Communities
and Local Government

Guidance for local authorities on how to mainstream community cohesion into other services

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Foreword

Strong and inclusive communities, underpinned by shared values and based on positive relationships and mutual respect, are the building blocks of a fair and stable society. No matter what our background, religion, or political persuasion, we all share some fundamental values: foremost among them being respect for the law; tolerance and freedom of speech. By reinforcing those common values, by supporting chances for people to come together, learn more about each other, and overcome misperceptions, we can reinforce those shared values and strengthen our communities.

We have an excellent starting point. The vast majority of people are happy with the community they live in, and believe that different groups get on well together in their area. But we also know that there are circumstances where people will question or seek to undermine those shared values. Extremist and hate filled views which sow division and foster tension are most likely to gain traction where people feel that they are not listened to and not represented. We need to be prepared to tackle head-on the sense of unfairness and disaffection that is alienating some communities.

This means more intensive engagement at the neighbourhood level, with greater efforts to understand why some people currently feel overlooked or that the system is weighted against them. It means a more concerted attempt to make sure that Government investment goes to the people and places who need it. It means making sure that local residents are fully involved in making decisions about what goes on and how money is spent in their area. And it means having open and honest discussions about grievances to challenge misconceptions and explain what is being done to address genuine problems.

It is vital that all our programmes – from the creation of new opportunities through the Future Jobs Fund to the investment and allocation of social housing – are targeted in ways that enhance rather than undermine our shared values. Promoting cohesion should be a central objective of all that we do – never an optional extra. Every community should be able to influence and access the opportunities which could make a real difference to their lives. And no-one should feel that they are unfairly missing out.

Public services – and especially front line staff – have a crucial role to play here. They hear concerns at first hand: they can challenge myths, offer reassurance and solve problems. Approached in the right way, service delivery can help promote cohesion even if that's not the first objective. The trick is to make sure that everyone is aware of this potential and has the skills and confidence to work in this way.

Many local authorities and their staff are already doing a fantastic job at this. This best practice guidance shares their experience of what works well, explaining how local authorities and their partners can embed these shared values and promote community cohesion in everything that they do. The benefits – in terms of better mental and physical health, and reduced crime – are very clear. Less tangible, but no less important, this is a way of making sure that everyone is listened to, feels a sense of belonging to their neighbourhood, and is actively involved in shaping the future of their community.

John Denham

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Executive summary

This guidance is about how cohesion can be built during the course of projects or service delivery that are not specifically aimed at cohesion. Being a lead on cohesion may give you a budget to deliver cohesion projects, but not necessarily give you a department to deliver your work. This limits how much you can do to build cohesion. However, if you can work with or harness the wider work of the local authority and other organisations, you can do much more to build cohesion. Your key messages are that cohesion is for everyone and for it to be sustained it needs to be mainstreamed.

The guidance provides practical advice for those authorities who have made a commitment to cohesion. It includes evidence on the economic case for cohesion. There needs to be a corporate process to make this happen, and the guidance suggests a process for mainstreaming cohesion across a local authority, including:

- deciding the scope for mainstreaming
- undertaking a mainstreaming review
- reviewing the structure for delivering cohesion
- embedding with staff and councillors
- embedding management structures
- partnership working.

It suggests how you might mainstream cohesion with:

- housing
- planning and neighbourhood renewal
- schools, children and families
- services for young people, old people or "vulnerable" people
- recreation and culture
- local communications
- community empowerment and engagement
- the Police and Fire and Rescue Service
- the local NHS
- Further education colleges
- the voluntary and community sector
- local employers
- the local media.

For each of these it suggests:

- why you might want to work with this partner
- why this partner might want to work on cohesion
- how this partner can tackle tensions between groups and build community resilience
- how this partner can take positive steps to build cohesion.

In all of this mutuality and reciprocity are key, based on strategic engagement.

Section 1

Background

What do we mean by mainstreaming?

As the *Cohesion Delivery Framework Overview*[1] explained:

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

Much of the guidance which forms the *Cohesion Delivery Framework* is about how you can undertake projects or activities which will build cohesion. This guidance is about how cohesion can be built during the course of projects or service delivery that are not specifically aimed at cohesion. In this way it will become part of the everyday duties and functions of all departments and partners, not dependent on special budgetary or other provision. It will become understood and embedded in core responsibilities. It is not about departments and partners devising a special programme to 'do' cohesion.

Why is this guidance necessary?

When we consulted local leads on cohesion, they thought that guidance on mainstreaming was a key gap in the Framework. This is because being a lead on cohesion might give you a budget to deliver a number of cohesion projects, but it does not necessarily give you a department to deliver your work more widely. This limits how much you can do to build cohesion. However, if you can work with or harness the wider work of the local authority and other organisations, you can do much more to build cohesion. In other cases, there is a corporate commitment to improving cohesion, but other departments are unsure how they can contribute, so need a few ideas and examples to get them started.

What's in it for those that mainstream cohesion?

Section 2 of this guidance sets out our initial analysis of the economic case for cohesion. Although we have evidence that there are benefits (and costs if cohesion falls), we are only able to cost an increase in cohesion for reducing crime. We hope to do further work on the economic case in the future.

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[1] *Cohesion Delivery Framework: Overview, January 2009*, ISBN CLG, January 2009.
 www.communities.gov.uk/publications/communities/cohesiondeliveryrevised

We also believe that if others take account of cohesion in delivering their services, those services will be more customer focussed and efficient, and thereby more effective. Throughout Sections 4 and 5, we set out Place Survey[2] correlations between the cohesion indicator and other key indicators. Where these are strong or medium correlations, this suggests that an improvement in either indicator may influence the other.

Finally, taking the economic case and other evidence together, a local authority which wishes to improve cohesion might decide that it wants to do this through the delivery of other services as the best way to use limited resources. This would fit with the approach to the Comprehensive Area Assessment, a key element of which is how local service providers are working together to deliver services for the public.

Who this guidance is for

This guidance is aimed at local cohesion practitioners and policy planners. It provides them with help on how to join up with the wider work of the local authority and key local service providers to take account of cohesion in their work. It should also be useful for local workers, who are not experts in cohesion, but who want to do more to contribute to building cohesive communities.

This guidance includes some good practice. Other examples of good practice are available from the cohesion portal run by the Institute of Community Cohesion (ICoCo). CLG will be working with ICoCo to ensure that future examples of good practice are made available.

resources.cohesioninstitute.org.uk/GoodPractice/Projects/Searchforprojects/Default.aspx

How does this fit with planning cycles?

This guidance is practical rather than strategic, nor is it intended to fit in with planning cycles. It does not come with extra funding or place additional burdens on local areas. We have already allocated our cohesion funding to those areas with lower than average rates of cohesion and over 90 areas have made a commitment to cohesion as part of their Local Area Agreement (LAA).

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[2]   The Place Survey is a major national survey of what the public think of where they live and their local council. It is a key way of assessing public perceptions and one way that government is checking whether councils are meeting their performance targets. The survey is available at www.communities.gov.uk/publications/corporate/statistics/placesurvey2008

How this guidance should be used

There is a spectrum for how extensive (and expensive) work to mainstream cohesion can be – at one end it can be about delivering cohesion by reviewing all local services; and at the other end it might be about engaging a few specific policy areas. Section 3 sets out good practice from some local authorities who have chosen to undertake a comprehensive review. Key to this has been ensuring that partners help to set the agenda. Some areas may decide that, based on their understanding of the key issues for cohesion locally, there are a few key partners they need to engage with, so need only use parts of Sections 4 to 6. We have tried to ensure that each part of Sections 4 to 6 can be read on a stand alone basis.

This guidance makes two key exclusions to Sections 4 to 6:

- First, the link between community cohesion and work on equality and diversity; work with faith groups; and support for migrants and refugees is well established, so it does not include how to make links on these issues (the links on other equality strands such as disability or age are less well made, and the guidance includes some examples on these.

- Second, community cohesion is better where there are effective and good quality local services, for instance social housing is well maintained or social services are effective. Good local services on their own will not build cohesion and local areas will be aiming for high standards in these services anyway, so the guidance notes but does not focus on the link between better local services and cohesion.

Sections 4 to 6 are split into four parts. We use the term "partner" throughout for both colleagues within the local authority and external organisations. Obviously the relationship with colleagues and external bodies will be very different.

PART 1: WHY YOU MIGHT WANT TO WORK WITH THIS PARTNER
This part covers the argument or evidence about why this partner should get involved in building cohesion.

PART 2: WHY THIS PARTNER MIGHT WANT TO WORK ON COHESION
This part sets out the argument supported by statistical or other evidence where it exists, about why this partner might wish to embed cohesion in their work – this can be used by you or that partner to make a case. This includes correlations from the Place Survey – there are a number of limitations to this evidence which are set out in an annex at the end of this document. In some cases a key piece of evidence is that a central department has recognised cohesion as priority.

PART 3: HOW THIS PARTNER CAN TACKLE TENSIONS BETWEEN GROUPS AND BUILD COMMUNITY RESILIENCE

A key element of work on cohesion is tackling the divisions and tensions that exist. Often the solution lies in better communications. As this guidance has specific sections on communications and work with the local media, this is covered in more depth there.

Alongside this, there is a need to cohesion proof changes in services or new initiatives, so that they do not worsen or create new divides and tensions. There is a cohesion impact assessment tool to help with this. It will help partners to think about how changes and initiatives will be perceived and whether they will be seen as fair. It will suggest what can be done to address any negative perceptions. This is available from:

www.communities.gov.uk/publications/communities/communitycohesiontool

The Ipsos-MORI report *What Works in Community Cohesion*[3] found that:

> Stakeholders … talked about the importance of 'cohesion-proofing' strategic decision making. For example, some highlighted that the types of staff who are commonly lost in cutbacks when budgets are tight (often because they are not part of core services such as education, for example) are often key staff for promoting cohesion. This would not happen if cohesion was a priority embedded in wider decision making.
>
> *"Community development workers, community liaison officers and youth workers are always the first to go when the budget gets tight – but they're so important – youth workers are sometimes the only confidante that a young person has."*
> Birmingham, Policy Level

Also important is work with some partners who can build community resilience – building positive attitudes and behaviours, or helping to support and create the social structures which communities can call on in times of trouble.

PART 4: HOW THIS PARTNER CAN TAKE POSITIVE STEPS TO BUILD COHESION

We are not expecting that other policy areas will undertake new activities which help to build cohesion, as there is much they can do to adjust existing practice so that it can benefit cohesion. Absolutely key is how in the course of their work, they can bring together people from all sorts of different backgrounds in shared endeavours or interests, which will encourage more "meaningful interaction". We have published guidance on what this means and how to promote it.

www.communities.gov.uk/publications/communities/meaningfulinteraction

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[3] *'What Works' in Community Cohesion*, CLG 2007 www.communities.gov.uk/publications/communities/whatworks

The evidence suggests that meaningful interaction is the best way to break down stereotypes and prejudices and build social networks which bring a range of wider benefits.

Others can also encourage a greater sense of local belonging, which is linked to better cohesion. Again we have published guidance on this.

www.communities.gov.uk/publications/communities/senseofbelonging

A strong sense of local belonging, along with more interaction, also helps to develop feelings that there are shared local norms of behaviour and values. That no matter what the differences are between people, or the issues that face the local area, that they have common ground around issues such as children, families the local environment or neighbourliness.

A call for evidence

This guidance is intended to be used flexibly rather than as a blueprint for action. It is our first attempt to set out what we know about mainstreaming cohesion, and is based on research findings, consultation with other government departments and the views of expert practitioners. We plan to revise it on the basis of local experience, so it is also a call for evidence, and we would be grateful to receive comments on it, whether they are suggestions for improvement or information about how mainstreaming has been undertaken in your area.

We have set up an email address for such comments:

cohesion.guidance@communities.gov.gsi.uk

Section 2

The economic case for cohesion

Below is a brief version of a paper [4] we have published jointly with this one looking at whether the evidence exists to demonstrate the economic case for cohesion.

2.1 Crime

Studies which have looked at the relationship between cohesion and crime have suggested that more cohesive areas have lower crime levels. The theory behind this is that higher levels of social integration can lead to the community sharing the same values and goals, and these include keeping the neighbourhood safe and free from crime. Crime is also lower in areas that are disadvantaged but have high levels of cohesion.

In *Crime and cohesive communities* [5] Wedlock used data from the Local Areas Boost of the 2003 Citizenship survey to look at the relationship between different measures of community cohesion and different types of crime. The study identified five key factors of community cohesion:

- sense of community
- similar life opportunities
- respect for diversity
- political trust
- sense of belonging.

The study also looked at the influence of these factors on different types of crime. Wedlock's study looked at community cohesion in 20 local areas, with each local area being made up of two contiguous wards making up a total of 10,138 respondents.

The study found the strongest relationship to be between sense of community and different types of crime, the particular crimes which were looked at were violent crime, burglary from dwelling and non dwelling, theft of a motor vehicle and theft from a motor vehicle. The study did not look at other crimes which might impact on cohesion, or the wider impact on people's lives of such crimes.

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[4]   The Economic Case for Cohesion
     www.communities.gov.uk/communities/racecohesionfaith/communitycohesion/cohesionpublications/

[5]   *Crime and cohesive communities*, Home Office, 2006
     www.homeoffice.gov.uk/rds/pdfs06/rdsolr1906.pdf

Table 1: Predicted percentage decrease in crime measures as sense of community increases by 1 unit	
Type of crime	**Decrease in crime as sense of community increases by 1 unit**
All Crime	3%
Burglary from dwelling	3%
Burglary from non- dwelling	No significant relationship
Theft of motor vehicle	4%
Theft from motor vehicle	2%
Violent crime	2.7%

Using the relationship estimated above, it is possible to estimate the potential cost savings from policies to improve community cohesion based on the Home Office's economic cost of crime estimates to calculate the possible cost savings.

Potential cost saving = (Impact of cohesion on crime type * level of crime in 2007/08) * Cost of crime

The Home Office has estimated the economic and social costs of different types of crimes. These estimates cover three main categories of costs, namely:

- Costs in anticipation of crime – e.g. insurance administration

- Costs as a consequence of crime – e.g. the physical and emotional impact on victims, value of property stolen or damaged

- Costs in response to crime – e.g. Criminal Justice System (CJS) costs such as police.

Unit costs were calculated for the main crime types, including the ones of interest to this work. The latest estimates were for the period 2003/04 in *The Economic and Social costs of crime against individuals and households 2003/04* [6], these were uplifted to 2007/08 prices using the HM Treasury GDP deflator figures. The cost of crime programme is an ongoing stream of work for the Home Office and further updates are planned for the future.

Crime levels were estimated by using 2007/08 recorded crime statistics and uplifting these to a British Crime Survey (BCS) equivalent level based on a set of multipliers which had been calculated by the Home Office. This was to account for the fact that not all crimes are reported and using recorded crime figures alone underestimates the level of crime.

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[6] *The Economic and Social costs of crime against individuals and households 2003/04*, Home Office, 2005
    www.crimereduction.homeoffice.gov.uk/statistics/statistics39.htm

Table 2 shows the estimated potential cost savings for different types of crime from an increase in community cohesion. It should be emphasised that these are **potential** cost savings based on the estimated relationship between community cohesion and crime, rather than cost savings that have actually been observed from cohesion policies.

Table 2: Potential cost savings for different types of crime from an increase in community cohesion				
Crime type	Average cost 2007/08 (£)	Decrease in crime as sense of community increases by one unit	Adjusted Crime level	Reduction in crime levels from one unit increase in sense of community	Potential Cost Savings (£)
Violent crime	11,520	2.7%	1,360,000	36,601	**422,000,000**
Burglary in a dwelling	3,617	3%	610,000	18,425	**67,000,000**
Theft of vehicle	4,580	4%	130,000	5,384	**25,000,000**
Theft from vehicle	950	2%	890,000	17,837	**17,000,000**
Total					**530,000,000**

Note: Figures may not sum due to rounding

As can be seen in the table, the greatest potential cost savings appear to be in terms of reducing the costs of violent crimes – these are the crimes which have the highest unit cost. This is consistent with much of the literature which has looked in particular at the relationship between violent crime and community cohesion, and is consistent with the theory that improving community cohesion acts as a form of social control which influences the behaviour of individuals within the community.

