



Cohesion Delivery Framework

Overview

January 2009



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Our national understanding of community cohesion

A local understanding of community cohesion

Deciding on a local set of actions

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Foreword

Everyone deserves to live in a strong community, where people get along with each other, where no-one feels excluded, and where everyone has the chance to play a full part in local life.

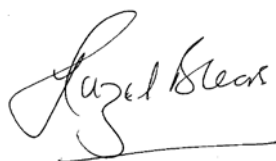
In Britain, we have learnt to celebrate the talents and contribution to our society of people from different backgrounds, races and faiths. We are becoming more comfortable in our differences and confident in our shared values. The latest data from the Citizenship Survey shows that 82 per cent of people feel that individuals from different backgrounds get on well in their area.

But our continued progress should not be taken for granted, today patterns of migration are changing greatly, with other demographic and social shifts affecting the way we live, work, and relate to each other.

This document is the starting point for anyone interested in what cohesion is and why it matters. It draws on the work of the independent Commission on Integration and Cohesion, who spent nine months examining how people around the country are getting involved to help make their communities better places to live. It explains the practical things that local authorities and their partners in the public, private and voluntary sectors can do to build places where everyone shares a sense of belonging. And it signposts the support and advice available from central government.

This document is not the last word on integration and cohesion. We believe there is still much for us to learn. We welcome your comments and reactions as we all continue to learn about how best to bring people together.

Nor do we want this document to be the basis for theoretical and abstract discussion. Its value lies in getting more people from different backgrounds working side by side, learning about each other, taking practical steps to make their neighbourhood a better place to live. I hope it will inspire many more people to get involved.

A handwritten signature in black ink, reading "Hazel Blears". The signature is written in a cursive style with a long horizontal line underneath.

Hazel Blears

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Executive summary

This overview document is about national and local governments' commitment to build cohesion under Public Service Agreement 21 (cohesive, empowered and active communities).

It sets out eight key principles on cohesion:

- Cohesion is relevant to all parts of the country
- Building cohesion has wider benefits to individuals, groups and communities
- Solutions are local and one size does not fit all
- Cohesion is about all parts of the community, not just race and faith issues
- Improving cohesion is about multiple actions tackling a range of causal factors
- Improving cohesion is about both targeted actions and taking account of cohesion in the delivery of other services
- Good practice in one place may not be transferable to another – but it may inspire an action that will work in another place
- Delivery is about common sense solutions that will help people get along better, that is what will make the vision a reality.

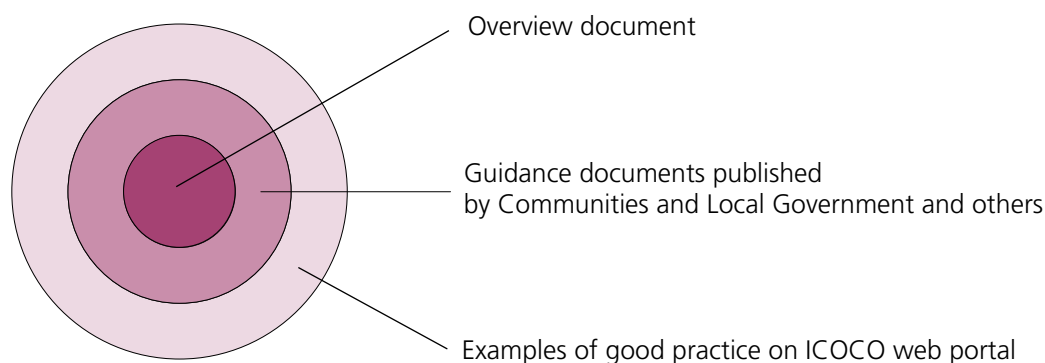
It then suggests a number of ways in which local work to build cohesion can reflect these principles:

- Undertaking an exercise to identify the key issues for cohesion
- Deciding on a set of actions depending on the local issues faced. And some pitfalls to avoid
- Making use of current guidance and good practice
- Planning for delivery plan through local partnership working.

Nationally we plan to continue to work with partners improve the guidance and good practice available, consulting local areas about what they need.

Introduction

Why are we producing a Cohesion Delivery Framework?



We want to support local authorities and their partners who wish to build community cohesion.

One of the key conclusions of the Commission on Integration and Cohesion was that when it comes to building cohesion, one size does not fit all. This guidance aims to be adaptable enough to reflect different local circumstances and specific local issues.

This document provides an overview which links with specific guidance documents and with good practice on a single website. The single website available from the Institute for Community Cohesion website www.cohesioninstitute.org.uk/search/Pages/GoodPractice.aspx. Taken together the three elements of the overview document, further specific guidance and related good practice examples make up the Cohesion Delivery Framework.

We plan to update guidance issued over the last seven years to recognise how our knowledge and understanding has developed both through the work of the Commission and through local areas developing good practice.

Finally, we want the framework to be a resource which keeps developing and whose elements are constantly renewed as our knowledge and understanding continues to develop. Local areas can help us to do this by providing us with feedback on this and other guidance and by adding good practice to the good practice website.

Who should read this document?

We expect this document will be most useful to local authorities, and other practitioners, particularly those who are relatively new to cohesion work.

We hope it will also be useful to local authorities and practitioners who are very experienced in building cohesion, who may want to refresh or review their skills and approach.

Part One

Our national understanding of community cohesion

1.1 Background

A brief history of Community Cohesion

Central and local government's approach to community cohesion developed in response to disturbances in three northern towns in 2001. In central government it was led by the Home Office and had a strong focus on crime and disorder and was associated with race and faith issues.

The Commission on Integration and Cohesion was set up following the London bombings in 2005. It was not focussed on work to prevent extremism. Instead the Commission looked at local and practical ways to build cohesion. As community cohesion was now led by a new department, Communities and Local Government, it was a chance to review the Home Office approach.

Communities and Local Government set out how it would implement the Commission's 57 recommendations in February 2008. This included that there would be a new national target for cohesion. Below are two key parts of that response – the new definition of community cohesion and a statement on how cohesion fits with equality and preventing extremism work.

The definition of Community Cohesion

The Government's response to the Commission set out the following definition:

Community Cohesion is what must happen in all communities to enable different groups of people to get on well together. A key contributor to community cohesion is integration which is what must happen to enable new residents and existing residents to adjust to one another.

It also set out a vision of an integrated and cohesive community, based on three foundations:

- People from different backgrounds having similar life opportunities
- People knowing their rights and responsibilities
- People trusting one another and trusting local institutions to act fairly.

And three key ways of living together:

- A shared future vision and sense of belonging
- A focus on what new and existing communities have in common, alongside a recognition of the value of diversity
- Strong and positive relationships between people from different backgrounds.

This replaces an earlier definition, first published by the LGA in 2001.

Cohesion, equality and preventing extremism work

Race equality, community cohesion and preventing violent extremism are different, important and, if done effectively, will support one another. Hence both in central, regional and local government the same person or group of people is often responsible for all three. But to ensure that we deliver success in all three areas we think that it is important that at the national, regional and local level we are clear both about the differences and the synergies between the three agendas.

