Communities and Local Government

Creating the conditions for integration

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Introduction

This publication sets out our approach to creating an integrated society. Integration means creating the conditions for everyone to play a full part in national and local life. Our country is stronger by far when each of us, whatever our background, has a chance to contribute. And our communities are stronger when different people not only treat each other with respect, but contribute together. Integration is achieved when neighbourhoods, families and individuals come together on issues which matter to them, and so we are committed to rebalancing activity from centrally-led to locally-led action and from the public to the voluntary and private sectors. But this also means that we all have a role to play in creating an integrated society. This document is therefore a challenge to local public, private and voluntary sectors to support these ends in all that they do.

Integration benefits us all, and extremism and intolerance undermine this as they promote fear and division. An integrated society may be better equipped to reject extremism and marginalise extremists. The approach to integrated communities set out here is therefore central to long term action to counter extremism. But we must also act now to tackle the extremism and intolerance present in Britain today, which this document covers only in part. We will therefore continue our efforts to challenge and outflank extremism, and we will strongly encourage others in the public and private sectors and in local communities to do likewise.

This paper outlines our approach to integration in England. However, the issues this raises have wider relevance across the United Kingdom.

1. Integration in England today

Our history and our shared values mean we are better placed than many other countries to meet the challenges of integration.

First, there is a long history of migration both to and from these shores. Over the course of centuries people from different countries have settled here, learnt English, acquired new skills, and worked hard to provide for their families. They have enriched their neighbourhoods and the country as a whole, and made major contributions to national and local life.

England's second major advantage is a tradition of tolerance. The overwhelming majority of us believe in treating people fairly and with respect, no matter what their background.[1] It is one of our strongest, and proudest, shared values and one which we must continually protect. This belief in treating all people fairly underpins the Government's commitment to equality for all, and this paper on integration is complementary to the wider Government commitments to equalities and social mobility, including the *Equality Act 2010, Equality Strategy, and Social Mobility Strategy*.[2]

The result is that today, across the country, people from different backgrounds get on well together. Most people feel they belong to their neighbourhood and to this country, and have a sense of pride in the place where they live.[3] Immigration has often brought benefits to both settled communities and newcomers and produced some of England's most successful figures in business, sports, arts, politics and philanthropy.

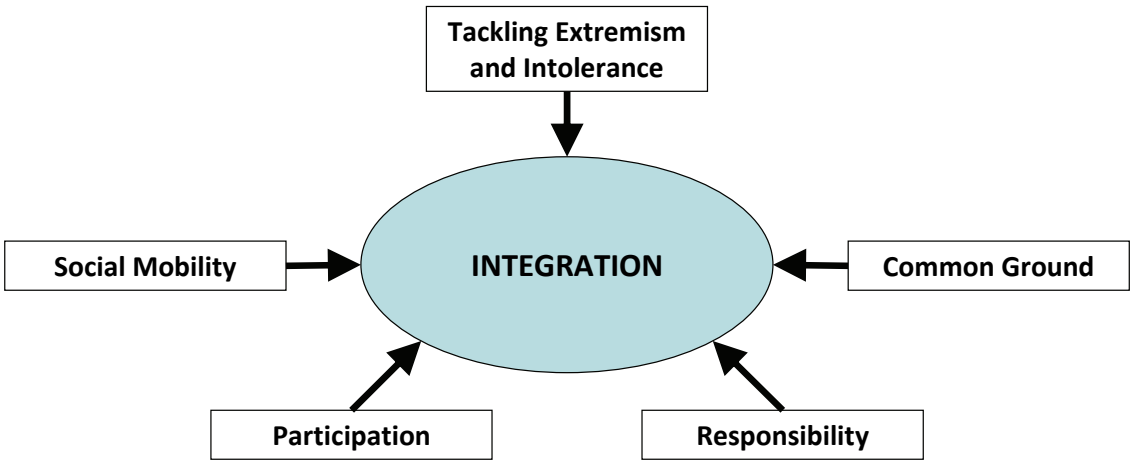
The last decade has brought fresh challenges, however. We have seen an increase in international travel and the expansion of the European Union, with substantial and sustained increases in migration into the UK from both within and outside the EU. The resulting pace of change in our local communities is unprecedented. Most places have accommodated the changes, but there is no room for complacency. Since 2001, concern about race relations, immigrants or immigration has been an important issue with latest data (from December 2011) showing that with around one in five (22 per cent) people say it is an important issue.[4] A small number of places have experienced problems, with established communities unable to respond to the pace of change, and incoming migrants to some communities unable or unwilling to integrate. The Prime Minister has talked about ensuring greater control over immigration to make it a source of national strength rather than a concern.

