The End of Parallel Lives? The Report of the Community Cohesion Panel
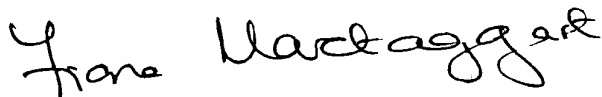
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Foreword

The community cohesion agenda has developed in response to disturbances in northern towns in 2001 and the recognition that cohesion is a national issue. Ted Cantle's original Independent Review Team was a major influence in the Government's response to key issues which those disturbances crystallised (*Building Cohesive Communities: a report of the Ministerial Group on Public Order and Community Cohesion*, December 2001). And the Community Cohesion Panel, through its practitioner groups, has played an important part in carrying the agenda forward.

Of course, the issues have not been cracked - barely a day goes by without some aspect of race and community relations moving into the spotlight. That is why I recently launched our consultation *Strength in Diversity: Towards a community cohesion and race equality strategy*. Recognising that much work has been done to develop the community cohesion agenda, and significant progress made in a number of areas, *Strength in Diversity* will map the way forward to consolidate and develop our community cohesion and race equality strategy.

This report demonstrates some of the work done, raises questions and makes suggestions –and, while Government will not accept all of them, we recognise this is a useful contribution to the next phase of the policy process. I would like to thank all members of the Community Cohesion Panel and its Practitioner groups, who have given freely of their time, over a considerable period, to produce some very thoughtful and useful good practice. Participation at all levels is key to healthy community cohesion; these are exemplars, practitioners of community cohesion across the range of service delivery. I am grateful for all their work and confident their contributions to building cohesion will not end.

There are no 'quick fixes' and community cohesion is a long-term commitment - a commitment which we should all be willing to make, if we wish to build successful and harmonious communities in which people feel that they belong and that their differences are respected.

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1. Introduction/Executive Summary

The Community Cohesion Panel, which is independent of Government, was set up in April 2002 to work with and advise Ministers on the development of Community Cohesion at national and local levels[1]. This is its final report.

The Panel shares the Government's commitment (as set out in its consultation document - *Strength in Diversity*[2]) to developing a successful multi-cultural society. There is no choice in our view – multi-culturalism is a fact of life. Even if we wanted to, we cannot turn the clock back, millions of people from minority backgrounds are now settled in Britain - and Britain is not only their home but also their country of origin.

And multi-culturalism is bound to grow. The world has become a smaller place, with the globalisation of business, a vast growth in travel and tourism which is now much more widely accessible, and communications that easily cross national boundaries, with the inevitable cultural interchange. But it is easy to overstate the present patterns of migration and Britain has only 8% of its population describing themselves as members of an ethnic minority (nothing like the 23% supposed by people in a recent MORI opinion poll - which tells us something about the presentation of this issue in the popular press). Migration will continue in all developed countries, but in overall terms, will not make a significant difference in terms of the proportions of different communities.

However, the breadth of diversity is now greater, with a wider range of ethnic and cultural backgrounds to be found in our towns and cities between 1991 and 2001. This has posed greater challenges, as well as offering new opportunities and richness. Three years ago it was noted that the challenge had not been responded to in some areas and that 'parallel lives' had developed. This meant that the ignorance about each other's communities had been turned into fear, and even demonisation. The result was intolerance, discrimination and, in extreme cases, violence. Our subsequent work has been founded on the principle of breaking down those barriers and fostering understanding and respect.

In summary, the report proposes that more should be done to 'manage settlement', to complement the Government's policy of 'managing migration'. Migration must not just be seen as an economic issue.   The social and psychological needs of communities must be managed with a new approach by both central and local government. Opposition to migration should not simply be condemned as 'racist'. Those living in more deprived areas often perceive themselves as being in competition with migrants for limited resources. Additional resources should be made available much earlier and the 'host' community should be more involved in responding to the needs of newcomers. The 'pace of change' should take account of the time needed to both adjust to newcomers and to settle them in.

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[1] Background and Terms of Reference of Community Cohesion Panel is annexed at the back of report
[2] *Strength in Diversity*, Home Office, 19 May 2004

There should be clear accountability in government for settlement and citizenship; and the leadership role at a local level should be taken by local authorities to bring all agencies together and to promote integration and tolerance. Local Authorities should create a sense of belonging and ensure that all communities share common values.

The benefits of inward migration should also be promoted, and migrants' contribution to entrepreneurial activity and to basic services such as the NHS needs to be better understood.

The Panel commends the many initiatives which have begun to break down the 'parallel lives' found in the reports which followed the disturbances in northern towns in 2001 - for example, with initiatives and schemes such as the PeaceMaker project in Oldham, the Swapping Cultures programme in Coventry and Warwickshire, the Leicester Community Cohesion Fund, the Inter-Faith Network in Leeds and the West London Community Cohesion Alliance. However, there is much more to do and progress has been uneven and patchy. Community Cohesion needs to be "mainstreamed" and much more closely linked to the racial equality agenda, which is still essential to tackle disadvantage. We need more integration, but we also want each community to feel proud of its heritage and traditions – in other words we need a type of multi-culturalism in which everyone supports the values and laws of the nation, whilst keeping hold of their cultural identity.

To achieve this everyone must have a real sense of belonging and they must share common values. As suggested in *Strength in Diversity*, we agree that much more needs to be done to make this a reality, though we applaud some of the recent efforts to develop citizenship at a national level and the actions of local authorities and their partners to create more unity locally. We now need to step up a gear and particularly to overcome some of the tensions created by wider international divisions. All citizens, whether by birth or naturalised, White or from a Black and minority ethnic (BME) group, whatever their faith, need to be able to see themselves as 'British', whether or not they add their cultural identity to the term.

Citizenship is not just an issue for newcomers. Some form of new ceremony or event should be used to mark every 18 year old's transition to democratic participation. The heritage of all communities – including the host community – should be celebrated.

The Government should audit progress on building cohesion and take action to fill in the gaps. It must also ensure every central Government department sees community cohesion as a Government priority and not 'just a Home Office issue'. The Office of National Statistics (ONS) should monitor the concentration and segregation of communities and use the information to inform policy.

A full summary of key recommendations follows. More detailed recommendations in respect of culture (leisure, arts & sports), education, employment, faith, health & social care, housing, policing & community safety,

political & community leadership, press & media, regeneration, voluntary organisations and youth are in section 3 (from page 23 below).

Finally, we should recognise that, despite the problems, Britain has achieved a great deal and its model of multi-culturalism is widely respected throughout the world and by the minority communities who have settled here. The British tradition of tolerance and respect for others is real and tangible, but in a rapidly changing world, there is no room for complacency and many problems remain to be resolved.

2.   Progress and Prospects

Our Principal Recommendations

The Panel has focused on the development of practical guidance for the past two years but has reflected on the opportunities and obstacles to the development of a successful strategy.   The Panel has also reflected on recent national and international developments and has identified the following key issues.

2.1.   Shared Values and Sense of Belonging

The Panel believes that the most important part of this agenda is the development of shared values to support a new sense of belonging for all groups in modern multi-cultural Britain. Although we acknowledge that this is not easy and that the Government has begun to take action much of our report is geared towards this end.

The Denham Report accepted, on behalf of the Government, that this was essential and should be based on an open debate:

"We take on board the need to generate a widespread and open debate about identity, shared values and common citizenship as part of the process of building cohesive communities" [3]

However, whilst this is still being considered and developed it has not yet made sufficient progress. We commend the approach in Scotland which has, at least, established the 'One Scotland – Many Cultures' campaign. We also commend the many initiatives by local authorities and their partners, such as the 'Oldham United' campaign developed by the private sector and the 'We all belong to Blackburn' campaign by the Local Strategic Partnership. These approaches do, at least, attempt to instil a sense of belonging and a wider appreciation of multi-culturalism. But these initiatives are clearly insufficient in themselves and do not specifically promote the values that need to be established.

Unfortunately, it is often only extreme right wing organisations, that talk openly about race – and their agenda is divisive and politically motivated. A concerted and co-ordinated national debate, supported at a local level, is in our view even more necessary than in 2001. That may be uncomfortable for both minority and majority communities and exposes the need for real change in attitudes and behaviour, but it is essential.

We therefore welcome the new consultation paper '*Strength in Diversity –* towards a community cohesion and race equality strategy', which poses many of the right questions. We hope that the response to this will encourage the Government to embark on a bolder strategy.

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[3] Building Cohesive Communities, Home Office 2001

Recommendation –

That the Government builds on '*Strength in Diversity'* and initiates an open and honest debate to build common values and a new sense of identity which can embrace all citizens. A national campaign, backed by local schemes, should be launched to create a real sense of belonging.

Case Study

The 'belonging to Blackburn with Darwen' Local Strategic Partnership (LSP) campaign aims to build more cohesive communities by strengthening citizenship and forging pride of place. The 'Belonging...' campaign uses ordinary – and some extraordinary – citizens to get its message across. A poster and outdoor media campaign under the heading: 'many lives...many faces...all belonging to Blackburn with Darwen', features local people saying why they are proud to belong to the borough and outlines some of their achievements. All these citizens have a stake in the borough and its future and all have signed up to a 'charter of belonging', which is clear and uncompromising in its rejection of racism, prejudice and intolerance. This formal charter was signed by the members of the LSP, and a shorter summary is being distributed across the borough so that the spirit of the charter is available to all.

2.2. Implementation Strategy

A great deal of progress has been made on the community cohesion agenda and many of the recommendations in the original reports have now been acted upon. We now believe that community cohesion, as a concept and as a programme of action, is here to stay and will be accepted as an essential and desirable complement to the racial equality strategy as set out in the Government's consultation document '*Strength in Diversity'*.

There is, however, an insufficient recognition that community cohesion affects all communities and is not just about urban areas nor does it only relate to Black and minority ethnic (BME) communities. Indeed, a recurring theme of this report is that White communities need to be much more engaged with this agenda and that their needs, both social and psychological, also need to be addressed. Suburban and rural communities, where BME communities tend to be much smaller, must also recognise the need to be much more engaged with this agenda.

We are therefore concerned that, not only does a lot more need to be done and with faster progress, but also that coverage needs to be more universal.

Much of the advice and guidance prepared by the Panel and its Practitioner Groups has not yet been sufficiently well promulgated and implementation has generally only just started. Even where it has been started, it is as yet, fairly patchy and it remains to be seen whether it can be applied on a consistent and

meaningful basis. The advice and guidance is all well and good but its value will be limited until it is highly visible, understood and used.

Recommendations –

The CCU should carry out an audit of the extent to which the advice and guidance is recognised and understood under each theme. This should be followed by a professional marketing campaign, filling the gaps with a much more extensive programme of seminars, publications, training, web-based communications, as appropriate; and budgets made available to support this.

Furthermore, this should be recognised as a long-term activity – there are no 'quick fixes' and community relations are dynamic. Advice and guidance will need to be constantly subject to review and development.

2.3. Citizenship

The debate about values and identity is clearly linked to the concept of citizenship. The Government is to be commended for its efforts to date, in the form of new citizenship ceremonies (as proposed by the Independent Advisory Group headed by Sir Bernard Crick) and the citizenship curriculum in education. However, these are somewhat limited and tentative and the Government needs to adopt a much bolder approach to instil a greater sense of pride in our multi-cultural nation and ensure that there is a better understanding of, and tolerance towards, all sections of the community.

Citizenship must be seen to embrace existing citizens as well as newcomers and we commend the arrangements in nations such as Canada and Australia, which celebrate citizenship in the entire community in many tangible ways. We agree with Sir Bernard Crick that this should be more than a bureaucratic process and should be a matter of pride and celebration.

We are concerned about the apparently limited impact of the compulsory citizenship education in schools to date and feel that this should be fundamentally reviewed so that it concentrates on real priorities, rather than attempt to deal with such a wide-ranging agenda. It should also be more focused on community activities and provide young people with the opportunity to engage with all sections of the wider community.

We also believe that citizenship ceremonies can be taken much further. We would like them to be seen as a two-way commitment with the local community pledging to support new citizens and with new citizens being clearer about their commitment to the community. Further, we feel that they could be extended, on a voluntary basis, to all citizens at the age of 18, the present voting age, as part of a 'rites of passage' to full citizenship and participation in the democratic process. Other formal processes could also be used, but the aim would be to provide an opportunity for young people to come to terms with both their rights and responsibilities as citizens and should not only apply to 'newcomers'.