The potential cost savings shown above should be treated with some caution as they represent estimates which are very much dependent on the assumptions underlying them. There is a great deal of uncertainty around the magnitude of the relationship between cohesion and crime, and it is for this reason that sensitivity analysis was carried out which looks at the cost savings when we adjust the assumptions.

The key drivers of cost savings here are the average costs of crime, the effect of cohesion on crime and the adjusted crime levels (based on multipliers). Since the main uncertainty concerns the magnitude of the relationship between cohesion and crime, the impact was adjusted downwards in order to see what effect this would have on the cost savings. The table below shows the adjusted cost savings:

Table 3: Estimated potential cost savings in England and Wales after adjusting the assumptions on marginal impact of community cohesion on crime levels						
	Low estimate			Mid estimate*		High estimate
Crime type	Decrease in crime	Decrease in crime level	Potential Cost saving (£)	Decrease in crime level	Potential Cost saving (£)	Decrease in crime level	Potential Cost Saving (£)
Violent crime	1%	13,556	**156,000,000**	25,079	**289,000,000**	36,601	**422,000,000**
Burglary in a dwelling	1%	6,142	**22,000,000**	12,283	**44,000,000**	18,425	**67,000,000**
Theft of vehicle	1%	1,346	**6,000,000**	3,365	**15,000,000**	5,384	**25,000,000**
Theft from vehicle	1%	8,918	**8,000,000**	13,378	**13,000,000**	17,837	**17,000,000**
Total			**193,000,000**		**361,000,000**		**530,000,000**

* Mid estimate is calculated as the mid point between the original estimate and the low estimate

Note: figures may not sum due to rounding

The low estimate in the table above shows the impact on cost savings of adjusting the assumptions on impacts down to 1 per cent. The mid estimate shows the mid point between the original estimates of cost saving in Table 2 and the low estimate in the table above. One key caveat of the work is that because cohesion can impact on crime levels in an area and also living in areas with high crime levels can impact on people's views on cohesion, it is uncertain whether all the potential cost savings outlined can be attributed to improved community cohesion. The full version of this paper lists the rest of the caveats to these findings.

Using the mid point estimate, the average potential cost savings per local authority in England and Wales would be £880,000 (the range is between £0.5m and £1.3m). This is likely to vary widely by different local authorities, depending on their relative size, the crime levels and how cohesive these areas are at the moment.

2.2 Fear of crime

Wedlock's original work did not look at the impact of cohesion on fear of crime but it is an area which is potentially of great interest. We know that fear of crime and fear of a racist attack have a negative impact on people's opinion of the cohesiveness of their neighbourhood. However, various studies have suggested that fear of crime is uncorrelated with actual crime levels, it has more to do with anti-social behaviour, behaviour which makes people fearful, such as youths hanging around on street corners, or signs that people do not care about the area such as graffiti or litter.

The relationship between cohesion and fear of crime is likely to run in both directions with fear of crime being a product of uncohesive communities but also leading people to have low opinions of the level of cohesion within their locality. In areas where cohesion is low, people may not trust one another, may not feel others meet their responsibilities and may feel fearful and suspicious of others, all factors which may increase their fear of crime.

There has been little work done on the costs of fear of crime. It has been suggested that this could be estimated using the costs people incur in anticipation of being a victim of crime. For example, this may include additional transport expenditures such as taking taxis at night. Home Office's work on cost of crime does cover the costs incurred in anticipation of crime, however these costs do not cover the costs of precautionary behaviour.

The health consequences of fear of crime include increased anxiety and stress. Dolan and Peasgood's paper *Estimating the economic and social costs of the fear of crime*, presented in 2007 estimated the health costs of fear of crime by combining survey data on the frequency and severity of individual's fear of crime, with estimates of the loss of quality adjusted life years (QALY), and estimates of the monetary value of QALYs. Based on this they estimated that the cost could be as high as between £776.5 million and £2,097.60 million for England and Wales. The authors emphasise that there is a large degree of uncertainty concerning this estimate given the underlying assumptions behind them and that they should be treated as provisional only.

There has not been any work done on the relationship between community cohesion and fear of crime, and the possible impact increased community cohesion may have on the costs of fear of crime.

2.3 Health

A number of studies have shown that the environment in which a person lives in, such as how cohesive it is and the social networks a person keeps, can impact on the likelihood of them suffering certain types of health ailments, such as depression, loneliness, and the probability of committing suicide.

Kawachi et al in *Health and social cohesion*, (1999) stated that at the community level, cohesion can influence health outcomes through several different channels. One way is through social control, whereby the community acts in response to deviant health related behaviour, for example it may intervene to prevent deviant youth behaviour such as underage smoking or drug taking. This crucially depends on the existence of mutual trust and solidarity amongst neighbours. Another way it can influence health outcomes is through promotion of healthy norms of behaviour, so for example supporting physical activity. Finally it can influence behaviours through more rapid diffusion of health information.

In a very early study, *Suicide: a study in sociology* (1897) Durkheim compared suicide statistics in European countries over time and space and concluded that the lowest rates of suicide occurred in countries with the highest degrees of social integration. Most importantly, suicide rate in each society remained relatively constant over time, which the author suggested provided evidence of the power of social forces.

Buonfino and Hilder's *Neighbouring in Contemporary Britain* (2006) reviewed the evidence of the impacts of social networks and found that much of it suggested that social connections inhibit depression – people with close friends were less likely to experience sadness, loneliness, low self esteem etc. Kawachi & Berkman in their review of literature of social capital and health outcomes in *Social Epidemiology* (2000) suggested that socially isolated individuals are more likely to have poor health outcomes and they are more likely to be located in communities that are depleted in social capital.

The Bruhn and Wolf study *Roseto, Pennsylvania 25 years later – highlights of a medical and sociological survey* (1979) found that neighbourly behaviour in Roseto Pennsylvania helped to explain good health and lack of heart disease. They concluded that socially disconnected people were two to five times more likely to die from all causes compared with matched individuals who had closer ties with family and friends.

Evidence of the links between access to social capital and health outcomes was provided by Kawachi et al in *Social Capital and self rated health: a contextual analysis* (1999), who looked at the relationship between state level social capital and individual self rated health. They found that even after controlling for individual risk factors (e.g. income, smoking, obesity, access to health care) individuals in areas with low social capital were at increased risk of poor self rated health, thus suggesting that an individual's social networks and their access to social capital can exert a strong influence over their health outcomes.

Kawachi et al in *Health and social cohesion: why care about income inequality?* (1997) also compared social capital indicators across the US with state level mortality rates. They looked at the per capita group membership in organisations such as church, sports groups etc and found that a one unit increase in average per capita group membership was associated with lower average mortality rates of 66.8 deaths per 100,000 population. The study also looked at measures of civic trust compared to variance in mortality rates and found that variations in the level of trust explained 58 per cent of the variance in total mortality across states. It found that a 10 per cent increase in trust levels was associated with a 9 per cent lower level of mortality.

The above all describe studies which have explored the relationship between indicators of cohesion, social capital and health outcomes, at both the individual and community level. Most of these studies have looked at the US and there has not been much work looking at cohesion and health outcomes in the UK, where differences in the way in which health services are delivered may affect the relationship between cohesion and health outcomes. There has been no work done similar to Wedlock's work on crime which attempts to quantify the impact of improvements in cohesion on health outcomes of individuals.

As an indication of the possible costs, Thomas and Morris' study the *Cost of depression among adults in England in 2000* (2003) estimated the economic cost of depression in England in 2000, taking account of the cost of treatment and the loss of output and mortality costs. They estimated the total cost of depression in England among adults over 15 years old in 2000 as £9 billion, and that there were an estimated 2.6 million cases of depression, giving a unit cost of nearly £3,500 per case. The authors however acknowledge that this is likely to represent an underestimate of the total cost of depression, due to some elements of cost not being included due to lack of reliable data. If we had an indication of what the impact of cohesion is on the incidence of depression then these figures could be used to estimate the potential cost savings from reduced incidence of depression cases as a result of improving cohesion. It should be noted that depression is just one possible health outcome from low cohesion and that to estimate the potential health cost savings it would be necessary to look at the costs of other possible health outcomes.

2.4 Employment

One of the key aims of cohesion is to build social networks. There is evidence on how social networks can help people to find jobs. For example, US research by Granovetter (*The strength of weak ties*, 1973 and *Getting a Job* 1995) found that social networks can provide people with advice, job leads, strategic information and letters of recommendation. In a survey of residents of a Massachusetts town the author found that over 50 per cent of people found their jobs through social contacts. Data from the UK Labour Force Survey suggests that in 2008 10 per cent of individuals found jobs through job centres whereas 26 per cent were via social networks.

Social networks may also help people to find better jobs by connecting them to high status individuals. Various papers find that weak ties, ties with acquaintances or friends of friends with whom the individual has little contact with, are especially important in facilitating occupational mobility by putting people in contact with individuals from a different background to themselves. This is known as a form of bridging social network.

2.5 Education

Research suggests that the attitudes and behaviour that parents and children bring to the educational process are more deeply and directly affected by the strength of community and family bonds than by the general socioeconomic or racial character of their communities. For example, Putnam in *Community-Based Social Capital and Educational Performance* (2002) suggested that test scores or drop out rates were better predicted by measures of community-based social capital than by measures of teacher quality, class size or spending per pupil.

If living in cohesive areas does have positive impacts on individuals' educational outcomes, then this is likely to lead to improvements in the lifetime productivity of individuals who benefit. These productivity benefits have been estimated through using wage and employment returns as a proxy for the extent to which qualifications will raise a young person's productivity, for example this method was used by DCSF to estimate the changes from raising the participation age (RPA) in education to 18 years old. Their analysis estimated the additional lifetime earnings of individuals as a result of RPA. For example, if an individual who had previously left school with no qualifications achieved two or more A levels then their additional lifetime income was estimated to be £310,000.

If we had an indication of the impact which greater cohesion in an area might have on the educational outcomes of people living in that area, then these figures could be used to look at the potential benefits of improving cohesion on individuals' educational outcomes.

2.6 Economic investment

We have been told that companies are more likely to invest in cohesive areas or that businesses are easier to run in cohesive areas. *The importance of transport in business' location decisions* (DOT, 2004) suggested that "a 'culture' supporting 'civicness'" and "image and crime rates" were among the factors that a company would consider.

2.7 Costing the worst case scenario

Finally there is existing evidence of the cost of cohesion breakdowns *Building Cohesive Communities: A Report of the Ministerial Group on Public Order and Community Cohesion* (Home Office 2001) quoted the data below on the cost of the damages.

Table 5: Cost of damages from 2001 public order disturbances				
	BRADFORD EASTER	**BRADFORD JULY**	**BURNLEY**	**OLDHAM**
No's involved in Disorders	Approx 100	400-500	400	500
police Injuries	No police injured	326	83	2
Public injuries	20	14	28	3
Cost of damage Estimated at	£117,000	£7.5-£10 million	over £0.5 million	£1.4 million

There will also be the cost of the consequences, for example the cost of any criminal proceedings and imprisonment. For example, following the Bradford disturbances there were 144 convictions leading to prison sentences.

Section 3

Mainstreaming cohesion across a local authority

Sections 4, 5 and 6 quote examples of approaches to service delivery which delivered better cohesion. The available evidence for local authorities which set out to mainstream cohesion focuses on the process across a local authority. This means the following section does not cover the role of leadership, vision and commitment, winning hearts and minds and building capacity, all of which are hard to capture. Neither does it cover the different approach needed for external agencies including the role of LSPs. We hope to add local good practice on these in future versions of this guidance.

3.1   Deciding the scope for mainstreaming

The first step is to consider how wide the review should go. Some local authorities have brought together all of their service deliverers in order to mainstream cohesion – clearly doing this will have resource implications. A simpler and quicker option might be to undertake a more focussed review or work with a few key areas of service delivery based on local knowledge, local mapping or using the cohesion impact assessment tool. A local authority could also work with other local partners from the start, such as the NHS or colleges so they can suggest how they can get involved. Or it might wish to engage them once it has worked with its own services.

3.2   Undertaking a mainstreaming review

The second step is to undertake a mainstreaming review. The Ipsos-MORI report *'What Works' in Community Cohesion* (CLG 2007) recommended "involving all key partners to create the strategy. In this way partners feel involved and integral to its success from the outset"

The experience of local authorities which have undertaken a review with their own services suggests:

- holding workshops on community cohesion for senior staff

- asking each service area to set out how it promotes community cohesion

- service areas cohesion impact assessing their work.

Lancashire

A staff event was organised in spring 2007. It involved 70 officers from all levels of the council. The organisers targeted both service managers and business planners (the people responsible for guiding their directorate on what to include in service plans), as well as communications staff and frontline staff. Staff were able to draw on frontline staff experience and prioritise the cohesion issues thought most pressing for their service. For example, a key concern that came up related to the media and the need to counter myths about particular groups, issues, and relationships between different sections of the community.

Staff suggested the council:

- review an archive of local papers for the past 12 months and identify where similar issues had come up

- begin countering myths and developing ideas for how they could be more strategic in the way they communicated messages to the press.

At this event the equalities and cohesion team handed out templates for the good-practice digest for people to fill in and return. The aim was to start mapping who was doing what and where.

Leicester

Early in 2008 a scrutiny committee was set up to review community cohesion. As well as public consultation, this committee asked fourteen departmental service areas to report to them on how they were implementing community cohesion in their service areas.

These presentations involved officers from:

- housing
- community safety
- youth services
- regeneration
- cultural services
- schools
- social care and health
- communications
- libraries
- transport
- equalities
- environment and neighbourhood management
- those working with asylum seekers, refugees and new economic migrants.

Leicester *(continued)*

Examples of presentations given included:

- the housing programmes to support new tenants

- the range of large and small-scale cultural programmes bringing people from different backgrounds together in shared experiences

- the school twinning programmes and responses to faith-school issues

- the volunteer and youth development work among young people and 'street level' sporting events

- the role of libraries in integrating new arrivals, asylum seekers and refugees and helping them to get work experience

- neighbourhood management as a means of joining up services

- the importance of local employment opportunities in regeneration projects.

The findings from this were significant as they showed the extent to which service areas were mainstreaming cohesion – albeit some areas more than others. The findings of their report served to give renewed attention to cohesion and updated the city's Community Cohesion Strategy.

3.3 Reviewing the structure for delivering cohesion

The outcome of the review will suggest what structure is needed at an official level to help deliver cohesion. Ipsos-MORI stakeholder research summarised in the report: *'What Works' in community cohesion* (CLG 2007) looked at the options by reviewing what six local areas had done in relation to cohesion up to 2007. One of the findings of this research was that structures have changed over time, not just because of experience, but also because of a local authority has reached a new stage in developing its approach to cohesion.

The most common approach apparent in nearly all areas is … to have some kind of dedicated community cohesion team or group and/or a dedicated individual, responsible for directing community cohesion work in the area. Blackburn, for example, has a dedicated Community Cohesion Group operating within the Local Strategic Partnership (LSP). Within the council there is a community cohesion lead, who oversees cohesion policy and allocates a small amount of funding for community cohesion initiatives. There are a range of other funding streams across the Council and LSP which support cohesion work, including the Neighbourhood Renewal Fund and mainstream funding. Peterborough similarly has a community cohesion board on its LSP, coordinating the city's cohesion agenda, ensuring partners communicate, and monitoring success.

