Update on Community Cohesion and Young People

For consideration by: Children, Young People and Schools Scrutiny Commission
on: 17 September 2014
Lead director: Miranda Cannon
1. Purpose of report

1.1 CYPS Scrutiny wish to revisit the 8 December 2008 report Assessing Community Cohesion: Young People and requested an update on relevant research and current practice that will inform its future actions regarding community cohesion and young people.

1.2 This report presents an overview of how the concept of community cohesion has changed over time; recent research findings mirroring topics considered in the 2008 report; and a proposed way forward in examining community cohesion and young people.

2. Summary

2.1 The report sets out how the concept of and approach to community cohesion has changed over time. The focus on Muslim young people in the 2008 report would no longer be recommended as good practice within the current context of promoting community cohesion/good social relations between different groups of people. A more inclusive approach that embeds ‘interculturalism’ and manages dialogue across all backgrounds is more common now. Taking such an approach would also support our meeting one of the key aims of the Public Sector Equality Duty: as a local authority, having due regard for the need to foster good relations between people who share a protected characteristic and those who do not.

2.2 There is less available local quantitative research by which to inform our understanding of the experience and concerns of young people in the city. The report highlights other sources of information available: use of relevant national surveys being commissioned by ‘think tanks’ and the use of the Young People’s Council to channel issues of concern from young people throughout the city. Dialogue within and between communities is increasingly becoming more important to understand issues of concern ‘on the ground’ and communicate how we as an authority propose to address them (sense making and sense giving).

3. Recommendations

3.1 A suggested way forward in updating the 2008 report on community cohesion and young people is to use the Young People’s Council to find out the views of young people across the city on emerging issues affecting their lives directly.
The scrutiny commission could take an active role in facilitating this discussion with young people and indicating to them how the council and its partners could assist in addressing the issues of concern to them.

3.2 On the basis of such discussion, the Young People’s Council could identify a few key actions to take forward: by young people individually and collectively; by their own schools; by the council; and by other stakeholders. The outcome of this piece of work could be championed by the scrutiny commission and in turn be used to inform policy development by the council and its local partners.

4. Report/Supporting information including options considered:

Background
4.1 The 2008 report Assessing Community Cohesion: Young People focused on a number of community cohesion indicators and surveyed local young people to determine their responses. The indicators focused on were:
- Diversity in Leicester: they liked to live where people are different to them
- Sense of belonging: their sense of belonging to England and to Leicester
- Sense of belonging to a community
- Perception of neighbourhoods, neighbourliness, and trust of those in their neighbourhoods
- Sense of power, investment and participation.

4.2 The analysis within the report was divided between the responses of Muslim young people and non-Muslim young people.

The changing concept of community cohesion over time
4.3 ‘Community cohesion’ was a concept put forward by Ted Cantle as an explanation and way forward for understanding and addressing community disturbances that occurred in Bradford, Burnley and Oldham in 2001. The original concept focused on building bridges between parallel ‘lives’/parallel communities with little interaction.

4.4 Ted Cantle established the Institute for Community Cohesion at Coventry University in 2005 and the institute was instrumental in developing practice and Government guidance on community cohesion.

4.5 The Government established the Commission on Integration and Cohesion in 2006 to consider how local areas can make the most of the benefits delivered by increasing diversity - and also to consider how they can respond to the tensions it can sometimes cause. Their final report in 2007 looked at the cohesion debate as part of wider social changes, especially in terms of migration, and recommended that more needed to be done to build shared values, mutual respect and civic responsibilities, especially in areas of ‘super diversity’.

4.6 The Equality Act became law in 2010 and the Public Sector Equality Duty came into effect in 2011 whereby local authorities also have responsibility for promoting good relations between groups of different protected characteristics.
This brought equality considerations in line with what had previously been considered separate community cohesion considerations.

4.7 The Coalition Government set up the Independent Riots Communities and Victims Panel in 2011 to examine and understand why the August 2011 riots took place. Their findings emphasised communities that work: where everyone feels they have a stake in society and where individuals respect each other and the place they live in.