There are also much greater opportunities to develop new ways of engaging younger people in their local communities, using various forms of volunteering. Environmental issues, such as bio-diversity, climate change and recycling, could, for example, provide an opportunity to develop the equivalent of the scout and guiding movement. Through such measures, a wider concern for social responsibility, across all communities, might be built.

The celebration of cultural heritage should also be reconsidered. Some commentators have suggested that British, (or English, Scottish and Welsh) identity should be celebrated, with specific reference to national days. We think that this is essential, not to reinforce separateness, but rather to create a respect for the traditions and heritage of all citizens. We would point to the success of the Notting Hill carnival which is enjoyed by all groups, not just the Caribbean community, and succeeds in promoting pride in the minority community as well as respect in the majority community. The development of national days could be a similar success, if approached on the same inclusive basis, promoting interest amongst all communities. Other cultural days could also be considered, as a means of not only maintaining traditions, but also promoting understanding and respect in other communities.

The promotion of events, such as carnivals and cultural exhibitions, have been focused on minority communities. This is understandable as those minority communities were struggling to establish their identity. In a multicultural society, however, no-one's heritage should be taken for granted and should be promoted without any sense of embarrassment or difficulty. The promotion of heritage should be on an inclusive basis inviting other cultures to develop their understanding of that heritage.

Recommendations –

Citizenship ceremonies, or other formal processes, should be extended to all 18 year olds (or any new voting age) and should develop reciprocal commitments.

Citizenship education should be fundamentally reviewed and made more focused, taking the opportunity to relate it to real life activities. This could include new approaches to volunteering and everyday activity in the community - not simply relate to the role of schools.

New national and local citizenship activities, perhaps on national days, should be encouraged and developed. 'Heritage days' for the entire community should be encouraged alongside the promotion of minority cultures. A clear accountability, within Government, for the development of citizenship and settlement (see below) must be established.

2.4. Migration

There has undoubtedly been great concern about migration recently, often fuelled by emotive and misleading stories in the press. Our section on the press and media suggests how better practice might be developed, see section 3.8

(page 42 below). Although we would wish to encourage, rather than stifle, informed debate, if the press are unable voluntarily to raise their standards we believe the need for further regulation should be reconsidered, at least in the sense of ensuring that those communities that are subjected to vilification have a right of reply, or other means of redress.

However, we do not believe that concerns about migration should be simply dismissed as 'racist'. Nor do we see them as resulting from 'ignorance about the facts'. It is of course true that racists try to use immigration and the fear of people who appear to be different, for their own ends. In comparison to many other European countries, Britain has been relatively successful in defeating such views.

We recognise that inward migration does create tensions and that these do not necessarily revolve around race. It is easier for the more affluent communities to be tolerant towards newcomers, as they do not perceive them to be a threat. Many immigrants will not, initially at least, be able to afford homes in the more affluent areas, will not be sending their children to schools in those areas and will not have the skills to compete for the higher level of jobs. Indeed, they will often be providing services to middle class families, keeping petrol stations open 24 hours a day, working in restaurants, and providing au pairs and cleaners.

By contrast, many disadvantaged communities will perceive that newcomers are in competition for scarce resources and public services, such as housing and school places. The pressure on resources in those areas is often intense and local services are often insufficient to meet the needs of the existing community, let alone newcomers. These fears cannot be disregarded.

We believe, therefore, that more must be done to ensure that existing communities receive additional investment and resources to allow them to accommodate the new demands. This has not always been the case to date and services such as housing and education have to be geared up to the levels required from the outset, rather than through regeneration and other programmes some time after the event - and after tensions have developed.

Further, there are other concerns about the speed at which newcomers can be accommodated. Housing, education, health and other services all take time to expand. But people also take time to adjust. The identity of the host community will be challenged and they need sufficient time to come to terms with and accommodate incoming groups, regardless of their ethnic origin. The 'pace of change' (for a variety of reasons) is simply too great in some areas at present.

We also believe that there should be greater recognition of the fact that we are reliant on newcomers to create prosperity and growth – and that this is the surest way of improving our community resources. For example, the National Health Service (NHS) has depended upon many migrant communities over the years and simply could not be sustained without them. The growth in diversity has already led to the re-modelling of many of our industries and professions and directly contributed to our existing growth. This has been conveniently

overlooked in the present debate, which has often been simplistic and preys on the natural fears and anxieties of communities.

Recommendations –

The Government's policy of 'managed migration' has to be supported by a policy of 'managed settlement'. This means a much more pro-active approach to developing timely community resources for newcomers in each case so that existing communities do not see their quality of life and future opportunities threatened; and by engaging with host communities, to work through their concerns. The economic needs of the country now have to be balanced by greater attention to the social and psychological needs of communities and take into account the pace of change at which these can be accommodated.

We believe there should be clear, stronger, Governmental accountability to deliver this (Settlement and Citizenship) independent of the existing equality bodies (and any new single equality body), with a clear remit to build citizenship and to integrate all communities in a multi-cultural framework. At a local level, however, local authorities will have a crucial role to play (see below).

2.5.   Concentration and Segregation

In the 1991 Census, Black and minority ethnic (BME) communities made up around 7% of the population in the UK: by 2001 the proportion increased to around 8%. This increase in size of the BME communities can be seen in most districts. However the proportion of the increase is greater in particular parts of the country than others. For example Leicester's BME population increased by around 37% while in Newham the BME population increased by around 70%.

Moreover, the 2001 census shows that half the entire BME population is in London, and 76% in London, the West Midlands and three other areas. Further, whilst every district has BME residents, and almost every district has seen an increase in BME residents between 1991 and 2001, there are still many parts of the country which are largely mono-cultural in terms of residents. Residential separation will reduce the opportunities for knowledge of, or contact with, different communities, unless it is counter-balanced by contact through other areas such as employment and leisure activities.

This is highlighted by a study by Bristol University and the London School of Economics (LSE) on the concentration of BME pupils within schools carried out by combining Annual Schools Census and the 2001 Census. This study suggests that the concentration of BME pupils in schools in some areas is greater than concentrations in neighbourhoods, even in London. We are also concerned that the number of mono-cultural schools (all White, or all BME groups) has not decreased and may have even grown a little and that some of our youngsters are growing up in such environments and failing to learn first-hand about other sections of the British community.

There is, however, relatively little mapping of these trends. Although data on distribution (which is a relatively simpler concept than segregation) is more readily available, data on segregation has proved harder to obtain and despite many requests by the Panel, the Home Office, other Government Departments and Agencies have been unable to furnish us with information which allows us to take a really informed view about patterns of segregation and integration. We can only rely on anecdotal and limited information. We believe it is impossible to develop responsible public policies without much better data on community dynamics.

Further, we recommend that a suite of policies be developed in response to segregated neighbourhoods to try to ensure that the choice of a mixed environment is seen as both desirable and attainable. This might include making schools appeal more to different sections of the community; that BME households apply for housing in white areas and that they feel safe and supported in that choice; that white households feel secure in their present area and resist 'white flight' to mono-cultural neighbourhoods; that new developments such as the 'Sustainable Communities' are genuinely attractive to all – and many more. We stress that this is about widening choices for all, through a mixture of structural and attitudinal measures.

Recommendations –

That the ONS be given a clear remit to monitor and compile information on a regular basis to map concentration and segregation and that these reports are used to inform policy.

The policies and practices identified elsewhere in this Report should be applied with greater vigour to break down segregated areas and be monitored on a regular basis. The Government's new responsibility which we propose, in respect of citizenship and settlement, should include this objective.

2.6. **Cross Government Strategy on Community Cohesion and Race Equality**

We welcome the Government's commitment to develop a more integrated approach to race equality and community cohesion. They can only develop successfully together, as they are mutually dependent. We cannot hope to eliminate racism and discrimination without tackling some of the underlying basic attitudes and values that lead to prejudice and intolerance in the first instance.

Similarly, we cannot hope to improve tolerance without firstly tackling some of the very basic divisions and inequalities that give rise to separation and disaffection among different communities.

There are, however, dangers in bringing the community cohesion and race equality agendas together. In the Panel's view, the merger of the Community Relations Councils and Racial Equality Boards under the 1976 Race Relations Act, resulted in the lack of any real focus on improving race relations and a

single-minded focus on race equality. This concern reinforces our view that the new Commission for Equality and Human Rights (CEHR) should not have a specific role to develop citizenship and settlement, although we note the helpful reference to citizenship and cohesion in the White Paper setting out the proposed role of the new CEHR.

Whilst the Home Office has been pursuing a cross departmental agenda, there is not yet the ownership within other departments and most have failed to integrate community cohesion and equality. Some new initiatives, such as 'patient choice' and 'building sustainable communities' failed to make any mention of community cohesion and seem to be unaware of the potential that their services have to create, or inhibit, more cohesive communities.

We have learnt that a Government policy, led by one Department does not always have the ownership of others and, indeed, may be resisted by them as it is seen as 'just a Home Office issue'. We believe that all Government Departments should produce – and publish action plans on community cohesion and would particularly welcome strong contributions from the Office of the Deputy Prime Minister (ODPM), Department of Culture, Media and Sport (DCMS) and Department for Education and Skills (DfES), where there is significant potential for cross-cultural contact to be developed.

We are also concerned that many initiatives are seen as short-term and often provided by voluntary sector agencies, rather than resulting from the mainstream activity of the principal departments.

There is also an opportunity to condition all funding against community cohesion objectives. Each funding stream should embody the need to demonstrate that cohesion is improved in some way, or at least is not undermined by the programme of activity envisaged. Some local authorities are already taking this action and, for example, Leicester City Council, a Beacon council for cohesion, have announced that all voluntary organisations will be required to demonstrate how the funding will improve cohesion. The Government should follow this lead.

Recommendations -

We therefore propose that all departments now produce a clear strategy, backed up by an Action Plan, in relation to their key activities, which promotes community cohesion and race equality. We believe that the Home Office Community Cohesion Unit should be able to draw upon clear Ministerial leadership across all departments, where any new initiative fails to give sufficient credence to this agenda in any new initiative. Public Service Agreements (PSA) targets for all Departments should include community cohesion.

All Government funding streams should be 'proofed' against community cohesion objectives.

The CEHR should not be responsible for the community cohesion programme as cohesion cannot be separated from the development of citizenship and settlement functions (see above). A clear Governmental Departmental accountability must be established, with local authorities taking the lead at the local level (see below).

2.7   **Role of Local Authorities**

Local Authorities have a statutory duty to 'promote good race relations', as a result of the Race Relations Amendment Act 2000. This should be seen as being the same as 'community cohesion' and they all need to recognise their responsibilities, not just those responsible for inner city and multi-cultural areas. Indeed, some areas need to ask why they are apparently so unattractive to BME communities.

We are conscious of the impact of any additional call upon local authority resources, but we feel that should be about doing things differently, rather than doing more. Further, all local authorities will want to work in partnership with other agencies and should attempt to build consensus across political and other lines. Community cohesion cannot be delivered effectively unless the local partnerships, such as the LSPs of which the Council are key members, are performing effectively. Further, the agencies that are members of those LSPs, such as Primary Care Trusts (PCTs), Police Authorities, the Employment Service, and Probation, must be prepared to develop their own individual plans.

Community cohesion features in the District Comprehensive Performance Assessment (CPA) methodology. Inspections are currently underway. The Community Cohesion Unit is working closely with ODPM and other Government Departments to ensure community cohesion is included in the upper tier CPA methodology in 2005. Community Cohesion Best Value Indicators have been developed and are available from the BVPI library. These can be used for baselining and measuring performance on cohesion in an area.

Two Councils, Bradford and Calderdale, have negotiated Local Public Sector Agreements for community cohesion. By meeting various targets over a three-year period they will stand to be rewarded financially. Local authorities are being invited to consider cohesion in round 2 of local PSAs. Blackburn and Darwen are currently negotiating a local PSA for community cohesion.

Local authorities should not await external inspection or indicators and should regard themselves as the champions of the community cohesion agenda. They should see the creation of a sense of belonging for all of their citizens as one of their primary duties and responsibilities.