There are also other challenges facing us at this point. The disturbances that occurred in a number of English towns and cities in August 2011 highlighted some deep-seated challenges we need to tackle. But it is important not to

oversimplify these serious events. These were not race riots. The perpetrators and victims of the disturbances were from a wide range of backgrounds, as were the local residents who came together afterwards to clean up their streets. The challenge is how to respond to the criminality and lack of social responsibility that lay behind the actions of a small number of people.

We must understand and protect the values, experiences and opportunities which bring people together to act on issues which matter to them.

We believe that core values and experience must be held in common. We should be robustly promoting British values such as democracy, rule of law, equality of opportunity and treatment, freedom of speech and the rights of all men and women to live free from persecution of any kind. It is these values which make it possible for people to live and work together, to bridge boundaries between communities and to play a full role in society. When this is underpinned both by opportunities to succeed, and a strong sense of personal and social responsibility to the society which has made success possible, the result is a strong society. **There are therefore five key factors which we believe contribute to integration:**



1. **Common ground**

   A clear sense of shared aspirations and values, which focuses on what we have in common rather than our differences.

2. **Responsibility**

   A strong sense of our mutual commitments and obligations, which brings personal and social responsibility.

3. **Social mobility**

   People able to realise their potential to get on in life.

4. **Participation and empowerment**

   People of all backgrounds have the opportunities to take part, be heard and take decisions in local and national life.

5. **Tackling intolerance and extremism**

   A robust response to threats, whether discrimination, extremism or disorder, that deepen division and increase tensions.

2. Approach to integration

Help from local, or, exceptionally, from national government, can create better conditions for integration.

It is only common sense to support integration. Successful, integrated communities are ones that make better use of informal support and care; are better equipped to resolve their own problems without state intervention; and can have higher levels of volunteering, social support networks and charity.

In the past, integration challenges have been met in part with legal rights and obligations around equalities, discrimination and hate crime. This has not solved the problem and, where it has encouraged a focus on single issues and specific groups, may in some cases have exacerbated it. There are too many people still left outside, or choosing to remain outside, mainstream society. Today, the challenges we face are too complex for laws and powers to provide the sole solution. They cannot be defined simply by race, or faith. Location, socio-economic status, ethnicity, faith, culture and a range of other factors come together to make each neighbourhood what it is. Issues which may affect integration within and between neighbourhoods include cultural attitudes and practices; the ability to participate in society; opportunities for social mobility; and a life free from intolerance and discrimination.

Today, integration requires changes to society, not changes to the law. This means that building a more integrated society is not just a job for government. It requires collective action across a wide range of issues, at national and local levels, by public bodies, private companies and, above all, civic society at large.

Going forward, our first question must always be ‘how can people contribute to building an integrated England?’ In the past, neighbourhoods, families and individuals have come together naturally on issues which matter to them. Where problems have emerged, there are countless examples of local groups and individuals standing up for tolerance. Through determination, hard work and a readiness to do new things, and in some circumstances to overcome discrimination, prejudice and intolerance, people have not only built links between their different faiths and cultures but have made their local areas better.

Government must not, as happens too often, stand in the way by dictating general solutions to complex local issues, or seeming to label some people as ‘different’ or requiring special treatment. But equally we must create the conditions for integration to flourish through our actions and our funding. The *Equality Act 2010* requires public bodies and others carrying out public

functions to consider in their day-to-day work the need to eliminate unlawful discrimination, advance equality of opportunity and foster good relations.

We will create the conditions for **civic leadership** on integration. We will:

- **Speak honestly about the issues facing us and create the space for response.**

  We are clear that Government does not have all the answers. So, creating the conditions for a more integrated society based on the ideas we have outlined will mean creating the space for an honest and open debate on how we do that. We will ensure this debate enables different organisations and individuals to come together to develop their own solutions locally.

- **Give people the power, knowledge and control which enables them to come together locally as an integrated community**.

  We will cut red tape, encourage transparency, and give away power to make it easier for neighbourhoods to take action. The Localism Act 2011[5] gives people the 'right to challenge' to take over local services, and a better chance to save local facilities threatened with closure. It is by coming together in this way that neighbourhoods become united and integrated.