The teams or individuals are based either directly within the council or in the Local Strategic Partnership, and tend to have similar responsibilities. These are:

- creating a cohesion strategy for the area

- coordinating the implementation of that strategy

- overseeing the mainstreaming of community cohesion practices in service delivery

- monitoring the success of community cohesion work

- ensuring effective partnership working.

Stakeholders across the areas all voiced debates about the appropriateness of having independent teams or individuals …: "[Having a community cohesion lead] could be seen as counter-productive. Could certainly open up the silly season for councils if we had somebody just for community cohesion…."

Some stakeholders talked about the potential danger that service delivery managers might lack the commitment and resources to implement community cohesion measures in this context. They talked about a tendency in this context for community cohesion to be seen as something separate from normal service delivery; an 'add-on' – for example, which is provided when budget allows – but not a sustained aspect of service delivery. Where this model is in operation, stakeholders talked about the importance of cohesion leads having the power of inducement if a department or partner agency does not adhere to recommendations; otherwise, it can end up being a matter of chance that a service manager is willing to engage with and commit to the agenda.

Stakeholders were more likely to stress the benefits of the alternative approach of cohesion being very much the responsibility of all departments and individual services, rather than a 'cohesion team'. For example, they suggest that embedding cohesion principles into performance management of services should help to ensure that cohesion issues are adequately prioritised in resource allocation plans, and ensure that it is not optional 'as funding allows'.

There is a recognised need for some kind of visible group to encourage and maintain impetus, and provide specialist advice and guidance on cohesion issues. For example, a stakeholder in Bradford suggests that such a team should work in partnership with departments and other agencies to 'challenge, educate and to assist' (Strategic Level, Bradford) the delivery of community cohesion practices across policy and services.

Many stakeholders felt that an ideal approach was to have a group which guides and encourages, but does not have direct responsibility for delivery. A number of the areas in the study were currently moving towards this type of model. Tower Hamlets (which has had no group to date) is now considering creating a dedicated Community Cohesion

Coordinator to provided dedicated community cohesion guidance, especially to those on the front line of service delivery. Likewise, some of the authorities who currently have cohesion groups/individuals with responsibility for delivery are pulling back to a more advisory role. Hull is restructuring its equalities team so that they deliver in an advisory rather than operational function on community cohesion.

"It was a very stand-alone structure. We had an equalities unit where what we want to try and encourage is the mainstreaming of equalities and diversity. It needs to be inbuilt into what the council does. And if you're doing that, to coin the jargon, what they should be doing is turning themselves into a business partner role within the council. Where they're there to give specialist help, specialist advice to the service departments." Hull, Strategic Level.

Birmingham likewise is shifting emphasis onto individual departments with less reliance on a central and separate function.

"Previously we produce all the action plans and say 'this is what you should be doing' to the directorates. Whereas now we've turned it round to say this is the requirement, you need to decide what you're going to be doing, rather than throw an action plan at the directorate … so like community cohesion now, it's not about producing an action plan, it's about asking the service areas what are you doing which brings about community cohesion … So there's a real ownership. As opposed to these are the kind of things we really ought to be doing by March 2008, but really there's no resources or ownership attached, so we're shifting away from that." Birmingham, Strategic Level.

Bradford's Community Cohesion Team exemplifies the above approach, being set up with an intended 'short life-span' to create and oversee an action plan to embed cohesion policy in mainstream policy and services, before an individual is placed to monitor cohesion activity, among other duties, with council departments and partners.

3.4 Embedding with staff and councillors

The experience of local authorities suggests:

- developing local guidance documents, good practice examples and sharing knowledge about the demographic make up of the area
- training for staff and including a statement on their job descriptions
- training for councillors.

Lancashire

Lancashire County Council produced a guide to mainstreaming community cohesion into service delivery. It sets out what services can do to promote community cohesion through their design and delivery. The guide's aim is to help frontline and middle managers: understand community cohesion better; and understand their service's role in achieving this outcome. The guide is accompanied by a digest that aims to share good practice.

The guide was developed through consulting with staff at the county council and the council's member working group on community cohesion. The senior officer for equalities and cohesion led the work to draw together an A to Z of approaches to building community cohesion. The work involved reviewing existing local practice and government research and publications.

Services were asked to review the A to Z to identify how they could contribute to promoting cohesion and build actions into their business and service plans.

Since this initial work, the practice digest has been maintained centrally in the council. A template has been sent to service managers to complete. Reminders to services to provide details of new projects and update information about existing projects on the digest are sent out every six months. The council's mainstreaming guide has been shared with the district and unitary councils in the area.

The county council's community cohesion website includes:

- the good-practice digest
- information on corporate cohesion events
- information on key strands of cohesion work across Lancashire
- links to national documents and guidance.

The digest is available to individuals and organisations outside the county council. As well as being able to access the practice digest through the website, district councils can add to it through a part of the website where Lancashire's councils can share what they are doing to promote community cohesion. Projects in the digest can be filtered by district and service type.

As Lancashire County Council has 40,000 employees and over 700 services, it recognises that it is not enough to produce a written document and expect managers' practice to change as a result. It therefore ran workshops for service managers during 2008 to help them use the guide and mainstream community cohesion into service delivery.

Lancashire *(continued)*

The workshops aimed to:

- raise awareness of the council's ambitions for community cohesion in Lancashire

- deepen understanding of the issue and of approaches to building cohesion

- secure commitment to actions promoting community cohesion

- raise awareness of what tools can help deliver the agenda

- build managers' confidence in dealing with cohesion issues.

The workshops were planned to pre-empt the business planning cycle. They began in July 2008, to influence service planning at the start of September 2008.

Attendees were asked to think about:

- what cohesion is

- what kind of choices they might be faced with

- some of the challenges and opportunities that this agenda presents for their service.

Leicester

In 2005 senior management support for cohesion was encouraged through a half day's training, for all senior managers, on community cohesion. The workshop explored what brought communities together, what drove them apart and what could senior managers do, in their service areas, about addressing these issues. The training also highlighted the lack of understanding about the diversity of the city, and a research programme was undertaken to make available, in an accessible format, the demographic profile of the city.

The research on demographic change in Leicester has been another key way in which community cohesion has been more widely understood. Covering areas such as population and social economic issues the booklet, *The Diversity of Leicester: A Demographic Profile*, has been extensively distributed. A dissemination programme involving two presentations a month open to all interested staff, as well as those from the Partnership and community, has ensured that this information reaches those who need it to inform their services.

Similarly a Member Training Programme has also been undertaken to keep members informed of demographic changes in the city, as well as with the opportunity to assist them in understanding and dealing with a range of other 'people issues' including the influence of the far right, inter-faith awareness, community cohesion and the PREVENT agendas.

Buckinghamshire

It is compulsory for every new employee to complete a two day standard induction programme. A key element of the programme is a two hour cohesion training slot which is delivered by the council's Cohesion Team. The team has devised a programme that can be easily adapted to reflect the needs of its audience. The framework of the training enables new employees to explore what community cohesion is about by drawing upon their everyday life experiences by encouraging them to make these connections and challenging their perceptions.

Critical to the training is the emphasis given to understanding the legislative requirements in the provision of goods and services; particularly in terms of recognising the priorities around the issue of cohesion and inequality. The induction programme has helped to foster an environment that is open and informs employees about the council's priorities and duty to promote cohesion.

3.5 Embedding with management structures

The experience of local authorities suggests:

- putting the local vision for community cohesion into core corporate documents and plans
- ensuring that it informs targets and indicators and action planning checklists
- taking account of it in key processes, such as making it a regular item on meeting agendas for partnership bodies
- reviewing and evaluating impacts, using the scrutiny process.

Key tools will be the Sustainable Community Strategy (SCS) and the Local Area Agreement (LAA). The area's SCS will set out a shared vision, shared priorities for a place and describe how people who live and work there want it to change over time. Where an area has included one of the two cohesion indicators in its LAA this can be used to strengthen and reinforce local partnership's commitment to improving cohesion locally. Particularly where there is a correlation between cohesion and another indicator.

Lancashire

A multi-agency steering group is being setup to develop and take forward work on the LAA's community cohesion. This group will include representation from:

- councils
- the constabulary
- the fire service
- the health service
- the voluntary, community and faith sectors
- infrastructure organisations established to promote equality and diversity.

3.6 Partnership working

In *'What Works' in Community Cohesion* (CLG 2007), Ipsos-MORI made a number of recommendations on building partnerships:

- ensuring strategy is effectively publicised so that all are aware of its contents and the role they can play
- constant communication and emphasis on ensuring that community cohesion needs to be a central aim for all LSP partners, underpinned by the awareness that failure to achieve community cohesion can destroy the reputation of the city, its council and the local police with mechanisms for continual upwards feedback
- ongoing communication between partners
- ensuring sufficient budget and staff time is available for building partnerships, outside day-to-day work of service delivery
- open-mindedness about partners being involved across organisational and area boundaries
- mutual exchanges of staff between organisations.

Lancashire

The 15 Lancashire councils and Lancashire Constabulary formed a community cohesion working group and developed a county-wide action plan in 2007. The partnership has set up a website to act as a 'one-stop shop' for areas such as population data, national policy, guidance and research.

The website has a 'list of offers' facility. Through this, organisations can upload details of projects they are working on and are prepared to help and advise others on.

Also, the partnership has produced a self-assessment framework on provision for migrant workers. The framework will enable councils and local strategic partnerships (LSPs) to identify both how individual councils and districts are managing migration and the needs of new migrants. The framework is also intended to identify areas where there is value in joint working across

Lancashire, or as a cluster of councils and areas.

More actions planned by the partnership include:

- a leadership programme
- using a basket of local indicators to measure community cohesion
- mainstreaming community cohesion into key strategies, such as sustainable-community strategies
- joint public consultations on community cohesion
- a joint approach to communication.

The priorities of the partnership reflect the priorities and actions in the county, district and unitary sustainable-community strategies. In particular, they reflect those areas where the partnership considers there is added value in working together.

Leicester

Alongside all these activities that have served to make community cohesion more mainstream in Leicester has been the involvement of the community. In 2007 the Project Team was replaced with a smaller Community Cohesion Executive Board chaired by the Cabinet Lead for Community Cohesion. A larger body of interested community organisations and individuals now forms a Community Cohesion Forum. This meets twice a year to discuss community cohesion issues in the city.

Buckinghamshire

The Bucks Strategic Partnership is a multi-agency group comprising of agencies and organisations from across all sectors. It is a key structure within the council's plan to develop a countywide partnership for delivering cohesion. The group adopts a strategic approach and is tasked with ensuring that the different service providers work collaboratively to share and provide support to agencies within the county responsible for delivering services.

There is also a Community Cohesion and Equalities Forum which comprises critical partners which have a role in tackling the issues which impact upon cohesion and identifying good practice. The partnership includes representation from the five local authorities, faith forums; police and fire service and the race equality councils. It acts as a conduit for filtering the concerns of the community, and its purpose is to consider the key issues around community cohesion and equality. The forum has successfully devised innovative projects to build greater cohesion county-wide – hosting country shows, festivals and supporting an art project promoting interaction. By adopting a thematic approach the forum is able to utilise the expertise of its members to devise achievable outcomes.

Finally there is a Cohesion Equalities Steering Group chaired by the strategic directorate; it relies on the expertise of 25 key service providers. The group convenes every month with alternating cohesion and equality focused objectives.

Section 4

What are the key services to work with?

4.1   Social housing

Part 1

WHY YOU MIGHT WANT TO WORK WITH THIS PARTNER

Research suggests that people's perceptions about the fairness of allocation social housing can be one of the key issues for cohesion locally. If there are perceptions of special treatment for certain groups, whether that is an ethnic group or another group such as single mothers, then people may feel negatively towards that group and towards the housing provider. These feelings can have great emotional strength as they may be tied into whether a person's children or other family members can live near them. They will then impact on whether a person feels that they belong in a local area and whether they get on with other people. More generally, people can be uncomfortable if their area changes, this is not just if the ethnic mix of an area begins to change, but also if an area that was mainly family housing, starts to become an area where houses are split into rooms and rented out to young single people.

Laurence and Heath's work *Predictors of community cohesion: Multi-level modelling of the 2005 Citizenship Survey (CLG 2008)* found that both living in social housing and feeling that social housing allocation is unfair were strong negative predictors of cohesion. The Citizenship Survey also shows that, among white people, this perception of unfairness has increased. In 2001, 15 per cent of white people thought that council housing departments or housing associations would discriminate against them on the basis of their race. In 2007-08, this had increased to 25 per cent. By comparison, there was no change in the proportion of black and minority ethnic people thinking this. Council housing departments or housing associations were the only organisations where perceptions of racial discrimination were higher among white people (25%) than they were for black and minority ethnic people (11%).

Over the same period there has been a growing gap between demand for social housing and its supply. Also research by the National Community Forum *Sources of resentment, and perceptions of ethnic minorities among poor white people in England (NCF/CLG 2009)* found that housing allocations are often a key bone of contention in local communities. This has much to do with some people not agreeing with the basis of housing allocation, preferring being local and "deserving" to being in need or vulnerable. Hence stories about some groups "jumping the queue" find a ready audience who believe and repeat them. Migrants are particularly likely to be seen as being able to jump the

queue (despite there being no evidence of this) and are often confused with long standing residents from a black or minority ethnic background – so that if black and minority ethnic people move into social housing or buy ex-social housing, this is seen as evidence of migrants getting priority.

Part 2

WHY THIS PARTNER MIGHT WANT TO WORK ON COHESION

In cohesive communities, we would expect social housing and shared facilities to be better maintained by their users and lets of social housing to be longer, along with higher ratings of social housing providers by their clients.

Part 3

HOW THIS PARTNER CAN TACKLE TENSIONS BETWEEN GROUPS AND BUILD COMMUNITY RESILIENCE

If there are perceptions that housing allocation is unfair in your area, you could work with housing colleagues to review whether there is more they could do to address this.

First, on whether they can do more to allow family members to live near one another whether through using provisions that allow allocation on the basis of local connection, or through choice based lettings.

Second, on good information provision so that people know what the facts are about local housing and how to apply; and good communications that explain the way in which housing is allocated. You may wish to liaise with housing colleagues about their approach to information provision and communications. Some areas have found that the most important channel of communication is frontline officers – both in identifying issues and in giving accurate information – but they need to have that information in the first place.

Evaluation of Choice Based Lettings (CBL) has shown that as well as producing positive housing outcomes, it has potential to increase transparency on allocations and increase people's local sense of belonging. Feedback on applications for a choice based letting usually includes details of the number of homeseekers expressing interest in each property, the level of priority of the homeseekers with the most priority and how long they had been on the housing register. This can help all sections of the community to understand the levels of demand for social housing and the levels of priority and waiting time required to successfully apply for it. Some CBL services go further offering homeseekers access to personalised feedback on their expressions of interest. Some CBL services also publish historical average waiting times for different types of social housing to help homeseekers assess their prospects and in some instances prompt them to consider other housing options. CBL is not enough on its own, as the evaluation of CBL has also found that perceptions of unfairness can re-emerge if there is poor information provision and communication. At present, we estimate that two thirds of local areas have some sort of CBL scheme and the remainder are working towards it.

Monitoring the Longer Term Impact of Choice-based Lettings (CLG 2007) found that:

"In most cases the introduction of CBL has been followed by an improvement in … the proportion of tenancies remaining intact for at least twelve months. … reflecting improved tenant satisfaction with lettings outcomes. It should also contribute to greater residential stability in what were previously 'unstable neighbourhoods'. This, in turn, may be expected to improve social cohesion in such areas."

"Previous ODPM research found that in some case study areas applicants were confused about what determined a successful bid and this generated suspicion about the system and assumptions that it was not fair; in areas where the system was well understood there was a belief that the system was fair."