Local authorities are ideally placed to lead the process of citizenship and settlement, referred to earlier, at a local level. They should position themselves, as the lead agency, without feeling they have to do everything themselves and be prepared to develop a strategy and involve all other statutory agencies as well as the voluntary sector. This will also mean that national agencies, particularly National Asylum Support Services (NASS), must also be prepared to work with

councils in different ways and be prepared to refer to their greater local knowledge and leadership role in delivering the outcomes in each case.

They should pay attention to the needs of the host community as well as newcomers and not only co-ordinate the provision of resources, but also address the social and psychological needs of the communities.

Recommendations –

Local Authorities should provide real community leadership and take a pro-active role in building community cohesion; developing the skills at both member and officer level. The CPA inspections should judge them accordingly. Success will, however, also depend upon the strength of local partnerships.

Local Authorities should take the lead, working with relevant partners, in developing citizenship and managing settlement. This should also be developed on a national basis as a key function of the Government (see earlier recommendation, section 2.4, from page 14 above).

Case Study

Strong leadership supporting communication in Stoke-on-Trent
The elected mayor in Stoke on Trent has taken a very close interest in the pathfinder and the programme is characterised by this strong relationship. He recognises that leadership is about "thinking and then communicating on direction" and encourages others to follow. He identifies consistency, giving facts as key to fulfilling this responsibility together with a willingness to confront issues that may not be natural vote winners. He has been actively involved in several projects that have been effective in changing perceptions. These include fronting a 'myth busting' campaign which involved producing a factual document setting out the facts about asylum seekers and tackling misleading and inaccurate information circulating within the city.

2.8   Faith Communities

The Panel is delighted that members of the Faith Practitioner Group, which it established, are now amongst the range of contacts which the new Faith Communities Unit (FCU) in the Home Office will draw on to inform their work.

Faith communities need to be much more involved in all aspects of social policy and, in particular, in helping communities to understand each other and to assist the statutory agencies to work across faith boundaries.

Inter-faith work should, be supported by the statutory agencies, particularly local authorities.

Recommendation –

Local Authorities should support the development of local or sub-regional inter-faith organisations and all statutory and voluntary agencies should ensure that they and other local agencies regularly engage with those networks.

2.9   Social Capital and Civil Renewal

'Social Capital' is a term used to describe the networks of voluntary association, whether through formal organisations or informal contacts, at a community level. These networks appear to have been in decline, with many aspects of volunteering and local action becoming increasingly under pressure. This, in turn, means that the opportunities to build community spirit within communities and on a cross-cultural basis become scarcer. This is an issue which has been debated in the US and there is some evidence that the lack of social capital is also an issue in the UK, perhaps to a lesser extent. Many of the policies of the Home Office's Communities Group, including the Active Communities Directorate and the Civil Renewal Unit, as well as the Community Cohesion Unit will help to build social capital. In any strategy, however, to maintain and re-build social capital, we believe that it is essential to take the opportunity to ensure that all activities embed cross-cultural contact (or 'bridging' capital) from the outset to ensure that understanding and tolerance is developed and that fear and ignorance is defeated.

We applaud the Government's attempts to address social capital and civil renewal to encourage a greater sense of civic responsibility and believe that the interaction of ethnic and faith communities should be required in all aspects of social policy and practice as a matter of course.

Recommendation –

The promotion of cross-cultural contact should be embedded in all public services and programmes.

3. The Role of and Outputs from the Panel Practitioner Groups

The Ministerial Group on Community Cohesion considered that there needed to be a more in-depth understanding and greater evidence base around some of the recommendations made in the Cantle report. It was decided that the best way of working would be to establish a number of Practitioner Groups, chaired by Panel members, which would address issues relating to specific policy areas such as education or housing. The membership of the Practitioner Groups was determined after discussion between the Community Cohesion Unit (CCU) and the relevant Chair, with the aim of ensuring a good spread of knowledge and experience on each Group. (In most cases the Practitioner Group also had representation from the Government department with lead policy responsibility.)

The Practitioner Group outputs are recommendations to Ministers.

The Practitioner Groups produced about 30 sets of proposals on a wide range of issues and contributed to many others. Around 200 practitioners were brought on to the 12 Practitioner Groups (membership attached as Annex C).

Practitioner Groups:
- Culture (Leisure, Arts & Sport)
- Education
- Employment
- Faith
- Health and Social Care
- Housing
- Police and Community Safety
- Political and Community Leadership
- Press and Media
- Regeneration
- Voluntary Organisations
- Youth

The main points from each Group are set out below, together with recommendations for further work.

3.1 Culture (leisure, arts & sports)

The Culture Practitioner Group drew together representatives from Department for Culture, Media & Sport, Arts Council, Sport England and Office of Deputy Prime Minister.

Background

Culture (Leisure, Arts & Sports) activities have tremendous potential to promote community cohesion. People take part through choice, and people from Black and minority ethnic (BME) communities are often more willing to engage than with other Government-funded activities. As a result, culture services can be a powerful tool to engage all sections of the community and break down barriers between them. The sector can also be used as a means of tackling crime and anti-social behaviour, and as an avenue to personal development through training, education and employment.

Young people are particularly important: the fastest growing age-group in BME communities, sport is vital for many; they are also particularly vulnerable, as the Positive Futures Programmes recognises.

Progress

The Group devised an action plan of six strategic recommendations taken forward under the lead of Department for Culture, Media & Sport (DCMS). DCMS has mainstreamed community cohesion into its spending initiatives, is involved in the co-ordination of programmes of youth activities and is providing clear, accessible information about sources of funding and support for community cohesive projects.

The Group worked closely with the CCU to commission work which has helped to develop understanding of the particular skills and competencies required by sports workers to help them contribute to the community cohesion agenda at the local level. Linked to the Professional Development Board co-ordinated by Skills Active UK (the sector skills council), a specific Community Development Sub-Group will take forward this work in the context of developing broader skills within the profession, which will support sport's contribution to the wider social agendas. A workshop in Oldham in March 2004 for practitioners across the full range of the culture sector was jointly organised by DCMS, Government Offices for the North West and Yorkshire and Humber, CCU and the regional arms of Arts Council for England, Sport England and the Museums, Libraries and Archives Council. The workshop resulted in a toolkit 'Engaging Communities through Sport and Culture'.

Outstanding Issues

Not all Government departments give equal weight to community cohesion priorities, and it is important to maintain the momentum which has been established since 2001.

Recommendation

Community cohesion principles should be mainstreamed across the sector, and, in particular, included as a condition of all programmes and funding; Department for Culture, Media & Sport should publish and maintain an action plan for this.

Specific examples include:

Department of Health, Home Office and Regional Development Agencies should review their strategies to invest in the sector's contribution to health, community safety and regeneration as a way of reaching and bringing people together;

Service Level Agreements of funding bodies (including Lottery distributors) should reflect the importance of community cohesion in their programmes;

Home Office and Department of Health should make more use of the culture sector, including by investing in community cohesion professional training, e.g., for probation, youth offending, public health, drugs/alcohol work; and

Longitudinal research into the building blocks for cohesive communities should be conducted to allow culture sector practitioners (especially smaller voluntary organisations) to prove their contributions' efficacy in improving community cohesion.

3.2 Education

The Education Practitioner Group was established in October 2002. Representation was drawn from a broad range of people with expertise within the education system. The Group had representatives from the DfES, OfSTED, CRE, Runnymede Trust, independent education advisers and educational academics.

The Group was tasked to examine, report on and recommend workable and cost-effective options to deliver improvements to policy areas where education has a direct impact on influencing community cohesion.

Background

The Ministerial Group on Community Cohesion asked the Practitioner Group to consider the issues of mono-cultural schools and English language for children and young people entering the education system.

In furthering the agenda, the Group also looked at the educational under-achievement of particular groups and produced a framework for Schools to promote community cohesion.

Progress

Mono-cultural Schools

The Group explored the factors which have led to an increase in mono-cultural schools, the effects of such schools on community cohesion and what action, the Government might take to address these issues.

Three case studies and mapping exercises set the context and highlighted the experiences of headteachers and LEA officials on the effects that mono-cultural schools might have on community cohesion.

Following case study findings, the Practitioner Group felt that non-directive approaches to encouraging interaction between pupils of different ethnic backgrounds would be much more effective than structural changes such as quotas or target setting.

DfES are taking forward recommendations arising from the Action Plan.

English as an Additional Language (EAL)

The Group examined the extent to which having low proficiency in the English language on entering the education system may act as a barrier to educational attainment and how, if at all, this might impact on community cohesion.

The Group found that socio-economic disadvantage is a key issue in educational attainment. EAL can have an impact on attainment and existing language provision is effective. Thus, while there is an initial achievement gap, there is a strong catching up effect and by the time pupils reach GCSE stage, pupils with EAL tend to outperform their English-speaking counterparts from similar socio-economic backgrounds.

Community Cohesion Education Standards for Schools

In taking forward this work, the Group considered a framework which could not only be used by schools to assess themselves in terms of promoting and mainstreaming community cohesion, but could also take into account race equality.

The Standards have been designed to help schools better consider the impact that their working practices and policies may have in addressing the values and needs, not just of their pupils, but of their local communities through teachers, governors, families and community partnerships.

A key aim of the Standards is to provide advice on how best to promote community cohesion within schools. The purpose of the standards is to provide schools with a framework for promoting community cohesion through tackling discrimination, promoting good race relations by breaking down barriers whilst also focusing on raising educational attainment levels.

The Standards are framed by four strategic aims and their related objectives:
- Closing the attainment and achievement gap
- Developing common values of citizenship based on dialogue, and mutual respect and acceptance of diversity

- Contribution to building good community relations and challenge all types of discrimination and inequality
- Removing the barriers to access, participation, progression, attainment and achievement

The Community Cohesion Standards for Schools Guidance is to be published in summer 2004.

Educational Underachievement

The Group found that a major issue for community cohesion arises from the continuing educational disadvantage faced by Black African-Caribbean and White working class pupils - boys in particular. The relatively poor attainment of Pakistani and Bangladeshi boys is also of concern.

The paper examines, from a community cohesion perspective, what factors, in particular, that contribute to underachievement and what measures are required to address this. The analysis and ideas in the paper will help inform the government-wide community cohesion and race equality strategy to assist in tackling the specific disadvantages experienced by different sections of the population. The paper also addresses what more should be done to embed race equality and cohesion in the delivery of education services.

Recommendations

The DfES should actively promulgate the Community Cohesion Standard developed by the Group and ensure that it is adopted by schools. In supporting this, consideration should also be given to the provision of training and development programmes for LEAs and schools. OfSTED should incorporate community cohesion as part of its inspection process, and encourage schools to take on the Standards and associated training. Such an approach would help schools and LEAs work toward achievable standards.

The DfES should routinely monitor the composition of school populations, provide an annual report on trends and develop techniques to encourage choices to be exercised in favour of mixed intake schools.

3.3   Employment

The Community Cohesion Employment Practitioner Group was established in May 2002. The Group included representatives from local and central government, race equality councils, and the Strategy Unit's Ethnic Minorities and Labour Market Team.

The Group looked at ways of improving employment rates for Black and minority ethnic (BME) and White groups in deprived communities and considered policies to improve employment rates.

A conference on community cohesion discussed the role of employers in building community cohesion, but with disappointing results. The Group had difficulty in defining proposals and in separating its role from the equality agenda, where the Strategy Unit report has led the debate.

The work of the Practitioner Group remains to be developed, as the focus had remained firmly on the equalities agenda. The Group believe, that, in the light of the recent Strategy Unit Report on Ethnic Minorities and the Labour Market, this should take precedence and breaking down the barriers to equal employment will help tackle some of the more fundamental structural disadvantage that is often the root cause of poverty and discrimination. The Home Office Race Equality Unit (REU) will be taking this forward through the Ethnic Minority Employment Task Force led by Department of Work and Pensions (DWP).

However, the Group also believe that the employment sector can and should be used as a further means of promoting community cohesion and positive race relations.

For some people the only contact that they have with people from other backgrounds is through their employment. Contact in the work environment often leads to the development of social networks outside of workplace and can build cross-cultural contact at many different levels. Both public and private sector organisations can often facilitate such social networks and ought to be more conscious of the contribution that they can make, particularly in highly segregated neighbourhoods and areas.

Unfortunately, many of the present employment patterns are very stereotypical and cross-cultural contact will therefore be very difficult.