We will encourage **local areas to take the lead** in building integration:

- **We recognise that integration is a local issue, and requires a local response which brings together public, private and civic and philanthropic partners.**

  Place is a key factor in integration. The long-term presence of a highly diverse population is generally an indicator of good integration and a strong sense that different people get on well.[6] But this can be undermined and even reversed by a range of factors, for example if groups within the local community work and socialise separately, if some sections of the local community face particular deprivation and adverse competition, or if extremist groups try to provoke tensions. In such cases local areas must be able to recognise the risks and take action. For the Government, this may mean supporting areas through exceptional circumstances: For example, there were increased tensions in Aldershot and Farnborough within the area of Rushmoor Borough Council following a relatively large number of Gurkha ex-servicemen and their dependants settling there over a short period of time. In this case Government acted promptly to create a fund of £1.5m to relieve the exceptional pressures and promote wider settlement.

- **We strongly encourage the different local partners to work together to drive action and to learn from each other in promoting integration and challenging extremism. Local authorities are well placed to take a leading role working through existing partnerships with the police, other agencies and the business and voluntary sectors.**

  Local areas need to create opportunity for all and tackle disadvantage by promoting economic regeneration. Alongside this they should ensure that extremist narratives are robustly challenged, that groups and individuals promoting division and prejudice are not implicitly endorsed by engagement or use of public buildings and that early interventions take place in order to protect vulnerable individuals. There have already been many excellent examples of locally-led action to build integration and challenge extremism. For example, both Luton Borough Council and Blackburn with Darwen Borough Council have worked closely with community leaders, the police and politicians in their respective areas to address the problems caused by English Defence League (EDL) marches and protests. Luton hosted a national event alongside the police to help other local areas handle difficult protests involving extreme groups. We are exploring options with these two councils for them to jointly establish and lead a national special interest group to help local areas share experiences and best practice and promote locally driven action.

We will work **across government to create the conditions for integration:**

- **Integration comes from everyday life, and long-term social and economic challenges create barriers to a more integrated nation.**

  People come together through day-to-day activities, not 'integration projects' which too often feel irrelevant and prove unsustainable. And some of the things which make it harder for local areas to be integrated, such as rapid, poorly managed immigration, long-term unemployment and crime and anti-social behaviour, cannot be tackled with quick-fix solutions.

Central to this will be ensuring that the integration benefits of programmes and projects are recognised and supported. All government departments have an important role in tackling barriers to integration, in particular those relating to long-term social and economic challenges. Policy measures in all departments must support integration. Government commitments to equality and social mobility, including the *Equality Strategy* and the *Social Mobility Strategy*, are of particular significance.

The Department for Communities and Local Government (DCLG) will lead on integration, but the following Departments will be particularly important:

- Home Office / UK Border Agency
- Department for Education (DfE)
- Department for Business, Innovation and Skills (BIS)
- Department for Work and Pensions (DWP)
- Office for Civil Society within the Cabinet Office.

Departments' mainstream services will make the most impact on integration rather than any specific new integration activity. For example, the most important actions on social mobility will be those already set out in the *Social Mobility Strategy.*

- **Government will act only exceptionally.**

Action is most effective when it is led by the people it most concerns and is part of their day-to-day lives. But in a few cases direct and targeted action is required. Where there is a clear case we will also provide small amounts of funding necessary to kick-start action, but with the clear expectation that such action will rapidly become self-sustaining. In particular we will promote mainstream British liberal values. Government is committed to preventing and challenging disorder and intolerance and we will take the necessary action to do so. For example, the Home Secretary has banned planned marches by the EDL in Telford and Tower Hamlets to prevent major disorder before it occurs and has proscribed groups such as Muslims Against Crusades. We will work with a wide range of partners to understand the problem and consider possible solutions.

3. Government action

This section sets out actions by the Government to create the conditions for integration through mainstream policies, and to take direct and targeted action where necessary. This focus is right for a government paper, but does not reflect the national picture of work on integration. Integration is a predominantly local issue, and we want to see local residents identifying the issues which affect their area, shaping and delivering their own responses using new powers and opportunities such as planning and participatory budgeting.

Common ground

A clear sense of shared aspirations and values, which focuses on what we have in common rather than our differences.

