequalities. Taking health services as an example, if people don't know how to access services, they may not get the care they need. Even if they get to the right doctor, without good English they might not get the right diagnosis or understand it and may not take the treatments prescribed. There are clearly vulnerable groups who need particular support.
- But that does not mean automatic translation into community languages of the majority of public documents is the answer.

Translation and printing are both expensive. A huge number of languages are spoken in Britain, and no publicly funded organisation could afford to undertake the publication of translations without clear evidence of need.

If someone the CRE is helping needs information in a particular language in order to understand and exercise their rights fully, the CRE will take reasonable steps to accommodate that need. This would not necessarily mean providing publications in translation; it might mean providing interpreters, audio translations, or translations of individual documents relevant to a particular case. CRE Policy Statement

- We think that there are four contextual points that local agencies should therefore be encouraged to bear in mind when thinking about translating:
 - There is no legal reason for all materials to be translated. The Race Relations Act simply says that all parts of the community should have access to services, and although that might involve translation, it does not always have to. The Human Rights Act only requires translation if someone is arrested or charged with a criminal offence.
 - Translation can never be a substitute for learning English.

 Whatever the considerations when translated printing materials, the whole issue needs to be seen in the context of a wider drive to improve English skills in all communities. And that means a greater focus on ESOL and English language provision.

- Translation should be reduced except where it builds integration and cohesion. Opinion is divided as to whether translation is a barrier to integration, or whether it is a stepping stone to better language skills. Our position is that it depends on the community: where settled BME populations are still relying on community languages, then translations from English are likely to extend their reliance on their mother tongue; where new communities have arrived in a local area then clearly they need initial information in appropriate languages. Local Authorities will judge what is best but our working assumption is that heading for the translators should not be an automatic first step in all cases.
- Translation should be considered in the context of communications to all communities. Materials that are just in one language can be alienating to communities that don't speak that language. We have argued above that it is important to keep communications channels open between community groups living in the same area. Local partners should therefore consider ways to use translated materials to underline their even-handed approach to all communities.

The **Arun Cultural Ethnic Diversity Forum** used both translation and visual images to overcome language barriers through the use of multilingual newsletters. They also promote a two-way interactive learning process with new settlers – migrant workers are encouraged to learn English, and to help provide a more effective service to a changing population base, the neighbourhood policing team has the option of learning other languages (e.g. Polish) as part of Continued Professional Development. This helps officers communicate and build community trust.

- Within that context, we would suggest the following checklist of questions for local partners considering what and how to translate:
 - Is it essential that this material be translated? Have you considered your target audience for this document (young mothers, pensioners, employers, for example) and are those target audiences likely to include people for whom English is not their first language? Could this message be better delivered by engaging with community groups directly or through credible partners, or by using alternative media?
 - If so, does it need to be translated in full? Are you confident that people across all communities will have the literacy skills to understand this document? Should it first be simplified into a plain English version before translating? Would a short summary do? Or could it be translated on request rather than proactively?

- Are you using the right data to select the languages to translate this material into? Have you got an official list of languages spoken locally, and is it being updated as intelligence comes in about local changes? Does every community group on that language list need to know about the contents of this material?
- Have you considered the cost/benefit analysis for this translation? Will these materials be used in full, or is it likely that this form of communication will sit on the shelf? What would be the cost of not translating these materials – would there be an additional burden on public services?
- Have you explored whether other local agencies might already have these materials available in translated form? Have you networked with other authorities to share leaflets? Might the police or other partners already be translating similar things? Is there any national best practice?⁷³

The welcome material prepared by the **Boston Action Partnership** states that the best way to integrate into a new community is by speaking English. Information is therefore provided up front on where to find English language classes in community centres, often with crèche facilities.

Translation services are provided, but partners buy the services jointly from a translation network in a neighbouring county.

• Are there practical ways you can support people to learn English even while producing this translation? Can you use pictures? Is there an English summary at some point in the document? Could you include adverts for local English lessons? Or could the whole leaflet be bilingual or multilingual?

The Peterborough City Council Road Safety Team, in partnership with Cambridgeshire Police, are developing a pictorial approach to its road safety

messages. The BASICS campaign in particular used symbols that were easily understandable to get across key messages about road safety such as speeding, drink driving, and seat belts – with an overall aim of raising awareness and changing mindset so casualties could be reduced. In addition to using pictures, where the leaflets needed to draw out messages in languages other than English, they were multilingual – the English text was set against a number of other languages, all on one poster.