Recommendations

The Group recommend that some specific research be commissioned to find ways in which employers can help breakdown stereotypical occupational patterns and to promote cross-cultural contact both inside and outside the workplace.

3.4   Faith

The Faith Practitioner Group (FPG) drew together representatives of the nine major faith traditions present in the United Kingdom, with two members of the Community Cohesion Panel, a Muslim and a Christian, as co-chairs. A number of meetings were held and speakers were invited to two open forums (colloquia) to discuss specific issues of concern. The forums tackled 'Education' and 'Faith in the Public Space'

Background

Britain is a multi-faith as well as multi-racial and multi-cultural society and for many people their faith is the most important part of their identity. Even though only about 7% of the population attend places of worship on a weekly basis, the vast majority of people identify with a religious tradition, according to the 2001 Census:

Religion in Britain	%
Christian	71.6
Muslim	2.7
Hindu	1.0
Sikh	0.6
Jewish	0.5
Buddhist	0.3
Other religions	0.3
No religious affiliation	15.5

The issue of faith has come to be seen by the Government as something that should be given greater attention. This emerging new interest springs from both an increased recognition of the role faith has in shaping local communities, and the fact that global dimension of faith has also become a major factor. In a world of mass migrations and instant communication, an issue of faith in one place may have rapid consequences in many. The war in Iraq and the conflict between different religious groups in Kashmir – all of which raised anxieties among, and potentially between, different communities here – are only the latest, most recent examples. There is no question that the international dimension has helped make community relations in Britain more fragile. Many faith communities, including both Jewish and Muslim communities, are currently experiencing fears and anxieties. Both these communities have reported increased victimisation through attacks and verbal abuse, desecration of graveyards and other unacceptable acts, often in reaction to world events. Both government and civil society at large need to be alert to this increased hatred directed at faiths. Any government that wishes to enable and sustain cohesive communities cannot afford to be ignorant about a force such as religious faith which has such power to motivate and mobilise people for good or ill. Nor can it afford to underestimate the need for good relationships between different faith groups in this country.

But while acknowledging this international dimension of faith, it is the contribution of faith communities towards community cohesion that is the focus of this report.

Progress

During the course of the Faith Practitioner Group meetings there were two developments in Government to which the Group were able to make a small contribution and believe will be of considerable significance for the future.

Faith Communities Unit

At an early stage, the Group came to the view that if the relationship between government and the faith communities was to be taken forward, a Unit should be created with the specific task of improving the Government's engagement. This happened in the autumn of 2003 with the creation of a Faith Communities Unit (FCU) in the Home Office. It is an important development. Had it not happened, it would have been a principal recommendation of the Group!

The Group, however, believe that in addition to the consultative groups relating to specific issues that already exist, there would be great benefit to FCU in having an on-going advisory group with whom soundings could be taken on a more informal, though informed, basis as issues arose. The Group believe the FPG could become the nucleus of such a group. Such a group would, over time, develop considerable capital in terms of helping government engage more sensitively and to good practical effect.

'Working Together'

At the same time there was a ministerial review of the patterns of engagement between the Government and the faith communities and this resulted in the publication of the report, 'Working Together: Co-operation between Government and Faith Communities' (Home Office FCU, February 2004). The Group have no doubt that this document will also be decisive in the future.

The contribution of faith

With the establishment of FCU, the main focus of the Group shifted to a consideration of the key issue: What contribution faith makes or could make to community cohesion and how it can be supported. The Group came to the conclusion that faith communities are important or potentially important for community cohesion for these reasons:

- They have in-depth knowledge and understanding of local neighbourhoods, their histories and the issues that are important to them
- They are at the centre of networks that cover wide areas, networks that reflect the moral commitment characterising faith activity and the informal and voluntary setting in which they operate
- They create social capital by binding people together in particular locations and developing local leadership and the capacity to organise
- They have traditions of reflecting on and propagating the values needed for healthy communities
- They encourage or require their members actively to promote the welfare of fellow citizens
- They involve individuals meeting together regularly to exchange ideas and information
- They are usually committed to localities for long periods of time: in many cases (notably in the Church of England, but within most faith groups) the priest, minister, imam, or rabbi, may well be the only professionally trained person to live in a socially deprived area
- They may already have their own internally resourced renewal projects

Inter-Faith Areas

But faith communities do not always know one another. There is often very little crossing of boundaries, apart from among faith group leaders. The Group came to believe that encouraging and developing inter-faith activity at all levels – national and local – has to be a principal goal over the next few years if we are to make our plural nation and communities more cohesive.

At two colloquia the Group considered two further areas: Faith Schools and Faith in the Public Arena.

Faith Schools

There is an argument for saying that schools that are distinctive of any one faith are more likely to perpetuate divisions rather than lead to more cohesiveness in society. The example of Northern Ireland is often cited in this regard. The Group do not accept that this need be the case. The Group believe that for some minority groups, for a while at least, the willingness of the wider community to fund schools that are distinctive of their faith helps them to feel valued and included. The Group do, however, believe that faith schools have a responsibility to teach tolerance and understanding of other faiths and welcome the way in which most faith schools do in fact seek to be as inclusive as possible while not ceasing to be distinctive.

Faith schools come in many shapes and varieties. According to the January 2003 Statistics for Education of Schools in England (DfES) there were 21,293 maintained schools in England, about 7,000 with a religious character:

Total Number of Maintained Schools by Religious Character	
No religious character	14,386
Church of England	4,690
Roman Catholic	2,073
Methodist	27
Other Christian	77
Jewish	33
Muslim	4
Sikh	2
Other	1

There are also a number of Academies (not maintained) and some sixth form colleges, as well as many independent schools which have a religious character. Since 2003 a number of new faith schools have been created and it is Government policy to encourage more, although the guidance makes it clear that this should be on an inclusive basis.

Faith schools seem to be valued because they have a coherent ethos, they understand the need for the formation of character as a vital part of education, and they value achievement, especially academic achievement. This is not to say that non-faith schools cannot stand for all of these things or that all faith schools succeed. Nevertheless, given that more schools with a faith character will be

created over the next few years the Group also believe they should be challenged to consider how they can contribute towards community cohesion. For instance: the Group believe that faith schools should look carefully at their admissions policies and whether they really are 'inclusive'; that they should consider ways in which they can engage with schools that either have no religious character or are of a different faith. We would also like to challenge all the faith communities to consider creating multi-faith schools. These would be schools where religion was valued and the faith and practices of particular faiths could be taught, without being distinctive of any one faith. This might be a next step for religious groups to consider, perhaps even a natural evolution of the faith school in a multi-faith society.

Faith in the public arena

A number of issues arose in the context of debates around this theme.

The Group first noted the particular contribution that faith communities can make to regeneration and renewal. Faith communities:
- have people living in, committed to and knowledgeable about particular neighbourhoods
- produce local leaders of communities not just faith-based organisations
- can mobilise and motivate people to action in their localities
- promote values and virtues that are necessary for cohesive communities – neighbourliness, care for the weak, civility and mutual respect, honest dealing, and so on
- have buildings and other material resources that can be made more generally available for the wider community

There will be tensions. Sometimes this may be fruitful. For example, faith communities are rooted in particular localities: they are committed to a place over a long period of time. They ask 'What difference will this make in the long run?' The Government is inevitably more remote and often wants results on a relatively short time scale. The Government generally asks, 'What measurable difference can we make over the next three years?' The perspective of the faith communities can provide a valuable corrective. They also bring their own insights and values, refined in very particular neighbourhoods. This may lead to clashes where the values or priorities of the Government differ. They also know that building trust depends on patiently building personal relationships between individuals and groups. The Government can fail to recognise the time and commitment required to get this stage right.

The Group believe it is essential that the Government increases the religious literacy of all who work in government, both policy makers and administrators. The work already begun by the Inner Cities Religious Council (ICRC) needs building on and taking forward, either by ICRC or FCU.

The Media

In many of the Group discussions it was not long before the role of the media was mentioned. Although there was a separate Media Practitioner Group (to which FPG contributed) the Group ought to note some of its own conclusions.

The Group were generally impressed by the degree of care that the broadcast media seems to take over faith matters. The Group commend many of their publications and handbooks. The Group were more disturbed by the quality of newspaper journalism. This was patchy – there were examples of good practice and examples of very unhelpful reporting that would do nothing for community cohesion. The Group believe FCU may have a role in encouraging better practice. We would commend such proposals as: placing trainee journalists with faith communities as part of their training; producing good news supplements or features highlighting the contribution faith communities make to their communities; establishing consultative groups in localities that bring together representatives of the faith groups and the local media.

Outstanding Issues

The Group opened up many issues, most of which the Group did not have time to pursue. They will, presumably, be taken on by either the CCU or the FCU. But one matter did concern us. The Group believes there is a serious issue about capacity building in government itself. The capacity of the Government to respond appropriately and sensitively on faith matters depends crucially on building up a team of people who have experience and knowledge. This suggests commitment over a number of years – which may not be compatible with how civil servants are deployed. Perhaps an advisory group could help. At any rate, we believe there is an issue here that should at least be considered.

Recommendations

Inter-faith activities should be developed and supported at both national and local level, with funding being made available.

Faith Communities Unit should consider how programmes of religious literacy can be developed across government along the lines of racial awareness training.

FCU should consider how it can help the local media improve their engagement with and reporting of faith communities.

An Advisory Panel should be established to assist FCU, using the existing Faith Practitioners' Group as a nucleus.

3.5   Health and Social Care

The Group brought together experts across the health and social care spectrum. The Group were tasked with investigating the linkage to community cohesion issues and to look at how local bodies could play their part in helping to create and promote community cohesion.

Background

Health and social care issues play a critical part in our daily lives yet these were not flagged up as major concerns in any of the reports into the disturbances. This is understandable since peoples' attention would have been on the visible causes of the unrest. However, health and social care issues, as invisible as they may be, are part-and-parcel of the deprivation and disadvantage package that exists in many inner city areas and neighbourhoods.

Unfortunately, this area remains extremely understudied in relation to community cohesion issues. Some do not see its relevance to creating and promoting community cohesion in local areas and neighbourhoods. Others seem to have shied away from studying its linkage to community deprivation and community cohesion.

The Community Cohesion Panel felt that as an understudied area, it was important to look at it in the context of community cohesion. The Health and Social Care Group was formed aware that its starting point was much further back than those of the other Groups.

Progress

The Health and Social Care Group, nevertheless, identified several key areas relating to issues that ultimately impact on the quality of service that people receive in poorer, disadvantaged and impoverished areas. Each area required an investigation of its own to do justice to it, to genuinely assess the extent of the problem and its impact on community cohesion issues. What screamed out most was how far the health and sector, in particular, was behind in progressing the community cohesion agenda. The health sector has an important role to play in promoting community cohesion and integrating and achieving race equality for everyone in service delivery and as a major employer.

The key areas identified as relevant to impacting on the quality of life of local people and, ultimately, community cohesion are:

- Patient /public involvement: the extent to which Black and minority ethnic (BME) and marginalised communities are engaged in this process

- Accessibility of services for BME, refugee and marginalised communities, particularly with regard to drugs services and mental health services

- Appropriateness of health and social care services for BME communities, particularly with regard to drugs and mental health. The recent investigation by Sir John Blofeld has brought this issue to the surface (see David Bennett Inquiry Report, 2004)

- The need to look beyond Eurocentric models of care and take a more sensitive approach which adopts faith, cultural, and other issues into models of care and builds this into staff training

- Lack of support for carers and failures to recognise and take account of their needs.

The Group also recognised that effective progress in these areas was hindered by lack of robust information: for example on:

- BME perspectives of health and social care services and facilities from:
  - employee perspectives, bearing in mind the disproportionate representation of BME employees in the workforce (with the exception of ancillary jobs) at senior levels
  - service-users' perspectives, in terms of availability, accessibility, and satisfaction

- Lack of comprehensive ethnic monitoring data in service delivery and recruitment at local and national levels.

There is a need for a coherent and consistent strategic approach to community cohesion and race equality across the health and social care sectors to provide the basis for developing effective local frameworks for quality delivery and monitoring.

Outstanding issues

Initial Secretariat support for the Health and Social Care Group was provided by the Home Office Community Cohesion Unit. However, by May 2003 the Group transferred to the Race Equality Unit (REU) as it was agreed that many of the issues identified were more relevant to their work on race equality in public services.