Race equality is about building an equally free and fair society for all people regardless of their racial or ethnic background. It focuses on narrowing gaps -in outcomes – for different groups. This will help promote cohesion and tackle extremism, but it's not enough on its own, and there are other, wider, motivations for promoting race equality.

Building community cohesion is about building better relationships between people from different backgrounds including those from new and settled communities. Experience has shown that violent extremism can emerge from even the most cohesive communities, but that extremist messages are less likely to find support in this environment. So work to build cohesion can help prevent violent extremism but will not be enough on its own.

To prevent violent extremism we often need a targeted approach which deals with the specific threat, builds resilience to extremist messages at a community level but also works to counter the global terrorist ideology. At the same time a community in which extremism is minimised is likely to be one where people have more confidence to build relationships with one another and so increase community cohesion and racial equality.

1.2 A new commitment to community cohesion

Central government's commitment to cohesion

Last year, Communities and Local Government announced a renewed commitment to cohesion communities, with a £50m investment over three years. This included £34m distributed to local areas through Area Based Grant, £4.5m for positive activities for young people £3m to local government led Regional Improvement and Efficiency Partnerships and the remainder to be allocated in years two and three of the funding.

Also, Communities and Local Government committed to cohesion being covered by a public service agreement (PSA) – PSA 21 to build cohesive, empowered and active communities. The cohesion elements of this PSA will be measured against three new national indicators.

- The percentage of people who believe people from different backgrounds get on well together in their local area

- The percentage of people who feel that they belong to their neighbourhood
- The percentage of people who have meaningful interactions with people from different backgrounds.

The first two will also be measured locally by the Place Survey. All three will be measured nationally by the Citizenship Survey.

Local government's commitment to cohesion

Local areas have also had the option of choosing the first two measures as the basis of priority improvement targets within Local Area Agreements (LAAs). Eighty seven have chosen the first one and seven have chosen the second one. In total 92 authorities have made a commitment to improving cohesion in their area. LAAs are a key way for Local Authorities to take leadership on ownership of key local issues which they can then work in partnership with other local agencies.

This document is one way we will be supporting areas to meet their commitment and we are keen to have an ongoing conversation with local areas about the support they want from Communities and Local Government.

1.3 Key principles on delivering community cohesion

Cohesion is relevant to all parts of the country

Some local areas have suggested that cohesion is not relevant to them, perhaps people seem pretty similar in their area or there are few people from minority groups. A community in which nearly everyone is similar is not automatically cohesive. That similarity may be enforced by social norms, newcomers may not be welcomed and people may have limited freedom about how they live their lives. And differences between people go much wider than race or faith – age or social class may be more important in some communities.

This sameness on the surface might appear to be cohesive, but unless the community can cope with difference, outsiders and change, it may fall apart when it is tested. This resilience comes from people being able to stick together and being flexible.

Cohesion is not about trying to make everyone the same; it is about giving people the skills to respect difference, to cope with change and welcome new residents. Alongside these skills there needs to be a shared sense of how to behave in public and relate to others.

Building cohesion has wider benefits to individuals, groups and communities

Community cohesion can seem intangible, making it hard to explain or justify what works to build cohesion and so get support for it.

Our research suggests that there are relationships between cohesion and a number of policy areas, including:

- Community empowerment including people helping each other out, coming together to solve problems and trusting one another
- Volunteering
- Equalities and perceptions of fair treatment
- Preventing crime and anti social behaviour
- Sense of belonging and having friends from different backgrounds, which will bring other benefits.

Solutions are local and one size does not fit all

Analysis of the Citizenship Survey, by Laurence and Heath (2008), shows that how cohesive an area is will depend upon a series of interacting factors: the characteristics and history of the area; residents' personal socio-demographic characteristics; and residents' attitudes. As local areas vary, so too will each area's story of cohesion, although there will be similarities between areas. This story can also be influenced by perceptions of events nationally or in other communities.

Cohesion is about all parts of the community, not just race and faith issues

Cohesion is about relationships between different groups. It is deliberate that our surveys do not define how these different groups are made up. They might be defined by race or faith, but that will depend on the area. Differences such as age, income, place of residence or even lifestyle, may be the cause of divides in some areas. Cohesion policies should be based upon local knowledge of where divides and tensions lie and not simply look at race or faith divides.

Improving cohesion is about multiple actions

Research by DTZ Consulting for the Commission has shown that in each area there is no single or small group of factors which can explain its level of cohesion. Even the level of deprivation, which is the strongest influence on cohesion, can only explain a few percentage points of difference. This multiplicity of influences on cohesion and the way in which they interact means that improving cohesion is about addressing multiple issues at the same time.

Improving cohesion is about both targeted actions and taking account of cohesion in the delivery of other services

We know that cohesion is not just built by specifically aimed policies, but also by ensuring other policies take account of the impact they can have on cohesion. For example a regeneration project needs to include places for people to meet and undertake shared activities if it is to build communities as well as bricks and mortar. Also it is important that there are specifically aimed cohesion actions – not just activities that will prevent crime and disorder or promote equality or prevent extremism.

This is reflected in the definition's two parts. The first three elements are key foundations for building cohesion, which other services need to take account of, but on their own are not enough to build a cohesive community. The second three elements are about targeted actions to build cohesion: building good relationships between people; helping people feel they belong; and helping people feel they have things in common with other people in the local area.

This document is primarily about targeted cohesion actions. But recognising cohesion is a cross-cutting policy area and taking account of cohesion in other policy areas are just as important. The approach set out in this document should allow you to identify the most important cross-cutting issues in your area which need to take account of cohesion as well as the key areas for targeted action. Focusing on them to start with is a good first step. Beyond that, local areas are often already undertaking sophisticated and innovative projects that will build cohesion, but they may not have recognised this or badged them as such. For example, work on providing public facilities, regeneration, youth work, work to promote equality of opportunity and work to tackle anti-social behaviour will all contribute to cohesion. These projects will often make a difference in the long term, so it is important they are combined with more short term work specifically aimed at building cohesion.

Good practice in one place may not be transferable to another – but it may inspire an action that will work in another place

Alongside recognising that solutions are local and one size does not fit all, we recognise that what works in one area may not work in another if simply copied. We therefore want to share good practice in order to inspire innovation and local adaptation, not to see it replicated.

Delivery is about common sense solutions that will help people get along better, that is what will make the vision a reality

There is no “magic bullet” which will build cohesion. Cohesion is about trying to influence attitudes and behaviours. These exist within a complex social system in which there are multiple influences, many of which are unpredictable. A useful analogy is work to influence health behaviours or behaviours which will impact on climate change. In both cases, there is not a simple measurable linear relationship between action and outcome.

Instead we have to use both common sense and social psychology to inform what will work to influence attitudes and behaviour. This reinforces the need for locally specific solutions; multiple actions; and case studies which inspire local innovation.

It is possible to get distracted by pondering the meaning of cohesion, or seeking the end of the rainbow for a cohesion pot of gold. We would suggest that focussing on developing a simple and common sense approach is what will bear fruit. All our evidence suggests that we can make a difference to people's views about cohesion and that engaging with and empowering local people is one of the best ways to identify the issues that need to be addressed.