- Are there practical ways you can keep up with changes within the community? Have you got a welcome pack for new migrants that can be updated based on their experiences? Is it produced electronically, or in a format that is easy to update?
- Will this material be developed in a way that is accessible for all communities? Are you translating something that is about specific services to one community? Have you considered whether they will feel alienated from mainstream provision by having to have this? Have you considered whether other communities might feel disadvantaged by not having access to similar materials? Does this material fit well with your communications strategy to all residents, both settled and new?

We must ensure that language does not act as a barrier to access to services (or indeed wider community engagement). While translation has its place for the most vulnerable groups, we believe that there should be a clear preference (especially where resource considerations force choices) for the provision of English language training. Shared language should be at the heart of a common set of values for a community. ESOL Access for All needs to be resourced on a consistent and enduring basis. (LGA submission)

- We believe that these principles will go some way to addressing the automatic assumption in favour of translation that we believe runs counter to our wider arguments in this report.
- However, our brief consultation on this issue highlighted a gap in the support being offered to local areas on this issue, and a number of areas who would very much welcome further conversations. We would therefore recommend that Communities and Local Government takes responsibility for this issue, and includes these principles in future guidance. We would also suggest they consider how best to share good practice and existing leaflets, perhaps via an existing portal or website.

Endnotes

- With thanks to Barry Quirk in "Complexity and Cohesion": IDeA and Solace (December 2006)
- 2 The Cantle Report Community Cohesion: A Report of the Independent Review Team
- Public Attitudes towards Cohesion and Integration: MORI polling for the Commission (2006/2007)
- The Citizenship survey is a major household survey, conducted by Communities and Local Government, covering community issues. Almost 15,000 face-to-face interviews are carried out in each wave of the survey, including boost of 5,000 interviews with respondents from Black and Minority Ethnic groups. The 2007 wave of the survey is currently in the field
- Best Value Performance Indicators (BVPIs) are a statutory set of 90 indicators developed by Government Departments to measure the performance of local authorities, that is, all local authorities must measure themselves against BVPIs. The data is collected and audited annually by the Audit Commission
- 6 A8 refers to the eight countries which became EU member states in 2004
- 7 Forthcoming: Laurence & Heath (2007), Individual and community level drivers of cohesion: an analysis of the 2005 Citizenship Survey; Communities and Local Government
- 8 Evidence on Integration and Cohesion, DTZ report for the Commission (2007)
- For example, living in a rural community will make a person 3.2 % more positive about cohesion, while negative factors typically lower perceptions of cohesion by only 1 or 2% each
- i.e. only comparing one set of data with another, not adding other factors into the equation to see what else is having an impact and not implying any causality between them
- 11 The Citizenship Survey, Topic report: community cohesion (Communities and Local Government 2006)
- 12 One London Campaign. See http://www.london.gov.uk/onelondon/
- 13 Equalities Review: Fairness and Freedom, final report (2007)
- Abrams, D. and Houston, D.M. (2006), Equalities, Diversity and Prejudice in Britain: 2005 National Survey, London, Equalities Review
- 15 The Citizenship Survey, Topic report: community cohesion (Communities and Local Government 2006)
- Migrant's Live's Beyond the Workplace: The Experience of Central and East Europeans in the Workplace Joseph Rowntree Foundation (2007)
- 17 Britain Today Are We An Intolerant Nation? Ipsos MORI for Readers Digest (2000)
- 18 New Complexities of Cohesion in Brtain, S. Vertovec, think piece for Commission (2007)
- 19 Unpublished submission to the Commission from Dr Deborah Phillips
- 20 Unpublished submission to the Commission from Professor Maggie Wetherall
- 21 New Complexities of Cohesion in Brtain, S. Vertovec, think-piece for Commission (2007)