In the light of the time constraints and limited resources available the Group opted to focus on the areas highlighted above relating to community engagement, with a view to looking at the BME patient/public involvement. We agreed to focus on this one service area which had also been highlighted as being of particular relevance in the context of community cohesion: the provision of drugs services.

A scoping paper was put together to map out how this work would be taken forward, and how it would link in with both the community cohesion and the race equality agendas. Unfortunately, funding was not available to take forward this project and the Group came to an end in August 2003.

REU, is currently working with Department of Health (DOH) towards developing the role for the health and social care within the Government strategy on community cohesion and race equality. This includes research activity to explore the factors behind the key health inequalities, and it is envisaged that this will inform the strategy and delivery of work for health and social care bodies and their role in the community cohesion debate.

Recommendations

The Government's strategy on community cohesion and race equality should include a clear framework for achieving results in service delivery and employment in the health and social care sector.

Further work needs to be done to analyse the links between health inequalities and community cohesion, and identify how health and social care can most effectively contribute to the community cohesion agenda – both as part of their core activities as major service providers and employers within their localities, as well as existing frameworks and partnerships e.g. Local Strategic Partnerships.

REU and the DOH must work with CCU to identify geographical 'hotspots' that may be as 'at risk' of disturbance, and map the extent to which these correspond with the deprived areas targeted for investment and action in the Health Inequalities Programme for Action. This will also require a specific analysis of the impact of the programme on different communities and ethnic groups.

The Home Office and DOH must involve ODPM, DfES, CRE, and any other relevant statutory, voluntary and private sector bodies in developing the health, social care and community cohesion agenda.

3.6   Housing

The Housing Practitioner Group was established in June 2002. From the outset the Group recognised the wider impact of housing policy and development on other thematic areas such as education, health and policing. Housing developments have considerable impact on the sustainability of schools, demand for a range of public services, and the well-being of an area. Housing organisations (local authorities and housing associations) are key players within local neighbourhoods. The group identified early on the need to prioritise those aspects of housing strategy, policy, and procedure, seen to have greatest impact on cohesion.

Background

The Group recognise that ODPM are the key department with responsibility for housing and welcomes the recently published Home Office /ODPM Action plan in relation to Lettings and Housing Related Services. This plan addresses lettings as a key factor in addressing segregation between communities but also seeks to mainstream cohesion in wider Government policy on housing.

The Group also recognises that the major ODPM programmes such as neighbourhood management, and choice-based lettings, and the Sustainable Communities Plan will all have an impact on cohesion and are seeking to ensure cohesion is addressed in the criteria and evaluation for such schemes.

The Group established three key priorities in 2003:
- The housing needs of asylum seekers and refugees,
- The lettings process and its impact on segregation, and
- The contribution of the private sector to cohesion.

Progress

- **Action plan on Lettings and related housing services**

  The ODPM/Home Office Action Plan has been developed to prioritise those aspects of Government housing policy that can contribute to cohesive communities.

  In recognition of the complexity of the issue the plan takes a twin track approach. In order to promote cohesion in social housing, barriers to cohesion must be removed from housing policy and procedures, whilst simultaneously creating incentives for communities to live together in non-segregated patterns of settlement.

  The Action Plan harnesses learning from research and programmes already underway (such as the Community Cohesion Pathfinder Programme) with the aim of identifying practical and measurable ways to address cohesion in housing. The outputs from these workstreams will inform the development of a more strategic approach to housing and community cohesion.

- **Research**

  Research has been commissioned to establish the role and contribution the private sector can make to community cohesion within housing and regeneration. This research was proposed following a seminar on this issue in 2003 with public and private sector bodies, and will explore the role of the private sector as potential catalysts for local regeneration, confidence building in communities, and significant players in regional economic strategies. The research will be completed in autumn 2004.

Policy Briefings for the Housing Sector

In June 2003, the Chartered Institute of Housing (CIH) produced, on behalf of the Group, a Policy Briefing Note entitled 'Providing a Safe Haven – Housing Asylum Seekers and Refugees'. The key messages from this document were that housing agencies and their partners needed to be in a position, with assistance from the Government, to provide the correct form of accommodation and support.

The document highlighted the negative press treatment received by asylum seekers and refugees and the opportunity for housing agencies to assist by working with 'host communities' and communicating to their residents positive messages.

In September 2003, this was followed by the production of a policy briefing on lettings and segregation, entitled '*Offering Communities Real Choice – Lettings and Community Cohesion*'. This document promoted the concept of enhancing choice in lettings. It noted the need to break down barriers that discourage movement, have greater awareness of the housing needs and aspirations of all

communities and the importance of working with the private sector to open up wider access to housing for all communities.

Forward plans

The Group has identified on-going work to be developed by CCU with ODPM in relation to:

- Establishing outcomes for residents and ensuring more evidence of resident-led initiatives in for instance bridging communities and lettings policies, whether in existing estates or new developments.
- Establishing an effective read-across and consistency of outcome with the recommendations from the Regeneration Practitioner Group. In particular a rolling programme of knowledge on cohesion and regeneration could also extend to traditional housing management procedures.
- Working with ODPM to ensure lessons are learnt on how best cohesion can be achieved in HO/ODPM programmes, for example, Housing Market Renewal Fund, Neighbourhood Management and Community Cohesion Pathfinder programmes and specific initiatives such as Choice Based lettings programmes.
- Maintaining momentum on cohesion through effective dissemination of key messages to the sector.

Outstanding Issues

The research into the role of the private sector in housing remains to be followed up and may require legislation and practical action to give effect to improved cohesion.

Recommendations

The review of choice-based lettings must continue, ensuring ODPM evaluate these programmes to assess whether they are contributing to, or helping to prevent, neighbourhood segregation and of equal importance, the impact on school profiles.

The Sustainable Communities Plan should also be reviewed to ensure that ODPM and other government departments integrate community cohesion into their plans and ensure that developments do not proceed unless they embody community cohesion principles.

The Private Housing Sector – ODPM and CCU should follow up the research and produce a good practice guide, covering both the owner-occupies sector and the private rented sector. This should deal with access issues and fostering integrating of integrated communities.

3.7   Policing and Community Safety

The Policing and Community Safety Practitioner Group was established in May 2002 and drew together representatives from the police service, Association of

Chief Police Officers (ACPO), Police Authorities, regional offices and Runnymede Trust. The Group contributed to a range of work to ensure community cohesion is mainstreamed into the Police Reform Agenda, articulated in a concrete, pragmatic way to help police promote community cohesion in an operational capacity.

Background

It has long been established that policing has an important role in community cohesion. Good, effective policing supports community cohesion. Equally there have been several historical examples in the UK and beyond where poor, weak and/or perceived-to-be unfair policing has contributed to the breakdown of cohesion. Nevertheless precise definition of the police role has proved elusive.

Following the publication of the reports on community cohesion following the northern disturbances preliminary work took place to define the role of policing in community cohesion. This proved to be a complex task and it was agreed that future work on the definition would be informed by the National Centre for Policing Excellence (NCPE).

Progress

The first annual National Policing Plan made clear that the promotion of community cohesion should be central to the work of the police. NCPE was established in April 2004 to develop and spread good practice. An important part of their work is to deliver practical advice and guidance to the police service and its partners in relation to community cohesion and they are currently co-ordinating a project with eight forces to develop forces in this area.

In line with the Cantle recommendations the practical advice which will flow from the good practice project, will include:

- a working definition of community cohesion, which maintains integrity with the Home Office vision while focusing, informing and supporting an effective policing doctrine.
- the development of a community cohesion doctrine at a strategic, tactical and operation level
- the role of policing in, and benefits of co-ordination with, regeneration initiatives, including the opportunities for effective partnerships at all levels, in particular, integration aims and priorities of Local Strategic Partnerships (LSPs) and Crime and Disorder Reduction Partnerships (CDRPs)
- guidance on the integration of mapping tension, criminality and offender densities with the National Intelligence Model to inform appropriate levels of police responses and effort and to prioritise targets
- guidance on the integration of community cohesion into the Police Performance Assessment Framework
- identification, on a geographic basis, of significant or disproportionate criminality, fear, and disorder in order to prevent or pre-empt community fragmentation or breakdown.

During the lifetime of the Group the police service has faced several challenges which had potential to raise tensions and reduce cohesion in UK communities, in particular, the Iraq war. Despite the strong feelings raised, events passed with relatively little overt tension or disorder. The Group believe that this was due in no small part to the sensitive, proactive style of policing and the systems adapted to monitor and respond to the tensions. It was hoped that there might be some formal evaluation of 'what worked' – unfortunately this has not happened. Nevertheless the Group believes that there are strong indications that police and community safety practitioners have developed considerable capability in recent years. The ACPO National Community Tension Team (NCTT), have from April, been receiving police community tension assessments from forces, and disseminating this information. The NCTT are also developing their capacity to provide advice to forces about policing practice.

Her Majesty's Inspectorate of Constabulary (HMIC) and the Home Office Police Standards Unit (PSU) are working together to identify and promote good practice and through this to raise standards and improve operational performance. HMIC inspects every force and Basic Command Unit (BCU), reporting publicly on the achievement of targets and compliance of acknowledged good practice. The Group has influenced force-level inspections to ensure key questions on community cohesion are included. A Working Group was set up to assist in developing the outcomes forces are expected to deliver.

Alongside this, guidance on the management of inter-ethnic conflict was produced which provides BCU Commanders with a list of tactical options that should be considered in the event of conflict arising between community members. The NCPE are working with ACPO to build on the current guidance and also to pull together good practice in relation to community cohesion which will be disseminated to police forces across the country.

Outstanding Issues

Although there is a ministerial commitment to developing measures of community cohesion in the Police Performance Assessment Framework (PPAF), progress has been slow.

The 1st National Policing Plan made clear that the promotion of community cohesion should be central to police work, however the commitment has failed to follow through in the 2nd Plan.

The work on community cohesion has been somewhat fragmented and overlaps confusingly with other workstreams in the Home Office and beyond.

It is clear that the degrees of understanding and expertise in Community Cohesion varies widely from BCU to BCU and between police services.

It is also clear that people working in other key agencies have only a sketchy understanding of the police role.

Recommendations

The role of the police service and community safety in relation to community cohesion needs to be consistently reinforced and refined by Ministers, the Government and police service.

Work on community cohesion needs to be aligned effectively with other programmes such as reassurance policing, neighbourhood renewal, policing priority areas etc.

Communities need to be involved in developing policy, practice and performance measurement at national, force, BCU and neighbourhood levels.

3.8 Political and Community Leadership

Background

The Political and Community Leadership Practitioner Group of the Community Cohesion Panel was set up as an independent advisory group to the Home Office. Its members were drawn from a range of organisations including the Improvement and Development Agency (IDeA), Local Government Association (LGA) and the Standards Board. Its first meeting took place in November 2002.

Progress

The Group made recommendations to:

- encourage positive and effective leadership on community cohesion issues;
- build the capacity of local political and community leaders to understand and provide leadership on community cohesion issues in their areas; and
- engage under-represented and disaffected groups in the mainstream political and democratic process.

The majority of the recommendations were directed at ODPM.

All the recommendations, which have been accepted by the Home Office and ODPM, have been progressed. The Home Office has with ODPM developed an action plan for implementation of the non-political recommendations. Recommendations targeted at political parties are being taken forward at a political level.

We applaud the development of cross party protocols by some local authorities and the work done by the LGA to develop and promulgate guidance on community cohesion. We also applaud the work of councils in prioritising community cohesion, developing a clear vision for their areas and leading the development of good practice.

Outstanding Issues

It was agreed that the recommendations targeted at the political parties would need to be taken by them. CCU will continue to work with Local Government Information Unit (LGIU), LGA, IDeA, CRE and others on initiatives to improve the standard of community leadership to help promote cohesion.

Recommendations

The Audit Commission should draw attention in the Comprehensive Performance Assessment (CPA) to any failure by Local Authorities (LAs) /Local Strategic Partnerships (LSPs) to develop community cohesion strategies within their Community Plans and make recommendations accordingly.

Training and development requirements should be identified by each LA and LSP and arrangements made to cater for those needs.

The LGA are to be commended for the positive role that they have played to date and urged to continue providing guidance and support on an ongoing basis.