Part Two

A local understanding of Community Cohesion

2.1 Building an understanding

The Commission on Integration and Cohesion recommended that each area should map its communities. This is generally accepted good practice, reflects previous guidance and is something many local areas already do.

A mapping exercise gives local authorities:

- a clear understanding of who lives in the local area and where
- knowledge of where there are conflicts between different groups, the factors triggering them and where fault lines might appear in the future
- knowledge of the existing and potential divisions between people from the same group
- an understanding of the barriers and opportunities for people mixing or being brought together
- a starting point for decisions about which cohesion actions are needed in the local area, who they should be targeted at and how existing examples of good practice might be adapted to fit the local area.

There are a number of ways to approach this. A starting point might be to use the set of typologies suggested by the Commission on Integration and Cohesion.

Typologies: cohesion family groups

DTZ analysis for the Commission developed cohesion family groups on the basis of the three/four factors that had the greatest influence on cohesion:

- Deprivation/affluence (using the percentage of the working age population with NVQ level 4 (Labour Force Survey) as a proxy with the cut off point between the two being 25 per cent)
- Whether an area is rural or urban (rural areas being those where a district has at least 50 per cent or more of its population in rural settlements and larger market towns based on Defra data)
- Whether the area is experiencing new migration and so was stable or changing in population terms (the proxy used was A8 workers per 10,000)

population (HO/DWP figures) and the cut off point between the two categories was seven)

- And in some urban areas, whether they had experienced industrial decline within the last 30 years (the proxy used was having 1,000 jobs or more across Coal, Textiles and Steel combined in 1984).

Table 1 shows an overview along a scale, from the lowest average cohesion to the highest. It does not include County Councils. The Commission suggested that we should be concentrating on the first four categories below – and a tenth category, of areas drawn from areas five to nine with poor cohesion owing to a single issue.

Table 1:			
	Type (changing means high levels of new migrants; stable means low levels of new migrants)	Average perception of cohesion	Number of areas
Lower cohesion areas	1. Changing less affluent rural areas	72.2	27
	2. Stable less affluent urban areas with manufacturing decline	73.3	20
	3. Stable less affluent urban areas without manufacturing decline	74.1	29
	4. Changing less affluent urban areas	76.3	32
Higher cohesion areas	5. Stable less affluent rural areas	79.9	49
	6. Stable affluent urban areas	80.5	35
	7. Changing but affluent urban areas	80.6	47
	8. Stable affluent rural areas	82.9	65
	9. Changing but affluent rural areas	83.0	36
Total		78.9	353

We have not published the list of areas, though we have passed them onto Government Offices. This is because we recognise that for some areas, the Commission's typology will only fit parts of their area, or that their area might be made up of a number of typologies. For example, an exercise undertaken by a Government Office found that 72 per cent of areas felt that the classification was accurate for their area, 9 per cent felt their area was more mixed than the averages suggested and 19 per cent disagreed with the classification. This reflects the importance of local understanding as opposed to national data.

Areas might find it helpful to decide themselves which group they fall in and using the typology is a good way to start thinking about the actions they might take.

Cohesion impact assessment

A second option is to use Communities and Local Government's cohesion impact assessment tool (a link to this is in **Annex E**). This is a tool to test if activities you are planning will have a positive impact on community cohesion in your area.

Detailed mapping

A third option is a more detailed mapping process which local areas could undertake is to identify the influences on cohesion in their local area. This will give a detailed understanding of the issues. It could be carried out by the local authority or by consultants.

We are still learning about what influences cohesion. Our research has found that there is a correlation between community cohesion and the four groups of factors set out below (**Annex A** sets out the detailed research findings underlying this list).

Table 2: Community characteristics		
Influence	Positive	Negative
Where the area sits on deprivation to affluence spectrum	Affluence	Deprivation
Level of crime (burglary, robbery, violence)	Low crime	High crime
Level of Anti Social Behaviour (ASB)	Low ASB	High ASB
Urban or rural	Rural	Urban
Level of new migrants	Low	High
Quality of area as a place to live	High perception	Low perception
Level of facilities	Has facilities	Lacks facilities
Quality of public services	High perception	Low perception
Past industrial decline	Lack of industrial decline	Past industrial decline

Table 3: Individuals' characteristics		
Influence	Positive	Negative
Social class	Upper occupations	Lower occupations
Gender	Male	Female
Age	Young or old	Middle aged
Place of birth	Born abroad	Born in UK
Tenure	Not council tenant	Council tenant
Disability/long term illness	Without disability or /long term illness	With disability or long term illness
Qualifications	With qualifications	Without qualifications

Table 4: Individuals' attitudes		
Influence	Positive	Negative
Feel there is respect for ethnic difference	Feel this	Do not feel this
Views on migration	In favour	Against
Sense of belonging	Feel this	Do not feel this
Trust of others	Do trust	Do not trust
Trust of local institutions	Do trust	Do not trust
Fear of crime, feeling unsafe after dark or racist crime	Do not fear	Do fear

Table 5: Individuals' actions		
Influence	Positive	Negative
Having friends in another ethnic group	Have friends	Do not have friends
People pulling together – people helping each other	People help one another	People do not help one another
Formal Volunteering	High	Low
Empowerment or Participation	Feel can influence decisions	Getting involved to change things

These findings show that ethnicity and religion do not influence perceptions of community cohesion overall. However, Laurence and Heath's (2008) modelling of the Citizenship Survey did show a number of significant differences *between* ethnic groups. For example, while income has no effect on cohesion for White people, it is a strong driver for Pakistani & Bangladeshi and Black African people. Furthermore Laurence and Heath's research shows that area diversity is generally a strong positive predictor of community cohesion.

Annex B lists the sorts of quantitative and qualitative data which local areas could gather to understand the influences in their local area. Drawing together this information in a single accessible document will give the sort of understanding that will allow effective cohesion planning for both cross cutting and targeted activities. It should identify a number of key issues and groups which the area's cohesion strategy will focus on. It should be updated whenever new data becomes available and opportunities taken to address any gaps in it. We plan to include examples of local areas which have done this on the ICOCO good practice website.

Part Three

Deciding on a local set of actions

3.1 Taking account of cohesion in other policy areas

One way of ensuring cohesion is reflected in other policy areas is to place responsibility for it with a key department such as regeneration, community safety, or housing. Using the cohesion impact assessment tool in other departments allows consideration of the implications of decisions which may have a negative impact on cohesion, such as cutting funding for youth workers or asking groups based on identity to compete for resources.

Another approach is to locate responsibility in the Chief Executive's office so that community cohesion can be driven corporately. As with many other issues, leadership from the top can help secure commitment and remove barriers. Or individuals can be recruited to be dedicated to community cohesion activities. These 'experts' can build the confidence of other staff in statutory and voluntary sector agencies, to generate ideas, to facilitate problem-solving cohesion issues on the ground, and to maintain focus on cohesion principles and practice. Instead of driving cohesion work, they facilitate it.

Some local authorities have also taken steps to ensure they are "practising what they preach", for example by ensuring they have recruited a representative workforce and have programmes to ensure mixing at work.