"Promoting improved comprehension of 'allocations policies' presents an important challenge for CBL landlords going forward. Others include the need to demonstrate more clearly the effectiveness of measures to protect the interests of groups potentially disadvantaged by CBL's requirement for active engagement on the part of housing applicants. Of equal importance is the need to address the understandable disillusionment of some lower priority applicants by educating them more effectively on their realistic prospects of being accommodated in social housing."

Tackling the issues that have a negative impact on cohesion can also be about enforcement. This can be about tensions caused by Houses of Multiple Occupancy, noise, refuse, car parking etc, in particular where an area is changing, for instance if an area once largely occupied by family housing, is turning into an area of rental homes. In some areas, selective licensing is being used to tackle the worst problems in the private rented sector where poorly managed and maintained properties and anti-social tenants are having a detrimental effect on local communities. There may also be a need to take action against particular problem families or perceptions of no-go estates. Another issue is sub-letting as allocations processes no matter how fair may be brought into popular disrepute if social housing is commonly being occupied by people other than those it is let to. Landlords need to ensure they have robust arrangements to detect and take action against unlawful subletting. The community can be encouraged to play its part in tackling this by landlords ensuring that visible arrangements are available to report suspected sub-letting to the council or social landlord.

Finally, in those areas where it is an issue, choice based lettings can also help to reduce physical segregation. Some local authorities have provided support for residents moving into areas which are monocultural, ranging from improved security to immediate action to tackle harassment.

Part 3

HOW THIS PARTNER CAN TAKE POSITIVE STEPS TO BUILD COHESION

There are also positive actions that can be taken, first – resident involvement. Residents' associations can be a positive force for building cohesion – they bring people together to interact in a shared interest, can help to tackle issues and reduce tensions and give people a local sense of belonging. Similarly community art, childcare projects can also help nurture community.

London and Quadrant Housing Association – set up gardening clubs to bring people together and when they are letting new housing developments they invite the intending occupiers to meet your neighbour events ahead of occupation.

Capital Improvements at Newham – funded up a tenant led improvements programme at which tenants would come together to discuss issues of immediate collective interest.

For council landlords, CLG has a Framework for Tenant Participation Compacts which encourages councils and tenants to agree and implement effective arrangements for tenant involvement in their area. The Framework says that Compacts need to focus on, amongst other things, 'widening participation to include hard to reach groups' and 'development of inclusive and sustainable communities'.

www.communities.gov.uk/publications/housing/nationalframework

We are currently looking at how compacts are being used in practice with a view to reviewing the Framework later in 2009. Experience of working with tenants groups suggests that it is vital that landlords are as open as possible with tenants' organisations about lettings policies and practices, and positively seek their help in supporting potentially vulnerable people moving into an area.

Another issue is how to ensure that more than the same old faces are involved in tenant and resident associations. Getting others involved requires innovative approaches: for example handing over editorial control of the tenants' magazine to an editorial panel comprising a diverse group of tenants.

Morton and Northfield Estates

Residents of the Morton and Northfield estate transformed an area renowned for abandonment, crime and drugs in the late 1990s into an area that is now open to a diverse range of families and individuals and has a strong level of community engagement.

A survey was established at the outset to identify those interventions residents felt would be effective. The majority of the suggestions that emerged were both highly practical and relatively inexpensive (locks, lighting, information etc). A three-way partnership was formed between the council's housing department, the police and the residents themselves and with increased police involvement residents felt safe to report, via the residents' association, incidents of crime or suspicious activity.

In parallel the council sought to open the empty homes to house asylum seekers and refugees. The residents were pivotal to welcoming new residents, explaining to the existing community the role of the housing association involved in providing help and ensured misinformation was minimised. An advice centre was established and take up of advice and courses offered were as a result of word of mouth and community backing. The area is now home to thriving communities of new arrivals. The advice centre still gives advice and support to more than 1000 people a month.

The result is that those living on the estate now have a sense of belonging. They work together to meet the needs of everyone living in the area. The focus of activity has moved on from addressing crime and drugs to celebrating diversity through social events. Home-work clubs almost every evening, along with cultural awareness sessions and participation in the food share project bring the community together.

The residents feel the key to their success was in ensuring residents views were central to the solutions (harnessing other services as and when needed). In addition the partnership arrangement was focused and pro-active and the momentum was, and continues to be, maintained due to the high level of community engagement.

Originally reported in Community Cohesion – an action guide (LGA 2004). Updated for 2009 by Leicester City Council.

Second, housing providers can be in charge of community facilities which they can use to encourage different people to mix. Below are two examples from Old Ford Housing Association which won a Gold Award for its work and has now published guidance on it.

www.ofhagoldaward.org.uk/index.html

Old Ford Housing Association

Old Ford's community centres are managed by committees entirely made up from residents. Because many community conflicts arise due to misunderstandings and suspicions about resource allocation and use, Old Ford has taken the approach of 'interculturalism' when looking at who sits on the committees. This approach, where different communities are encouraged to interact and to find the things that they share rather than those that divide them, means that people from different races, faiths and backgrounds sit together on the management committees which oversee the use of the community centres for classes and activities. This interaction increases understanding of different points of view and reduces the scope for conflict, as no community is perceived as getting special attention more resources over another. Specific groups with specific needs can be and are catered for, but rather than happening in isolation from other communities, this now happens under the 'interculturalist umbrella' of shared community facilities.

A well established voluntary sector organisation approached Old Ford about hiring a venue to stage exercise classes for Bangladeshi women. It had funding for them as a group with a varied set of health issues who were not using gyms or other facilities due to cultural or religious barriers.

Old Ford said that it was happy to provide a venue but that it had concerns about the effect on other communities of targeting this resource on a particular group. Women from other ethnic or religious groups presented similar health problems and they too were failing to access facilities due to their own cultural, ethnic and other barriers. For example, other women of European or Afro-Caribbean background had reservations about going to gyms due a lack of confidence or a reluctance to exercise in front of men. Similarly Somali women, many of whom share the same Islamic religion with their Bangladeshi counterparts, were avoiding gyms.

Old Ford agreed to provide free use of its community facilities as match funding on the basis that the sessions were open to all women in the area, yet maintaining the sensitivity faced by different cultural groups. The voluntary group managed to renegotiate funding for exercise classes and now provides sessions for all women, regardless of their background.

Third, new housing or refurbishment provides opportunities to provide places and spaces for people to mix or for small design changes to make people feel safer.

Spa Fields, Islington (London)

Spa Fields is a small park in Islington, London. Before redevelopment, 2005-2007, it was run-down and in poor condition. It was dominated by intimidating fencing and a large, concrete football pitch that felt unsafe and threatening. Use was overwhelmingly among young gangs of youths and occasional office workers eating lunch in the summer.

The space was opened up to allow greater access and visibility. A new entrance passage was opened up, encouraging greater movement through the space, either of workers at the nearby offices or young mothers with pushchairs.

A key feature is the visibility into the park. Private spaces are cordoned off from many angles, but remain accessible and with clear sightlines. Spaces are clearly demarcated with low features, such as rows of lavender, that keep stillness and privacy but remaining in clear sight of the rest of the park.

A path running through the eastern end of the park shows how consultation can improve design. Previously it ran through the centre of a small depression, near to bushes. After a workshop with local women, run by the Women's Design Service, it was raised and placed on one side. As well as better visibility it felt safer and encouraged more people to walk along it. It is fully inclusive – this route goes through the younger people's play area, encouraging its perception as a space for everybody.

Engagement with young people of the area, and empathy with how they might use the space, has meant the park remains well-used although with very little vandalism. During the construction process, 13 local young people were given work experience on the site. Three went on to get permanent jobs with the construction company, giving a sense of local ownership. In the construction process, young people's spaces were equipped before those for toddlers, to avoid bored teenagers using and vandalising the play spaces.

Source: Inclusion by Design (CABE 2008)

4.2   Planning and neighbourhood renewal

Part 1

WHY YOU MIGHT WANT TO WORK WITH THIS PARTNER

As The End of Parallel Lives? The Report of the Community Cohesion Panel (Home Office 2004) noted "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."

Regeneration and the race equality duty (CRE 2007) found that "In another programme, this time involving housing, interviewees from the public and community sectors described greater tensions between ethnic groups when Asian residents, displaced as a result of the clearance programme, moved to predominantly white British areas. There was no evidence of an REIA having been carried out as the clearance programme was being developed. Although there were clear indications of the likelihood of community tension, we found little evidence of any action having been taken to mitigate the effects of the policy such as preparing people for the arrival of displaced residents."

There is also anecdotal evidence of planning disputes that have become such cause celebrés that they have led to a decline in cohesion, examples in the past include the siting of a mosque or a centre for asylum seekers.

Part 2

WHY THIS PARTNER MIGHT WANT TO WORK ON COHESION

People's sense of local belonging and willingness to interact with others is closely linked to how people feel about the place they live. The planning system and renewal schemes have the potential to influence this positively or negatively. For regeneration and new developments to work and last, they need to be "owned" and valued by local people.

Part 3

HOW THIS PARTNER CAN TACKLE TENSIONS BETWEEN GROUPS AND BUILD COMMUNITY RESILIENCE

You can use your knowledge of the local community and any tensions to help planning and regeneration colleagues to cohesion proof any new developments or redevelopments, and to identify any which might become divisive issues. This might include undertaking a cohesion impact assessment on any major plans or developments.

The outcomes of this exercise might include:

- avoiding funding which can be interpreted as funding one group in particular, for example by ensuring initiatives take place in more than one community

- adjusting plans for new facilities so they will encourage different parts of the community to mix, whether this is about design or location

- putting more resource into information provision about what is being done, directly or though the media, particularly with those who strongly oppose a particular development, who may need to understand that it can go ahead despite their objections

- putting more resource into in community engagement and consultation.

Regeneration and the race equality duty (CRE 2007) found that in some places: "key players, such as front-line staff and councillors, not being given the information they needed to counteract misconceptions and resentment that certain ethnic groups were benefiting disproportionately from regeneration money. Responses were largely reactive, and often too late. In one authority, a press officer was specially recruited to manage communications for a particularly contentious regeneration project, but interviewees felt this was too late, since public anger and racially charged misinformation had been circulating for two years."

A number of research studies have looked at the importance of preserving and supporting places where people can mix with those who are different to them. *Public spaces, social relations and well-being in East London (JRF 2006)* argues that economic benefits in regeneration shouldn't overshadow the important role of public spaces, such as street markets, in everyday life and social relations. Regeneration projects that focus only on economic benefits may harm social relations and cohesion. It found that markets can bring people of different backgrounds together and enable everyday contact between different ethnic groups who might not otherwise interact.

The social value of public spaces (JRF 2007) also suggested street markets were important along with: parks which enable young people to make friends and mix with the wider community; and cafés and arts centres are key social places for mothers and children. It also reflected on the balance that needs to be struck between strategies intended to 'design out crime', which will make people feel safer, such as cutting down bushes, installing vandal-proof street furniture and closing public toilets; and the attractiveness and usefulness of those places. The research has important messages for those responsible for planning, developing and managing public space:

- regeneration strategies that fail to take into account local attachments to existing places may undermine existing networks within local communities

- public spaces that look good but fail to provide adequate amenities or connections to existing social and economic networks will result in sterile places that people do not use.

Secondly, Planning and regeneration schemes also provide an opportunity to break down physical divides. In some areas large roads, buildings or other physical features divide communities. Equally there may be a lack of public transport. Regeneration schemes or other plans which put in remove barriers or make new connections can help address this.

Castleford Bridge

The McDowell + Benedetti Castleford Bridge was built in Castleford as part of a TV-led transformation. This £4.8 million footbridge reopened access to the town's forgotten waterfront, creating a new public space and landmark, where the people can chat and enjoy the view.

Part 4

HOW THIS PARTNER CAN TAKE POSITIVE STEPS TO BUILD COHESION

First, regeneration and new developments provide opportunities to encourage more interaction to reduce social segregation. Segregation is often seen as an issue for cohesion, however, as the Commission on Integration and Cohesion identified, residential segregation is difficult to address – there is a slow turnover in housing, much of it is on the open market, and people may choose to live close to people who are similar to them for very good reasons. The Commission argued that we should not worry if particular groups of people are concentrated in particular places, what matters is that they are able to mix with people who are different to them, so are not socially segregated. And this does not just happen, people need to be given the opportunities and the benefits of mixing need to be promoted.

Social cohesion and urban inclusion for disadvantaged neighbourhoods (JRF 1999) noted that physical design and layout including small-scale landscaping can help social interaction between residents and improve cohesion. It identifies the importance for cohesion of preventing physical deterioration of neighbourhoods, the involvement of local people in regeneration and the focus on improving public services rather than just large-scale physical regeneration. And planning gain can include facilities for local communities to mix.

Second you can use community consultation as a way to bring different people together. *Access all areas – planning for inclusive environment (PAS 2007)* notes that "Planning Policy Statement 1 (PPS1) promotes sustainable communities as a fundamental principle underlying planning … All development should contribute to the creation of a safe, sustainable, liveable environment and mixed communities with good access to jobs and key services for all members of the community. Proposals which fail to do this should not be accepted. The planning system is therefore right at the heart of developing and promoting social cohesion and inclusion."

Regeneration and the race equality duty (CRE 2007): "We found no evidence that consultation events were being used to bring different ethnic groups together to promote good race relations and community cohesion. … for interaction to be meaningful it must grow out of the things people have in common. Coming together as a community to discuss the future shape of the area can be a powerful, uniting force. All sections of the community want to live in a safe, clean and prosperous area, where their children receive a good education, even if they have different individual demands on particular issues. Consultation on regeneration projects can create a forum where people can interact in new ways and explore common aspirations."

Third, building local social structures which ensure that the improvements are owned and protected by local people. The maintenance costs of a new development, community centre or park will be lower where their users treat them with care and do not purposefully damage them. This is about both how people behave and what the local values are in relation to the facility. So building local social structures or giving responsibility for facilities to a local voluntary or community groups can be just as important as allocating funding for repairs in maintaining facilities. This is an example of how either a vicious or virtuous circle can operate, vandalised facilities make people feel their area is less cohesive and remove opportunities for interaction, so increasing fear of others; well-maintained facilities make people feel more positive about the area, there will be more interaction during both maintaining and using the facilities, with interaction leading to wider community benefits, including reducing the likelihood of vandalism.

Fourth, you can use good design to help build people's sense of local belonging. Regeneration schemes, refurbishment of key local landmarks or new developments are a chance to put in place or resurrect symbols for communities that can give a local sense of belonging. Best practice reports by CABE Space emphasise the importance of design and the built environment for cohesion and well-being. Their report 'Inclusion by Design' gives some headline evidence for why good, inclusive design and planning in regeneration is important for providing a sense of community, and conversely that bad design can have negative impacts.

www.cabe.org.uk/AssetLibrary/12403.pdf

Spaceshaper is a practical toolkit developed by CABE for anyone keen to improve their local park, street or square. Workshops bring together residents, community groups, businesses and those responsible for planning, designing and managing spaces to share ideas about what works well in the space and what can be improved. Spaceshaper specifically helps people understand how the space works for different people. It is used as part of a wider process of consultation and can be used to track change in people's perception over time. Spaceshaper has been used in 80 towns and cities regionally between 2007 and 2009. For more information see www.cabe.org.uk/spaceshaper.

CABE is developing a version for 9-14 year olds with architecture and built environment centres in Wakefield, Kent and Bristol. The tool will be available from summer 2009 and will enable young people around the country to assess a range of spaces, including play spaces, to evaluate how they could be improved. Young persons' Spaceshaper uses a range of inclusive techniques including a site visit, maps, photos, voting, role play and discussion to evaluate all aspects of design and management. It offers an opportunity for young people to meet those who are responsible for making change happen and present and discuss their ideas with the wider community to agree shared priorities for change.