4.8 In 2012 the Coalition Government repositioned community cohesion as ‘integration’ and issued a paper outlining the five factors contributing to integration:

- common ground (shared sense of aspirations and values);
- responsibility (mutual commitments and obligations which brings personal and social responsibility);
- social mobility (people being able to realise their potential to get on in life);
- participation and empowerment (people of all backgrounds having the opportunity to take part, be heard and take decisions in local and national life);
- tackling intolerance and extremism (robust response to threats, that deepen division and increase tensions).

4.9 Ted Cantle has also changed his focus, moving away from the traditional view of multiculturalism and embracing the concept of ‘interculturalism’. He published his book, ‘Interculturalism: the new era of cohesion and diversity’ in 2012. His book focuses on societal relationships we aspire to – while at the same time recognising the concerns and fears that people have at present.

Cantle’s views on Interculturalism:

Multiculturalism is the past – the future is interculturalism…. Multiculturalism tends to preserve a cultural heritage…interculturalism seeks to replace multiculturalism and provide a new paradigm for thinking about race and diversity….it is about envisioning the world as we want it to be, rather than be determined by our separate past histories. Source: [http://tedcantle.co.uk/resources-and-publications/about-interculturalism/](http://tedcantle.co.uk/resources-and-publications/about-interculturalism/)

4.10 The chart presented in Appendix 1, based on Ted Cantle’s analysis of how community cohesion has evolved over time gives an overview of how community cohesion has changed over time to its current focus on integration and interculturalism. The nature of the dialogue has changed from the performance indicators set out in 2002 (some of which are included in the council’s 2008 Community Cohesion and Young People report) towards ongoing interaction between different cultures on their shared experiences.

Community cohesion and schools

4.11 The Education and Inspections Act 2006 introduced a duty on all maintained schools in England to promote community cohesion and on Ofsted to report on the contributions made in this area. Government guidance (2007) on the role of schools in promoting community cohesion states:
“Community cohesion is about building a more tolerant, more understanding and a fair and transparent society, in which all members share a common sense of belonging that overcomes their differences... Schools build community cohesion by promoting equality of opportunity and inclusion for different groups of pupils within a school....they have a role in promoting shared values and encouraging their pupils to actively engage with others to understand what they all hold in common.”

4.12 The previous Government’s 2010 review of schools’ experience of implementing the duty found that most schools (primary, secondary and special) viewed community cohesion in terms of citizenship, multiculturalism, faith and race/ethnicity. Most special schools also see it as encompassing disability. Secondary schools also view cohesion in terms of socio-economic status, deprivation, and anti-social behaviour. (Source: Department for Education, Community cohesion and PREVENT: how have schools responded? 2010)

4.13 The Coalition Government removed the duty on Ofsted to report on school performance in regard to promoting community cohesion in 2012, but kept the duty on schools to promote community cohesion in place.

4.14 Ofsted has maintained its consideration of the spiritual, moral, social and cultural development of pupils at the school, as defined below, as part of its inspection regime.

<table>
<thead>
<tr>
<th>Ofsted: Promoting and evaluating pupils’ spiritual, moral, social and cultural development</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Spiritual development</strong> is the development of the non-material element of a human being which animates and sustains us.</td>
</tr>
<tr>
<td><strong>Moral development</strong> is about the building, by pupils, of a framework of moral values which regulates their personal behaviour.</td>
</tr>
<tr>
<td><strong>Social development</strong> is about young people working effectively with each other and participating successfully in the community as a whole.</td>
</tr>
<tr>
<td><strong>Cultural development</strong> is about pupils’ understanding their own culture and other cultures in their town, region and in the country as a whole.</td>
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</tbody>
</table>

4.15 Supporting the council in delivering the spiritual, moral, social and cultural development of pupils is SACRE (Standing Advisory Council on Religious Education). The 1988 Education Reform Act made it a statutory requirement for all local authorities to establish this advisory council for religious education. SACRE is an independent body which advises the local authority on matters concerned with religious education and collective worship. It is charged with the duty of receiving and deciding upon applications from schools to be ‘disapplied’ from the requirements concerning collective worship being broadly Christian.

4.16 SACRE is concerned with supporting and enhancing the provision of religious education within Leicester schools and the delivery of spiritual, moral, social and
cultural development as set out in the schools’ curriculum, thereby supporting the community cohesion duty of schools as stated above.