IDEA's support at a strategic and partnership level can help review progress on mainstreaming.

3.2 Targeted Actions

If your local area falls into one of the five types of area identified by the Commission on Integration and Cohesion as having lower than average cohesion, one option would be to use the annex to the Commission's report as the basis or a starting point for your plan. We recognise that for some areas, the typologies will only fit parts of their area, or that their area might be made up of a number of typologies. The groups and the actions suggested are set out in **Annex C**.

Annex D sets out a list of issues which may be identified by local mapping and actions which can be taken in response to them.

Annex E lists what guidance is available, most of this can help with more than one issue. This reflects that work to build cohesion can hit more than one element of the definition or our drivers of cohesion at once.

There are some actions which are relevant to the majority of cohesion issues and so we would suggest that all local areas consider undertaking them:

- Local authority and other local leaders to provide leadership
- Develop and market a local vision
- Communication with local communities to address myths
- Schemes to promote interaction
- Using a cohesion impact assessment for any proposed change.

Most actions are relevant to specific issues, but may be able to address more than one cohesion issue at once. **Annex D** goes into more detail on when to use the following actions:

- Bring in conflict resolution and mediators
- Encourage volunteering
- Hold a citizens' day
- Information packs for new migrants
- Promote citizenship ceremonies
- Promote cohesion duty in schools and work with local colleges
- Provide support for specific groups, eg gypsies and travellers or asylum seekers
- Promote ESOL classes
- Promote interfaith work
- Review how taking account of cohesion in housing and regeneration policies might help
- Review how taking account of cohesion in funding policies might help
- Run activities to promote local sense of belonging
- Run activities to empower people in the local community
- Strengthen the local VCS
- Work with local media
- Work with local neighbourhood policing teams
- Work with local partners to identify ways of creating more safe neutral spaces
- Use mentoring and buddying techniques
- Use tension monitoring and contingency planning guidance
- Use translation guidance.

There are other actions and approaches which experience suggests should be avoided:

- Seeing cohesion as being addressed only by having strong equality and diversity policies in place
- Not understanding the complexities of communities – ie conflating faith, ethnicity and culture
- Consultation processes are in place, but there is little or no consultation with hard to reach groups, new arrivals or potential users
- Community strategies do not include forward and resilience planning
- A lack of strategic communications to challenge myths, and create a sense of belonging, leaves space for extremists to fill the gaps
- Lack of communication policy reinforces perceptions of lack of respect for other cultures, and/or the marginalisation of settled white community
- Community organisations are fragile and may close, leaving gaps in networks that could have been used for communication and strengthen cohesion
- The third sector or interfaith structure is weak
- An interaction event without effort to address the disputes between different communities
- Conflict resolution without sufficient preparation, skills or understanding of motivations
- Encouraging use of facilities by translating leaflets and posters, but by doing so discouraging English speaking residents from using the service as it is then “for” minorities.

3.3 Partnership working for delivery

Local Area Agreements are a reflection of existing local partnerships and will be delivered through those partnerships. Multi-agency partnerships are a key part of delivering cohesion.

The Local Strategic Partnership (LSP) with its responsibility for taking a strategic approach to community planning and links with all local partners can play an important part in a community cohesion programme. You may need to spend some time explaining what community cohesion is to the LSP.

Widening the traditional membership of the LSP is also important, for example, include other groups such as faith communities and voluntary and community groups in order to help make the LSP more representative of the community it serves. Another option is to set up a cohesion sub-group within the LSP to lead on community cohesion or to make community cohesion a standing item on the LSP agenda.

Partnership can also be with other key local bodies such as employers or colleges. Workplaces and colleges are places where people from different backgrounds may mix for the first time ever, and provide shared activities and neutral spaces where barriers can be broken down. They also give people the skills, the status and commitment to function more easily in society.

Annex A

Research on the Influences on cohesion

Although we have come a long way, we are still learning about what factors influence cohesion. What we can be sure about is that the factors which influence community cohesion are numerous and will vary in each local area.

By looking across a number of different evidence sources, our research has shown that an individual's sense of cohesion is a product of both their individual characteristics (socio-demographic characteristics, attitudes and actions) and the characteristics of the community they live in.

This annex summarises the main messages from our research. There is a heavy reliance on Laurence and Heath's (2008) multi-level modelling of the 2005 Citizenship Survey¹ as this the most robust, nationally representative evidence we have on community cohesion in England. However a number of other evidence sources are also referred to, including DTZ's² and Ipsos-MORI's³ work for the Commission and general analysis of both the Citizenship Survey and BVPI data.

Individual socio-demographic predictors

Table A1 summarises the key socio-demographic variables which influence community cohesion. Among the key positive predictors are age, although this is a curvilinear relationship whereby young people tend to be quite positive, middle-aged people quite negative, older people quite positive. However, older people who live in local authority housing are more negative about cohesion. People who are *not* born in the UK are also more likely to think that their local area is cohesive as are people with higher qualifications.

Although the predictors of community cohesion vary between ethnic groups, ethnicity itself is not a predictor of cohesion, nor is religious affiliation, income or employment status. While research on sense of belonging (eg Livingstone et al.) shows that years lived in the neighbourhood and belonging are highly correlated, length of residence has no effect on whether people feel that people from different backgrounds get on with each other in their locality.

The research also suggests that vulnerable groups have more negative perceptions of cohesion: women, individuals with a disability or long-term illness, individuals who lack access to services and council tenants are all less likely to think that their local area is cohesive.

¹ Laurence, James and Anthony Heath (2008) *Predictors of community cohesion: multi-level modelling of the 2005 Citizenship Survey* www.communities.gov.uk/publications/communities/predictorscohesion

² DTZ (2007) *Evidence on Integration and Cohesion* <http://www.integrationandcohesion.org.uk/>

³ Ipsos-MORI (2007) *Public attitudes towards integration and cohesion* <http://www.integrationandcohesion.org.uk/>

Table A1: Individual socio-demographic predictors		
Positive	Negative	No effect
Age	Long-term illness	Years lived in neighbourhood
Qualifications	Local authority tenancy	Ethnicity (although there are differences between ethnic groups)
Not born in the UK	Female	Religious affiliation
Upper occupations		Income
		Employment status

Sources: Laurence and Heath (2008); DTZ (2007); Ipsos-MORI (2007)

Individual actions

As shown in Table A2, a number of individual actions also contribute to cohesion. In particular, individuals who engage in formal volunteering are more positive about cohesion (although informal and employer-supported volunteering has no effect). These individuals are likely to feel more empowered, have more interaction and form networks with individuals in their communities that they may not be in contact with otherwise.

Civic participation⁴, on the other hand, is negatively associated with community cohesion. However, Laurence and Heath's (2008) model cannot explain causality and it is likely that people engage in civic participation when they feel that their local area is not cohesive (for example, taking action by contacting their local council or signing a petition).

Having friends from ethnic groups other than one's own is a strong positive predictor of cohesion, as is the sense that people in the neighbourhood would pull together to improve it.