Swalwell Park, Gateshead

Swalwell Park is the main public green space in the Swalwell area of Gateshead. By 2008, the neglected state of the park meant that it was mainly used as a pedestrian route by people going from one part of Swalwell to another, rather than as a place for local people to spend time.

In November 2008, local people and service providers involved in the management, maintenance and development of the park took part in a Spaceshaper workshop. The workshop was part of an ongoing programme of consultation on improving the park, commissioned by Gateshead Council Neighbourhood Management Services and managed by Tyne & Wear Play Association.

Eric Anderson of Tyne & Wear Play Association explains: "Spaceshaper provided a great opportunity to bring people who use the park together with professionals who look after it. Working with a group of community representatives helped us to develop a clear and robust vision for the park incredibly quickly."

The workshop participants completed the Spaceshaper audit during a walkabout which explored all main areas of the park. They identified a number of problems, including inadequate lighting, drainage and maintenance, as well as a general feeling of neglect and an overall lack of identity. Accessibility emerged as a strong positive, as did the park's value within the community. There was also a strong feeling that the park had the potential to be transformed into something much better.

Discussions about potential improvements to the park focused on making physical changes to the space, tackling the issue of anti-social behaviour and engaging young people in improving the park. The participants brainstormed ideas and ranked them by cost, impact and how easy they were to achieve.

"Having instant access to the results of the Spaceshaper audit sparked some great discussions. When people had different perspectives on a particular topic, we were able to look at the results and resolve the issue in quite an objective way," comments Eric Anderson.

At the end of the session, the group agreed a number of actions, including upgrading the ball court, establishing an adventure area and creating a play area for younger children. The participants also decided to set up a Park Development Group which has since raised £50,000 towards the first phase of the redevelopment project.

Source: CABE

4.3   Schools and children

Part 1

WHY YOU MIGHT WANT TO WORK WITH THIS PARTNER

Children and their families are a key part of society and the cornerstone of local communities. If we want to build a fair and cohesive society then it is important that we help children and young people understand and appreciate diversity, particularly if we want them to succeed, fulfil their potential and become responsible, active citizens in the future.

Part 2

WHY THIS PARTNER MIGHT WANT TO WORK ON COHESION

Analysis of the Place Survey shows:

- a strong positive correlation between our measure of cohesion and the achievement of five or more A*- C grades at GCSE or equivalent including English and Maths

- a strong positive correlation between our measure of cohesion and perceptions of parents taking responsibility for the behaviour of their children in the area.

In recognition of the importance of school's role in building cohesion, the Department for Children, Schools and Families (DCSF) has placed a statutory duty on all maintained schools to promote community cohesion and asked Ofsted to assess school's contributions as part of school inspections. Guidance on the duty is available at:

publications.teachernet.gov.uk/default.aspx?PageFunction=productdetails&PageMode= publications&ProductId=DCSF-00598-2007&

And Ofsted will soon publish a thematic survey on *Communities: learning and growing together – How education providers promote social responsiblity and community cohesion*. This will be available from www.ofsted.gov.uk.

Part 3

HOW THIS PARTNER CAN TACKLE TENSIONS BETWEEN GROUPS AND BUILD COMMUNITY RESILIENCE

We also know that children and young people can themselves be the cause of tensions in some local communities. Education and schools particularly, then have a key role to play in building community cohesion for the future by giving children and young people the skills, knowledge and opportunities to learn with, from and about those from different cultures, faiths, age-ranges and socio-economic backgrounds.

Part 4

HOW THIS PARTNER CAN TAKE POSITIVE STEPS TO BUILD COHESION

Schools through offering extended services provide opportunities to engage and support the whole community. This is why the DCSF recent White Paper *Your child, your schools, our future*, published in June 2009 sets the vision of a school at the heart of its community and being a resource for the whole community offering access to learning and other activities.

Schools also give parents from different backgrounds within the community something in common and sometimes the only chance to interact with each other. Therefore, work with children and young people and families can also be an important way to break down barriers between parents from different backgrounds, helping to build inter-generational understanding and promote cohesion.

The Community Cohesion Resource Pack for schools provides practical support and guidance to help school leaders review and improve the work they are doing to promote community cohesion. The resource pack is available at:

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

Opportunities to promote community cohesion amongst children, young people and their parents, exist not only just via schools but also through the full range of early years, children's and youth services at a local level. For example, from Children's Centres serving parents from all communities and offering a place for parents to meet and interact, through to positive activities for young people available outside of schools hours.

Local authorities and partnerships can recognise the importance of work with children, young people and their parents to build community cohesion by ensuring cohesion is at the heart of their Children and Young People's Plans, by supporting schools in meeting their statutory duty and the work they can do in promoting cohesion and by ensuring that children and young people themselves have a say in the future of their local communities.

Two key questions to consider are:

- Are local schools fulfilling their potential to build cohesion?
- Is your authority working in partnership with local schools to support their work to build cohesion?

On schools' potential, you might want to examine whether:

- schools are helping pupils from different ethnic, faith and socio-economic backgrounds to mix and interact – within the school, within the community and with other schools?

- have schools linked with other schools in different contexts to provide opportunities for their pupils to interact with others? Support is available for both local authorities and schools on linking from the School Linking Network at: www.schoolslinkingnetwork.org.uk

- whether schools are using the curriculum to promote a local sense of belonging and positive local shared values such as respect, justice, human rights, democracy, neighbourliness and reciprocity. Key curriculum subjects for promoting cohesion being Citizenship, RE, PSHE education, and other humanities and arts subjects

- the extent to which schools are using their extended schools provision to open their doors to parents and the wider community to use and promote cohesion.

On local partnership, you might want to examine whether your authority is

- making appropriate links with Director of Children's Services and school/ education services locally to determine and develop support

- involving schools in local strategic planning around community cohesion

- supporting schools – e.g. school linking, partnership working, community mapping, workforce training, advice on local issues

- making effective use of Standing Advisory Councils on Religious Education (SACREs) to promote cohesion

- considering the impact on cohesion of school admission policies and taking advantage of local partnership or cluster arrangements across schools and of programmes such as Building Schools for the Future to address cohesion challenges

- ensuring the authority's work on Children Centres and in supporting families promotes community cohesion

- making links with youth sector planning and responsibilities.

The MORI report *'What Works' in Community Cohesion* (CLG 2007) suggested four ways of building effective partnerships with schools:

1. Use examples of good practice to illustrate what can be achieved to get schools on board and build a relationship with them.

2. Autonomy and flexibility of project managers is essential so that they can make decisions and accommodate changes in attitudes and direction by teachers and schools leadership.

3. Create incentives for schools to engage with the community cohesion agenda, such as building links to the Ofsted framework, to support school inspections.

4. Hold celebration and achievement events to maintain the momentum of schools' programmes. They can also be a way of facilitating interactions between parents from different backgrounds.

Kent

Kent have been proactive in supporting schools around community cohesion. Relevant curriculum advisors met with ethnic minority achievement services at an early stage to discuss how they could support schools whilst demonstrating the breadth of what's possible.

They decided to develop support material (available from www.kenttrustweb.org.uk/ask8/ask8_whole_school_com_cohesion.cfm) that linked the bigger picture to the local area and context. The support material also contains a variety of tools for schools to use, including audits, questions to consider about cohesion work generally and the school's particular context, and planning and monitoring tools. Rather than being a static document, it is regularly updated with recent developments.

The support material has been promoted at head teachers workshops and briefings, Governors' training, and internal training. So far it has been well used, and Kent have received positive feedback from schools.

Education colleagues are also looking to work more closely with other colleagues across the local authority on community cohesion, to ensure a coordinated approach. It's still early days on this, but Kent's approach has been well received so far and they continue to assess what support is needed.

South Tyneside and Gateshead

South Tyneside and Gateshead local authorities have a strong history of community engagement and have always sought to provide opportunities for leisure and lifelong learning through their schools. In their partnership in the Building Schools for the Future (BSF) programme, they aimed to take advantage of existing best practice and build on community use, based on consultation with the local community.

The local authorities asked the local communities how they wanted to be involved at each stage of the BSF process, and worked with local schools to develop a charter for engaging and informing pupils, staff, parents and the wider community.

A range of community consultation events were held to allow pupils, parents, staff and local community representatives to give their opinions from the earliest stages. Each consultation was based on 'We asked, You said, We did' so that people could see the impact of their views and opinions. One result of consultation was moving the location of a school within the site in order to increase community access.

Along with the overall design, it was important to gauge the demand for facilities, e.g. childcare, music and sport, to ensure these would be suitable and appropriate to the local community. Again, groups were consulted and the results shaped plans. The LAs are also looking to develop a new model for extended provision and community use that would see schools placed at the heart of their communities, with use throughout the year by a range of people and organisations.

4.4   Services for young people, old people or "vulnerable" people

Part 1

WHY YOU MIGHT WANT TO WORK WITH THIS PARTNER

It may seem odd to discuss these three groups together, but they are all groups for whom local authorities have specific services which are aimed at meeting their needs and preventing negative outcomes. They are all also groups who can be isolated/ignored or be treated with suspicion or fear.

Starting with young people, we know that:

- seventy per cent of young people believe that a lack of positive activities provision leads to more youth crime (MORI, 2002)

- activities for teenagers is the local issue that most people want to see improved (39%) (Audit Commission, CPA – The Harder Test, 2007)

- around 40 per cent of ASBOs were given to young people, aged between 10 and 17 years between 1 June 2000 and 31 December 2006 (5,110 of the 12,675 ASBOs issued) (Home Office).

Laurence and Heath's work *Predictors of community cohesion: Multi-level modelling of the 2005 Citizenship Survey (CLG 2008)* also found that both high crime levels and fear of crime are strong negative drivers of cohesion. Fear of crime and perceived high levels of Anti-Social Behaviour (ASB) make people afraid to go out, create unhappiness and resentment, are linked to disputes that raise tensions and lower levels of trust and willingness to interact. This is reflected in services for young people in the community often being aimed at reducing ASB, as well as other negative issues for cohesion such as gangs, addiction, violence and youth crime. This can be about preventing or tackling actual ASB or perceptions of it by other parts of the community (particularly older people) for whom groups of young people hanging around creates fear.

While the Citizenship Survey shows that older people generally have more positive views on cohesion than younger people, we know that older people can feel excluded from their community, may be isolated as their friends pass away, or be unhappy about change in the local area.

Laurence and Heath also found that vulnerable groups – women, individuals who lack access to services, council tenants – had more negative perceptions of cohesion. However, the strongest negative socio-demographic predictor of cohesion was whether an individual has a limiting long-term illness or disability. The undermining effect this had on cohesion was about twice as strong as the next negative predictor. So for some "vulnerable people" their illness or disability may make it difficult for them to interact with others, or make them difficult to interact with.

Part 2

WHY THIS PARTNER MIGHT WANT TO WORK ON COHESION

These services will be more effective if they take account of cohesion, helping them to ensure they are addressing their customers needs and increase their satisfaction levels.

Analysis of the Place Survey shows:

- a strong positive correlation between our measure of cohesion and the proportion of respondents aged 65 and over who are satisfied with both home and neighbourhood

- a strong negative correlation between our measure of cohesion and perceptions that people in the area do not treat one another with respect and consideration

- a medium positive correlation between our measure of cohesion and dealing with local concerns about anti-social behaviour and crime by the local council and police

- a medium negative correlation between our measure of cohesion and 16 to 18 year olds who are not in education, employment or training (NEET).

Part 3

HOW THIS PARTNER CAN TACKLE TENSIONS BETWEEN GROUPS AND BUILD COMMUNITY RESILIENCE

We believe that youth work has a key role to play in building cohesion. Nationally we have allocated £4.5m of our £50m cohesion funding to positive activities for young people, which will bring deprived young people from different backgrounds together. *Leisure Contexts in Adolescence and their Effects on Adult Outcomes: a More Complete Picture*, (Robson and Feinstein 2007) suggests the benefits of such work include: improvements in attitudes to and engagement with school; avoidance of risky behaviours; improved social and communication skills, better self-confidence and self-esteem.

Aiming High for Young People: A ten year strategy for positive activities (DCSF 2007) sets out the Government's plans to help all young people, especially those from disadvantaged backgrounds, take part in enjoyable and purposeful activities in their free time. Participation in positive activities can improve social and emotional skills that are essential to building young people's resilience and allowing them to fulfil their potential. These skills help shape how young people view themselves, their level of self-esteem and aspirations, and the extent to which they can take control of their lives.

You may wish to work with local youth workers and youth organisations to see how existing youth schemes can do more to bring young people from different backgrounds together and to try to change negative attitudes and behaviours.

Clearly, this needs careful and expert handling. Ipsos-MORI's *What Works in community cohesion* (CLG 2007) research found that for youth work, the steps were: target specific individuals who have the most negative attitudes; extend project reach – to parents, friends; where tension exists, build interaction gradually, and in neutral settings.

Part 4

HOW THIS PARTNER CAN TAKE POSITIVE STEPS TO BUILD COHESION

All local authorities will be aiming to provide effective services for young people in the community, older people and people who are vulnerable due to disability physical health, mental health or other problems.

So the key questions for cohesion is whether in the course of providing these services, those within these three groups are being encouraged to mix with people from different backgrounds and with members of the other two groups.

There are opportunities to use the experience and free time of older people to undertake work in the community; or for young people to provide them with support.

In April 2009, DCSF launched intergenerational pathfinders, which will provide more evidence and examples of what works.

Waltham Forest – putting cohesion at the heart of commissioning positive activities

The London Borough of Waltham Forest believes that no single organisation can deliver community cohesion by working in isolation. They strengthened the commissioning of youth activities through joint planning and commissioning and putting cohesion at the heart. This is reflected in their 14-19 education and youth support plan, 2008-2010

www.walthamforest.gov.uk/14-19-edu-ythsupportplan-2008-10.pdf

The principle underpinning this approach is that the statutory, third and private sectors, parents and communities and young people are co-constructors of resilient and cohesive communities.

For 2009-10, Waltham Forest's youth panel commissioned 46 individual programmes from the third sector, which aim to build trust and dialogue between young people within the same community and from different communities. For example, they have commissioned the Sikh Community Care Project to create new training, education, cultural and active recreational opportunities for young women and girls of a South Asian background (Muslim, Sikh and Hindi). An example of a programme the borough has commissioned to tackle extremism, youth crime and gang culture and build trust and dialogue is the Leyton Orient Community Sports Programme. This programme will deliver four community hubs providing a variety of provisions working across key government agendas including – preventing violent extremism, change for life (to tackle health issues and obesity) and tackling knife/gun crime and gang culture.