We will celebrate what we have in common and promote the shared values and shared commitments which underpin and strengthen our national identity. We will encourage links and dialogue between people from different faith and cultural backgrounds, defend the valuable role of faith in public life, and will tackle cultural isolation and segregation. Key actions already underway across Government include:

- The **Big Lunch** which encourages people to interact by sitting down and having lunch with their neighbours, helping to build stronger communities and develop the local resources to overcome tensions and conflicts. The Big Lunch brought 2.4m people together in 2011 and is now working to bring even more people together for the Big Jubilee Lunch in 2012. This work is run and funded almost entirely by the voluntary sector and business, with only minimal government support to increase participation in selected areas where there has been little or no community-led participation in previous years.

- We are working with Superact! and Making Music to deliver a nationwide **community music day** on 9 September 2012. This will provide an opportunity for communities across the country to come together through a range of musical performances and encourage people of all ages to learn a musical instrument. Whether through piano recitals in local schools, choral works in the shopping centre or a steel drum band in the park bandstand, people can take part and celebrate what is good about their local area.

- Reforms to **immigration and settlement rules** will strengthen the requirements on those who want to settle. Those coming to the UK to work, study or marry are required to demonstrate an appropriate level of English, and those wishing to remain permanently or seek British citizenship are required to demonstrate their knowledge of language and life within the UK.

We want to hear further ideas for action to increase common ground. Specific areas we are considering include:

- As part of Home Office-led reforms to the settlement framework, look at how the settlement and citizenship process and 'Life in the UK Test' can better promote an understanding not just of English language, but also of British life and of the values and principles which underlie British society.

- The Government has taken steps to protect the freedom to pray following legal challenges to the long-standing practice of councils holding prayers at the beginning of their formal meetings. Recognising that Christianity - and faith in general - plays an important part in the heritage and culture of our nation, the Secretary of State for Communities and Local Government has now taken immediate action to bring forward the commencement of the "general power of competence". This important measure in the Localism Act 2011 should provide sufficient legal powers for all major local authorities in England to now include prayers as part of the formal business at council meetings, if they so wish (and following due Parliamentary process, for parishes that meet the necessary conditions by April).

Responsibility

Promote a strong sense of personal and social responsibility.

We will encourage greater responsibility across society, and promote more activities and opportunities for young people's personal and social development so that they have a stronger sense of responsibility and self-discipline. Promoting responsibility cannot mean taking control away from people. We need to create opportunities for people to develop and exercise responsibility in the same way that the Localism Act 2011 is putting more power over planning and local services in the hands of local communities. Key actions to promote responsibility include:

- Promoting the vision in **Positive for Youth** which sets out ambitious reforms for how local partners can work more closely together to help all young people reach their potential. Families and communities need

to be supported as the primary influence in the lives of young people, and more coordinated action from across the public, voluntary and private sectors is needed to ensure the most vulnerable and disadvantaged young people get the support they need.

- **National Citizen Service** (NCS) is a programme which brings young people together from a wide range of backgrounds to develop their skills, contribute to their communities and promote integration. The first pilots ran over the summer of 2011 and reached over 8,000 young people. The second phase of pilots will run in 2012 for up to 30,000 young people, and the Government has committed to having 90,000 young people in the scheme in 2014. DCLG is providing additional support through the Young Advisors Charity to help keen NCS 'graduates' to continue social action in their local areas.

- **A Year Of Service**[7] exemplifies the principle of selfless service to others. A series of special volunteering days are taking place throughout the Queen's Diamond Jubilee year making a Year of Service; one each month to coincide with a religious festival or special volunteering day of each religion. These are promoting different aspects of service (e.g. helping the homeless, caring for the elderly) seen as appropriate to that day, with each faith community inviting those of other faiths and none to join in. An existing annual national photography competition (Faith Through a Lens) is being linked to A Year of Service this year, both to celebrate the achievements of volunteers and act as a record of the year.

- A programme of work led by Baroness Newlove to help deliver ***Our Vision for Safe and Active Communities***,[8] resulting in the publication of *Building Safe, Active Communities - Strong Foundations by Local People.*[9] This aims to make it easier for community activists to improve their neighbourhoods, to tackle anti-social behaviour and support pro-social behaviour. This publication also announced the creation of the new fund to tackle binge and underage drinking.