4.17 SACRE is comprised of four groups:

- elected city council representatives
- Church of England representatives
- Teacher representatives
- Representatives of Christian denominations and other religions reflecting the principal religious traditions of the area.

Each group has equal status and voting rights.

**Local quantitative and qualitative research related to community cohesion**

4.18 The 2008 report featured several community cohesion indicators which were developed in 2002. The performance data for these indicators came from residents surveys: the nationally commissioned Place Survey and the Police’s monthly Crave Survey. Both surveys no longer exist and have not been replaced.

4.19 Leicester has been the focus of a two year study on hate crime undertaken by the University of Leicester’s Centre for Hate Studies – whereby the experiences of 1400 people, including young people, who were victims of various forms of hate crime, have been analysed and published in early September 2014. The perspective taken by the Centre will enable us to understand the experience of victims as well the motivation of perpetrators to initiate such actions in the first instance.

**National survey findings related to community cohesion and young people**

4.20 Several national surveys undertaken this year provide some findings on the perceptions of young people regarding community cohesion related topics: NatCen’s 31st British Social Attitudes survey and a British Future survey of young voters commissioned from YouGov. The findings are presented below.

4.21 The British Social Attitudes survey found that young people are less racially prejudiced than older people.

**Who describes themselves as racially prejudiced in 2013?**

<table>
<thead>
<tr>
<th>Age</th>
<th></th>
</tr>
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<tbody>
<tr>
<td>17-34</td>
<td>25%</td>
</tr>
<tr>
<td>35-54</td>
<td>29%</td>
</tr>
<tr>
<td>55+</td>
<td>36%</td>
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</tbody>
</table>

(Source: NatCen Social Research: 30 years of British Social Attitudes self-reported racial prejudice data)

4.22 Young people also place less focus on ethnicity when considering British identity.

**The concept of national identity: ethnic and civic dimensions of being British**

<table>
<thead>
<tr>
<th>Ethnic dimension</th>
<th>Civic dimension</th>
</tr>
</thead>
<tbody>
<tr>
<td>To have been born in Britain</td>
<td>To have British citizenship</td>
</tr>
<tr>
<td>To have lived in Britain for most of one’s life</td>
<td>To be able to speak English</td>
</tr>
<tr>
<td>To be a Christian</td>
<td>To respect Britain’s political</td>
</tr>
</tbody>
</table>
To have British ancestry, institutions and laws
To share customs and traditions

**Distribution of conception of national identity, by generation**

<table>
<thead>
<tr>
<th></th>
<th>Born pre-1945</th>
<th>Born 1945-1964</th>
<th>Born post-1964</th>
</tr>
</thead>
<tbody>
<tr>
<td>Civic and ethnic</td>
<td>86%</td>
<td>61%</td>
<td>50%</td>
</tr>
<tr>
<td>Only civic</td>
<td>13%</td>
<td>33%</td>
<td>40%</td>
</tr>
<tr>
<td>Neither civic nor ethnic</td>
<td>2%</td>
<td>5%</td>
<td>10%</td>
</tr>
</tbody>
</table>

(Source: NatCen British Social Attitudes 31, 2014)

4.23 They are more comfortable with Britain being more ethnically diverse than older people.

**Voice of a generation: what do 2015’s first-time voters think?**

Only 41% (1,350,000) will vote next year (compared to 60% for adults, and rising to 75% for over-60s)

74% of young adults able to vote next May are comfortable with Britain being more ethnically diverse than 20 years ago, compared to 32% of over-60s who said they were relaxed with the change.

(Source: Independent, 30 May, 2014)

4.24 Young people are most concerned about these following issues.

**Which issues most concern young voters personally?**

- Finding a job: 45%
- Getting the right education and training: 37%
- State of the economy: 36%
- Finding a place to live: 21%
- Transportation: 21%
- Health: 20%
- Environment: 20%
- Amount of tax I have to pay: 19%
- Paying my debts: 19%
- Immigration in my area: 14%
- Crime in my area: 14%

(Source: British Future, Voice of a Generation, 2014)

**The Young People’s Council**

4.25 The Young People’s Council represents the needs and interests of young people in Leicester by lobbying on their behalf and facilitating dialogue between young people and decision makers, ensuring their views are taken into account. The March 2014 elections for 40 places on the Young People’s Council (YPC) saw a record number of 9,681 young people take part in voting for 55 candidates.