The political parties, at a local and national, need to demonstrate that they are taking community cohesion seriously and are urged to review their present arrangements. All local authorities are also urged to develop clear cross-party protocols supporting cohesion principles.

3.8   **Press and Media**

The Community Cohesion Panel established the Press and Media Practitioner Group in May 2003. It includes representatives from the regional and national press, broadcasting companies, media regulators and local authorities

The Group has been working to identify those mechanisms most likely to promote cohesion and remove barriers and momentum has been excellent, as issues have been quickly assessed and analysed. The Group has identified cross-cutting approaches in consultation with primarily the Faith Practitioner Group, which has maximised consistency in terms of quality and substance.

The Group, having agreed required outputs, have sought Ministerial agreement to their direction. Research evidence to date indicates that local press is particularly influential in respect of public perceptions.

Background

The Group take the view as evidenced in the Cantle report, that the media can play positive and negative roles in influencing perceptions. A number of outputs have been delivered that complement the work of the Group:

- A Media and PR toolkit was produced in 2003 by Neighbourhood Renewal Unit for Local Strategic Partnerships (LSPs) and other regeneration schemes. The Media Trust and members of the Group, produced a specific chapter on community cohesion to provide local authorities with an understanding of how to deal with the press and media specifically around cohesion issues.

- The toolkit can be found on the community cohesion website www.communitycohesion.gov.uk

- **Research**

  Government Office North West commissioned the Media Trust to carry out research and project work focusing on issues concerning media coverage of the disturbances in North West urban areas during the summer of 2001, with particular reference to media representation of the faith communities. A report has been produced on the findings.

- Production of a video focusing on the Community Cohesion Pathfinder programme.

  This video was showcased at the first National Pathfinder Conference, "Sharing the Route to Cohesive Communities," in November 2003, and featured various examples of work underway at a local level aimed at encouraging cohesion. The video has been a useful communications tool in visually disseminating the key messages surrounding cohesion and the successful approaches that are coming out of the Pathfinder Programme.

Progress

The Group has debated how best to promote community cohesion in both the press and broadcasting industries, at national, regional and local level, recognising the key role they play in addressing cohesion.

Regulation

The Group considered the role of government in legislation and regulation of the press and media, and how best it can be directed to address community cohesion more effectively. The majority of members take the view that further regulation would be unwelcome, and that the industries will be most effectively influenced through the business arguments for cohesion, which emphasise that their best interests would be served by promoting cohesion. The Group recognised that freedom of the press cannot be curtailed but that the freedom of minority communities must not, in turn be undermined. (The Panel, as a whole, has also supported the emphasis on self-regulation but feels that this should be kept under review an that the industry needs to be able to provide re-assurance that all sections of the press and media are acting responsibly in this area – see `Principal Recommendations').

The establishment of the new regulatory body OFCOM in January 2004 potentially offers a further opportunity to promote cohesion in its forthcoming regulatory guidance. This long-term objective is a work in progress.

Industry Awareness

The Group has strong concerns in relation to the portrayal of refugees and asylum seekers by press and media. CCU is liaising with the Home Office Refugee Integration Unit, responsible for drafting proposals to address this issue. Media Trust members of the Group are producing guidance in September 2004 for the industry on community cohesion. It will address the importance of reaching all sections of the community, and reducing the polarisation of attitudes to religious, ethnic and national identity, as evidenced by Islamophobia. Examples of damaging press reporting alongside evidence of more responsible approaches in the press and media industries will be included in the document, which will promote a viable business argument for cohesion and race equality.

Community Cohesion and Communication Strategies

The Group also produced a module for the IDeA Connecting with Communities toolkit in June 2004 that advises local authorities and their partners on the production of effective communication strategies, which promote community cohesion. This specialist publication addresses the importance of building relationships with the press and media in order to ensure reporting, at times of heightened tensions, are proportionate and responsible. Existing examples of good practice illustrating partnership approaches have been cited to indicate evidence of the success of this approach.

Training and Employment

The Group considers that the issue of ensuring access to training and employment in the media should be accessible to all sections of the community. The Group propose that further longer-term work be undertaken with DfES and other Government Departments to deliver these outcomes as the media industries are reporting difficulties in recruiting from minority ethnic communities. This is especially important as it has been noted that some local press and media have failed to understand the communities they serve and often have few, if any, representatives of the ethnic minorities on their staff, particularly amongst their journalist and editorial team.

Outstanding Issues

Recommendations

For press and broadcasting:

The media industry must promote the business argument as well as the ethical argument for representing all communities fairly and accurately in its guidance. It should note the economic and social reality of division in communities and the role played by press and broadcasting in influencing

perceptions. Print and broadcasting bodies should adopt the Guidance on use of terminology in relation to faith, race and cohesion to be produced by Media Trust, and endorsed by Society of Editors. This handbook for print and broadcasting journalists will be published in the autumn as an independent document.

Targeted training and employment schemes in the media should be developed to increase take up by minority communities The lack of diversity within the press and broadcasting acts as a disincentive to young people from BME communities. This action needs to be supported by DfES. The Society of Editors has undertaken research on good practice in recruitment in print and broadcasting that promotes diversity.

Print and broadcasting companies should consider establishing faith specialists or a cultural diversity specialist in each newspaper or broadcasting company at local level, and monitor the impact on communities.

Recommendations for Central Government:

A time-limited working group, led by HO or DCMS should be established to scope the following proposals:

To develop an on-line advice and information service for print press that would provide them with facts, information and access to specialist guidance, on faith, race and community cohesion, similar to that in place for broadcasting.

To work with Editors' Code Committee, through Society of Editors to strengthen the voluntary Code of Practice and/or supporting guidance to address faith, race and cohesion with particular reference to safeguarding groups as well as individuals.

DCMS, the Press Complaints Commission and the media industry itself should take measures to ensure that self-regulation of the print media in particular is effective in ensuring accurate reporting in relation to faith, race and community cohesion. Greater attention to the way in which groups are treated in the press in particular will build public confidence in the media.

The Home Office's Active Communities Directorate need to address in grant-giving criteria and the importance of effective marketing and communication strategies in any programmes operating at community level.

Recommendations for Local Government:

A regional programme of events between key stakeholders on community cohesion and race and the media should be established in areas experiencing tensions, in order to facilitate a more tolerant climate in the public towards all communities. Better dialogue and partnership needs to be created

between the media, local authorities and the community and voluntary sector. Media representatives should meet with statutory and voluntary sector representatives to develop media strategies. The outcome will be that Islamophobia or discrimination towards particular groups is avoided and media strategies actively promote better faith and religious literacy. Local authorities will host the events and press and broadcasting will be invited to attend, supported by Society of Editors.

LGA should promote with local authorities, through their training and information programme, the critical role of communication strategies in addressing community cohesion in the delivery of services. The community cohesion module launched on the IDeA website in June 2004 provides advice and examples of good practice.

Recommendations for Voluntary and Community Organisations:

The voluntary and community sector need to co-ordinate greater take up of training in press and media by organisations such as Media Trust. They must pro-actively promote positive stories in press and broadcasting, ensuring they do so in a way that meets the expectations of journalists, and involves building a relationship between the voluntary and community sector and press and broadcasting at local level.

3.10. Regeneration

The Regeneration Practitioners Group was established in June 2003. The Group was co-chaired by Ted Cantle and Dick Atkinson and drew membership from ODPM, Local Authorities and regeneration partnerships.

Background

Regeneration is perhaps one of the most important issues tackled by the Practitioner Groups. All of the reports into the disturbances in the summer of 2001 made reference to the problematical nature of Area-Based Initiatives (ABIs) in relation to community cohesion. The Cantle report noted the important role regeneration programmes play in improving the life chances of communities not able to access sufficient mainstream funding or services. But, it also noted that competition for resources between areas may result in resentment and frustration among some communities because of perceptions of favoured treatment.

Progress

The Group has produced guidance in the form of **Community Cohesion Advice for those designing, developing and delivering Area Based Initiatives (ABIs)**. This document provides advice on how best to address cohesion within both new and existing ABIs, to ensure that relationships between recipient communities and their neighbours are not damaged. The document notes that:

- Full and meaningful involvement of neighbouring communities in the development of ABIs is needed to ensure that tensions arising between disadvantaged areas receiving differential funding are addressed. The concept of **need** has to be addressed so that it is not limited to one community based on arbitrary ward or other boundaries and is flexible enough to tackle a range of needs and encompass pockets of disadvantage.

- Use of a good **communications/marketing strategy** to explain the objectives and the rationale for funding decisions will have the effect of positively influencing local perceptions

- Meaningful **consultation** and communication with recipient communities needs to take place, which leads to local ownership of renewal activity by communities. This will help to build sustainability and community cohesion at a local level. Consultation and engagement with communities takes time – it is recommended that a "year zero" should be built into the planning process to allow adequate time for this.

- Flexibility in the application of **scheme boundaries**, and careful consideration of the best means of providing benefits to both direct and indirect participants will lead to more cohesive communities.

- Care should be taken to avoid **funding rules** and mechanisms becoming a barrier to interaction between communities. Geographic boundaries tied to the funding rules can play a part in creating barriers to cohesion.

- **Thematic or city-wide approaches** can offer the opportunity for greater contact between communities to maximise cross-cultural contact. They should be considered as a means of breaking down barriers between communities, as well as a means of removing perceptions of favoured treatment for any one area. They can also be a more efficient means of using resources to regenerate areas.

- **Twinning** areas for advice, support, and learning on cohesion, offers an opportunity to share good practice at local, regional and national level in addition to formalising the process of community capacity building.

- Developing an approach to **governance** that enables boards, senior officials, and elected members, at local level to take a lead on the importance of community cohesion and communicate the benefits to all.

And in consideration of all of the above – that communities are not expected to compete with each other for funding; that collaboration between communities is maximised and all opportunities for cross-cultural contact are also maximised both in relation to the delivery of the scheme and the regenerated facilities and ongoing service provision.

Outstanding Issues

We are disappointed that some Government Departments and agencies have failed to sufficiently promulgate these recommendations and build them into their approval and monitoring mechanisms. Some departments and agencies have, as yet, failed to grasp their importance and are not yet fully conversant with them.

The Group is now focusing on the subject of 'Transformational Regeneration' and how community cohesion can be built into 'transformed' areas with new populations moving in to areas and how these principles are built into new developments, such as the plans for 'Sustainable Communities'.

Recommendations

Community cohesion must be embedded in all regeneration and renewal programmes. This should include new large-scale schemes, such as the housing market renewal programmes and should be explicit in the funding criteria, design development, implementation programme and monitoring arrangements. Cohesion must be planned from the outset if new and regenerated areas are to be available and attractive to the most diverse range of community interests.

The skills mix must be addressed to ensure all professionals (including the technical specialists) involved understand the impact of transformational regeneration on cohesion and their potential to contribute to cohesion in their individual sectors. The Task Group set up in response to the Egan Report should address this.

A framework for community cohesion impact assessments should be developed for local authorities, regional bodies and the wider regeneration. The brief for new and regenerated areas should be specific with measurable objectives and which enables evidence to be produced of positive outcomes.

Opportunities must be provided for all resident and community groups to understand cohesion not only in terms of tolerance and respect but in recognising, identifying and addressing tensions in fragmented communities. Similarly, they are well placed to positively promote cross-cultural contact and communication.

New delivery vehicles are needed to include private, public and voluntary sector partners that capitalise on the expertise of all stakeholders.

3.11   Voluntary Organisations

The Community Cohesion Panel established the Practitioner Group for Voluntary Organisations in October 2002. It included representatives from major voluntary organisations with an interest in cohesion.

Background

The Group was set the task of producing a paper for Ministers that addressed the subject of Single Group Funding (SGF) and its effects on community cohesion.

The Group considered evidence from the Cantle Report that Single Group Funding could have an adverse effect on cohesion in communities.

SGF and its implications for cohesion is a complex and controversial issue and took up most of the Group's time. The philosophical and practical issues it raised were very important. The Group believed that SGF could easily become a means of undermining community cohesion (as it appears to have done in Northern Ireland).

Progress

Research

The Group commissioned research to find out the extent of SGF in England and Wales. The amount of Government funding that fell into this category was small, approximately 4%. Extensive grants are also made by charitable funders who fund single groups and the Group also addressed the implications of this funding.