4.5 Recreation and culture

Part 1

WHY YOU MIGHT WANT TO WORK WITH THIS PARTNER

For cohesion, sport and culture can bring different people together and build strong relationships and community spirit through involvement in shared interests and pleasure. They can also be used to tackle conflict and reduce anti social behaviour. "Fun" can be the best way to get to the hard to reach and those groups who are turned off by "worthy" activities. There is a wide variety of evidence to support this:

- The Taking Part survey shows that those participating in cultural activities were 20 per cent more likely to know *'many people'* in their neighbourhood and around 60 per cent more likely to believe that *'many of their neighbours can be trusted'* Importantly these figures hold for those from lower socioeconomic groups, with the *trust* figure still high at 40 per cent. (Taking Part, DCMS, 2006)

- Participation in sport and increased social capital are linked at national and individual level – those who participate in sports are more likely to vote, contact a politician, sign a petition, have higher levels of social trust and life satisfaction. Membership of a sports club has the same impact on individual wellbeing as an increase in income of £3,600 per year. (Delaney and Keaney, 2005)

- Of 243 adults that took part in six arts participation projects: 91 per cent made new friends; 84 per cent felt more confident about what they could do; 54 per cent had learned about other people's culture. (What's art got to do with it? Arts Council England, 2003)

- The benefit of local art facilities and events: 63 per cent – create a sense of pride for local people; 61 per cent – provide a focal point for the community or give a sense of local identity; 56 per cent – improve quality of life for local people (Jermyn H, The arts and social exclusion: a review prepared for Arts Council England, 2001)

- Twenty-one organisations with Millennium Festival Awards in London were asked about the impact of the awards: 76 per cent – better understanding of other cultures; 76 per cent – enhanced sense of community belonging; 67 per cent – developed pride in local community. (Jermyn H, Millennium Festival Funded Arts Projects in London, 2001)

- Where artists have worked with communities to create work related to migration, culture and identity, 71 per cent of the participants felt that the project encouraged them to feel differently about other people and to have a greater awareness of other cultures and communities. (Bringing communities together through culture and sport, 2004 Joint DCMS, Home Office and NDPB delivery bodies publication)

- Forty-five per cent of museum visitors agree that they felt more positive towards other people and their cultures and ideas as a result of their visit. (MLA & MORI, Renaissance in the Regions, 2003)

- Evaluation of the social impact of Heritage Lottery Funded projects has shown community benefits which have included: encouraging social inclusion – 42 per cent; improving intergenerational understanding – 42 per cent; and strengthening bonds of trust between communities or between communities and institutions – 39 per cent. (HLF, Social Impact of HLF projects, 20042005)

- Evaluation of *Positive Futures*, a national sports based inclusion programme has found: 72 per cent believe antisocial behaviour has fallen as a result; 78 per cent state that the programme has helped people improve the way that they relate to others; 63 per cent believe that local crime has fallen as a result of it.

- Positive Activities for Young People (PAYP) project in Henbury, Bristol provided a mixture of sports, outdoor pursuits and cultural activity for a group of 12-18 year olds who had not been engaging in existing activity. The programme contributed to a reduction in antisocial behaviour complaints of 14.5 per cent and arson incidents by 28 per cent. (CRG Research Ltd, 2006)

- The Arts Council England Splash Extra programme contributed to a 5.2 per cent decrease in crime in the areas where it operated, compared to those where it didn't operate. (Evaluation of Summer 2002 Splash Extra Scheme, ACE, 2003).

Part 2

WHY THIS PARTNER MIGHT WANT TO WORK ON COHESION

Colleagues working on sport and culture will want to increase engagement in them and take up. For them taking account of cohesion, can help them to increase and widen take up, and at the same time add another argument for the funding of sport and culture.

Analysis of the Place Survey shows a strong positive correlations between our measure of cohesion and measures of visits to museums and galleries and engagement in the arts; and medium positive correlations with adult participation in sport and active recreation and use of public libraries.

Part 3

HOW THIS PARTNER CAN TACKLE TENSIONS BETWEEN GROUPS AND BUILD COMMUNITY RESILIENCE

Arts and drama allow exploration of challenging issues and sport can be used as a way to defuse conflict.

Slough

Radio Underdog, set up by Slough Young People's Centre working closely with Aik Saath conflict resolution experts, provides a creative opportunity for young people from diverse backgrounds to come together to set up and run a radio station. They are given training and support in relation to the radio work. This also involves skills in negotiation, facilitation, interview techniques, developing inclusive approaches and teamwork. The aim was to increase cultural awareness between the young people and there were sessions directly focused on issues of conflict resolution, and the recognition and celebration of cultural differences. The broadcasts are well received, professional and handle a number of issues including some political content.

Slough Young People's Festival was an ambitious project, run by young people, aimed to "bring back the arts" to Slough by recognising and using cultural diversity. Young people were involved in all aspects of setting up, promoting and participating in the Festival which included dance, drama, music and sports – a huge undertaking. The first event attracted over 2,500 people from Slough's diverse communities and was seen as a big multi-cultural success locally. In addition to being a successful event, the Festival had several benefits at different levels. The young people involved learnt much about bringing people together, working across communities and demonstrated their ability to take responsibility and organise a multi-cultural event of this size.

Source: Community Conflict: A Resource Pack (Home Office/ODPM 2006)

Part 3

HOW THIS PARTNER CAN TAKE POSITIVE STEPS TO BUILD COHESION

Local Authorities and local arts, cultural and sporting bodies will already be aiming to provide good quality inclusive:

- parks, public land or walks
- sports facilities
- leisure facilities and libraries
- arts, music and culture facilities
- local museums
- local festivals.

So you could work with colleagues delivering these services to review whether full advantage is being taken of all that sport and culture can do to build cohesion:

- Do existing public spaces, buildings and sporting/cultural organisations encourage interaction between different people or are they effectively used or owned by one group only – or used by different groups at different times?

- Do existing public spaces, buildings and sporting/cultural organisations encourage a local sense of belonging, – do they make locals proud or ashamed; are they similar or different to other places – how do they reflect the specific local area?

- Do existing sporting and cultural activities bring different people together around shared interests – or are they only for some groups (e.g. football will not appeal to many young women or to some young men) or bring similar people together?

- Do festivals and celebrations have something for everyone – including the majority – are they locally specific to give a greater sense of local belonging?

- Do your local cultural buildings, such as theatres, or museums, provide a local sense of identity? (this is both about people who use them and people who don't, for the latter group the existence of such facilities helps given them pride about their area)

- Do arts and cultural activities for groups who are lower users of these services, e.g. people with a disability, allow them to mix with others?

DCMS guidance *Bringing communities together through sport and culture* is available at:

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

Section 5

Joining up with other cross cutting parts of the council

5.1 Information provision and communications

Part 1

WHY YOU MIGHT WANT TO WORK WITH THIS PARTNER

People's understanding of their local area, how it is changing, who is getting what resources, and whether this is fair is key to their perception of cohesion. So they will feel cohesion is getting worse if they believe that the area is changing for the worse, and that particular groups are at fault or getting special treatment. And they can believe this without it being true, as their understanding is informed by myths, rumours and stories. These negative feelings may then be transferred to the local authority. Work to tackle this needs to be long term and sustained, recognising that there are no quick fixes.

Part 2

WHY THIS PARTNER MIGHT WANT TO WORK ON COHESION

Analysis of the Place Survey found:

- a strong positive correlation between our measure of cohesion and satisfaction with the local authority

- a strong positive correlation between our measure of cohesion and the percentage of respondents who would say that they have been treated with respect and consideration by their local public services in the last year.

Information provision and communications work which tackles cohesion issues, should therefore feed into people's satisfaction with their local authority. Hence, a key role for every local authority is providing accurate information about its area, communicating its vision and tackling any divisive myths and rumours in ways that do not talk down to residents.

Part 3

HOW THIS PARTNER CAN TACKLE TENSIONS BETWEEN GROUPS AND BUILD COMMUNITY RESILIENCE

The starting point is information provision, so that people know what is going on in their local area, how they can access services and can judge for themselves whether allocation of services is fair, rather than relying on assumptions or rumours. Providing information about how the area is changing can help to reassure existing residents. A key part of this is to consider whether you are providing enough accurate and up to date information to councillors as they discuss local issues and front line officers, who are trusted by the public, but can, without meaning to, confirm prejudices and myths instead of challenging them.

As *Communicating Cohesion: Evaluating Local Authority Communication Strategies* (Institute of Local Government Studies (University of Birmingham) and Democratic Audit, (Human Rights Centre University of Essex) IDEA/LGA 2009) found "A local authority's own workforce is potentially a major communication resource. As in several of our authorities, councils are often the largest employer in the area and their officers and staff are by definition constantly engaged in inter-action with local residents at, from and in a variety of levels, services and sites. Local authority employees also of course constitute a significant proportion of the local population and are members of diverse communities."

And "Elected members have crucial responsibilities that are integral to the cohesion of communities. We found good and bad examples of councillor involvement: at its best parties united to send clear messages of cohesion; at its worst, members were reluctant to 'stand up and be counted'. Although there are a variety of approaches to member involvement, we are not in favour of responsibility for community cohesion being given to a single executive member."

As well as providing information, it is important to correct misinformation, but this needs to be handled carefully if it is to succeed. *Communicating Cohesion: Evaluating Local Authority Communication Strategies* (IDEA/LGA 2009) noted that "people find 'myth busting' in the form of providing factual information to counter strongly held beliefs patronising. Also by making statements (that they then clarify by refuting) along the lines of 'many people believe asylum seekers are given priority for social housing', authorities may unintentionally legitimise the view in the eyes of residents rather than challenge it. The experience of our study authorities also suggests that in general residents do not trust myth busting statements from the authorities; and anyway, will often hold tenaciously to a myth or rumour, however absurd, simply because they want to believe it. Simple factual information, by word of mouth if possible, may be the best strategy."

This study also found that "as the head of community engagement and cohesion in one authority warned, 'it's easy to hide behind myth-busting'. There are occasions when 'myths' have a foundation in truth, or where the evidence available to counter the myth may be complex or may not be compelling and can only create more uncertainty. In these

circumstances authorities have to make pragmatic decisions about how to handle the issue. Moreover, the more authorities are able to develop and embed a broad approach to communication, the less need they have for myth-busting activity. It seems from our study that more worked up myth-busting strategies are of most value for authorities that have yet to feel the benefit of a broader communication strategy."

And "Guidance on how to practice 'myth-busting' was seen as particularly important when the government and authorities first became aware of the need to respond to negative media articles and the local circulation of myths and misinformation. Although it is now understood that 'fire-fighting' in itself is not the answer and that more careful solutions are needed, there is still a need for immediate and flexible responses, especially in crises, to the sudden emergence of rumours that can flare up and circulate with surprising speed to create tensions and unrest."

CLG guidance on combating misinformation about migrants and minority ethnic groups is available from:

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

A sense of belonging – the Cohesion Communications Toolkit (ICOCO) is available at: www.coventry.ac.uk/researchnet/icoco/d/323

Working in partnership with the local media is discussed separately.

Barking and Dagenham

The London Borough of Barking and Dagenham has recognised that, where local people are mistrustful of public agencies, traditional means of communication such as press releases and leaflets, have limited success. In order to get its message across effectively, it has developed a network of contacts in the local community, supporting them to pass on the latest news to the many people with whom they each are in contact every day. These contacts are identified as people who are well-connected in their local communities, with wide social networks.

Pilot work locally has shown that where one person has, or is able to build a rapport with another, and demonstrates that they understand their concerns, this then builds a trust which enables more effective communication to take place. This work is based around the concept of 'emotional intelligence', contributing generally to the development of an effective communication programme for the Council (and hence building trust in mainstream institutions) but also providing a platform around which to tackle myths as they arise in the community.

Barking and Dagenham *(continued)*

This work is being reinforced through a programme of training for frontline staff in the Council and wider Partnership, again equipping them with the skills and techniques to communicate effectively with residents through empathy and mutual understanding. Staff attending the training will then be supported ongoing, with the facts with which to rebut myths as they come across them, with a route to report any new myths they come across, and with backup if they need to discuss any concerns arising from their experiences.

An example of this approach in action can be seen from a member of staff who attended pilot training and subsequently put techniques learned on the course into practice:

> "He was complaining about black people and immigration. He said that our statistics were lies….and saying that everything the council says is a lie and that everyone that works there is foreign. I used the clarifying distortions technique to challenge this perception without confronting him and we were able to begin a calmer conversation at the end of which he admitted he had not been entirely right about the council."

Leicester

In Leicester, the whole focus of the NCBI (now Diversity Hub) Community Cohesion Training Project and Young People Resolving Differences projects was on myth busting and teaching skills to enable people to take individual initiatives when appropriate. Their greater appreciation of diversity and identities helped the young people be pro-active in building welcoming communities, and their intervention skills enabled them to make a difference when any kind of prejudicial comment or action takes place – in their schools, neighbourhoods and families.

Originally reported in: *Community Cohesion: SEVEN STEPS* (Home Office, 2005). Updated for 2009 by Leicester City Council.

Part 4

HOW THIS PARTNER CAN TAKE POSITIVE STEPS TO BUILD COHESION

Once people have basic information, communications can help to set out a positive vision for the local area.

The Lancashire guide to mainstreaming suggests

- "Use the communication channels available to the service to build confidence with difference by:
  - demonstrating how people from different backgrounds work together to build their local area

- – telling good news stories of the contributions that all sections of the population make to the local area

- – addressing negative attitudes and stereotypes about particular groups of people.

- • Think about the decisions you make that affect the public or sections of the public and how the decisions might be perceived. Communicate reasons for decisions, particularly where they have or might lead to perceptions of unfair treatment and community divisions."

Part of the positive vision for the area can be about what you are doing to welcome new residents – whether they have come from another country or another town, information packs for new residents help them to integrate and fit in. They can also avoid disputes over issues such as refuse collection.

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

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

which should be read with the explanatory note at:

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

5.2   Community empowerment and engagement

Part 1

WHY YOU MIGHT WANT TO WORK WITH THIS PARTNER

When people get involved in their local communities it can increase their interaction with people who are different to them and build their sense of belonging.

There is a positive correlation between feeling able to influence local decisions and cohesion. Laurence and Heath's work *Predictors of community cohesion: Multi-level modelling of the 2005 Citizenship Survey (CLG 2008)* found that: "Having trust in institutions and being satisfied with local services are strong positive drivers of cohesion. The extent to which an individual feels they can influence local decisions is also strongly associated with positive feelings of cohesion."

There is also a negative correlation, so that in places where cohesion is poor, people are getting involved to improve their areas. The above research suggested that this might be because "If an individual feels the area they live in is less cohesive then they may take action by, for example contacting their local council or signing a petition."

Part 2

WHY THIS PARTNER MIGHT WANT TO WORK ON COHESION

The positive relationship between cohesion and empowerment means that improving cohesion should also lead to greater empowerment. The links between cohesion and empowerment and the need to join the two up are reflected in the way the two have been connected in the national PSA 21. There are shared interests between the two policy areas in developing social capital and in developing the capacity and capability of the Voluntary and Community Sector, faith groups and community activists.

Part 3

HOW THIS PARTNER CAN TACKLE TENSIONS BETWEEN GROUPS AND BUILD COMMUNITY RESILIENCE

There is a risk that empowerment can be of some groups only (e.g. older males), or that those who are empowered seek to exclude some groups or act as gatekeepers. This is why many empowerment schemes seek to be representative of the whole community or to put safeguards in place and also look to emphasise diversity within communities. Community development workers can build capacity and skills, and also facilitate difficult debates that address issues where there are differences.

Part 4

HOW THIS PARTNER CAN TAKE POSITIVE STEPS TO BUILD COHESION

A local authority that exhibits good engagement and empowerment practice helps, through this good practice, to increase people's sense of ownership and belonging in their communities as well as encouraging a shared sense of purpose.

A thriving community sector will support local groups, as well as build links between them, encouraging input from groups who do not usually get involved.

As empowerment initiatives can help to build cohesion and vice versa, a local area might wish to undertake a joint initiative aimed at improving both empowerment and cohesion (such as encouraging people from different backgrounds to come together to run a community facility or having community meetings about street level issues such as rubbish, bin collection or parking, which are mundane but can arouse passionate disputes) rather than a number of smaller initiatives. This will also help to make the best use of limited resources.

Local leads on empowerment and cohesion will also find themselves in a similar position in wishing to work with other parts of the local authority to take on board their agenda. Working on this together would encourage an effective use of resources and would be well received by the communities. This would also help authorities work towards meeting the new Duty to Involve by co-ordinating their engagement activities effectively.

Section 6

Key areas for partnership

6.1   The Police and the Fire and Rescue Service

Part 1

WHY YOU MIGHT WANT TO WORK WITH THIS PARTNER

Crime and cohesion are closely linked. Evidence suggests that if crime falls, cohesion will rise. As crime falls, people feel less fearful and more ready to trust others.