4.26 Elected members of the YPC value the opportunities afforded to them in their
positions. The quotes below represent some of their views.

“I am a young people’s councillor…I am 12 years old…I decided to take part in the elections because I can help young people and voice for any changes they want to occur. A lot of young people have asked to make the school meals cheaper and more youth centres…YPC…a great way to get your voice across, you can share your local area’s concerns with the other YPC members and improve your local area.”

“The main issues that concern me are the lack of understanding between police and youngsters. I want to improve that relationship. I want facilities like youth clubs in the area so that young people are able to take a step back from crime. To provide local support groups to youngsters who need that support to develop their skills and ability….I hope to earn young people’s trust. I want to make my local area better in various ways. Mainly I hope to be a reachable young councillor. Now elected I want to make changes happen, not just say them.”

“One issue that is affecting all the young people of today and the future is education, I believe that the education system is being reformed in such a way that it will not benefit us young people. ….Prejudice plays a frequent part in our community. Therefore I aim to challenge this by involving everyone in our community no matter what race, sex or social background they come from….”

“Issues important to me include: youth unemployment, youth engagement in politics and the youth services as a whole. I have been lucky enough to represent Leicester City in the UK Youth Parliament and the experiences I have gained from this such as sitting in the House of Commons and debating REAL issues have made my time as an MYP irreplaceable.”

Appendix 1

Ted Cantle’s analysis on how community cohesion has evolved over time

<table>
<thead>
<tr>
<th>Year</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>2001</td>
<td>Cantle report provided national overview of the state of race and community relations following the disturbances in Bradford, Burnley and Oldham. Drew attention to polarised and segregated communities in which people led parallel lives. Report included measures to bring communities together, tackle fear and prejudice, promote unity and a positive vision of diversity.</td>
</tr>
<tr>
<td>2002</td>
<td>Working definition of community cohesion developed. A cohesive community is one where: common vision and sense of belonging for all communities; diversity of people’s backgrounds and circumstances are appreciated and positively valued; those from different backgrounds have similar life opportunities; strong and positive relationships are being developed between people from different backgrounds in the workplace, in schools and in neighbourhoods. Performance framework developed of 10 hard &amp; soft indicators to measure various dimensions of community cohesion. These included the indicators cited in the 2008 report.</td>
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<tr>
<td>2004</td>
<td>Community cohesion standards for schools developed about their contribution to community cohesion. Aims are: close the attainment and</td>
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<tr>
<td>Year</td>
<td>Description</td>
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<tr>
<td>2005</td>
<td>Practitioners guide on good practice produced: seven steps to improving cohesion based on delivering community cohesion programmes: Leadership and commitment; developing a vision and values for cohesion; programme planning and management; engaging communities; challenging and changing perceptions; community cohesion and specialist areas; ensuring sustainability of programmes.</td>
</tr>
<tr>
<td>2006</td>
<td>Commission for Integration and Cohesion established to explore how different communities and places in England are getting along, and what more might be done to bring people together – respecting differences but developing a shared sense of belonging and purpose. Government White Paper devoted to community cohesion included growing concern with extremism and terrorism following London bombings in July 2005. Duty to promote community cohesion imposed on state maintained schools: working towards a society in which there is a common vision and sense of belonging by all communities, where the diversity of people's backgrounds and circumstances is appreciated and valued.</td>
</tr>
<tr>
<td>2007</td>
<td>Commission for Integration and Cohesion final report ‘Our shared future’ looked at cohesion debate as part of wider social changes, especially in terms of migration patterns and population dynamics. Commission focused on positive views of multiculturalism and recommended that more needed to be done to build shared values, mutual respect and civic responsibilities especially in areas of ‘super-diversity’. Principal recommendations: manage settlement of migrants; reduce the amount of documents translated into minority languages; reduce support given to single identity funding.</td>
</tr>
<tr>
<td>2008</td>
<td>New guidance on duty to promote community cohesion in schools – education continued to be a key focus for cohesion with levels of ethnic and faith segregation in some parts of the country continuing to cause concern. For many the dominant theme continued to be the Government’s Preventing Violent Extremism agenda.</td>
</tr>
<tr>
<td>2009</td>
<td>The Government produced a lot of guidance on taking forward the cohesion agenda: how to embed cohesion in delivery and practice; building a sense of belonging; the introduction of the power of wellbeing placed on local authorities; the introduced Equality Bill included the promotion of good relations, replacing the then current duty to promote good race relations. Citizenship survey and place survey enabled monitoring of local trends. Criticism of the prevent agenda increased and new focus on concerns about the Far Right and its influence on the White working class. New initiative raised in response – ‘connecting communities’. Government targeted areas where the recession had impacted most and job losses were most acute.</td>
</tr>
<tr>
<td>2010</td>
<td>Following general election, Coalition Government launched Big Society programme: Equality Act 2010 introduced with all party support.</td>
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<tr>
<td>2011</td>
<td>Summer riots in London and other cities. Report ‘After the Riots’ findings: the key to avoiding future riots is to have communities that work: where everyone feels they have a stake in society; where individuals respect each other and the place they live in; where public services work together and</td>
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with the voluntary sector to spot those who are struggling at an early stage and help them; where opportunities are available to all, especially young people; where parents and schools ensure children develop the values, skills and character to make the right choices at crucial moments; where the police and the public work together to support the maintenance of law and order; and where the criminal justice system punishes those who commit crimes but also commits itself to making sure – for all our sakes – that they don’t do it again.