Considerations

SGF will always be valuable for funding otherwise segregated/isolated communities, minority groups and those who have recently arrived in the UK and its use in this regard could usefully be increased.

However, there is some evidence funders continue to fund these projects for longer than necessary and that this can perpetuate segregation and isolation. SGF should be redirected to encourage cohesion in communities in the long term, while still enabling and encouraging new and isolated groups to build capacity prior to taking their place in the wider community.

An exception to this general rule may be funding for the cultural and linguistic heritage of ethnic and culturally distinct groups, rather than those aimed at service provision and advocacy. We recognise, however, that many minority Groups believe that the present grant regimes, both from the Government and charitable sectors, discriminate against Black and minority ethnic projects by ignoring their particular needs and SGF enables them to fill undesirable gaps in mainstream provision. In response to this the Group believe that grant giving regimes should be much more transparent in their operations, especially in the charitable sector, where more could be done to involve trustees and committee members from the ethnic minorities directly in the process of grant giving.

The Group also believe that the continuation of separate funding, simply to fill gaps in mainstream provision makes it far less likely that mainstream provision will change and diversity be catered for as a matter of course. Just as important,

the provision of services on a cross-cultural basis will ensure much greater contact between communities, help break down the barriers and remove the suspicion of preferential treatment.

SGF should not normally be used to provide premises for single group use. As a number of distinct minorities grows (for example over 300 languages are now spoken in London schools) the demand for buildings for their exclusive use seems certain to grow and it would not only, become unmanageable but would also militate against community cohesion. As communities become more established they will have access to resources of their own and may choose to acquire a property for their exclusive use. This has been the pattern in the past but we hope that the more cohesive society becomes the less need there will be for such separate provision.

Recommendations

Guidance for Government Departments should ensure that public sector funders, including Non-Departmental Public Bodies, examine all requests for Single Group Funding with a view to encouraging the applicants to look outwards, to have contact and share with other communities. Where an application for SGF is successful, it should be made plain that any renewal of funding will normally depend on progress towards community cohesive activities in contact with other groups. Single Group Funding will only continue to exist for groups who are in the transitionary period and for applications which meet the appropriate criteria.

Support Networks

The Group also considered this issue and recommended;

- **that more resources should be provided and carefully spent to improve VCS infrastructure and cohesion should be included as part of any planned review (to this end the Group took part in the Infrastructure Review Consultation Exercise designed by the Home Office Active Communities Directorate in 2003);**
- **staff training for central and local government funders should include regard to the impact of funding decisions on cohesion**
- **the grant application process should be simplified and standardised as far as possible (the major charitable trusts are already working on this)**
- **the dissemination of grant-making best practice and**
- **fuller information in communicating grants decisions to communities.**

The Group also addressed the question of the 'Compact on relations between Government and the Voluntary and Community sector in England' and its success in terms of compliance.

It recommended that the Compact should be developed to include cohesion issues.

Voluntary and Community Sector Infrastructure Review

In response to this consultation, the Group declared that the prosperity, effectiveness and capacity of the voluntary sector is an important influence on community cohesion. In particular:

-       Where newly arrived communities, have difficulties in accessing services, voluntary organisations and community groups can help them address these difficulties.
-       the voluntary sector can be an effective avenue for members of disadvantaged communities, including BME communities, to rise to prominence both in their own areas and nationally:

The most important elements needed to strengthen the infrastructure for the sector are:

- **human resources, long term funded, kept for as long as possible in one area and responsible for assisting local voluntary and community organisations in areas**
- **a standardised grant application form for central and local government use**
- **transparency in the appointment of trustees to Charitable Trusts, with particular emphasis on attracting trustees from outside a 'charmed circle of the great and good';**
- **compliance with 'Compact' recommendations regarding time scales for grant applications and responses to consultations;**
- **contract allocation that encourages joint working to supply services in communities;**
- **allocation of small grants to enable local communities to provide services that have a local perspective, encouraging cohesion; and**
- **an increase in volunteering which will enhance the public services are particularly well placed to set an example.**

3.12   Youth

The Youth Practitioner Group brought together representatives from Children & Young People's Unit, DfES, National Youth Agency, Community Development Foundation and practitioners from smaller statutory and voluntary groups who provide services to young people

Background

Young people were at the forefront of the Bradford, Burnley & Oldham disturbances. Opinions at the time clearly highlighted:

- Facilities for young people, including the statutory youth service were in a parlous state; young people had limited access to youth provision.

- Young people felt there was no way in which they could influence decision-making; they had neither skills nor opportunities to engage meaningfully in decision-making processes within their communities.
- Young people wanted to 'integrate' their lives with those from other communities far more than any other age group; what was lacking was the opportunity to do so.

Many of the young people felt that nothing would change. Their apathy was a development of past failed promises by those who were meant to provide services for young people.

The Group identified the following objectives:

- Develop community cohesion criteria identifying the competences necessary for the development of youth work that is community cohesive.
- Develop a good practice guide to community cohesion in action.
- Support development of training for practitioners in community cohesion, at two levels. First, to support new students training to become youth and community workers. Secondly, to support existing professionals in understanding issues of community cohesion and young people and putting them into practice.
- Support and encourage voluntary sector youth organisations to develop their community cohesion practice.
- Support and encourage statutory youth service providers to incorporate community cohesion into their practice.

Progress

- Community cohesion criteria commissioned, drawn down from a range of National Occupation Standards. Consultation with practitioners across the country confirmed that the competences identified were appropriate.
- The NYA has produced a good practice guide 'Justice, equality, our world' (May 2004), highlighting current youth work practice that is promoting and developing community cohesion work.
- Community Cohesion Unit is approaching Paulo (sector skills council) with a view to incorporating community cohesion into youth & community work training.
- PeaceMaker has developed a 1-day training programme for professionals working with young people to support them in understanding community cohesion issues and influencing practice. This is available for national delivery
- DfES has included community cohesion in their self-assessment document for voluntary & community organisations.
- OfSTED are currently consulting on their inspection framework for local authority youth services. CCU have begun discussions to explore the inclusion of community cohesion within this framework.
- The Children & Young People's Unit produced the Colour Blind Resource Pack to support young people in exploring what it means to be British. This pack has now been delivered to youth organisations across the country.

Outstanding Issues

- The NYA has already produced a self-assessment guide 'Hear by Right'. Need to encourage NYA to clearly incorporate community cohesion into this document.

Recommendations

Over the last 2 years a wide range of support mechanisms and examples of good practice have been developed in developing and promoting community cohesion amongst groups of young people and the organisations that support young people. We now recommend the following.

The National Occupational Standards identified now be used to support Paulo (the sector skills council) in developing specific community cohesion elements in training for all youth & community workers.

Appropriate training (for example, PeaceMaker) for youth organisations should support existing youth & community workers in developing their understanding of community cohesion and young people issues.

DfES and OfSTED ensure that community cohesion is incorporated into their funding criteria and inspection framework.

That all young people have the opportunity to take up the 'Colour Blind' training through PSHE education.

The Youth Parliament (or similar youth empowerment & participation scheme) be developed by all Local Authorities to support young people at a local level in being involved in and influencing decision making. The UK Youth parliament has grown very quickly since it was first established four years ago. The vast majority of local authorities have now embraced it and at its annual Assembly in July 2004 some 350 MYPs were eligible to attend. The Government has now approved its budget contribution for 3 years and if it attracts more funding it will undoubtedly expand. One effect of its success has been a very rapid expansion of local authority representative bodies of young people from youth forums to shadow youth local councils. Some 20% of its members come from ethnic minorities. Its composition and philosophy make it a potentially valuable ally in the attempt to involve more young people in policy making and consultation.

That all authorities ensure that youth activities are provided on an integrated basis on a cross-cultural basis.

Community Cohesion Panel

Background

The Community Cohesion Panel was created in April 2002 to fulfil a commitment in the Denham Report to appoint people independent of the Government to work with and advise Ministers and officials in the development of community cohesion at a national and local level. The Ministerial Group on Community Cohesion endorsed the following terms of reference for the Community Cohesion Panel:

- To provide guidance and support to local authorities, voluntary and statutory agencies in developing their strategies for improving community cohesion; and
- To advise and assist the Ministerial Group on Community Cohesion in formulating policies and practical action which foster community cohesion.

Drawing on the Cantle and Denham Reports, the following factors have characterised the Panel's role and remit:

- An independence from Government, enabling it to provide an impartial view of community cohesion.
- An understanding of how community cohesion principles impact on local communities.
- An ability to feedback learning and best practice at local level in the different policy sectors to the Government.
- An ability to pro-actively assist in the promotion and development of community cohesion at a local level.
- An ability to engage with Government Ministers and officials constructively to challenge Government policy where it may inadvertently be contributing to segregation or working against community cohesion.

In practice, its main focus has been to prepare guidance on the key themes of the original reports into the disturbances in 2001. It helped to produce the joint Guidance on Community Cohesion (for Local Authorities and partners), published in 2002 by the LGA with the Home Office, CRE, and ODPM and Inter Faith Network and to revise the Guidance in 2004, but has concentrated on removing barriers to change - whether perceived or real - and ensuring that the different agencies involved are provided with 'how to do it' guides, given incentives and that Community Cohesion is incorporated in the appropriate regulatory and planning frameworks.

Methodology and Panel Members

The Community Cohesion Panel was set up to involve people with relevant skills and experience outside Government, to work with the Ministerial Group on policy issues and help deliver the community cohesion agenda.

The Panel was constituted in April 2002 with a different membership from the original Review Team led by Ted Cantle, but with some overlapping members.

The Panel was chaired by Ted Cantle, and the full list of Panel members is in Annex B.

Most of the proposed outputs will have been completed by the end of June 2004, with the focus shifting to the dissemination of guidance in the latter part of 2004.

Practitioner Groups were formed to draw in people working 'on the ground' and to use their experience and expertise to ensure that the eventual guidance was not written 'top down' and that it was practical and action-orientated. Around 200 practitioners, from central and local government, the voluntary and statutory sectors were involved in the 12 Groups and a full list of members is shown in Annex C.

Definition of Community Cohesion

The Panel adopted the broad working definition (developed through a working partnership with the Home Office, ODPM, LGA and CRE) and supports the view that a cohesive community is one where:

- There is a common vision and sense of belonging for all communities
- The diversity of people's different backgrounds and circumstances is 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.

The Panel hopes that the statutory duty to 'promote good race relations' which principally falls upon the CRE and local authorities will be effectively discharged through the community cohesion agenda and will be regarded, as to all intents purposes, as synonymous.

Community Cohesion Panel Membership

Ted Cantle CBE (Chair) is an associate Director of the Improvement and Development Agency (IDeA) for Local Government. Until March 2001, he was Chief Executive of Nottingham City Council and has previously worked for Leicester City Council, Wakefield MDC and Manchester City Council. Ted Chaired the Independent Review Team on Community Cohesion in 2001.

Darra Singh OBE joined Luton Borough Council as Chief Executive in May 2001. Prior to that, he was Regional Director (North) for the Audit Commission Best Value Inspectorate Service. His career also includes periods as Chief Executive of two London-based housing associations, a policy role in a housing unit for London Boroughs and work in the voluntary sector. Darra served on the Independent Review Team on Community Cohesion.

Lorna Beckford was a member of staff at British Telecom for 20 years. She rose through the ranks by training and consulting on ethnic minority race relations issues within the corporation. Through expertise in this area, Lorna was seconded to a number of organisations including Race for Opportunity (a division of Business in the Community). She was the founder of BT's Ethnic Minority Network. Lorna left BT in January 2001 Currently Lorna is Chair of the Thames Valley Probation Board – a Home Secretary appointee.

Commander Cressida Dick has responsibility for Organised and Cross Border Crimes in the Metropolitan Police's Specialist Crime Directorate. Her remit includes responsibility for Operation Trident (gun crime which affects London's Black communities). Until August 2003 Cressida was Head of the Diversity Directorate at New Scotland Yard. This gave her pan-London responsibility for the implementation of recommendations from the Stephen Lawrence Inquiry. She joined the Metropolitan Police Service in 1983 as a probationary constable in Soho. She worked subsequently in South West and South East London, spending four years as patrol Inspector in Peckham. Her policing interests include public order, diversity, ethics, community policing and partnership working.