- A Shared Future: Policy and Strategic Framework for Good Relations in Northern Ireland, Office of the First and Deputy Prime Minister (March 2005)
- Public Attitudes towards Cohesion and Integration: MORI polling for the Commission, (2006/2007)
- Public Attitudes towards Cohesion and Integration: MORI polling for the Commission, (2006/2007)
- Public Attitudes towards Cohesion and Integration: MORI polling for the Commission, (2006/2007)
- As recommended in Stronger and Prosperous Communities: The Local Government White Paper, Communities and Local Government (2006)
- We support the recent Third Sector Review in its commitment to moving to longer term funding to these organisations, and would urge that this longer-term funding recognise the importance of inclusivity outlined in Annex C. We would also recommend that other funders consider this inclusivity, alongside a need where possible to commit funding for a period of years to have the most effect
- This should also be true of any wider guidance produced see para 8.36 Local Government White Paper
- The 'representativeness' of councillors Alice Brown, Amy Jones and Fiona Mackay, July 1999
- 30 Evidence on Integration and Cohesion, DTZ report for the Commission (2007)
- 31 Making Assets Work, The Quirk Review of Community Management and Public ownership of Assets (May 2007)
- Home Office Asylum Statistcs for 2005 (August 2006)
- 33 Submission to Commission by Sarah Spencer
- New Complexities of Cohesion in Britain, S. Vertovec, think piece for Commission (2007)
- On 28 March, the Home Office announced that they would be taking this forward through consulting on requiring English for spouses in the paper 'Securing the UK Border'.
- 36 English for Speakers of Other Languages (ESOL)
- 37 Cited in the work of John Paul Lederach
- 38 Consultation response from the Catholic Bishop's Conference of England and Wales.
- 39 At the "Faces in Da Crowd" youth conference held on behalf of the Commission, 54% of young people said they did not feel part of their community, and 78% felt that people in authority do not listen to them, for example
- 40 http://www.nya.org.uk/Templates/internal.asp?NodeID=90031
- 41 Moving on Up: Bangladeshi, Pakistani and Black Caribbean women and work, Early findings from the EOC's investigation in England. (2006)
- 42 www.eoc.org.uk/genderduty
- 43 Social Enterprise Action Plan: Scaling new heights, Cabinet Office (2006)
- 44 See www.faithworks.info/bestpracticeguide
- Firm Foundations: The Government's Framework for Community Capacity Building, Home Office (2004)
- 46 Community Development is about building active and sustainable communities based on social justice and mutual respect
- 47 As set out in the *Community Development Challenge*, Communities and Local Government, December 2006
- 48 Audit Commission, Neighbourhood crime and anti-social behaviour: Making places safer through improved community working, May 2006.
- 49 Public Attitudes towards Cohesion and Integration: MORI polling for the Commission, (2006/2007)
- 50 'What Works' in Community Cohesion, MORI, for the Commission (2007)
- 51 Seeking Scapegoats, The coverage of asylum in the UK press Roy Greenslade (2005)

- 52 Understanding attitudes to asylum in the UK, Miranda Lewis ippr (2005)
- Chatham House Rule: When a meeting, or part thereof, is held under the Chatham House Rule, participants are free to use the information received, but neither the identity nor the affiliation of the speaker(s), nor that of any other participant may be revealed.
- 54 Forthcoming Central Office of Information paper
- We recognise also the importance alongside schools of colleges of further education and institutions of higher education
- 56 Bowling Alone: The Collapse and Revival of American Community, R.Putnam (2000)
- New Complexities of Cohesion in Brtain, S. Vertovec, think piece for Commission (2007)
- 58 School Choice and Ethnic Segregation: Educational Decision-making among Black and Minority Ethnic parents, Runnymede Trust (June 2007)
- There are approximately 7,000 such schools within the 22,000 state schools in England
- Results forthcoming in July 2007
- 61 Social Interaction in Urban Public Spaces, Joseph Rowntree Foundation (April 2007)
- Belonging in Contemporary Britain A. Buonfino et al, The Young Foundation for the Commission (2007)
- 63 Social Interaction in Urban Public Spaces, Joseph Rowntree Foundation (April 2007)
- Belonging in Contemporary Britain A. Buonfino et al, The Young Foundation for the Commission (2007)
- 65 See http://www.biglotteryfund.org.uk/prog_reaching_communities
- The Power of Sport, The Institute of Community Cohesion (July 2006)
- 67 Evidence on Integration and Cohesion, DTZ report for the Commission (2007)
- http://www.scotland.gov.uk/Resource/Doc/159545/0043404.pdf
- 69 Diversity and Citizenship Curriculum Review, Sir Keith Ajegbo (January 2007)
- 70 The Cantle Report Community Cohesion: A Report of the Independent Review Team
- Public Attitudes towards Cohesion and Integration: MORI polling for the Commission (2006/2007)
- 72 For more details, see the COI publication (forthcoming)
- 73 See www.multikulti.org.uk for example

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