Following on from the disturbances in August we are looking at other ways to encourage greater responsibility:

- DCLG has awarded a £10m grant over two and a half years to **increase the reach of youth organisations** such as The Scouts Association and Girlguiding UK, Army Cadets, Volunteer Police Cadets and St John Ambulance. These youth organisations provide valuable opportunities for young people to work together and learn about responsibility and self-discipline. Our aim is to substantially increase their ability to offer opportunities to young people in areas with few

resources, and where too few adults have the skills and experience to support existing groups or to establish new ones.

- The **Troubled Families** team in DCLG has been charged with turning around the lives of 120,000 troubled families. It will be working with local authorities to ensure that the whole family's problems are dealt with in order to get children back into school, parents on the road to employment and a reduction in crime and anti-social behaviour.

Social mobility

Widen access to jobs and training and encourage educational aspiration and enterprise.

We will help everyone realise their potential irrespective of their background, and tackle persistent inequalities in access to training and jobs and in educational outcomes. Going forward, we need to ensure that all communities are able to contribute and benefit. Not only will this support the economic well-being of the country, but it will foster common ground by bringing people together around joint enterprise whilst ensuring we all have a shared stake in England's economic future. As set out in the *Social Mobility Strategy*, promoting greater mobility and increasing opportunities is one of the Government's top priorities. Important actions already in train include:

- Extending the **free entitlement to early education** to around 40 per cent of two-year-olds by September 2014 while maintaining the network of children's centres accessible to all families but focused on those in greatest need.

- A new **Pupil Premium** of £625m in 2011-12 worth over £488 per child, but set to rise to £2.5bn by 2014-15, given directly to schools to help them improve the progress and attainment of pupils from poorer backgrounds.

- Promoting entrepreneurship in schools in disadvantaged communities through Business in the Community's **Enterprise Challenge** (developed by their Mosaic campaign)**.** This project brings together young people from different backgrounds to compete nationally through an online business game platform. The project receives private sector funding, but we will be providing additional support to increase its reach.

- A range of **reforms to higher education** designed to widen access, including strengthened access agreements setting out how universities will attract students from low income and other under-represented groups, and a National Scholarship Programme to provide direct support for some of the least well-off students.

- Additional funding to support **English language provision** for those adults who are not in employment or actively seeking employment and are unable to afford fees. Government has identified a need to support those who have little or no English, a high proportion of whom are women with children living in areas already facing significant integration challenges.

- A new **Work Programme** which provides flexible support to address the individual needs of people seeking work, and delivers better value through a clear focus on payment by results.[10]

- A **Social Mobility Business Compact** which asks businesses to do their bit to increase fair access to jobs. As part of the Compact, businesses commit to support communities and local schools to raise aspirations, improve skills and create jobs by providing opportunities for all young people to get a foot on the ladder. Businesses are committed to recruiting openly and fairly and ensuring non-discrimination.[11]

We want to hear further ideas for new action to improve integration through increasing social mobility. Areas where DCLG are developing initiatives to support integration through social mobility include:

- Unlocking talent and potential in all communities by looking at what more could be done to support ethnic minority entrepreneurs, including examining any barriers to black and ethnic minority groups accessing business finance.

- Working with businesses to support excellence in the Asian and Oriental catering sector, helping people of all backgrounds to enter and succeed in an important British industry. Change must come from the sector, but the Government will work with the sector to identify barriers and short-term support. This will support and complement the wider Skills for Sustainable Growth strategy led by the Department for Business, Innovation and Skills, which aims to improve the skills of the workforce, the performance of the economy and engagement in learning.

- New projects to bring people from different backgrounds and different communities together, to widen their aspirations and gain practical skills in areas such as enterprise and business.

Participation

Create understanding and tolerance through doing things together and pulling together to achieve success

We will strongly support people to play an active part in society and improve their local communities. Encouraging communities to come together to do practical, everyday things will bridge divisions. We will create the conditions for transparency and accountability to ensure that people can trust public bodies. We will create conditions for people to act if they feel that their voice is not being heard or they believe that one group is being unfairly favoured over another. Key activity to encourage participation includes:

- The Localism Act 2011 sets out major steps to put power into the hands of local communities and neighbourhoods, giving people the ability to take charge of their lives, at the most local level.

- We are supporting communities to take control through a programme which will recruit and train 500 senior **Community Organisers** and a further 4,500 part time voluntary Organisers over four years. Community Organisers listen to residents, public service and third sector workers, small businesses and local institutions, to help them act together for the common good.