Raja Miah MBE works as youth officer for the Children's Society pioneering work across different communities in Oldham. He runs *PeaceMaker*, an anti-racist youth development project, and is one of the founders of a cross community mentoring project which encourages mentoring relationships between young Asian men and young White men in Oldham. He is a qualified youth worker who has worked in a range of youth and community settings in Oldham and Leeds.

Dick Atkinson established the St Paul's Community Project in Balsall Heath in 1970, and also acted as senior adviser to Birmingham LEA. Since the early 1990s he has been particularly involved with issues surrounding urban renewal and the reform of local government, and in 1992 set up the Balsall Heath Forum to lead regeneration of the area through resident participation. Dick is an external member of the SEU Policy Action Team on Neighbourhood Management, and is a member of the Urban Sounding Board advising the Government on community involvement and urban renewal.

Rev Dr Alan Billings is the Director of the Centre for Ethics and Religion in the Department of Religious Studies at Lancaster University (The Department has specialists in all the major world faiths). He is also currently the vicar of St George in Kendal, and was previously parish priest in an inner city (Sheffield). Alan was a member of the Archbishop's Commission on Urban Priority Areas following the 1983 riots, producing the report 'Faith in the City'. He was also head of Social Studies in an 11-18 years Comprehensive School.

Rumman Ahmed is a community relations advisor with the Royal Borough of Kensington & Chelsea. Rumman is heavily involved in a range of Muslim and other mainstream organisations nationally, and was a member of the Home Secretary's Race Relations Forum. His focus is very much on "what works", and he is well respected within the Muslim community. Rumman is the author of 4 books and has written articles in various journals.

Kimiyo Rickett is Head of Cultural and Leisure Services at Stafford Borough Council. She is member of the Sport England Lottery Panel and the Equity Sub Group of the Council. She has also served on the Racial Equality Advisory Group. Kimiyo has worked in local government recreation posts in Waltham Forest, Lewisham and Glasgow and, in 1996, joined Slough Borough Council as Head of Leisure Policy before taking up her current position in 1999. Kimiyo was involved in the PAT 10 consultation and chaired a feedback workshop at the PAT 10 Implementation Conference.

Bob Abberley is Assistant General Secretary for Unison, Great Britain's largest Public Service Trade Union. Mr Abberley spent most of his Union career working in the health field and is a member of the NHS Modernisation Board. He currently has overall responsibility for Unison's equality work with a particular focus in the implementation of the recommendations contained in the Macpherson report into the death of Stephen Lawrence, together with the amendments to the Race Relations Act. Bob served on the Independent Review Team on Community Cohesion.

Baroness Uddin (Panel member from 2002-2003) has been a senior social services officer and a local government advisor. She is a Labour peer and former Deputy Leader of the London Borough of Tower Hamlets. For the past four years she has chaired the project People into Management Network, a mentoring scheme providing placement opportunities with leading public figures for ethnic minority women graduates. Baroness Uddin has served on the European Select Committee in the Lords and currently is a member of the Lord Chancellor's Inter-Governmental Working Group on Domestic Violence. Baroness Uddin served on the Independent Review Team on Community Cohesion.

Andrew Rowe retired in June 2001 after 18 years as a Conservative MP. His interest in community organisation began in 1965 in Scotland. As Director of Community Affairs for the Conservative Party (1975-79), he worked to improve the mutual understanding of the party and ethnic minorities. He served on the Committee which examined the education of ethnic minority children. He has spent much of the last three years helping to establish the UK Youth Parliament of which he is a patron. Andrew served on the Independent Review Team on Community Cohesion.

Dr Haseena Lockhat is a Home Secretary appointee on the National Probation Service (West Mercia Board). She works as a Child Clinical Psychologist at the North Warwickshire NHS Trust and is involved at local levels on issues affecting community and race relations in Britain. More particularly, around minority ethnic women's issues, social and community cohesion.

Keith Ajegbo has worked in inner London schools since 1973 and has been Headmaster at Deptford Green School for 16 years. The school is multicultural, multilingual and is in one of the most deprived areas of London. Under his leadership the school is pioneering a 'citizenship' context to the specialist school approach to school improvement for DfES. He is a very successful headmaster and has engaged in a great deal of community work within the Lewisham area. He has received an OBE for his work in education.

Practitioner Group Membership

Culture (Leisure, Arts & Sports)

Kimiyo Rickett (Chair)	Stafford Borough Council
Malcolm Tungatt	Sport England
Steve Halsall	Salford City Council
Nikki Crane	Arts Council of England
Sarah Keel	Jubilee Arts
Rakesh Chandar Nair	Sporting Equals
Josephine Burton	YaD Arts
Ed Deedigan	Kandu Arts for Sustainable Development
Ajay Sharma	Sport England
Miranda McKearney	Reading Agency
Simon Butler	Tower Hamlets & Hackney Sports Partnership
Amy Ward	DCMS
Tony Williamson	DCMS
Phil Clapp	DCMS
Inderjit Deha	DfES
Rod Douglas	Slough BC Sports Development
Sam Keighley	Bradford SAZ Manager
Neil Watson	Positive Futures
Bruce Cruse	England & Wales Cricket Board
Ron Odunaiya	Birmingham City Council
Lara Dose	National Network for Arts & Health
Jane Ashworth	ODPM
Rachel Roberts	ACU

Education

Keith Ajegbo (Chair)	Head, Deptford Green School
Steve White	Independent
Nicola Michelyn	Runnymede Trust
David Gilborn	University of London, Institute of Education
Sid Slater	DfES
Alison Venner-Jones	DfES
Linden Phillips	Office for Standards in Education
Sonja Hall	CRE
Gavin Tonkin	Kirklees Borough Council
Andrea Ingham	Learning & Skills Council, West Yorkshire
Rashida Sharif	Independent Education Advisor
Simon Warren	Educationalist (Birmingham University)

Employment

Lorna Beckford (Chair)	Destiny's Time
Judy Clements	Independent
Hazel Alexander	North West London NHS Trust
Bernard Auguste	BT
Maureen Rock	Diversity in Action
Daljit Kaur	Sheffield City Council

Roger McKenzie	TUC
Khan Juna	Reading CRE
Michelynn Lafleche	Runnymede Trust
Ian Barr	CRE

Faith

Rev Dr Alan Billings (Co-Chair)	Lancaster University
Rumman Ahmed (Co-Chair)	RB Kensington & Chelsea
Barnabas Leith	Bahai Community of the UK
Paul Seto	The Buddhist Society
Guy Wilkinson	Church of England General Synod
David Jackson	Roman Catholic Diocese of Leeds
Richard Zipfel	Catholic Bishops Conference of England & Wales
Jaysukh Mehta	Institute of Jainology
Dina Gold	The Board of Deputies of Jews
Ibrahim Mogra	Muslim Council of Britain
Mohammed Abdul Aziz	Forum Against Islamophobia and Racism
Indarjit Singh	Network of Sikh Organisations, UK
Bimal Krishna Das	National Council of Hindu Temples, UK
Nainesh Desai	National Council of Hindu Temples
Harmandar Singh	Sikhs in England
Joe Pearce	BUILD
Andrew Rowe	Vol. Orgs. Practitioner Group
Brian Pearce	Inter Faith Network
Vijayanti Chauhan	

Health and Social Care

Haseena Lockhat (Chair)	North Warwickshire NHS Trust
Liz Kendall	IPPR
Selina Ullah	Bradford District Care Trust
Andrew Cozens	Leicester City Council
Sharon Holder	GMB Union
Brian Colemam	CRE
Barry Mussenden	DOH
Julie Clouder	Home Office

Housing

Darra Singh (Chair)	Luton Borough Council
Berwyn Kinsey	Housing Corporation
Pat Hobbs	Leicester City Council
Professor Richard Tomlins	De Montfort University
Parmjit Uppal	TPAS
Atul Patel	ASRA GLHA
Ged Lucas	Stockport MBC
Mark Lupton	Chatered Institute of Housing
David Ridgway	Home Office, IND
Leona Patterson	ODPM
Jheni Williams	FBHO
Hugh Broadbent	First Choice Homes

Policing and Community Safety

Commander Cressida Dick	Metropolitan Police (Chair)
Kate Flannery	HMIC

Judith Jones	Police Leadership & Powers Unit (HO)
Simon Leach	Police Standards Unit (HO)
Catherine Webster	Action Against Crime & Disorder Unit (HO)
David Baines	BCU Commander, Oldham
Fred Hunte	National Black Police Association
Mohammed Mahroof	Association of Muslim Police
Robin Bhairam	MPS, Diversity Directorate
Mick Homden	National Operations Faculty
Mick Hoare	Centrex
Ruwan Uduwerage-Perera	NCPE
Nick Keane	NCPE
Paul Gibson	Leicestershire Constabulary
Jean Moore	Association of Police Authorities
Bob Jones	West Midlands Police Authority
Maqsood Ahmad	National Probation Directorate
David Hey	Government Office Yorkshire & Humber
Margaret Geary	Government Office West Midlands
Chris Eade	Government Office West Midlands
Sarah Isal	Runnymede Trust
Patrick Wing	Balsall Heath Forum
Roger Fisher	Crime & Disorder Partnership

Political and Community Leadership

Baroness Uddin (Chair)	House of Lords
Maxine Tomlinson	IDeA
Nargis Khan	Hackney Council
Peter Smith	LGA
Cllr Ian Bottrill	Leader, Warwickshire Council
Rumman Ahmed	RB Kensington & Chelsea
Paul Skidmore	DEMOS
Paul Sheehan	Calderdale Metropolitan Coucil
Usha Choli	CRE
Cllr Shan Wilkinson	Wrexham Borough Council
Simon Woolley	Operation Black Vote
Finola Kelly	CRE
Colm O'Cienneide	UCL
Bob Pullen	ODPM
Bob Hoyle	Ex Cllr - Oxford
Cllr Clare Whelan	Southwark Council
Anne Rehill	Standards Board
Stafford Scott	Bernie Grant Trust

Press and Media

Bob Abberley (Chair)	Unison
Nick Carter	Editor, Leicester Mercury
Richard Vize,	Local Government Chronicle
Kevin Johnson	Head of Regional Affairs, Carlton TV
Amar Singh	Editor, Eastern Eye
Isaac Hamza	Editor, Asian Times
Sharon Wilkinson	GONW
Dina Gold	Journalist
Gerry Crookes	Head of Communications, Burnley City Council
David Ward	Guardian

David Newell	Director, Newspaper Society
Chris Carter	Editor, Ilford Recorder
Anne Lloyd Williams	GONW
Bob Satchwell	Director, Society of Editors
Emma Degg	Northwest Development Agency
Gillian Enlund	Local Government Association
Usha Choli	CRE
Jean Chandler	Refugee Council

Regeneration

Ted Cantle (Chair)	IDeA
Dick Atkinson (Chair)	Balsall Heath Forum
Ian Lindsay	Kent Thameside Strategic Implementation Team
Steve Gregory	Sandwell MBC
Andy Snowden	Middlesbrough Council
Nathalie Hadjifotiou	LB Southwark
Adeeba Malik	Yorkshire Forward
Nadim Qureshi	Regen 2000
Reshum Aujla	One City Partnership, Nottingham
Alison Ghani	eb4u Neighbourhood Management
Barrie Schofield	Royds C A
Farid Noor	Working Actively to Challenge Hillfields Ltd
Collette Thoms	Huyton Community Partnership Ltd
Saif Ahmad	Faith Regen UK Ltd
Betty Weallans	Regeneration Exchange
Jennifer Lynn	Independent
Peter Lambert	BITC
David Taylor	David Taylor Partnership
Clive Dutton	Gallagher Estates
John Walker	BURA
Naseem Akhtar	Balsall Heath Forum

Voluntary Organisations

Andrew Rowe (Chair)	Retired
Sajid Hashmi	NACVS
John Howell	NNWA
Elisabeth Hoodless CBE	CSV
Tim Mason	Prince's Trust
Valerie Coleman	Citizens Advice
David Emerson	Association of Charitable Foundations
Alan Billings	Church of England

Youth

Raja Miah (Chair)	PeaceMaker
Richard Steer	Community Development Foundation
Vic Jones	Children's Fund
Chris Traill	The National Youth Agency
Steph Gill	Oldham Play Action Group
Yaswant Patel	Higher Excellence Foundation