Crime & cohesive communities (Home Office 2006) found that: "Local areas with a high sense of community, political trust and sense of belonging show significantly lower levels of 'all' reported crime. Rates for different types of crime are predicted to reduce as sense of community goes up."

Type of reported crime	Decrease in crime rate as sense of community increases by 1%
All crime	3%
Burglary from dwelling	3%
Theft of motor vehicle	4%
Theft from motor vehicle	2%
Violent crime	3%

We also know that:

- The IPSOS MORI poll for the CIC found the most important reason why people were not proud of their area was crime – 55 per cent said this

- Laurence and Heath's work *Predictors of community cohesion: Multi-level modelling of the 2005 Citizenship Survey (CLG 2008)* found that feeling unsafe after dark, fear of crime, fear of racial attack and high levels of crime were all strong negative predictors of cohesion. Crime was also found to undermine the positive effects of living in very diverse communities.

Part 2

WHY THIS PARTNER MIGHT WANT TO WORK ON COHESION

In more cohesive areas there may be greater social controls, as people are more ready to challenge inappropriate behaviour or report suspicious behaviour.

Analysis of the Place Survey shows:

- a strong negative correlation between our measure of cohesion and perceptions of drunk or rowdy behaviour as a problem

- a strong negative correlation between our measure of cohesion and perceptions of drug use or drug dealing as a problem

- a strong negative correlation between our measure of cohesion and perceptions of anti-social behaviour

- a medium positive correlation between our measure of cohesion and dealing with local concerns about anti-social behaviour and crime by the local council and police.

The wider role that the Police can play on cohesion is recognised in *The National Community Safety Plan 2008–11* which sets out that: "Crime and Disorder Reduction Partnerships (CDRPs) should consider:

- ….ensuring that they stay in touch with the work led by police and local authorities to monitor community tensions in their areas and develop activities to manage down tensions when they arise. Transparent decision-making and resource allocation processes are particularly important to ensure that cohesion is not damaged by perceptions that people's concerns are not being addressed or that other communities have a monopoly on available resources

- working closely with local authorities on their action to improve public spaces and the quality of people's homes and communities through the Cleaner Safer Greener Communities initiative; and

- exploring neighbourhood management initiatives, which empower the local community by bringing residents and service providers together to improve local services; these provide ready-made access to the local community for partner organisations such as the police and the CDRP to pilot new ideas and try out new ways of working."

Part 3

HOW THIS PARTNER CAN TACKLE TENSIONS BETWEEN GROUPS AND BUILD COMMUNITY RESILIENCE

The Police can be key local partners on building cohesion. This is often an agenda they are already engaged in and recognise the importance of, and there are likely to be partnership arrangements in place, often led by the Police. Police officers can:

- work with negatively perceived groups to change their image

- develop links with key local people who can help to prevent or address conflict

- help to challenge myths, break down tensions and provide reassurance

- gather local intelligence on the risks to cohesion to help local authorities develop their strategies.

Plymouth Operation talents – neighbourhood policing

This initial project gave £500 to each of eleven neighbourhood sergeants. They took the stake money into their neighbourhoods and developed initiatives with it. The only conditions were an expectation to turn the money into more value than £500 and to use it to address the crime and disorder priorities identified through the local Partners & Communities Together (PACT) consultation process. Talents 1 led to a wide range of projects, mostly involved in youth activity to prevent disorder, the prevalent PACT priority at the time.

One of the projects, the Granby Island Fireworks Scheme, illustrates the impact the scheme had on communities. The local Council matched the £500 stake money, support was gained from a local community group and the money was used to create a safe and orderly bonfire and fireworks celebration for Guy Fawkes night.

In this area in previous years, there had been disorder linked to the use of fireworks and illegal bonfires. The unique factor was that the young people in the area led the project. They undertook Health & Safety and food hygiene training, worked with the Police and Fire Brigade and managed and marshalled the event. This remarkable event took place with the same young people who had previously been the subject of disorder allegations; they wore high visibility jackets, carried clipboards, arranged barriers, prepared and served the food for the evening. These young people walked away with fond memories but also with certificates in Health and Safety and food hygiene!

The event recently won the Chief Constable's Award under the Crime Beat Scheme, presented by the High Sheriff of Devon. This project was life changing for those involved and is now an annual fixture.

Guidance for Local Authorities on community cohesion contingency planning and tension monitoring (CLG 2008) is available from:
www.communities.gov.uk.publications/communities/cohesionplanning

Operation Hotspot

Trinity Ward, Burnley, an area of high deprivation, was identified by the local CDRP as a priority using data from a variety of agencies. A survey of Trinity residents revealed that only 45 per cent of them would speak well of their neighbourhood, but 60 per cent would like to get more involved in neighbourhood activities. The neighbourhood manager consulted local resident groups on their top priorities, and the issues topping the residents' list of priorities were 'enviro-crime' issues, such as fly-tipping, drug dealing and antisocial behaviour offences. A lack of activities for young people and a lack of enforcement action were also identified as issues and confidence in agencies was low, leading to low reporting of crime. Partners and residents combined to identify short-, medium and long-term interventions, and an action plan identified the right agencies for different problems.

Operation Hotspot involved 25 partner agencies, as well as the residents. During the six-week operation, rubbish was cleared, graffiti removed, and youth activities provided. Enforcement action was stepped up, with joint police/council patrols catching offenders. Operations targeted littering and dog fouling; untaxed cars; drinking in the alcohol control area; drug dealing; and other issues. Community clean-ups, with residents, removed over 75 tons of rubbish and graffiti was removed by council wardens, together with local volunteer youths. The Fire Service visited local schools to talk about the dangers of fire setting, and youth activities were provided for bored youths. As a result, community pride was rekindled and community confidence increased: the percentage of residents who said that they would speak well of their neighbourhood increased from 45 per cent before the operation to 83 per cent afterwards.

Source: National Community Safety Plan 2008–11

In one rural case study area, the police … approach developed involves the use of a key individual network approach to gain local intelligence. Key individual networks comprise of individuals in the community who come into to contact with a range of different people – e.g., the lollipop person, the shop keeper, the school teacher, the newspaper man, the local busybody who knows everyone, and so on.

These networks play a key role in gauging the general feeling in different communities. As one participant explained: 'Rather than us assuming there is a problem, we activate our key individual networks through the neighbourhood policing teams who will then go and speak to them'. They will then speak to all of the people they know and then tell us for example that people are not concerned about x, the key issues are xyz. We then know where to direct our resources." Key individual networks are used particularly to help prepare and respond to major events, such as music festivals and football matches, but are also used to maintain an ongoing flow of information with which to address certain issues or target certain parts of a community at the earliest stage possible.

Overall, police involvement in tension monitoring has led to better engagement with local communities and a different approach to neighbourhood policing. The police are very positive about the approach: 'We have become very much more aware that we are not 'stand alone' . . . We realise we need the co-operation of partners and people in the community. Without that we cannot police the area effectively. Before we would smash doors in, now we engage with communities through mobile . . . visible policing and community visits. It is low profile, it is very easy, and it's engagement! You are showing an interest, you are also saying that the police are aware of the issues. It's soft but has a dual purpose – it passes the right messages through the community and diffuses anything before it can escalate. It is positive policing, a different type of policing.'

Source: *Communicating Cohesion: Evaluating Local Authority Communication Strategies* (IDEA/LGA 2009)

Norfolk

A new multi-agency protocol aimed at encouraging victims of hate crime to seek help and support has been launched in Norfolk on the 9th June 2009.

Some 487 hate crimes were recorded by Norfolk Constabulary during the 2008/9 financial year compared with 580 the previous year. There were 283 incidents reported in 2008/9 compared with 302 previously.

In a bid to highlight and tackle the issue Norfolk Ambition (the County Strategic Partnership) through the Norfolk Community Cohesion Network has created the Norfolk Multi Agency Protocol – Tackling Hate Crime Together.

By committing to the Protocol organisations from across all sectors will be able demonstrate to Norfolk's diverse communities that they are committed to stamping out hate crime and together are sending out a clear message to the wider community that hate crime will not be tolerated.

Organisations across Norfolk also have the opportunity to sign up under the Protocol to become Third Party Reporting Centres. This means they will be able to take the details from victims and witnesses of such incidents and pass them on to the Police.

Through monitoring reports submitted to the Police the Community Cohesion Network will be able to build up a picture of what is happening across all communities and geographic areas and identify emerging community tensions using hate incident reports as a key indicator alongside other demographic data.

The Protocol also aims to provide the tools to support and educate staff and volunteers on recognising and responding to hate incidents, particularly incidents that victims are not sufficiently confident to report for themselves.

The work to roll out the Protocol is being led by the Norfolk Multi Agency Hate Crime Group which includes members from the Police, County/District Councils, Adult Services, Community Safety, Fire & Rescue, Housing, Health and Education as well as representatives across the voluntary and community sector, including Norwich & Norfolk Racial Equality Council.

The group is working to roll out a programme of multi agency training on hate crime and case conferences across Norfolk, and is producing a DVD on how the Protocol works. The group will also take responsibility for producing monitoring reports and identifying key issues relating to hate crime and community cohesion to develop further partnership responses.

Part 4

HOW THIS PARTNER CAN TAKE POSITIVE STEPS TO BUILD COHESION

It has long been recognised that effective policing which tackles crime and ASB will do much to build cohesion. In addition to effective policing, police officers can:

- bring different people together as a way of addressing local issues

- promote cross community responses to issues.

The Fire and Rescue Service

You may also wish to consider partnering with the Fire and Rescue Service which will have a strong local involvement and presence and make their buildings available to community use. They can provide role models for young people and undertake outreach work in schools.

6.2 NHS

Part 1

WHY YOU MIGHT WANT TO WORK WITH THIS PARTNER

People with long term illness or disability are less positive about cohesion. Laurence and Heath's work *Predictors of community cohesion: Multi-level modelling of the 2005 Citizenship Survey (CLG 2008)*, found that "The strongest negative socio-demographic predictor of cohesion is whether an individual has a limiting long-term illness or disability. The undermining effect this has on their perception of cohesion is approximately twice as strong as the next negative predictor."

Part 2

WHY THIS PARTNER MIGHT WANT TO WORK ON COHESION

A cohesive community, with strong social networks and a sense of belonging will help people to maintain good mental health and recover from illnesses.

Analysis of the Place Survey shows

- a strong positive correlation between our measure of cohesion and the proportion of respondents who say their health is good or very good

- a medium negative correlation between our measure of cohesion and the rate of hospital admissions per 100,000 for alcohol related harm.

The Institute for Community Cohesion (ICoCo) and NHS guidance *Better Together – A guide for people in the Health service on how you can help to build more cohesive communities* suggested: "Health and community cohesion are inextricably linked. Health tends to decline (with premature mortality and increased morbidity, particularly in stress related conditions) in communities where levels of interaction are low and where people feel insecure. In more cohesive communities the reverse is true and it is much easier for public services to develop a dialogue with local people and to be sure that services are meeting local needs." And that "It is generally recognised that there is a relationship between common mental disorders such as anxiety, depression and alcohol dependency and low levels of social interaction, withdrawal and fear of contact with others."

Neighbouring in contemporary Britain by Alessandra Buonfino and Paul Hilder (JRF 2007) found social networks have health benefits as they:

- are one of the main factors contributing to happiness

- are an inhibitor of depression

- help people cope better with traumas, fight illness more effectively, counteract unhealthy habits such as smoking, and reduce the likelihood of illnesses such as cancer and heart disease.

Part 3

HOW THIS PARTNER CAN TACKLE TENSIONS BETWEEN GROUPS AND BUILD COMMUNITY RESILIENCE

Sometimes local myths can build up over special treatment for some services. You may wish to work with the local NHS to ensure accurate information is available from NHS workers in direct contact with the public (see the section on communications).

Part 4

HOW THIS PARTNER CAN TAKE POSITIVE STEPS TO BUILD COHESION

As *Better Together* says "in most areas Health is the sleeping giant of community cohesion and could become a much bigger player. Health services play a big part in most people's lives. The NHS is the biggest employer in the country with almost 1.3 million employees. It has a presence in almost every neighbourhood in the country and it has frequent contact with most of the population. It plays a key role in supporting regeneration of disadvantaged areas through employment, training, procurement and capital programmes. Public surveys repeatedly show that it is highly valued by its users so its potential to contribute to community cohesion is enormous." And "The Health service has a proven track record of promoting equality and recognising and responding to diversity. ... This is a strong foundation from which to build your approach to community cohesion."

You may wish to work with NHS colleagues to look into how it could build cohesion in the course of its day to day work. As the evidence above shows, this has the potential to have real health benefits.

The provision of health services brings people from different groups together, e.g. attending shared health classes, groups who work together to improve their own health or even chatting in the waiting room, you could look at how to encourage such interaction.

The local hospital is also a key part of the community – you could look at how it reaches out to and engages with that community and how can it help build a local sense of belonging.

'The Lansbury project' in **Tower Hamlets** is led by Poplar Housing and Regeneration Community Association (HARCA) which represents a community of white British, Bangladeshi, Somali, Afro-Caribbean and Chinese people. It was set up in response to a HARCA survey which found that local residents wanted better access to both health services and affordable fresh food. Tower Hamlets PCT, St Bartholomew's Hospital, local GPs, Tower Hamlets college and local community groups are all key partners supporting a wide range of projects that bring the diverse communities together:

Healthy eating workshops, Cook and eat clubs for older people and parents living on a low budget, community health and fitness programmes, training to help residents run health promotion workshops, support for social enterprises including a food cooperative and work with the Education Action Zone to introduce healthy living issues into the school curriculum.

Source: Better together

6.3 Further Education colleges

Part 1

WHY YOU MIGHT WANT TO WORK WITH THIS PARTNER

Further Education colleges provide individuals and communities with the opportunities they need to develop their skills and unlock their talents. In achieving this they are can tackle some of the deep-rooted issues of disadvantage and inequality which can often undermine our efforts to secure more cohesive and inclusive communities. Colleges bring together and provide opportunities for a diverse range of learners, from different social and ethnic groups, for example people from the 25 per cent most deprived postcode areas make up 31 per cent of all adult Further Education (FE) learners, and 19 per cent learners in FE colleges and external institutions are from Black and Minority Ethnic Groups.

Part 2

WHY THIS PARTNER MIGHT WANT TO WORK ON COHESION

The Government has emphasised the important role that further education colleges play in promoting community cohesion and most colleges find it is in their best interests to engage positively in this agenda given the diversity of their students and the need to ensure that all can gain the best outcomes from their education as possible.

We believe that a local college which is cohesive in itself and helps to build local cohesion, will have happier and more successful students.

Analysis of the Place Survey found a strong positive correlation between our measure of cohesion and the proportion of the population:

- aged 19-64 for males and 19-59 for females qualified to at least Level 2 or higher

- aged 19-64 for males and 19-59 for females qualified to at least Level 3 or higher

- aged 19-64 for males and 19-59 for females qualified to at least Level 4 or higher

The Department for Business, Innovation and Skills (BIS) plans to put a duty on colleges to have regard to how they can promote the economic and social well being of their locality in the exercising of their functions. This will encourage colleges to become more involved with local planning and strategic structures such as LSPs and should enable them to get more involved in and demonstrate how they can align their activities with Sustainable Community Strategies, Local Area Agreements, etc.

Part 3

HOW THIS PARTNER CAN TACKLE TENSIONS BETWEEN GROUPS AND BUILD COMMUNITY RESILIENCE

Colleges can also help to improve equality of opportunity and cohesion by helping migrants to learn English and integrate. *A New Approach to English for Speakers of Other Languages (ESOL)* (2009) suggested its provision should be more focussed on cohesion outcomes. This approach is currently being trialled.