- **Near Neighbours**, a Church Urban Fund programme funded by DCLG, uses the parish infrastructure of the Church of England to bring people of different faiths together to take action on local issues. It focuses on four areas, all of which face high deprivation (East and South East London, Leicester, parts of Birmingham and the northern towns of Bradford, Burnley and Oldham).

- We are encouraging inter faith activity by supporting the Faith-based Regeneration Network to link and strengthen faith-based social action projects. We are also supporting the Inter Faith Network for the UK to encourage, resource and link up inter faith groups at the local, regional and national level. One of the programmes run by the Inter Faith Network is national **Inter Faith Week,** which is held every November. The week promotes projects which bring people of different faiths together to serve their communities, and to learn more about each other.

- The **Free Schools programme** enables a wide range of new and diverse providers to play a greater role in state education. New Free Schools are being set up by teachers, charities, parents, employers, and other groups in response to local demand. Free schools must be inclusive and applications must show that they support common

ground through UK democratic values including mutual tolerance and respect.[12]

We want to hear further ideas for action to increase participation. Specific areas we are considering include:

- How to enable people to take action independently of national or local government, and the barriers which they feel prevent or discourage them from doing so. DCLG's decentralisation guide highlights six areas to consider: lift the burden of bureaucracy; empower communities to do things their way; increase local control of public finances; diversify the supply of public services; open up government to public scrutiny and strengthen accountability to local people.

- Faith communities are involved in a huge range of activities and projects to improve communities, and we are looking at ways to encourage them to join up effectively and overcome bureaucratic barriers.

Extremism and intolerance

Challenging all forms of extremism and intolerance that deepen division and increase tensions.

We will robustly challenge behaviours and views which run counter to our shared values such as democracy, rule of law, equality of opportunity and treatment, freedom of speech and the rights of all men and women to live free from persecution of any kind. We will marginalise and challenge extremists who seek to undermine our society and we will neither engage with nor fund such organisations. When appropriate we will use the full force of the law – proscribing groups concerned in terrorism, banning marches which present a threat to public order, and prosecuting the perpetrators of hate crime. This Government is committed to ensuring that everyone has the freedom to live free from hostility or harassment.

At the same time, we must consider how to strengthen the common bonds which enable integration and the wide, mutual tolerance which is the foundation of a liberal society. We need to look at and learn from the positive way communities came together after the recent disturbances in August to isolate any extreme voices and to quell any threat of inter-ethnic tensions.

The Government has:

- Published a revised **Prevent Strategy**, as part of a new wider counter-terrorism strategy CONTEST. The Government's new approach has been shaped by key lessons from the past. Prevent remains distinct from but linked to integration, tackling non-violent extremism where it

creates an environment conducive to terrorism and popularises ideas which are espoused by terrorist groups.[13]

- Committed to improve the recording of **hate crime**, narrowing the gap between experience and reporting. In particular, DCLG is supporting a community-led initiative to improve the reporting of anti-Muslim hate crime and the support offered to victims of such crimes, building on the work of the Community Security Trust (CST) on reporting of antisemitic hate crime. This builds on work in many local areas to improve reporting and monitoring of hate crime.

- Established **new teachers' standards.**[14] From September 2012, all teachers will be expected to meet new core standards of competence and conduct. The new teachers' standards set a clear expectation that teachers must not undermine fundamental British values, including democracy, the rule of law, individual liberty and mutual respect, and tolerance of those with different faiths and beliefs. Schools, local authorities and police can continue to work together through safer schools partnerships to tackle anti-social behaviour, intolerance and extremism. This protection of children from extremist views by schools complements schools' existing role in safeguarding children from drugs, gang violence or alcohol.

- Funded the **Auschwitz-Birkenau Foundation Perpetuity Fund**[15] to ensure the preservation of Auschwitz-Birkenau as a testament to the horrors of extremism.

- Funded the **Anne Frank Trust** to work in schools to challenge prejudice and extremism.

We need to remain vigilant to ongoing challenges, for example recent trends on anti-Muslim hate crime and antisemitism, and around gaps in our knowledge. Steps we are taking include:

- Establishing a working group on anti-Muslim hate crime, made up of senior civil servants, academics and members of the British Muslim community, to review and recommend responses to anti-Muslim hate crime. This complements the positive work already being done through the Cross-Government Working Group on Antisemitism.

- Going further to ensure that the Government's knowledge of this area is as complete as possible. We will draw on the insight and information from communities themselves and from public-facing agencies such as the police, in order to build our understanding of current problems.