2012 The Coalition Government has reframed community cohesion as ‘integration’ and produced a new document, ‘Creating the conditions for integration’. Focus on: common ground (what we have in common rather than our differences); responsibility (strong sense of mutual commitments and obligations); social mobility (people able to realise their potential to get on in life); participation and empowerment (people of all backgrounds have opportunities to take part, be heard and take decisions in local and national life); tackling intolerance and extremism (robust response to threats that deepen division and increase tensions). It also stopped school inspection on the duty to promote community cohesion. The London 2012 Olympics helped to promote an intercultural view of the world and a positive view of diversity. The Jubilee showed that it is possible to be proud of being British without excluding others and whilst acknowledging the diversity inherent in contemporary Britain.

2013 As globalisation challenges our traditional understanding of international, national and community relations, the ability to navigate global structures and cultures becomes essential. In this interdependent world, where changing demographics shape the societies we live in, interculturalism offers a new approach to manage challenges and harness opportunities provided by diversity and difference. We need to not only be comfortable with difference, but also learn to live together in ever-changing and diverse societies.


5. Financial, legal and other implications

5.1 Financial implications

There are no direct financial implications arising from this report, actions are being delivered within existing service budgets.

Paresh Radia – Principal Accountant
5.2 Legal implications

The report author has identified the relevant duties which the council are bound by - the Public Sector Equality Duty. The recommendations made enable compliance with this duty.

Caroline Woodhouse – Legal Services

5.3 Climate Change and Carbon Reduction implications

There are no climate change implications associated with this report.

Louise Buckley, Graduate Project Officer (Climate Change), 372 293

5.4 Equalities Implications

With the Equality Act 2010 becoming law and the introduction of the Public Sector Equality Duty in 2011, the aims of community cohesion have been absorbed into the third aim of the Public Sector Equality Duty: fostering good relations between protected groups and others. This has expanded consideration of community cohesion implications from the original focus on race to all protected characteristics covered by the Equality Act.

The Council’s Equality and Diversity Strategy promotes an inclusive approach to diversity within the city, based on shared values and outcomes: a sense of shared civic identity, shared outcomes based on need, and support for integration and cohesion.

These equalities considerations should be incorporated within any future follow up work that is undertaken regarding community cohesion and young people.

Irene Kszyk, Corporate Equalities Lead, 374147

5.5 Other Implications (You will need to have considered other implications in preparing this report. Please indicate which ones apply?)

6. Background information and other papers:

Background information and other sources used are quoted in the report.
7. Summary of appendices:
The one appendix gives a time line of various national community cohesion activities from 2001 to 2014.

8. Is this a private report (If so, please indicated the reasons and state why it is not in the public interest to be dealt with publicly)?
No

9. Is this a “key decision”?
No

10. If a key decision please explain reason