Table A2: Individual actions which influence cohesion		
Positive	Negative	No effect
Formal volunteering	Civic participation	Informal volunteering in the past 12 months
Having friends from different ethnic groups		Employer supported volunteering in the past 12 months
People pulling together to improve neighbourhood		
People willing to help neighbours		

Sources: Laurence and Heath (2008); Ipsos-MORI (2007)

⁴ Civic participation includes a range of activities, including contacting a local councillor, MP, local or central government official; taking part in a public meeting, rally, public demonstration or protest, or signing a petition; completing a questionnaire, or being involved in a group set up to discuss local services or problems in the local area.

Individual attitudinal predictors

Table A3 summarises the key attitudinal variables which influence cohesion. It illustrates the importance of empowerment to cohesion. In particular, feeling able to influence local decisions is a strong positive predictor while feeling that an individual would be unfairly treated because of their race (especially by local housing authorities), coupled with a feeling of racial prejudice has a strong negative impact on cohesion.

Feeling unsafe after dark and a fear of being a victim of a racist attack have particularly negative effects on perceptions of cohesion, while trust (in both local people and in institutions) has a strong positive effect.

Table A3: Attitudes which influence cohesion		
Positive	Negative	No effect
Trust in institutions	Fear of racist attack	Fear of crime (F)
Satisfaction with local services	More racial prejudice than five yrs ago	Perceived ability to influence decisions affecting Great Britain
Collective efficacy	Feel unsafe after dark	Perceived racial discrimination by CJS agencies and immigration services (F)
Belong to Britain	Feel council housing discriminatory	Perceived racial discrimination by health services (F)
Perceived ability to influence local decisions		Perceived racial discrimination in local schools
Trust local people		Perceived racial discrimination in the education system generally
Improved local services		Perceived racial discrimination by local council
		Perceived racial discrimination by private landlords
		Perceived change in religious prejudice in the past five years
		Belong to neighbourhood
		Belong to Local Authority/London Borough
		Have friend with similar incomes
		Perceived minority ethnic population in the local area

'F' indicates that this variable is a factor constructed from a group of similar questions
Sources: Laurence and Heath (2008); Ipsos-MORI (2007)

Community or area level predictors

The real strength of Laurence and Heath’s modelling is that, by using multi-level modelling they were able to fully take into account the hierarchical nature of the relationship between the individual and community level predictors of community cohesion. DTZ’s modelling also examined a number of area characteristics when formulating their models of cohesion. The main findings are summarised in Table A4.

As Table A4 shows, the ethnic diversity of an area is, in most cases, positively associated with community cohesion. Still, the relationship between diversity and cohesion is complicated and the nature of this relationship is dependent on the type of ethnic mix in an area although living in an area which has a broad mix of residents from different ethnic groups was consistently shown to be a positive predictor of cohesion. However, having an increasing percentage of migrants born outside of the UK, is a negative predictor, as in a high level of A8 immigration. The evidence also suggests that rural areas tend to have higher cohesion.

Irrespective of the level of ethnic diversity in a community, disadvantage consistently undermines perceptions of cohesion and operates in a similar fashion for all communities. However, not all deprived areas have low cohesion. Deprived, diverse areas have higher average cohesion scores than deprived, homogeneous White areas. It is thus deprivation that undermines cohesion, not diversity.

Increasing levels of crime is not only a strong negative predictor of community cohesion it also undermines the positive effects of living in very diverse areas.

Table A4: Community and area level characteristics which influence cohesion		
Positive	Negative	No effect
Ethnic diversity Rural population	Socio-economic disadvantage Crime Increasing non-white in-migration Increased A8 in-migration (measured by worker registrations) Past industrial decline	

Sources: Laurence and Heath (2008); DTZ (2007); Ipsos-MORI (2007)

Annex B

Local cohesion mapping exercise

This annex suggests how local areas might be able to gather data on the influences on cohesion identified by our research. It is important to gather a basket of measures, but we are not suggesting you try to gather all this data – not all of it will be relevant to your area. We also recognise that not all of this data will be available.

As far as possible, the mapping exercise should use existing data sources or take opportunities to piggyback on other data collection exercises or surveys. Use your existing relationships, partnerships and networks to gather data. In some cases you may not have agreements in place with other organisations to share data they hold – this exercise may prompt you to review whether you should have such agreements in place.

It should also avoid collecting data for its own sake – so data should only be included if it is likely to be relevant to cohesion. Data should also be a mix between “hard” quantitative and “softer” qualitative data, alongside local intelligence – though each will need to be weighted. Do not feel that you cannot take action without hard data – qualitative data can be just as valuable or valid as quantitative data to help you understand your area. It will also be desirable to have information at Ward and Super Output Area level to help build a detailed picture of cohesion locally.

The starting point is data available from ONS – some of this, particularly the 2001 census may now be out of date in many areas – however, the neighbourhood statistics available are drawn from a number of other sources (eg the Labour Force Survey) which are more recent.

www.neighbourhood.statistics.gov.uk

The Audit Commission has also brought together data about local areas – including that from the Best Value Performance Indicator (BVPI) Survey.

www.areaprofiles.audit-commission.gov.uk/

The detailed tables on this are at

http://www.audit-commission.gov.uk/Performance/Downloads/Full_2006_07_BV_General_Survey_Data2.xls

Data from the Place Survey (which replaces the BVPI Survey) will become available in 2009. At the time of writing, the Place Survey questionnaire is in the process of being finalised, so we will be able to provide additional information on this in the future.

Reports about cities, city regions, town centres and retail cores can be generated through the State of the Cities Database run by Communities and Local Government: www.socd.communities.gov.uk/socd/

Local authorities and local partners (such as the Police or NHS Trust) will also hold local information. Other sources might be residents surveys, citizen panel surveys, voluntary and community sector studies, local university studies and so on.

The rest of this annex suggests the sorts of data which can be collected and potential sources. It is split into: community characteristics; personal characteristics; personal attitudes; and personal actions (to reflect our research findings around the drivers of community cohesion).

Community characteristics

Which areas are deprived, affluent or suffer from exclusion

In deprived areas, competition for public services, welfare, investment, jobs and housing can become expressed on the lines of the identity of different groups. Measures could include the Index of Multiple Deprivation, unemployment rates (particularly if long term) and measures of social or financial exclusion. This could also cover which areas have receiving neighbourhood renewal funding or other additional support. Data on excluded groups such as lone parents or NEETs could also be included.

The strength of the local economy and employment opportunities

Local economy issues will affect employment, whether young people stay in the area or new people arrive and whether wealthier or more mobile people will leave. Economic development or regeneration department or officers should have access to a whole range of economic statistics for the locality. Also local branches of Jobcentre Plus, local colleges, youth workers and schools will keep information on employment, further and higher education.

Level of crime and ASB

High crime or fear of crime may mean that communal space no longer feels safe, that many groups of people feel vulnerable and stay indoors more. The crime and disorder partnership will be able to pinpoint crime issues in the locality such as drugs and gangs. Or the Police will have data on hate crime. There is BVPI data on that noisy neighbours or loud parties, teenagers hanging around on the streets, rubbish and litter lying around, people being drunk or rowdy in public spaces, abandoned or burnt out cars and vandalism, graffiti and other deliberate damage to property or vehicles. This data will also be available from the Place Survey.