BIS is contributing to the promotion of community cohesion by:

- supporting colleges to develop appropriate responses to gun, gang and knife crime through effective multi-agency working; positive engagement strategies; a relevant curriculum; the creation of a safe environment for all learners and values-led leadership

- asking the Learning and Skills Improvement Service to look at what could be done to strengthen colleges' capacity in these areas including guidance on promoting respect and reducing intolerance amongst students.

Part 4

HOW THIS PARTNER CAN TAKE POSITIVE STEPS TO BUILD COHESION

Colleges provide a unique opportunity for people to mix with diverse range of people. Many young people go to schools that reflect the make-up of their immediate community and then, when they go to college, encounter a much more diverse group. So for some people, it may be the first or only place where they are able to engage with people from different backgrounds; enabling them to learn more about other experiences, other cultures other faiths; building understanding, tolerance and mutual respect. For this reason, colleges can be key to building bridges between otherwise quite segregated groups within a locality.

Colleges and other providers can help young people and adults to develop a sense of shared values. This includes the facility to engage in challenging debate, to have respect for the values of freedom of speech whilst also having respect and tolerance for difference and diversity.

BIS is contributing to the promotion of community cohesion by:

- developing a new model for allocation of funding for English for Speakers of Other Languages (ESOL) to ensure it is more effectively focused on promoting community cohesion

- promoting post-16 Citizenship education aims to equip all young people with the knowledge, understanding and skills to participate effectively in society working together as informed, critical, socially and morally responsible citizens, convinced that they can have an influence and make a difference in their communities (locally, nationally and globally)

- establishing a group of Champion College Principals with particular expertise in promoting community cohesion and addressing challenges to cohesion to provide leadership to the sector and advice to Ministers

- encouraging more informal learning as set out in 'The Learning Revolution' White Paper, which was launched earlier this year

- as set in the 'The Learning Revolution', ensuring that family learning programmes can focus effectively on specific aims like fostering parental engagement in children's learning and engaging fathers and boys to tackle the culture of guns, gangs and knives.

You may wish to meet local Colleges and other Further Education providers to discuss how far they are engaged in the sort of work described above. In particular, how they are bringing people together within a college or on a course with the aim of breaking down barriers and building meaningful relationships between people from different backgrounds.

6.4 The voluntary and community sector

Part 1

WHY YOU MIGHT WANT TO WORK WITH THIS PARTNER

Volunteering helps to build cohesion, as through it people build social networks and feel a greater sense of local belonging. Volunteering can have a role to play in helping people to work together in communities. One outcome is a more healthy community in terms of participation and trust, while another is that by volunteering, people become healthier themselves.

Laurence and Heath's work *Predictors of community cohesion: Multi-level modelling of the 2005 Citizenship Survey (CLG 2008)* found that volunteering is a positive predictor of cohesion. The Citizenship Survey also shows a positive relationship between a sense of belonging to the neighbourhood and volunteering (Kitchen et al. 2006). It is perhaps not surprising that volunteers are also considerably more likely to mix socially with people from different backgrounds (2007-08 Citizenship Survey).

Volunteering works – Volunteering and social policy (Volunteering England 2007) sets out some of the evidence on the benefits of volunteering for building cohesion, often in terms of social interaction or networks, local sense of belonging or integration:

- "In an evaluation of TimeBanks, volunteers felt that through their involvement they were building friendships and trust, as well as improving their neighbourhoods."

- "The 2007 National Survey of Volunteering and Charitable Giving found that 86 per cent of volunteers said that they saw meeting people and making friends to be an important personal benefit of their volunteering. Similarly, 30 per cent of current volunteers got involved to meet people or make new friends. This can be particularly important amongst older people. Here volunteering can lessen the isolation felt by those cut off from social networks in the workplace or their families."

- "Mutual aid or self-help volunteering involves people with shared problems, challenges or conditions working together to address them, and can be particularly relevant to health and social welfare. Through the development of friendships and the improvement of their neighbourhoods, this has been a

particularly successful way to involve those socially excluded groups who may not want to take part in more formal, organised volunteering. A major reason why community gardens developed throughout the UK was as a direct response to social exclusion, poverty and lack of resources. There are now nearly 1,000 gardens throughout the UK growing food and providing a wide variety of services to their local communities."

- "By bringing people from different backgrounds together, volunteering can also play a considerable part in addressing some of the causes of social exclusion. It can help to challenge some of the stereotypes and misunderstandings that contribute to individuals and communities experiencing exclusion. For example, there is a tendency for people with disabilities to be perceived as the cared for rather than the carers themselves. Similarly, people with disabilities are frequently seen in terms of their disability and rarely as a resource themselves. By taking part in volunteering, individuals have found that they have successfully challenged the stereotype of disabled people as the perennial recipients of charity."

- "The impact of volunteering for refugees and asylum seekers can be considerable. It plays an important part in helping people to settle in and obtain work, as well as allowing individuals to take control of their lives at a difficult time, providing them with choices about their activities. In a study of volunteer refugee and asylum seekers in Wales, 100 per cent of respondents felt that it helped towards their integration and 85 per cent felt that it helped them to build self-esteem. A crucial impact of this form of volunteering is the link it has to obtaining work. This can be indirectly through improved confidence, language skills, understanding of work cultures and processes, and developing relationships with British people."

Part 2

WHY THIS PARTNER MIGHT WANT TO WORK ON COHESION

Analysis of the Place Survey shows a medium positive correlation between our measure of cohesion and participation in regular volunteering.

The voluntary and community sector covers a wide range of bodies, however the aims of cohesion will often chime with those of voluntary and community bodies. So this is about identifying where there are those matches.

Part 3

HOW THIS PARTNER CAN TACKLE TENSIONS BETWEEN GROUPS AND BUILD COMMUNITY RESILIENCE

The voluntary and community sector often works with groups who feel alienated and disenfranchised and can help you to address isolation and conflict. It may also have detailed local knowledge on any tensions in communities. It also helps to provide the social structures that give a community resilience, so that when tensions rise or events put a stress

on the community, these structures can be used to calm the situation. You may wish to work with colleagues to increase community and voluntary activity and capacity in your area, especially where it is lower than average, or where there are gaps in particular areas.

Part 4

HOW THIS PARTNER CAN TAKE POSITIVE STEPS TO BUILD COHESION

Voluntary and community activity by its very nature tends to build cohesion. Even if there is a strong voluntary and community sector, you might what to look at how you might encourage community and voluntary organisations to bring people from different backgrounds together, for instance by including this as a criterion for funding. Or look at how the voluntary and community sector can help you to support a local sense of belonging – for example by taking responsibility for local symbols of belonging such as a park or historic building, or running events such as street parties or other celebrations of the local area and its people.

6.5   Local employers

Part 1

WHY YOU MIGHT WANT TO WORK WITH THIS PARTNER

The most recent data from the Citizenship Survey (April-December 2008) shows that 52% of people interact with people from different ethnic or religious backgrounds at work, college or school. The workplace is one of the main avenues for adult interaction. It is place that can reflect the diversity of the local community. Work gives people status, skills and a sense of belonging. It's a place where discrimination can be tackled and opportunities given to people to volunteer or improve their education.

Part 2

WHY THIS PARTNER MIGHT WANT TO WORK ON COHESION

Some businesses operate within local communities and so their success is linked to whether that community is working. A few businesses are so important locally that they are a key part of local sense of belonging. All businesses draw their workforce from people living nearby (even if some commute long distances) and their success is linked to how productive their workforce is – we might expect workers who live in cohesive communities to be more productive.

Analysis of the Place Survey has found:

- a medium positive correlation between our measure of cohesion and overall Employment rate (working-age)

- a strong negative correlation between our measure of cohesion and working age people on out of work benefits

- a strong negative correlation between our measure of cohesion and flows on to incapacity benefits from employment.

Part 3

HOW THIS PARTNER CAN TACKLE TENSIONS BETWEEN GROUPS AND BUILD COMMUNITY RESILIENCE

You can work with local employers to ensure their workforce is representative and is being given opportunities to develop. In some cases this may include classes to learn English.

Part 4

HOW THIS PARTNER CAN TAKE POSITIVE STEPS TO BUILD COHESION

As the Ipsos-MORI report *'What Works' in Community Cohesion* (CLG 2007) found linking up with local employers is not necessarily straightforward or widely practised: "it was noted that there can be challenges reconciling a business-like approach to the more time-consuming nature of consultative and participatory working approaches. Though stakeholders did not provide any specific examples of best practice, working with the private sector was seen as a key priority for improvement." Given these difficulties, you may wish to begin by working with major public sector employers such as the NHS.

Employers may also be open to running initiatives which could build cohesion, these could include:

- workers being given the chance to mix with other workers from different backgrounds or companies

- workers being given time off for voluntary community activity

- employers getting involved in local communities, as part of Corporate Social Responsibility.

6.6   The local media

Part 1

WHY YOU MIGHT WANT TO WORK WITH THIS PARTNER

Working with the local media will allow you to get information to people that will address concerns about fairness, build trust and promote local shared values and a sense of belonging.

The benefits to the local authority of building a relationship with the local media have been set out by IDEA as part of its advice on about managing media relations:
www.idea.gov.uk/idk/core/page.do?pageId=7816298

- *Perceptions of Local Government in England (CLG 2006)* found that, in general, people were most positive about their council in areas where the council had a good relationship with the local press.

- Residents' surveys consistently show that most people get most of their information about the council through the media, particularly the local press.

- The 2006 review of Connecting with Communities shows that residents often rely on the local media to get the true picture of council issues. In some respects, they see council publications – such as the council magazine – as propaganda. Residents prefer to read council publications for information, rather than news, which they feel they can get elsewhere.

- Research by Ipsos MORI for the LGA's Reputation Campaign revealed three reasons why councils should improve their media relations:
  - demonstrating community leadership with the goal of increasing understanding and improving electoral turnout
  - helping to recruit and retain quality staff by showcasing your work
  - positive coverage protects your reputation and brand.

Part 2

WHY THIS PARTNER MIGHT WANT TO WORK ON COHESION

The bottom line for the local media is numbers of readers, listeners or viewers. This means that making a case to them to take account of cohesion, may be about the ways in which they can increase their audience and any advertising revenue by appealing to all parts of the community.

Communicating Cohesion: Evaluating Local Authority Communication Strategies (IDEA/ LGA 2009) also found that: "On the whole … local reporting was sensitive to issues of community cohesion, with local papers seeing themselves as part of the local community and in some cases prepared to work with councils to promote cohesion and contradict misleading information."

Part 3

HOW THIS PARTNER CAN TACKLE TENSIONS BETWEEN GROUPS AND BUILD COMMUNITY RESILIENCE

Good liaison between the media and community representatives can result in stories which help to:

- break down stereotypes

- give information that challenges rumours and myths, or at least prevents them from being given a more public airing

- ensure that extremist views do not dominate reporting, including the moderation of any forums for comment.

If tensions arise in the locality and you are concerned about how they are represented or indeed how certain groups or individuals are portrayed, you can help by ensuring that information provided to the media is accurate, fair, and responsible.

Engaging with the media in debates on the nature of the community and explaining the commercial benefits of representing all sections of the community can be a challenging task. You may wish to consider encouraging the press and media to produce a protocol between themselves and other agencies to ensure that extremist views do not predominate and views are not reported in ways that fuel fears and prejudice. Or you could offer positions to media representatives on regeneration partnerships, the LSP or community planning forums to help to build positive relations between communities and the media.

The IDeA toolkit on *Building a relationship with the media* (2006) sets out ten top tips for working with the media on community cohesion:

1. Develop a good working relationship with journalists and media editors based on openness, honesty and trust. This will allow for a detailed discussion of issues and will be useful if things go wrong, as they may be open to discussion giving you the opportunity to make the authority's views known.

2. Agree your key messages and stick to them.

3. Make it your mission to educate and inform residents – myths and prejudice thrive on ignorance. Often this may mean having a long-term strategy for covering news stories over a lengthy period of time.

4. Review your target media with the help of your Census statistics. You could consider media such as the mainstream press, TV and radio, the BME media, media for disabled people and community TV channels etc.

5. Speak to the editor or news editor of your local newspaper, local radio stations or community TV channels, to see if they would be willing to run a joint campaign to improve community relations, for example, on themes such as civic pride and cleaning up the local environment.

6. Think like a journalist – would this story really interest the audience? If it is complicated, try and give the story a human-interest angle.

7. Seek out community champions – members of voluntary or faith groups or elected members who are well respected and an authority in their area. If it is difficult to get your message across, they may be willing to work with you to do so.

8.   Do not assume that the journalist knows the subject as well as you do – offer fact
     sheets and updates to keep them informed.

9.   Don't expect journalists to ignore a story they feel is newsworthy even though it may
     well be potentially damaging. It is their job to report news. Instead try to make sure the
     authority's viewpoint is given.

10. Build up database of newsletters created by partner organisations and community
     groups – they can be used to send messages to the community.

More information is available from:

http://www.idea.gov.uk/idk/core/page.do?pageId=7816298

Guidance for the media, *Reporting on Diversity* (Society of Editors 2005) is available from:
www.communities.gov.uk/publications/communities/cohesionreportingdiversity

Part 4

HOW THIS PARTNER CAN TAKE POSITIVE STEPS TO BUILD COHESION

Once you have built a relationship with the local media so that they communicate with all
sections of the community and understand the changing profile of their customers, you
can work with them to project clear messages to the whole community. Through working
pro-actively with the media, you can promote a positive view of the local area and educate
people about the lives of others.

The West London Community Cohesion Pathfinder developed a relationship with the
Trinity Mirror Group in an attempt to influence the local press, increase opportunities
for local people and improve access for communities to local papers. The three-way
partnership of Trinity Mirror, Ealing Community and Voluntary Service and senior press
officers from the local authorities brought an exceptional range of skills and knowledge to
bear on the key questions of how to portray local communities and interactions between
them, how to make news without resorting to stereotypes or sensationalism and how to
present 'good news' effectively.

Even familiarising all partners with the 'community cohesion' terminology required lengthy
and subtle discussions. Changes have been made in the local papers as a result of this
in order to ensure that, in accordance with the definition of community cohesion, 'the
diversity of people's different backgrounds and circumstances is appreciated and positively
valued.' At a final media seminar, representatives of black and minority ethnic and refugee
communities and community media were openly appreciative of the work of Trinity Mirror
Southern and of the changes in the content and approach in the local newspapers. Both
sides welcomed the use of good contact lists and committed themselves to keeping these
up to date.

Source: *Community cohesion – an action guide* (LGA 2004)

Annex

Use of correlations from the Place Survey

In this guidance we refer to both negative and positive correlations. A negative correlation suggests that as one factor rises another will fall (e.g. as crime rises, cohesion will fall); a positive correlation suggests that as one factor rises another will also rise (e.g. as cultural facilities increase, cohesion will rise).

"Correlation does not imply causation" is a phrase used in statistics to emphasize that correlation between two variables does not automatically imply that A causes B. There are at least four other possibilities:

- B may be the cause of A

- some unknown third factor C is actually the cause of both A and B

- the "relationship" is coincidence

- B may be the cause of A at the same time as A is the cause of B (contradicting that the only relationship between A and B is that A causes B).
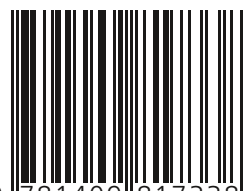
In other words, no conclusion made regarding the existence or the direction of a cause and effect relationship only from the fact that A and B are correlated. Determining whether there is an actual cause and effect relationship requires further investigation or confirmation through other research – that is why we have quoted other evidence the confirms what the correlations suggest.

The Place Survey correlations are bivariate correlations, which means they are simple comparison of two factors and further factors could be involved.

The correlations quoted from Laurence and Heath's work *Predictors of community cohesion: Multi-level modelling of the 2005 Citizenship Survey (CLG 2008)* are multivariate, so take other factors into account and greater weight can thus be placed on their reliability.

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