- Improving our understanding of the new threat of online hate crime through research, and work with key organisations such as the Society of Editors and Press Complaints Commission to enable moderators of media sites to address this. At the local level, local partners continue to lead on controlling access to harmful and inappropriate content in places such as schools.

- Exploring options for new, locally-based projects which directly counter extreme views and challenge the individuals who hold or promote such views.

We will continue to work to challenge and outflank extremism, working in partnership with a range of bodies and encouraging others to do likewise.

4. Conclusion

The Government's role in achieving a more integrated society is strongly shaped by localism and the Big Society. Past approaches have involved expensive programmes dictated from Whitehall, and made integration the preserve of narrow interest groups instead of the everyday business of communities, public services, the private sector and wider civic society.

Our new approach is focused on how we **create the conditions** for integration to happen. Instead of large-scale, centrally led and funded programmes, we want to inspire and enable civil society and local areas to take action on integration issues that are important to them.

An important part of this is challenging the public, private and voluntary sectors to change, as well as rebalancing activity from the public to the voluntary and private sectors, and from centrally-led to locally-led action. This could mean the activities of community groups; successful individuals and businesses choosing to reinvest in their wider community; or simply the attitudes and actions of individuals in their everyday life. It will mean Government departments and the rest of the public sector fundamentally changing their ways of working to support these changes.

ANNEX

Evidence on integration in Britain today

Britain has a long history of immigration and is home to people of many different backgrounds, ethnicities and religious, political and moral views. Britain is, by and large, a well integrated society in which people get on, participate in civic life, and share a strong tradition of tolerance and democratic values. Within this context, however, we face some specific challenges.

❶ Common ground

The values that are important to us are agreed by almost all of us in Britain, across all the different social and ethnic groups. Nearly everybody agrees that it is everyone's responsibility: to treat others with fairness and respect (96 per cent) and to treat all races equally (93 per cent).[16] One of the key foundations for these shared values is our shared national history, including the important contribution people of all backgrounds have made, and continue to make, to our society. Our sense that we all share a stake in creating a more prosperous future helps bind us together.

Most people feel a strong sense of belonging to Britain and to British society with only a few, slight variations between socio-economic, ethnic or faith groups. Whilst UK-born people seem slightly more likely to feel part of British society, the difference is just 88 per cent compared to 83 per cent.[17] We recognise that most of us belong to a number of different communities based on where we are from, where we live now, our ethnicity and beliefs. These multiple identities and shared experiences strengthen us as individuals and communities, as people come together to contribute to their local areas and to Britain. Those who reject the idea of multiple identities and reject shared commitments – for example, far-right and Islamist extremists – threaten integration.

❷ Responsibility

A strong and integrated society is one where people live out their responsibilities to one another, their local community and to this country. It is this sense of responsibility which brings people to act in positive ways – to improve their local areas and the lives of local people through volunteering, and to participate in their local community. For the vast majority of people it is also what stops them acting in ways that go against our shared values,

behaviours and laws – 97 per cent of people agree that it is everyone's responsibility to obey and respect the law.[18]

What happens in the earliest years of a child's life can help to shape their long term views and values, and can influence their future success both at school and in the years beyond. It is the responsibility of parents to give the best long-term life chances to their children and for the Government to support them with policies that give the help necessary to families. We need to ensure that all young people have opportunities for personal and social development that enable them to develop a stronger sense of responsibility and self-discipline.

3 Social mobility

Social mobility is usually understood in terms of the relative chances of children from different social backgrounds being able to succeed as adults, breaking the transmission of disadvantage from one generation to the next and so ensuring everyone has the opportunities to succeed whatever circumstances they are born into. Opportunities need to be open to all, in order to maximise the chance of people making the most of their abilities. People should not be restricted, even by their own expectations, to specific occupations or roles. Linked to these opportunities, and also affecting other aspects of integration, are English language skills.

The chances for children in lower income families of being socially mobile are lower in the UK than most similar countries.[19] By the age of seven, children in higher income families, but low assessed ability, overtake those from a lower social class background with high ability.[20] Background too often determines outcomes in life.

As well as the impact of family income, there are also differing patterns of social mobility between ethnic groups. Looking at the different 'journey' for ethnic groups over the last 30 years, some minorities have experienced high levels of mobility – often above average. For example, Chinese pupils are amongst the highest achieving in our schools, whatever their economic background or experience of deprivation.