Community tensions information

The Police will also be source of intelligence about community tensions, based on incidents reported to them or which they have become involved, but no offence has been recorded or no criminal charges brought. Local knowledge will inform whether data on far right or other extremist activity should be included.

Level of population churn or mobility, whether new migrants or new residents

High community transience will make it difficult to develop community links as people move for work, for cheap housing or other reasons. While housing needs to be flexible, large areas of bedsit accommodation and cheap private rented apartments have often been linked with transient communities. This is not just about new migrants, it may also be about students; and in some areas there is the issue of holiday homes or second home owners. Information can come from a range of sources such as electoral registration, council tax and social housing providers as well as the private rented sector. Community groups and service providers will have a good idea of new groups settling in the locality, either as economic migrants, refugee and asylum seekers or those choosing to move for other reasons.

Housing

Linked to churn and mobility will be the quality, type and supply will determine the type of people living in the area and whether they stay. Large social housing estates or swathes of expensive properties will shape the local population. An emerging issue is the growth of houses of multiple occupancy in some areas. Housing strategy officers, together with social housing providers locally, will have a range of information sources. These will probably already be included in the Housing Strategy.

Quality of area as a place to live

The proxy used by the Commission was whether an area was rural or urban – a divide of this nature – or a more complex one (eg marking deep rural areas, suburban areas compared to inner city areas) – could be mapped. And data used from the BVPI survey (and the Place Survey in future).

Quality of facilities

The BVPI survey (and the Place Survey in future) is the best source for this, as it asks about local parks, shops, sports and leisure facilities, facilities for young people, cultural facilities, libraries, museums and galleries, theatres and concert halls and open spaces. Another option is mapping which communities have best and worst access to public facilities such as parks, shops, libraries, community centres and sports centres.

Physical barriers

Also worth identifying on map are the physical barriers such as railway lines roads, natural features or in very rural areas, issues of distance, which can create divides.

Quality of public services

The BVPI Survey (and the Place Survey in future) is the best source for this and should allow the mapping of any variations across the local area in user satisfaction with council, with key services and community engagement and decision making facilities.

Education

Education officers will have information about areas with worse than average results or where schools have become segregated or are mono-ethnic.

Health

Local NHS will have information about any health inequalities.

Past industrial decline or disturbances

DTZ research has found that major disturbances to the local social and economic system can take a long time to recover from and these need to continue to borne in mind, even 20 or 30 years later. Information on this will come from local knowledge.

Local community structures

Community structures can be key to bringing people together and also in calming tensions. Questions which can be asked are:

- What youth provision is there?
- What are the range of organisations involved in community cohesion and the operational links between them?
- What voluntary groups are active in what area? What services do they provide? What is their density?
- What community groups are active in what area? What services do they provide? What is their density?
- Are faith groups undertaking service or support provision? Where are they and what do they do? Are there interfaith groups?

Personal characteristics

Race, ethnicity or nationality

There is a risk that cohesion can become over focussed on ethnic minorities – when it is about everyone in society. However, data about ethnic groups is an important starting point, including White European groups. So having a clear idea of the ethnicity of the population, where different groups are concentrated, whether they are not concentrated and where they are moving to will be useful. Information sources will include the census and population projections. Also ethnicity is a common monitoring category for service provision, job application, education results etc. Also bear in mind that in some areas the other white category will cover many European migrant workers. In some areas, it will be important to gather data about gypsies and travellers.

Faith and culture

These are often closely related to ethnicity, but simple ethnicity categories can miss issues, for example the wide variety of cultures captured under the ethnic category

“Black African” or the religious diversity of the Indian population. Community or faith groups may have surveyed their members and so may provide a useful source of qualitative information too.

Language

Not being able to speak English prevents people from mixing – a source of data on this is the school language census or take up of ESOL courses.

Immigration Status

This will show how many people have arrived recently and where they are living. One source for this will be migrants’ groups. Data on asylum seekers or estimates on illegal immigrants may also be needed.

Class/Income

The economic (and sometimes cultural) group you are brought up in will shape a whole range of factors including schooling and employment. Social class information is rarely collected in service provision, but there will be information from the census cut by employment group and employment type. Income statistics on an area basis, as well as benefits information and information such as free school meals take up will help pinpoint the low paid, unemployed and manual professions. Other sources of wealth such as home ownership and the size of homes are also available. While increasingly out of date, the rateable value information for council tax will provide some useful information. Car ownership is another useful indicator. Educational qualifications may be another proxy for income.

Young people

In many areas a key issue is territorialism among young people. You may wish to engage with them or youth workers to identify where they feel unsafe or where they feel the borders or flashpoints are.

Other identity markers

Other ways in which people may be divided are age, gender, sexuality and disability (including long term illness). The question for local areas to consider is whether they need to collect data on these issues, or whether they can assume a distribution of these markers in the local area in line with national averages. Knowledge of the local area or concerns from local people will help make this decision. Local representative groups may have useful qualitative and quantitative information to share.

Individuals’ attitudes

Feeling that there is respect for ethnic difference and views on migration

The BVPI Survey (and the Place Survey in future) provides information on race relations.

Sense of belonging

The Place Survey in future will provide information on this. There may be local surveys which can provide information on this in the meantime.

Trust of others

The BVPI Survey (and the Place Survey in future) provides information on whether people treat other people with respect and consideration.

Trust of local institutions

The BVPI Survey (and the Place Survey in future) provides information on whether residents think their council is trustworthy, it treats all types of people fairly, keeps them well informed about what the council spends its money on and well informed about whether the council is delivering on its promises.

Fear of crime, feeling unsafe after dark or fear of racist crime

See above under crime and ASB. The BVPI Survey (and the Place Survey in future) provides information on whether people feel safe.

Individuals' actions

Having friends in another ethnic group

Information on this might come from local surveys.

People pulling together – people helping each other

The BVPI Survey (and the Place Survey in future) provides information on whether people treat other people with respect and consideration.

Volunteering

Local volunteer bureau or Community Volunteer Service may have information on levels of volunteering.

Participation/empowerment

Information from local political parties on membership, and from electoral department on turnout will give some idea of levels of political engagement. There may also be information on the level of community empowerment or civic activism – the former has a positive link to cohesion; and the latter a negative link.

Annex C

Commission suggestions for action plans

Family group

a) Changing less affluent rural areas

What works well

- Effective partnership working around sharing data and intelligence helps create a fuller picture of the dynamic changes in communities, any translation needs, any information needs etc
- Resources and expertise are pooled with others in a wide geographical area (particularly with isolated communities)
- A welcome pack gives a clear statement and information on services to new arrivals and aids their integration into the community
- Structured communications with settled communities explaining why new arrivals have come, what the area is doing to integrate them and myth busting
- Schemes to build bridges between new arrivals and settled communities.

Where things work less well

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

Family group

b) Stable less affluent urban areas with manufacturing decline

What works well

- A strategic and joined up approach expressed through a clearly articulated strategy and action plan, owned by partners with discrete projects grounded in this strategic framework, and mainstreamed
- A strategic framework to tackle social exclusion and deprivation

- Systems to encourage a representative workforce
- An ability to balance diverse, but often conflicting, interests in an area
- Projects to promote inter-community interaction
- A community development approach that builds active citizenship
- Promoting civic pride and a sense of belonging by using local people as cohesion champions and role models.

Where things work less well

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

Family group

c) Stable less affluent urban areas (without manufacturing decline)

What works well

- There are tension monitoring processes
- Sophisticated communication and proactive relations with the media
- Tackling Far Right political activity is a priority
- Policies are 'cohesion-proofed' to check potential impact on different groups, and mitigating actions taken as a result
- Diversity is not just about non-white cultures
- Promoting civic pride and a sense of belonging by using local people as cohesion champions and role models.

Where things work less well

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

Family group

d) Changing less affluent urban areas

What works well

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

Where things work less well

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

Thematic group

e) Areas with tensions arising from a single issue

What works well

- Local bodies have strong engagement processes, including efforts to engage
- Traditionally excluded/'hard to reach' communities
- Changes in communities are being tracked
- There are processes in place to support (often aspiring) BME communities moving into mainly-white areas
- Targeted action with young men
- Communication efforts focus on community reassurance and myth busting
- Elected members demonstrate a strong community leadership through a mediating role
- There are bridges between community organisations.

Where things work less well

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

Annex D

Addressing the issues identified by the Mapping exercise

The mapping exercise should have resulted in a list of key local issues and groups to address. As we noted in the main text, there are some actions which are relevant to the majority of problems and so we would suggest that all local areas consider undertaking them:

- Local authority and other local leaders to provide leadership
- Develop and market a local vision
- Communication with local communities to address myths
- Schemes to promote interaction
- Using a cohesion impact assessment for any proposed change.

Below we have set out for a number of issues the actions which local areas could take in response. This is not an exhaustive list and local areas will identify additional issues and other solutions. In deciding what actions to undertake it's worth aiming to have a mix of long term projects and quick wins, or to recognise that some actions are one off and others will need to be ongoing.

The issues list does not precisely map to the influences list, this is for two reasons:

- While we are clear that deprivation, crime/ASB, inequalities, population churn, housing, education etc influence cohesion, they are not issues where we would target cohesion policies; instead work to address these issues needs to bear cohesion in mind, either recognising that success may translate into better cohesion; or that not taking cohesion into account may make cohesion worse (this is where the cohesion impact assessment can come in useful). This may mean that greater importance should be placed on areas such community buildings or youth work, recognising their value to cohesion.
- Equally, while we are clear that information about individual characteristics is important, these should not form the entire basis of your strategy. It is right to target activities on some groups where there are specific cohesion challenges; but other than that, the identification of groups should inform the actions you take not define them, for example rather than holding a festival focussing on one ethnic group, a festival should be of interest to all local groups. In particular, cohesion should not just be about minority groups – it needs to engage with the majority and recognise that within that majority there will be groups which need to be addressed, in particular white working class people are often discussed in this context.

Table D1:	
Issue Identified	Action which a local areas could take
Lack of respect for ethnic difference	<p>Work with local media</p> <p>Promote cohesion duty in schools and work with local colleges</p> <p>Provide support for specific groups eg gypsies and travellers or asylum seekers</p>
Existing population have negative views about migrants	<p>Work with local media</p> <p>Promote cohesion duty in schools and work with local colleges</p> <p>Promote citizenship ceremonies</p> <p>Use translation guidance</p> <p>Provide support for specific groups eg gypsies and travellers or asylum seekers</p>
Low level of pride in local area or some groups not feeling they belong	<p>Run activities to promote local sense of belonging</p> <p>Hold a citizens' day</p> <p>Promote citizenship ceremonies</p> <p>Work with local media</p> <p>Promote cohesion duty in schools and work with local colleges</p> <p>Review how taking account of cohesion in housing and regeneration policies might help</p> <p>Provide support for specific groups eg gypsies and travellers or asylum seekers</p>
Low level of trust of others, or of or by some particular groups	<p>Work with local media</p> <p>Hold a citizens' day</p> <p>Review how taking account of cohesion in housing and regeneration policies might help</p>
Low level of trust of local institutions	<p>Review how taking account of cohesion in funding policies might help</p> <p>Use translation guidance</p> <p>Work with local neighbourhood policing teams</p> <p>Work with local media</p> <p>Review how taking account of cohesion in housing and regeneration policies might help</p>
Fear of crime, feeling unsafe after dark or fear of racist crime	<p>Work with local neighbourhood policing teams</p> <p>Engage people in the local community</p> <p>Work with local media</p> <p>Review how taking account of cohesion in housing and regeneration policies might help</p>
Low levels of people having friends in another ethnic group	<p>Hold a citizens' day</p> <p>Promote interfaith work</p> <p>Promote cohesion duty in schools and work with local colleges</p> <p>Promote ESOL classes</p>
<i>continued</i>	

Table D1:	
Issue Identified	Action which a local areas could take
People not pulling together or helping each other	<ul style="list-style-type: none"> Hold a citizens' day Run activities to promote local sense of belonging Strengthen the local VCS Encourage volunteering Promote interfaith work
Low levels of volunteering	<ul style="list-style-type: none"> Strengthen the local VCS Encourage volunteering Promote interfaith work Hold a citizens' day
Low levels of empowerment	<ul style="list-style-type: none"> Undertake activities to encourage empowerment of people in the local community Hold a citizens' day Run activities to promote local sense of belonging
Divides on basis of ethnic, faith or cultural differences	<ul style="list-style-type: none"> Hold a citizens' day Run activities to promote local sense of belonging Promote interfaith work Provide support for specific groups eg gypsies and travellers or asylum seekers Work with local media Promote cohesion duty in schools and work with local colleges
Divides based on new migrants vs existing residents	<ul style="list-style-type: none"> Information packs for new migrants Provide support for specific groups eg gypsies and travellers or asylum seekers Work with local media Promote cohesion duty in schools and work with local colleges Promote citizenship ceremonies Promote interfaith work
Gangs and youth violence	<ul style="list-style-type: none"> Work with local neighbourhood policing teams Bring in conflict resolution and mediators Promote cohesion duty in schools and work with local colleges Use tension monitoring and contingency planning guidance
Inter-generational conflict	<ul style="list-style-type: none"> Use mentoring and buddying techniques Promote cohesion duty in schools and work with local colleges
Not speaking English	<ul style="list-style-type: none"> Promote ESOL Use translation guidance Promote citizenship ceremonies Use mentoring and buddying techniques
<i>continued</i>	