However, other communities have not done so well. Within those on lower incomes, Pakistanis are the least likely to have a better job than their parents.[21] And we know that ambition in young people is often lowest in deprived white communities;[22] that Gypsy and Traveller communities face persistent challenges in education and employment;[23] and that only one in four Bangladeshi (23 per cent) and Pakistani women (26 per cent) are in paid employment compared to nearly three in four white British women (72 per cent).[24]

Newer migrant communities face some specific challenges and different experiences. Speaking English is essential for living in England and poor English is a barrier to education and work, and to being active in our society. Many new migrants have arrived needing to acquire English, and some have done so more easily than others.

4 Participation

Integration is made stronger by people taking part in local and national life, and exercising control and influence in their daily lives and in their communities. Taking action on a local issue brings people together and helps to encourage stronger pride in local identity.

Integration problems may be caused if people feel that they have little opportunity to sort out problems or grievances affecting their lives, either themselves or through public bodies, or they think they are being treated unfairly or being discriminated against. This risk is compounded when unplanned separation and segregation occurs. Mainly because of the way houses become available in local areas and the tendency for new migrants to live close to each other, some people live only with others from the same ethnic background. Such segregation can reinforce fear or resentment of other people and cultures and can lead to trapped, fearful and inward-looking communities.

Although many people feel that they cannot influence national government, there is evidence that a larger proportion of white people feel disempowered compared to people from ethnic minority groups.[25] White people are also more likely than any other ethnic group to believe that they would be racially discriminated against by their local authority housing department.[26] Far-right extremists bring such concerns into their rhetoric, to divide people and promote intolerance and fear.

5 Extremism and intolerance

There is a high commitment to tolerance in Britain; “tolerance and politeness to each other” has been shown to be the second most important value for living in Britain, exceeded only by respect for the law.[27] The last 10-20 years have seen significant increases in tolerance and respect towards some issues and groups, including homosexuality,[28] different races,[29] and people with mental illnesses.[30]

But this tradition of tolerance is not reflected in the daily experience of too many people. In 2010, 48,127 hate crimes were recorded in England, Wales and Northern Ireland.[31] Disabled people are more likely than average to experience sexual and domestic violence, and have above average fear of being the victim of attack.[32] A survey in 2000 found that 88 per cent of people with a learning disability reported having been bullied in the last year,[33] and in

2001-2 eight per cent of disabled people in London suffered a violent attack compared to four per cent of the non-disabled.[34] Homophobia remains a concern in many schools, and around a fifth of lesbian and gay people have experienced bullying at work compared with seven per cent of heterosexual people.[35]

Prejudice specifically against Muslims is a developing concern as it can draw on what may in increasingly widespread anti-Muslim sentiment. Over half of Muslims feel they receive unfair media representation and two-thirds feel that Muslims are generally subject to unjustified criticism.[36] Just over half of the overall population agree that Muslims are unjustifiably criticised.[37] Although there is currently limited direct evidence on anti-Muslim hate crimes, a poll shortly after the July 7 bombings suggested that a third of Muslims had suffered abuse or hostility in the following months.[38]

It is difficult to estimate how many people hold intolerant views, but the recent Searchlight Educational Trust *Fear and Hope* report found a deep resentment to immigration across society, widespread fear of 'other' groups, particularly Muslims, and an appetite for a new non-fascist and non-violent right-wing political party. The vast majority of people reject political violence and view ‘English nationalist anti-Muslim extremists’ as unacceptable as ‘Muslim extremists’.[39]

The number of antisemitic incidents in the UK is also a concern. The police recorded 488 antisemitic crimes in 2010.[40] In 2009, the CST recorded the highest peak of antisemitic incidents (929) since it began recording these in 1984.[41] Although CST figures fell in 2011, they still recorded more incidents than a decade ago.

We also need to be aware of the potential links between extremism and public disorder. Although the disturbances in August 2011 were not about race, as we saw in Birmingham and parts of London, there are groups and individuals who will try to exploit such disorder to drive divisions between communities. The fact that inter-ethnic conflict was avoided was in part thanks to the dignified calls for peace and the quick response of local authorities, community groups and individuals who acted to diffuse tensions. In some cases extremism can lead to or provoke disorder, particularly when intolerant and extremist views are voiced publicly, or deliberately seek to inflame tensions between communities.

End notes

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