Table D1:	
Issue Identified	Action which a local areas could take
Large number of new migrants	<p>Information packs for new migrants</p> <p>Promote ESOL lessons</p> <p>Use translation guidance</p> <p>Promote cohesion duty in schools and work with local colleges</p>
Poor quality of area as a place to live	<p>Review how taking account of cohesion in housing and regeneration policies might help</p> <p>Hold a citizens' day</p> <p>Undertake activities to encourage empowerment of people in the local community</p> <p>Promote citizenship ceremonies</p>
Low level of facilities – a lack of places to meet	<p>Review how taking account of cohesion in funding policies might help</p> <p>Review how taking account of cohesion in housing and regeneration policies might help</p> <p>Work with local partners to identify ways of creating more safe neutral spaces</p> <p>Promote interfaith work</p>
Physical segregation in public sector housing or at schools	<p>Review how taking account of cohesion in housing and regeneration policies might help</p> <p>Promote cohesion duty in schools and work with local colleges</p> <p>Provide support for specific groups eg gypsies and travellers or asylum seekers</p>
High crime and ASB	<p>Work with local neighbourhood policing teams</p>
Lack of community social structures	<p>Hold a citizens' day</p> <p>Run activities to promote local sense of belonging</p> <p>Promote interfaith work</p> <p>Strengthen VCS</p> <p>Encourage volunteering</p> <p>Undertake activities to encourage empowerment of people in the local community</p>
Isolation caused by rurality of urban barriers such as large roads	<p>Hold a citizens' day</p> <p>Run activities to promote local sense of belonging</p> <p>Promote interfaith work</p> <p>Encourage volunteering</p> <p>Review how taking account of cohesion in housing and regeneration policies might help</p>
Violence or high level of tension	<p>Work with local neighbourhood policing teams</p> <p>Use tension monitoring and contingency planning guidance</p> <p>Bring in conflict resolution and mediators</p> <p>Use mentoring and buddying techniques</p>

Annex E

Guidance

The guidance currently available is listed below, along with where it can be found. We plan further guidance to fill gaps. We also plan to keep existing guidance under review so that we, or the organisation which owns it, can revise and reissue it when necessary. We will revise this list whenever new guidance is issued. We would be interested in any comments on gaps in this list.

At the same time as publishing this document, we have remodelled our website and archived older guidance on it.

www.communities.gov.uk/communities/racecohesionfaith/communitycohesion/

The list below does not include the summary of the research 'What works' in Community Cohesion, based on work in six local areas:

www.communities.gov.uk/publications/communities/whatworks

Other key sources of information are IDEA and ICOCO whose websites are below. IDEA have a series of pages offering advice, which we have not listed below.

www.idea.gov.uk/idk/core/page.do?pagelId=8799335

www.cohesioninstitute.org.uk

The latter includes further advice on mapping:

COHDMAP – Developing a toolkit for estimating population change

www.coventry.ac.uk/researchnet/icoco/toolkits/population

There is also the Commission on Integration and Cohesion website:

www.integrationandcohesion.org.uk/

And the Government's response to it at

www.communities.gov.uk/communities/commissionintegration/

Current guidance

Belonging

Citizens' day Framework (Citizenship Foundation)

www.citizenshipfoundation.org.uk/main/resource.php?s367

Guidance on Building a Local Sense of Belonging

www.communities.gov.uk/communities/racecohesionfaith/communitycohesion/cohesionpublications/

Cohesion Impact Assessment

Cohesion Impact Assessment Tool (Communities and Local Government)

www.communities.gov.uk/documents/communities/pdf/communitycohesiontool.pdf

Conflict Resolution

Community Conflict: A Resource Pack, (Home Office and ODPM)

www.communities.gov.uk/publications/communities/communityconflict

Communications and media

'A sense of belonging' – the Cohesion Communications Toolkit (ICOCO)

www.coventry.ac.uk/researchnet/icoco/d/323

Reporting on Diversity (Society of Editors)

www.communities.gov.uk/publications/communities/cohesionreportingdiversity

English language

Guidance for Local Authorities on Translation of Publications (Communities and Local Government)

www.communities.gov.uk/publications/communities/translationguidance

Integration

Guidance on producing a Migrants' information pack (IDEA) and *How to communicate important information to new migrants* (Communities and Local Government)

www.idea.gov.uk/idk/core/page.do?pagelid=7917246

www.communities.gov.uk/publications/communities/newmigrantsinformation

New European migration: good practice guide for local authorities (IDEA)

www.idea.gov.uk/idk/core/page.do?pagelid=6949778

Interfaith

Face-to-Face and Side-by-Side: A framework for dialogue and social action in a multi faith society (Communities and Local Government)

www.communities.gov.uk/communities/racecohesionfaith/faith/faithpublications/

Leadership

Leading Cohesive Communities (LGA)

www.lga.gov.uk/lga/publications/publication-display.do?id=21989

Meaningful interaction

Guidance on Meaningful Interaction. How encouraging positive relationships between people can help build community cohesion

www.communities.gov.uk/communities/racecohesionfaith/communitycohesion/cohesionpublications/

Schools and colleges

Guidance on the duty to promote community cohesion [in schools] (DCSF/ Communities and Local Government)

www.teachernet.gov.uk/wholeschool/communitycohesion/

Community Cohesion Resource Pack [for schools] (DCSF)

www.teachernet.gov.uk/wholeschool/communitycohesion/communitycohesionresourcepack

Sport and culture

Bringing communities together through sport and culture (DCMS)

www.culture.gov.uk/reference_library/publications/4563.aspx

Sustainable communities

Community Cohesion and Housing: a good practice guide (CIH £28)

www.cih.org/publications/pub655.htm

Promoting Sustainable Communities and Community Cohesion (ASC)

www.hcaacademy.co.uk/sites/default/files/Promoting_sc_cohesion_full_apr07.pdf

Tension monitoring

Guidance for local authorities on community cohesion contingency planning and tension monitoring (Communities and Local Government)

www.communities.gov.uk/publications/communities/cohesionplanning

Understanding and Monitoring Tension and Conflict in Local Communities (ICOCO)

www.coventry.ac.uk/researchnet/icoco/toolkits/tension

Annex F

Planning Lessons from the community cohesion pathfinder

This document does not need to give advice on planning a programme of activities, however, this annex summarises the key lessons learnt on local planning in the community cohesion pathfinders.

Key questions include:

- Determining arrangements for management and accountability – who will play what role in driving through the community cohesion agenda?
- Where will the responsibility for driving through community cohesion sit within the local authority structure?
- Developing working relationships with partners – establishing what each others expectations are and what capacity can be made available to your programme.

You may find it helpful to address these issues and others by developing an implementation plan that covers:

- a list of your actions for each project
- a list of targets for each project and the programme overall
- individual responsibilities for actions or projects
- resource allocation per partner or project
- your key milestones and a timeline for completion
- how each action/target/project relates back to your vision.

In programme planning and management, the principles of good project management are particularly relevant, eg it will be important that you:

- set clear project parameters
- construct a realistic plan that sets out your targets and prioritises your activities
- communicate relevant updates widely and frequently
- build in 'reality checks' on progress
- undertake risk management.

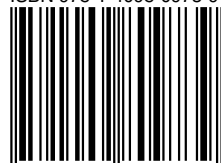
Once you have developed your plan of action, it will be necessary and valuable to test this with your partners to make sure that the projects delivered really do have a community cohesion element. It may be tempting to launch in to your programme

and get things up and running quickly, however not undertaking a robust planning exercise in the early stages of your programme may be a cause of regret in the medium to longer term.

Finally, it will be equally important that you consider how you are going to brief providers at the 'delivery end' of your programme. Those individuals and groups who have the skills to implement your programme will need fair and adequate warning of what will be expected of them and when.

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